FARMWORKER HOUSING STUDY AND ACTION PLAN FOR SALINAS VALLEY AND PAJARO VALLEY

FINAL JUNE 2018

CALIFORNIA INSTITUTE FOR RURAL STUDIES

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Executive Summary

Through a process of gathering primary and secondary data on the Salinas and Pajaro Valley Laborshed, the research team of California Institute for Rural Studies and California Coalition for Rural Housing has identified some specific needs, barriers and solutions to the farmworker housing crisis in the Pajaro Valley of Santa Cruz County and the Salinas Valley of Monterey County

Beginning in December, 2016, we undertook a thorough compilation and analysis of existing databases on agricultural trends and labor patterns in the region. From this research, we found **that the estimated number of unique individual agricultural workers employed in the region during 2016 was 91,433.** An estimated half of California's current crop workers tell government interviewers they lack authorization for U.S. employment. And those who are documented are aging. Finally, the flow of foreign agricultural workers into the U.S. has declined sharply. Some employers report labor shortages. Intense efforts to mechanize every aspect of production are underway. Still other employers have sought H-2A workers to supplement their domestic workforce.

We implemented a survey of 420 farmworkers in the laborshed as well as interviews with employers and other stakeholders to gather primary data. Among the farmworkers surveyed, men and women were relatively evenly distributed across age groups with **75% of the interviewees married**. The clear majority of the immigrant farmworker interviewees had very few years of schooling. **They were 92% immigrants (not born in the U.S.)**. About one fifth were follow-the-crop migrants (FTC) who had traveled outside the two county area for agricultural employment.

Most households of farmworkers interviewed included non-family members who were for the most part other farmworkers. There are consistently stunningly high rates of residences that are above the severely crowded condition of 2.0 people per room. This is true of almost all the subgroups of the population. **Often more than 5 people per bathroom.**

About 40% of respondents live in houses, 30% in apartments. Another 19% live in rented rooms without kitchens -- either in houses or apartments. Another 12% live in "other" types of dwellings[1]. Eighty-nine percent of farmworkers were

[1] Like motels, boarding houses or barracks

renters and 11% owners. Of those who reported as owners, a quarter own mobile homes.

Other characteristics of those interviewed included:

- Most have only completed primary school.
- Wages ranged from a median of $12.79 per hour, mean of $13.64, with median annual income of $25,000.
- The majority do not work all year in agriculture.
    - 7.5 months is the median.
    - 44% of migrants work all year, 20% of non-migrants work year round.
- Average age at arrival is about 20,
- Median number of years in the US is 15 years.
- Median age was 37
- Median number of years with current employer is 4 years; a quarter worked for their employer for 8 years or more.
- Two-thirds are from four states in Mexico:
    - Oaxaca 21%
    - Michoacan 19%
    - Jalisco 14%
    - Guanajuato 10%
- 13% self-identified as indigenous Mixtec, Triqui, Zapotec
- They work in a range of crops throughout the region.
    - 46% participate in harvest
    - 16% are packers
    - 38% participate in all other farm-related tasks such as:
        - Weeding
        - Irrigating
        - Thinning
        - Pruning
        - Loading
        - Driving
        - Operating machines

Of the employers interviewed, a vast majority viewed the labor shortage as their main challenge to success. Those who did not hire H-2A workers had little knowledge of the conditions or type of housing in which their workers lived. And while the majority of employers noted that they were facing a labor shortage very few of those interviewed correlated this with a housing crisis.

A primary idea expressed among stakeholders interviewed was that workers were frequently victims of the current policies in effect at all levels of government. Stakeholders included employers not included in the survey, farmworker advocates, housing developers, housing managers, land use planners, service providers, attorneys, and academics. Under this umbrella of "victimization," stakeholders mentioned exploitation of workers across the board. There were mentions of how workers are recruited and paid, migration challenges, and physical demands of the work. About half of the stakeholders expressed concern about the cost of developing more housing and how to pay for it.

The farmworker housing demand model developed in this project calculates the total housing units needed of all types, based on target People Per Dwelling (PPD), and total permanent affordable farmworker housing based on the current rate that farmworkers access subsidized housing.

Key findings of the demand model were:

- **An additional 45,560 units of farmworker housing are needed** to alleviate critical overcrowding in farmworker households that are occupied at 7.00 PPD to the average PPD of 3.23 in Monterey County and the average PPD 2.60 in Santa Cruz County
- **A total of 5,372 units of permanent *affordable* farmworker housing are needed to maintain the present "access rate"[2] of 7.6 percent of farmworkers to subsidized housing**

The data from this study indicate an overwhelming need for **affordable permanent year-round family housing.** However, approximately 20% of the total population, or 18,300 farmworkers, are migrant, non-permanent residents. Of those, more than 4,600 are H-2A visa workers. The H-2A employer is required to provide housing, and many have contracted with motels to fulfill this requirement.

The research team compiled a list of current funding for farmworker housing, shown below.

[2] Calculated by research team based on survey results

Federal	State
USDA Section 514/516 Farm Labor Housing USDA Section 521 Rural Rental Assistance USDA Section 502 Direct Loan/Section 523 Mutual Self-Help Housing Technical Assistance HUD Community Development Block Grant HUD HOME Investment Partnerships Federal Home Loan Bank Board Affordable Housing Program	HCD Joe Serna, Jr., Farm Worker Housing Grant HCD California Self-Help Housing Program HCD CalHome HCD Multifamily Housing Program TCAC Federal and State Low-Income Housing Tax Credits HCD Farm Worker Housing Tax Credit Assistance SGC Affordable Housing and Sustainable Communities Program

USDA = U.S. Department of Agriculture
HUD = U.S. Department of Housing and Urban Development
HCD = California Department of Housing and Community Development
TCAC = California Tax Credit Allocation Committee
SGC = California Strategic Growth Council

The non-profit, for-profit, and housing authorities have the experience, flexibility, and expertise to continue to build and manage affordable housing units for farmworkers. However, projecting the number of units that these organizations, and others, can reasonably develop **over the next ten years** based on historical rates of development and in anticipation of increased funding and reduction of development barriers **we calculated that an additional 930 units could possibly be constructed,** far short of the 5,300 units necessary.

Project feasibility is constrained by adequate availability of land, cost of land, cost of construction, funding resources, and governmental regulations. **The ability to address the housing gap is not solely dependent upon the capacity of the local organizations but will require significant improvement in the conditions that restrict the development of affordable housing.**

Based on the in depth research, there are a range of potential actions to remove barriers and encourage development. The Study Oversight Committee prepared a Draft Action Plan for discussion with potential actions regarding Housing Type, Financing, Sites, and Regulatory Reforms.

DRAFT ACTION PLAN – APRIL 2018

Farmworker Housing Study Oversight Committee Recommendations

The following was considered at the Regional Forum on April 19, 2018.

Overview

This research found **that the estimated number of unique individual workers employed in agriculture in the region during 2016 was 91,433.** It is clear from the primary data collected in the survey phases of this study that farmworker housing in the Salinas-Pajaro Laborshed needs to be drastically increased.

Farmworker housing in the region is severely crowded. In assessing the needs based on survey data, an astounding **45,560 additional units of farmworker housing are needed** to alleviate critical overcrowding in farmworker households.

Based upon income levels and housing costs, farmworkers need subsidized housing. The survey determined that 7.6% of farmworkers currently access subsidized housing. Just to maintain that 7.6% "access rate," a total of 5,300 **units of permanent *affordable* subsidized farmworker housing are needed.**

Study data demonstrates that the preponderance of workers are year-round residents. 75% of those surveyed are married, often living in households with minor children born in the United States. Although frequently the focus has been on providing housing for temporary farmworkers, the data is clear that the most significant need is for permanent farmworker family housing.

While there is new funding in the State of California for affordable housing including resources specifically targeted to farmworkers, the demand will not be met with what is currently available. Therefore, this action plan is focused on what we can collectively do to quickly produce affordable farmworker housing with a focus on permanent farmworker families.

Goal: ***Make available 5,300 permanent, affordable farmworker housing units over the next five years to stabilize the agriculture workforce in the Salinas and Pajaro Valley Region.***

Housing Types

Objective: Promote alternative farmworker housing tenure and development prototypes that have worked in Monterey Bay Region, California, and other parts of the nation.

H1. **Family housing priority:** Prioritize the construction of permanent, year-round housing for farmworker families.

H2. **Intergenerational:** Facilitate the development of intergenerational farmworker housing for multiple generations of farmworkers (retirees, working adults, and children) to create opportunities for mutual self-reliance, such as provision of childcare and elder care. *Best practice includes the Desert Gardens Apartments in Indio.*

H3. **Services:** Incentivize housing that incorporates wrap-around services to strengthen families, transfer new skills, and build leadership.

H4. **Accessory Units:** Facilitate the development of Accessory Dwelling Units (ADUs) by considering the reduction of ADU impact and permit fees, disseminating public information, and establishing lender products for ADU new construction and rehabilitation.

H5. **Seasonal:** Facilitate private sector development of farmworker housing with unrestricted funding sources to allow flexibility in providing housing for seasonal, migrant, or any other farmworker regardless of documentation.

H6. **Energy Efficiency:** Support housing projects, both new construction and rehabilitation, which integrate energy efficiency, water conservation, and other green elements that reduce operational costs to sustain the project over time. *Best practice includes the Mutual Housing at Spring Lake in Woodland.*

H7. **New Technologies:** Educate the local International Code Councils and Building Officials to streamline the approval of new building technologies, such as modular construction as alternative to traditional stick-built, which have the potential to more efficiently and economically scale up housing production. *Best practice includes George Ortiz Plaza I in Santa Rosa.*

H8. **Emergency Housing:** Investigate and pilot the use of innovative emergency housing types for seasonal, migrant farmworkers such as mobile homes.

H9. **H-2A Worker Lodging:** Collaborate with other jurisdictions to develop a model ordinance for the temporary use of motels/hotels for H-2A or other seasonal farmworkers.

H10. **Housing Cooperatives:** Support the development of new housing cooperatives or assist residents of existing housing, such as labor camps and mobile home parks, to convert their housing to limited-equity cooperatives as an affordable alternative to renting and fee-simple ownership.

H11. **Mutual Housing:** Support resident-controlled mutual housing and mutual housing associations, which empower tenants to be leaders and activists in the governance and operation of their homes.

Suitable Sites

Objective: Collaborate among jurisdictions to identify appropriate locations for farmworker housing within cities and unincorporated counties to facilitate development of farmworker housing.

S1. **Map Sites:** Map appropriate sites for farmworker housing in collaboration with local jurisdictions in the region and streamline the approval processes whenever possible.

S2. **Zoning:** Encourage local jurisdictions to evaluate current General Plan and zoning based upon housing funding criteria and, when appropriate, re-zone properties to create additional sites for affordable, farmworker housing.

S3. **City-County Agreements:** Establish agreements between counties and cities that allow for contiguous, unincorporated county land to connect to city infrastructure to facilitate development of farmworker housing.

S4. **Agriculture Zoning:** Relax restrictions on the residential use of agriculturally-zoned land in unincorporated county areas that restrict on-farm residential development.

S5. **Overlay Zones:** Promote the establishment of *Affordable Housing Overlay Zones* in 'high-opportunity' areas within Monterey County that include a bundle of effective and flexible incentives to encourage developers to build affordable and farmworker housing.

S6. **On-farm housing:** Encourage on-farm employee housing.

S7. **Ag Land:** Incentivize growers with marginal agricultural land contiguous to and surrounded by urban uses to dedicate, discount, or lease land for farmworker housing, including no-cost release from Williamson Act contracts.

S8. **Assembling parcels:** Enable property owners with contiguous sites appropriate for farmworker housing to parcellate the land or create new lot lines to accommodate larger, more economically feasible projects.

S9. **Land Trusts:** Encourage existing land trusts or the creation of new land trusts that build and preserve farmworker housing on land that is leased from the trust and held in restricted affordability in perpetuity.

S10. **Transit Strategies:** Support the implementation of appropriate strategies identified in AMBAG's regional study of Transportation Alternatives for Rural Areas, such as expanded vanpools, mobility hub development, public/private partnerships with Transportation Network Companies, Expanded Express Transit Service, and Workforce Housing Developments.

S11. **Transit:** Coordinate with regional transit agencies to provide better access between housing sites and agricultural workplaces.

Financing

Objective 1: Proactively pursue and leverage governmental and non-governmental funds to increase the inventory of farmworker housing.

Objective 2: Capitalize on existing regional and local housing trust funds and create new local funding sources for the construction, rehabilitation, acquisition, and operation of farmworker housing.

F1. **New State Funding:** Effectively leverage new State funding resources including SB 2, the Building Homes and Jobs Act, and SB 3, the Veterans and Affordable Housing Bond Act of 2018, if approved by voters in November 2018, to finance new permanent, affordable farmworker housing.

F2. **Expedite SB 2 Funds:** Advocate that the California Department of Housing and Community Development (HCD) expedite processing of SB 2 funding and develop reasonable program guidelines to facilitate development of affordable farmworker housing.

F3. **State Bond:** Outreach to local residents and advocate for the passage of the Veterans and Affordable Housing Bond in November 2018 as a source for affordable farmworker housing for the Region.

F4. **Santa Cruz County Bond:** Continue collaboration among Santa Cruz County stakeholders to include a local housing bond measure on the ballot in November 2018 and effectively campaign for its passage.

F5. **Monterey County Bond:** Continue efforts among Monterey County stakeholders to initiate a local housing bond for the November 2020 election.

F6. **Ag Business Funding:** Facilitate the creation of alternative funding mechanisms by convening agricultural representatives interested in sharing resources to build and operate farmworker housing both for year-round, permanent and seasonable, migrant housing. *Best practice includes the Napa self-assessment of wine grape growers.*

F7. **Inclusionary Housing:** Update and strengthen local *Inclusionary Housing Programs* as a mechanism to provide additional affordable housing units that could be targeted for farmworkers.

F8. **Linkage Fees:** Explore the development of *Commercial/Industrial Linkage Fee Programs* to ensure there is a jobs-housing balance and/or fit to meet the affordable housing needs of new employees and local residents.

F9. **Local Funding:** Maximize local funding resources to be in the best possible competitive position to leverage conventional non-local grants, investor equity, and low-cost financing for production and preservation of farmworker housing.

F10. **Competitive Parcels:** Pro-actively market parcels within jurisdictions that would likely be competitive under existing State-administered housing programs, such as the Federal and State Low-Income Housing Tax Credit Programs.

F11. **Local/Federal Funds:** Commit federal pass-through funds, such as Community Development Block Grant and Home Investment Partnership grants, to the production and preservation of farmworker housing.

F12. **Parcel Taxes:** Explore *Parcel Taxes* for affordable housing (including farmworker housing) that would tax land rather than new development.

F13. **Transient Occupancy Taxes:** Explore an increase to *Transient Occupancy Taxes* on hotels, motels, vacation rentals, and other accommodations in the Monterey Bay Region to support affordable housing for service workers and farmworkers.

F14. **Cannabis Taxes:** Explore allocating a portion of Cannabis Business Taxes to foster affordable housing production including funding of planning staff to shepherd projects through the process.

F15. **Federal/State Funds:** Aggressively apply for Federal and State housing finance programs that are occupationally-restricted or advantage farmworker housing, namely USDA Section 514/516 Farm Labor Housing coupled with USDA Section 521 Rural Rental Assistance and California Joe Serna, Jr., Farmworker Housing Grant, State Farmworker Housing Tax Credit, and Multifamily Housing Program.

F16. **Support USDA Programs:** Advocate for the continuation and expansion of USDA Section 514/516 Farm Labor Housing Program and USDA Section 523 Rural Rental Assistance Program.

F17. **USDA Funds:** Educate affordable housing providers about successful strategies to couple USDA Section 523 Rural Rental Assistance and USDA Section 514/516 Farm Labor Housing Programs to help fund affordable farmworker housing.

F18. **USDA Regulations:** Reform the USDA Section 514/516 Farm Labor Housing loans and grants to allow projects that include both farmworker and non-farmworker units. *Best practices include the Nuevo Amanecer Apartments in Pajaro and Azahar Place Apartments in Ventura.*

F19. **Mutual Self-Help:** Reintroduce the Mutual Self-Help Housing method of sweat equity and owner-building of single-family homes under the supervision of local nonprofit housing organizations using a combination of USDA Rural Development Section 502 Direct Loan and Section 523 Technical Assistance Grants with State

Joe Serna, Jr., Farmworker Housing Grant Program funds to produce affordable homeownership opportunities for farmworkers.

Regulatory Reform

Objective: Change regulations to remove barriers, streamline processing, and reduce costs for the development of farmworker housing.

R1. **Update Zoning:** Promote and fund the update of restrictive and outdated zoning designations that limit residential densities, height, setbacks, and Floor-Area-Ratios (FARs), especially in urban cores and corridors, and identify and eliminate unnecessary or redundant discretionary reviews that cause costly delays and discourage applicants.

R2. **Remove Barriers – Employer-Sponsored Housing:** Identify and eliminate barriers for the development of employer-sponsored housing while ensuring that the development is built to allow for future conversion to multi-family should the employer sell the property.

R3. **CA Coastal Commission Obstacles:** Remove impediments to farmworker housing within areas subject to the California Coastal Commission through update of Local Coastal Plans and reform the regulations governing the exemption of agriculture activities and permits set by the California Coastal Act.

R4. **SB 2 Funded Streamlining:** Apply for SB 2 funding to update zoning and revise other regulations to streamline production of farmworker housing and other housing types.

R5. **Priority Processing:** Allow for priority processing of by-right, year-round, permanent farmworker housing projects that meet underlying zoning requirements.

R6. **Ombudsman Assistance:** Fund and designate a point-person or ombudsperson responsible for shepherding farmworker housing project applications through the local government approval process and advocating for them. *Best practice includes an ombudsman in San Mateo County for farmworker housing.*

R7. **Template Plans:** Design and develop pre-approved plans and adopt modified development-by-right for farmworker housing, including dormitory-style, modular, and multifamily prototypes proposed on agricultural parcels meeting specified site and zoning criteria in unincorporated areas. *Best practice includes a recent approach adopted in Ventura County.*

R8. **Development Impact Fees:** Encourage local jurisdictions to consider adopting ordinances that waive development impact fees for affordable farmworker housing.

R9. **Fee Deferral:** Support local jurisdictions in establishing development fee deferral programs for affordable and workforce housing and implement the program when requested by the developer.

R10. **Fees – Smaller Units:** Incentivize smaller, less expensive units by charging developer impact fees based on unit square footage rather than per unit and reducing minimum net land area per unit requirements.

R11. **Parking Requirements:** Encourage local jurisdictions to allow for greater flexibility in the provision of parking for affordable farmworker housing, where appropriate.

R12. **Mixed Use Requirements:** Provide greater flexibility in the ratio of residential and commercial space in mixed-use districts or zones to allow for more space that is residential.

R13. **Density Bonus:** Educate local jurisdictions about the application of state-density bonus to facilitate affordable farmworker housing and encourage the development of an enhanced or super-density bonus where appropriate.

R14. **Outreach:** Conduct outreach and education workshops to stakeholders and the public so that potential applicants and local communities better understand the rules and regulations governing farmworker housing.

R15. **Collaboration:** Encourage local jurisdictions to proactively collaborate with affordable housing developers and develop solutions that remove site-specific land use barriers whenever possible.

R16. **Staff Training:** Expand training of city and county staff and local elected officials about State and local land use laws and regulations and foster can-do collaborative

Acronyms used in this report

ADU	Accessory Dwelling Unit
AHP	Affordable Housing Program
AHSC	Affordable Housing Sustainable Communities
AMBAG	Association of Monterey Bay Area Governments
AMI	Area Median Income
BLS	Bureau of Labor Statistics
CCRH	California Coalition for Rural Housing
CDBG	Community Development Block Grant
CEQA	California Environmental Quality Act
CHDO	Community Housing Development Organization
CIRS	California Institute for Rural Studies
CLT	Community Land Trust
FHLB	Federal Home Loan Bank
FMMP	Farmland Mapping and Monitoring Program
FLC	Farm labor Contractor
HCD	California Department of Housing and Community Development
HOZ	Housing Opportunity Zones
HUD	U.S. Department of Housing and Urban Development
LIHTC	Low Income Housing Tax Credit
MBEP	Monterey Bay Economic Partnership
MPO	Metropolitan Planning Organization
MTP	Metropolitan Transportation Plan
NAICS	North American Industrial Classification Syste
NAWS	National Agricultural Worker Survey
PPD	Persons Per Dwelling
QCEW	Quarterly Census of Employment and Wages

RHNA	Regional Housing Needs Allocation
SCS	Sustainable Communities Strategy
SGC	Strategic Growth Council
SPAWHS	Salinas Pajaro Agricultural Worker Housing Survey
TCAC	Tax Credit Allocation Commission
USDA	U.S. Department of Agriculture

Contents

SECTION 1: NEEDS ASSESSMENT

Introduction

During the 2015-2023 Housing Element Update process, the City of Salinas was asked to conduct a needs assessment of farmworker housing. Meanwhile, south Salinas Valley mayors were travelling to Napa County to learn about their pioneering solutions for funding farmworker housing. The City of Salinas agreed to coordinate a regional survey and study of farmworker housing and the development of an Action Plan to address the needs.

In August 2015, the Building Healthy Communities (BHC) – East Salinas Housing Workgroup submitted a letter to the City of Salinas requesting that the Housing Element 2015-2023 include an action to "conduct a special study that requires a scientific community survey and/or a survey of agricultural employers in the county to further define housing needs of farm labor workforce, financing constraints and opportunities, and best practices." Members of the Workgroup included representatives of BHC, the Center for Community Advocacy, CHISPA, Community Organized for Relational Power in Action, Monterey Bay Central Labor Council, and Health in All Policies of the Monterey County Health Department.

The Salinas City Council agreed to the request and added the action to the Housing Element. The mayors of South Salinas Valley cities had been studying alternative models for farmworker housing and when asked to collaborate in the regional study, insisted that an "Action Plan" also be developed. When the Study was announced, the Association of Monterey Bay Area Governments and Santa Cruz County offered to participate and financially contribute to the study. Therefore, the scope expanded to include Pajaro Valley as well as Salinas Valley.

The City of Salinas served as the project management team and engaged a contract project manager, Jennifer Coile, to coordinate the study.

A Request for Proposals was issued in July 2016 and a contract with the California Institute for Rural Studies (CIRS) and California Coalition for Rural Housing (CCRH) was executed in December 2016. CIRS and CCRH are experienced with conducting agricultural workforce surveys and analyzing best practice projects throughout California.

The **California Institute for Rural Studies** (CIRS) has been at the forefront of research on rural California for 40 years, with an emphasis on promoting improved health and well-being among agricultural workers. CIRS has completed two farmworker housing assessments for counties in California and is in process of a third. In 2007, CIRS completed the initial assessment of the demand for farmworker housing in Napa County. The following year, CIRS completed an assessment of the demand for farmworker housing and transportation in Mendocino County. CIRS is currently working on a farmworker housing assessment and action plan for the Salinas Pajaro laborshed. In 2013, CIRS participated in a statewide effort to determine the needs for farmworker housing and transportation and to offer proposals for solutions to the California Department of Food and Agriculture. This work resulted in a collaborative publication entitled "Shelter +Mobility Recommendations for California's Specialty Crop Ag Workforce."

Working in the Eastern Coachella Valley, CIRS has completed a population health report, an extensive survey tool, an environmental assessment tool for housing conditions, a set of maps and policy briefs and an assessment of the cumulative environmental vulnerability for the region. To achieve our goals, CIRS recently completed a large-scale household survey of resident health that relies on random selection of residences. Coupled with this survey is an observational and environmental assessment of housing conditions. Data from that extensive project is currently being analyzed.

Formed in 1976, the **California Coalition for Rural Housing** (CCRH) is the oldest statewide association of community-based nonprofit housing development organizations in the U.S. and the only statewide rural housing coalition. Our members include both public housing authorities and private, nonprofit agencies that specialize in the production of homes for rent and purchase by low-income families. In San Mateo County, Mid-Pen Housing Coalition is an active board member and partner.

From inception, CCRH has been dedicated to meeting the needs of farmworkers for decent and affordable shelter. The organization was created following a farmworker housing conference convened by then Governor Jerry Brown to provide a voice for farmworker housing in the State Legislature. Our members, working throughout California's agricultural valleys, are the leading producers and operators of farmworker housing in the state and the nation. In addition to Mid-Pen, another eight organizations have developed farmworker housing in coastal counties: Cabrillo Economic Development Corporation (Ventura), People's Self-Help Housing (San Luis Obispo), CHISPA (Monterey), Ecumenical Association for Housing (Marin), Burbank Housing and California Human Development Corporation (Sonoma), Rural Communities Housing Development Corporation (Mendocino), and Napa Valley Community Housing (Napa).

Project Purpose:

- Develop a collective Action Plan to address farmworker housing shortages so employers can rely on trained stable workforce.
- Foster regional collaboration so that the supply of farmworker accommodations matches needs of specific types of farmworkers (e.g. seasonal unaccompanied vs. year-round family) and improves farmworker family health through safe living conditions.
- Provide current data to support advocacy for resources and resource allocation, e.g. supporting project financing by affordable housing developers.

Community Collaboration:

The study has been guided by an Oversight Committee comprised of twenty-five representatives of funding partners (Monterey County, Santa Cruz County, the Monterey Bay Association of Governments (AMBAG), the cities of King, Gonzales, Soledad, Greenfield, and Salinas, Midpen Housing, Monterey County Housing Authority, Monterey County Housing Development Corporation, and Monterey County United Way) and stakeholders such as Grower Shipper Association of the Central Coast, CHISPA, California Strawberry Commission, Center for Community Advocacy, Elkhorn Packing, Health in All Policies Salinas Workgroup, , Monterey Bay Economic Partnership, Nunes Companies, and Building Healthy Communities East Salinas. This Committee has been directly involved in guiding the development of the study stayed on track and meeting the goals of the collaborative partnership. The Monterey County Association of Realtors and Monterey County United Way contributed to the costs of the Regional Forum to discuss the Study.

Defining the Laborshed

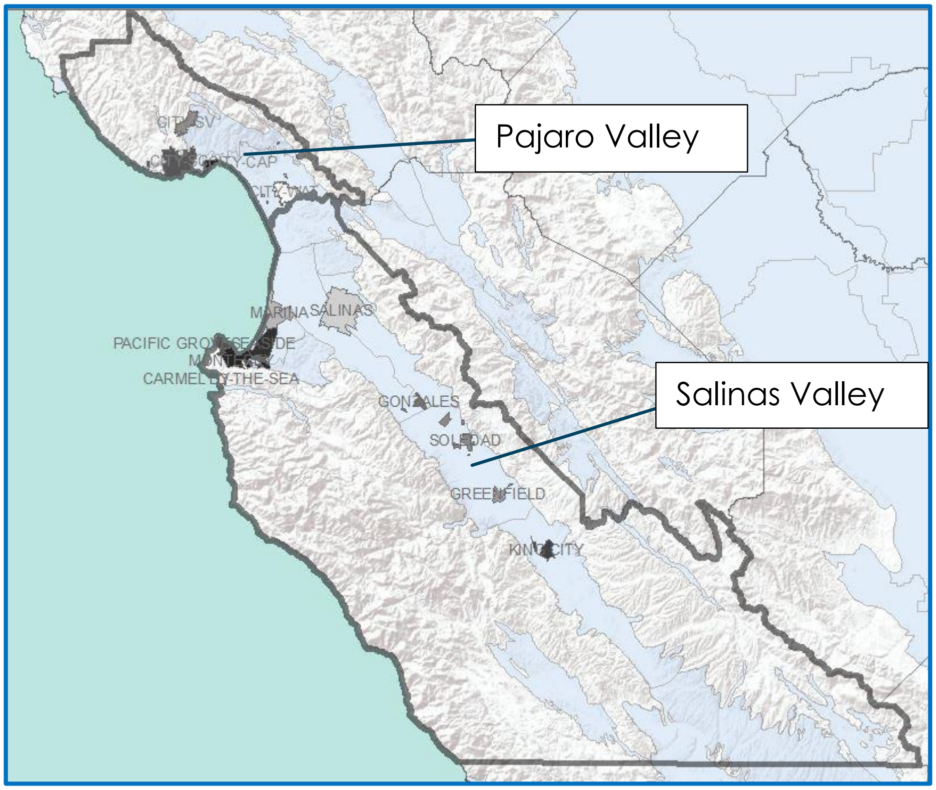

FIGURE 1 MAP OF STUDY AREA

The concept of a "laborshed" is modeled from the geographical concept of a watershed. Similarly, a laborshed can be defined as a geographical area where labor "flows." The laborshed in this case is defined as the area or region from which the Salinas and Pajaro Valleys draw their workers, regardless of political boundaries.[3] Figure 1 is a map showing the outlines of our study area which is comprised of the employment centers for the Salinas-Pajaro Valleys. These boundaries were agreed upon prior to study initiation but in completion of our research, we found that the actual laborshed for the region was quite a bit larger geographically with workers traveling from as far as Yuma, Arizona, on a regular, seasonal basis. This will be discussed in more detail in the body of this report.

Salinas-Pajaro Laborshed Farms, Agricultural Production and Employment

Executive Summary

The Salinas and Pajaro Laborshed comprise the nation's leading region for the production of fresh market vegetables, outstripping the entire state of second-ranked Florida's production by more than 25%, as measured by harvested fresh

[3] Various workforce development agencies across the US use this term.

vegetable acreage. The economies of Monterey and Santa Cruz Counties are primarily based on their farms.

Farms and production

There are 1,846 farms in Monterey and Santa Cruz Counties, as reported in the 2012 Census of Agriculture. About one-third were livestock and other animal producers, one-third were fruit crop growers, one-seventh each were vegetable farms, or nursery and floriculture farms, and just one-fourteenth were hay and grain farms.

Between 1992 and 2012, there were dramatic increases of planted acreage of two crops. While the harvested acreage of vegetables changed only modestly, both the amount of land planted to berries and to winegrapes increased dramatically.

Paradoxically, during the same twenty-year period, the number of farms reporting harvested vegetable acreage fell by 16%, those with berry plantings decreased by 26%, and the number growing apples declined by 44% in accord with the decrease acreage of apples. But the number with winegrape plantings doubled.

During the past decade, measured by comparing three-year annual averages of farm cash receipts (inflation-adjusted 2016 dollars), production of crop and animal commodities increased by 14%, to $5.2 billion (B). Of that total, $3.2 B were vegetables, $1.5 B were fruit crops (mostly strawberries), $0.4 B were floriculture and nursery crops, and $0.1 B were all other types of agriculture.

Not all crops fared equally well during this period: the value of vegetable production grew by 12% while the value of fruit production, mainly berries, increased by a remarkable 37%. But the value of cut flowers and other ornamentals actually fell by 11%, mainly owing to sharply falling retail sales during the Great Recession. Increased cut flower imports forced some producers out of business.

A notable trend was increased size concentration of production during the past two decades. The reported total of harvested cropland acres among farms with at least 1,000 acres of such land increased from 158,091 acres in 1992 to 227,932 acres in 2012, a growth of 44%. During the same twenty-year period, the reported sub-totals of harvested cropland acres in every one of the four smaller reported size categories fell, for an overall decline of 35,726 acres (- 30%).

The region's major vegetable product – all types of lettuce – underwent substantial shifts during the past ten years: very much lower output of head lettuce and some types of leaf lettuce while romaine output rose significantly. Among fruit crops, berry output (tons) and value (adjusted 2016 $) each increased by about 39%. Winegrape output (tons) fell by 21% during the past decade, while value declined by just 12%, possibly associated with changes varietals planted.

The organic category continued to increase its share of production during the past decade, from 5.6% of total value of farm cash receipts during 2007 to 9.8% of the value during 2016. Organic sales reached $481 million in 2016.

Agricultural employment

Corresponding to these trends in the pattern of crop production, labor demand for berry production rose sharply, while labor demand for winegrape and head lettuce production declined. During the past decade, agricultural employment in the two-county region increased substantially.

An agricultural worker is "someone who performs agricultural labor on a farm," and data for "farm" and "agricultural labor" are defined by the North American Industrial Classification System (NAICS), adopted by all Federal agencies in 2002. Many farm and ranch operations directly employ agricultural workers, as do the many businesses providing agricultural services in support of crop and animal production. The latter include farm labor contractors and companies that prepare fresh produce for marketing, such as salad plants.

As part of their quarterly unemployment tax obligations, nearly every California employer is required to report the number of persons on their payroll during the pay period that includes the 12th day of the month for each month of the quarter. The Quarterly Census of Employment and Wages (QCEW) is compiled by the Bureau of Labor Statistics from those reports submitted by employers. The QCEW provides the only reliable monthly employment totals of agricultural workers.

For the three-year period 2014-16, the average monthly employment in the region reached 80,715 during July. The month of the lowest total, with 34,737 employed, was January, reflecting the seasonal pattern of agriculture sector jobs.

The three-year annual average of monthly employment in the region increased from 49,035 during 2005-07 to 60,837 during 2014-16. Thus, annual average agricultural employment in the Salinas-Pajaro Laborshed increased by a remarkable 24% during the past decade.

Though relatively small in number – less than 5% of agricultural workers - even more rapidly increasing was the total number temporary foreign agricultural workers certified for employment in the region under the H-2A visa program. The numbers of such workers are included in the reported QCEW data because they were employed by U.S. businesses. By 2017, the number of H-2A working in the Salinas-Pajaro Laborshed was more than 4,300, up from just 636 three years earlier.

A surprising finding of the QCEW reports is that, for every single month, the 2014-16 average employment finds the number of employees of businesses providing support services for crop and animal production was larger than the number of direct-hire employees of crop and animal farms. The largest share of support service employees were persons working for farm labor contractors.

Increased reliance on farm labor contractors is a long-term trend throughout California agriculture. The agricultural census reported that 1,329 farms in the Salinas-Pajaro region had directly hired farm labor in 1978; by 2012, the number had dropped to 980 (-26%). During 1978, just 406 farms had contact labor; by 2012, the number of farms with contract labor had increased to 564 (+39%).

Although the evidence is sparse, comparing similar tasks for a specific crop finds the average wage rate reportedly earned by labor contactor employees is very nearly the same as for workers directly hired by farm operators. However, farm operators are more likely to offer non-wage benefits. But the proportion of farms offering housing benefits to their seasonal employees has declined precipitously during the past two decades.

The farm labor contractor (FLC) sector has also experienced an increase in size concentration in recent years. In Monterey County, where most FLCs in the region are based, the total number of FLC employees during the third calendar quarter of the year more than doubled between 1990 and 2016, from 18,914 to 40,468. FLCs with 500 or more workers on payroll had just a one-fourth share of such employment in 1990. By 2016, the number of these largest FLCs had tripled and they had a two-thirds share of the County's contract labor employment.

There has also been a dramatic increase of multi-county farm labor contracting in the Salinas-Pajaro region in recent year. But QCEW data and other administrative data fail to accurately report either the amount of their employment in the region, or in each of the counties where they are active.

Altogether, during 2016, there were 118 licensed farm labor contractors who were registered with the County Agricultural Commissioners of either Monterey or Santa Cruz County, or both. But just a total of 70 were represented in the QCEW file for the region. More than half of the 118 had registered in other counties as will. Some thirteen of the total had registered in ten or more counties.

Discussion

A principal finding of this report is that the estimated number of unique individual workers employed in the region during 2016 was 91,433.

Although some might be shocked that such a large estimated number of individuals were agricultural workers in Monterey and Santa Cruz counties during 2016, single-week, peak-season employment was reported to have been 80,714 during this period. Despite increased mechanization, challenges of reported labor shortages, intrusive regulation, substantial increases in the state's minimum wage rate, employment has increased.

Of great significance is the Salinas-Pajaro Laborshed fresh market produce industry pioneered new products that became standard items found in retail markets, such as bagged and washed fresh-cut produce, as well as production for the fast-growing foodservice markets. The ballooning, mass-market organic category had its origins here.

Nevertheless, there are indicators that the market for fresh vegetables may be softening somewhat. The USDA report on U.S. utilization of fresh vegetables finds a decline of 14.7 lbs. in annual per capita consumption, about -7%, based on three-year annual averages from 2003-05 to 2013-15.

A large survey by the U.S. Centers for Disease Control and Prevention finds just 9% of U.S. adults meet the recommended daily consumption of fresh vegetables and only 12.2% similarly meet the recommendation for fresh fruit.

The annual *Fresh Trends* survey of consumers similarly finds a statistically significant decline between 2007-0 and 2015-17 in the proportion of households reporting retail purchases of lettuce, celery and salad mix. Smaller nominal declines, but not statistically significant, were also reported for broccoli and cauliflower. But purchases of spinach were nominally higher, but not by a statistically significant amount.

Starting in 2016, for the very first time, household expenditures for the purchase of meals prepared outside of the home exceeded expenditure for the purchase of groceries for the preparation of meals in the home. From fast-food to pizza delivery, and institutional foodservice to formal restaurants, meals purchased away from home have become the fastest-growing sector of the food business.

Although it is beyond the scope of the present report to speculate about the future demand for fresh produce, the very low per-capita consumption can be viewed as a challenge to the industry. Thirty years ago, salad mix and organic produce were the sole province of food co-operatives and "hippy" enclaves, but are both mainstream and fast-growing categories.

A serious additional problem is of immediate concern. An estimated half of California's current crop workers tell government interviewers they lack authorization for U.S. employment. And those who are documented are aging. Finally, the flow of foreign agricultural workers into the U.S. has declined sharply.

Some employers report labor shortages. Intense efforts to mechanize every aspect of production are underway. Still other employers have sought H-2A workers to supplement their domestic workforce.

The displacement of older, established members of the workforce by new workers has not been studied or discussed, but might present societal problems in the near term.

Policy discourse in Congress to address these concerns of the agriculture industry is at a standstill: it appears unlikely that major changes in immigration law will be enacted in the near term. Meanwhile, enforcement is being stepped up.

Farms and Farm Production

The present report is intended to provide an overview and discussion of trends within the agricultural sector of the Salinas-Pajaro Laborshed. Agriculture begins with the land, and the farms whose operations produce food and fiber. It is only natural that this report also begins with an examination of land use and the farms whose production is the basis of the region's economy. The report continues with an overview of production, and, finally, a separate section focuses on agricultural employment.

The Salinas-Pajaro region has long been the state and national leader in the production of fresh vegetables and berries. Less well understood is the extent to which the region has successfully adapted to significant shifts in consumer preferences and purchasing behaviors. Packaged fresh cut produce, such as bagged leafy greens, as well as foodservice produce, have become major segments of the fresh vegetable sector of the industry. Much of the innovation of this sector was pioneered in California, mostly in the Salinas-Pajaro region.

Agricultural land use

The combined land area of the Salinas-Pajaro region that is devoted to agriculture production was reported in the 2012 agricultural census to be 1.4 million acres. The total land area of the two counties was reported to be about 2.4 million acres. Thus, the majority of land within the two counties, about 57%, is devoted to agricultural production. A substantial share of the region's land is forested, much of which is within the north tract of the federally protected Los Padres National Forest.

While many are aware of crop production in this region, nearly two-thirds of the region's farmland is devoted to pasture or range, some 887,434 acres in 2012. Figure 1 presents the major agricultural uses of the region's farmland.[4] About 200,100 acres were used for vegetable production, just over 22,800 acres planted to berries, orchards (trees and vineyards) were 64,300 acres, and other types of crops, such as cut flowers & nursery crops, as well as grain and hay crops, accounted for about 56,100 acres.

[4] *2012 Census of Agriculture. California, State and County Data*, Volume 1, Geographic Area Series, Part 5. United States Department of Agriculture, National Agricultural Statistics Service, May 2014. County Data. Table 8. Farms, Land In Farms, Value of Land and Buildings, and Land Use: 2012 and 2007, pp. 302ff.

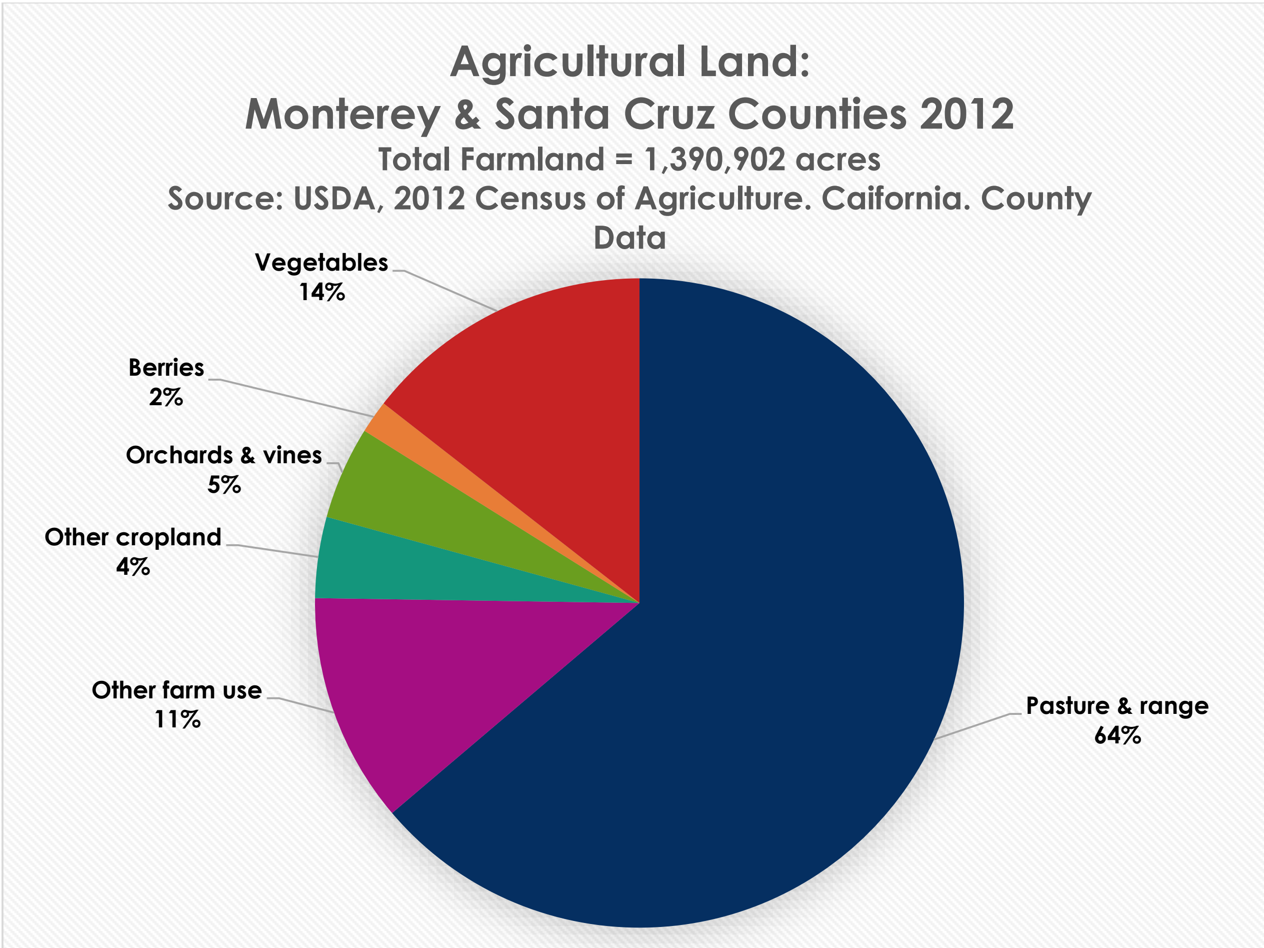

FIGURE 2 AGRICULTURAL LAND: MONTEREY AND SANTA CRUZ COUNTIES 2012

Of the region's cropland, some 312,594 acres were harvested in 2012. A total of 292,732 acres of farmland in the region were irrigated, about 21%.

Although 201,138 acres of land are used for vegetable production, owing to successive multi-cropping on some pieces of ground, the total harvested vegetable acreage was 279,444 acres in 2012. It is not unusual for a piece of ground to be planted and then harvested in vegetables more than once in the course of a year.

All but a small portion of the region's vegetable production is for the fresh market. In 2012, the agricultural census reported 15,014 acres of vegetables had been harvested for processing (typically canned or frozen) but 264,419 acres had been harvested for the fresh market. Hence, in that year, 95% of the harvested vegetable acreage was destined for the fresh market.

The amount of Salinas-Pajaro regional land used for vegetable production, as reported in the quinquennial agricultural census, has changed little from 1997 when 199,578 acres were reported for that purpose. The 2012 total of 201,138 acres were in vegetable production representing just a 1% increase in this fifteen-year interval.

In contrast, land planted to berries, and land in wine grape vineyards have increased by significant amounts during the same fifteen-year period. Land in berry production increased from 15,084 acres in 1997 to 22,790 in 2012, an increase of 52%. Land in wine grape vineyards also increased, from 44,309 acres in 1997 to 57,852 acres in 2012, an increase of 31%.

Unlike some other agricultural regions of the state, the combined amount of Salinas-Pajaro region cropland devoted to the production of berry, wine grape and vegetables has increased in recent years. The region's total acreage of berries, wine grapes and vegetable production expanded from 258,971 acres in 1997 to 281,780 acres in 2012, a net growth of 22,823 acres, or +8%.

However, the Salinas-Pajaro region's cut flower and ornamental nursery farm sector experienced major setbacks in the past decade. From 2007 to 2012, the annual value of this sector's production decreased from $372.1 million to $288.4 million, a loss of $83.7 million, or 22.5% (inflation-adjusted 2012 $). Nearly all of this decline occurred among Monterey County cut flower and ornamental plant growers; in Sana Cruz County, inflation-adjusted sales of these commodities was nearly the same in both 2007 and 2012.

The Salinas-Pajaro region was just one among many regions of the United States to experience a sharp falloff of cut flower and ornamental nursery crop production. During the period 2007 through 2012, inflation-adjusted farm cash receipts from the marketing of U.S. Nursery, Greenhouse, Floriculture and Sod Crops fell by 20%.[5] Inflation adjusted California-wide farm sales of floral and nursery crops fell by an even greater proportion, about 35%.[6]

[5] See *2012 Census of Agriculture. United States*, USDA, May 2014. Table 2. Market Value of Agricultural Products Sold Including Landlord's Share and Direct Sales: 2012 and 2007, p. 9. Adjustment for inflation relied on the annual value of the GDP implicit price deflator, as published in *Economic Report of the President*, Table B-3. Quantity and price indexes for gross domestic product, and percent changes, 1965-2016. January 2017. Appendix B, p. 568

[6] See *2012 Census of Agriculture. California*, USDA, May 2014. Table 2. Market Value of Agricultural Products Sold Including Landlord's Share and Direct Sales: 2012 and 2007, p. 9. See Footnote above for procedure for the adjustment for inflation.

There were two factors which accounted for this decline. First, several types of cut flowers imported from Latin America have largely displaced much of U.S. production. Imports of these products account for 79% of the U.S. supply.[7] Some types of imported cut flower products, such as roses and carnations, have achieved a domestic market share of 90% or more.

Second, the Great Recession confronted many consumers with difficult purchasing choices. The millions of families who experienced loss of employment within the household, or lost the family home, or lost both, cut back discretionary purchases, which meant fewer purchases of ornamentals. This industry sector has yet to fully recover. The large negative impact of the Great Recession on consumer demand for cut flowers and ornamental plants led to an abrupt and sharp decline in reported sales by florists following the onset of the Great Recession in 2008. U.S. florist retail sales fell from $6.8 billion in 2007 to $4.7 billion in 2012 (inflation-adjusted 2012 $), an especially sharp 31% decline.[8]

Farms and farmers in the Salinas-Pajaro Laborshed

According to the most recent agricultural census, there were 1,846 farms producing agriculture commodities valued at $1,000 or more and intended for sale, within Monterey and Santa Cruz Counties.[9] The number of farms has varied modestly during the three most recent agricultural censuses, from a high of 1,970 in 2002, down by just 124 farms (-6%) in 2012.

The preponderance of pasture and range in the region is reflected in the finding that about one-third of the region's farms, or 654 out of 1,846, reported using this vast pastureland for the production of livestock or other types of animals, or animal products.

Farms are classified according to their principal type of agricultural production. Figure 2 presents the classification of Salinas-Pajaro farms according to their principal type of agriculture production (value) during 2012. In this region, the number of livestock and other animal production farms – 626 – is larger than the number in any other farm classifications, accounting for 34% of all farms.

[7] Industry Fact Sheet. California Cut Flower Commission. See CCFC.org 2016.
[8] See U.S. Census Bureau, Economic Census, Florists, 2007 and 2012.
[9] *2012 Census of Agriculture. California. State and County Data*. Volume 1, Geographic Area Series, Part 5; United States Department of Agriculture, National Agricultural Statistics Service, May 2014, 550 pp + Appendices.

Among crop producers, by a very large margin, fruit growers, mainly strawberry farms, outnumbered those in each of the other categories, with 620 farms. Vegetable farms and greenhouse or nursery farms accounted for nearly equal numbers, 237 and 238, respectively. There were just 125 farms whose principal agricultural product is grain, hay or other field crops.

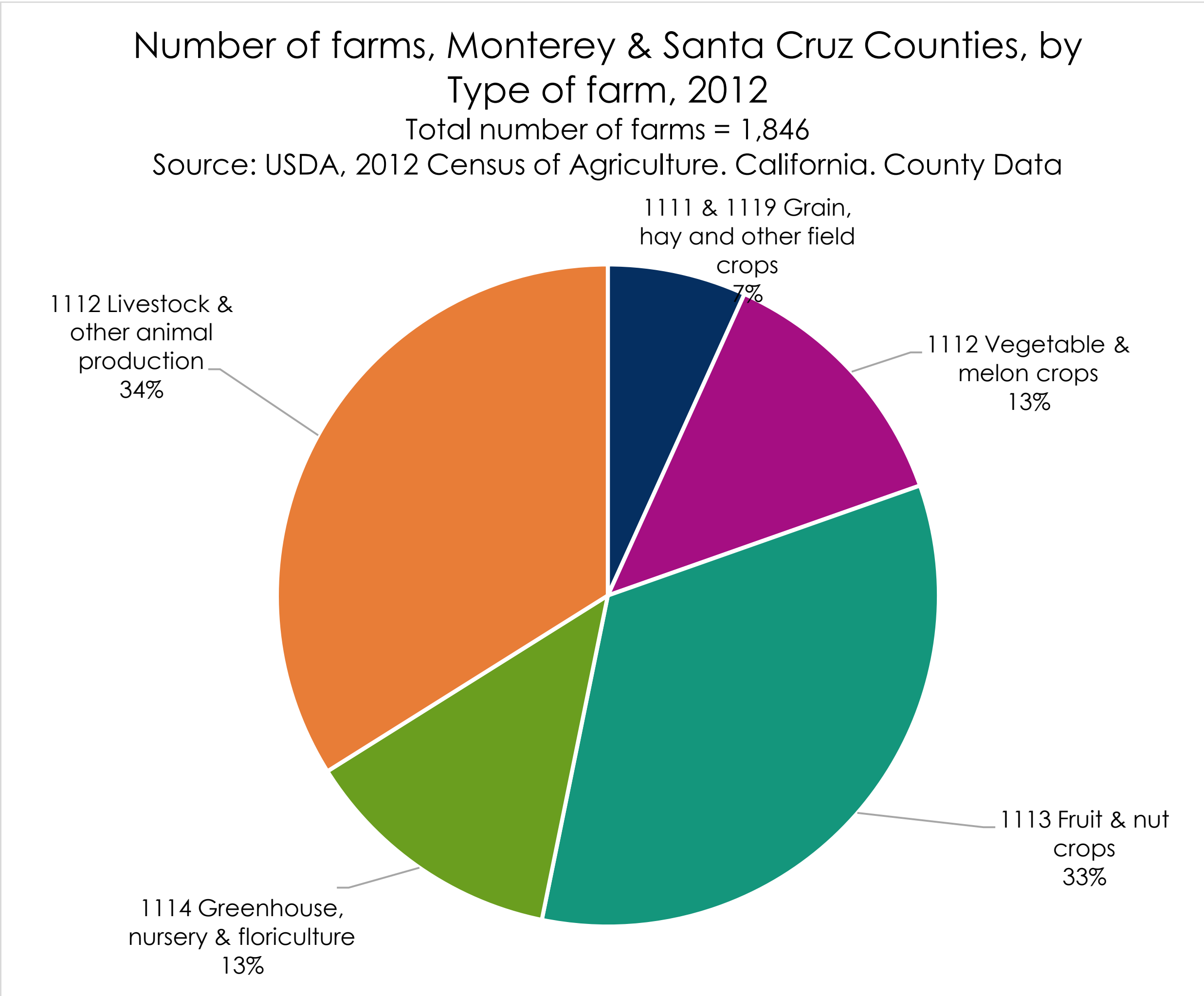

FIGURE 3 NUMBER OF FARMS: MONTEREY AND SANTA CRUZ COUNTIES BY TYPE

While the total number of farms in the Salinas-Pajaro region has changed little in the past several decades, there have been some significant changes of the number of farms within specific categories. This is illustrated in Figure 3 in which the numbers of farms of each principal type are compared for the twenty-year period, 1992-2012.

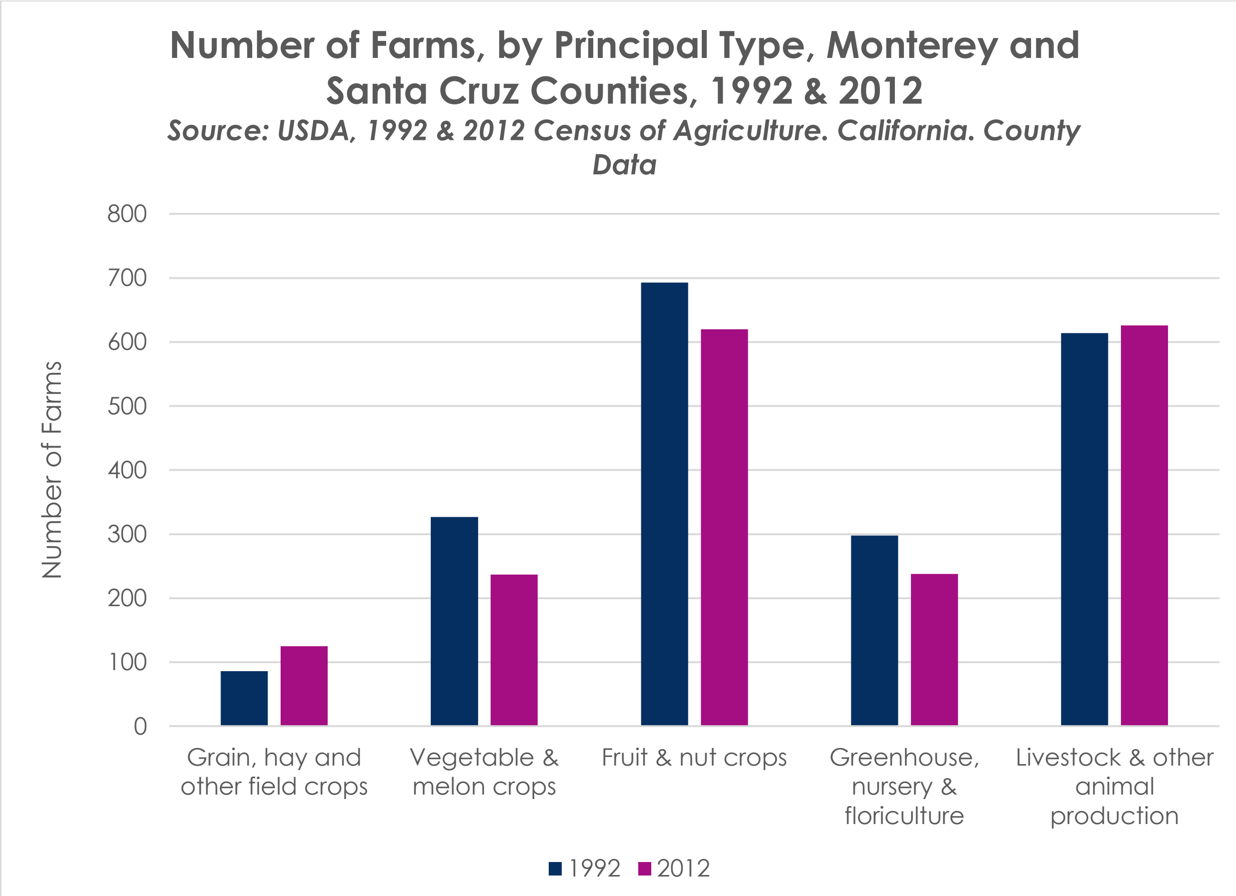

FIGURE 4 NUMBER OF FARMS: MONTEREY AND SANTA CRUZ COUNTIES BY PRINCIPAL TYPE

For the three leading types of crop farms combined – Vegetable and Melon Crops, Fruit and Nut Crops, and Greenhouse, Nursery and Floriculture Crops – there was a decrease of the number of farms in the region in 2012 as compared with twenty years earlier: 223 fewer farms. For Grain, Hay and Other Field Crop farms, there was a net increase of 39 farms, and for Livestock and Other Animal Production, there was a net increase of 12 farms. The overall number of farms in the region declined somewhat in this period, by about 8%.

Size concentration of harvested cropland increased between 1992 and 2012

The reported increase of cropland harvested in the region by 34,115 acres between 1992 and 2012, combined with the decline of the number of farms during that period indicates size concentration among crop farms has increased. This hypothesis was put to a test. Agricultural census data report the amount of cropland harvested by those farms with 1,000 acres or more of cropland harvested gained a sharply increased share of the region's total.

Figure 4 presents the findings of the total amount of cropland acres harvested by each of five size groups of farms according to their amount of cropland harvested during 1992 and 2016. The figure indicates the amount cropland harvested for Monterey and Santa Cruz Counties combined, rather than separately for each county.

For those farms which had 1,000 acres or more of harvested cropland in each of those two specific years, the combined total of acreage harvested increased substantially during the twenty-year period, from a total of 158,091 acres in 1992 to 227,932 acres in 2012, an increase of 69,841 acres, or +44%. In every one of the four smaller size categories, the cropland acres harvested in 2012 was smaller than in 1992. Moreover, the number of farms with 1,000 acres or more of harvested cropland in 2012 was larger than the corresponding number in 1992, 74 vs. 65.

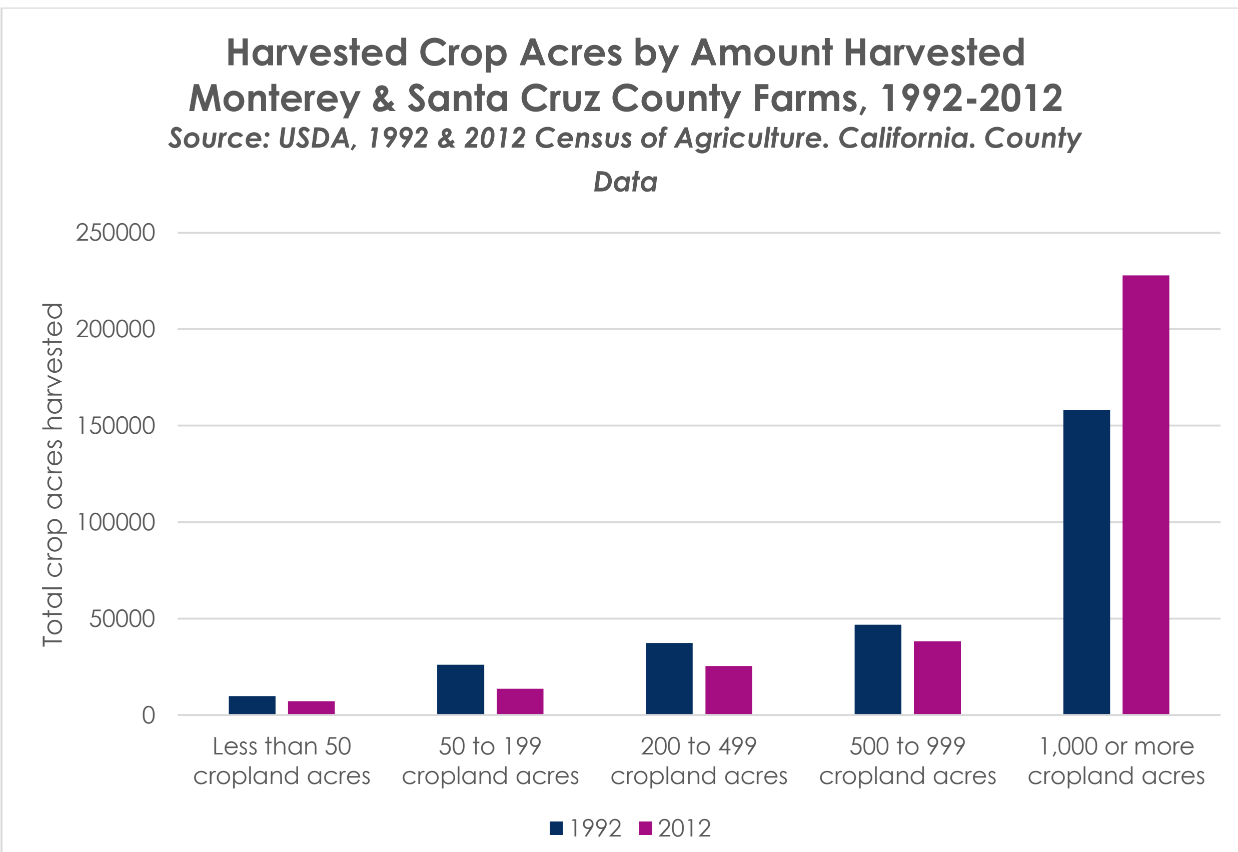

FIGURE 5 MONTEREY AND SANTA CRUZ FARMS HARVESTED ACRES BY AMOUNT HARVESTED

It is significant to compare the total crop acres harvested in those specific years. In 1992, the total cropland harvested was 278,479 acres, while in 2012 the total was 312,594 acres, an increase of 34,115 acres, or 12%.

Thus, the net increase of harvested cropland among farms with at least 1,000 acres harvested – 69,841 acres – was more than twice as great as the net increase of cropland acres harvested for all farms – 34,115 acres. Therefore, the largest farms not only captured all of the net increase of harvested cropland acreage among all farms, they also captured a combined 35,726 harvested cropland acres formerly harvested by farms in all four of the smaller size groups.

The amount of harvested cropland acres lost by farms in all four of the smaller size groups – 35,726 acres – represented nearly 30% of the total harvested acreage of those four size groups – 120,380 acres – during 1992. Of course, it is possible, even likely, that one or more specific farms formerly in a smaller size group during 1992 may have expanded substantially in later years and may have been in the largest size group in 2012, as suggested by the increase of the number of the largest farms to 75 from a figure of 65 during 1992.

While the agricultural census does not identify which types of farms experienced this increase of size concentration among Salinas-Pajaro Laborshed farms, the census separately reported there were 65 vegetable farms with 1,000 or more harvested acres in 2012. Hence, most of the 74 farms with 1,000 or more acres of harvested cropland in 2012 were producing vegetables.

Increased harvested acreage of vegetables, berries and some orchard crops

During the 20-year interval from 1992 through 2012, three major types of crops were reported to have had substantial increases of harvested acreage. During the same period, there were also notable changes in the number of farms reporting harvested acreage among these same crops.

Among all types of vegetables, between 1992 and 2012, the harvested acreage increased from 245,560 acres to 279,444 acres. But the number of farms reporting harvested vegetables declined, from 371 to 310. These changes were consistent with the discussion in the previous section in which a notable increase of concentration of production by size of harvested acreage was reported.

The Salinas-Pajaro Laborshed are notable for the production of strawberries, wine grapes, raspberries and apples. There were three orchard crops in the region with reported harvested crop acreage of 1,000 acres or more during 1992 or 2012. In addition to the two mentioned herein, lemons achieved this category in 2012, the other two having done so in both years.

Table 1 presents the agricultural census findings of the numbers of farms in this region that reported production of each of selected berry and orchard crops during 1992 and 2012, as well as the 20-year change.

TABLE 1 FARMS REPORTING HARVESTED BERRY CROP ACREAGE AND ORCHARD PLANTINGS

Selected Berry and Orchard Crops, 1992 and 2012
Monterey & Santa Cruz Counties
Source: 1992 & 2012 Census of Agriculture. California. County Data

Crop	Farms, 1992	Farms, 2012	Change, 1992-2012	Change, percent
Raspberries	103	80	-23	-22%
Strawberries	208	150	-58	-28%
Apples	299	168	-131	-44%
Lemons	13	49	+36	+277%
Wine grapes	154	313	+159	+103%

While the number of farms producing each of raspberries, strawberries and apples fell by more than 20% during the 20-year interval, the number producing lemons or wine grapes more than doubled. Discussion of these findings requires examination of the change of harvested cropland acreage of each crop during the same period.

For wine grapes, between 1992 and 2012, the reported planted crop acreage expanded substantially, from 33,584 acres to 57,852 acres. This acreage is a small portion, about 10%, of the statewide plantings.[10] Moreover, statewide acreage increased substantially during this 20-year period. The substantial increase of the number of the region's farms reporting wine grape production

[10] The Wine Institute reports 2012 Total Wine Grape acreage was estimated to be 588,000 acres. https://www.wineinstitute.org/resources/statistics/article88

reflects a great increase of the number of small producers, including boutique wineries, as well as the expansion of acreage by some of the larger producers.

The history of the region's lemon production is somewhat similar. From 1992 to 2012, the planted crop acreage of lemons increased from 872 acres to 2,044 acres. The majority of the state's lemon production is located in along the South Coastal portion of the state, mainly in Ventura County. Nevertheless, increased consumption of lemons, and favorable local growing conditions, presented an opportunity for farmers in the Monterey and Santa Cruz Counties to begin producing this crop. Correspondingly, the number of farmers growing lemons in this region increased.

The reported harvested crop acreage for raspberries, strawberries and apples in the Monterey-Pajaro region is compared for 1992 and 2012 in Figure 6. A notable contrast is the sharp increase in the harvested acreage of both berry crops and the substantial decline of the planted acreage of apple crops.

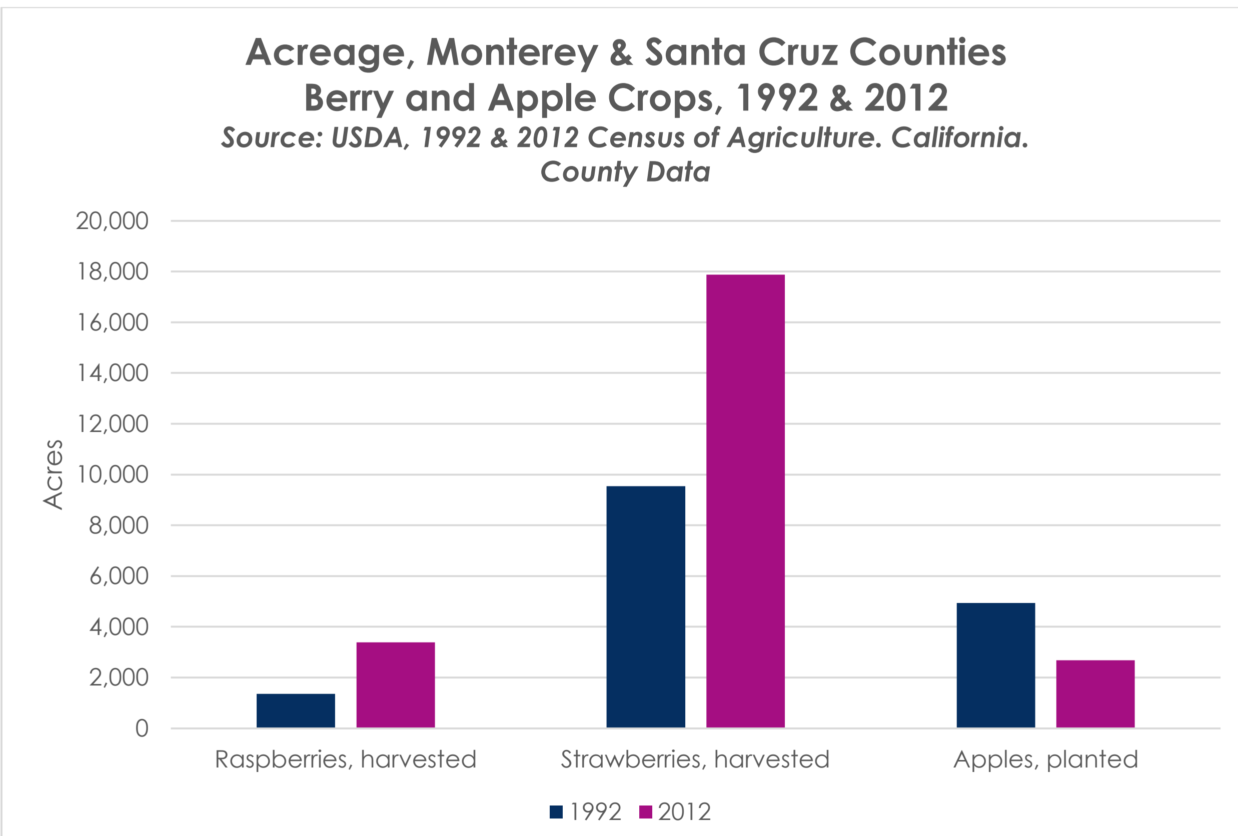

FIGURE 6 ACREAGE BERRY AND APPLE CROPS, MONTEREY AND SANTA CRUZ COUNTIES

The sharply reduced number of berry farms in the Salinas-Pajaro Valleys region while production acreage expanded greatly is associated with increased size concentration. As it happens, the dominant region for California berry production is the Salinas-Pajaro Laborshed, with two-thirds of harvested raspberries and nearly half of harvested strawberries. While statewide production of both crops increased substantially during the 1992-2012 period, prices and yields varied substantially from year-to-year as well as within the yearly seasons. Moreover, both berry crop industries are highly competitive and the costs of production are extremely high.

As a consequence of these factors, annual profit margins are likely to be quite variable, even negative for many producers in some years. Some new berry farmers likely faced economic losses forcing them to leave the business. Also, economies of scale may provide a modest competitive advantage for some larger producers enabling them to remain in business from year-to-year, but may present some smaller producers, or new farmers, with difficult challenges. In these conditions, it would be expected that, on average, some smaller producers would be more likely to end production, and some larger producers may be able to expand, either through acquiring abandoned land or accessing expiring cropland leases.

The apple industry in the Salinas-Pajaro region had the opposite experience: sharply reduced acreage from 4,941 in 1992 to 2,679 in 2012, nearly all located in Santa Cruz County. During 1992, most farm income from apple production in the Salinas-Pajaro region was from apple juice, not from the fresh market. In subsequent years, substantially increased production from the state of Washington, including processed apple products and juice, led to a weakened market in California. Statewide apple production also plunged from 32,654 acres harvested in 1992 to 12,509 in 2012.[11] Many apple producers faced declining markets and falling prices, which led some growers to pull trees and plant other crops. Thus, the decline of the number of apple growers from 209 in 1992 to 168 in 2012 can be partially attributed to adverse market conditions.

Recent trends in the Salinas-Pajaro Region's farm production

In the preceding sections of the present report, the discussion has relied mostly on the Census of Agriculture, which is conducted every fifth year.[12] An important aspect of these findings is that data is collected directly from farm operators enabling enumeration of farms, land use, costs of production

[11] From 1992 to 2012, California's harvested apple acreage fell from 32,654 acres to 12,509 acres. See the annual summary report of country agricultural commissioners.
[12] At present, the Census of Agriculture is conducted for years ending in 2 or 7.

(separately for labor and other types of essential inputs) and other aspects of farm activity at every level of geography. No other source of information about U.S. agriculture enumerates farms.

But reliance on the Census of Agriculture is inadequate for understanding current production trends because short-term events between census years are missed. The census methodology is analogous to reading every fifth chapter of a novel and then preparing a review of the whole novel, having missed crucial parts of the story. Such a reviewer would be ill-prepared to discuss nuances of the plot.

Crop production variables, including acreage, yield and price, are subject to uncontrollable external conditions in California: droughts, freezes, flooding, windstorms and excessive heat, as well as labor shortages and market conditions. Both the physical quantity harvested and wholesale prices vary substantially from year to year. Therefore, it is useful to construct a methodology that relies on multi-year averages of output and value.

Production is most often measured by the value of sales of agricultural products by farms. In what follows, averages of three successive years of production are calculated to taking account of possible short-term events.

For the three-year period 2014-16, the total value of farm production in the Salinas-Pajaro Laborshed was $5.2 billion (adjusted 2016 $). Figure 7 indicates the contribution of each principal agricultural sector in the region to the total.

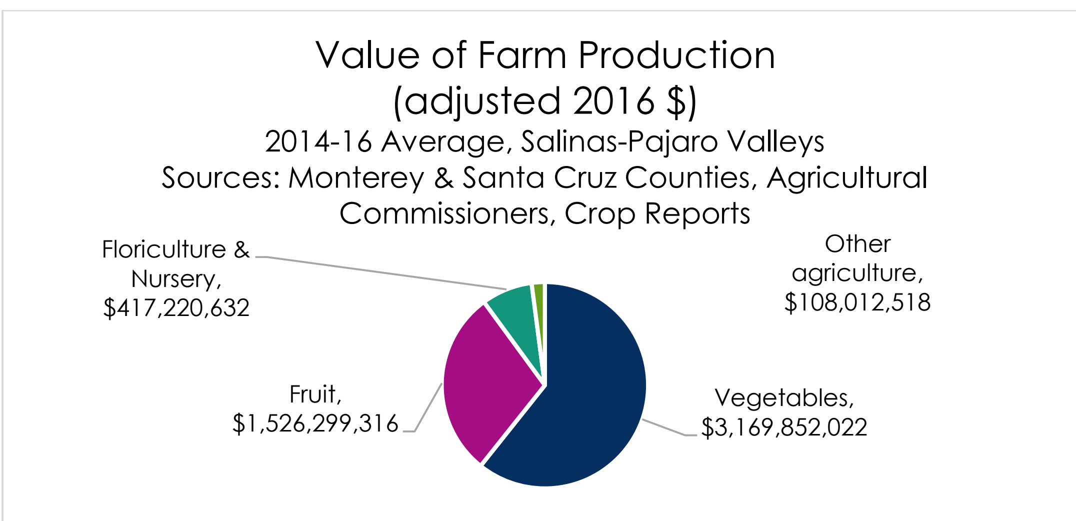

FIGURE 7 VALUE OF FARM PRODUCTION

The single largest sector was vegetable crop production, accounting for three-fifths of the total (61.5%) with $3.2 billion. Next largest was fruit production, nearly entirely berries and wine grapes, with over one-fourth of the total (29.3%) at $1.5 billion. Floriculture and nursery production had a one-twelfth share (8.0%) with $417 million. All other agricultural production, which included grain and hay crops, livestock and other animal production, apiary and timber, accounted for a combined total of $108 million (2%).

Not included in these figures is the value of cannabis production because the crop is not recognized by Federal authorities as an agricultural commodity. This commodity is discussed in a later section of the present report.

Comparison of successive three-year averages provides a basis for assessing trends. Figure 8 compares the three-year average value of farm production for 2004-06 with that for 2014-16, separately for Monterey and Santa Cruz Counties, adjusted for inflation to 2016 U.S. dollars, and expressed in terms of percent change.

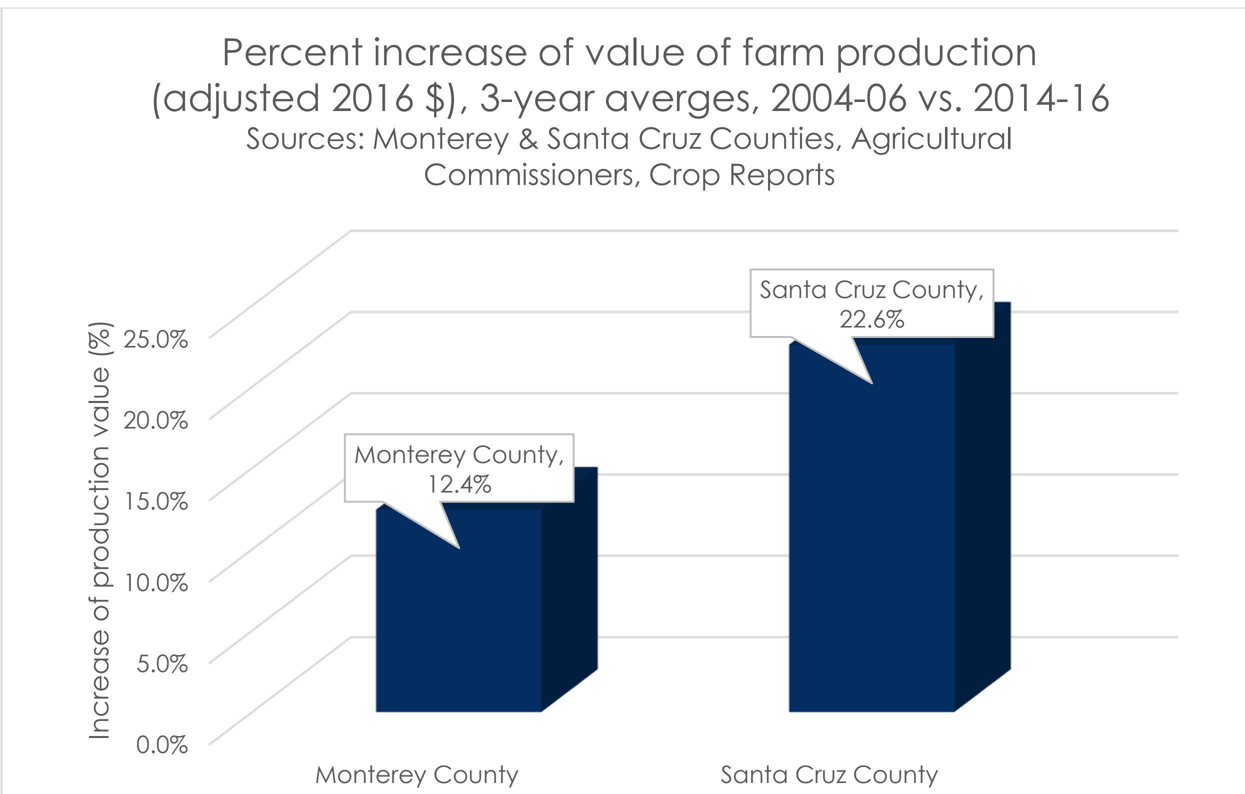

FIGURE 8 PERCENT INCREASE OF VALUE OF FARM PRODUCTION

During the most recent ten-year interval (2005-2015), measured by the two three-year averages (2004-06 and 2014-16), despite a five-year drought, reports of labor shortages, increased regulatory costs, and the devastating Great Recession, the reported value of the entire region's farm sales of crops and livestock, when adjusted for inflation, increased by 14% to $5.2 billion.[13]

However, not all sectors of the region's agriculture followed the overall trends discussed above. Figure 9 presents the analogous findings of percent changes of production value between the three-year averages of 2004-06 and 201-16 for the principal crop sectors of the region: Vegetables, Fruit, and Floriculture & Nursery.

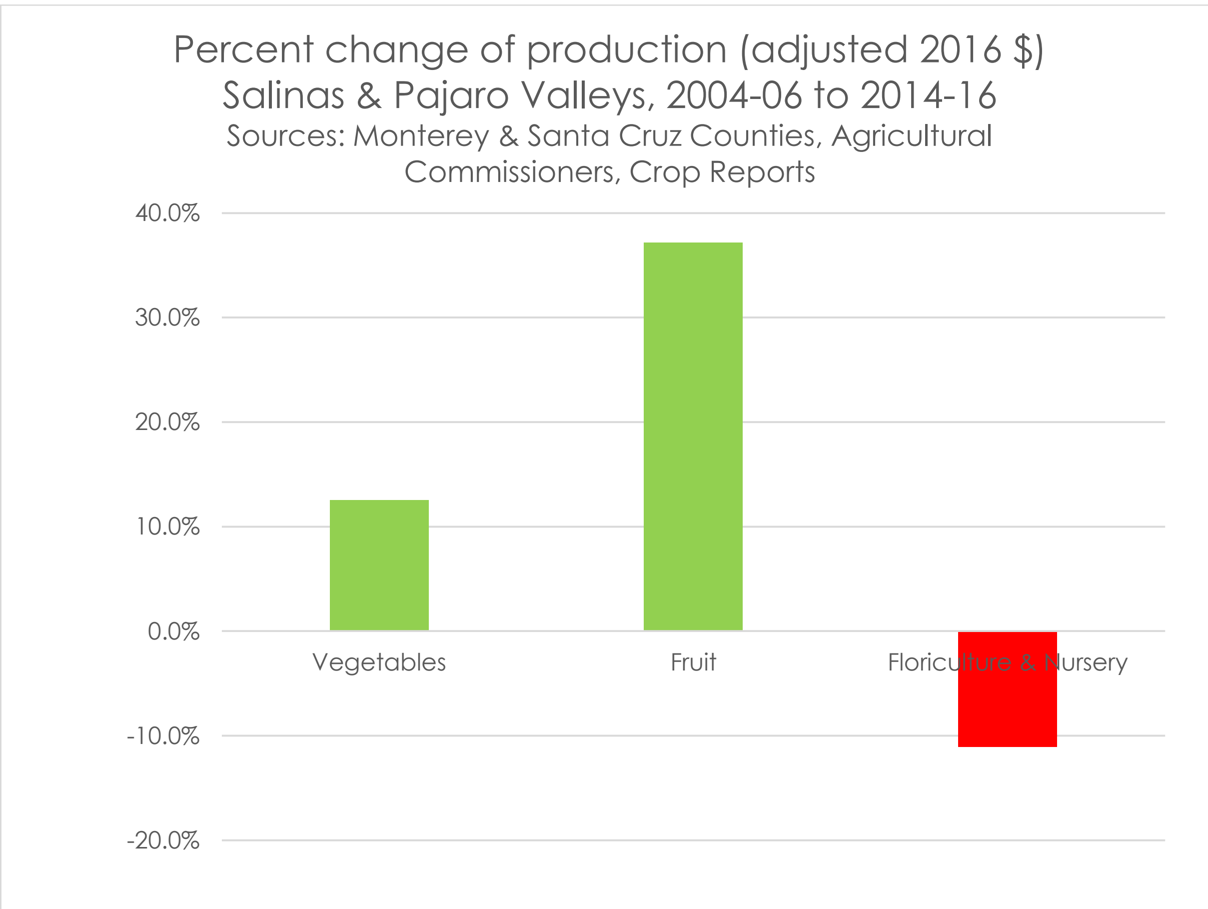

FIGURE 9 PERCENT CHANGE OF PRODUCTION SALINAS AND PAJARO LABORSHED

[13] For the interval 2004-06 to 2014-16, the combined value of Monterey and Santa Cruz Counties farm output increased from $4.6 billion to $5.2 billion (2016 $). *Source: Annual Crop and Livestock Reports of the Monterey and Santa Cruz Counties Agricultural Commissioners*.

While the percent change of the inflation-adjusted ten-year period (2005-2015) regional production of Vegetables grew by 12.5% and the corresponding increase of Fruit production was 37.3%, the Floriculture & Nursery crop industry experienced a decline of 11.1%. Some of the factors associated with these changes in output were discussed in previous sections of this report.
There were substantial differences between the two counties in the relative values of the principal sectors of agricultural production. Figure 10 presents the 3-year averages for 2014-16, adjusted for inflations in 2016 $, of the principal sectors of agricultural production in each county.

Clearly, the dominant contribution to farm production during this period was the Salinas Valley's vegetable sector. The next largest sector was the Salinas Valley's fruit production, mainly berries and wine grapes. Ranking third was the Pajaro Valley's fruit production, mainly berries and apples. Berry production alone accounted for two-thirds of Santa Cruz County's agricultural production in 2016.

Both the Floriculture and Nursery product sector and the Other Agriculture sector, which together totaled about 10% of all production in the region, were relatively small contributors to the agricultural economy of the region.

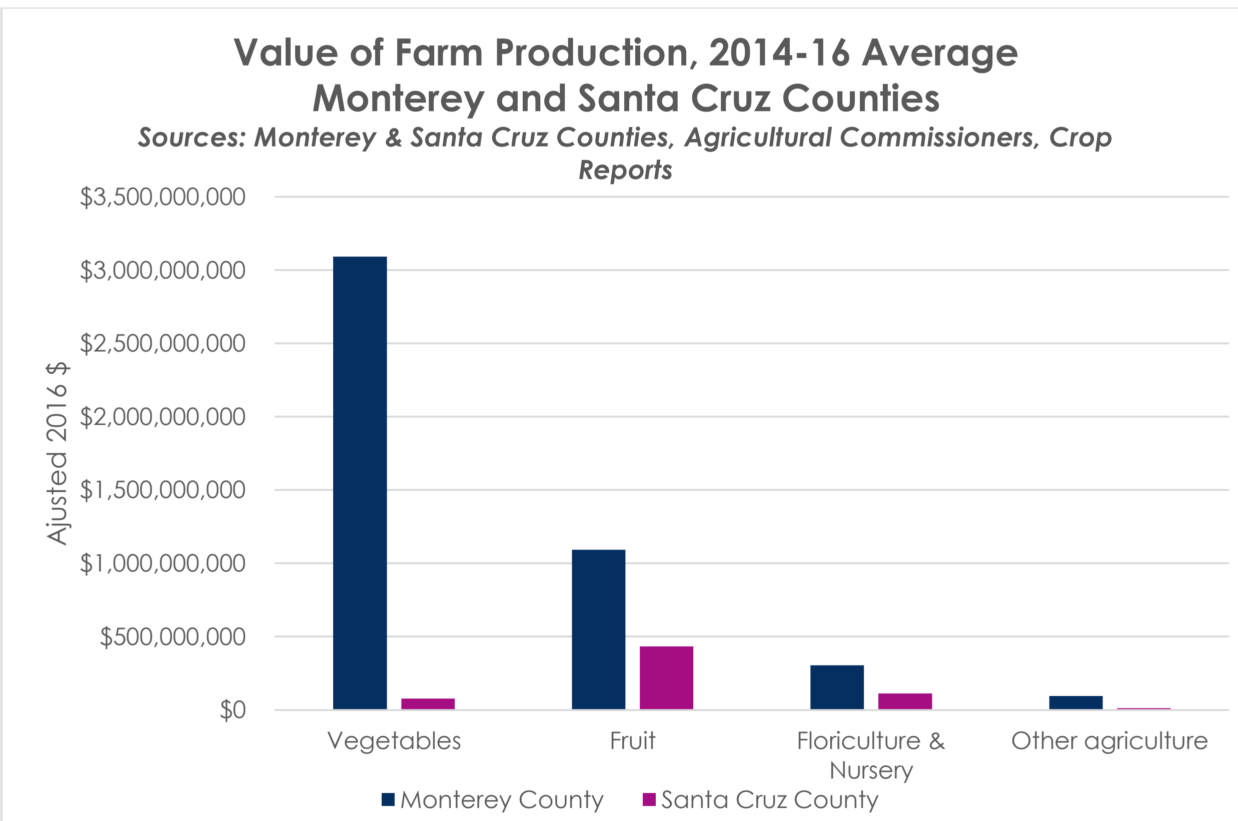

Figure 10 Monterey and Santa Cruz Counties: Value of Farm Production

Recent trends in the production of major individual crops

The substantial growth of the value of vegetable crop production in the region is notable, but there have also been diverging trends for specific types of some crops. These trends are most apparent for head lettuce and Romaine lettuce, and for bulk head and bulk leaf lettuce.

Head lettuce production in the region declined substantially as measure by 3-year average harvested acreage from 2004-06 to 2014-16. At the same time Romaine lettuce production expanded. This is indicated in Figure 11 in which the average harvested acres of head lettuce and Romaine lettuce are compared using 3-year averages for both periods.

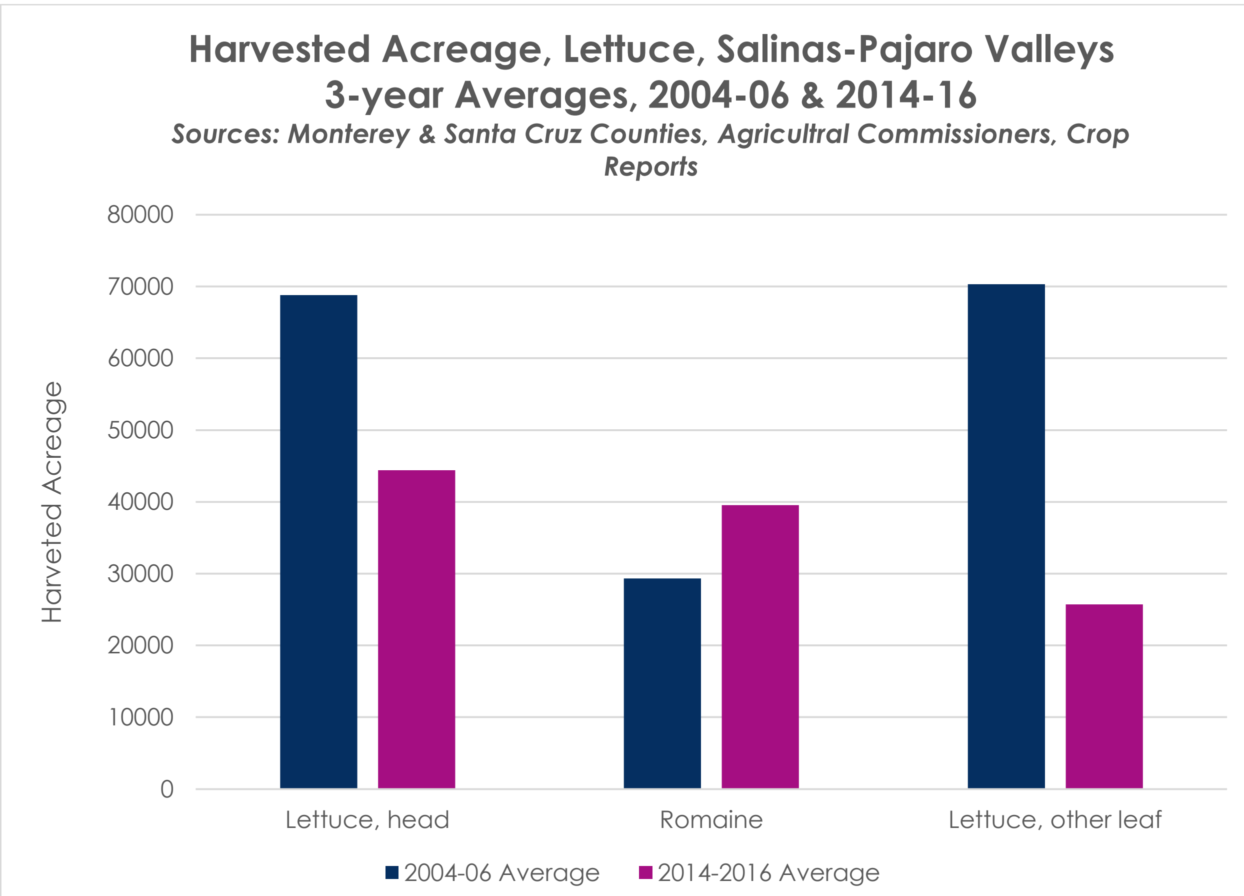

FIGURE 11 HARVESTED ACREAGE LETTUCE, SALINAS PAJARO LABORSHED

The sharp decline in harvested acreage of head lettuce and other leaf lettuce contrasts with the increased harvested acreage of Romaine. Moreover, not shown in the figure, was a decline of the total harvested acreage of all types of lettuce varieties from 170,982 acres during 2004-06 to 111,449 acres during 2014-16, a falloff of 35% in just a decade.

Romaine prices were consistently higher than head lettuce prices during this period. A highly prized lettuce product in today's wholesale markets are Hearts of Romaine which reportedly sold F.O.B. from Salinas-Watsonville during the week starting October 30, 2017, for about $20 for 12 3-count packages weighing 22 oz. each.[14] By contrast, cartons of 24s filmed-wrapped iceberg lettuce sold F.O.B. through the same wholesale market for about $10.90.[15] At these prices, the wholesale price for one head of iceberg lettuce weighing 1.7 lb. was about $0.45 while 1.4 lb. of Romaine hearts sold for $1.67.

Retail prices vary considerably. On November 27, 2017, at HEB, a major supermarket chain in Texas, offered an organic 3-count package of Hearts of Romaine for $3.58, weighing 1.39 lb., while also offering one head of iceberg lettuce weighing 1.82 lb. for $1.48 each.[16]

What is interesting about this trend is the value of lettuce production during this period, measured in inflation-adjusted 2016 $, actually increased, from $1.148 billion for the 3-year average of 2004-06 to $1.437 billion for the 3-year average of 2014-16. Thus, there was a 25% growth in lettuce revenues (inflation adjusted 2016 $) while harvested acreage was reduced by 35%. The most recent mix of the types of lettuce being produced resulted in greater total revenue for producers, even though the overall acreage had been significantly reduced.

Findings for non-lettuce vegetable production in the region during this same period contrasts with the results for lettuce discussed above. The harvested acreage of all other vegetables combined, excluding all types of lettuce, expanded, from a 3-year average of 154,399 acres during 2004-06 to a 3-year average of 184,156 acres during 2014-16, but the total value of those crops, adjusted to 2016 $, increased only very slightly, from a 3-year average of about

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[14] See USDA Market News, October 30, 2017, which reported "Hearts 12 3-count packages mostly $19.45 - $20.65".

[15] See USDA Market News, October 30, 2017, which reported "Cartons of 24s filmed-lined mostly $10.25 - $11.56".

[16] https://www.heb.com/category/shop/food-and-drinks/fruit-and-vegetables/vegetables/lettuce/3044/3359

$1.671 billion during 2004-06 to a 3-year average of about $1.732 billion, or about 3.7%.

The production of berries and wine grapes differs substantially from what was found among the principal vegetables grown in the Salinas-Pajaro Laborshed. As previously discussed, the harvested acreage of each of raspberries and strawberries, and the planted acreage of wine grapes, substantially increased during the 20-year interval from 1992 to 2012, as reported in the Census of Agriculture. But the census only provides a snapshot of acreage and the number of farms in five-year intervals. The determination of trends of production requires year-by-year findings.

The changes in 3-year average of annual berry and wine grape output, measured in tons, for the period 2004-06 to 2014-16 are indicted in Figure 12.

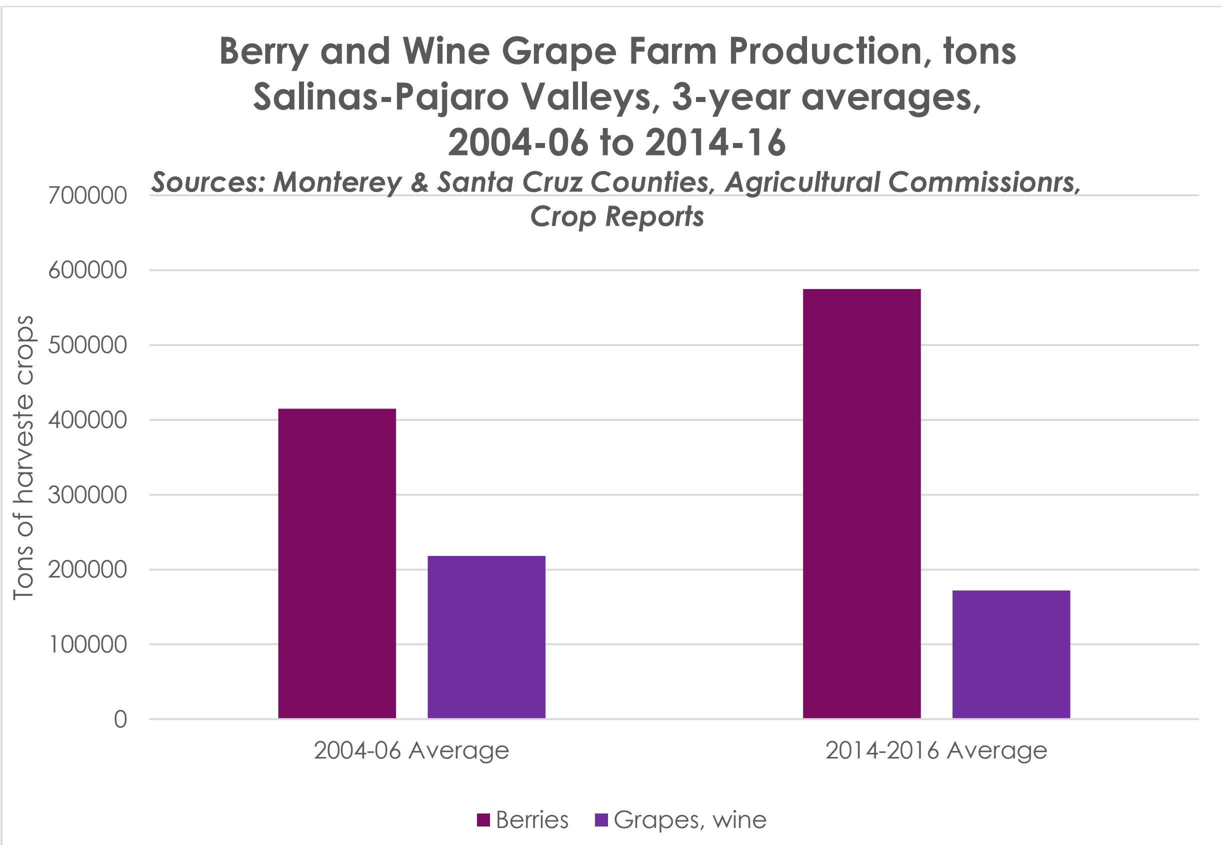

FIGURE 12 BERRY AND WINE GRAPE PRODUCTION SALINAS PAJARO LABORSHED

While berry output increased by 39%, the total value of berry production increased from a 3-year average of $850 million during 2004-06 to a 3-year average of $1,189 million, an increase of 39.8%, nearly identical to the growth in total production volume (tons). This suggests that increases of supply have followed very closely to increases in demand during this period.

For winegrape farm production, total annual output in successive 3-year intervals fell by 21% between 2004-06 and 2014-16. However, the total annual value of wine grape production declined during the same period, from $264 million in 2004-06 to $231 million, or about -12% during 2014-16. This decline in value suggests wine grape production volume decreases were less than what may have been required to meet changes in consumer demand. But adjusting wine grape production volume is much more complicated than increasing or reducing production of an annual fresh crop. Consumer preferences for differing types of wines are notoriously fickle, switching abruptly from dry white wines some years ago to favoring intense red wines. Some red varieties require much smaller berries, with less liquid, to obtain the intense flavor preferred by many consumers.

Organic production

The Salinas-Pajaro Valleys region is the nation's major center of organic crop and livestock production, with the value increasing from 5.64% of the region's total value of farm cash receipts from the sale of agricultural commodities in 2007, to 9.82% of the total in 2016.[17] The 2016 total value of organic production in the region was $480,770,000.

The major innovator of mass-market organic fresh produce in California was Natural Selection Foods, under the brand name Earthbound Farm Organic. Headquartered in San Juan Bautista in neighboring San Benito County, the company was a relatively minor participant in the fresh produce industry until, in 1999, two major Salinas Valley grower-packer-shippers partnered with the company for the purpose of developing large-scale organic production. Each outside firm acquired a one-third interest in the venture, while the original owners retained the remaining one-third interest.

Ultimately, the new venture proved to be a breakthrough success, competing successfully with the established major brands of conventionally grown produce. Ten years later, the Salinas partners sold down their interests, and, ultimately, in

[17] The 2016 county agricultural commissioners' crop and livestock reports indicate a value of $365,190,000 for Monterey County and $115,582,000 for Santa Cruz County. However, the 2007 crop and livestock report for Santa Cruz County did not indicate a value of production, while for Monterey County the value was $226,843,000. At the same time the

2015, Earthbound Farm was sold to WhiteWave, the parent company of Land O' Lakes, Horizon Milk and Silk. Reportedly, Earthbound Farm's annual sales had increased from $10 million to over $500 million, becoming the nation's largest producer of organic produce.

Cannabis: the crop that isn't

Cannabis is currently produced in the Salinas-Pajaro Laborshed, in greenhouses and on other farm property, but is not officially recognized as a crop by Federal authorities. Some abandoned greenhouses in the region, closed when the cut flower and nursery products sector experienced a substantial downturn in business, discussed previously in this report, have been repurposed for cannabis production. For many decades, production was prevalent in some regions of California, although unlawful. Production for treatment of some medical conditions, suitably approved by appropriate authorities, has been permitted under California law for several years, but, starting January 2018, production for specified types of recreational is now be allowed under California law.

Lacking recognition by Federal authorities, the cannabis industry has not been required to report production information, including employment or sales data, let alone the extensive details about operations included in the agricultural census for crops which are recognized. As a result, only anecdotal information or reports based on fragmentary data on medical use were publicly available.

Starting in 2018, producers for recreational purposes were required to be licensed under California law. Regulations governing production include the right of county authorities to tax producers, which will provide some basic information about the cannabis industry's production.

An estimate of producer sales of cannabis in the Central Coast region of California, which includes all of Monterey and Santa Cruz Counties, suggested a figure of $1.5 billion.[18] It is also estimated that statewide farm sales of cannabis are approximately $22 billion.[19]

[18] Conference on Compliance, Farm Labor, Immigration, ALRB, and Cannabis, UC Davis & ALRB, April 14, 2017.
[19] Ibid.

Multi-county operations of Salinas-Pajaro farm operators

It has been well-known for many years that some farm operators based in the Salinas-Pajaro region have also been active in other areas of the state.[20] Some not only farm in nearby counties, but also farm in distant counties. Lettuce shipments from the western states originate from Yuma, Arizona, and Imperial or Riverside Counties during the winter months of the year, then from the southern coast and the western portion of the central San Joaquin Valley in the early weeks of spring, and ultimately the Salinas-Pajaro Valleys region and other coastal regions by mid-Spring, and then throughout the summer and early fall. By late fall and early winter, lettuce shipping points follow the reverse order.

Some of the region's grower-packer-shippers follow this geographic trajectory. For example, Tanimura & Antle Inc., based in Salinas, reports branches in Huron and Oxnard.[21] Dole Fresh Vegetables, Inc., based in Monterey, reports branches in Yuma, AZ, Holtville, Huron, Marina and Oxnard, CA. Nine additional firms reported headquarters in the Salinas Valley and branches in Yuma, AZ.

Operations of Salinas-Pajaro farms located in other regions of California were matched from 2016 pesticide permit records.[22] Table 2 summarizes findings of Salinas-Pajaro farms active in other counties.

TABLE 2 SUMMARY OF NUMBER OF MULTI-COUNTY FARMS SALINAS PAJARO REGION 2016

Source: County Restricted Materials and Operator ID Permits, 2016

County	***Number of Salinas-Pajaro farms***
Fresno	1
Imperial	1
San Benito	20
San Luis Obispo	3
San Mateo	1
Santa Barbara	3
Ventura	3

[20] See Don Villarejo, *Getting Bigger. Large-scale farming in California and 1978 Directory of California's 200 Largest Farm Operators*, California Institute for Rural Studies, Inc., March 1980, 104 pp. Mimeograph.
[21] *Red Book,* Red Book Credit Services, Fall 2012 Edition, p. 74.
[22] Permit numbers in various county records were matched for Calendar Year 2016.

Farms in both Monterey and Santa Cruz	40
Farms based in other counties; farming in Salinas-Pajaro	16

As indicated in Table 2, there is compelling evidence of widespread multi-county operations in California by farm operators active in the Salinas-Pajaro region. First, there were forty Salinas-Pajaro based farms with operations in both Monterey and Santa Cruz counties. Of significance as well, there were twenty farms based in the Salinas-Pajaro with operations in San Benito County. Not shown in Table 2 was the finding of two farms based in San Benito County with farms in either Monterey or Santa Cruz County. Finally, there were eight San Luis Obispo County based farms with operations in Monterey County, four farms based in Santa Clara County with operations in Monterey County, and one each based in Kern or San Mateo County with operations in Monterey County.

As noted previously, a number of grower-packer-shippers based in the Salinas-Pajaro region are also active in Arizona, and other states as well. It is beyond the scope of the present report to examine the full extent of multi-state or international operations of Salinas-Pajaro farms.

Agricultural Employment in the Salinas-Pajaro Laborshed

Determining the size of the farm labor workforce in the Salinas-Pajaro Laborshed is challenging. As fully described in subsequent sections of the present report, there is no accurate, published count of the number of persons who directly perform production tasks on the region's farms in any year. Moreover, while some workers are employed year-round, many obtain seasonal or temporary jobs.

Defining the farmworker population

While it may seem self-evident as to who is a "farmworker," both the diversity of the types of businesses directly engaged in producing food or fiber itself presents a substantial challenge. For example, some farm properties have timber, which is harvested and periodically replanted. Similarly, other U.S. farms have catfish ponds, from which commercial quantities are captured, slaughtered and sold.

There are three main categories of persons who perform production tasks on farms:

1. Self-employed workers such as farmers and ranchers;
2. Hired workers, whether directly employed by farm businesses, or employed by businesses which provide support services on farms;
3. Unpaid family workers, most often family members of self-employed farmworkers or, much less often, families of hired farmworkers.

Then, too, there are many persons, whether paid or unpaid, who grow flowers, crops or raise animals on their home property and who sell to friends, neighbors, or, possibly, to the public at a roadside table or stand. By definition, a farm is a place that sells, or intends to sell, just $1,000 of agricultural products in a year. If such persons have a child or pays a neighbor's child to help out at a roadside stand, is that child a farmworker?

There are a number of Federal programs which were created to provide services to farmworkers: Migrant health, Migrant education, Migrant Head Start, Migrant legal services, job training, rural housing, and community health service clinics. The program model, adopted during the 1960s, posited providing grants to eligible, private, non-profit corporations which had the necessary cultural and language skills needed to serve a rural workforce which differs in demographic profile from some of the communities in the regions where farmworkers live. A summary description of these Federal programs as of 2001 and their corresponding criteria for eligibility to obtain services is presented in the following chart.

TABLE 3 COMPARISON OF MIGRANT AND SEASONAL DEFINITIONS FOR SERVICE ELIGIBILITY

Source: Larson Associate Services, 2001

Category	Migrant Head Start	Migrant Education	HEP and CAMP	Migrant Health	WIA 167 [JTPA 402]	Migrant Legal Services
Industries covered						
crop	yes	yes	yes	yes	yes	yes
dairy	no	yes	yes	no	yes	no
poultry	no	yes	yes	no	yes	no
livestock	no	yes	yes	no	yes	no
processing	yes	yes	yes	yes	no	yes
fisheries	no	yes	yes	no	no	no
forestry	no	yes	yes	yes	no	yes
serve seasonal	yes	no	yes	yes	yes	no
migration definition	moved to seek farm work	change residence one school district to another	change residence over night	establish temporary abode	not return home on a daily basis	only serve migrants
income requirement	< poverty1% from farm work 5	no	no	no sliding fee scale	< poverty or 70% of lower living standard; no year- round salary	
eligibility period	24 months	36 months	24 months	24 months	12 of last 24 months	
age	birth - 5 yrs	22 yrs or younger	16 yrs or older	none	employment-related = 14 or older	none
serve workers unauthorized for U.S. employment	yes	yes	yes	yes	no	no

At the inception of each such Federal program it was necessary to define the farmworker community members who would be eligible to obtain the services on offer. Each Federal program's grant funding criteria also required grantees to provide an estimated count of the population served, a primary determinant of the amount of funds that would be made available. In view of the disparities of the necessary qualifications for obtaining services, each grantee developed its own methodology for estimating the size of the eligible population.

Analysis of these conflicting definitions of "farmworkers" and the problem of developing estimates of the eligible population to be served from available official data sources has attracted the attention of agencies as well as some scholars of farm labor markets. The farm labor economist, Prof. Philip Martin, wrote an extensive analysis of this problem under the title *Harvest of Confusion*, an apt description [Martin, 1988].

In recent years, especially following the 2002 reform to redefine each and every type of business in official government statistics throughout North America,[23] there have been initiatives to adopt a uniform definition and to link the definition to this modernized standard of business classification. The basis for adopting this standard is the definition in the Migrant and Seasonal Agricultural Worker Protection Act (MSAWPA, 1983), as follows, suitably modified in practice, to include specific reference to the official classifications used to determine employment information in each sector of agriculture, namely NAICS:

> An agricultural worker is someone who performs agricultural labor on a farm (data for "farm" and "agricultural labor" are defined by National Industrial Classification System (NAICS)).
>
> NAICS definitions embrace **production** of crops (including forest products), livestock (including aquaculture) and **support services** for both types of production (including preparing fresh products for market, such as salad plant labor).

The Federal Migrant Health program has modestly added various components of employment in the livestock and related products sectors, as defined above, to the criteria currently being used to determine eligibility for services provided by grantees. It is likely that other programs will similarly modify their eligibility criterion.

Hired farm labor reported by the Census of Agriculture

The quinquennial Census of Agriculture includes several data items pertaining to farm employment, including a count described therein as "hired farm labor - workers." The total number of hired workers in each county is calculated by simple addition of the reported number of persons on the payroll for each of the county's farm operators who separately fill out census forms.

[23] The North American Industry Classification System (NAICS) is now the standard basis for classification of businesses in all official government statistics.

There can be some duplication in the number of workers by the Census of Agriculture. An individual worker who is temporarily employed by a farm operator may, after concluding work on that farm, find a temporary job on another farm. Thus, that worker will be enumerated by both farm operators, having appeared on the payroll of each. For this reason, the census report must be regarded as an enumeration of the number of *jobs*, not a count of individual workers, and we so indicate this fact in Table 3 in which the 2012 census findings are reported.

Farm operators filled nearly 33,000 jobs during 2012 in Monterey County, and nearly 17,000 in Santa Cruz County. For the region, farm operators filled nearly 50,000 jobs. Census data include paid family members. Also, some of these jobs, such as secretaries and bookkeepers, were not production jobs.

TABLE 4 MONTEREY AND SANTA CRUZ COUNTIES: NUMBER OF HIRED FARMWORKERS (JOBS) 2012

Source: 2012 Census of Agriculture. State and County Data, United States Department of Agriculture. National Agricultural Statistics Service. May 2014. Cf. Table 7. Hired Farm Labor – Workers and Payroll: 2012. Pp. 297 & 300.

County	***Number of hired farmworkers (jobs)***
Monterey County	32,872
Santa Cruz County	16,705
Total hired farmworkers (jobs)	***49,577***

An additional limitation of the census reports of the number of workers (jobs) is that persons employed by non-farmers but who are contracted to provide on-farm services, are not enumerated. Census reports of "the number of hired farmworkers" refers exclusively to persons who were directly hired by farm operators, hereinafter described as *direct-hire workers*.

Agricultural employment in the Salinas-Pajaro Laborshed reported by BLS

California's Employment Development Department reports both statewide and regional employment in agriculture.[24] One of the regional reports is for the eight-county Central Coast region. But only two of the eight counties pertain to the

[24] http://www.labormarketinfo.edd.ca.gov/data/ca-agriculture.html

region of interest in the present report. EDD does not disaggregate data at the county level, precluding estimates for the Salinas-Pajaro Valley region.

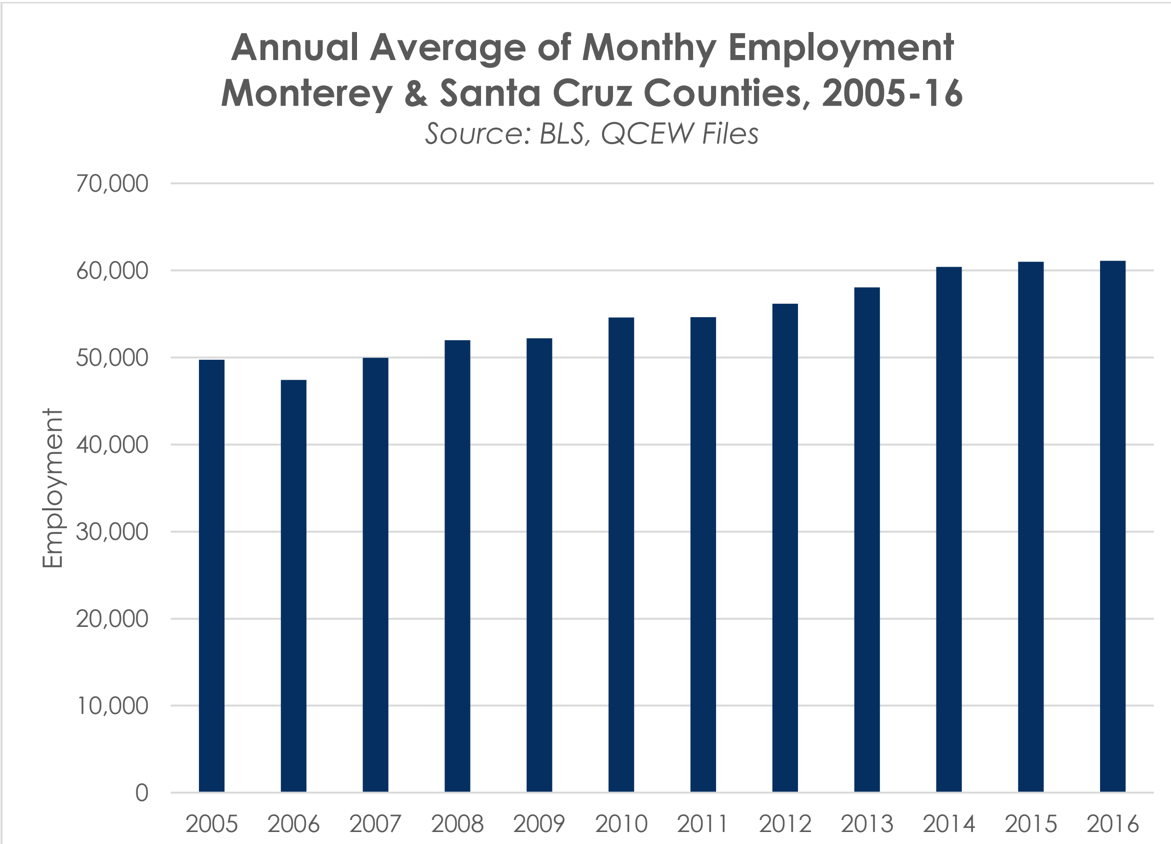

FIGURE 13 ANNUAL AVERAGE OF MONTHLY AGRICULTURE EMPLOYMENT MONTEREY AND SANTA CRUZ COUNTIES 2005-16

The Bureau of Labor Statistics of the U.S. Department of Labor provides monthly, quarterly and annual employment reports for every type of industry at the state and county level, which include businesses mandated by the laws of each state to provide unemployment insurance for their employees.[25] The Quarterly Census of Employment and Wages (QCEW) compiles quarterly reports by employers when paying employment taxes. Figure 13 presents the Annual Average of Monthly Employment for the Salinas-Pajaro region for each year 2005-2016. Annual average employment has increased recently. Comparing the 3-year

[25] California requires unemployment insurance coverage for every employee paid at least $100 in a calendar quarter. Many other states set the minimum earnings criterion for coverage in agriculture at a higher level.

averages of annual employment during 2005-07 and 2014-16, to take account of variations in production and of prices, the increase of employment was +24%.

The variation of the monthly average agricultural employment for the three-year period 2014-16 is presented in Figure 14, which also distinguishes between direct-hire employment by *farm operators* and *agricultural services* employment. The latter includes contract labor, the largest portion, and other contracted services.

Agricultural employment, the sum of direct-hire and contracted services, exceeded 50,000 during the entire eight-month period from April through November, and achieved a total of 81,589 in July. Even during the four months of lowest employment (January, March, April and December), the total never fell below 35,500. Thus, from the month of the lowest figure to the month of the highest, agricultural employment more than doubled.

Figure 14 also presents conclusive evidence that contracted agricultural services employment exceeded direct-hire employment in every one of the twelve months of the year. During April, this difference was greater than 8,000.

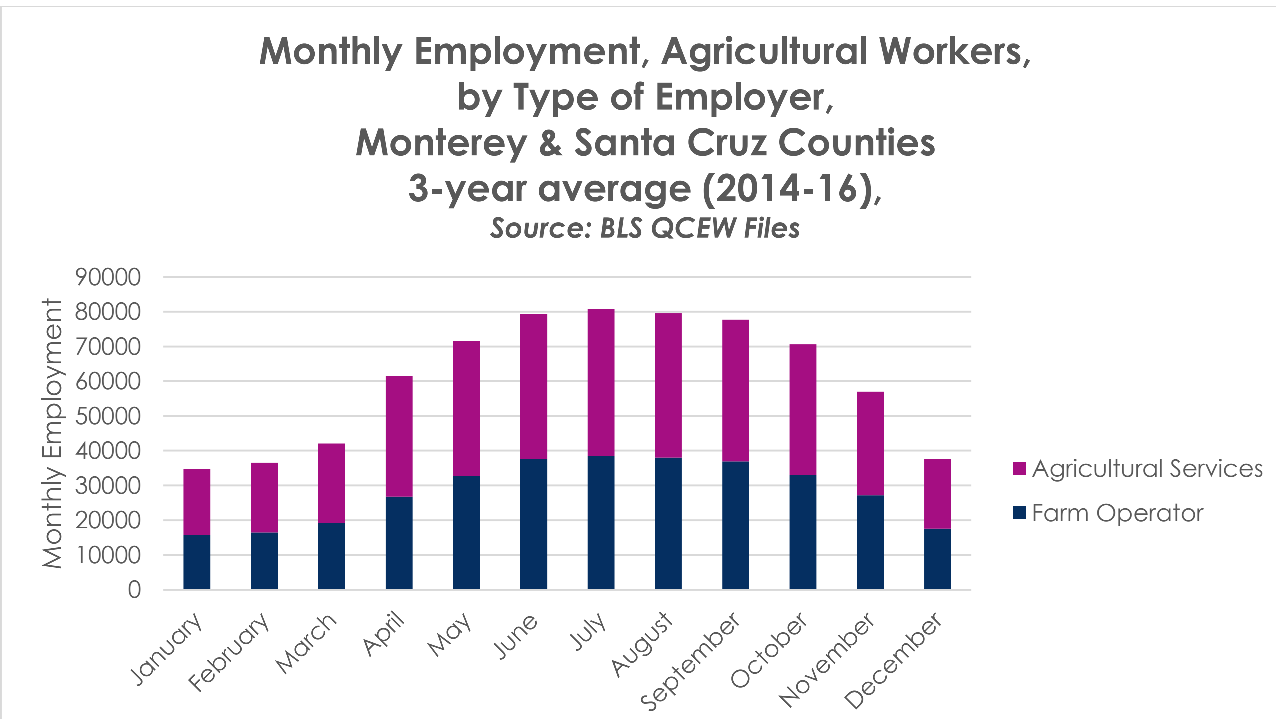

FIGURE 14 MONTHLY EMPLOYMENT, AGRICULTURAL WORKERS BY TYPE OF EMPLOYER, MONTEREY AND SANTA CRUZ COUNTIES

The agricultural census specifically excludes all aspects of contract labor except the number of farms reporting this type of expense, and amount of such expense, from its reports of farm labor, as well as excluding all agricultural service businesses. The likely reason for these exclusions is that it may be difficult or even impossible for farm operators to have direct knowledge about workers engaged in performing contracted services on their farms. It is also important for farm operators to keep an "arms-length" relationship from the supervision of contract services labor to avoid the possibility of joint liability for the conditions of work.

There has been a substantial increase of size concentration of aggregate wages and numbers of employees among farm operators in the region during the past several decades. Table 5 compares the number of Monterey farm operator (firms) and their aggregate, direct-hire employment in each of five size categories for the third calendar quarters of 1990 and 2016.

TABLE 5 SIZE DISTRIBUTION OF EMPLOYMENT, BY FIRM SIZE, 3RD QUARTER, MONTEREY COUNTY FARM OPERATORS 1990&2016

Source: EDD LMID, Special Thanks to Dave Dahlberg

	1990 Third Quarter		**2016 Third Quarter**	
Firm Size	**Number of Firms**	**Employment**	**Number of Firms**	**Employment**
Less than 50	346	3,914	230	2,655
50 to 99	33	2,305	28	1,924
100 to 249	24	3,793	36	5,671
250 to 499	5	1,747	16	5,236
500 or greater	4	4,516	9	11,319
Totals	**412**	**16,275**	**319**	**26,805**

There are several aspects of the findings reported in Table 5 of particular note: the total number of farms reporting direct-hire employment during the 3rd Calendar Quarter *decreased* from 412 to 319 between 1990 and 2016 while the total employment *increased* by two-thirds, from 16,275 to 26,805. Moreover, the share of total employment among firms with at least 500 employees *increased* from 28% to 42% during this period. Similarly, the share of total employment among firms with fewer than 250 employees *decreased* from 62% to 38% while the number of firms reporting more than 250 employees *increased* from nine to twenty-five.

Also, the number of firms with fewer than 100 employees also *decreased* from 379 to 258. A similar analysis of wages paid (Table6) finds the share of total wages paid by firms during the 3rd Calendar Quarter with 500 or more employees *increased* from 29% to 39% between 1990 and 2016. For smaller firms, those with less than 100 employees, the share of total wages *decreased* from 37% to just 20%.

TABLE 6 SIZE DISTRIBUTION OF TOTAL WAGES, BY FIRM SIZE, 3RD QUARTER, MONTEREY COUNTY CROP FARM OPERATORS 1990&2016

Source: EDD LMID, Special Thanks to Dave Dahlberg

	1990 Third Quarter		2016 Third Quarter	
Firm Size	**Number of Firms**	**Wages (nominal $)**	**Number of Firms**	**Wages (nominal $)**
Less than 50	346	$17,685,108	230	$29,900,707
50 to 99	33	$10,112,858	28	$21,305,661
100 to 249	24	$17,227,737	36	$56,937,902
250 to 499	5	$7,640,603	16	$49,930,362
500 or greater	4	$21,938,903	9	$102,972,044
Totals	**412**	**$74,605,209**	**319**	**$261,046,676**

Farms reporting contract labor expenses in the Salinas-Pajaro Laborshed

Contract labor expenses are reported at the county level by the agricultural census, as are expenses for direct-hire workers. Labor expenses of farm operations in the Salinas-Pajaro Laborshed are substantial. During 2012, this region's farmers and ranchers reported direct-hire and contract labor expenses totaling over $1 billion for wages, employment taxes and employee benefits.[26]

[26] See Table 3. Farm Production Expense: 2012 and 2007 (County Data), pp. 271ff., *2012 Census of Agriculture. California. State and County Data*, United States Department of Agriculture, National Agricultural Statistics Service, May 2014.For Monterey County, the sum of hired labor and contract labor expense was $817,531,542, while for Santa Cruz County, the total was $205,719,289. Thus, the two-county total was $1,023,250,831.

The cost of labor in the region was the largest among all categories of production expenses, representing 39% of total costs.[27] In contrast, for all of California agriculture, hired and contract labor expenses were a smaller proportion of total production expenses, amounting to 26% of total costs.[28] The difference reflects the fact that major regions of the California's Central Valley are devoted to cotton, alfalfa, grain and other crops with relatively small labor demand.

During 2012, the total contract labor expense in the Salinas-Pajaro Valleys region was $365 million.[29] Only Fresno and Kern counties reported a larger expense for contract labor in that year.

Farm labor contractors are classified within the Agricultural Services for Crop Production sector (NAICS 1151) that also includes farm management companies, crop planting and cultivating firms, custom harvesters, and crop preparation for marketing, such as preparing fresh produce for marketing. Value Added produce, such as bagged lettuce, or other salad or fresh vegetable products, are considered within NAICS 1151. Washing, cutting or chopping are clearly not a form of processing that alters the fresh character of produce.

When adjusted for inflation,[30] the total hired and contract labor expense of the Salinas-Pajaro Valley region increased by 61% between 1978 and 2012.[31] The rate of increase of employment costs in the region was greater in that period than in any other crop region of California, except for the North Coast premium wine grape region. The large increase in real labor costs in the Salinas-Pajaro Laborshed is, in part, associated with the expansion of specific types of crop production in the region during this period, such as berries, grapes and fresh vegetables.

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[27] Ibid.

[28] See Table 4. Farm Production Expense: 2012 and 2007 (State Data), p. 12, *2012 Census of Agriculture. California. State and County Data*, op. cit..The hired labor expense was 16.6% of costs, for contract labor it was 9.6%.

[29] Op. Cit.

[30] Adjustment for inflations is based on the GDP Deflator index published annually in *Economic Repot of the President. Appendix B. Statistical Tables*. Cf. Table B-3. Quantity and price index for gross domestic product, and percent changes, 1965-2015. This paper used the index value 37.602 for 1978, and 105.214 for 2012.

[31] For 1978, see Table 5. Farm Production Expenses: 1978 and 1974, pp. 321 (Monterey) and 401 (Santa Cruz), *1978 Census of Agriculture. California. State and County Data*, U.S. Department of Commerce, Census Bureau, June 1981; for 2012, op. cit.

Less apparent, the amount of contract labor expenditure increased more rapidly in the Salinas-Pajaro region during the last forty years than in any other region of the state, except for the San Joaquin Valley. In 1978, contract labor expenses were just 11% of the Salinas-Pajaro Valleys region total labor costs. By 2012, the contract labor share had increased more than three-fold, to 36%.

The total amount of direct-hire and contract labor expenses for Monterey and Santa Cruz Counties combined, for each of the six principal Types of Farm, are presented in Table 7. Also presented, by Type of Farm, is the share of these labor expense (percent) accounted for by Contract Labor alone.

TABLE 7 EXPENSES: TOTAL LABOR, CONTRACT LABOR, % CONTRACT LABOR BY TYPE OF FARMS, MILLIONS. MONTEREY AND SANTA CRUZ COUNTIES COMBINED 2012 4-DIGIT NAICS CLASSIFICATION

Source: Custom report requested by Dr. Richard Mines and prepared by USDA's National Agricultural Statistics Service, from unpublished findings of the 2012 Census of Agriculture. State and County Data, Farm Production Expenses.

Type of farm (NAICS)	***Total Labor (M)***	***Contract Labor (M)***	***Percent Contract***
Oil seed and grains (1111)	$0.1	$0	0%
Vegetable and melon (1112)	$407.3	$186.6	46%
Fruit and nut (1113)	$516.9	$175.0	34%
Greenhouse nursery (1114)	$90.0	$2.7	3%
Other crop farms (1119)	$1.2	$0.1	6%
Animal (112)	$8.3	$0.6	7%
Total	***$1,023.2***	***$364.9***	***36%***

There was a large variation in the extent of reliance of contract labor among the principal types of farms in the region. The proportion of vegetable farm total labor expense attributed to contractor labor amounted to 46%. For fruit farms, the proportion was 34%. For each of the remaining four categories of farms, the share was 7% or less.

TABLE 8 NUMBER OF FARMS REPORTING HIRED OR CONTRACT LABOR EXPENSES, MONTEREY AND SANTA CRUZ COUNTIES, 1978 & 2012

Source: (1) 1978 Census of Agriculture. State and County Data, Table 5. Selected Farm Production Expenses (County Data), pp. 321 and 401. (2) 2012 Census of Agriculture. State and County Data, Table 3 Farm Production Expenses (County Data), pp. 271ff.

County, Type of labor expense	***Farms, 1978***	***Farms, 2012***
Monterey, hired labor	779	634
Santa Cruz, hired labor	550	346
Sub-total, hired labor	***1,329***	***980***
Monterey, contract labor	278	368
Santa Cruz, contract labor	128	196
Sub-total, contract labor	***406***	***564***

A factor associated with increased total contract labor expense in the Salinas-Pajaro region during recent years was the sharp increase of the number of famers who relied on Farm Labor Contractors. As indicated in Table8, the number of the region's farm operations reporting direct-hire labor expenses *declined* – by about 19% - between 1978 and 2012, but the number reporting contract labor expenses *increased* by 39%. In Santa Cruz County alone, the number of farms reporting contract labor expenses increased by 53%.

Agricultural services employment in the Salinas-Pajaro Laborshed

The Agricultural Services for Crop Production sector in the Salinas-Pajaro Valleys Region has become concentrated by size during the past quarter century.

TABLE 9 SIZE DISTRIBUTION OF EMPLOYMENT, BY FIRM SIZE, 3RD QUARTER, MONTEREY COUNTY, AGRICULTURAL SERVICES FOR FARM PRODUCTION, 1990&2016

Source: EDD LMID, Special Thanks to Dave Dahlberg

	1990 Third Quarter		**2016 Third Quarter**	
Firm Size	**Number of Firms**	**Employment**	**Number of Firms**	**Employment**
Less than 50	85	915	74	789
50 to 99	26	1,924	23	1,600
100 to 249	32	5,324	15	2,489
250 to 499	16	5,431	21	7,184
500 or greater	7	5,320	24	28,406
Totals	**166**	**18,914**	**157**	**40,468**

Table 9 presents the comparison of employment by employee firm size of Monterey County Agricultural Service for Crop and Livestock Production in the 3rd calendar quarter between 1990 and 2016.[32]

The total employment in this sector has more than doubled, from 18,914 to 40,486 during this period. A measure of the increased size concentration is the share of total employment accounted for by firms with 500 or greater employees is that in the 3rd quarter of 1990 such companies had a 28% share. By the 3rd quarter of 2016, firms of that size had a 70%.

There are no accurate reports of the number of contract workers employed in either Monterey or Santa Cruz Counties. Years ago, the *Census of Agriculture* discontinued queries about contract workers, retaining only the question that estimated the number of farm operations contract labor services and the total expense involved among all such farms.[33]

Employment by farm labor contractors with a principal business address and with crews in the Salinas-Pajaro Laborshed is reported by the U.S. Department of Labor's Bureau of Labor Statistics in the QCEW files, as previously discussed. For Monterey and Santa Cruz Counties, these reports indicate Annual Average of Monthly Employment reported by the region's 70 Farm Labor Contractors was 20,881.[34]

However, there is compelling evidence that these BLS report fails to accurately report agricultural employment within the laborshed. The BLS reports described above are nearly always based on a contractor's primary business address in the region. Farm labor contractors, as employers, are usually identified in employment records with the county in which they have their administrative office, regardless of where their crews are assigned to jobs. Thus, records of their employment are only reported as though their employees were working exclusively in that county.[35]

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[32] For 2016, the corresponding NAICS code is 1151; for 1990, Dahlberg and colleagues have tracked the former Standard Industrial Classification Codes (SIC) which correspond today to NAICS 151.
[33] Farm and ranch participants in the agricultural census of 1974 were asked to report the number of workers furnished by labor contractors. Cf. *1974 Census of Agriculture. United States Department of Commerce. Bureau of the Census.* April 1977. P. C-16.
[34] See BLS QCEW files: 2016.q1-q4 060053 Monterey County and 2016.q1.-q4 060087.
[35] Ibid.

The root of the confusion is that labor contractors are not working in a "brick and mortar" industry. Their employees do not regularly work at the same physical worksite address every work day. Instead, a labor contractor's crews of farm laborers may be working at different locations within the region, on different crop fields, and may also be working in nearby, or even distant, counties.

The failure of BLS QCEW files to accurately report the number of farm labor contractors active at the county level in each agricultural county in the state was examined and discussed in a previous report.[36] It was also found that the actual number of contractors active in most counties was systematically larger than was reported in QCEW files.

If a manufacturer has multiple, fixed-location, work-sites, such as factories, in multiple counties, in many cases an employer will file separate reports for each of its facilities in non-contiguous counties. Thus, the separate EDD reports of employment in each county will usually include data for those work-sites.

In contrast, FLCs are not required to provide separate records of employment, with employee names and earnings, by county, if they have employees working for clients in any number of counties because they do not have fixed-location work-sites. Their crews may move to jobs from county-to-county, on a monthly or weekly basis. Those FLCs who are based in a "home" county out of the Salinas-Pajaro Valleys region, but who send crews to work within this region, will not report employment information attributable there. The administrative burden that separate county-by-county reporting would require is exceptionally large and quite possibly beyond the capability of some FLCs.

A serious problem associated with reliance on EDD employment data to estimate labor contractor employment at the count level is that some FLCs with principal business addresses in the Salinas-Pajaro Laborshed are known to send crews to adjacent counties, such as San Benito, San Mateo and Santa Clara counties. But that employment in other counties is attributed to the Salinas-Pajaro Laborshed' reports to EDD, and not to the county where they worked.

An additional problem with reliance on administrative data for FLCs is that a substantial number of currently active FLCs provide workers to non-farm businesses as well as to agriculture. It is well-established that some FLCs supply

[36] *Who's in Charge? Labor Market Intermediaries in California Employment*, Don Villarejo, 102 pp, March 25, 2003. Cf. Chapter Three. Farm Labor Contractors. file:///C:/Users/Don%20Villarejo/Downloads/who-is-in-charge_villarejo_public_05-25-03.pdf

workers for jobs in motels, hotels, resorts and manufacturing. This raises the important challenge that employment reported by FLCs likely does not accurately reflect only jobs in the agriculture sector, and, thus, may overstate the true figure.

Finally, some FLCs do not report their employment in the NAICS code (115115) corresponding to Farm Labor Contractors and Crew Leaders. This is related to the fact discussed above that more than a few FLCs are active in non-farm businesses as well as in agriculture. In a previous report, it was found that some report as Crop Production, others as Personnel Supply Agencies, and still others as Unclassified owing to the delays faced by EDD staff in verifying the accuracy of the industry code selected by the employer.[37]

There is are additional sources of information about farm labor contractors. Labor contractors are required to be licensed by the California Department of Industrial Relations.[38] A complete file of licensed FLCs was obtained and served as another source of information.[39] As presented in Table10, there were a combined total of 73 licensed FLCs with addresses in the Salinas-Parajo region.[40]

TABLE 10 REPORTED NUMBER OF FLCS 2016, MONTEREY AND SANTA CRUZ COUNTIES

Source: BLS, QCEW Files

Source	***Monterey County***	***Santa Cruz County***
Annual Average of Quarterly Establishments, BLS QCEW File (NAICS = 115115)	60	10
Cal-DIR, Active FLC License	66	7
County Agricultural Commissioner Registrants	92	60
Agricultural Commissioner FLCs Registrants in both counties: 36		

37 Ibid.

38 The Division of Labor Standards Enforcement administers the licensing program and is responsible for enforcement.

39 The author wishes to thank Ralph Lightstone for his assistance in obtaining an electronic file of licensed FLCs.

40 The file of FLC licensees was current as of March 15, 2017. A contractor whose license expired at any time during 2016 and chose not to renew the license between that date and March 15, 2017, would not have been represented in the DLSE file.

All FLCs are also required to register with the Agricultural Commissioner of each county in which they plan to be active and must pay a registration fee in so doing. Some FLCs may register in the expectation that their crews may be needed on short notice, but may not be needed at all. As part of the research for the present report, copies of the lists of FLCs registered in Monterey and Santa Cruz Counties were obtained.

There were 92 FLCs active during 2016 in the Monterey County files, and 60 in the Santa Cruz County file. However, the total of 152 FLCs in the combined files included a substantial number of FLCs represented in both counties' files.

Of the 73 licensed farm labor contractors with business addresses in the region, nearly all were registered with one or the other of the two counties' Agricultural Commissioners. However, three were not registered with either county's Agricultural Commissioner.

The unduplicated number of licensed FLCs which were active in the Salinas-Pajaro region during 2016 is estimated to be 118, of which 73 were headquartered in the region. Thus, 45 were headquartered out of region, some as far as Arizona.

Only a portion of these 118 FLCs who held active licenses and had addresses within the Salinas-Pajaro laborshed during 2016 reported employment in the BLS QCEW files for either Monterey or Santa Cruz County. As indicated in Table10, just 70 FLCs reported employment in the region. Hence, an estimated 48 reported all of their employment in their "home" counties, even if they had employees in either or both of Monterey and Santa Cruz Counties.

Of considerable significance, also indicated in Table 10, there were 36 FLCs who were active in both counties. Nearly all of the bi-county contractors were headquartered in Monterey County. Only one was based in Santa Cruz County.

The disparity between BLS reports of the number of FLCs active in the region as compared with Agricultural Commissioner registrations was exceptionally large for Santa Cruz County for which the QCEW file reports just 10 contractors, but the Santa Cruz County Agriculture Commissioner records show that 60 licensed contractors were registered.

As previously indicated, an effort was made to determine which of the FLCs active in the two-county region were based in other counties, for which the records of employment were reported only for their "home" county. Equally problematic is that some of the 70 who report employment in the BLS QCEW files as being within the region likely have an unknown portion of that total working out of the region, perhaps in adjacent counties, or even in distant counties. This possibility was also examined as part of the research for the present report by accessing lists of FLCs registered in all counties adjacent to Monterey and Santa Cruz Counties.[41]

From key informant interviews and other sources, it was determined that some farm operators active in Monterey or Santa Cruz Counties have farming operations in more distant counties, notably Santa Barbara, Ventura and Imperial Counties. Therefore, FLC lists for these three counties were accessed as well.

The FLC lists for all eleven counties were combined by careful matching of legal entity names, DBA names, addresses and DLSE license records. First, it was determined that twenty-five FLCs were registered in either Monterey or Santa Cruz Counties, but were not registered in other counties during 2016. An additional three FLCs holding active licenses had addresses in either county of the Salinas-Pajaro Laborshed, but were not registered in any California county during 2016.

Second, there were sixty licensed FLCs who were registered in either Monterey or Santa Cruz Counties, and were also registered in San Benito County, which abuts both of those counties. No other adjacent or distant county shared as many FLCs in registration files as did San Benito County.

TABLE 11 MONTEREY OR SANTA CRUZ COUNTIES' FLC REGISTRANTS APPEARING IN AGRICULTURAL COMMISSIONER FLC REGISTRATION FILES IN OTHER COUNTIES

Source: 2016 Farm Labor Contractor Registration Files

County	***Monterey or Santa Cruz Counties' Registrants***
Adjacent	
Fresno	27
Kings	7
San Benito	60
San Luis Obispo	9
San Mateo	5

[41] These are San Mateo, Santa Clara, San Benito, Fresno, Kings and San Luis Obispo Counties.

Santa Clara	32
Similar crops; non-adjacent	
Imperial	34
Santa Barbra	27
Ventura	18

Third, at least five licensed FLCs who were registered in Monterey or Santa Cruz Counties were also represented among each of the other nine counties' registrants' files. Table 11 presents the findings of the number of licensed FLC registrants in the Salinas-Pajaro Valleys region who were also registered the other nine counties' files.

Summarizing, notable findings include 60 in adjacent San Benito County, 34 in distant Imperial County, 32 in adjacent Santa Clara County, 27 in Santa Barbara County and 18 in distant Ventura County. Numerous FLCs registered in the Salinas-Parajo region were also registered in other counties beyond the areas specifically considered for the present report.

A reasonable question is whether registration actually signifies employment activity by a farm labor contractor in any specific county. There is limited independent evidence of FLC activity at the county level from public records. The California Department of Industrial Relations under terms of the piece-rate, back pay requirements of AB 1513 has posted a detailed listing of employer names, physical addresses mail addresses which, in many cases, also includes references to location where eligible employees worked.[42]

Many individual employers reported some details of their locations of employment, in some case by the names of counties where eligible employees had worked, some with specific physical addresses of workplaces, some without any location information, and still others with statements referring to, "Various locations in rural areas…". These records indicate where employees had worked during the period July 1, 2012 and December 31, 2015, the calendar interval specified in the law.

The DIR posted list was compared with the file of licensed FLCs registered in Monterey or Santa Cruz Counties during 2016 developed in the research for the

[42] For details, see http://www.dir.ca.gov/piecerateback payelection/pieceratelisting.asp

present report.[43] There were 44 licensed FLCs registered in Monterey or Santa Cruz Counties' Agricultural Commissioners files in DIR's piece-rate back pay files, matched by Legal Entity or DBA name as well as physical and mail addresses. Of that number, 19 listed all counties where employees had worked during the specified period.

Of the 19 FLCs record that listed specific county names where employees had worked, nearly all included counties matching those in the 2016 list developed for the present report. While this is suggestive that FLC registrations coincide with their own records of where their employees were working, it is by no means conclusive.

It should be clear from the previous discussion that reasonable accurate information about FLC employment in the Salinas-Pajaro region is not readily available from any source. The fact that so many FLCs are presently multi-county businesses confounds any effort to make estimates based on administrative data.

H-2A non-immigrant temporary foreign agricultural workers

During the past four years, there has been a substantial increase in the number of farm laborers brought into the Salinas-Pajaro Laborshed under the Temporary Foreign Agricultural Worker visa program (H-2A). Farm employers may seek seasonal employees under strictly controlled conditions which requires the employer to first seek U.S. residents who are authorized for U.S. employment. If suitably qualified persons do not fill those jobs, the process for applying for certification of nonimmigrant workers can proceed.

Among the requirements the employer must meet is the ability to provide housing for all who obtain the required H-2A visas. The number of H-2A workers is included in EDD and BLS reports of employment although not marked as such.

Figure 15 presents the most recent tally of the number of Certified H-2A visas issued for workers employed in the Salinas-Pajaro Laborshed annually between

[43] While 2016 followed the end of the period for which employer location records were provided for the list, it is likely that many employers were likely to still be working at those locations.

Federal Fiscal Years 2014 through 2017.[44] The number of H-2A workers was more than 4,300 in FY 2017, up from 636 in FY 2014, and only 268 in FY 2013.

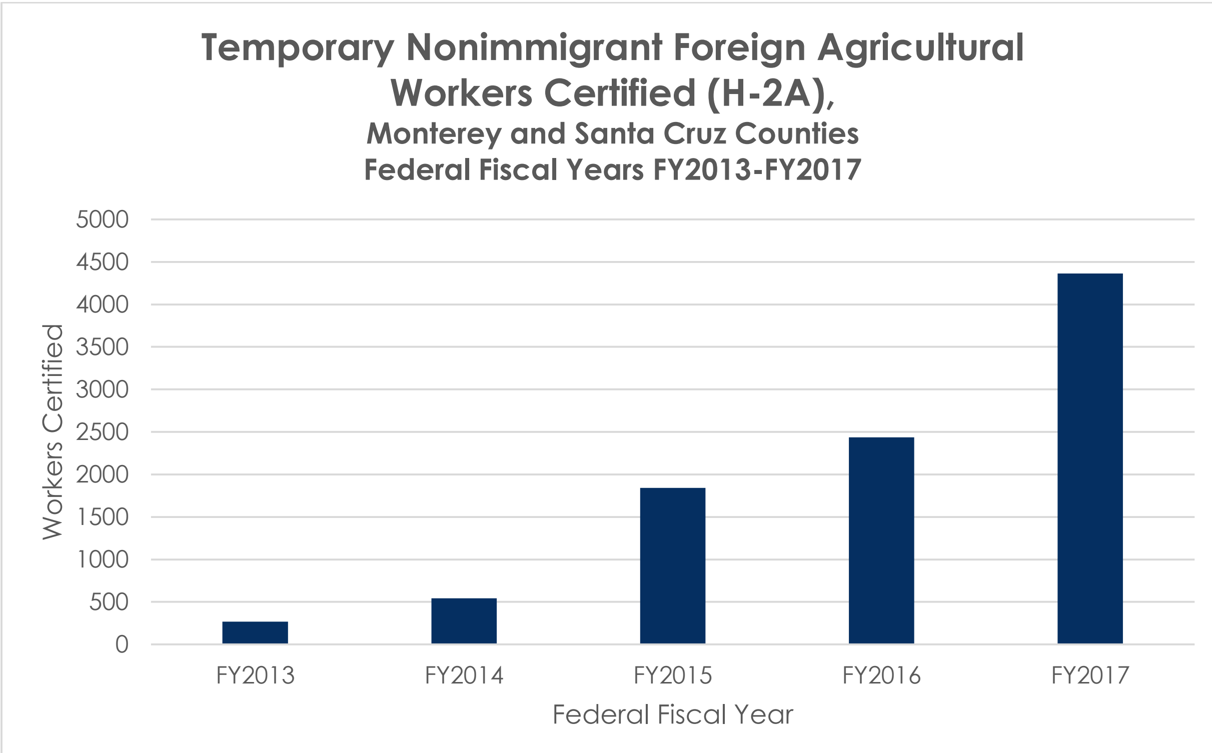

FIGURE 15 TEMPORARY NONIMMIGRANT FOREIGN AGRICULTURAL WORKERS CERTIFIED (H2A) MONTEREY AND SANTA CRUZ COUNTIES

The number of employers who brought H-2A workers to the Salinas-Pajaro Laborshed during FY 2017was relatively small, just 24 in all. Most employers with H-2A workers, 18 out of 24, were licensed farm labor contractors who were also registered with the respective counties' Agricultural Commissioners. Just four were farm operators. The remaining two were labor associations serving multiple individual livestock producers.

Estimate of the number of agricultural workers in the Salinas- Pajaro laborshed

The present author has developed an independent method for estimating the number of individuals who held at least one agricultural job in the Salinas-Pajaro Laborshed during 2016. The method relies on the 2012 Census of Agriculture

[44] The data for Federal Fiscal Year 2017 covers only the period October 1, 2016 through June 30, 2017. When data for the full year becomes available, the number of H-2A workers in FY 2017 will certainly be larger than indicated in Figure 3.

report of hired labor, the 2016 QCEW report of total wages paid to agricultural employees, and the National Agricultural Workers Survey (NAWS) estimate of the average number of employers per crop worker in California during 2013-14. The computation is described in detail in Appendix I of the present report.

> An estimated total of 91,423 unique individuals held at least one agricultural job in the Salinas-Pajaro Laborshed during 2016. ~ Villarejo, 2018

There is another estimate of the number of individuals employed in the Salinas-Pajaro laborshed. The second is a published report by Prof. Phil Martin which relied on an EDD analysis of a very large sample of unique records of wages earned in 2014 by workers employed by California firms which report in one of the NAICS sectors comprising agricultural production and support services for agricultural production. These agricultural sectors were as follows.

- 1111 Oilseed and grain farming;
- 1112 Vegetable and melon farming;
- 1113 Fruit and tree nut farming;
- 1114 Greenhouse and nursery production;
- 1119 Other crop farming;
- 1121 Cattle ranching and farming;
- 1122 Hog and pig farming;
- 1123 Poultry and egg farming;
- 1124 Sheep and goat farming;
- 1125 Animal aquaculture;
- 1129 Other animal farming;
- 1151 Support activities for crop production;
- 1152 Support activities for animal production;
- 1153 Support activities for forestry.

The analysis identified those unique employee records, some of which indicated having had jobs in two or more of all possible NAICS sectors, not just those in the above listed agricultural sectors, but necessarily included at least one job in one of those sectors. Each unique employment record was then assigned to a unique county, based on the employer's assigned county location.

Assuming that each unique employment record assigned to a county was associated with a unique individual, it was then possible to determine the number of individuals who had a job in the agricultural sector in every county.

A total of 96,700 unique individuals held at least one agricultural job in the Salinas-Pajaro Laborshed during 2014. ~ Martin, 2017

These two estimates differ by about 5,277, although they pertain to different years. Martin's method rests on the assumption that each unique employment record is associated with a unique individual.

The present author's method assumes the distribution of wages between longer-term jobs and shorter-term jobs in the support services for agricultural employment sub-sector is the same as in the direct-hire sub-sector, and that the NAWS finding of the average number of employers per worker throughout California crop employment applies to all agricultural employment in the Salinas-Pajaro Laborshed.

San Benito County is arguably part of the Salinas-Pajaro laborshed

There are two findings of the present report that indicate a very close relationship of agricultural employers of the Salinas-Pajaro region with the supply of labor for crop production in San Benito County. First, the present report includes the finding that 60 licensed FLCs active in the Salinas-Pajaro region are also active in San Benito County (See Table11).

Second, the community of Aromas, a Census Designated Place, is one of only a very tiny number of places in California that straddles two adjacent counties, in this case Monterey and San Benito counties. The population of Aromas is very nearly equally divided between the two counties. By happenstance, the border of Aromas is just one mile distant from Santa Cruz County. Moreover, the most Southeast portion of Santa Cruz County is clearly labelled "Aromas" on the official county Census Tract map.[45]

There were only 36 FLCs registered in both Monterey and Santa Cruz Counties in 2016. The fact that 60 of the San Benito County FLCs were registered in the Salinas-Pajaro region suggests that San Benito County's labor market is as intimately connected to the Salinas-Pajaro region as is the relationship of the two counties of that region to one another. Review of those 60 FLCs finds that 40 were headquartered in the Salinas-Pajaro region, and only two were

[45] http://gis.co.santa-cruz.ca.us/map_gallery/pdfs/Map%20Gallery/Cultural%20Resources%20and%20Census/Census%20Tracts.pdf

headquartered in San Benito County. The remaining 18 FLCs were headquartered on other California counties and Arizona.

This remarkably close relationship of FLCs raises the question of whether a large portion of the San Benito County agricultural workforce is based in the Salinas-Pajaro region. In no other county were FLCs from the latter region as dominant as was the case in San Benito County.

It also appears that San Benito vegetable and berry production is highly integrated with production of the same crops in the Salinas-Pajaro region. There is also a close relationship of large-scale farm businesses between San Benito County and the Salinas-Pajaro region. Sixteen farm operations with substantial activity in San Benito County also have farm operations in the Salinas-Pajaro region. Of that number, the majority are based in the Salinas-Pajaro region. As well, the largest San Benito vegetable grower-packer-shipper also relies on product from Salinas-Pajaro growers. Similarly, a large Salinas-Pajaro vegetable grower-packer-shipper has substantial farming operations in San Benito County.

Discussion

The continued growth of farm labor contactor employment in the region, while direct-hire employment by farm operators has remained relatively constant in recent years, has been somewhat unexpected. Several prominent contractors in the region differ little in some aspects from farm operators: one, in fact, is part-owner of a substantial berry farm and also manages a large salad plant. Other contactors own or lease the type of machinery one usually associates with farmers.

Wage rates for FLC employees are reported to differ little from wage rates paid to direct-hire employees for the same crop and task.[46] On the other hand, regular and year-round direct-hire employees in agriculture often have a package of non-wage benefits, and some direct-hire seasonal workers may also have non-wage benefits.[47] However, FLC employees usually do not have comparable non-wage benefits, although there is anecdotal evidence these practices may be changing.

[46] Farm Employers Labor Service. *Wage and Benefits Report, July 2015.*
[47] Ibid.

That said, it has been over a quarter-century since the most-recent systematic study of farm labor contractors in California.[48] Given the fact that the support services sector of the agricultural industry has become the principal employer of agricultural workers, it is essential to carefully examine this sector anew.

There are two major trends in consumer preferences that have serious implications for the fresh produce industry. First, annual per capita consumption of fresh vegetables in the United States between 2000 and 2015 was estimated to have peaked in 2004 at 204.4 lbs., but was down to 186.7 lbs. in 2015.[49] During the interval between two three-year periods, 2003-05 to 2013-15, the annual average of per capita consumption declined from 200.5 lbs. +/- 8.0 lbs. down to 185.8 lbs. +/- 2.2 lbs. There was a statistically significant reduction of 14.7 lbs. +/- 5.9 lbs. of fresh vegetables per person in the U.S. during that latter period.

Second, a recent report on consumer compliance with official recommendations for consumption of fresh fruits and vegetables finds just 12.2% of U.S. adults met the fruit recommendations and only 9.3% met the fresh vegetable recommendations. Compliance with the vegetable recommendation was highest among women (10.9%), among adults older than 50 (10.9%) and among those in the highest income group (11.4%).[50] The report was based on findings among a large sample of U.S. adults, some 319,415 individuals.

In addition, the annual *Fresh Trends* survey of U.S. consumer households presents findings of purchasing behaviors for 57 specific fresh fruits or vegetables.[51] Consumers were asked only about their direct purchases of each specific item in a retail outlet, whether supermarket, big-box discount outlet, or other commercial vendor of fresh produce. About 1,000 households are contacted each year, and the findings are adjusted according to the U.S. demographic profile.

The findings of particular interest to this report concerns consumer purchases of each of several of the fresh products grown in the Salinas-Pajaro region. Figure

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[48] California Department of Employment Development, Labor Market Information Division, *Farm Labor Contractors in California*, California Agricultural Studies, Report 92-2, July 1992, 114 pp.
[49] https://www.ers.usda.gov/data-products/food-availability-per-capita-data-system/
[50] S.H. Lee-Kwan, et. al., *Disparities in State-Specific Adult Fruit and Vegetable Consumption – United States, 2015*, Mortality and Morbidity Weekly Report, Center for Disease Control and Preventions, 66(45);1241-1247, November 17, 2017.
[51] *Fresh Trends,* Farm Journal Media (publisher of *The Packer*), Annual, 2007 through 2017 issues.

16 presents a comparison of findings of the 3-year annual average of the percent of all households which reported having purchased each specified item during the periods for determining three-year averages during 2007-09 and 2015-17.

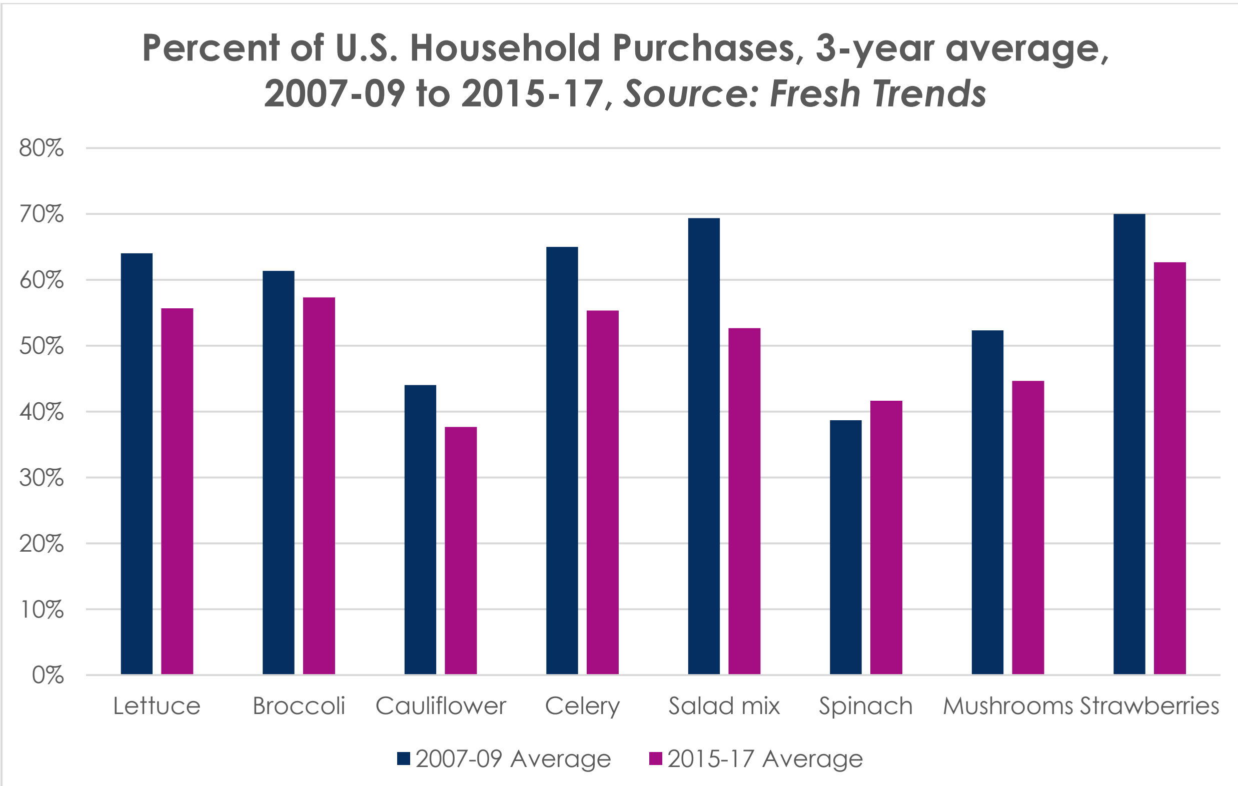

FIGURE 16 PERCENT OF US HOUSEHOLD PURCHASES, 3 YEAR AVERAGE, 2007-09 TO 2015-17

The most notable finding is that survey respondents indicated purchases of five of the six identified fresh vegetables had declined between 2007-09 and 2015-17. Both mushroom and strawberry purchases had declined as well. Only one fresh vegetable, spinach, had a modest reported increase of purchase by respondents.

Another trend in consumer preferences may be partly associated with the findings discussed above. During the period 2014-2016, the reported share of U.S. Consumer Expenditures for food away from home exceeded 50% for the first time in the data series that extends back to 1929. As recently as 1980, only 39% of food expenditures were for food prepared away from home.

Correspondingly, the fresh produce industry developed new forms of preparing, distributing and marketing to the rapidly expanding foodservice sector as well as more convenient, ready-to-eat fresh products, such as triple-washed and cut vegetables, described as the "Value added" and "Fresh cut" segments of the industry. A walk-through of a modern supermarket's produce section tells, at a glance, which type of fresh product has become popular, although young shoppers likely wouldn't notice how much had changed from several decades ago.

These trends in purchases are clearly associated with several major demographic changes of the past several decades: substantial increase of the participation of women in the labor force, delayed age of women's first childbirth, delayed age of marriage or partner formation, and postponement of permanent household formation.

The fresh produce industry has successfully reconfigured in the face of declining demand, supplementing fresh products with Value Added and Fresh Cut products, as well as developing the organic category into a major component of the industry. By 2016, organic salad products reportedly achieved 26.6% of total sales of salad products.

Data issues in administrative reports of agricultural services employment

For several decades, the USDA survey of agricultural businesses which employ labor, known to researchers as the *farm labor survey* and published as *Farm Labor*, included statewide employment and average wage information reported by labor contractors and other providers of on-farm, contracted services in California and Florida, as well as for the United States. Difficulties in obtaining statistically reliable results, owing to a very low response rate from the agency's employer lists, ultimately led to a decision that the cost of conducting a survey with statistically reliable results was excessive, and that component of the survey was discontinued.[52] Today, only farm and ranch operators are included in the survey, and they are only asked to provide information about their direct-hire employees.

Similarly, the Bureau of the Census quinquennial surveys of all U.S. business activity, of which the Census of Agriculture is of interest in the present report, made a serious effort to survey Agricultural Services. There were two attempts to survey such businesses, the first in 1974, which was ultimately deemed unreliable

[52] The survey of agricultural services employment and wages ended in 2011.

owing to an inadequately comprehensive mail address file of such businesses. A second effort in 1978, which included a substantial effort to improve the mail address file, also resulted in findings which were statistically unreliable. There has not been any new effort to attempt such a survey again, despite the rapid increase of employment in that sector.

The rapidly increased role of the Agricultural Services Sector throughout the nation, although largest in California, suggests it is time to re-visit whether it is now time to include this sector in both the business surveys and a separate section of the Census of Agriculture. Total reported wages paid in NAICS 115 during 2016 were $11.7 billion for the U.S. However, the total U.S. wage bill for the sector is likely greater by an unknown amount because many smaller operations in most states are exempt from unemployment insurance tax payments because their payroll was less than the current cutoff.

Conclusions

There has been a significant expansion of agricultural employment in the Salinas-Pajaro region during the past decade, amounting to about +24%. The long-term trends indicate that employment costs of agricultural businesses in the region, when adjusted for inflation, have increased substantially, by +61% in the past forty years.

Agricultural service businesses are today the largest segment of agricultural employment in the region, and, for each month of the year, exceed farm and ranch direct-hire employment. Farm labor contractor employment today accounts for most agricultural employment within the region during every month of the year. In part, this is associated with a substantial increase in the number of farms who rely on contract labor and a simultaneous decrease of farms who rely on directly hired labor.

The majority of the Salinas-Pajaro region's farm labor contractors are also active in other regions of the state, many in adjacent counties, but many in distant counties with fresh vegetable production, or in counties where berries and/or winegrapes are grown. Just 24 of the 118 licensed and registered contractors are active only in Monterey County or Santa Cruz County. The average contractor active in the region is also active in 3.25 other counties of the state. One reports registration in eighteen counties, and thirteen are registered in at least ten or more counties.

There is some independent evidence that contractors active in the Salinas-Pajaro region are, in fact, also active in other counties where they have registered. It appears likely that many contractors based in the southern San Joaquin Valley have moved into other parts of the state in recent years. Some were moving from areas where the five-year drought had severely adversely affected production, and others were motivated by the long-term substantial reductions in that region's vineyard acreage, especially in raisin grapes and winegrapes.

The impact of H-2A workers on local labor market conditions is presumed to be insignificant: H-2A workers must be paid at the Adverse Impact Wage Rate determined regionally. This wage rate is normally higher than the prevailing wage rate for farm labor jobs. But there may well be other significant labor market impacts, such as enforcement of an increased pace of work (speed-up), or other changes of labor processes, as well as displacement of older workers, or vulnerable sub-groups. Whether there have been significant changes of the pace of work or of other labor processes when H-2A workers fill jobs formerly held by non-H-2A workers is largely unknown.

Additionally, the local affordable housing market is adversely impacted by employers of H-2A workers seeking to gain control of a large portion of the available affordable housing as well as temporary lodging, such as motels. Such consequences need to be examined.

It is likely that the only way to obtain reasonably accurate information about employment of workers in a specific county or region who are employed by FLCs is the following. First, using all available administrative records, described in the present report, identify FLCs which likely have crews in the county or region. Second, conduct interviews with as many of the identified contractors as possible to obtain information about where their crews are working and how much employment they attribute to each county. Third, examine H-2A certification applications for information regarding crops, locations, months of employment, and specific details regarding housing. Finally, prepare estimates of the total and regional amounts based on the results of these interviews.

Analysis of Existing Farmworker Housing Inventory in Santa Cruz and Monterey Counties

The Monterey Bay Region is home to a significant number of housing facilities designated for year-round, permanent and seasonal, migrant farmworkers although, as demonstrated by this study, not nearly enough to meet demand. As a result, most farmworkers earning a living from agriculture in the Pajaro and Salinas Valleys region live, at least part of the year, in the region's private housing market and, in some cases, makeshift conditions, such as cars, garages, tool sheds, and tents. Many are over-paying for their housing, living in squalid, sub-standard homes, and/or doubling and tripling up with other households in overcrowded conditions.

From a survey of developer members of the California Coalition for Rural Housing, a search of the websites of affordable housing development organizations with properties in the region, and lists provided by the U.S. Department of Agriculture, we have assembled an inventory of projects and units that are occupationally-restricted to qualifying farmworkers. This does not include farmworkers living in other subsidized and use-restricted rental housing projects, both privately- and publicly-owned, that house any qualifying low-income household.

According to our analysis, there are 26 year-round housing complexes in Santa Cruz and Monterey Counties with 1,290 total units and 1,077 units that are occupationally-restricted to farmworkers. The great majority are in Monterey County – 19 projects (73 percent) with farmworker 873 units (81 percent). All but one of the Santa Cruz County properties is in Watsonville. Twenty-two of the properties are rental apartments. Six are hybrids with 135 out of 347 units (39 percent) restricted to farmworkers. Four of the properties with 275 units, all in Monterey County, are in cooperative ownership. All projects with year-round units for farmworkers are listed by place name in Table 12.

Table 12 Year-Round Permanent Farmworker housing in Santa Cruz and Monterey Counties

Place	County	Total Units	FW Units	Resident Type	Housing Type	Owner	Owner Type	Year Opened
Castroville	Monterey	58	15	Family	Year-Round	MidPen	NP	2011
Chualar	Monterey	29	29	Family	Year-Round	HACM	PHA	1982
Gonzalez	Monterey	36	36	Family	Year-Round	CHISPA	NP	2005
Greenfield	Monterey	40	40	Family	Year-Round	Pacific Companies	FP	2013
King City	Monterey	40	40	Family	Year-Round	La Buena Esperanza	Coop	1984
Pajaro	Monterey	63	26	Family	Year-Round	Eden	NP	2006
Salinas	Monterey	60	60	Family	Year-Round	San Jerardo	Coop	1972
Salinas	Monterey	43	43	Family	Year-Round	CHISPA	NP	1984
Salinas	Monterey	25	25	Senior	Year-Round	CHISPA	NP	2006

Salinas	Monterey	15	15	Family	Year-Round	Eden	NP	2006
Salinas	Monterey	57	57	Family	Year-Round	HACM	PHA	1987
Salinas	Monterey	75	75	Family	Year-Round	Las Casas de Madera	Coop	1980
Salinas	Monterey	81	81	Family	Year-Round	Pacific Companies	FP	2011
Soledad	Monterey	60	60	Family	Year-Round	CHISPA	NP	2005
Soledad	Monterey	33	33	Family	Year-Round	CHISPA	NP	1991
Soledad	Monterey	44	44	Family	Year-Round	Eden	NP	2016
Soledad	Monterey	100	100	Family	Year-Round	Santa Elena	Coop	1980
Soledad	Monterey	73	72	Family	Year-Round	HACM	PHA	2006
Soledad	Monterey	70	22	Family	Year-Round	HACM	PHA	2008
Freedom	Santa Cruz	64	31	Family	Year-Round	Eden	NP	2004
Watsonville	Santa Cruz	19	19	Family	Year-Round	Eden	NP	2000
Watsonville	Santa Cruz	34	34	Family	Year-Round	HACSC	PHA	1977
Watsonville	Santa Cruz	36	36	Family	Year-Round	HACSC	PHA	1983
Watsonville	Santa Cruz	43	43	Family	Year-Round	MidPen	NP	2001
Watsonville	Santa Cruz	41	8	Family	Year-Round	MidPen	NP	2005
Watsonville	Santa Cruz	51	33	Family	Year-Round	MidPen	NP	2000

HACM = Housing Authority of the County of Monterey; HACSC = Housing Authority of the County of Santa Cruz; NP = Nonprofit; PHA = Public Housing Authority; FP = For-Profit; Coop = Cooperative

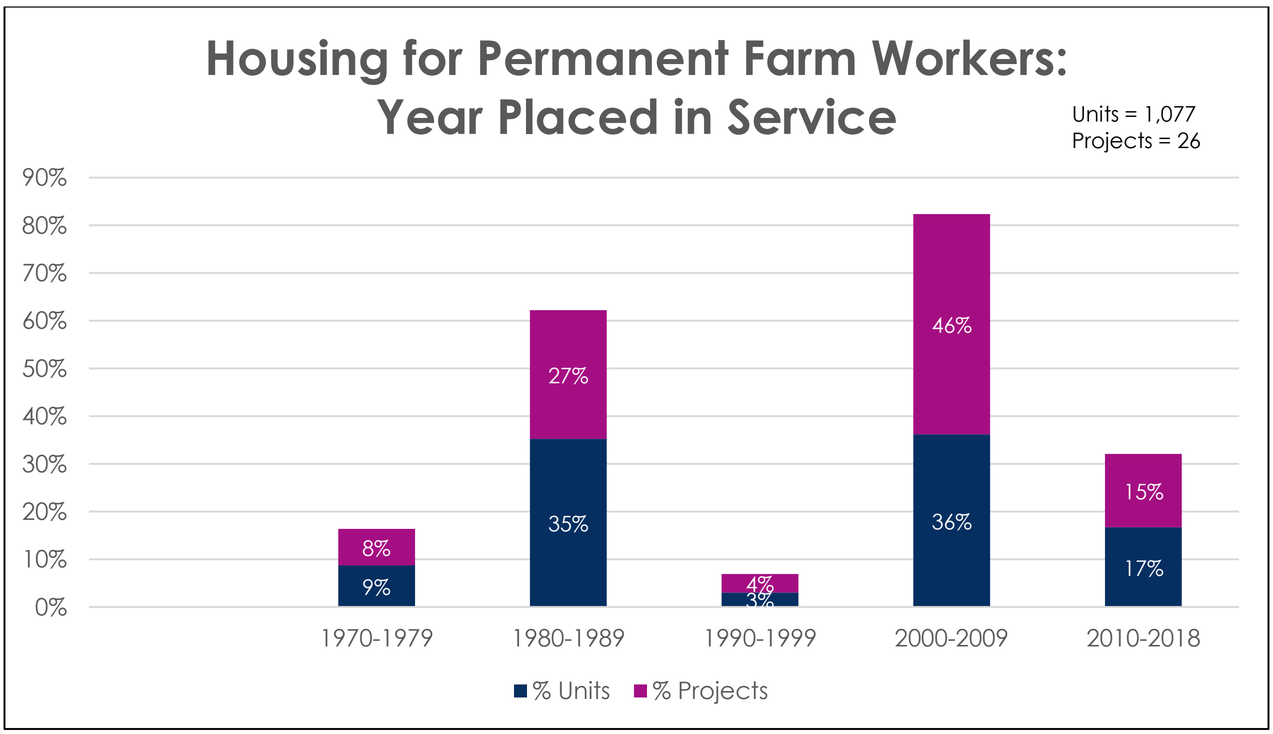

FIGURE 17 HOUSING FOR PERMANENT FARMWORKERS: YEAR PLACED IN SERVICE

In Figure 17, it can be seen that 71 percent of the units and 73 percent of the projects were opened in two decades, from 1980 to 1989 and from 2000 to 2009. The decade from 2000 to 2009 accounts for the largest share of projects with restricted farmworker units in the region, nearly half (46 percent). This period corresponds with the passage of two statewide housing bonds, Proposition 46 in 2002 and Proposition 1C in 2006, which authorized a large infusion of new funding for the Joe Serna, Jr., Farmworker Housing Grant Program and spawned an increase in hybrid projects. The last projects placed into service that decade were in 2006, just before the housing-market crash.

Several pipeline projects were opened in the current decade, in 2011 and 2013. Exhaustion of Proposition 1C funds for the Serna Program in the early 2010s, coupled with the slow recovery from the Great Recession, the loss of redevelopment agency tax increment financing, and declining funding at the federal level may explain why the pace of farmworker housing production is less in the decade from 2010 to 2020, to date, than it was in the previous decade.

The age profile of the inventory of year-round housing for permanent farmworkers also suggests something else of critical significance: nearly half of all units (47 percent) and 39 percent of all projects are 20 years of age or older. Some of the older complexes, including some that originated as labor camps or other housing types and were acquired and reconstructed, may have been updated and modernized more recently. However, it is likely that the older inventory will need to be recapitalized and refurbished in the coming years with replacement of outdated and inefficient energy and water conservation systems. For some, recapitalization may also create opportunities for densification.

In addition, we are able to identify five migrant housing facilities in Santa Cruz and Monterey Counties with 358 units. Four are in current operation and one is slated to open in the Spring 2018. Two of these facilities, one in each county, are State of California Office of Migrant Services centers operated by the Housing Authority of Santa Cruz County and Housing Authority of Monterey County. They have 183 units for migrant families. Spreckels Crossing is owned and operated by Tanimura & Antle and was opened in 2016. It has 100 two-bedroom units capable of housing up to 800 single, unaccompanied workers. In King City, SCS opened a 218-bed facility on a 5-year use permit. The Nunes Company is scheduled to open another similar facility with 75 units capable of accommodating up to 600 employees.

TABLE 13 MIGRANT AND SEASONAL HOUSING IN SANTA CRUZ AND MONTEREY COUNTIES

Project Name	Place	County	Units	Beds	Resident Type	Owner Type	Year Opened
King City Migrant Center	King City	Monterey	79	-	Family	PHA	1998
Buena Vista Migrant Center	Watsonville	Santa Cruz	104	-	Family	PHA	1968
Spreckels Crossing	Spreckels	Monterey	100	800	Single	Grower	2016
SCS Facility	King City	Monterey	--	218	Single	FLC	2017
Casa Boronda	Boronda	Monterey	75	600	Single	Grower	2018

We are aware of at least seven projects with 328 units for year-round, permanent farmworkers that are in the conceptual phase, in the funding pipeline, or under construction. The Housing Authority of the County of Monterey is working on two family projects with 102 units in Castroville; MidPen Housing is developing a 46-unit project that is in Watsonville and Santa Cruz County; and the Corporation for Better Housing has a funding commitment from USDA Rural Development for a 64-unit project in Greenfield. In addition, CHISPA has three rental projects in the works for 232 units, an anticipated half of which may be financed by Joe Serna, Jr., Farmworker Housing Grant funds that should become available in 2018 and successive years.

Finally, growers are actively contemplating building additional employee housing to house H-2A workers and domestic workers. Discussions are underway in several locations about converting existing commercial and industrial spaces to temporary housing. For example, the City of King City approved a zoning change in 2017 to permit temporary conversion of a vacant warehouse building for housing 218 H-2A workers and recently approved expansion by 100 beds. Additionally, the City approved a sewer line extension to serve a property just beyond the city limits to enable renovation of a blighted property for agricultural employees that will house another 200 workers.

A plan circulated in 2017 by Salinas Valley Housing, LLC, proposed seasonal housing for approximately 6,000 single, unaccompanied adults in the unincorporated community of Chualar. Under the plan, a local landowner would partner with Salinas Valley Housing to build 3- and 4-bedroom apartments compliant with H-2A requirements About 128 acres of the 306-acre agricultural parcel would be devoted to the project and the rest would remain in agricultural use. In addition to sleeping accommodations, the project would include laundry facilities, common areas with barbeques, outdoor recreation, and picnic areas. At the time of this writing in 2018, it is uncertain whether the proposal will move ahead.

In conclusion, a scan of Monterey Bay Region housing inventories reveals some 30 housing facilities restricted for occupancy by both year-round, permanent and seasonal, migrant farmworkers. Additionally, there are even more properties that are publicly-subsidized and regulated for low-income occupancy. Over 40 percent of the farmworker housing inventory, however, is relatively old and will likely need capital improvements in the coming years.

That said, this analysis also demonstrates that the pace of farmworker housing production in the Monterey Bay Region has greatly slowed compared to the previous decade of the 2000s. The great majority of farmworkers in the Pajaro-Salinas Laborshed do not live in accommodations set aside for farmworkers, but in the private market, often in unaffordable, substandard, and overcrowded conditions. Consequently, there is a continuing need for production of new housing for the region's farmworker families and migrant and guest workers.

Site Suitability

Executive Summary

Expanding permanent affordable farmworker housing requires a confluence of appropriate conditions that enable a developer to successfully obtain financing to implement the project and programs.

With the demise of Redevelopment funds, the primary financial resources currently available to affordable housing developers are the California Low-Income Housing Tax Credit (LIHTC) and Affordable Housing and Sustainable Communities (AHSC) programs. Nearly all affordable housing developed in the state relies on one of these two programs. For this reason, these program standards have been used here as a framework by which to explore site suitability for farmworker housing development.

The applications, guidelines, and methodologies used in these programs are rapidly being adopted for use in other state housing finance programs and have garnered national attention as a model of best practice. Furthermore, the Salinas Valley and Pajaro Valley have additional competitiveness in these programs because the tax credit program provides for a farmworker housing set-aside and both programs also provide rural set-asides. Other considerations for the identification of ideal sites for the development of affordable housing projects are also discussed, specifically, the preservation of agricultural land, infill development, infrastructure and services, proximity to current populations, and other environmental considerations.

The LIHTC and AHSC programs require – through threshold project eligibility and scoring incentives – that project sites are within strict proximities to specific resources. Project sites meeting these proximity requirements are considered 'high-amenity' and are ultimately most competitive for these funding programs. Applying preliminary analysis, high amenity parcels within the study area have been identified. Zoning data has been overlaid on many high amenity parcels to determine the extent that these sites are appropriately zoned for affordable housing development.

Using this process, the key findings presented are:

- Ten communities within the study area qualify as 'rural' and are eligible to compete for funding under the rural set-asides in LIHTC and AHSC.
- Of these 'rural' communities, five (5) have parcels that are considered 'high amenity' under the current funding requirements of LIHTC and AHSC.
- A total of 2,495 'high amenity' parcels may be identified within these five (5) communities.

Although there are numerous parcels that meet TCAC and AHSC proximity requirements and that qualify for rural set-asides, some of these are not currently identified and targeted for multi-family or mixed-use development under the local zoning ordinance. Some sites zoned for multi-family or mixed-use development will not be competitive under these primary funding programs because they are not proximate to one or more amenities. Under these funding programs, especially tax credits, and to a lesser extent AHSC, project sites must garner full maximum points allowable to be competitive.

It should be noted that the differentiation between high amenity sites and sites with one or more amenities can be very slight. The scoring criteria for each program should be examined in total. And, although communities may lack high amenity sites it does not mean that parcels within those communities lack amenities and/or cannot strategize to compete for LIHTC or AHSC.

The study area is well-situated to increase the number of high amenity parcels with the requisite zoning by:

- Examining existing land use and zoning policies and aligning them with the TCAC and AHSC proximity requirements.

- Increasing collaboration amongst affordable housing developers and municipalities to identify specific parcels that are high amenity or close to high amenity and examine the opportunities to reduce development barriers or increase amenities.
- Focusing transit investment in rural communities – through transit agencies, in private contracts, or project-specific -- to increase the number of high amenity parcels and increase the competitiveness of sites within these communities.
- Including the consideration of TCAC and AHSC proximity requirements in the region's comprehensive and integrated planning processes such as AMBAG's 2040 Sustainable Communities Strategy and in Housing Element site identification.

As new state funding becomes available or the region develops new funding mechanisms for affordable housing, it is important that local jurisdictions work together to map out suitable sites for farmworker housing. Some of these sites may not always correlate with TCAC and AHSC criteria but may offer other advantages to be appropriate for farmworker housing.

A significant barrier expressed by the region's cities is the lack of available land. Unincorporated counties are also challenged by the lack of infrastructure. However, these obstacles could be overcome through city/county collaboration and establishment of agreements that allow for housing development on unincorporated county land that is contiguous to a city and permitted to connect to city infrastructure. This is an example of a win/win solution that could significantly expand the number of suitable site for farmworker housing.

Introduction

There is a significant unmet need for housing in California's coastal communities. For farmworkers living in Monterey and Santa Cruz Counties, housing has been especially difficult. According to the numbers cited in the General Plans and Housing Elements of Santa Cruz and Monterey Counties, there are approximately 61,500 farmworkers in Santa Cruz and Monterey Counties -- 32,872 in Monterey County and 16,705 in Santa Cruz County[53].

[53] USDA AgCensus 2012. Historically, the farmworker population has been undercounted in the decennial count. Although the Census reports that overall Census has an undercount of 0.01%, the undercount for the Hispanic population is approximately 1.5%.

The need for additional development of affordable workforce housing is well documented in the Housing Elements of Monterey and Santa Cruz Counties (plus the Housing Elements of local jurisdictions). The need for affordable farmworker housing is exacerbated by the restricted earning power of farmworkers juxtaposed against the high-cost of housing in the Salinas-Pajaro study area.

The future development of subsidized housing that is permanently affordable (deed restricted) for farmworkers and owned/operated by nonprofit housing developers is constrained by limited sources of available financing. Since Governor Brown's elimination of the California's Redevelopment Program and the eradication of regional Redevelopment Agencies, the primary sources of financing for affordable housing in California are Low-Income Housing Tax Credits (LIHTC) and, to some extent, the newly created, Cap and Trade program – specifically, Affordable Housing and Sustainable Communities (AHSC), implemented in 2012 and in their third round of funding. Nearly all affordable housing developed in the state relies on one of these two programs. Because these are the primary financing sources available in California and because these programs are used as a model for other California housing financing programs, they are explored in greater detail in this report.

Other sections of this report provide further context for site selection and suitability by also reviewing demographic data to assess where housing might be located based on where agricultural workers are currently living, how far they are travelling to work, and the mode of travel they use. Consideration will also be given to critical site characteristics such as:

- The Preservation of Agricultural Land
- Infill Development
- Infrastructure and Services
- Proximity to Current Populations
- Environmental Considerations

The purpose of presenting this examination of site suitability criteria is to identify ideal parcels and areas that have the potential to provide access to resources and a rich quality of life for residents *and* will be most competitive for the primary state and federal sources of financing currently available for the development of affordable housing.

The emphasis here is placed on permanent multi-family affordable housing units for rent, but this does not discount the need for strategies regarding opportunities for home ownership or temporary (seasonal) farmworker housing. The focus on permanent multi-family housing is driven by the local development constraints[54] that curtail residential development and funding requirements that favor multi-family housing.

Low-Income Housing Tax Credits and the Affordable Housing and Sustainable Communities Program

This section of the study is intended to provide deeper insight into the prospect of developing affordable housing for the farmworker population based on site eligibility requirements under the Low-Income Housing Tax Credits (LIHTC) and the Affordable Housing and Sustainable Communities Program (AHSC). The LIHTC program is administered by the California Tax Credit Allocation Committee (CTCAC) and the AHSC Program is administered by the Strategic Growth Council (SGC)[55] see the chapter on funding for more details about these programs.

Most farmworker housing in the area, all the projects included in the case studies presented, and most affordable housing developed across the state use LIHTC as the primary financing component. Despite changes in federal tax legislation that may affect the value of tax credits, or the use of other federal housing finance programs, Low Income Housing Tax Credits – either 9% or 4% -- are often the central financing component in California's affordable housing projects.

Although AHSC is a relatively new program, many communities are looking to this program as a potential resource not only for affordable and farmworker housing, but also for the development of critical transportation services and transportation infrastructure.

The applications, guidelines, and methodologies used in these programs are rapidly being adopted for use in other state housing finance programs and have garnered national attention as a model of best practice. For example, California's Veterans Housing and Homelessness Prevention (VHHP)[56], Infill

[54] Mac Taylor. California's High Housing Costs: Causes and Consequences. Legislative Analyst's Office. State of California. March 2015. Page 19.
[55] SB 732 established the Strategic Growth Council (SGC) in 2008. The SGC is composed of agency secretaries from the Business Transportation and Housing Agency, the California Health and Human Services Agency, California Environmental Protection Agency, the California Natural Resources Agency, the director of the Governor's Office of Planning and Research, and a public member, appointed by the Governor.
[56] http://www.hcd.ca.gov/grants-funding/active-funding/vhhp/docs/VHHP_Round_4_Proposed_Guidelines.pdf

Infrastructure Grant (IIG)[57], Section 811 Project Rental Assistance[58], and No Place Like Home (NPLH)[59] programs all have varying levels of proximity requirements demonstrating the project's location in relation to key amenities, commercial and employment centers, and transportation.

Isolating affordable housing in remote pockets of communities is no longer best practice. Aside from general Affirmatively Furthering Fair Housing goals and laws, immediate proximity to resources and availability of transportation options that facilitate greater access to other opportunities is critical to providing the best possible quality of life for residents of affordable housing.

Furthermore, the tax credit program provides for a farmworker housing set-aside and both programs also provide rural set-asides. Communities in the study areas qualify for these set-asides and so have additional competitiveness in these programs and engagement in these programs should be prioritized.

As of January 2018, there are currently $2.689 million in Farmworker Assistance Tax Credits.[60] These tax credits are allocated on a first-come, first-serve basis. Historically, these tax credits have been undersubscribed, with an annual allocation of $500,000 that rolls over if unused. Most applications for these farmworker credits will be matched with the use of 4% federal tax credits[61]. In applications using 4 percent or Farmworker Tax Credits, the rural set-asides play no role in these applications. Applicants are still able to apply for additional 9 percent credits, but this may not offer any true benefit because farmworker credits hold the same value and operate in essentially the same way as the standard 9 percent state credits. As this chapter moves further into eligible areas, it will be important to remember that farmworker credits are *not* limited to rural areas.[62]

The AHSC Program is administered by the State of California Strategic Growth Council (SGC). SGC coordinates with the California Air Resources Board (ARB) to ensure that each project will meet the investment goals of AB 35 and SB 535

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[57] http://www.hcd.ca.gov/grants-funding/nofas/docs/IIG-Guidelines-10.2.2017-FINAL.pdf
[58] http://www.calhfa.ca.gov/multifamily/section811/nofa/round-II/1-round-II-nofa.pdf
[59] http://www.hcd.ca.gov/grants-funding/active-funding/docs/NPLHGuidelines082519-v1.pdf
[60] Personal correspondence with Mark Stivers, Executive Director, California TCAC. January 2018.
[61] According to the Local Initiatives Support Corporation (LISC) an organization heavily involved in tax credit projects, and analysis of the 2017 tax reform bill, tax credits will still be available albeit at discounted rates due to the reduction of the corporate tax rate.
[62] California Code of Regulations, Title 4, Division 17, Chapter 1. California Tax Credit Allocation Committee Regulations Implementing the Federal and State Low Income Housing Tax Credits Laws. December 2017. Section 10317: Page 14.

(Chapter 830, Statutes 2012) and AB 1550 requirements to maximize benefits to Disadvantaged and Low-Income Communities.[63]

Under AHSC, applicants must demonstrate how the project will reduce greenhouse gas emissions, primarily through the reduction of vehicle miles traveled. Projects are usually complex and include a mix of project elements that may include affordable housing development, substantial transportation components, extensive collaboration between developers and local government, deep community engagement, and robust community benefits.

Both AHSC and LIHTC have extensive application processes, high thresholds, strict amenity requirements, and comprehensive planning and engagement protocols that developers must meet to be awarded. Because these programs' application processes are so labor intensive, and funds are so limited, these programs are highly competitive. Only the very top scoring projects are funded – with many award decisions coming down to a rigorous tie-breaker process. Fortunately, for rural California, these programs also provide funding set-asides and priority targeting for projects located in areas defined as rural by the State of California. As mentioned previously, because of these factors, affordable housing projects in the Salinas Pajaro study area would be more competitive in the rural set-aside than they would otherwise be competing in the open competitive process for statewide applications that includes the Los Angeles and the Bay Area regions.

The goal of this section of the report is to summarily describe which areas affordable housing developers should focus on to score well within the competitive process using a combination of geospatial analysis measuring the proximity of candidate sites within the data set. For locations where data sets were not available, a more general analysis has been taken.

Identification of Eligible Areas that Qualify for Financing under AHSC and LIHTC

This section describes the thresholds and scoring criteria necessary to compete effectively for two current state funding resources, the Affordable Housing and Sustainable Communities program and the Low-Income Housing Tax Credit program.

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[63] Affordable Housing and Sustainable Communities Program: FY 2016-2017 Program Guidelines. State of California Strategic Growth Council. Page 4. 2017.

Rural and Farmworker Housing Funding Set-Asides

The AHSC program has a ten percent (10%) set-aside for projects in rural areas. TCAC provides a twenty percent (20%) set-aside of all annual nine percent (9%) federal credits for projects in rural areas. Both programs determine rural eligibility under Revenue and Taxation Code 23610.5(j)(5) and Health and Safety Code 50199.20. (See Appendix A: TCAC Rural Methodology). There are three (3) methodologies for determining a project's rural status for TCAC and AHSC applications.[64]

The Definition of Rural

According to the Memorandum, *Methodology for Determining Rural Status of Project Site for 2018 Applications*, published annually by TCAC, dated January 19, 2018:

"Section 50199.21 of the Health and Safety Code defines 'rural area' as an area that satisfies one of three criteria on January 1 of any calendar year."[65] A project competing in the rural set-aside must demonstrate that the project area is rural under one of the three methodologies listed under Section 50199.21 of the Health and Safety Code and detailed in this memo:

1. Non-metropolitan Counties;
2. Rural Housing Service (RHS) Eligible Area; or
3. "Small City Status."

Identification of Eligible "Rural" Areas in the Study Area

In applying the rural community 'test' to the study area of Santa Cruz and Monterey Counties, the following are the results:

Methodology 1: Non-metropolitan Counties

21 of California's 58 counties are considered non-metropolitan. Santa Cruz County and Monterey County do not qualify as non-metropolitan counties.

Methodology 2: Rural Housing Service (RHS) Eligible Area

[64] Memorandum. California Tax Credit Allocation Committee. January 19, 2018.
[65] Memorandum. California Tax Credit Allocation Committee. January 19, 2018.

The following areas in Santa Cruz County and Monterey County are listed as "Designated Places for Section 515 New Construction Applications" designating them as a "RHS Eligible Area" by the U.S. Department of Agriculture.

RHS Eligible Areas in Santa Cruz County

The Pajaro Valley area in Santa Cruz County extends north from the southern Santa Cruz County line to the northern boundary of the Pajaro Valley Water District. The following areas are considered RHS Eligible Areas by TCAC (of these three, only Watsonville is in the study area):

1. Ben Lomond (not in study area)
2. Felton (not in study area)
3. Watsonville

RHS Eligible Areas in Monterey County

The Salinas Valley area of Monterey County extends from the Santa Cruz County boundary in the north south through the Salinas Valley and includes the following areas (All seven (7) locations are included in the study area):

1. Castroville
2. Chualar
3. Gonzales[66]
4. Las Lomas
5. Salinas
6. San Lucas
7. Soledad[67]

Methodology 3: Small City Status

This third methodology is more involved as this process attempts to reconcile the presence of rural areas in counties that are not designated rural in Step 1 and do not qualify under Step 2. The process for "rural" determination is as follows:

> "A project area may be rural under the Small City Status methodology, provided that both of the following conditions are met:
>
> 1) The project is in an incorporated city having a population of 40,000 or less, or in an unincorporated area which adjoins a city having a population of 40,000 or less. The city's latest population estimate in California Department of Finance

[66] Identified as eligible high-need communities for rural rental housing from the FY 2011/2012 Annual Plan supplement to the State of CA, 2010-2015 Consolidated Plan.
[67] Identified as eligible high-need communities for rural rental housing from the FY 2011/2012 Annual Plan supplement to the State of CA, 2010-2015 Consolidated Plan.

Report E-1: 2016 Population Estimates ("DOF 2016 Population Estimates"), is included in Exhibit C of this memo. *AND*

2) The project's census tract is not designated as an "urbanized area." Refer to the 2010 Census Data located at the American FactFinder at the U.S. Census Bureau website to determine whether a census tract is rural or urbanized. Note: a census tract designated as either "rural" or "inside urban clusters" is considered rural. A census tract designated as "inside urbanized area" is not considered rural."[68]

This analysis is done at the census tract level based on the characteristics of each block within that census tract. As a result, rural determination of a project area often cannot be accomplished until the project site is determined.

In the Pajaro Valley area of the Santa Cruz County study area, there are *no* areas that qualify under Methodology 3.

In Monterey County's Salinas Valley, potential locations that may include rural designations under Methodology 3 are:

1. Greenfield
2. King City

Summary of "Rural" Locations within the Salinas Pajaro Valley Study Area

The application of the TCAC rural methodology to the Salinas Pajaro Valley region indicates that there are ten (10) locales where projects could potentially apply under the rural set-aside in the LIHTC and AHSC programs. Table 14: TCAC Methodology for Determining Rural Status and Funding Eligibly lists these locations. It should be highlighted that Greenfield and King City *may include* rural designations, depending on the specific project site.

TABLE 14: TCAC METHODOLOGY FOR DETERMINING RURAL STATUS AND FUNDING ELIGIBILITY

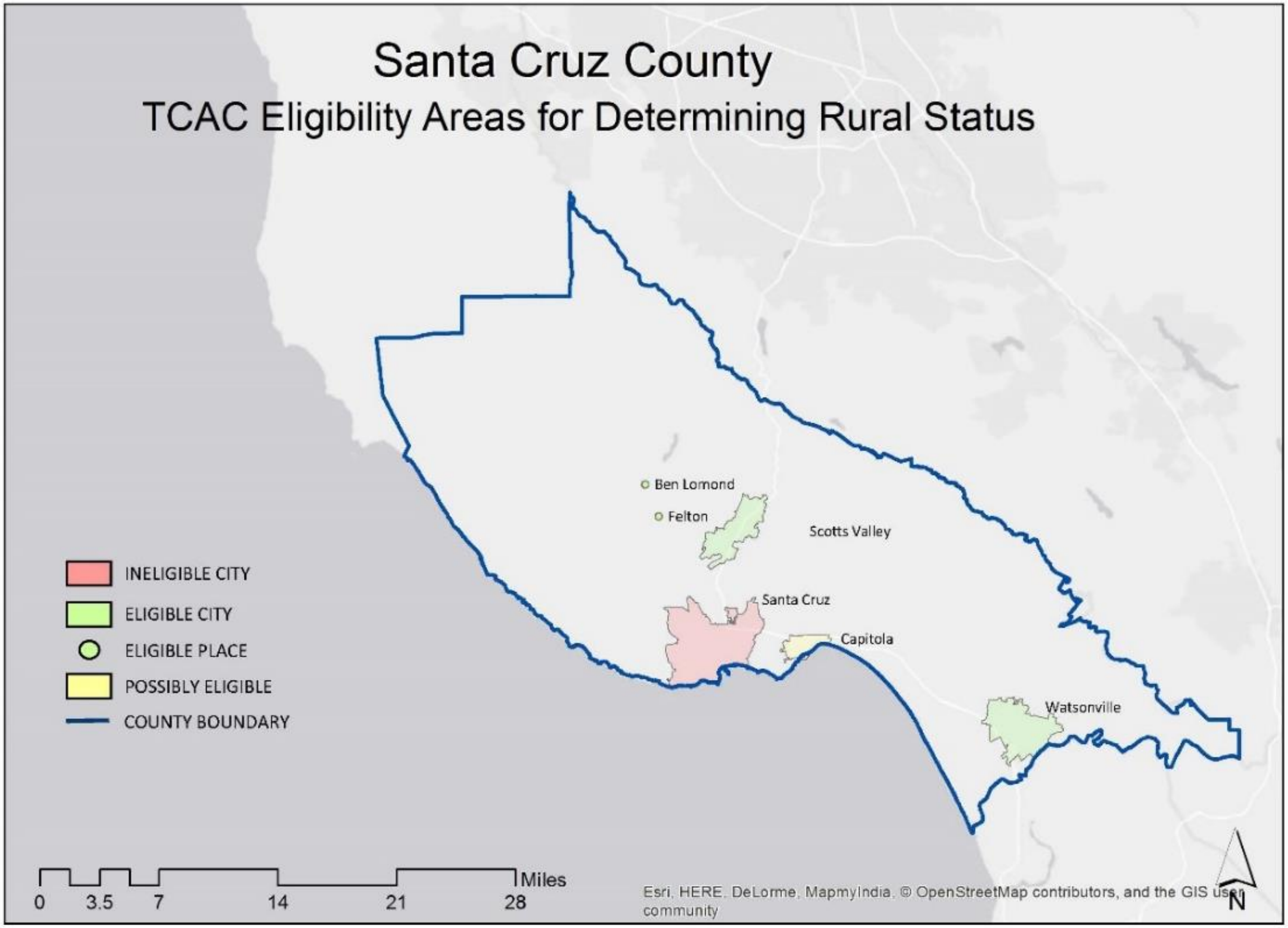
TCAC Methodology for Determining Rural Status	
Rural	
Santa Cruz County	
	Watsonville
Monterey County	
	Castroville
	Chualar
	Gonzales
	Los Lomas

[68] Memorandum. California Tax Credit Allocation Committee. January 18, 2017.

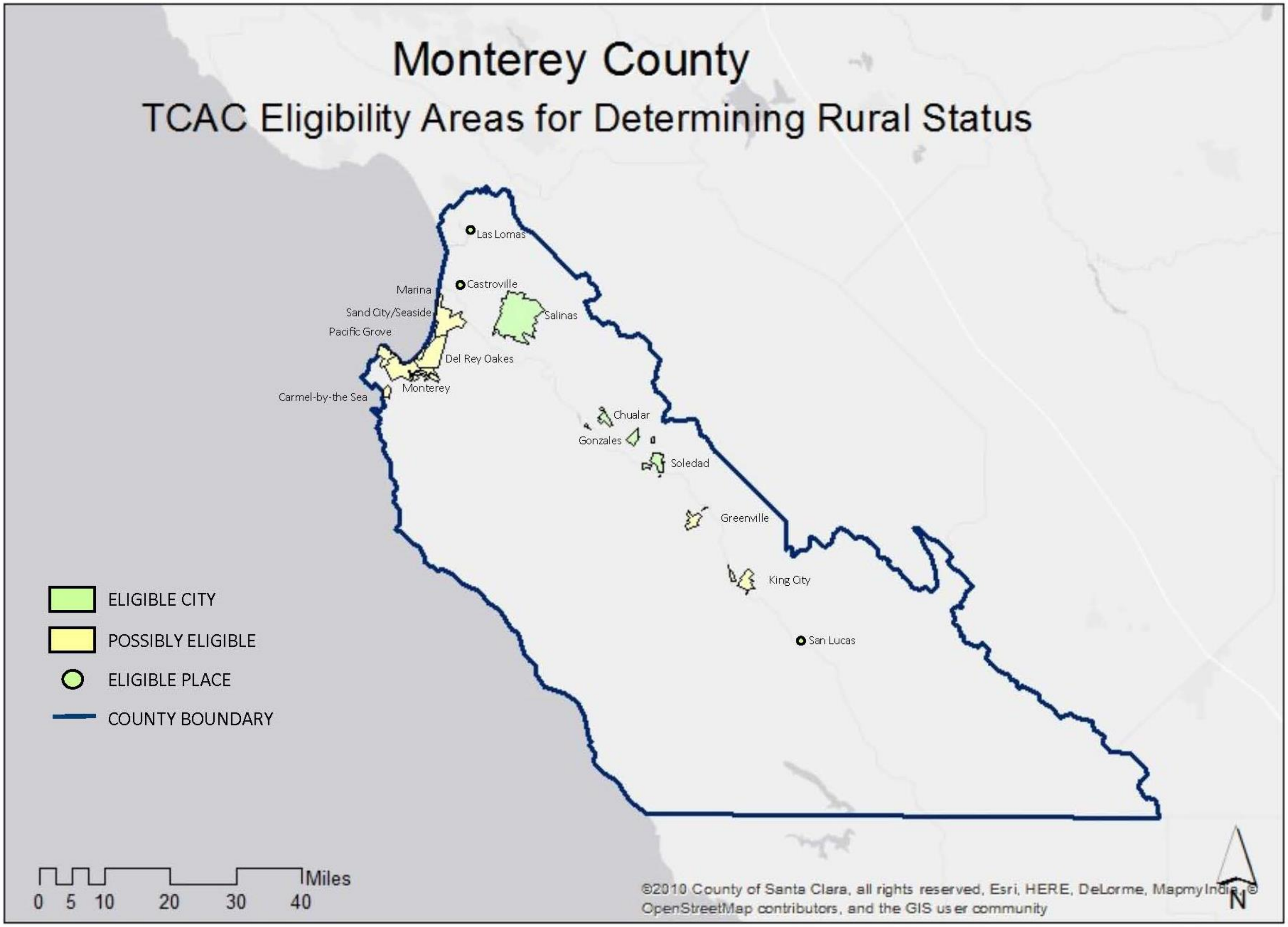
	Salinas
	San Lucas
	Soledad
May Be Rural	
Monterey County	
	Greenfield
	King City

The TCAC eligible areas are mapped in *Map 1: Santa Cruz County TCAC Eligibility and Map 2: Monterey County TCAC Eligibility.*

MAP 1: SANTA CRUZ COUNTY ELIGIBILITY



Map 2: Monterey County Eligibility



Specific Site Suitability Criteria for Determining Project Sites

TCAC Proximity Requirements

The following tables, *Table 15: TCAC Proximity Requirements – Transit Amenities* and *Table 16: TCAC Proximity Requirements – Other Amenities*, show the maximum distance that a resource must be located in relation to the project site as well as the points garnered for meeting these proximity requirements under the TCAC LIHTC application.

TABLE 15 TCAC PROXIMITY REQUIREMENTS -- TRANSIT AMENITIES, MAXIMUM POINTS IN EACH CATEGORY

TCAC Proximity Requirements		
Transit Amenities		
Description	Distance	Points
Bus Rapid Transit, Light Rail Station, Commuter Rail Station, Ferry Terminal, Bus Station, or Public Bus Stop; 30 minute headways (or at least two departures during each peak period for a commuter rail station or ferry terminal); Monday through Friday; Density greater than 25 units per acre	1/3 Mile	7
Bus Rapid Transit, Light Rail Station, Commuter Rail Station, Ferry Terminal, Bus Station, or Public Bus Stop; 30 minute headways (or at least two departures during each peak period for a commuter rail station or ferry terminal); Monday through Friday	1/3 Mile	6
Bus Rapid Transit, Light Rail Station, Commuter Rail Station, Ferry Terminal, Bus Station, or Public Bus Stop; 30 minute headways (or at least two departures during each peak period for a commuter rail station or ferry terminal); Monday through Friday	1/2 Mile	5
Bus Rapid Transit, Light Rail Station, Commuter Rail Station, Ferry Terminal, Bus Station, or Public Bus Stop (For rural set-aside projects, full points may be awarded where van or dial-a-ride service is provided to tenants, if costs of obtaining and maintaining the van and its service are included in the budget and the operating schedule is either on demand by tenants or a regular schedule is provided)	1/3 Mile	4
Bus Rapid Transit, Light Rail Station, Commuter Rail Station, Ferry Terminal, Bus Station, or Public Bus Stop	1/2 Mile	3
In addition to one of the above:		
Transit Passes: One per Low-Income Unit		3
Transit Passes: One per each 2 Low-Incomte Unit		2
Source: 2017 CTCAC Program Guidelines		

TABLE 16: TCAC PROXIMITY REQUIREMENTS - OTHER AMENITIES – MAXIMUM POINTS IN EACH CATEGORY

TCAC Proximity Requirements			
Other Amenities			
	Distance		
Description	**Urban**	**Rural**	**Points**
Public Park	1/2 Mile	1 Mile	3
	3/4 Mile	1.5 Miles	2
Library	1/2 Mile	1 Mile	3
	1 Mile	2 Miles	2
Grocery			
25,000 SF+	1/2 Mile	1 Mile	5
	1 Mile	2 Miles	4
	2 Mile	3 Miles	3
5,000 SF+	1/4 Mile	1/2 Mile	4
	1/2 Mile	1 Mile	3
Weekly Farmers Market	1/2 Mile		2
	1 Mile		1
Medical Clinic			
Qualifying Provider 40+ Hours Per Week; Medi-Cal/I	1/2 Mile	1 Mile	3
	1 Mile	1.5 Miles	2
Pharmacy	1/2 Mile	1 Mile	2
	1 Mile	2 Miles	1
Source: 2017 CTCAC Program Guidelines			

AHSC Proximity Requirements

Similarly, the Affordable Housing and Sustainable Communities program uses proximity requirements as well, as seen in *Table 17: AHSC Proximity Requirements*.

TABLE 17: AHSC PROXIMITY REQUIREMENTS – MAXIMUM POINTS IN EACH CATEGORY

AHSC: Proximity Requirements			
	Distance		
Description	Urban	Rural	Points
Qualifying Transit			
Fixed or flexible transit that departs two (2) or more times during peak hours as defined by the transit operator. Rural projects may include a transit stop as part of their project proposal.	1/2 Mile	1/2 Mile	Threshold
Location Efficiency and Access			
Grocery			
Must meet CalFresh program requirements	1/2 Mile	1/2 Mile	0.5
Medical Clinic			
Must accept Medicare	1/2 Mile	1/2 Mile	0.5
Public Elementary, Middle or High School	1/2 Mile	1/2 Mile	0.5
Source: 2017-2018 AHSC Program Guidelines			

Additional Consideration for Site Suitability Criteria

Although the specific site suitability criteria that will determine the eligibility and competitiveness for AHSC and/or LIHTC funding have been prioritized, the feasibility of the project will also depend upon the unique characteristics of the project site and local zoning and planning requirements of each municipality and/or county.

Local Context for Determining Site Suitability Criteria

There are many local constraints to developing affordable housing for farmworkers in the Salinas and Pajaro Laborshed. During interviews with local and regional developers who have experience in the study area, there are numerous factors that affect the development of permanent farmworker housing such as:

1. Site Availability,

2. Site Affordability, and
3. Cost of Construction (including labor).

Site Availability

To be economically feasible, developers of affordable housing typically require a standard of at least 30 units per development, but usually 40 units and even 60 units is preferred. Potential sites must be large enough to accommodate the necessary units within the context of zoning requirements like:

1. Minimum Site Area,
2. Minimum Lot Size,
3. Minimum Area per Dwelling Unit,
4. Minimum Site Setbacks,
5. Parking Standards,
6. Density Requirements,
7. Maximum Building Height.

There may be additional standards and requirements necessary that require the project to conform to planning and zoning regulations specific to multifamily housing and/or affordable housing requirements. While density bonuses are available, the additional units afforded to the developer may not be sufficient to meet the target number of units, or the revenue needed to close the "funding gap"[69] for economic feasibility.

For example, in June of 2007, Santa Cruz County rezoned a total of 26.5 acres to accommodate lower income housing needs at the state-established default density of 20 units per acre. Although, this 'higher' density may assist in a tax credit application, it would not be as competitive in an AHSC competition where even higher density projects – sometimes up to 80 units/acre in urban areas, and over 30 units/acre in some rural communities -- are rewarded under the scoring methodology.

Agricultural employers seeking to provide privately-sponsored workforce housing may need to locate a minimum of three acres to accommodate the development of a minimum of 60 units in a multi-family project. In 2015-16, as an example, one employer could find no suitable sites of this size within the City of Salinas.

[69] A funding gap is the amount of money needed to fund the ongoing operations or future development of an affordable housing project that is not currently provided by cash, equity or debt. The funding gap is created when subsidized rents do not generate sufficient income to cover the long term annual expenses associated with the project.

Site Affordability

Santa Cruz and Monterey Counties have some of the most expensive real estate in California. The utilization of undeveloped land for multifamily residential projects competes with other commercial uses. Developers of affordable housing compete with other developers for residential and other commercial parcels that could otherwise be used for multi-family housing projects.

In situations where developers or communities look to rezone commercial land for multifamily residential use, cost may be prohibitive. The affordability of a given parcel can be a simple issue of supply and demand. In a March 2015 report commissioned by the State of California Legislative Analyst's Office, residential land in the average U.S. metropolitan area was around $20,000 per acre, compared to over $150,000 in California's coastal metros.[70] In a recent survey on loopnet.com (a real estate listing tool) there was only one residentially zoned vacant property listed for sale in the study area -- a 7.67-acre lot for $1.7 million dollars. An examination of the listing indicated that the 7.67-acre lot in Salinas is still in the process of gaining entitlements to do multi-family housing on site.

Smaller commercially zoned lots are available between $400,000 and $1,000,000 per acre, however, these lots would still need to be rezoned to allow multi-family housing under the Mixed Use (MX) or Focused Growth zoning designation for the project to achieve necessary increased density. Depending on the density of the development, this would equate to $40,000 to $100,000 per residential unit of land cost alone -- well above the 15 percent industry average for land costs as a percentage of development cost.[71] Rezoning smaller parcels from a commercial zoning designation to residential or mixed use can be additionally difficult because commercially zoned property may be seen as more valuable than residentially zoned property because it has the potential to provide greater tax revenue for the jurisdiction.

Cost of Construction

Construction costs are about 20 percent more expensive in California than in the rest of the country.[72] Building costs are up nationwide due to labor shortages, increased costs of building materials (exacerbated by 2017 disasters such as the hurricanes and Napa fires), and rising cost indices.[73] Use of federal

[70] State of California. Legislative Analyst's Office Report. March 2015. Page13.
[71] Affordable Housing Cost Study. State of Washington Department of Commerce. September 2009. Page 18.
[72] 2017 RSMeans.
[73] Turner Construction Cost Index, 4Q 2017.

funds also triggers Davis-Bacon prevailing wage rates. Numerous studies have indicated that application of prevailing wage raises construction costs in rural areas an average of 25 percent.

Local government development fees, such as impact and mitigation fees, not only directly add to the cost of a project but can also incur additional costs due to the increased timeline -- as it takes additional time for evaluation and determination of the applicability of these fees, as well as possible negotiation of development agreements. In the case that an affordable housing development may be eligible for fee waivers, those waivers must be justified and requested according to the local planning process.

The site suitability criteria above provide the initial due diligence required to determine if a potential affordable housing site meets the threshold for eligibility for the LIHTC and AHSC programs. These programs are intentionally designed to present a model for sustainable growth in California and are indicative of the direction that state funding resources are moving toward regarding the allocation of funds to affordable housing development projects. Accordingly, the local and regional Housing Elements required by the state directly and indirectly seek to align these considerations when these government entities are evaluating population and employment growth within the context of housing need. (Further details on planning alignment and site suitability are provided in the section on the Intersection of Jobs, Housing, and Transit.)

The identification of ideal sites for the development of affordable housing projects requires additional consideration such as:

- Infill Development
- The Preservation of Agricultural Land
- Infrastructure and Services
- Proximity to Current Populations
- Environmental Considerations

Infill

To sustainably grow and meet development needs, California promotes and prioritizes locating projects in areas that are already developed. In so doing, the AHSC program guidelines require that all projects are located on an “Infill Site” -- defined as a site with 75 percent of the perimeter adjoining parcels that are currently developed with qualified urban uses.[74]

[74] In order to qualify as an infill site, the site must also be located in an “urbanized area” meaning that it fulfills one of the following requirements: a. located within an incorporated city

Agricultural land can qualify as an infill site through an exemption on sites located in previously developed areas or locally designated areas that are anticipated at sites for urban development in the local general plan. Many municipalities have incorporated higher density allowances into their planning and zoning ordinances to encourage development on or near these infill sites.

The Preservation of Agricultural Land

Agricultural land is significant to California and specifically to the economies of Monterey and Santa Cruz counties. The state of California has very strict regulations regarding the preservation of agricultural lands and largely prohibits the loss or conversion of agricultural, working lands, and natural resource lands for other uses. Because of this, AHSC program guidelines require that a project site must not be designated as agricultural land according to the Department of Conservation's Farmland Mapping and Monitoring Program (FMMP) Tool. The FMMP can be found at https://maps.conservation.ca.gov/DLRP/CIFF/.

Infrastructure and Services

Preliminary site due diligence includes consultation with public utility providers of water, sewer, electricity, gas, telephone and cable services, and an assessment of other public services available in the area. Although utilities have a general 'obligation to serve' under state regulations, development in more urbanized areas typically offers the project more access to established utility infrastructure. Many utilities – especially those in rural or unincorporated areas -- may be at capacity and there may be substantial additional cost consideration for tie-ins and expansion of services. Due to the size of the study area the conditions on the ground need to be examined on a parcel by parcel basis to determine the situation for each project site.

The consideration of resources such as schools, health services, grocery stores, farmers markets, and transit are already threshold requirements for LIHTC and the AHSC Program.[75] Additional services to take into consideration include the proximity and service area of local nonprofit and public partners offering necessary or beneficial programming such as food security and nutrition

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according to an official City or County map, OR b. located within an urbanized area or urban cluster as defined by the U.S. Census Bureau at http://www.census.gov/2010census/, OR c. for unincorporated areas outside an urbanized area or urban cluster, the area shall be within a designated urban service area that is designated in the local general plan for urban development and is served by public sewer and water.

[75] Applications for the AHSC Program may include the proposed addition of transit services that meet threshold. These can include vanpools specific to the project, not just transit agency fixed route services. In the future, perhaps they would include Uber-style services, which is being examined by some cities in the State.

support, childcare and preschool, afterschool programming, workforce development, or behavioral health services and case management.

Proximity to Current Populations

Many farmworker residents and their families have strong reliance on well-established support networks, have children enrolled in specific schools, or rely on culturally appropriate services such as health care providers or specialty markets. New affordable housing developments should strongly consider locating in areas where there are currently concentrations of agricultural workers. For example, according to data collected by the survey instrument, 59 percent of the farmworkers surveyed reside in Salinas (Monterey County) and Watsonville (Santa Cruz County).

Proximity of Employment

Despite the long distances between the various parts of the study area, most farmworkers travel a relatively short distance to work. The study survey demonstrates that two - thirds of those surveyed travel less than 25 miles to work, and three-quarters of respondents report spending 30 minutes or less traveling to work. This indicates that the concentrations of farmworkers located in locations such as the Salinas valley cities (Gonzales, Greenfield, King, Salinas, Soledad) and Watsonville reside relatively close to their place of employment. Therefore, it may make sense to prioritize development of housing in these locations to prevent increased travel time for residents.

Environmental Considerations

The evaluation of potential sites for project development will require California Environmental Quality Act (CEQA) clearance. In many areas of California, but especially in coastal areas, CEQA may be used by local interest groups to prevent or stall housing development. Using federal funds will also require the project to have National Environmental Policy Act (NEPA) clearance. Preliminary environmental analysis will identify site characteristics that will influence the final determination of site selection. Urban or urbanized locations that have already been “disturbed” or environmentally impacted will not only reduce the necessity for additional mitigation but will also reduce the possibility of litigation that could render the project infeasible.

High Amenity Parcels

As described above in the site suitability criteria, the Tax Credit Allocation Committee (TCAC) and the Affordable Housing and Sustainable Communities (AHSC) programs have provided eligibility requirements that a project site must possess to be considered for tax credit and greenhouse gas reduction funding for their respective programs.

In summary, the TCAC program rural set-aside, proximity requirements include:

- Scoring
    - Transit
    - Library
    - Grocery
    - Medical Clinic
    - Pharmacy
    - Public Park

TCAC projects are scored based upon the number and quality of amenities near the project site. The current scoring regime is provided above in the site suitability criteria. Applicants may score a maximum of 15 points for amenities, so it is not necessary for the project site to score well in *all* amenity categories, but they should score well in enough categories to receive the maximum amount of points possible. Historically, successful applicants have all received maximum amenity points.

In contrast, all amenities in the AHSC program – including in the Rural Innovations Project Area (RIPA) -- are threshold requirements and include:

- Threshold
    - Transit
    - Grocery
    - Medical Clinic
    - School

It should be noted that, under the RIPA set-aside of the AHSC program, an applicant may choose to include the development of qualifying transit as a component of their project proposal and funding request. The timing of the AHSC Notification of Funding Availability (NOFA) and subsequent award, closing, and groundbreaking dates have intentionally been designed to require an applicant to receive funding under either AHSC or the 9 percent tax credit, but never both together. AHSC is often used in conjunction with 4 percent tax credits. Historically, 9 percent tax credits have been utilized to fund permanent affordable farmworker housing statewide, and the feasibility of utilizing 4 percent tax credits will have to be determined by the project developers based upon other funding sources.

Using publicly available and proprietary data[76], some TCAC and AHSC eligible parcels have been identified based on the proximity requirements stated in their current regulations. As stated earlier, the assumption is that these sites will be competing in the rural set-asides for each program as defined under the shared TCAC methodology.

Provided in Appendix 1 are two sets of illustrative maps -- the first set identifies some individual parcels that meet proximity requirements for TCAC eligibility for the rural set-aside, and the second set identifies individual parcels that meet proximity requirements for the AHSC rural set-aside and project area. These maps are intended to provide an overview of the some of the parcels currently eligible under the current program requirements. For each specific community, some of the "high amenity" parcels that are properly zoned for multi-family housing development have been identified. The maps will be refined further by local jurisdicitons. Program requirements are continually updated by TCAC and SGC, these maps were prepared according to the current published program regulations.

The Intersection of Housing, Employment, and Transit

Executive Summary

California Senate Bill 375 requires the integration of housing and regional transportation planning to engage communities in meeting the state's environmental goals. The regional planning association, Association of Monterey Bay Area Governments (AMBAG), has been tasked with authoring the Regional Housing Needs Allocation Plan (RHNA), the Metropolitan Transportation Plan (MTP) and subsequent Sustainable Communities Strategy (SCS). Together, these plans forecast future growth and present a comprehensive plan of action for transit investment in the region.

The MTP/SCS elucidates clear and concise goals for transit improvement as well as performance measures that consider how these transit investments impact *Social Equity and Environmental Justice, Healthy Communities, Environment, Economic Vitality and Access and Mobility*.

[76] The proprietary information was obtained under license with Policy Map.

Agricultural employment and production affect each of these planning processes in both subtle and dramatic ways. The Salinas Pajaro Agricultural Workers Housing Survey (SPAWHS) collected data specific to the housing, employment, and transit characteristic of the farmworkers revealing that:

- Farmworkers are concentrated in incorporated areas with most of the survey respondents living in Salinas and Watsonville, and the remainder residing primarily in incorporated and unincorporated locales along the 101-corridor in the study area.
- Most farmworkers live near their place of employment and experience commute times that are in line with the average commute times of the general population.
- Single vehicles are the primary mode of travel utilized by farmworkers, with a small percentage using vanpools or accessing public transit.

These findings have significant implications for where housing should be developed to serve this population and where transit investment should be focused to meet goals for increased access to public transportation. Further, transit investments that are aligned with the needs of the agricultural sector employees will support the performance measures of the SCS and facilitate funding opportunities that are increasingly targeting transit-oriented development.

This report concludes that the study area is well-positioned to make the most of available resources through transit-oriented development in both urban and rural areas to provide housing and transportation resources to farmworkers in the region. To effectively prepare for the development of affordable housing for farmworkers, the region should continue a concerted effort to increase collaboration amongst affordable housing developers, municipalities, and employers. Current planning efforts and goal setting have been considerable and can be leveraged to access affordable housing and transit funding opportunities.

Introduction

As communities plan for the future, the relationship between housing and transportation is becoming increasingly critical — especially when considering how best to meet the complex needs of farmworkers and their families. How people get to and from work, home, and other resources must be taken into account for sustainable housing and community planning.

Furthermore, the State of California has intentionally integrated transportation planning and development into affordable housing programs and priorities – requiring more holistic development planning and increasingly linking housing resources to transportation components. This can be seen most clearly in transit amenity requirements of the Low-Income Housing Tax Credit (LIHTC) program, and the newly developed Affordable Housing and Sustainable Communities (AHSC) program. This section examines current planning efforts, regional transportation infrastructure, farmworker needs, and employment data to assess how best to include transit-oriented development as a critical part of an overall affordable housing strategy.

Any regional strategy addressing affordable housing will heavily rely upon the Sustainable Communities Strategy (SCS) as required under SB 375, the Sustainable Communities and Climate Protection Act of 2008. Under SB 375, regional governments, in the form of a Metropolitan Planning Organization (MPO) or similar entity, are required to produce a regional SCS. The MPO for Monterey and Santa Cruz Counties is the Association of Monterey Bay Area Governments (AMBAG), which also includes San Benito County. A twenty-four member Board of Directors comprised of elected officials from each City and County within the region governs AMBAG.

To better incentivize and enforce this planning requirement, a region must have a compliant SCS to remain eligible for federal transportation funding via the state. AMBAG has developed the SCS as a part of the published 2035 Metropolitan Transportation Plan (MTP).[77] The 2035 MTP includes a thorough assessment of the region's transportation planning efforts and highlights implementation strategies that have measurable indices.

AMBAG paid particular attention to the rural areas of the AMBAG region by undertaking a focused study of transportation alternatives in rural areas to help establish transportation strategies and projects that are coordinated with land use policies and economic development strategies helping to implement the 2035 MTP/SCS. The "Transportation Alternatives for Rural Areas – A Regional Study" of April 2017 presents the findings of the Rural Alternative Transportation Assessment. Rural Study Areas were identified in the following way:

[77] Under the Sustainable Communities Act, ARB sets regional targets for GHG emissions reductions from passenger vehicle use. In 2010, ARB established these targets for 2020 and 2035 for each region covered by one of the State's metropolitan planning organizations (MPO). ARB will periodically review and update the targets, as needed. The sustainable communities strategy supports the State of California's greenhouse gas (GHG) emissions reductions under SB 375. Link to AMBAG 2015 MTP: http://ambag.org/programs-services/planning/metro-transport-plan.

- Monterey 1 (Pajaro, Los Lomas, Elkhorn, Prunedale, Castroville, Moss Landing, Boronda),
- Monterey 2 (Chaular, Gonzales, Soledad, Greenfield, King), and
- Santa Cruz 3 (La Selva, Larken Valley, Pajaro Dunes, Freedom, Corralitos, Amesti, Interlaken).

The Rural Transportation Task Force, a working group that guided the development of the study, recommended strategies that could be applied on a case by case basis to each rural study area: expanded vanpools (transit sponsored, schoolpools, and employer incentive), mobility hub development, public/private partnerships with Transportation Network Companies, Expanded Express Transit Service, and Workforce Housing Developments.

The SCS considers competing land uses for a finite supply of land and details a concrete strategy to meet the State's environmental goals as set forth in SB 375. In summary, under SB 375, an SCS must:

- Identify existing and future land use patterns,
- Identify transportation needs and the planned transportation network,
- Consider statutory housing goals and objectives,
- Identify areas to accommodate long term housing needs,
- Identify areas to accommodate eight-year housing needs,
- Consider resource areas and farmland, and
- Comply with federal law for developing an MTP.

To assess the implications of these policies on the farmworker population the Salinas Pajaro Agricultural Worker Housing Survey (SPAWHS) collected demographic data from the respondents regarding:

- Where they currently reside,
- How far they traveled to their place of employment, and
- What mode of travel they utilized to get to their place of employment.

This report examines data from the SPAWHS in relation to the 2035 MTP/SCS to illustrate that a comprehensive strategy to address the needs of farmworker housing not only intersect with agricultural employment and regional transit but are inherently aligned with the planning efforts of the region. This alignment is a direct result of the prescribed indices that the 2035 MTP/SCS utilizes to track the performance of its proposed transit investments: *Social Equity and Environmental Justice, Healthy Communities, Environment, Economic Vitality and Access and Mobility*.

Social Equity and Environmental Justice

As required by government agencies that receive federal funds, AMBAG has addressed the Title VI/Environmental Policy and Program elements to, "*insure that when transportation decisions are made, low-income and minority communities have ample opportunity to participate in the decision-making process and that they receive an equitable distribution of benefits and not a disproportionate share of burdens.*"[78] Central to Title VI compliance is Technical Analysis that identifies minority, low-income, and underserved communities in which to direct investments, as well as extensive Community Outreach to these communities.

In the 2035 MTP, under the Sustainable Communities Strategy, AMBAG has targeted 90.3 percent of its transportation investments to serve the low-income populations of the region. This study assumes that 100 percent of the farmworker population qualifies as low-income according to the State Department of Housing and Community Development (HCD) based on income thresholds described in previous sections. As such, farmworkers are among those most likely to benefit from increased and improved public transportation options. With region-wide, long-term investment in transportation infrastructure, it makes strong sense to consider how best to leverage these resources with housing development for farmworkers.

Through community outreach and engagement with low-income and minority community members, AMBAG was able to prioritize projects and extended transportation services to best serve overburdened communities. Also identified in this outreach was a market for vanpools as an alternative to more traditional forms of public transportation. Referenced in the MTP is additional research in support for this demand in AMBAG's Agricultural Workers Vanpool Program Study from 2010. The study cites, "*The typical farmworker has limited access to a private automobile and cannot use existing transit to get to work. With some minor variation among the market areas, an overwhelming majority of surveyed workers are receptive to a public vanpool program. They also indicated that by becoming more mobile they would have an opportunity to work in other areas of the region increasing their ability to be more productive*."

As discussed previously in this report, many state programs require documentation of ample community engagement processes in the

[78] Moving Forward Monterey Bay 2035. Association of Monterey Bay Area Governments. 2014. Appendix H. Page 10.

development of projects and planning documents. Again, as AMBAG has already undertaken community engagement in the development of the MTP and has made commitments to growing this engagement in the future, these processes and plans can become critical components of many state funding applications.

Healthy Communities

As addressed in the 2035 MTP, government agencies are moving towards a "health in all policies" perspective in which health outcomes are taken into consideration for all policy and planning. Many federal and state funding programs have based project requirements on the growing evidence that directing investments into housing and transportation development can significantly improve community health outcomes. The intersection of housing and transportation provides robust opportunities to address community-wide health impacts for communities' most underserved populations and farmworkers are well-positioned to benefit from a health focus on increased access to transportation.

The MTP seeks to address health outcomes by improving air quality and facilitating more opportunities to engage in physical activity. The region can expect reductions in smog-forming pollutants as people use public transportation and alternative transportation modes more. With improved active transportation infrastructure, such as sidewalks and bike paths, more people are likely to engage in healthy physical activity like biking and walking. As communities connect this infrastructure to public transportation stations and stops, community members can walk or bike to high quality transit that brings them to work, school, and other resources. In this ideal scenario, people exercise more, benefit from cleaner air, and can use individual cars less or not at all.

Not explicitly discussed in the performance measures of the MTP, but central to federal and state planning and program requirements, is improved health outcomes through increased access to resources. Poverty and lack of education are social determinants of health, and access to education and employment options provide opportunity and economic mobility. Increased public transportation and active transportation infrastructure address direct determinants of health by connecting people to healthy food options -- like grocery stores and farmers markets -- and making it easier to get to and from health centers, clinics, and other medical appointments. Locating housing in relationship to transportation routes is one way communities can make sure residents have access to these key resources, even if they are not in the immediate vicinity of the housing itself.

Environment

Sustainable Communities Strategies assess MTP impacts on the environment through measuring greenhouse gas reduction, open space, and farmland preservation. State law generally prohibits the conversion of working or viable agricultural land to any other purpose. The 2035 MTP, Sustainable Communities Strategies, and related Housing Elements, all consider the preservation of farmland, and have not designated these areas for development.

To preserve open space and other natural resources other than agricultural land, the RNHA Plan focuses development within a region's incorporated areas and provides appropriately zoned, viable parcels that comply with counties' land-use and local zoning planning for more urbanized and infill areas. To meet RHNA allocation goals, municipalities have looked for opportunities to increase density for mixed-use and multi-family development on the region's limited developable land. Additional zoning overlays and community planning designations have been used to increase housing supply in proximity to areas of current development via the use of mixed used development and specific multi-family zoning designations in various municipalities

As the State of California moves forward with steadfast goals to reduce greenhouse gas emissions to 1990 levels, as set forth in the California Global Warming Solutions Act of 2006 (Assembly Bill 32), planning — especially transportation planning — has placed great weight on the reduction of vehicle miles traveled (VMT) as a primary way to reduce these emissions. At the height of the agricultural season in July 2016, this study calculated upwards of 91,500 farmworkers employed in the region, resulting in and estimated 183,000 daily trips to and from work, totaling millions of VMTs in a single day. To meet the region's 2035 goal of a 5 percent reduction in greenhouse gas emissions, mode shift from single occupancy vehicles to public transportation and ride-share programs will only become more central to planning and development efforts.

Economic Vitality

Agriculture makes up a sizable portion of the economies of Monterey and Santa Cruz Counties, and the sector is only projected to grow in the coming years.

Agricultural work is dependent on a robust workforce — a workforce that has great housing and transit needs.

Monterey County has 1.3 million acres of farmland, while Santa Cruz County and the Salinas Pajaro Valley each have an additional 100,000 acres.[79] The 2016 Monterey County Real Farm Crop Value was $4.99 billion, with an estimated 53,700 individuals employed in the sector. Agriculture in Santa Cruz County is not as prolific as in Monterey County, with most of the county's agricultural activity taking place in the Salinas Valley. In 2016, Santa Cruz County Real County Farm Crop Value was $630 million with an estimated 8,300 individuals employed in the sector. This report has found these estimates to be conservative, and the true number of people employed by the sector to be far greater.

Although the Agricultural Census of 2012 reports 61,500 agricultural workers, the data is limited by the timeframe in which that count took place and is dependent on data made available by employers that may not reflect the true variances of farm labor. For example, employment data collected and presented in this report found that in 2016, peak employment for the month of July *alone* was over 80,000 workers. Taking into consideration that there are individuals working at various times throughout the year, this report estimates that the true number of farmworkers active in Monterey and Santa Cruz counties in any given year may be upwards of 91,500.

The 2035 MTP reports that, in 2010 (the base year for the MTP), only 16 percent of the region's jobs were located within one-half mile of a transit stop. The Sustainable Communities Strategies sets the goal that, by 2035, 65 percent of the region's jobs will be within one-half mile of a transit stop. To meet this goal, it will be critical to take into consideration where and how farmworkers get to their place of employment.

Access and Mobility

The 2035 MTP describes *accessibility* as a measure of how well a transportation system provides access to various destinations. *Mobility* is defined as the distribution of trips by mode and by travel time. This report looked a data relevant to the mobility of farmworkers in relation to places of employment.

According to the SPAWHS, 59 percent of the farmworkers surveyed lived in and around the Cities of Salinas and Watsonville. 84 percent of respondents reported their place of employment to be within a radius of 50 miles from these

[79] USDA AgCensus 2012.

cities. A total of 67 percent of the respondents indicated that they live within 24 miles of their place of employment, and 87 percent reported that they live within 49 miles of their place of employment. *Figure 18: Miles to Work* illustrates that, despite the long distances between the various parts of the study area, most farmworkers travel less than 50 miles to work, indicating a strong correlation between where farmworkers reside and their place of employment.

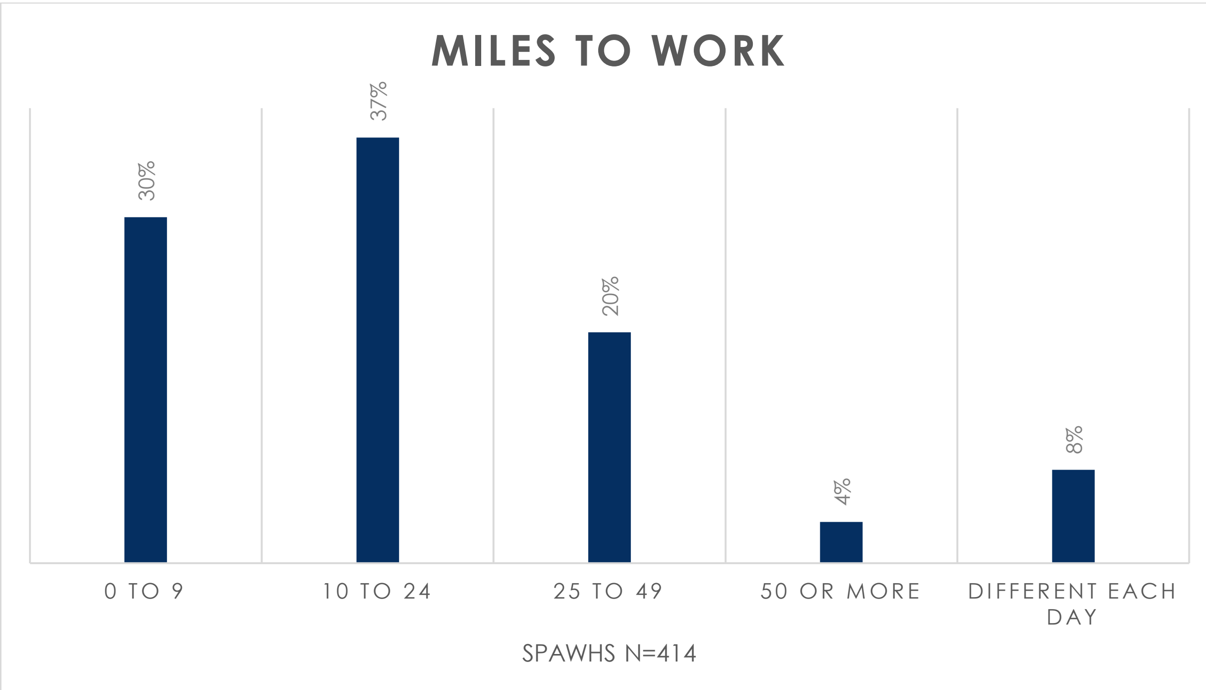

Figure 18 Miles to Work

The study gathered data on mode of travel to work from the respondents. *Figure 18: Mode of Travel* shows that a majority, 87 percent, currently use private transportation to get to work — whether alone, with a colleague, or another third party. 13 percent currently use vanpools, public transportation, or active transportation such as walking. It is possible that some individuals use multiple modes of travel, but only reported on their primary mode.

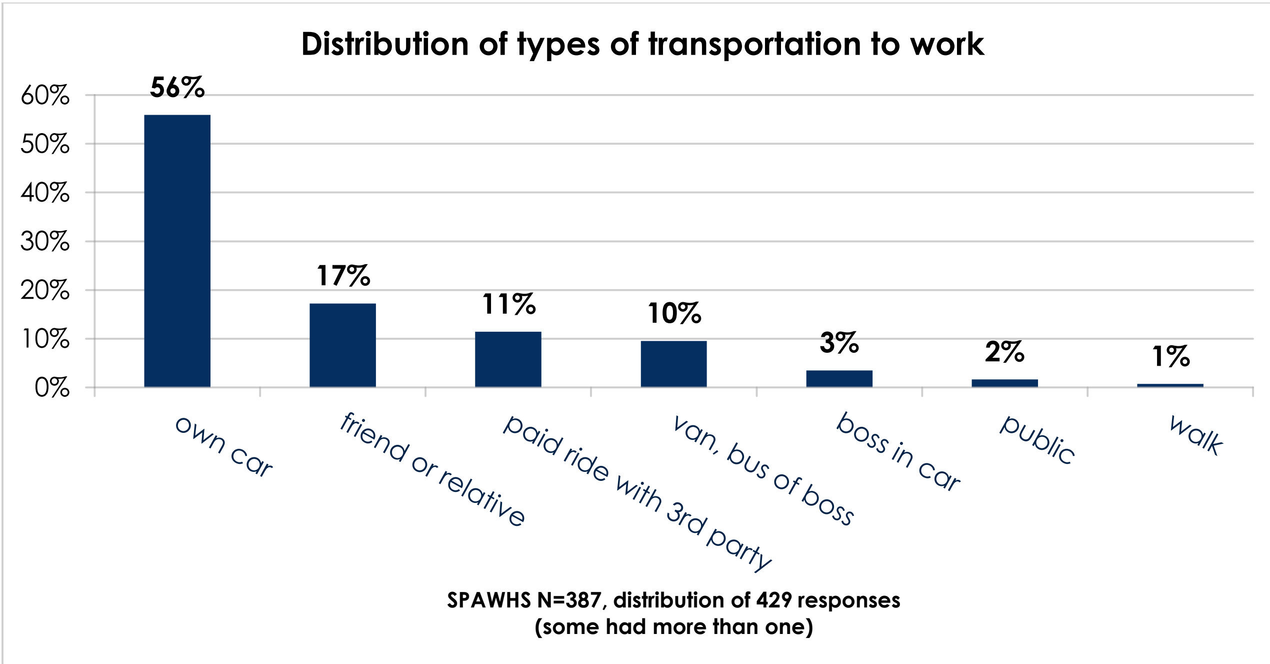

FIGURE 19 MODE OF TRANSPORT

Figure 20: Time to Work illustrates that 77 percent of the farmworkers surveyed make it to work in 30 minutes or less. Only 7 percent indicate that they spend more than 60 minutes travelling to their place of employment. This aligns with general commute times for the region, with U.S. Census data reporting the average commute time for all workers in Monterey County is 22.5 minutes and 26.2 minutes in Santa Cruz County.

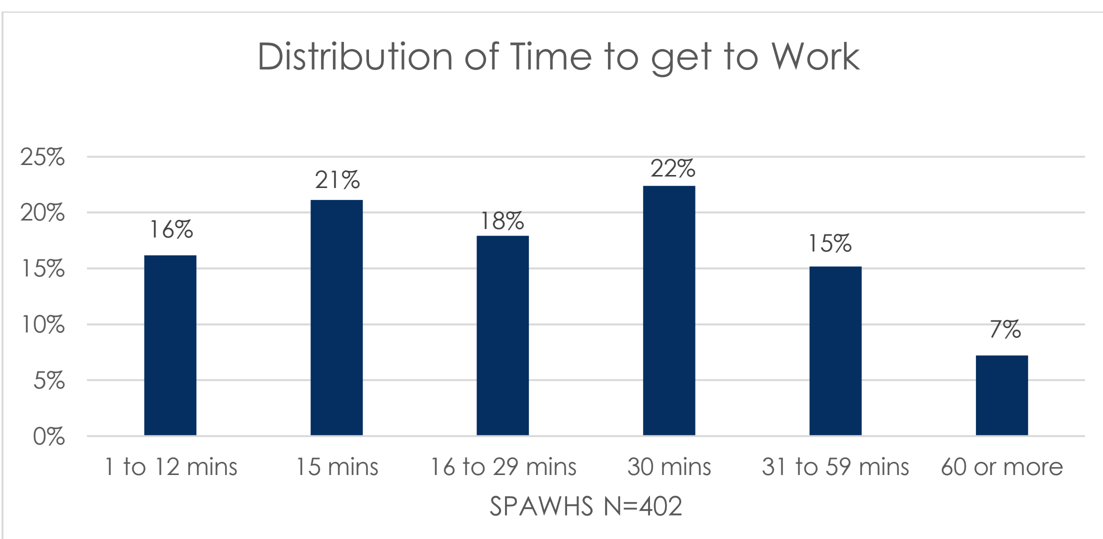

FIGURE 20 TRAVEL TIME TO WORK

The 2035 MTP includes the goal to maintain the current average commute time across all modes of travel — including Drive Alone, Carpool, and Transit — despite the projected population influx of an additional 150,000 people by the year 2035. It's unclear what farmworker-specific population growth might be and how population growth will affect the specific routes farmworkers take to and from work. However, given the data provided, the assumption can be made that farmworkers, as part of the general population, will experience transit changes like those described in the planning reports. Through sustainable and increased transportation and housing planning, AMBAG aims to keep work commute times within the current 30 minutes into the near future.

Figure 19: Mode of Travel indicates that only 2 percent of the farmworkers surveyed use public transit. This is likely due to the lack of availability of public transportation options to places of employment, or that public transportation significantly adds to the overall commute time achieved in individual modes of travel. This report found that 10 percent of the farmworkers surveyed use vanpools or shuttle services provided by their employer. In total, 12 percent of the farmworkers surveyed use some form of public transportation or ride-share. Understanding that those surveyed represent an adequate sample reflecting the overall farmworker population of the region, 12 percent use of public transit or rideshare reduces tens of thousands of solo car trips each day and hundreds of thousands of trips each month.

In 2010, AMBAG published the "Agricultural Workers Vanpool Program Study," that addressed farmworker access to transportation and recommended specific investments in a program for farmworkers that would reduce VMTs, encourage mode shift, and improve air quality. This study and information regarding the total population of farmworkers in the counties and the location of current and proposed access reveal the general impact that the 2035 MTP will have on the farmworker community. According to the planning documents of Santa Cruz and Monterey Counties there are approximately 61,500 farmworkers in Santa Cruz and Monterey Counties, 32,872 in Monterey County and 16,705 in Santa Cruz County[80]. Historically, the farmworker population has been undercounted in the decennial count. Although the Census reports that overall census has an undercount of 0.01 percent, the undercount for the Hispanic population is approximately 1.5 percent[81].

80 USDA AgCensus 2012.

81 Excerpt from the Regional Housing Needs Allocation Plan: 2014-2023: Senate Bill (SB) 375, passed into state law in 2008, requires the coordination of housing planning with regional

In 2014 the Department of Housing and Urban Development publication, *Creating Communities: A Guidebook for Improving Transportation Connections for Low-Income and Moderate-Income Household in Small and Mid-Size Cities* highlighted the City of Gonzales, an AMBAG municipality. Recommendations in HUD's guidebook, highlighting Gonzales as a case-study, included increasing access to public transportation, establishing subsidized and regulated vanpooling programs to fill transportation gaps, and pursuing collaborative efforts among municipalities to access resources through state and federal transportation and housing programs.

Transit-Oriented Development

As mentioned previously, the relationship between housing development and transportation access is central to the Low-Income Housing Tax Credit (LIHTC) Program and even more so in the Affordable Housing and Sustainable Communities (AHSC) Program. Threshold and scoring criteria based on the proximity of the housing site to key resources, the location of transit and the access to resources it provides, and active transportation and mode shift achieved are now all critical components of applications. Additionally, other state resources for transit and housing are also focused on transit-oriented and infill development. Whether in urban, suburban, or rural communities today's ideal affordable housing project:

- Achieves sustainable land-use through developing dense, multi-family housing in more urbanized, infill areas
- Is located within one half-mile of a transit station or stop or provides a fixed-route, vanpool service
- Is situated in close proximity to resources such as public schools, large-scale grocery stores, health care providers, and other resources
- Provides access to public transportation with service to employment centers and other key destinations

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transportation planning through the MTP/SCS. This in effect entails consistency in growth forecasts for land use, housing, and transportation purposes. In prior plans, the RHNA and the MTP were prepared independently and had different timelines and planning periods. SB 375 requires that the RHNA and MTP/SCS process be undertaken together to integrate housing, land use, and transportation planning to ensure that the state's housing goals are met and to help reduce greenhouse gas emissions (GHG) from cars and light duty trucks. The goal of this integrated planning is to create opportunities for residents of all incomes to have access to jobs, housing, services, and other common needs by a variety of means, including public transit, walking, and bicycling.

- Promotes walking and biking through investment in active transportation infrastructure like complete sidewalks, bike lanes, sufficient lighting in outdoor spaces, walking and bike paths, and traffic calming and safety measures like improved street crossings

In order to create such comprehensive projects, many stakeholders must be engaged in the process — affordable housing developers, transit agencies, MPOs, redevelopment successor agencies, cities and counties, elected officials, local community-based organizations, as well as community members themselves. The most successful projects demonstrate how strong partnerships and community engagement helped to shape the project. These complex project applications also must prove how the project is in line with local planning efforts by illustrating their alignment with the MTP and SCS as well as Housing Element and other components of General Plans. Furthermore, developers can be relieved from certain environmental review requirements under the California Environmental Quality Act (CEQA) if their new residential and mixed-use projects are consistent with a regional SCS that meets the established targets.

The data collected from the 383 respondents of the SPAWHS survey indicated that 59 percent of the respondents reside in the communities of Salinas and Watsonville. Fully, 78 percent of the individuals that took part in the survey live in areas that are currently defined as rural, including both incorporated and unincorporated locales, utilizing TCAC methodology.

As exhibited in Table 18, *Current Location of Survey Respondents*, 48 percent of the respondents indicated that they reside in Salinas and 11 percent currently reside in Watsonville. Additionally, 19 percent live in areas that may be considered rural using the Step 3: Small City Status of the TCAC Methodology, specifically Greenfield and King City. Under the TCAC rural methodology, site eligibility is determined by the evaluation of the project site address.

TABLE 18 CURRENT LOCATION OF SURVEY RESPONDENTS

Current Location of Survey Respondents			
Location	**Total**	**Rural Status**	**%**
Salinas	183	Yes	48%
Watsonville	42	Yes	11%
Greenfield	37	Potentially	10%
King City	33	Potentially	9%
Soledad	29	Yes	8%
Chualar	24	Yes	6%
Castroville	13	Yes	3%
Gonzales	13	Yes	3%
Pajaro	3	No	1%
Freedom	3	No	1%
Monterey	2	No	1%
San Lucas	1	Yes	0%
Total	383		100%

While 59 percent of farmworkers surveyed live in or near the more urbanized areas of the Cities of Salinas and Watsonville, 40 percent live in smaller communities in the Pajaro Valley and in unincorporated areas of the counties. To meet SCS goals for 65 percent of all places of employment to be located within a half-mile of a transit stop, these communities must also be included in transportation planning.

Many small communities have already taken steps to address the transportation needs of their residents and of farmworkers in the area by participating in community engagement and addressing farmworker demographics in their municipal housing element. Creating the goals set forth in the 2035 Metropolitan Transportation Plan stand to provide significant benefits to farmworkers and support to those seeking to provide housing to this population. The implementation of the 2035 MTP will increase the number of high amenity parcels in the study area by growing public transportation to serve more locations. Improved access to public transportation will not only serve low-income farmworkers but will significantly contribute to meeting regional and statewide environmental goals. These benefits should put the region in a better place to compete for state funding programs.

Conclusion

This study has corrected the notion that the majority of farmworkers live in rural areas in close proximity to their places of employment, or that farmworkers living in more urbanized areas have long commute times to their workplace. Instead, this study finds that the average commute time for a farmworker is relatively the same as that of other workers in the region. This has significant implications for where housing should be developed to serve this population and provides a wealth of opportunity to meet goals for increased access to public transportation. While this may be a daunting scope of work to take on, these goals align well with many state and federal funding resources for the development of housing and public transportation.

This report concludes that the study area is well-positioned to:

- Make the most of available resources through transit-oriented development in both urban and rural areas to provide housing and transportation resources to farmworkers in the region.
- To effectively prepare for the development of affordable housing for farmworkers, the region should continue a concerted effort to increase collaboration amongst affordable housing developers, municipalities, and employers.
- Increase the number of parcels that meet the proximity requirements for tax credit projects by implementing proposed transit investments in Very-Low Income and Low-Income areas of the region.
- Leverage existing and contemplated comprehensive and integrated planning processes by incorporating proposed transit investments into competitive transit-oriented developments via the competitive funding process of the Affordable Housing and Sustainable Communities program.
- Utilize the existing planning efforts and stated goals and performance measures to align with key program criteria of Affordable Housing and Sustainable Communities (AHSC) program such as a reduction of vehicle miles travelled and mode shift.

Land Use Barriers and Reforms for Farmworker Housing Development in Santa Cruz and Monterey Counties

In addition to scarcity of financing and financing fit, which are discussed in the Section of this report on Development, Management and Financing, impediments to production of affordable housing, including farmworker housing, are embedded in local land use processes, laws, and regulations. Time-consuming discretionary reviews, misaligned zoning, imposition of high impact fees, the necessity of environmental remediation, jurisdictional tensions between cities and counties, inadequate infrastructure, and other local requirements and conditions can all delay production and add significant costs to farmworker housing, in some cases making it infeasible or cost-prohibitive.

A study of five cities (San Francisco, Oakland, San Jose, Redwood City, and Palo Alto) by the University of California, Berkeley, concluded that discretionary review processes on residential projects of five or more units in the past three years caused significant delays.[82] Even if the proposed housing was compatible and in compliance with the underlying zoning, additional local government scrutiny, including environmental reviews under the California Environmental Quality Act (CEQA), were often required before a building permit could be obtained. Uncertainty about whether and when entitlements will be granted, the carrying costs of delays, the implications for timely assembly of public and private financing, and increased exposure to community opposition can all result from redundant or multiple layers of discretionary reviews.

Concern about local barriers that slow down housing production was the motivation behind several bills passed by the California Legislature and signed by the Governor in an historic housing package in September 2017. The most prominent of these was SB 35 by Senator Scott Wiener (D-San Francisco). The bill creates a streamlined local approval process in jurisdictions that have not met their State-mandated housing goals as determined by the Regional Housing Needs Allocation (RHNA) process. In these cases, if projects satisfy a set of objective criteria, including affordability, density, zoning, and environmental standards and pay State prevailing wages, they can receive expedited approval. The streamlining only applies to the income levels, typically lower-income housing, that are under-produced. For example, if sufficient numbers of market-rate units are being built, but not low-income units, the project must consist of at least 50 percent low-income units to qualify for streamlining.

According to a recent evaluation by HCD, not a single city or county in the Monterey Bay Region met its RHNA goals and all may be subject to SB 35

[82] See *Getting it Right: Examining the Local Land Use Entitlement Process in California to Inform Policy and Process*, Working Paper February 2018, University of California, Berkeley, Center for Law, Energy & the Environment.

streamlining.[83] In fact, only 12 or three percent of California's 540 or so cities and counties have satisfied their RHNA obligations.

In this chapter, we discuss some of the major land use impediments in Santa Cruz and Monterey Counties as identified by local government officials, affordable housing developers, and agricultural employers. We also discuss possible land use reforms and actions that can be taken to mitigate or eliminate existing land use obstacles currently incumbent in county and municipal land use codes and in the processing of development approvals. We conclude with innovative land use strategies adopted by some cities and counties in California that build upon existing zoning and other codes and can be valuable tools for increasing the supply of farmworker housing.

Land Use Barriers

There are many factors that individually and collectively impede production of housing, affordable housing, and farmworker housing in local communities. An analysis of regulatory barriers to agricultural workforce housing in nearby San Mateo County identified three categories of impediments and recommendations:

Process Barriers – Issues arising before or after the application review process and concerning conflicting information, lack of clarity about types of information required, misunderstandings about the review process and time it takes to be granted approvals.

Recommendations: Develop comprehensive Farm Labor Housing Guidebook to explain all application materials and review process; incorporate on-site visits during review period; increased satellite office hours; additional or reallocated staff resources.

Technical/Engineering Barriers – Issues relating to uncertainty or disagreements about how to meet technical standards pertaining to grading, drainage, building codes, septic systems, and design detail.

Recommendations: Reconsider ways existing grading and drainage requirements are applied to larger agricultural parcels; evaluate need for

[83] See http://www.hcd.ca.gov/community-development/housing-element/docs/SB35_StatewideDeterminationSummary022518.pdf for a list of Santa Cruz and Monterey Counties jurisdictions not meeting their RHNA numbers for lower- (very low and low) and above-moderate-income housing. The City of Santa Cruz is the only jurisdiction in the Monterey Bay Area subject to the 50 percent rule for streamlining approval.

upgrades to existing single-family units when converting them to farmworker housing; clarify process for converting existing structures to farmworker housing.

Communication Barriers – Issues regarding how information is distributed and lack of proactive outreach to potential and current applicants, slow response times, and out-of-date websites.

Recommendations: Update existing website materials and information; deliver regular outreach workshops; upgrade website maps, such as zoning maps and developable parcels, to be used as background documents for applicants.

Interviews and electronic communications with local housing, building, and planning officials from Santa Cruz and Monterey Counties and the Cities of Soledad, King City, Watsonville, and Salinas, as well as two nonprofit housing development organizations and two agricultural employers operating in the study area revealed some of the same barriers mentioned in the San Mateo County analysis and other barriers. Generally, the barriers cited fall into two major thematic areas:

1. Lack of available and developable land, and
2. Local bureaucratic and processing obstacles

Lack of Available and Developable Land

Stakeholders in the region echo a common refrain – land is scarce. Whether city and county officials charged with planning and approving housing or affordable housing developers and growers seeking to build housing, all can agree that land scarcity for developing housing is one of the biggest hurdles.

A respondent from the small Salinas Valley city of Soledad bemoaned the high demand for housing caused by pressures from the North Valley and even the San Francisco Bay Area, which has resulted in rising home prices beyond the payment ability of many local residents and overcrowding. Increasingly, the city is becoming a bedroom community and as a result land pressures have risen.

The inventory of multifamily sites is particularly tight. The last multifamily rental project developed in the City of Soledad was in 2009. This has been exacerbated by the dissolution of the City's redevelopment agency. Rental housing just does not pencil out for private developers due to the high cost of the available sites, low rents in this part of the Salinas Valley compared to communities to the north, and lack of public subsidy, plus delays caused by established local citizens opposed to rental projects. There are only 200 developable acres within the city limits and within that, only four multifamily sites. Most of the acreage is zoned for single-family residential and industrial; only 20 acres are zoned for high-density residential. Rezoning of industrial and commercial sites for residential use would raise equity issues as these parcels are near the freeway, an abandoned mill, train tracks, and away from amenities.

Land just outside of Soledad could be developed, but strong anti-growth sentiment in the region combined with agricultural land protections, could make it extremely difficult. The City has agreed with the County not to expand west of Highway 101 where there is no infrastructure and adopted a Memorandum of Understanding regarding future growth. Sites to the east are protected by the Williamson Act; most sites to the north where growth is most likely are owned by one owner. Vacant land exists to the south, but there has been no residential development in that part of the city and it is separated by railroad tracks. An under-utilized industrial park is located there and would require a General Plan amendment and zoning amendment to become a residential site. Growers are calling the City inquiring about available sites for H-2A workers housing. Annexation of developable county land contiguous to the city is one possible solution, but that has been a long, drawn-out process.

Another related problem is that growers outside of the City limits need housing for their workers, most of whom live within Soledad, but the growers' businesses do not contribute to the City's tax base and services. In other words, growers are not supporting the communities that house their workers. The City has a limited tax base. To address this, growers could voluntarily agree to self-assess themselves as they do in Napa County. Some think the County should also contribute to the City.

A possible option for the City of Soledad to promote higher-density development within its boundaries is lowering parking requirements for multifamily housing, which is two spaces per unit plus a quarter space for visitor parking, and offering incentives to get residents out of their cars. They could also perhaps raise the multifamily building height to three stories. However, as a general rule, the City would be more likely to provide subsidies and make land-use concessions for affordable senior housing than farmworker housing because it receives no tax revenues from agricultural employers and they are capable of financing housing for their workers without public assistance.

The City of King City has moved proactively to relieve the pressure on its housing supply from the infusion of H-2A workers by collaborating closely with growers and farm labor contractors to enable agricultural employee housing. City staff's approach has been to meet with agriculture business owners for well over a year, coordinate with other local government agencies, and research what other communities, including communities outside of California, have done to address farmworker housing needs.

Through its zoning and land use powers, King City has entitled several employee housing facilities. In 2017, it made a zoning change to permit a temporary project to move forward in its First Street Corridor Zone that converted an old warehouse building for H-2A housing with over 200 beds. Recently, it approved expansion of this facility by over 100 beds. The City also approved extension of a sewer line to serve a property outside the City limits and facilitate renovation of a blighted property that will serve over 200 agricultural employees.

In addition, the City is finalizing a Resolution and Ordinance for action by the City Council that will make three changes:

- Amend the General Plan land use text and map identifying property along the First Street Corridor with a 'Dual Land Use' designation permitting seasonal employee housing and identifying a maximum density;
- Amend the Municipal Code and add a new chapter identifying specific standards for seasonal employee housing. The standards will include, but not be limited to, minimum living space per bed, beds per bedroom, parking standards, interior leisure area, and outdoor open space requirements; and
- Amend the Zoning Ordinance Map making it consistent with the proposed General Plan Map showing the new Dual Land Use designations.

The City of Watsonville also has limited land area for new residential development. It is 'landlocked', bounded by the Pajaro River on one side and surrounded by agricultural land on its other sides that is restricted by Measure U, which limits annexation of county land over the next nine years.[84] The Buena Vista area could be annexed, but there is no infrastructure and services. It is also in a flight path for Watsonville Airport and, thus, subject to additional land use restrictions governed by Federal Aviation Administration regulations. The city is housing the majority of farmworkers working in Santa Cruz County, but the lack of housing options means that farmworker families are doubling and tripling up in units in the private market.

On the periphery of the city, 65 acres of unincorporated land around Atkinson Lane could be annexed (according to the Measure U restrictions). It is buildable and could accommodate as many as 400 new residential units, 50 percent of

[84] Measure U was approved by the voters in 2002 affecting annexations for 25 years.

them affordable. However, the Specific Plan for the area completed in 2009 was legally challenged by the Santa Cruz County Farm Bureau, which argued that the Environmental Impact Report performed for the area did not adequately analyze the impacts. Ultimately, the County settled with the Farm Bureau, but the City decided not to adopt the Specific Plan and removed itself from the lawsuit.

Since then, only about three acres have been approved in this area. The 46-unit Pippen Orchards Apartments approved in 2014 and under development by MidPen Housing will provide 20 affordable units in Watsonville and 26 units on a contiguous parcel in the County. The City has agreed to provide police and water services for the entire project, while the County agreed to process building permits and conduct other procedure reviews. Both committed funding support. Building on a site shared by two jurisdictions is rare and came with regulatory and bureaucratic challenges. On the other hand, it demonstrates the promise of city-county cooperation for farmworker housing on land that straddles both jurisdictions. However, by the end of the development process, the Local Area Formation Commission required the City of Watsonville to annex the County parcel into the city.

Most remaining buildable land within Watsonville is on infill sites. Four hundred units have been entitled on multiple sites in the city in the past few years, usually in developments of 48-50 units. One of the last large residential developments, proposing 150 units, is currently in the entitlement process. These projects consist of a mix of multifamily units for rent and purchase – apartments, condos, and townhouses, as well as single-family homes. Even though some of these developments were entitled as ownership projects, about half will be rentals for approximately 10 years. Several projects under construction are in the downtown area, including 54 market-rate units approved in 2015 and a 14-unit rental project nearing completion on Riverside Drive. Local officials are also working on a Request for Proposals to increase the residential density in the downtown and want to densify commercial corridors. The City's inclusionary housing ordinance, which requires that 15-20 percent of units be affordable, could ensure that new market-rate projects include affordable units affordable to farmworkers.

The future in Watsonville, as it is in other cities in the region, is to revise General Plans and zoning codes to increase residential and commercial densities, primarily by decreasing parking requirements and increasing building height and FAR. In the view of one Watsonville official, the answer is not tiny houses, since they cannot be stacked to achieve the greater height and density footprints needed. The City has a minimum net land area requirement per unit, but no minimum or maximum unit square footage requirement. For example, in the highest-density residential zone, each 2-bedroom unit on a parcel of one acre or more takes up 1,574 square feet of land area no matter what the square footage of the unit actually is. Increasing the units per acre could help to produce more units on the same parcel. With a planning staff of only three, it is difficult to fast-track planning projects but, generally, reviews that lead to issuing building permits take about one year. Solutions to provide more on-farm housing would help to relieve overcrowding in cities.

Even in Salinas, the largest city in the region, there is a reported scarcity of appropriate sites. The sites that are available are difficult to develop with physical barriers, such as being located within a flood plain. As a result, development of these sites becomes even more expensive. Another barrier is that the City Zoning Code does not allow for large employer-owned housing; it limits agricultural employee housing to 12 units or 36 beds, the same limits that are specified in California's Employee Housing Act in agricultural zones. This is, in part, because of the past challenges with this kind of housing in the region. However, the extreme housing shortage, further exacerbated by the influx of H-2A workers, and interest of growers in building housing, has motivated staff to consider amending the Code to allow for employer-owned housing.

Under the current situation, many H-2A workers live in underperforming motels/hotels. These facilities are not properly zoned or adequately equipped to deal with H-2A workers. Many are living up to 10 months in these locations without proper kitchen facilities to prepare fresh food or any open or recreation space. Some of these motels/hotels are in very poor condition resulting in code enforcement actions. Some of the motels/hotels are not properly managed. In these cases, H-2A workers may be housed with individuals engaged in criminal activity. This has resulted in multiple public safety service calls.

Labor contractors have begun to buy single-family homes and are filling them with upwards of 20 people, resulting in code complaints. According to City Code, only six workers can occupy a single-family home. The pressure to house H-2A workers is starting to impact stable single-family neighborhoods. Homeless service providers are also being affected because motels have become unavailable for emergency shelter since they are fully leased for months at a time by labor contractors using the rooms for guest workers.

There is a recognition by City staff and their nonprofit housing partners that the greatest need continues to be affordable housing for domestic farmworkers and their families. While providing housing for H-2A workers can relieve some pressure on the housing market, the desire is to create housing that can be converted to a typical multi-family use. The H-2A program could be eliminated in the future and, therefore, barracks-style housing would be difficult to absorb into the market. In King City, industrial property was converted to H-2A housing on a temporary (use permit) basis. This is not currently permitted in Salinas and is not a viable option. The City has industrial areas with many businesses engaged in food processing that use ammonia. An ammonia leak could be catastrophic if located near residents.

There are two concerns, however, with employer-owned and -operated housing. First is that an employer who is also a landlord could take retaliatory action against an employee who complains about conditions, or is injured or ill, and terminate the tenancy. Second, demand for migrant workers could change over time due to changes in immigration policy and labor needs and the City wants the kind of housing that can be reintegrated into the community should that happen. It would be a shame to commit investment in limited sites for transitional housing for temporary H-2A workers when there is such a large, unmet need for housing year-round workers.

Salinas is exploring ways to facilitate the production of housing, particularly affordable housing and is looking at amendments to its Zoning Code to remove land-use barriers. In addition, the City will undertake a General Plan Update beginning in 2019. Depending upon the study recommendations, the City may consider removing barriers to employer-developed and -managed housing if appropriately designed similar to multi-family housing developments. Anti-retaliatory legislation to protect residents may also need to accompany removal of certain barriers. Another option may be to allow some underperforming motels/hotels to be used for H-2A housing. Improvements would have to be made to ensure their safety and compatibility in the community.

Another significant impediment to constructing housing are development impact fees, which can be crippling. Salinas is beginning to explore how impact fees are having a chilling effect on housing production. To facilitate affordable housing, the City provided a 55-year deferral of development impact fees for three deed-restricted affordable housing projects. Currently, affordable housing is not treated differently from market-rate housing. Development impact fees for construction of an Accessory Dwelling Unit are high as well. These fees may be reviewed in the near future and possibly changed to stimulate small-scale, private housing production.

In the East Alisal neighborhood, where the density rivals San Francisco, the City is engaged in a grassroots planning process to develop the Alisal Vibrancy Plan. It began in 2016 and the Plan will likely be completed by the end of 2018. Depending on the community's input, there may be some up-zoning along key commercial corridors promoting ground floor retail and residential above. There will be some height limitations, however, in areas of the neighborhood within an Airport Overlay Zone. Moreover, many residents hale from small towns and rural areas, and may need to see examples of quality affordable housing that demonstrates greater density can be achieved without sacrificing livability. In addition, ownership options may be feasible with smaller townhouses and attached single-family homes with shared courtyards.

Another pathway is for cities to enter Memoranda of Understanding with surrounding counties to connect agricultural employee housing on the periphery of cities with city infrastructure and amenities, similar to Tanimura and Antle's (T & A) Spreckels Crossing complex in the Spreckels Industrial Park. When the Nunes Company approached Salinas with its Casa Boronda proposal, the City did not have the developable parcels of sufficient size to accommodate the project (75 two-bedroom apartments). Alternatively, the project was built in a nearby light industrial site in the county. Typically, the City is reluctant to support county adjacent projects with housing in industrial areas, because if ever annexed into the City, it would create a non-conforming land use. The City choseto support the project at the 1144 Madison Lane location because of the dire need for such housing.

Scarcity of land was also echoed by affordable housing developers with farmworker housing properties in the region. Much of the land that is offered for sale in unincorporated county areas is owned by growers. One nonprofit developer was recently contacted by a grower with 95 acres near Salinas, which was identified as a potential low-density residential zone in the City's Economic Development Element. The site would require a zone change and other entitlements to allow agricultural housing. The developer and grower were assured that the zoning change would be considered when the City updates its General Plan. The property is much larger than the 5-10-acre sites the organization typically acquires, which can accommodate a 50-75-unit apartment complex. The cost of the land could range from $5-6 million. Oftentimes, the parcels are 40 acres or more and growers do not want to parcel off less than that.

Moreover, cities don't want to do piecemeal planning in future growth areas and prefer to see planning at their boundaries performed in a comprehensive manner in a specific plan for a large area. There is a 10-acre parcel currently for sale near Greenfield, for instance, but to purchase and develop a small parcel, a developer would likely be forced to be part of a master-planned area subject to a planning process that could take five years. However, most nonprofit developers do not have the capital reserves and capacity to bet on land in a master-planned area that could take many years to come to fruition and have high carrying costs.

One possible solution to the problem of large parcel sizes is for affordable housing developers to collaborate together. For example, there is another large parcel near Fort Ord, some 100-200 acres, that is owned by the University of California, Santa Cruz. If a group of developers with a presence in the Monterey Bay Region were to acquire the property, such as CHISPA, Eden Housing, MidPen Housing, and Mercy Housing California, development of the site might be financially feasible. In addition, they each bring complementary skills. All operate multifamily rental housing for farmworkers and CHISPA also develops entry-level single-family homes.

Another challenge is that designated sites for future development in unincorporated county areas do not have much infrastructure capacity – sewer and wastewater facilities, potable water, electricity, and roads. They also are not competitive for government housing finance programs that heavily weight proximity to transit, schools, health care, grocery stores, and other amenities. The Monterey County General Plan, for instance, limits growth in the next 20 years to areas such as Pajaro, Castroville, Boronda, and Chualar, but the County has not made significant infrastructure investments in these communities. Affordable housing developers are not in the business of building sewer and water treatment facilities and roadways. With limited infrastructure capacity, expensive mitigation costs must be incurred and competition for the few sites with adequate infrastructure is intense and land costs are high.

Among Santa Cruz and Monterey County officials, there is also an acknowledgment that land use restrictions are an impediment and a stated willingness to investigate and implement new land use tools. Santa Cruz County, for example, is launching a code modification process and exploring reforms that will provide greater flexibility and avail more land for farmworker housing. One of the biggest barriers in their agricultural ordinance is a density standard for farmworker housing of 20 acres for each unit. This is out of compliance with the State Employee Housing Act, which allows agricultural employers to site 12 units or 36 beds on the farm for their agricultural employees. Growers, essentially, have development-by-right to provide farmworker housing on their land, but must apply to the County regarding where the housing is located. Development rights are separated from use rights.

To promote cluster development on agricultural land, Santa Cruz County is also revisiting the Subdivision Map Act and County agricultural codes dealing with agricultural land subdivisions to allow growers who want to parcel land for off-farm housing to adjust lot boundaries rather than create a new parcel. This could facilitate consolidation of land in cases where multiple owners with contiguous sites want to create housing for their employees. Or, in the event the Land Trust of Santa Cruz County and neighboring growers are willing to set aside land, lot lines could be adjusted to allow greater clustering and achieve more units on more acreage. Funders like the California Tax Credit Allocation Committee will likely want one single-asset owner of the land and housing. Redefining what a parcel is and aligning smaller parcels under single ownership will enhance the ability to finance the property. A 12-unit farmworker project might not be economically viable, but a 36-unit project could be.

Additionally, there are large areas in Santa Cruz County that are zoned for agriculture, but have not been cultivated, grazed, or used for an agricultural purpose for a long time. The County would benefit from a wholesale review of pockets of agricultural land where the soil is of a low quality and non-arable and the property is near urban services in order to re-designate it for farmworker housing. While Williamson Act contracts are difficult to get out of, the County could possibly expedite no-cost cancellations.

In Monterey County, local government officials reiterate many of the land issues raised by Santa Cruz County staff, city staff, affordable housing developers, and growers. The California Environmental Quality Act (CEQA) and local land use laws do not contemplate the distinctions between different kinds of farmworker housing and between farmworker housing and other kinds of housing. For example, traffic impacts are analyzed using the same framework as conventional rental housing. CEQA and County codes need the ability to distinguish between low-impact farmworker housing, such as seasonal, migrant dormitories, and permanent, year-round housing. Land regulations also need to allow larger farmworker housing projects.

Structurally, the layout and design of larger farmworker housing projects are more and more like conventional multifamily projects. However, land use regulations at the State and local levels need to provide exemptions for seasonal, dormitory-style housing when the residents are single adults living only part of the year in the facility. In sites housing H-2A workers and providing private transport or access to public transit to farms and agricultural processing worksites, there are typically fewer vehicles on the site and, thus, there is a need to reduce parking and traffic plan requirements. Sewer, wastewater, and water consumption is also lower. Impact fees for these services and for schools, parks, and other amenities should be reduced as well. Housing for senior citizens is exempt from school impact fees, so why not temporary housing for unaccompanied-adult farmworkers? And, why not impose commercial impact fees, which are lower than residential impact fees? Owners could be released from the obligation to continue renting to farmworkers if demand for this housing declines in future years.

Year-round housing for farmworkers should be treated similarly. Since there is such an exigent need in the region for quality farmworker housing 12 months of the year, then all of the land use incentives available at the local level, such as density bonuses and shallower set-backs, should be maximized. Processing of applications and approvals should be a priority and expedited accordingly.

Currently, Monterey County treats modular homes just like stick-built homes in terms of geologic impact. However, modular homes are lighter and stand-alone units are more likely to withstand geologic events, such as if the land 'turned to mush' – they are resilient and go above and beyond existing building codes. Once again, the Ventura County strategy of creating codes that allow pre-approved boilerplate plot plans on viable land was cited as a way to expedite processing. Modular units should be pre-approved as well along with conventionally-framed dormitory-style and multifamily housing for farmworkers in Monterey County. The efficacy of this approach needs to be further investigated.

Local Processing and Bureaucratic Obstacles

Non-governmental stakeholders interviewed were critical of local government staff performance, the many bureaucratic chokepoints, and overall long time it takes to process development approvals. Time is money and delays are costly.

One affordable housing developer stated that there is a great need for expanded education and mobilization of policy-makers and housing, planning, and building department staff to help them better understand their own regulations and become advocates for affordable housing. In its experience, some of the plan-checkers do not appear motivated to expedite and accelerate approvals. Furthermore, local laws and policies already in place, such as the streamlining process in Monterey County, and State mandates like California Density Bonus Law are not being fully implemented. In large part, this can be attributed to lack of staff capacity and overwhelming workloads.

In the long-run, there is no need to 'reinvent the wheel' as long as each responsible department designates staff that have the expertise and commitment to housing production and implementation of existing procedures.

Two agricultural employers operating in the region were also critical of local government bureaucracies – cities, counties, and special districts – which, in their view, are a major barrier to producing seasonal migrant housing. After withdrawing from providing on-farm housing or supporting labor camps since the 1970s, growers are now getting back into the business of building and operating housing. This has evolved out of necessity in response to labor shortages resulting from changing immigration policies and greater enforcement at the federal level.

While the 'collective inexperience' of local government officials and agricultural employers will change over time, there are compelling reasons for developing a specific set of rules, a coherent, unified approach relevant to the kinds of dormitory-style accommodations that growers are increasingly providing in the region. In one case, a grower building a migrant housing facility is suing the Salinas Union School District because it wants to charge a $200,000 school impact fee when the residents will typically be single unaccompanied adults living only part of the year in the facility with no children. The facility should be treated more like a commercial property than an apartment building for families. The grower is willing to pay school fees later in the event that families with children live in the facility.

Furthermore, not only do the residents of these accommodations, typically foreign workers, not have children but they have few, if any, cars and parking spaces required by local zoning codes will go unused. Local officials are calling for standards that far exceed what is required by law and what qualifies as 'reasonable' housing. A task force of county and city officials with growers could get local jurisdictions on the same page so that growers will have more clarity about project feasibility when deciding to invest time and expense in exploring sites.

Bureaucratic uncertainty and delays in making sewer and water connections are also a problem. For instance, the first phase of the Casa Boronda seasonal (H-2A) housing facility is ready to be opened for 300-400 residents. However, the sewer study that was submitted to demonstrate that existing systems can handle the increased capacity and gain sewer hook-ups has been delayed at the county and utility district levels for six months. It appears that no one person is facilitating the process and advocating for the project. There needs to be a sense of urgency and clear lines of responsibility, otherwise it can feel to the applicant/business that projects get lost in the bureaucracy.

The need for greater certainty for farmworker housing applicants could also be addressed by designing housing templates that can be pre-approved and expedited as in Ventura County. Agricultural employers do not need financial incentives or support from public agencies; they are providing housing because it's good for their business. What they need most is removal of chokepoints and accelerated processing.

Finally, one agricultural employer expressed concern that the T & A and Casa Boronda facilities have established a baseline standard and cost no other company that isn't so vertically-integrated can achieve. Everyone wants farmworkers to do the hard work of harvesting local crops, but no one wants them in their 'backyard'. What is needed is semi-barracks-style housing for 8-10 persons sharing a bathroom and kitchen, a prototype that is sparer yet functional to control costs. Reasonable sewage disposal and water facilities are needed. One city wanted a recreational area for the 218 men to be accommodated in a project. In this view of this employer, guest workers do not need a 'Club Med' experience; they are here to work, save money, and return home.

Besides city and county government administrative and bureaucratic roadblocks, affordable housing developers face obstacles with special districts, private utility companies, and the California Coastal Commission. An affordable housing developer building a new senior complex in the City of Marina negotiated with the Marina Coast Water District regarding the design of the water system. The District's civil engineer wanted a justification why the building shouldn't have 47 individual meters built on the street with backflow devices. The developer requested a variance to build a single master water meter into the property with a backflow device and sub-meters on the building, saving several hundred thousand dollars in construction costs, plus long-term savings in on-going monitoring of a multi-meter system. State legislation in 2017 (SB 7-Wolk) amended the California Water Code to allow such exemptions for affordable housing. Ultimately, District staff were convinced to recommend approval of the variance, although the District will require that the water meter savings be used to provide resident services. The savings, about $14,000 per year, can be easily justified because resident services will cost at least that much to deliver. To gain the approval, it took a great deal of effort by the developer's staff, engineer, and attorney.

Pacific Gas & Electric presents another challenge. PG&E continues to be very slow in responding to the above developer's request for plan reviews, installation of meters (electric and gas), and other requests. There is an existing PG&E pole on the property in Marina where the senior complex is being built. The pole needs to be moved for work to start on the building's foundation. However, it can take a long time for crews to be available to perform the work. In another property in San Benito County, it took two months for a PG&E crew to get out to the site and install electrical and gas meters.

A third bureaucratic hurdle is for proposed projects in the coastal zone and the California Coastal Commission's undue authority over affordable housing development. CHISPA, for example, has 42 acres in the coastal zone in Castroville and is proposing 124 apartments and 90 single-family homes. The Coastal Commission is concerned about seawater intrusion and that the project will deplete the supply of water for agriculture in the North County. CHISPA has a 'will-serve' letter for water originating in the Salinas Valley Basin in the South County. The perception is that the Commission's actions in the Monterey Bay Region, as in other coastal areas, are strongly influenced by anti-growth interests and philosophical opposition to new homes, particularly affordable housing. The County's coastal plan, adopted in 1982 and not amended since, grants the Coastal Commission enormous power to deny projects.

Land Use Reforms

In this section we discuss potential land use reforms based upon the data, best practices research, interviews we conducted with local stakeholders above; and a recent (January 2018) report by the Monterey Bay Economic Partnership (MBEP) and Envision Housing. The MBEP report recommends land use and regulatory changes in the tri-county Monterey Bay Region that could reduce the cost of producing housing, stimulate production of lower-priced housing types, and increase housing affordability through the market.[85] The Oversight Committee reviewed the recommendations for proposed reforms to evaluate them for effectiveness in increasing the supply of housing for farmworkers and then formulated the proposed actions for the Regulatory Reform section of the Action Plan

[85] See *What Realistic Policy Changes Could Improve Housing Affordability in the Monterey Bay Region?*, Monterey Bay Economic Partnership and Envision Housing, January 2018.

1. Promote Smaller Units

Many jurisdictions in the region charge flat fees per unit, such as sewer and water fees, regardless of the square footage of the unit. To reduce disincentives for production of smaller units, fees could be imposed on a square footage rather than per unit basis. There are estimates that this change could reduce the cost of producing smaller units in multifamily infill projects by 3 percent and stimulate more units. If the lower production costs and increased supply of smaller units result in lower rents or purchase prices in the private housing market, this could benefit some farmworkers who are year-round, permanent residents. On the other hand, farmworker families tend to be larger than non-farmworker families and smaller units with reduced bedrooms may not be a good fit. Moreover, many farmworkers will still need public subsidy to afford these units given low wages and seasonal income.

2. Reduce, Defer, or Waive Developer Impact Fees

Development impact fees are usually paid at multiple stages in the development and construction process and add to overall cost. Moving these fees to a later stage in the process and collecting them at one time, such as when the Certificate of Occupancy is issued, could save approximately 1 percent of the production cost across all housing units. This includes impact fees for sewer, water, traffic and street improvements, schools, parks, and affordable housing, as well as permit application, General Plan, and other processing fees. (Note: One city official points out that State law already requires jurisdictions to defer impact fees to final inspection upon the request of the developer and that what is needed is getting the word out to developers.)

A one percent decrease in housing production costs in the private market will not likely have much benefit for farmworkers. However, in jurisdictions that impose the same fees on affordable housing as they do for market-rate housing, fee reductions, fee deferrals during earlier speculative stages of development, and consolidation of fees at the point of issuance of a Certificate of Occupancy for farmworker housing would provide significant financial relief. Better yet would be an idea under consideration by the City of Salinas to defer certain fees for all affordable multifamily rental housing projects for 55 years, which is typically the term of affordability required by government housing finance programs.

Additionally, local impact fees often do not distinguish between conventional apartments and seasonal, migrant housing. The impacts of the latter on schools will typically be less or negligible because the occupants of the housing will be single, unaccompanied adults without children. Moreover, especially when the occupants are H-2A workers, many, although not all, will have only one vehicle or be carless, and therefore, create less need to mitigate impacts on parking and traffic. Demand on water, sewer, and other public facilities will also be less because of the seasonality of the housing. Thus, local officials should explore how the impact fee load on migrant housing can be reduced or eliminated given the unique nature of this kind of housing.

3. Enhance Density Bonuses

California density bonus law mandates that local governments, upon the request of residential developers, increase allowable densities for housing based on different percentages of units to be offered at different levels of affordability.[86] Sometimes density bonus programs are referred to as 'incentive zoning'.

In the chart below, it can be seen that percentage increases in density are calibrated to percentage increases in total units targeted at different income levels – generally, the lower the income-targeting, the higher the bonus granted. The total bonus is capped at 35 percent above the maximum allowable density for the site. The theory is that multifamily housing developers will not be able to support lower-rent units absent rent subsidies and still be able to turn a reasonable profit without increasing the number of market-rate units. The balance is to establish density bonus levels that will incentivize developers to request increased density and numbers of income-generating market-rate units at an attractive rate of return, while still stimulating as many affordable units with deepest income-targeting as feasible. The affordable units must be deed-restricted and remain affordable for at least 55 years if for rent and be sold to a successor low-income owner at an affordable housing price if for ownership.

[86] Chapter 4.3, Sections 65915-65918, of the Government Code.

TABLE 19 CA DENSITY BONUS LAW: BONUSES BY INCOME AND % OF AFFORDABLE UNITS

Income Category	Minimum % Units	Bonus Granted	Bonus for Each 1% Increase	% Units for 35% Bonus
Very Low-Income	5%	20%	2.5%	11%
Lower-Income	10%	20%	1.5%	20%
Moderate-Income (ownership only)	10%	5%	1.0%	40%
Senior Housing (35+ Units)	100%	20%	---	---
Land Donation for Very Low-Income	10%	15%	1.0%	30%

In addition to increased density, local governments are obligated, upon request by residential developers, to provide up to three land use incentives or concessions, depending on the percentage of affordable units, and waivers or reductions of development standards, such as reduced set-backs or square footage requirements. Parking ratios may also be reduced in accordance with criteria established in the statute. Local governments may deny the request if it can be demonstrated that it will have an adverse impact on health and safety or the physical environment.

Jurisdictions within the Salinas and Pajaro Valleys region could adopt policies that grant density bonuses above and beyond State-mandated levels in exchange for affordable units. Density bonus ordinances in the region mostly mimic the State's requirements. In practice, however, the State's density bonus law is rarely invoked by market-rate residential developers and primarily benefits private and public housing developers seeking to maximize the number of units in 100 percent affordable projects. As a result, some jurisdictions in California have adopted enhanced or so-called 'Super-Density' Bonus ordinances or programs providing richer incentives to persuade market-rate developers to produce affordable units.

In the City of San Diego, for example, private developers can receive up to a maximum of a 50 percent density bonus instead of the 35 percent in State law and receive up to five land use incentives or concessions. This change has reportedly resulted in a significant increase in the number of density bonus requests and number of restricted affordable units built.

To incentivize private developers to build rental housing rather than housing for purchase in order to increase the supply of rented accommodations, the MBEP report recommends a 10 percent bonus above the maximum allowable density for rental units. It also calls for tying Section 8 Housing Choice Vouchers, which are often under-utilized because of landlord unwillingness to accept vouchers, to be coupled with these units to provide deeper levels of affordability. The City of Santa Cruz has experimented with a rental housing density bonus, but like other bonuses it has been rarely used.

With respect to farmworker housing production, strengthening local density bonus ordinances and programs could have two important impacts. First, it would allow affordable multifamily housing developers to increase the allowable number of farmworker units in their projects. Second, local governments could require that some percentage of the affordable units in market-rate rental housing be occupied by farmworkers in exchange for increased density and other land use benefits. In a relatively low-density, low-height urban morphology like exists in Santa Cruz and Monterey Counties, building smaller units may be more politically acceptable than building up.

As with any density bonus program, the program is only as effective as the quality and constancy of local government monitoring of deed-restricted units and affordability covenants over time. Unless there is public funding that requires monitoring, a formal tracking system with a monitoring fee paid by the property owner, and dedicated staff, local governments may lose sight of the number and status of affordable units in later years; in other words, whether the units are affordable to and occupied by lower-income households over the full lifetime of the project. In California, the term of affordability of Low-Income Housing Tax Credit and other rental housing programs is typically set at 55 years. Tracking long-term affordability in ownership units created through a density bonus program depends on whether continuous owner-occupancy and resale to an income-qualified household is required after the initial sale. Cities like Sunnyvale have implemented appropriate systems that monitor owner-occupancy annually and facilitate restricted resales.

4. Reduce Parking Requirements

According to research, the greatest disincentive to building smaller units in multifamily projects in the region is parking requirements. Nearly all jurisdictions require two parking spaces for every modest-sized, one-bedroom apartment, in addition to visitor parking. Developers, thus, are faced with little choice but to build fewer but larger apartments that can command higher rents or to build parking structures above or below ground that can add $20,000 per parking space to the cost of development. Optional policies include greatly reducing, or eliminating, parking requirements in core city centers and other areas with parking alternatives, public transit, walkable or bikeable amenities, and car-sharing opportunities.

For the region's farmworkers, relaxation of parking requirements could provide some derivative benefits, but also some challenges. For farmworkers who live in the area year-round and work in the Pajaro and Salinas Laborshed, reducing the number of parking spaces in newly constructed, subsidized rental housing projects could increase the supply of apartments reserved for or affordable to farmworker families. Older farmworker housing built at a time when land was plentiful and the availability of onsite and off-site amenities was not a consideration, such as older USDA Section 514/516 projects and private labor camps, could be densified with more units and lower parking ratios. Reduced parking requirements could also result in larger facilities for seasonal migrant workers combined with potential tie-ins with the CalVans program for agricultural workers and State Cap and Trade funding for vanpools.

On the other hand, our study found that about three-quarters (73 percent) of farmworkers surveyed arrived at the farm in private vehicles – 56 percent in their own car and 17 percent in the vehicle of a friend or relative. The others arrived via paid rides with a third party, a van, bus, or private vehicle supplied by their boss, public transport, and walking. It is unknown from our survey, however, how many farmworker households have more than one car. Moreover, only a small percentage of interviewees were H-2A visa workers, who employee housing operators report are less likely than domestic workers to come with cars. Our assumption is that many lower-wage farmworker households will only be able to support one vehicle and that parking ratios of 1.5 spaces in new affordable rental housing projects could accommodate most of these households. Nonetheless, this needs closer study as too much reduction in parking spaces could present a challenge to farmworker households that need more than one vehicle because there are no other options to get to work.[87]

5. Enable Mixed-Use Development

Another potential reform has to do with encouraging mixed commercial-residential development in mixed-use zones by reducing commercial space

[87] For the majority of farmworkers employed in the Pajaro and Salinas Valleys, the private housing market in Salinas, Watsonville, and other urban centers is where most find accommodations. Some crowd into single-family homes and other housing with two, three, or four other households, each with its own car, creating serious parking issues and traffic. Reduction of parking requirements for new housing will not solve the parking problem of this population and their neighbors. Vanpools, however, could help solve the traffic problem. If funding continues, the CalVan program could help support reduced parking.

requirements. In unincorporated parts of Santa Cruz County, 50 percent of the square footage of a mixed-use development has to be occupied by commercial uses, yet there may not be sufficient demand and economic justification for that much commercial space. Construction of new or reconstruction of existing commercial spaces in unincorporated areas to include housing for farmworkers could offer a solution for some workers, especially without school-age children, who wish to live closer to farms, but still have some commercial amenities. Several mixed-use projects within at least one city in the Salinas Valley have ground-floor commercial space that has been vacant for five or more years, with residential on the floors above.

Another strategy is to amend General Plans and zoning codes to permit seasonal employee housing, including conversions of vacant warehouses and other under-utilized or unused commercial and industrial spaces, in 'Dual Land Use' zones, as are being designated in King City. Local governments can identify parcels qualifying for Dual Land Use designation, amend their Zoning Ordinance Map to conform to their General Plan Map, and amend their Municipal Code, if needed, to enumerate specific standards for seasonal agricultural employee housing above and beyond those required by existing health and safety standards. Such standards may include minimum living space per bed, beds per bedroom, parking standards, interior leisure areas, and outdoor open space requirements.

6. *Support Accessory Dwelling Units*

Many communities have looked to Accessory Dwelling Units (ADUs), also known as 'granny flats' or 'second units', to relieve demand pressures in tight rental housing markets. California legislation in 2016 (SB 229-Wieckowski) sought to encourage ADUs by removing some barriers and authorizing local agencies to provide ADUs by ordinance in areas zoned for single-family or multifamily use. The goal, in particular, is to support single-family homeowners who want to provide accommodations, beyond close family and friends, to renters unable to find lodging in traditional apartments.

Despite efforts such as the City of Santa Cruz's "ADU Manual" issued in 2003, the opportunity to build ADUs has still not been maximized in the Monterey Bay Region under California law. Additional measures that could be taken by jurisdictions include: setting annual production goals, like in the City of Portland, Oregon; greatly lowering ADU impact fees, including water and sewers since these properties already have such connections; deferring fees until issuance of a Certificate of Occupancy, as already prescribed in State law; reducing parking requirements for ADUs, also in compliance with State law; disseminating information and educating the public; and working with lenders to create products to finance ADUs.

Whether or not increasing numbers of ADUs will significantly benefit farmworkers is unknown. In reality, some suburban homeowners will be hesitant to rent to a farmworker family or one or more unaccompanied adults for a variety of economic, social, and cultural reasons, not to mention stereotypes about farmworkers and racial and ethnic prejudices. In a region with a number of major universities and colleges, owners may prefer students as tenants.

More likely is that homeowners in cities with significant farmworker populations, like Salinas and Watsonville, and rural communities near farms, will be more receptive to building or availing existing structures for farmworkers, like a retrofitted garage or trailer in someone's backyard.[88] It is also possible that ADUs will help relieve pressures in the regional housing market, thereby, freeing up apartments for farmworkers, even if ADUs themselves do not provide a direct solution.

Furthermore, what are the guarantees that ADUs will be truly affordable and habitable over time? Jurisdictions may condition or favor permits for ADUs based on willingness to accept Section 8 Housing Choice Vouchers or even to rent to farmworkers with vouchers, but the great majority of documented farmworkers (and no undocumented workers) do not receive portable rent subsidies and Section 8 waiting lists are years-long. Deed-restricting the units for a specified time period might be an answer, but how many homeowners would agree to that? Unlike a multifamily project that is occupationally-restricted to farmworkers and has multiple layers of subsidy, each with its own compliance requirements, affordable ADUs for farmworkers would require a rigorous local government inspection and monitoring regime for scattered sites.

7. Zone for Higher Density, Optimize Height Limits

Restrictive zoning designations that limit residential densities in the region, including heights offer another area for reform. High-density, infill housing that maximizes land use and creates more environmentally-sustainable development is strongly favored and rewarded in public policy and housing programs. This is particularly true in urban cores and corridors with high amenities. However,

[88] A recent preliminary analysis of infill housing for the Alisal Vibrancy Plan (eastern third of Salinas) mapped residentially-zoned properties and identified parcels that might accommodate a potential of 3,000 ADUs.

current zoning in the region is outdated in some communities. Recommendations include the following:

- Higher height limits in urban cores and other dense areas of urbanization of 3-1 and 5-2, for example, three residential stories over one commercial story or five residential stories over two commercial stories.
- Reduction of upper-story setbacks in downtown areas, thereby, allowing higher floor area ratios (FARs).
- Removal of units-per-acre density limits, instead setting density limitations based on height, FAR, and parking requirements to encourage more small units.
- Outside of core urban areas, allow residential and commercial uses on the same street-level, ground floor.

In addition, local authorities should consider the following zoning and height allowances where they are appropriate:

- Allow siting of medium- to large-sized employee housing facilities on city sites that can accommodate such development, provided the housing approximates conventional multifamily housing and is convertible to other residential uses in the event the facility is no longer used for seasonal migrant workers.
- Reduce minimum net land area per unit requirements and instead set minimum square footage per unit requirements that will encourage more smaller units.

The adage that the only thing local citizens hate more than urban sprawl is high density appears to be true in parts of Santa Cruz and Monterey Counties, as it is in most parts of California. Clearly, local zoning in most of the region's jurisdictions does not maximize the carrying capacity of the available sites in terms of units per acre, nor height and FARs. In some cases, low density limits may make affordable housing infeasible, especially for the lowest-income residents when deep subsidies from government sources are unavailable. Generally, the more units in a development the more ability to spread development and operating costs across multiple units, including cross-subsidization of the rents for very-low and extremely-low income farmworkers. However, updates of the General Plan are currently underway in Salinas and is scheduled in Watsonville in two years.

8. Relax Restrictions on Agricultural Use of Land

A growing trend in recent years, especially in Monterey County, has been grower and labor contractor interest in providing seasonal, migrant housing on farms or sites near farms. For decades, the trend has been in the opposite direction. The number of grower-owned and -operated farmworker housing facilities licensed by the California Department of Housing and Community Development, and subject to the Employee Housing Act, has decreased dramatically since the 1950s.

The surge of H-2A workers into the region has exacerbated the shortage of affordable housing in cities like Salinas, Watsonville, and elsewhere. Workers are crowding into motels, mobilehome parks, apartment complexes, and single-family homes (and worse), and in so doing displacing other low-wage workers who live year-round in the region and reducing their housing options. The need for a reliable labor force, grower responsibility to provide housing for imported labor, pressure from local governments and advocacy groups, and dwindling supplies of affordable housing options have stimulated grower-initiated seasonal migrant housing facilities and proposals.

The first of these was the 800-bed Spreckels Crossing built by Tanimura and Antle (T & A)for its employees in the Spreckels Industrial Park, which was opened in 2016 and provides 100, 2-bedroom, 2-bathroom fully-furnished units capable of accommodating up to eight persons per unit. The facility was designed to help T & A meet its responsibility to house foreign workers brought to the county under the H-2A Program. It is entering its third season of providing housing to domestic workers instead of H-2A workers. The example of T & A inspired the Casa Boronda farmworker housing complex being built by the Nunes Company on a site in Monterey County just outside the City of Salinas. It has permits to house up to 600 employees in 75 units in six buildings and the first phase is scheduled to open in the spring 2018. Other growers and farm labor contractors in the Pajaro and Salinas Laborshed are reaching out to local governments and affordable housing developers as potential partners and proposing new accommodations for several thousand seasonal migrant workers.

While our study finds that most agricultural employees working in the Pajaro-Salinas Valley Laborshed live year-round in the region and need a permanent, year-round housing solution, the current demand for temporary housing for seasonal migrant workers is severe. Both needs are linked and both should be addressed simultaneously. Providing more seasonal, migrant housing options will help relieve the pressure on the private housing market and providing more year-round, permanent housing options will relieve the pressure on the need for seasonal migrant housing.

Given limited sites in many of the region's cities, and the higher cost of land, exploring how to free up sites for accommodations on appropriate non-residentially-zoned sites in unincorporated county areas could be explored. The T & A and Casa Boronda farmworker housing complexes are both built on land zoned for commercial uses in Monterey County but proximate to the City of Salinas and urban amenities and services. They show how the judicious and flexible exercise of local government powers over zoning and the development approval process can result in a common-sense solution that is a win-win for all parties.

In the same spirit, but on a limited basis that respects the critical importance of preserving prime agricultural land and avoiding sprawl, local officials may wish to revisit how to use agriculturally-zoned land near urban uses for farmworker housing and encourage growers with marginal land to convey it for housing farmworkers living part-time or year-round in the community.

Growers already have the capability of providing accommodations for their workers on the farm as long as the housing does not exceed 12 units or 36 beds. In accordance with the California Employee Housing Act, California Health and Safety Code, Section 17021.6(b):

> Any employee housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household shall be deemed an agricultural land use for the purposes of this section. For the purpose of all local ordinances, employee housing shall not be deemed a use that implies that the employee housing is an activity that differs in any other way from an agricultural use. No conditional use permit, zoning variance, or other zoning clearance shall be required of this employee housing that is not required of any other agricultural activity in the same zone. The permitted occupancy in employee housing in a zone allowing agricultural uses shall include agricultural employees who do not work on the property where the employee housing is located.

Subsection (c) further exempts such housing from payment of "any business taxes, local registration fees, use permit fees, or other fees to which other agricultural activities in the same zone are not likewise subject." The housing *is* subject to "the imposition of local property taxes, fees for water services and garbage collection, fees for normal inspections, local bond assessments, and other fees, charges, and assessments to which other agricultural activities in the same zone are likewise subject". To increase the amount of housing a grower can provide on the farm within an agricultural zone would take a statutory change at the State level.[89] Santa Cruz County has taken the position that growers have development-by-right authority to provide housing to their employees in compliance with State law, but that the County has approval authority regarding where the housing is sited on the farm.

There are those who feel strongly that growers should not be both employer and landlord, including some growers. And, most growers, judging from the declining number of State-licensed employee housing facilities, statewide, would rather not have to deal with providing housing and having to comply with the obligations and liabilities of the Employee Housing Act, except perhaps for their skilled and year-round workers, The intermediary role played by labor contractors has also insulated growers from the need to provide accommodations to ensure that farmworkers show up in the fields every day. That T & A, the Nunes Company, and other growers and labor contractors are now seeking to develop or co-develop and operate large-scale housing for their workers is a new trend. Time will tell whether it is sustainable.

Another option for growers, pioneered by winegrape producers in Napa County, is to dedicate land and/or funding so that public and private nonprofit organizations can develop and operate the housing for agricultural employees. As described in the case study of the River Ranch Migrant Housing Center in St. Helena (see case study below), vintner Joseph Phelps donated the land to the Napa County Housing Authority and winegrape producers voluntarily decided to self-assess themselves, first $10 per square acre in cultivation and later $15, to support the operating costs of River Ranch and two other migrant housing centers in the county. The Housing Authority contracts management to a nonprofit organization, California Human Development Corporation. The centers are open 11 months. While there is no reservation of beds for any one grower, the centers provide 180 beds that have helped stabilize the supply of labor and relieve pressures on local housing markets.

In instances where growers *are* willing to dedicate land in unincorporated county areas under a narrow set of conditions, Santa Cruz and Monterey Counties should consider amending their agricultural codes and other county codes to facilitate the transfer of this property. If, for example, a grower owns land that is contiguous to and bounded on multiple sides by urban uses, has not been in cultivation for a specified time period, and has low-quality soil, the land

[89] There have been several unsuccessful efforts in the California Legislature to increase the number of units and beds that can be provided for employees on the farm without triggering a local zoning change and conditional use permit.

could be deeded to the county, annexed by and deeded to a nearby city, or deeded to a nonprofit developer, public housing agency, or land trust. Alternatively, it could be conveyed with a long-term lease, say, 99 years. Santa Cruz and Monterey Counties could perform a wholesale review of pockets of agricultural land near urban services that have not been in cultivation, grazing, or other agricultural uses for many years and are not environmentally-vulnerable.

Several local officials expressed interest in encouraging clustered farmworker housing in agriculturally-zoned areas where contiguous property owners are willing to dedicate land. In these special instances, alignment of grower land and parcelization or, alternatively, modest lot line changes could enable consolidation of land in joint ownership or new ownership by a single-asset corporation or social owner, like a community land trust. The consolidation of land would enable construction of a larger project that would be more economically viable.

There are various tools available for identifying pockets of agricultural land that are contiguous to urbanized areas. One tool used by the California Strategic Growth Council to qualify affordable housing projects and award Greenhouse Gas Reduction Funds under the Affordable Housing and Sustainable Communities Program is the Farmland Mapping and Monitoring Program of the California Department of Conservation. Applicants seeking to develop in rural areas must refer to these maps to demonstrate that the land to be developed is not "Prime Farmland, Farmland of Statewide Importance, Unique Farmland, Farmland of Local Importance, or Grazing Land." While some affordable housing developers have taken issue with the maps' accuracy in capturing sites that are surrounded by and on the leading edge of urban growth, and better suited to residential uses, the tool is active and could be employed by county officials to identify potential sites for farmworker housing.

One issue is whether growers will request a quid pro quo for dedicating, discounting, or leasing a piece of their land for farmworker housing owned and operated by another entity. The main incentive for making land available and enabling such housing will be the stability and dependability of their labor. Even if the housing is not or cannot be reserved exclusively for employees of the agricultural employer providing the land because of the presence of public subsidy and implications for fair housing laws, it will still likely offer a housing option for some employees and relieve the grower of the headaches of employee housing development, operation, and compliance. The issue of whether a preference or priority for employees of a particular grower or group of growers contributing to the project is permissible should be further explored.

Conversations with growers in Monterey County who are voluntarily developing seasonal migrant housing for their own employees on land they own or have acquired without any public subsidy strongly suggest that growers could see disposition of land as a value-added proposition benefiting their businesses. That has been the experience in Napa County. Alienation and dedication of land could also be taken as a charitable deduction, depending on whether there is an appropriate structure for the donation. Research could examine possible tax relief and land use and regulatory concessions on other land holdings of the grower that may be offered in exchange.

Another issue is the intersection of the Williamson Act for growers who have had contracts with local jurisdictions for property tax reductions.[90] The findings that need to be made by a city council or county board of supervisors to support a request for contract cancellation pivot strongly on whether there is a justifiable, exigent public purpose to be served, that there is no other land that can achieve the purpose, and that removal of the land from agricultural use will not cause further loss of agricultural land. It is plausible that a grower alienating a marginal piece of agriculturally-zoned land for farmworker housing contiguous to an urbanized area could fit this description. In this instance, local officials should consider amending the contract and waiving the cancellation fee for that portion of the land. Legal counsels will need to look more carefully at whether this is feasible under the terms and conditions of each contract.

Finally, on the borders between cities and unincorporated county areas that are zoned for agriculture, city and county officials, and Local Area Formation Commissions, should explore ways to accelerate annexations and zoning approvals in the case of farmworker housing. While cities and counties can execute joint powers agreements, like in the case of Pippins Orchards Apartments in Watsonville and Santa Cruz County, for projects that straddle the boundary between the two jurisdictions, ultimately LAFCO required the City to annex the County property..

9. *Prioritize and Streamline Administrative Processing of Farmworker Housing*

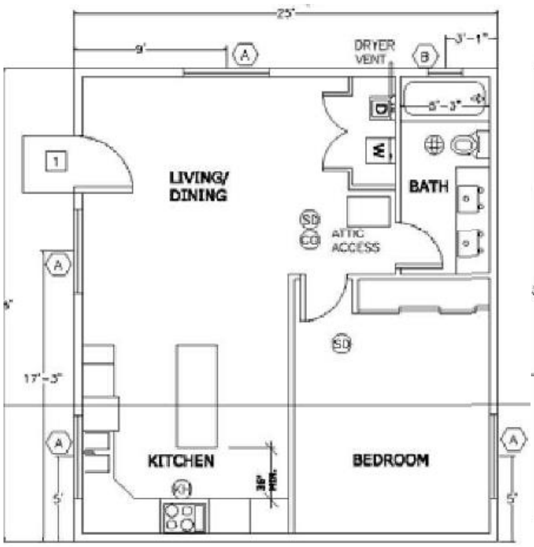
[90] For answers to key questions relating to the Williamson Act, see http://www.conservation.ca.gov/dlrp/lca/basic_contract_provisions/Pages/contract_cancellations.aspx#what%20is%20the%20cancellation%20fee.

Similar to the findings in the aforementioned San Mateo County analysis of impediments to farmworker housing, our interviews with non-governmental stakeholders involved in the development and operation of housing for this population in Santa Cruz and Monterey Counties expressed frustration with administrative roadblocks and long delays at the county and city levels. Insufficient knowledge of local regulations, misinformation and miscommunication, redundant layers of reviews, changing personnel, and seeming lack of responsibility for timely and expedited review of land use approvals were all mentioned by respondents to our interviews. The slow pace of approvals causes development uncertainty and additional carrying costs.

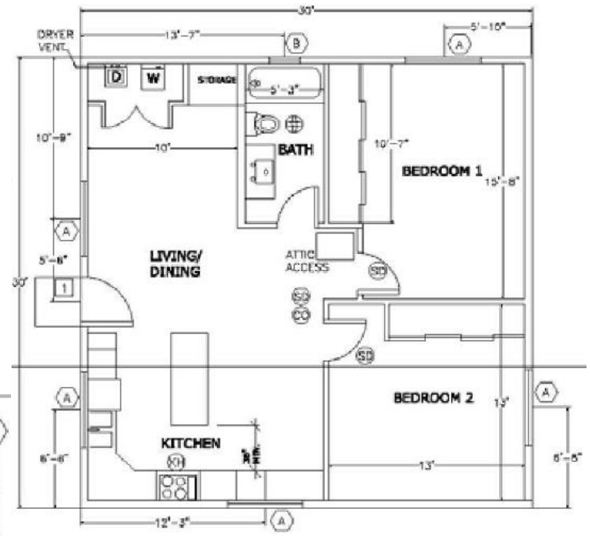
Several interviewees cited an approach recently launched by Ventura County to shorten the approval process for farmworker housing, as well as accessory dwelling units, built on parcels that meet certain size and zoning criteria in the unincorporated county. At the end of 2017, the County unveiled three standard building plan prototypes for 700, 900, and 1,200 square foot single-family homes with one, two, and three bedrooms.[91] They were designed by engineers in the County Building and Safety Division. County officials anticipate that the availability of pre-approved plans could cut the processing time in half, from one year to six months. Property owners will still need to meet other site conditions, but they won't have to submit the building plans for approval since regulators have already determined that they comply with state and local building codes, including structural, seismic, and safety codes. The plans must be used without modification. Besides reducing the costs associated with delays, there will be no need to hire architects to design the units. It is anticipated that county fees will decrease substantially for landowners using the standard plans.

Farmworker Housing Floor Plans, Ventura County, California

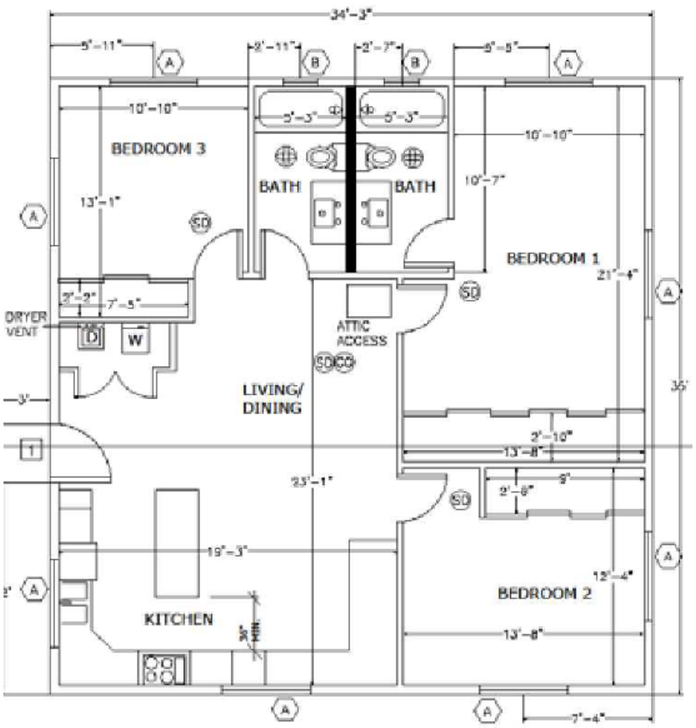
[91] For an information fact sheet on Standard Plans, see http://colabvc.org/wp-content/uploads/2017/12/Standard-Plans-for-ADUs-and-Farmworker-Housing-Combined.pdf. Since the plan prototypes were made available near the close of 2017, it is still too early to know whether they are encouraging more housing applications with less processing time and cost.



700 ft², 1 Bedroom, 1 Bath



900 ft², 2 Bedroom, 1 Bath



1,200 ft², 3-Bedroom, 2 Bath

In the future, Ventura County may also develop pre-approved plans for other building prototypes. Some would like the County to adopt a larger single-family prototype up to 1,800 square feet. Adopting the pre-approved plans was an Action in their Housing Element. Growers would like to see plans for housing single unaccompanied adults, such as barracks-style, pre-fabricated models. There are builders operating in Oregon, Washington, and Idaho that offer standard plans for farmworker dorms/barracks. Officials in Santa Cruz and Monterey Counties could also consider developing standard building plan prototypes for different farmworker housing models that are compliant with state and local building codes and can be processed in a fraction of the time of a standard non-farmworker unit.

Modular units, for example, are currently treated just like stick-built, site-built housing, but are lighter and, in some cases, more durable and resilient in situations where soil is unstable. This housing could also be considered for pre-approval as it is often the quickest and least expensive way to provide accommodations for farmworkers.

Another pragmatic way to expedite farmworker housing projects is to delink small parcels suitable for this kind of housing from large master-planned areas requiring specific plans that could take many years to develop. It is understandable that cities and counties would want to have a long-range plan and vision for areas on their common borders where future growth is likely to occur. However, the prospect that a small parcel that is developable and appropriate now for farmworker housing will be caught up in a prolonged planning and CEQA process is too risky for most affordable housing developers, especially nonprofit organizations with limited capital reserves. City and county officials should consider the cost-benefit of tying up these parcels in master-plan processes for many years compared to providing relief for farmworkers in the short-term.

Besides modifying existing codes and planning processes as previously discussed in this chapter, local governments could consider the following administrative actions to accelerate the approval of farmworker housing applications in the pipeline and improve overall customer service:

- Designate a specific point-person or ombudsperson who is responsible both for shepherding the proposal as well as advocating for it. This is especially needed in larger and better-resourced jurisdictions where multiple personnel 'touch' the application at multiple stages of review.
- Streamline and eliminate redundant and unnecessary discretionary reviews for all housing types that cause costly delays and discourage project applications.
- For year-round, permanent farmworker housing proposed on sites zoned for high-density multifamily residential, and that meets all of the conditions of the underlying zoning, allow development-by-right in order to fast-track these applications and avoid case-by-case local approvals and site-

specific plans, conditional use permits, and other reviews that add time and cost.

- Develop a comprehensive Farmworker Housing Guidebook to explain the application materials, what information is required of applicants, and the review process, including the responsible departments at each stage of the process and estimated processing times.
- As in Ventura County, develop farmworker housing templates that are pre-approved and can be quickly expedited, provided the housing complies with the underlying zoning, building codes, and environmental standards.
- Conduct on-site visits during the review period as needed.
- Ensure website materials and information are up-to-date, such as zoning maps and maps of developable parcels for housing identified in Housing Elements and other land inventories.
- Conduct periodic outreach and education workshops to stakeholders and the public on the need for farmworker housing, how farmworker housing compares and contrasts with other forms of housing, farmworker housing best practices, and financing and land incentives offered by the jurisdiction.
- Expand training of city and county staff about State and local land use codes and regulations and foster a mindset that is about collaborative problem-solving.

10. Remove Impediments in Coastal Zone Review and Regulations

Currently, there is legislation (AB 2754) proposed to clarify that on-going and routine agriculture activities are not deemed development and are therefore not subject to a Coastal Development Permit. Local Farm Bureau staff note that many instances when repairing a gate or crop rotation has come under scrutiny of the Coastal Commission staff for a development permit. The original intent of the California Coastal Zone Conservation Act when passed in 1972 was to exempt regular agricultural activities from those permits. If this legislation or something similar is passed and signed, perhaps it could lead to further steps to allow farmworker housing on agricultural coastal lands subject to ongoing agriculture activities.

A recurring issue for coastal counties with large-scale agricultural producers with operations on the coastal littoral is the availability of protected land under the California Coastal Act, enacted in 1976. Coastal zones in California coastal counties are quite variable in terms of geographical footprint and, in some areas, extend considerably inland.

We know of only one active farmworker housing project built in recent years in a coastal zone area in a Central Coast county, the Lachen Tara Apartments in Avila Beach in San Luis Obispo County in 2008. It has 29 rent-restricted low-income units, four of which are set aside for farmworkers. Avila Beach is an urbanized place which underwent a massive environmental remediation effort to clean up serious water and underground pollutants in the late 1990s and did a major make-over of its commercial and nearby residential area.

In Monterey County, CHISPA owns 42 acres in the coastal zone in Castroville and is proposing 124 apartments and 90 single-family homes. The organization has a 'will-serve' letter from the water district. The initial reaction from the Coastal Commission has been negative because of seawater intrusion and over-drafting, as well as a priority for water use for agriculture in the North County. However, the water source will be from the Salinas Valley Basin to the south and will not deplete water supplies for agriculture from the North County Water Basin. While a final decision has not been rendered, the expectation is that the Commission will likely deny development rights based on past opposition to new residential development, especially low-income housing.

In addition, the North Monterey County Local Coastal Plan was adopted nearly 40 years ago in 1982 and has not been updated since. It gives the Coastal Commission enormous control over affordable housing. If local authorities revisit the Plan and make modifications as needed, the Commission might no longer have ministerial authority to block affordable housing projects and Monterey and Santa Cruz Counties will have greater discretion to approve affordable housing with low environmental impacts that serves a dire need to house agricultural employees working in the coastal zone.

Both Santa Cruz and Monterey Counties could explore the extent to which they can affect Coastal Commission authority and reviews of low-impact farmworker housing, both on- and off-farm, in coastal areas under the Commission's jurisdiction. Legislation introduced in the California Legislature in 2018, AB 2797 (Bloom), if adopted, would clarify that a density bonus, incentive or concession, waiver or reduction of development standards and parking ratios granted by a city or county to a housing project in the coastal zone shall not be a basis for a finding that the project is inconsistent with the California Coastal Act.

Other Local Land Use Approaches and Innovations

In addition to modifying and tweaking existing zoning and other land use codes, California cities and counties are increasingly adopting more proactive mandates and overlays through their zoning powers in urban infill and new-growth areas. In the following section, we discuss three land use strategies that may be considered by jurisdictions in Santa Cruz and Monterey Counties to stimulate more affordable and farmworker housing: Inclusionary Housing, Affordable Housing Overlay Zones, and Public Benefit Zoning.

1. Strengthen Inclusionary Housing Programs

One of the major land use tools not fully discussed in the MBEP report, which is roughly used by about a third of California jurisdictions, is Inclusionary Housing, also known as Inclusionary Zoning or Mixed-Income Zoning. As indicated in Table 22 below, we believe there are around 10 jurisdictions in the Monterey Bay Region that have elements of an inclusionary housing policy.

Unlike when a local government grants a State-mandated density bonus to a private developer voluntarily agreeing to include affordable units, inclusionary housing ordinances are voluntarily adopted by local governments and place affordable housing mandates on private residential developers.[92] As previously mentioned, the incidence of developers requesting density bonuses under the State's density bonus law is low, and thus fewer affordable units have been stimulated than anticipated. Inclusionary housing programs, in contrast, place the decision to include affordable units in the hands of local governments. It is a 'sticks-and-carrots' approach.

Below, we discuss how an inclusionary housing program can be a vehicle for generating new revenue for a local housing trust fund. However, its real power is in its capacity to not only produce affordable housing through the private market, in some cases without subsidy, but, just as importantly, create integrated communities that achieve social and economic inclusion of lower-income households and address fair housing and regional equity goals.

In a traditional inclusionary housing program, local governments require developers to build affordable units in new apartment projects or homeowner subdivisions, often in new growth areas and on infill sites, as a condition of gaining development rights. The percentage of units to be built, the affordability levels targeted, the number of years the units must remain affordable, and many other conditions are established in the ordinance. In many programs, local governments, at their discretion, can offer alternative compliance methods on a project-by-project basis, such as building the units off-site on another parcel, dedicating land to the local government or a

[92] In a few cases, like the City of Folsom, localities have been compelled to adopt inclusionary housing programs because of court rulings finding that their land use policies are discriminatory and in violation of fair housing laws and California Housing Element law.

nonprofit organization that can accommodate a comparable number of affordable units, or making a payment to the local government in lieu of building.

To make inclusionary housing adoption and implementation both more financially and politically palatable, local governments typically offer developers 'sweeteners', such as increased density above and beyond what is required in State law, parking and design concessions, expedited processing, and fee waivers and deferrals. Some jurisdictions make it quite easy for developers to opt out of building the units. In fact, since two lower court rulings in 2009 that limited local government powers to impose inclusionary requirements and the demise of redevelopment in 2012, many cities and counties have weakened their inclusionary programs and moved to a 'fee-first' system. In other words, paying an in-lieu fee is no longer a default option, but the main compliance method, in many ways indistinguishable from a housing impact fee. (Note: See Financing Section below for discussion of housing impact fees.)

Most market-rate developers will not want to build, own, and operate the inclusionary units and, instead, will seek to offload these responsibilities and partner with a nonprofit housing development organization that knows how to cobble together subsidized financing and manage affordable housing for the long-term. The nonprofit developer may even produce more affordable units than would have resulted if the market-rate developer had built them, either on the same site or a nearby site.

Another variation is for the market-rate developer to build the inclusionary units integrated within a market-rate development and then lease or deed ownership of them to a nonprofit organization that will take on long-term operational responsibility. From the outside, the affordable units should be indistinguishable from the market-rate units, although local governments may allow these units to be somewhat smaller and less amenity-rich in the inside. This would be somewhat similar to the old Turnkey Program operated by the U.S. Department of Housing and Urban Development in the 1960s when Public Housing Authorities would contract out construction of units to private builders who would then 'turn the key' over to the Authority upon completion. In this scenario, local governments and nonprofits would have to be vigilant to assure quality and avoid the problems that arose in this program because of shoddy and delayed construction.

According to a study by the Nonprofit Housing Association of Northern California and California Coalition for Rural Housing in 2006, about 170 jurisdictions in the state reported having inclusionary housing programs. A deeper review of each ordinance and policy by CCRH concluded that there were closer to 145 jurisdictions with true inclusionary housing programs; some were really density bonus and impact fee programs. Table 20 lists eight of the 10 jurisdictions in Santa Cruz and Monterey Counties that reported inclusionary housing programs with years of adoption and targeted percentages of affordable units.[93] The oldest is in the City of Santa Cruz, adopted in 1979 in Measure O. The policies range from a low of 10 percent affordable to 35 percent affordable.

TABLE 20 JURISDICTIONS IN SANTA CRUZ AND MONTEREY COUNTIES WITH INCLUSIONARY HOUSING PROGRAMS

Jurisdictions in Santa Cruz and Monterey Counties with Inclusionary Housing Programs			
Jurisdiction	**Year First Adopted**	**Last Update**	**% Affordable**
Monterey	2004		20
Monterey County*	1980	2004	10-15
Salinas	1992	2017	20-35
Santa Cruz	1979		15
Santa Cruz County	1978		15
Scotts Valley	1995		15
Soledad	2005		20
Watsonville	1991	2001	15-20

*Update underway; RFP for consultants issued in January 2018.

Research shows that mandatory programs are more effective than voluntary programs and that build-first programs produce more affordable units integrated into new neighborhoods and infill areas than do fee-first programs. While nexus studies are no longer needed to justify imposition of an in-lieu fee, jurisdictions with funding resources may wish to contract for professional services to determine the right balance of sticks and carrots that will make for a successful program.

With the recent ruling by the California Supreme Court validating the City of San Jose's inclusionary housing ordinance and passage of AB 1525 in 2017 affirming the authority of local governments to implement rental inclusionary programs, both Santa Cruz and Monterey Counties and each city could consider revisiting and updating their programs. Moreover, the housing market has rebounded to pre-recession levels. A well-structured and balanced inclusionary program

[93] An online search of the City of Gonzales and King City housing codes could not confirm that these two jurisdictions have an inclusionary program that mandates a percentage of affordable units in new market-rate developments.

could be used to stimulate production of more low-income housing for rent and purchase, including units restricted or affordable to farmworkers living year-round in local communities.

2. Adopt Affordable Housing Opportunity Overlay Zones

Another strategy adopted by cities and counties in California is known as a Housing Overlay Zone (HOZ) or Affordable Housing Overlay Zone.[94] These zones are incentive-rich districts with layers of incentives added onto existing zoning ordinances to encourage developers to build housing, especially affordable housing. Incentives often used to stimulate production of affordable housing projects include:

- Increased density bonus
- Increased allowable heights
- Lower parking requirements
- By-right zoning or administrative project approval
- Streamlined permitting
- Allowing housing in locations not zoned for residential uses
- Impact fee waivers
- Lower parking requirements

HOZs offer a number of advantages to local governments and developers:

- *Avoidance of General Plan and Zoning Amendments*: HOZs do not require the rezoning of land. They create an additional set of development options that land owners can choose to exercise at their discretion. In locations not currently zoned for residential development, HOZs can enable housing construction without going through a lengthy process of amending existing plans and zoning.
- *No Additional Cost to Cities and Counties*: HOZs do not require additional expenditures of financial and human resources than would be necessary without overlays.
- *Customizable to Local Conditions*: HOZs can be tailored to meet the development needs and desired character of individual neighborhoods and districts.
- *Flexible Menu*: Incentives can be matched to the needs of developers to reduce their costs while leveraging the most public gains. They can be

[94] As for as we know, the following jurisdictions, all of which are located in expensive coastal counties, have HOZ policies or policies that include major elements of an HOZ: Alameda, Buellton, Burlingame, Capitola, Goleta, Los Gatos, Menlo Park, Novato, Orange County, San Mateo, and Tiburon.

used instead of or as a complement to density bonus and inclusionary housing programs.

- *Compliance with Regional Housing Needs Allocation (RHNA)*: HOZs offer jurisdictions a tool to meet their RHNA obligations for providing their fair share of the regional housing need without having to rezone large amounts of land for residential uses.
- *More Politically Acceptable*: Because HOZs are an incentive-based approach, they avoid some of the challenges and limitations associated with mandatory inclusionary housing, impact fees, or in lieu fee policies.

To stimulate more farmworker housing in the Pajaro-Salinas Valley Laborshed, and other areas of the two counties, an innovative strategy would be to create Farmworker Housing Overlay Zones. These hyper-rich incentive districts, if carefully structured, could encourage both for-profit and nonprofit developers to produce housing for agricultural workers. Nonprofit developers may be more inclined to set aside farmworker units in projects that are 100 percent affordable, while for-profit developers might see an advantage in including farmworker units in market-rate developments.

County and local governments, working in partnership, would identify the geographic areas of the HOZs, the amount of farmworker units required for projects to qualify for HOZ incentives, the package of incentives to offer to qualifying projects, and the extent of exemptions from discretionary project-level approvals. Jurisdictions could also award funding preferences to projects built in these districts.

In the event developers are hesitant to commit to long-term reservation of units for farmworkers given the cyclical nature of agricultural labor demand, the HOZ could allow the farmworker units to float. This means that:

if a unit is vacated by a qualified farmworker and the owner cannot fill the unit with another qualified farmworker within a specified waiting period, say, six months, or if the current occupant of a unit no longer performs qualified farm work, then the owner must make diligent efforts, including expanded outreach, to fill the next vacant unit with a farmworker.

As a last resort, if the owner absolutely cannot maintain the number of farmworker units required over a specified longer time period, the units could be 'decommissioned' for an extended period, but only upon a finding by local government that there is no imminent need for as many units to remain in restricted farmworker use. Vacant units that cannot be filled with farmworkers, instead, can be filled with other low-income occupants. The management challenges, however, of certifying the farmworker status of existing and prospective occupants and mixing and matching farmworker units is something that nonprofit developers would have a much greater capacity and appetite for than for-profit developers.

3. Capture Land Value Increases through Public Benefit Zoning

Like inclusionary zoning, Public Benefit Zoning (PBZ), sometimes called 'Land Value Recapture', can be used to generate new local revenue for affordable housing and is discussed in elsewhere in this report. And like an inclusionary housing program, it can be a powerful tool for leveraging production of affordable housing by market-rate developers in exchange for land use concessions.

The difference is primarily in the justification. Inclusionary housing is, in many ways, about creating inclusive communities where affordable units are built in new growth areas simultaneously with market-rate units to better achieve social and economic integration. PBZ, on the other hand, operates on the premise that land values are created, in large part, by public actions such as zoning designations and changes. Land values are also created by value-enhancing externalities like public investment in nearby roads, sewer, water, and electrical infrastructure, and schools, parks, hospitals, and transit. Therefore, when a land owner sells the property at a market price or moves to develop it, some of the value of the land imputed to public action should be 'recaptured' and contribute to community betterment, including affordable housing.

Upzonings from less intensive to more intensive land uses, such as from agricultural to residential, or single-family to multifamily residential, are the most obvious instances where public action confers increased land values on current owners through no actions of their own. The same can be said for increased density from reduction of set-backs, unit sizes, FARs, parking, and open space requirements, and increases in height. The tool of "tiers" of additional density/height has been utilized in San Francisco, with layering of additional requirements for each additional tier. The City also requires developers in areas rezoned from industrial to residential to produce more affordable housing than what is obligated under the City's inclusionary housing ordinance.

For farmworker housing, public benefit zoning can be used whenever land with agricultural, industrial, or commercial zoning designations is upzoned to residential, or when a single-family residential zone is rezoned to multi-family residential. Agriculturally-zoned land that is contiguous to an urbanized area, is not being used for agriculture, and has poor soil quality, could be a strong candidate for conversion to residential purposes, especially farmworker housing. Old warehouses and shopping centers could be converted to mixed-used sites that include farmworker housing.

When the land is undeveloped, or under-utilized, and its highest and best use is for housing, local governments can exercise their police powers to extract considerable benefits from land owners to recover some of the value they created in the land. These benefits can include a commitment from the owner or successor owner to build affordable housing for farmworkers, deed a piece of land for farmworker housing, or pay an in-lieu fee into a local housing trust earmarked for farmworker housing. In effect, PBZ can be used much like an inclusionary housing program.

Conclusion

This chapter has identified key land use regulatory and processing barriers noted by local government officials, affordable housing developers, agricultural employers and regional leaders. Setting aside the big question of politics, it also proposes a multitude of actions Santa Cruz and Monterey Counties and local cities could undertake using their own land use powers to contribute to solving the housing problems faced by area farmworkers. Some of these actions involve procedural and code reforms and are already under consideration in some jurisdictions in the region. Others build on the edifice of what already exists and enable additional local powers that, if adopted and implemented, would be at the cutting-edge of innovation.

There are many land use actions within the province of county and city governments that singly or in combination could help to encourage and facilitate the development of housing for both seasonal, migrant workers and year-round, permanent workers. Most of these actions are not a substitute for public financial investment that will also be needed to deliver affordable homes, especially for year-round residents who work in agriculture. Strategically targeted land use reforms coupled with increased funding, however, will open the door for greater farmworker housing opportunities.

The Study Oversight Committee reviewed the research and formulated the following suggestions for the Regulatory Reform section of the Action Plan:

Objective: Change regulations to remove barriers, streamline processing, and reduce costs for the development of farmworker housing.

R1. **Update Zoning:** Promote and fund the update of restrictive and outdated zoning designations that limit residential densities, height, setbacks, and Floor-Area-Ratios (FARs), especially in urban cores and corridors, and identify and eliminate unnecessary or redundant discretionary reviews that cause costly delays and discourage applicants.

R2. **Remove Barriers – Employer-Sponsored Housing:** Identify and eliminate barriers for the development of employer-sponsored housing while ensuring that the development is built to allow for future conversion to multi-family should the employer sell the property.

R3. **CA Coastal Commission Obstacles:** Remove impediments to farmworker housing within areas subject to the California Coastal Commission through update of Local Coastal Plans and reform the regulations governing the exemption of agriculture activities and permits set by the California Coastal Act.

R4. **SB 2 Funded Streamlining:** Apply for SB 2 funding to update zoning and revise other regulations to streamline production of farmworker housing and other housing types.

R5. **Priority Processing:** Allow for priority processing of by-right, year-round, permanent farmworker housing projects that meet underlying zoning requirements.

R6. **Ombudsman Assistance:** Fund and designate a point-person or ombudsperson responsible for shepherding farmworker housing project applications through the local government approval process and advocating for them. *Best practice includes an ombudsman in San Mateo County for farmworker housing.*

R7. **Template Plans:** Design and develop pre-approved plans and adopt modified development-by-right for farmworker housing, including dormitory-style, modular, and multifamily prototypes proposed on agricultural parcels meeting specified site and zoning criteria in unincorporated areas. *Best practice includes a recent approach adopted in Ventura County.*

R8. **Development Impact Fees:** Encourage local jurisdictions to consider adopting ordinances that waive development impact fees for affordable farmworker housing.

R9. **Fee Deferral:** Support local jurisdictions in establishing development fee deferral programs for affordable and workforce housing and implement the program when requested by the developer.

R10. **Fees – Smaller Units:** Incentivize smaller, less expensive units by charging developer impact fees based on unit square footage rather than per unit and reducing minimum net land area per unit requirements.

R11. **Parking Requirements:** Encourage local jurisdictions to allow for greater flexibility in the provision of parking for affordable farmworker housing, where appropriate.

R12. **Mixed Use Requirements:** Provide greater flexibility in the ratio of residential and commercial space in mixed-use districts or zones to allow for more space that is residential.

R13. **Density Bonus:** Educate local jurisdictions about the application of state-density bonus to facilitate affordable farmworker housing and encourage the development of an enhanced or super-density bonus where appropriate.

R14. **Outreach:** Conduct outreach and education workshops to stakeholders and the public so that potential applicants and local communities better understand the rules and regulations governing farmworker housing.

R15. **Collaboration:** Encourage local jurisdictions to proactively collaborate with affordable housing developers and develop solutions that remove site-specific land use barriers whenever possible.

R16. **Staff Training:** Expand training of city and county staff and local elected officials about State and local land use laws and regulations and foster can-do collaborative mindset.

The Salinas Pajaro Agricultural Workers Housing Survey (SPAWHS)

Executive Summary

Within the complex agricultural system of the Salinas Pajaro Laborshed, we made a purposive effort to choose a representative sample of employers rather than attempt a random sampling. Once we completed our lists of employers, we called selected employers to seek their permission to interview a representative sample of employees. In the case of unwillingness to participate or inability to contact the employers, we contacted employers from alternate employer lists in the same type/crop/size category so as to maintain the representative nature of the selection. More importantly, we implemented a careful and systematic quota sampling technique to assure a representative sample of workers. We trained our interviewers to make sure that the final selection of workers included the proper share of different crops, type and size of employers, and areas of the region. In addition, the interviewers were directed to choose appropriate proportions according to several demographic categories including sex, age, indigenous language and H-2A status. We were successful in interviewing 420 workers across all the employers and came close to fulfilling our targeted quotas. (See Appendix 1 for list of targets vs actuals.)

Demographics of the Interviewees

In order to represent the farmworker population, our survey aimed to include more men than women. Of the total, 235 (59%) surveys were completed with men and 162 (41%) with women. About half of the interviewees were living with a spouse currently employed as a farmworker. And, men and women were relatively evenly distributed across age groups. A relatively high proportion of the interviewees (three quarters) were married.

The interviewee farmworkers are 92% immigrants. No effort was made to select interviewees by place of birth. However, (consistent with other surveys of California farmworkers) almost 90% of the interviewees were born in Mexico, 3% in Central America and about 8% in the United States. Almost two thirds of the interviewees came from just four states in Mexico: Oaxaca, Michoacán, Jalisco and Guanajuato.

The sample was targeted to gather half of our sample below the age of 35 years and half above. Because of this, the group reflected faithfully the relatively young average age (median 36.5 years in the SPAWHS) found in other surveys of California farmworkers. The mostly settled immigrant interviewees had been in the country for an average of about 15 years. The US born workers --mostly the children of farmworkers -- averaged only 26 years of age.

The clear majority of the immigrant farmworker interviewees have very few years of schooling, having only complete primary school. Most of the small number of US born have completed high school.

About one fifth of the interviewees were follow-the-crop migrants who had spent time outside the two county area to do farm work. These migrants tend to rent rooms (without kitchens) rather than apartments and houses more than the settled workers. About half of these migrants come alone to the two-county area while the others bring close family members with them. The most common destinations for those who migrate were Yuma, Oxnard and Huron. Of the migrants who responded to this question, 80% say that they would prefer to have a permanent home in the two counties.

Demographics of other members of the Household

There were 223 households with a parent and minor child living with them. These 223 households had 528 minor children (about equally divided by gender). There were 31 single mothers in the population with a total of 73 minor children (with approximately half boys and half girls) living with them.

While the interviewee farmworkers are 92% immigrants, the majority (60%) of the rest of the household residents are US born. Almost half are US born children. The immigrant family members had been on average in the US for a long period of time. This was true even for the relatively few child immigrants. But it is worth repeating that almost all of the children of immigrants (93%) were born in the US.

Among US born family members, education rates are relatively high with most adults having finished high school. Among the immigrant family member adults, like the interviewees, most had only finished primary school. There were almost no children working in the fields from these families. But, about three quarters of adult household members were farmworkers.

Types of housing:

Most farmworkers live with others (largely other farmworkers) who are outside their family budgetary unit. Non-related adult men and women, and non-related families were all common "joint tenants". For the entire set of dwellings, the "extra" residents add an average of 3.2 people per dwelling. Overall, the residences averaged over 7 people per dwelling when both family and "joint" residents were combined.

Sometimes, owners or renters will rent out one or more of the rooms (or other spaces[95]) in their house or apartment. Twenty-eight percent of owners and 18% of renters rent or sublease to joint dwellers. Many people were reported as sleeping outside of bedrooms, of these 79% were adults and 21% were children.

[95] These spaces may be garages, lean-tos, travel trailers or other livable units. A lean to is a structure with a single pitch roof attached to some other structure, like a tree or a wall, etc. It usually has one side open but not always. Travel trailers are not RVs. They are trailers used for vacation type travel. RVs may be one type of other liveable space. So may a garden shed, an old car, a camper shell, a play house. etc

Most of these non-bedroom sleepers take their rest in the living room or the garage.

About 15% of the dwellings report that they have extra people sleeping with them for a peak season in their dwelling. Very few of the respondents (17 of the total) say that they live in a house subsidized by a public or private agency.

The total number of people per room was calculated by counting all rooms in the residence except kitchens and bathrooms and dividing the household population by the number of these rooms. This population reports stunningly high rates above the severely crowded condition of 2.0 people per room. This is true of almost all the subgroups of the population. Another way to measure crowdedness is using the number of people per bathroom. Again, severe crowdedness was found for the farmworkers with averages for most groups at above 5 people per bathroom.

Among the respondents about two fifths live in houses, 30% in apartments and 19% in rented rooms (without kitchens) either in houses or apartments. Another 12% live in other types of dwellings, 89% were renters and 11% owners. However, a quarter of the owners own mobile homes not houses.

For the owner occupied dwellings, we calculated a mortgage paid per room. The median mortgage paid per room in the 29 houses that reported data is $320 per month and for the mobile homes it was $190 per month.

In order to determine the monthly rental cost per person, we created a rent per person variable. For this, the total rent paid was divided by the number of people per dwelling. Across all renters, the mean is $217 per month and the median is $185 per month per person.

The variables related to utility payments – electricity, gas, water -- were challenging to analyze since there were many methods of payment: paying separately for each, paying two or more together and including certain payments included in the rent.   Despite this obstacle, it was possible to determine that a large proportion of the population pays a substantial amount for all three of the utilities -- a mean range of $120 to $179 per month. Unfortunately, many of the costs were impossible to calculate with any certainty due to conflicting answers to questions. Many of the respondents had utilities included in rent but due to overlapping categories clear calculations were difficult. Those people (81% are men) who are living by themselves (almost half report living in rooms) rarely pay for utilities directly. Only 7% of these people pay for utilities compared to 40% for those who live in families.

The analysis of the payment for garbage, telephone service, cable service and internet is contaminated by overlapping reporting by the respondents. Probably the most interesting element of the responses to these questions is the number or proportion of dwellings that have each of the services. The data from these questions are useful in that they show that large numbers have telephone, cable and internet service but the information about payments for these is not useable.

A substantial number of respondents complained of some problem with basic housing conditions that they experience in their current dwelling. Out of those who responded, 188 complained about one or more conditions. In addition, an open-ended question was asked about complaints in dwellings where they had lived in the previous two years. There were 56 complaints registered about these dwellings. Also, when asked if the owner responded when repairs were necessary, 50 people responded that the owner took too long to fix the problem or did not fix it.

When asked about reducing expenditures on food or medicine due to the high cost of housing, fully 60% (215) of those that responded, responded affirmatively. Most (58%) respondents (211) said that they had heard of community programs to reduce rent.

Most farmworkers in the Salinas-Pajaro Laborshed go to work in their own car or in the car of a friend or relative. And, despite the long distances between the different parts of the study area, most farmworkers travel a relatively short distance to work. About two thirds travel less than 25 miles to work, and about three quarters report spending 30 minutes or less to get to work. It is a minority that have to travel far or take a long time to get to work. In most farmworker surveys, one finds high and frequent payments for rides to work from third parties. But, in this survey, most people pay for the gas for either their own or a friend or relative's car. The interviewees report that they are paying about $40 per week to get to work. The number of interviewees with a driver's license is substantial. Many seem to have benefited from AB 60 which went into effect for undocumented workers in 2015. Of the 215 that have licenses, 102 (or 47%) got them since 2015.

The data we obtained about travel to the store, clinic and school was not satisfactory. Those who responded about travel to the clinic and store did not report long trips.

The majority of the workers in our sample do not work all year in agriculture. The median of months worked is about 7.5. The workers who choose to follow the crops (FTC) and travel to Huron, Yuma, Oxnard or elsewhere are able to work more months per year. Among the FTC migrants, 44% work all year, while only 20% of the non-migrants obtain year round employment.

With respect to longevity with the current employer, the median is 4 years. However, almost a quarter of the workers have been with their employer for 8 years or more. Also, those who follow the crops, though they work more months per year, are less likely to have a long term employer.

The median annual income of the households studied is about $25,000, an amount that may be insufficient to make ends meet for many families in the expensive Salinas-Pajaro Laborshed.

Twenty-six percent of respondents worked on an organic or a mixed farm. We did not select workers on the basis of task. So, it is interesting to note that almost half of the workers report that they are harvesters, about 16% packers, many do unskilled pre-harvest tasks and many do skilled work such as machine operation or irrigation.

Median hourly wages were $12.79 while the mean was $13.64 per hour. Very few differences emerged among the different groups with regard to hourly wages. Apparently, grapes pay a bit less than vegetables and unskilled pre-harvest work is paid less than other tasks. There were no significant differences based on age, sex, or years in the United States.

Of the 357 farmworkers who were born in Mexico or Central America, many have assets in their home country. Seventy-four (or about one fifth) own a house in their home country and 26 own a plot of land to build a house. Twenty-six own land to plant crops and 19 have a car or truck in their native land.

Assets in the US are limited. Only 41 of the 357 foreign born respondents own the place they live. But, 223 own a car. Of the 31 US born in our sample, only 2 own the place where they live and fewer than half or 14 have cars.

Methods: Surveys and Interviews

Our study addressed a number of important questions with respect to the current and projected demand for agricultural worker housing for workers living in the Salinas-Pajaro "Laborshed." Because much of the information regarding recent developments is anecdotal, more in-depth and empirical research was necessary. The assessment was designed to reveal current housing conditions among farmworkers, identify demand for particular types of housing in the Salinas and Pajaro Valley region.

The most important method for obtaining answers to questions regarding housing for farmworkers is to gather first-hand data. In this case, we asked workers in the Salinas Pajaro Laborshed, employers in the study area and other stakeholders both within and outside the region. We collected primary data using three different tools.

- Agricultural worker Surveys: goal of 400 total. Completed 406
    - The agricultural worker surveys provide information on:
        - worker characteristics (year-round, seasonal, migrant),
        - composition of households and families,
        - current housing conditions,
        - affordability issues and
        - other data requested by stakeholders and agencies.
- Employer interviews: goal of 30 total. Completed 66.
    - The employer interviews address:
        - proposed changes to crop acreages and potential mechanization,
        - direct hires vs. contractors, and need for H-2A workers and
        - other information requested by stakeholders and agencies.
- Stakeholder interviews: goal of 15 total. Completed 21.
    - In depth interviews were held with various other key informants who have particular knowledge on agricultural housing.

Farmworker Survey

We carried out an employer-based, face-to-face survey with 406 selected farmworkers who are employed in the Salinas Pajaro Laborshed. The survey instrument was developed with CIRS staff, Dr. Rick Mines and a subcommittee of the Oversight Committee. There were 11 revisions before the survey instrument was completed and approved for use. This included several pre-tests and careful review of the Spanish translations of technical terms that would be appropriate for the age and region of origin of the farmworkers to be interviewed. The full instrument is in Appendix 4 in both Spanish and English.

Sampling Frame

Within the complex agricultural system of the Salinas Pajaro Laborshed, we made a purposive effort to choose a representative sample of employers rather than attempt a random sampling. Reviewing the sampling universe in the region, we determined that a purposive, systematic targeted sample would actually be more representative than a random sample. So we developed such a sample frame to gather information on where farmworkers currently live, under what conditions, how much they pay for housing and their preferences for housing type and location, among other data requested by partners. It is essential to understand that our sampling was not a convenience sample to facilitate data collection, nor a true random sample, but instead a systematic effort to achieve representativeness. Our strategy required great rigor in its application.

The Sampling Universe

We started by creating a universe list of employers of all types in the Laborshed. In the universe of agricultural employers in the Salinas Pajaro Laborshed, we identified and worked from a list of 1,500 individual employers. This included farmers who directly hire workers (both open-field farmers and nurserymen), packing house managers, labor contractors and custom farm operators. We used data from multiple sources to create the universe list and to arm the list with sufficient data to allow us to take a representative sample. These data sources included lists of employers on crop association lists, Agricultural Commissioner restricted materials permit and Operator ID files, lists of Farm Labor Contractors from the California State Department of Industrial Relations, Division of Labor Standards Enforcement farm labor contractor licensing, California Department of Food and Agriculture, Pest Exclusion Branch nursery licensing program, U.S. Department of Labor's Wage and Hour Division farm labor contractor registration files, county agricultural commissioner production data, US Census data and other sources, including private lists of farm employers.

All FLC and Grower data from the agencies were obtained during the first months of 2017. At that time, only data for 2016 was available, owing to data processing delays at agencies which receive registration information from employers or their agents. For example, the FLC license records from DLSE were dated 3/15/17. What this administrative delay by agencies means is that lists used to identify employers during 2017, when interviews were conducted, were based on information valid for 2016 or the earliest months of 2017, not for all of 2017. Since FLC licenses expire during random months of the year, and newly licensed FLCs are approved as well all of the time, it was not possible to have a fully accurate, up-to-date list when interviews were initiated. Since we sampled employers using the strata of geography, crop, and type of employer differences we were able to ensure all were represented in the sample.

We strove to include each category of employer according to its share of the labor market and included the various distinct agro-geographic zones and crop groups of the Laborshed. Within each category of employer, we further differentiated by size of employer and then randomly chosen from within the various size strata. Given that we had a limited number of employer interviews to complete, we included in our selection as representative a sample as possible with regard to employer type, crop and size. We made lists of first, second and third choices of employers to interview in each subcategory and in this way if some employers refused an interview, we still retained the representativity of the selections.

Sampling Workers

Once we completed our lists of chosen employers, we asked the City of Salinas to send letters of introduction to all of them (1600) in early 2017 explaining the survey and asking for participation. Following this, we called selected employers to seek their permission to interview a representative sample of employees. In the case of unwillingness to participate or inability to contact the employers, we contacted employers from the alternate employer list in the same type/crop/size category so as to maintain the representative nature of the selection. We were successful in interviewing 406 workers across all the employers.

There are several subgroups of workers that routinely slip through an effort at random sampling. These include women, migrants, short term workers, those that don't speak Spanish, and young unaccompanied males. Our target sampling method assured participation of members of these groups. Unless there is a systematic effort to include all of these groups, they may not be represented. Therefore, the sampling began with a review of the Census data, National Agricultural Workers Survey data and other survey data to determine the proportion of the different demographics composing the agricultural labor force.

Once the categories of workers were determined, a selection sheet was created with target numbers of interviews for each category. The CIRS survey team manager was in close contact throughout the survey period with each of the surveyors and kept an ongoing count of targeted individuals after each interview (see Appendix 1). As one can see from the selection sheet, there were many overlapping categories; for example, a respondent could be a long-term, young, and indigenous woman. The interview team continued interviewing until all the goals in the second column were fulfilled.

All interviews were conducted in person. When employers gave permission, the interviewers went to the workplace (field, transportation hub, or packing facility) to speak briefly about the study and collect contact information to arrange to conduct the interviews outside of the workplace at a mutually convenient time. About a third of the farmworkers interviewed were identified elsewhere, in places such as churches, community centers, and gathering places.

Due to the national atmosphere around increased immigration enforcement, there were some concerns at the beginning of the summer 2017 about potential cooperation with the study. California Assemblymember Anna Caballero taped Public Service Announcements that were released to Spanish-language media to assure the community about the integrity of the study and the secure confidentiality of the data collected. The interviewers encountered no problems with farmworkers refusing to be interviewed because of security concerns. A large factor in their confidence and comfort level is likely attributable to the personal qualities of the interviewers, who established good rapport with the people they were seeking to interview.

The farmworkers were informed that all information was confidential. They were handed a bilingual card with a statement about confidentiality, that no information about legal status would be requested, and Dr. Rick Mines' phone number for any questions. The surveys took from 30 to 60 minutes. The farmworkers were compensated for their time with twenty dollars cash.

All the interviews were checked for completion and accuracy by the CIRS survey manager and the tabulation of the overlapping target sampling scheme was closely watched to make sure that the goal of representativity was achieved.

Employer Interviews

A survey of agricultural employers in the Salinas Pajaro Laborshed was also conducted as part of this assessment. In order to obtain a complete overview of the agricultural employment landscape within the region, the survey included growers, farm management companies, packer shippers, processors and farm labor contractors working in the Salinas Pajaro Laborshed. This series of interviews provided insight from the employers' perspective into the composition of the workforce, where they live, and what type of housing they live in, how they are hired, what work they do, and more. The employer interviews provided data on changing demand for workers and challenges to being successful in the region. We obtained employer information including: current and projected acreage in various crops; wages and benefits; production techniques, including density of plantings and mechanization; current and projected labor requirements, including permanent and seasonal employees; current and projected use of farm labor contractors and vineyard management companies; reasons for direct vs. indirect hire; and current and projected provision of farmworker housing. We also asked employers about potential farmworker housing models that they would like to see implemented in the area.

We completed 66 telephone and in-person interviews with agricultural employers in the Salinas Pajaro Laborshed. The interview process permits more probing and open-ended responses resulting in more complete information than that obtained in a mail or online survey and results in more responses. One goal of the interviews was to solicit the views of employers about the status and availability of farm labor and farm labor housing in the Laborshed.

Stakeholder interviews

The project also interviewed 21 other respondents who are active in the industry and could give us insights into the perceived housing needs of workers. Key informants were identified with the assistance of the Oversight Committee. These stakeholders included employers not included in our selection process – both farmers and farm labor contractors -- farmworker advocates, housing developers, housing managers, land use planners, service providers, lawyers and academics.

These interviews explored a range of issues, including perceived demand for additional farmworker housing, perceptions of the type of housing currently available and statements on the needs and recommendations for improving farmworker housing.

Recruitment, Training, and Supervision of worker interviewers:

The interviewers were recruited in May and June 2017 through flyers distributed by Oversight Committee members to their contacts, including community colleges, universities, and community organizations. Announcements were posted on City and County websites and Facebook pages. In June, twenty interviewers were hired and trained. They were male and female, ranging in age from 20 to 60 years of age. All were native Spanish speakers and local residents with knowledge of different areas of the Pajaro and Salinas Valleys. Some had connections with multi-lingual speakers of indigenous languages to assist with translations.

The interviewers were thoroughly trained by Dr. Rick Mines, an experienced farmworker survey expert, and CIRS survey manager, Ildi Carlisle-Cummins. In addition to training the surveyors in how to complete the forms, there was also a section on ethics in social science research that met the NIH standards[96]. The interviewers were accompanied for at least two interviews by either Dr. Mines or Ms. Carlisle-Cummins to be certain that the interviews were properly implemented. Interviewers were required to review their interviews within 24 hours of implementation to check for, and correct, any recording errors. The survey manager did not pay the interviewer for the interviews until they were correctly completed. CIRS staff oversaw the entire survey process in collaboration with Dr. Rick Mines. The training manual used is included in Appendix 3.

Analysis of the Data

Demographics of the Interviewees

The SPAWHS captured a representation of both men and women among the farmworker interviewees. Twenty-three H-2A workers[97] (all men) were excluded from this analysis because of their unique situation. There is a separate report of survey results about them at the end of this section. As a result of this exclusion, there were 397 interviewees, including 235 men (59%) and 162 women (41%) in the primary sample.

Many of these households are composed of married couples both of whom are farmworkers. Of the 235 men, 139 (59%) live with their wives and 103 of these wives are also farmworkers. Of the 162 women interviewees 108 (66%) live with their husbands and 94 of these husbands are also farmworkers. So, in sum, 197 of the 397 (or roughly half of the interviewees) live with a spouse or companion who is also a farmworker.

These male and female respondents were distributed relatively evenly across age groups. There were no women less than 18 and a lower proportion of them were above 60 years of age (see Figure 21).

[96] https://www.niehs.nih.gov/research/resources/bioethics/whatis/index.cfm

[97] H-2A is a visa program for agricultural workers who are allowed into the US temporarily without their families.

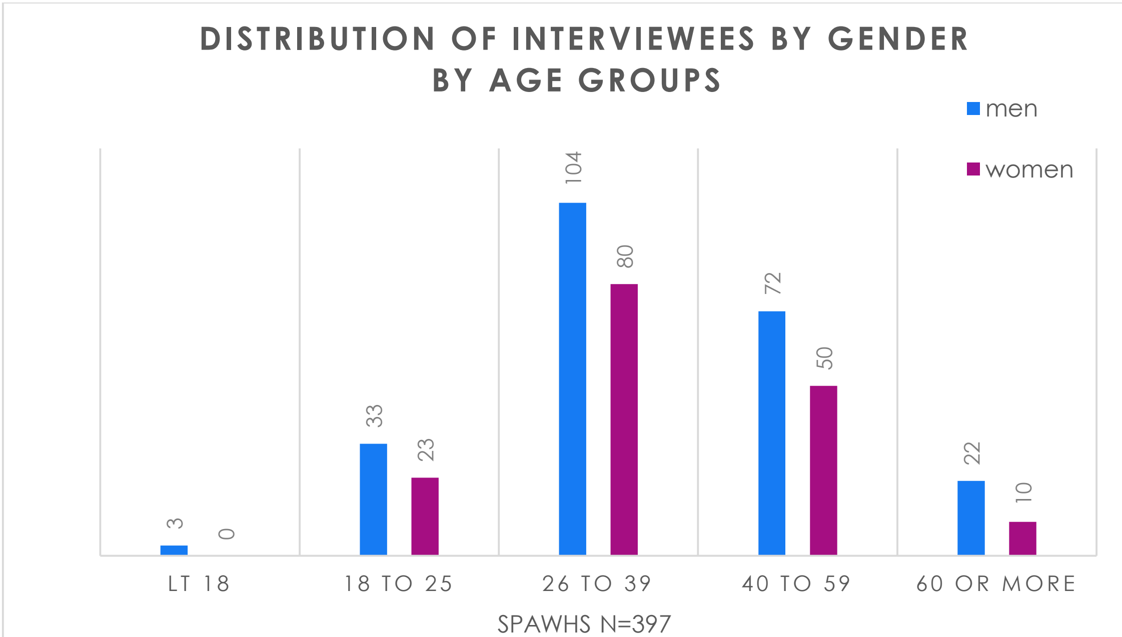


FIGURE 21 DISTRIBUTION OF PARTICIPANTS BY GENDER AND AGE

Thirteen percent of the sample were indigenous Mexicans.[98] Some indigenous interviewees who would have self-identified as indigenous may have been missed. There were no follow up questions seeking this information. In observing the community there is a distinct impression that the universe of farmworkers has a higher percentage of indigenous than the surveyors were able to identify (see Figure 22).

[98] Of those interviewed, most could communicate in Spanish but spoke their native language much better. We found some translation services were available in clinics and social service centers especially for Triqui and Mixteco speakers.

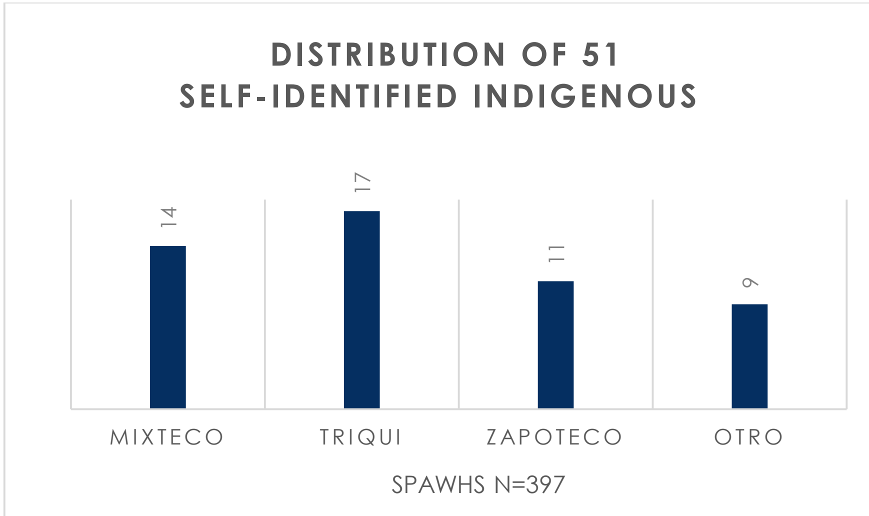


FIGURE 22 SELF-IDENTIFIED INDIGENOUS WORKERS

Almost 90% of the interviewees were born in Mexico and about 8% born in the US. These "locally" born were mostly second generation children of Mexican immigrant farmworkers. There were also 3% Central Americans. Almost two thirds of all farmworkers in the Salinas Pajaro Laborshed come from four Mexican states: Oaxaca, Michoacán, Jalisco and Guanajuato (see Figures 23 and 24).

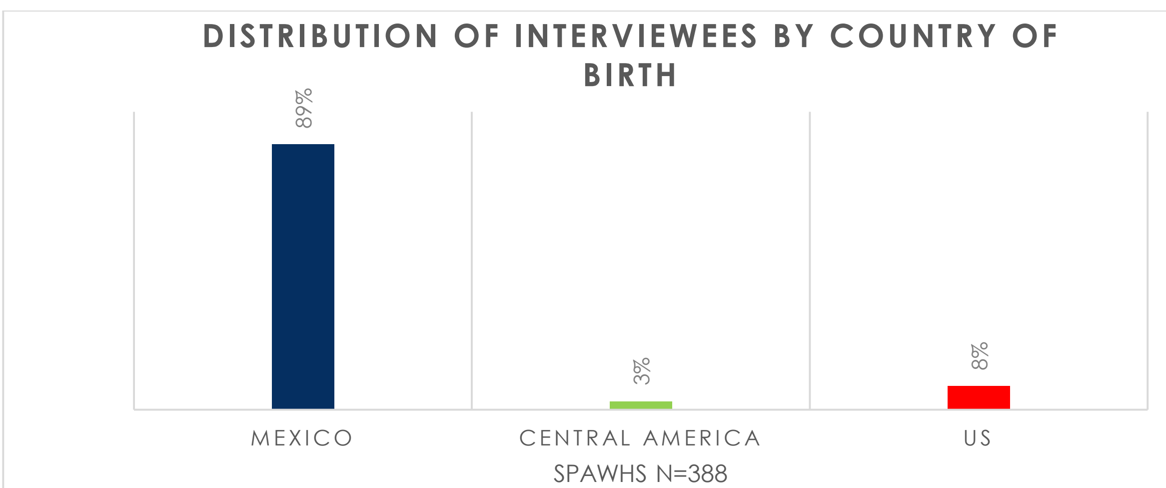


FIGURE 23 INTERVIEWEES BY COUNTRY OF BIRTH

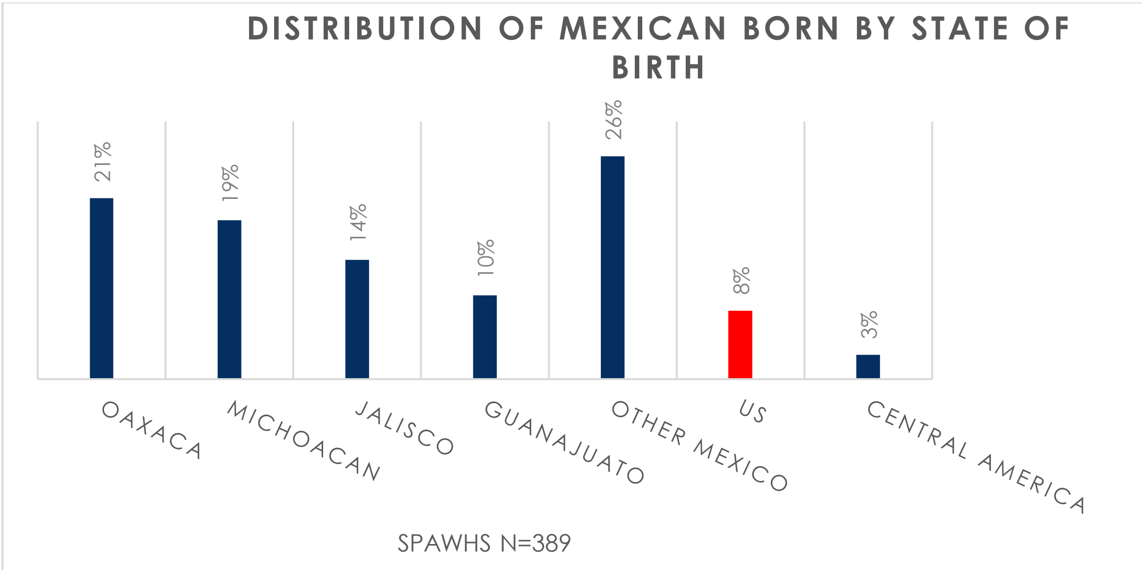


FIGURE 24 DISTRIBUTION OF INTERVIEWEES BY PLACE OF BIRTH IN MEXICO

About three quarters of farmworkers we interviewed are married, a proportion considerably higher than the California average of about 50%[99]. In the age groups, 26 to 59 a full 80% are married (see Figures 25 and 26). Only 34% of those 18 to 25 are married while 82% of those 40 to 59 are. A considerable proportion of these are not living with their spouses who may be in Mexico.

[99] https://www.mercurynews.com/2007/09/12/california-marks-marriage-milestone-majority-are-unwed/

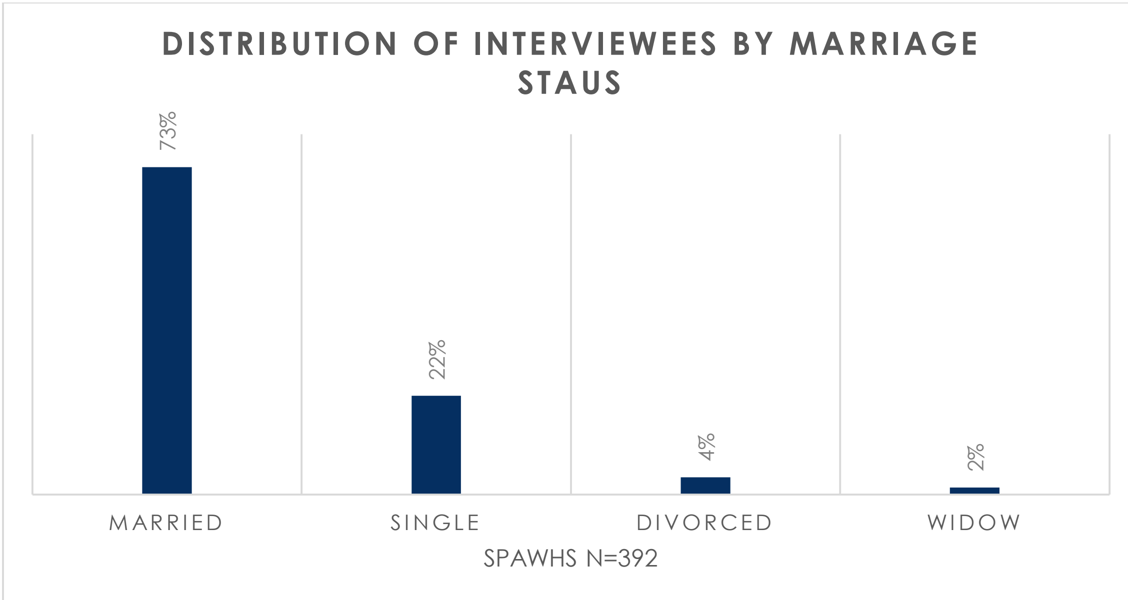


FIGURE 25 INTERVIEWEES BY MARRIAGE STATUS

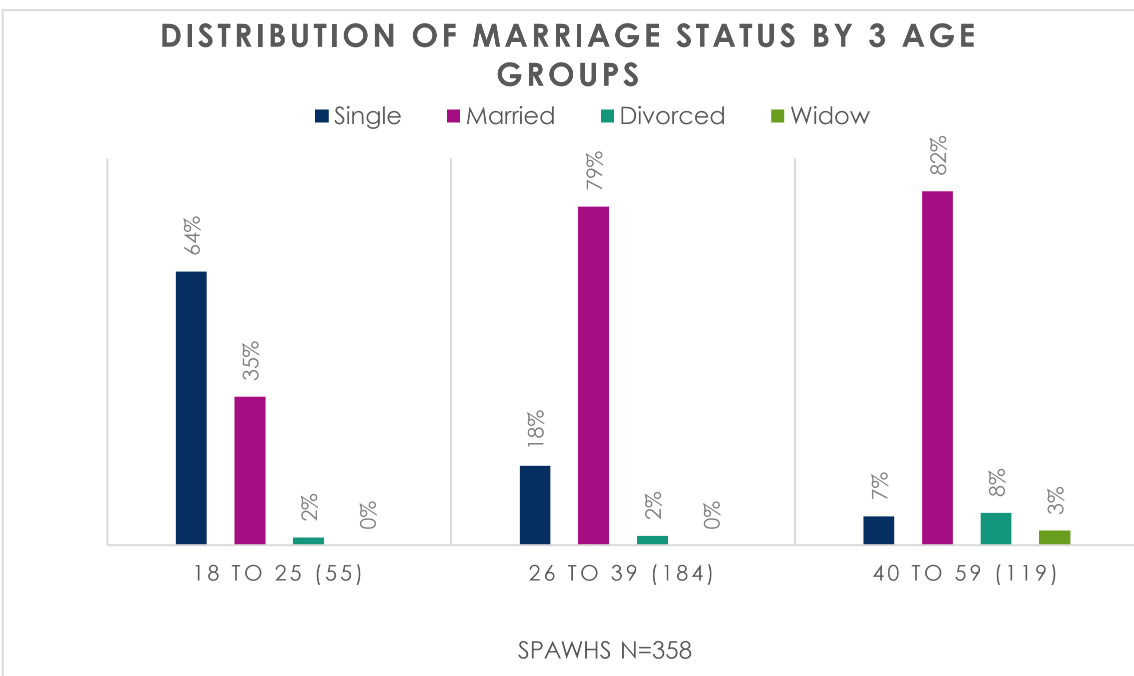


FIGURE 26 MARRIAGE STATUS OF 3 AGE GROUPS

The median age of immigrant farmworker interviewees is 37 years for women and 36 years for men. One can see from Figure 7 below that, on average, the participants come to the US at about 20 years of age.[100] Figure 27 shows that the women have been here a shorter time than the men (15 years vs. 17 years). The indigenous group, with a median of 12.5 years in the country, have been here much less than their mestizo compatriots (17 years). But, on average, all groups (92% of all sampled farmworkers are immigrants) have been here for more than ten years. It should be noted that these farmworkers are still in the beginning to middle of their working years on average (36.5 years median). The median age of the US born, is much lower (26 years).

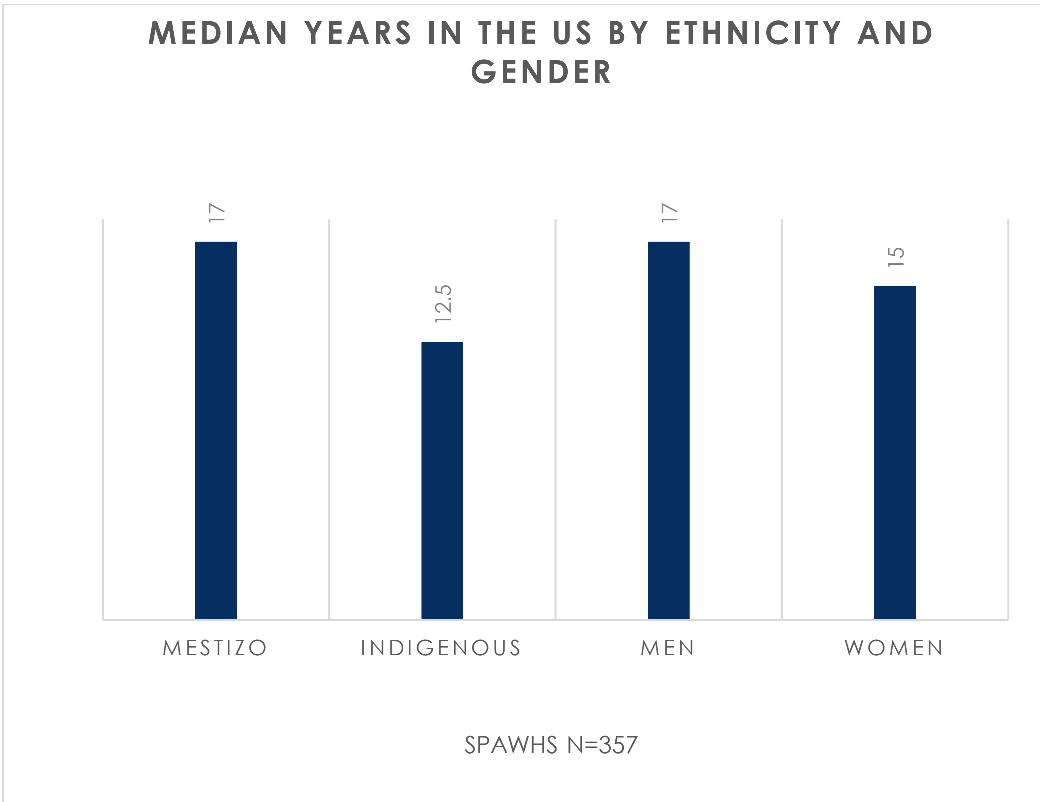


FIGURE 27 MEDIAN YEARS IN US BY ETHNICITY AND GENDER

One statistic that has not changed much over the last 40 years despite the increasing education level in Mexico is the low level of schooling of immigrant farmworkers working in California. The clear majority of farmworkers we spoke with have very few years of schooling. Most of the U.S. born workers have been to high school but most of the immigrants have only finished primary school.

[100] We can calculate this by subtracting the approximate average of 16 years in the US from the average age 36.

The indigenous interviewees average less than a primary education level or 4.5 years (see Figures 8 and 9).

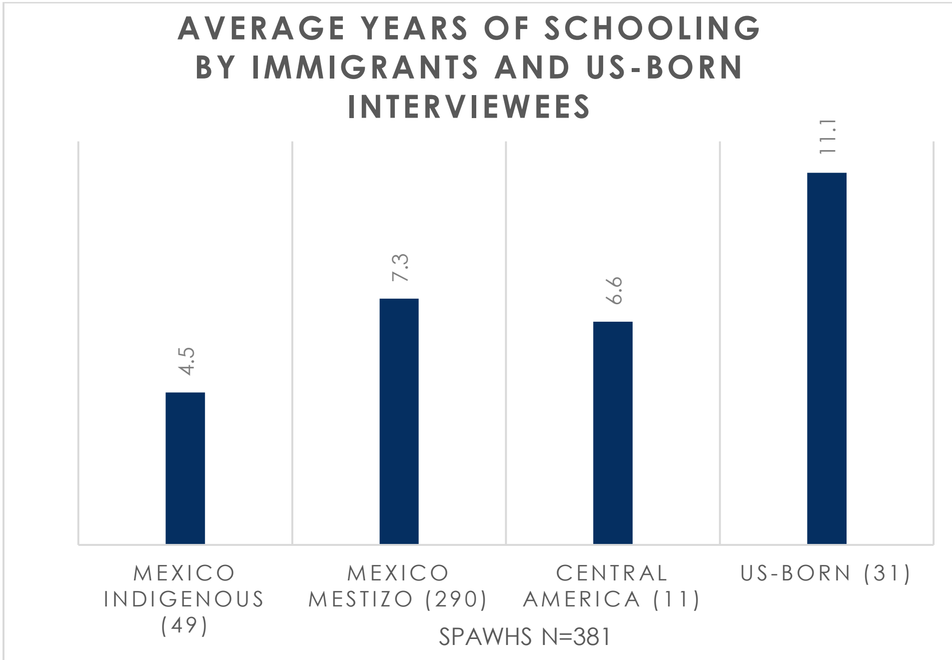


FIGURE 28 YEARS OF SCHOOLING -- INTERVIEWEES

Again, one can see clearly in Figure 9 that most of the U.S. born have completed high school (57%) while most of the immigrants have only completed primary school (53%).

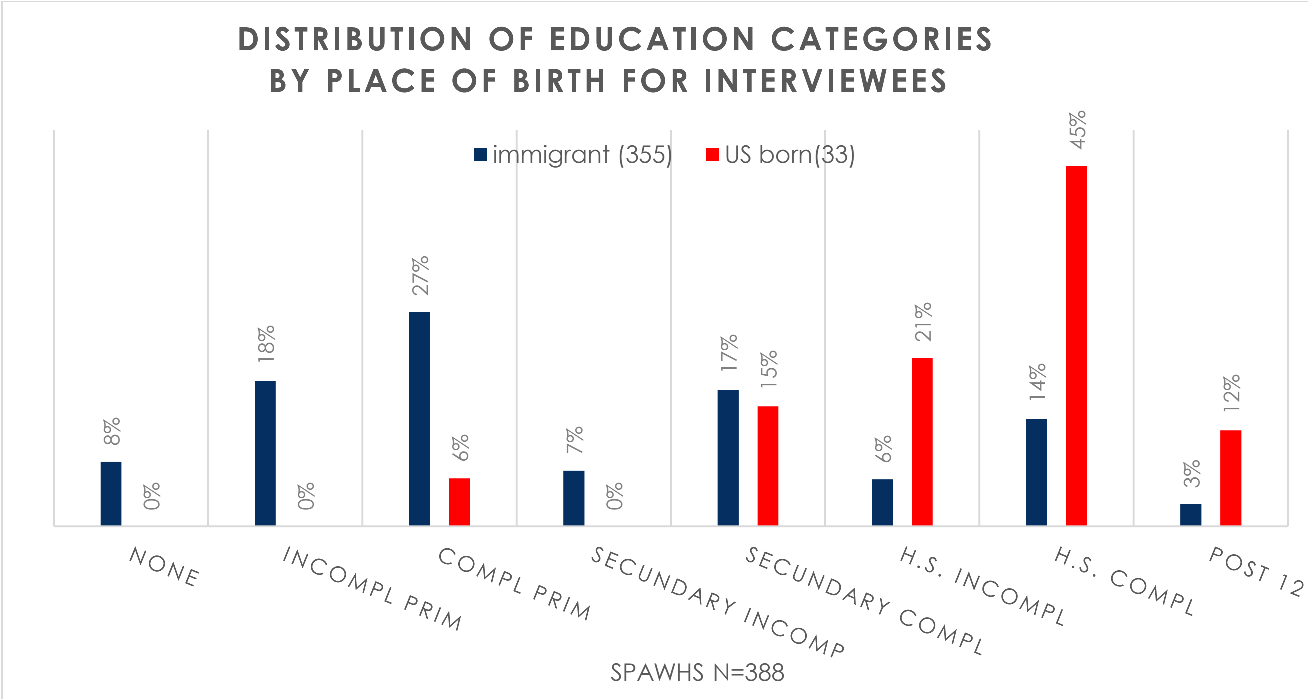


FIGURE 29 DISTRIBUTION OF EDUCATION BY PLACE OF BIRTH

Definitions of the Household Units

> "Two-thirds of America's households are also classified as families, according to the latest figures from the U.S. Census Bureau.
>
> Those two terms -- household and family -- are often used interchangeably, but the Census Bureau draws a careful distinction:
>
> • A household consists of one or more persons living in the same house, condominium or apartment. They may or may not be related.
>
> • A family has two or more members who live in the same home and are related by birth, marriage or adoption.
>
> Think of it this way: All families are also households, but not all households are families." (Thomas, 2012)

In this report a different total sample number is used for different purposes depending on the quality of the data for the question at hand. For many of the analyses there were a total of 397 in the sample (all the interviewees, except the

H-2As) but for some of the analyses, related to the number of "extra residents" in the household, 9 interviews were excluded since their housing data was difficult to tabulate. For that reason, for some of the analyses, a sample size of 388 was used.

In order to discuss demographics of household units, it is important to understand a few organizational constructs that describe the different kinds of households. For example, the households are divided into 3 types (see Figure 10). First, the solo people living in their own budgetary unit were identified. All but 6 of these 67 singletons (solo households) live jointly with others in a dwelling so they were all categorized as "joint" dwellers. Next, there are individuals who live with their own family but also live jointly with others who may or may not belong to their family. And, finally, another group is made up of single family households who live alone in their own space. One can see in Figure 10 that the majority (54%) live in joint space with other individuals or families.

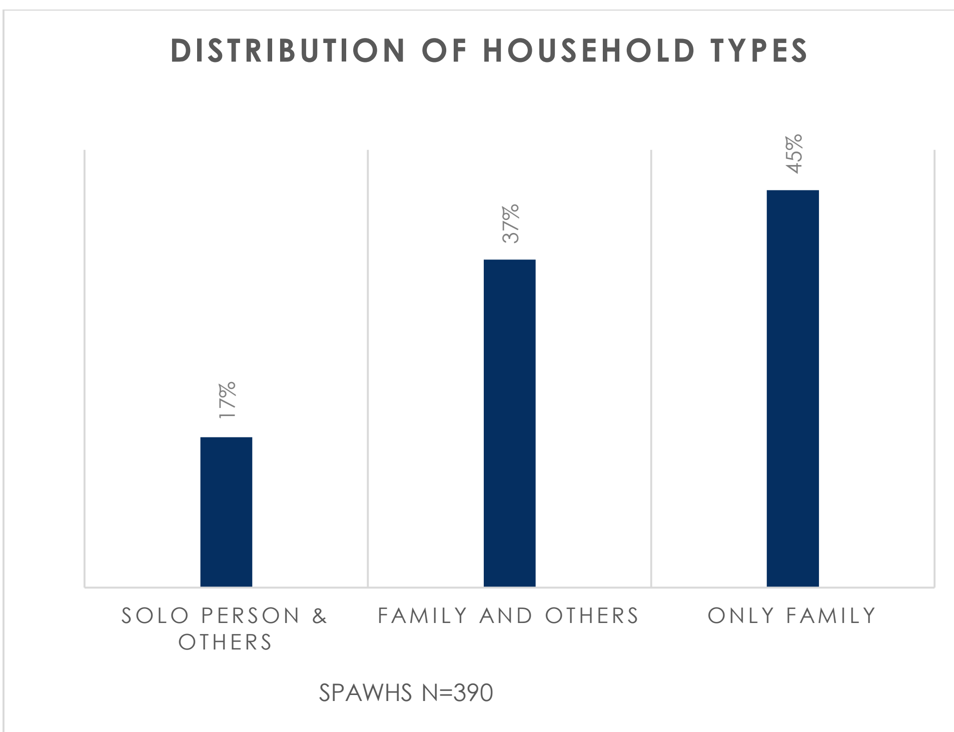


FIGURE 30 HOUSEHOLD TYPES

Other Definitions Used

Parents with Children: Households with parents and children were identified. Families with parents (223 of the 397) and single mother families (of which there are 31) were identified.

Follow the Crop Migrants: People who leave the target counties to work elsewhere were identified as "follow the crop migrants" (FTC).

Shuttle Migrants: Those who leave the target counties for 6 months or more were identified as "shuttle migrants".

Associated Household Members: There is also a category of the population described from data that excludes the interviewees and is made up only of the other members of these families/household units. As with the interviewee data, the categories of migrants, joint households, two parent households and single mother households are also used to analyze the data.

Indigenous: People from home towns in Mexico where the Native American language is still spoken rather than native Spanish speakers. (self-identified)

Immigrants: People included in this study who were not born in the US.

Adult: 18 years of age or older.

In addition, there are data reported on income level, crops and tasks, and location of residence in the two-county area.

Household Units--Who are household members?

This section will primarily describe household or family members of the workers who were interviewed but who were not interviewed themselves (associated household members). The figures and population discussed in this section will refer to these family/ household unit members unless otherwise indicated. The data on associated household members differs from the data on interviewed workers.[101]

[101] The term household and family are used interchangeably in this report. Both are defined as the budgetary unit. Namely, if a group of people (overwhelmingly blood relatives) share the budget they are counted as a family or household. Those outside the family (budgetary) unit that reside in the same living space or dwelling are called "joint dwellers."

Ninety-two percent of the farmworkers interviewed are immigrants. But 59% of family members that live in their households are U.S. born. Fully 48% of the family members in these households are U.S. born children under the age of 18. The household members over 25 are predominantly immigrants (see Figure 11 below).

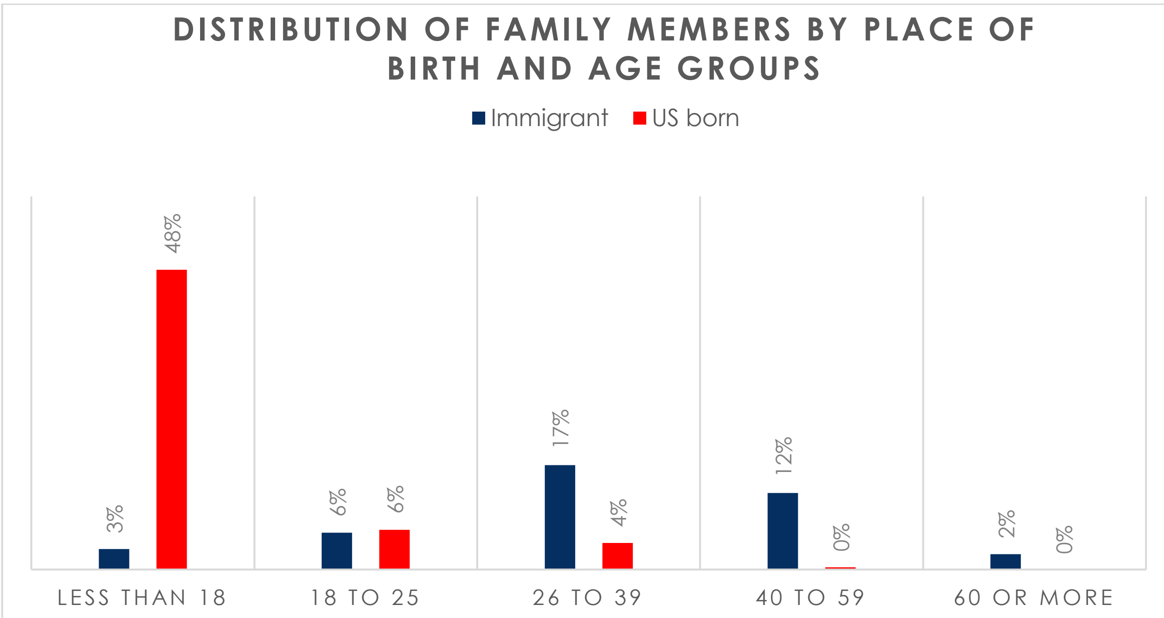


FIGURE 31 DISTRIBUTION OF ASSOCIATED FAMILY MEMBERS BY PLACE OF BIRTH AND AGE

The 432 immigrant associated family members for which there is information have been in the country a long time given their age. The median length of time in the United States for those few children born abroad is ten years. For those who are older, it is logical that the older they are, the longer they have been in the country (see Figure 12 below). Among the households headed by an immigrant only 7% of the children under 18 were born abroad and 93% are US born. This is a very settled immigrant group of farmworkers.

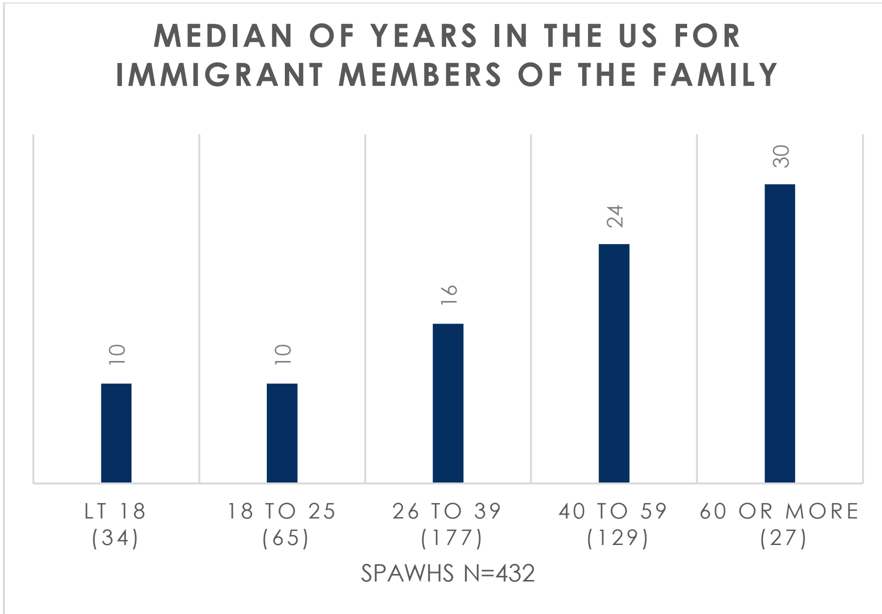


FIGURE 32 MEDIAN YEARS IN US FOR NON-INTERVIEWED FAMILY MEMBERS

Education and Farm Labor Participation of Associated Household Members

The children's education data in the survey results indicate that the interviewees' minor family members (both for the US and foreign born) are attending school at approximately their appropriate age level. However, for the 513 adults living in the families, the educational achievement was far different for the immigrants when compared to the US born. The median years of school for immigrant adults living in these families was 6 years while median years of schooling for the US-born adults living in these families was twice as long-- a median of 12 years. Those 49 Mexican-born adults from indigenous families had a median schooling of only 4 years. The details are clear from looking at Figure 13 below. Fully 88% of the US-born adults in these households completed high school and 28% attended some college level education. For the foreign born in these families, 56% had only a primary school education or less and only 18% finished high school.

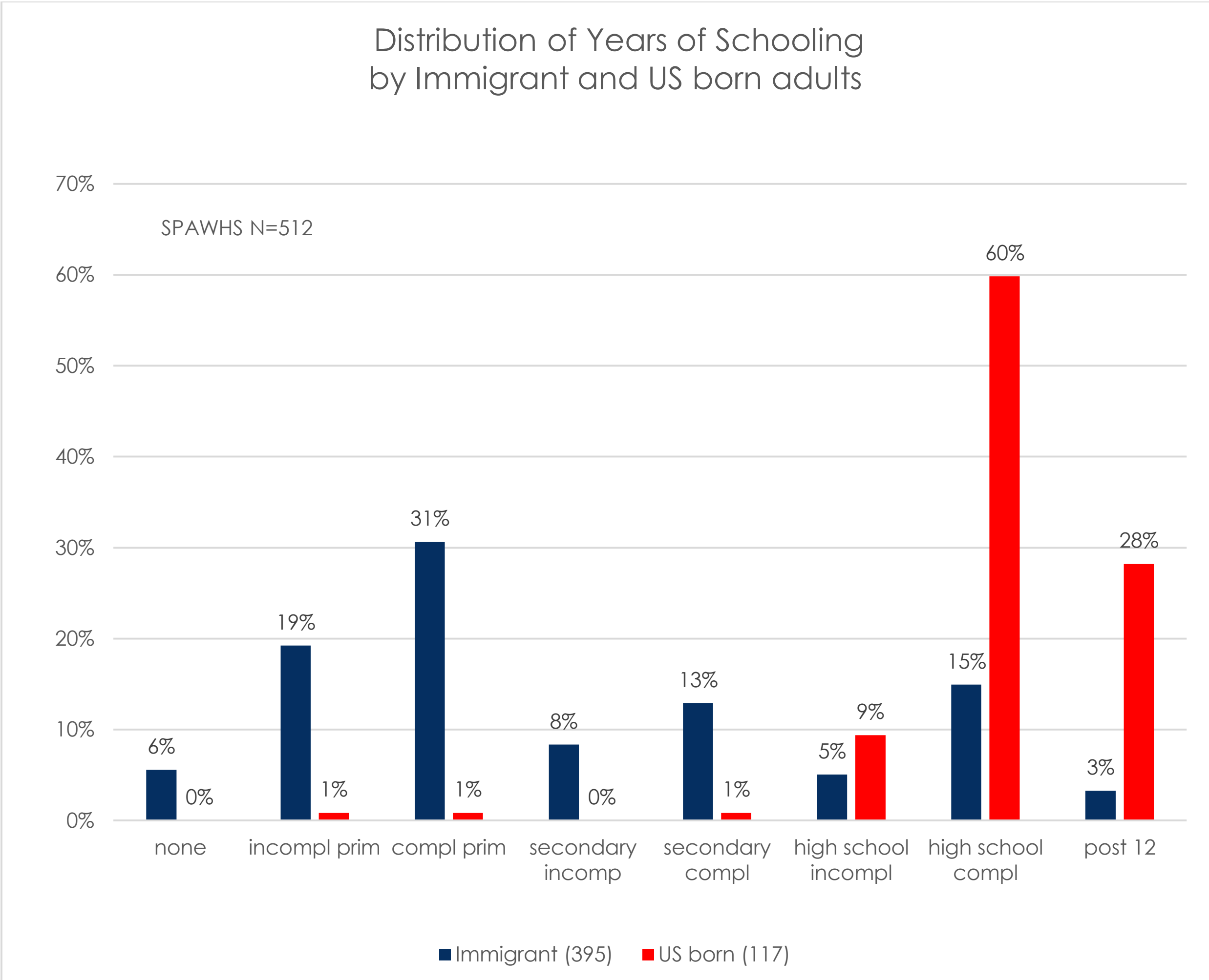


FIGURE 33 YEARS OF SCHOOL BY US V IMMIGRANT ADULTS (NON-INTERVIEWED)

The practice of farmworker children attending school is verified by the fact that few are reported as working. Only 7 children from these families were working at farm work. Thus, according to the SPAWHS, child labor in these times of relative labor scarcity is rare. However, among the adult family members, fully 73% worked in agriculture at some time during the year before the survey. As can be seen in Figure 34, for those 40 to 59, 86% were farmworkers.

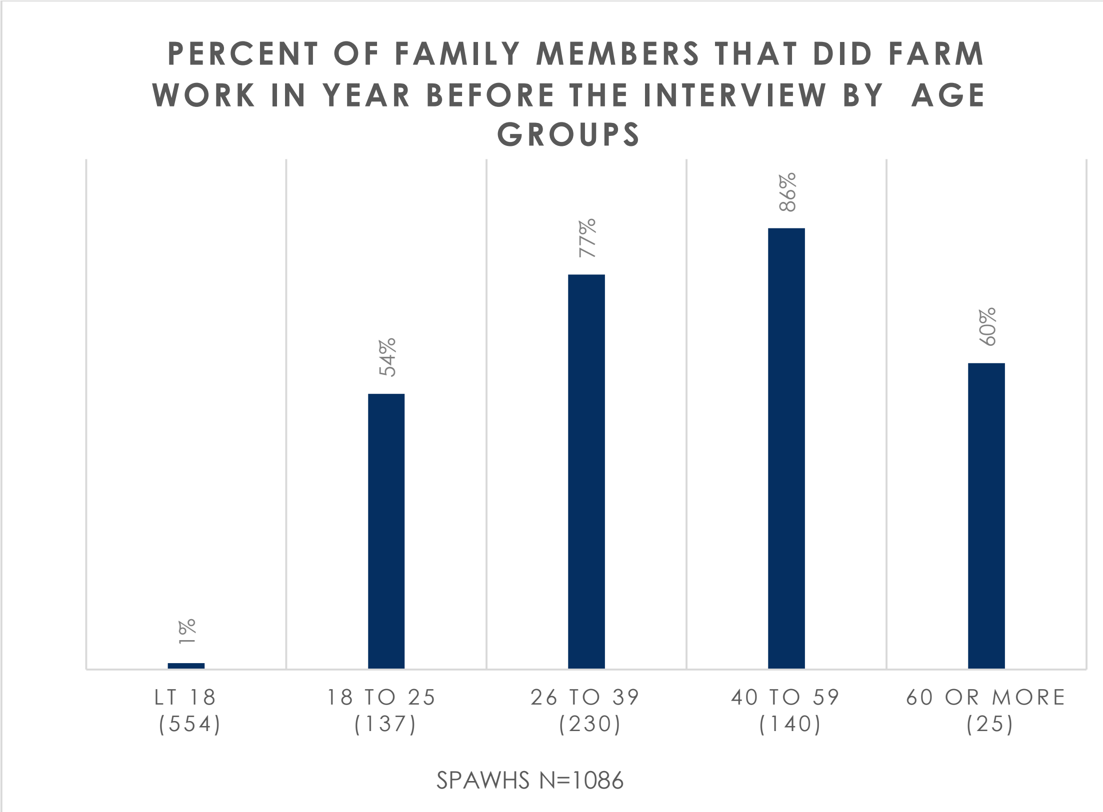


FIGURE 34 PERCENT OF FAMILY MEMBERS WHO DID FARM WORK IN PAST YEAR

Migrant Farmworkers in the Salinas-Pajaro Laborshed

Workers were classified as follow-the-crop migrants (FTC) if they spent some time working on farms outside of the two target counties. Of the 390 we were able to classify in this manner, only 81 (21%) left the two counties to work. As shown in Figure 35, a higher percentage of men reported this behavior (25%) than women (15%).

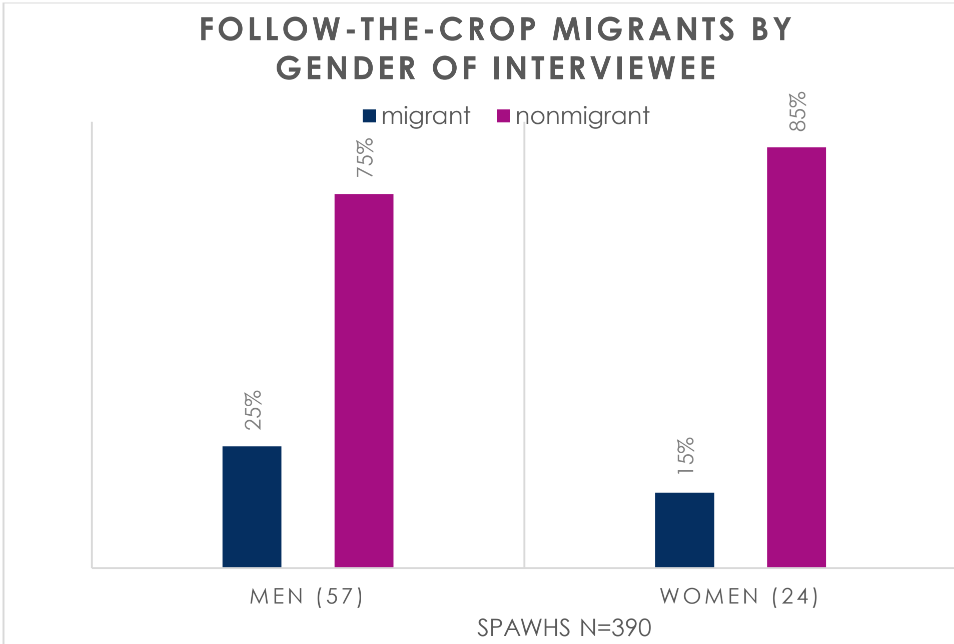


FIGURE 35 GENDER OF FTC MIGRANTS

As one can see by comparing the bars in Figure 36, migrants, unsurprisingly, tend to live in rooms, apartments and motels and rather than in houses when compared to non-migrants.

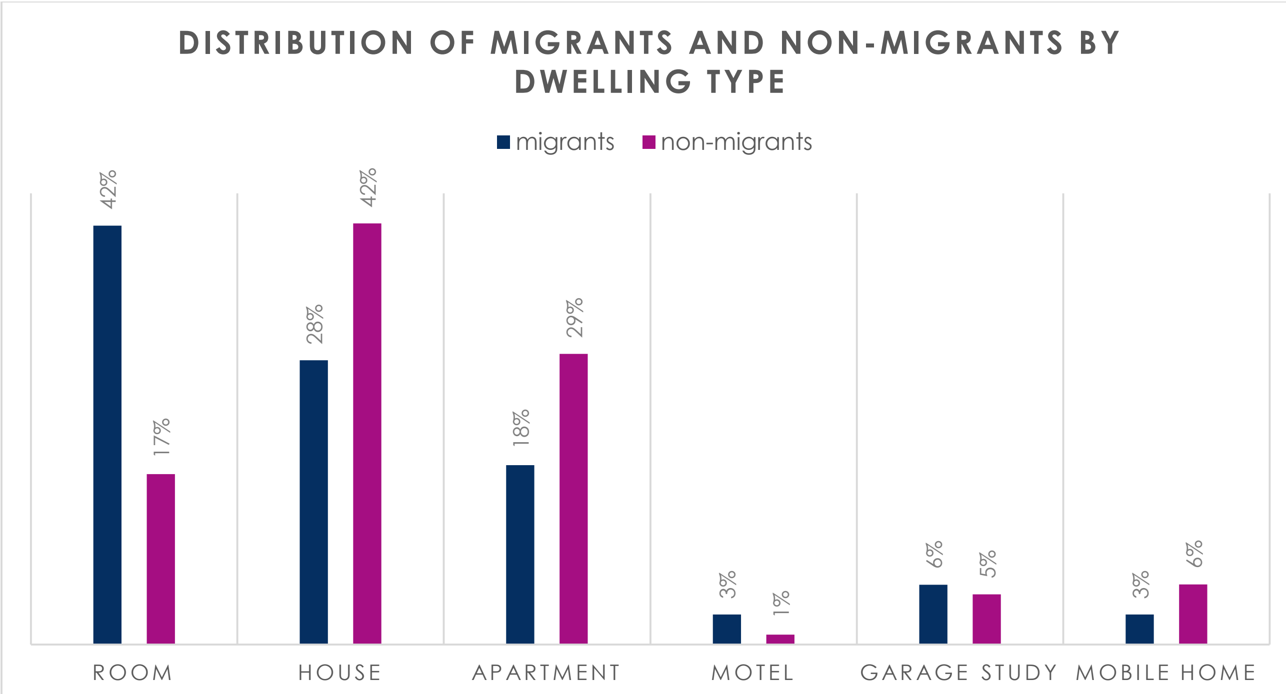


FIGURE 36 COMPARISON OF DWELLING TYPE: MIGRANT AND NON-MIGRANT

It was possible to determine with whom many of the migrants lived while in the Salinas Pajaro region. Most (53%) stay in the county without their close family members. But, significant proportions have their spouse or spouse and children accompanying them (see Figure 37).

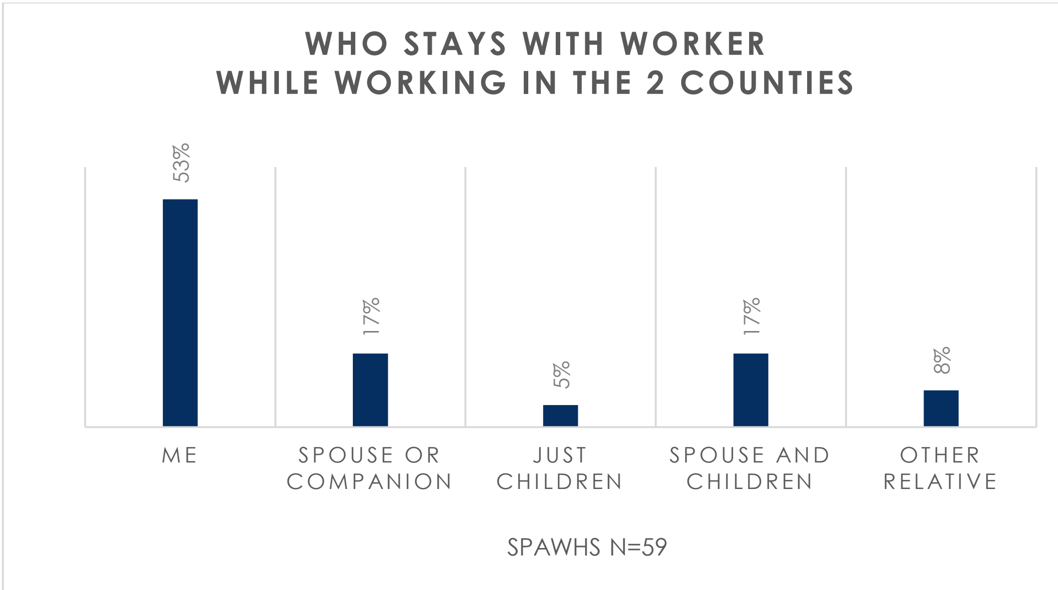


FIGURE 37 WHO LIVES WITH WORKERS WHILE IN SALINAS PAJARO

Seventy migrants reported where they travelled when they migrated. Figure 19 shows the major destinations, with Yuma, Oxnard and Huron being the most frequently mentioned.

Of the migrants who responded to this question, 80% say that they would prefer to have a permanent home in the two counties. The most common responses as to why they would prefer a long term home in the area were a desire to be near work and family, to obtain more privacy and to obtain more tranquility by not having to move from place to place.[102]

[102] See qualitative data report for more detail on specific responses. The wish to live in a better location under more comfortable conditions, close to work and opportunity, was the overwhelming sentiment that came through in these responses.

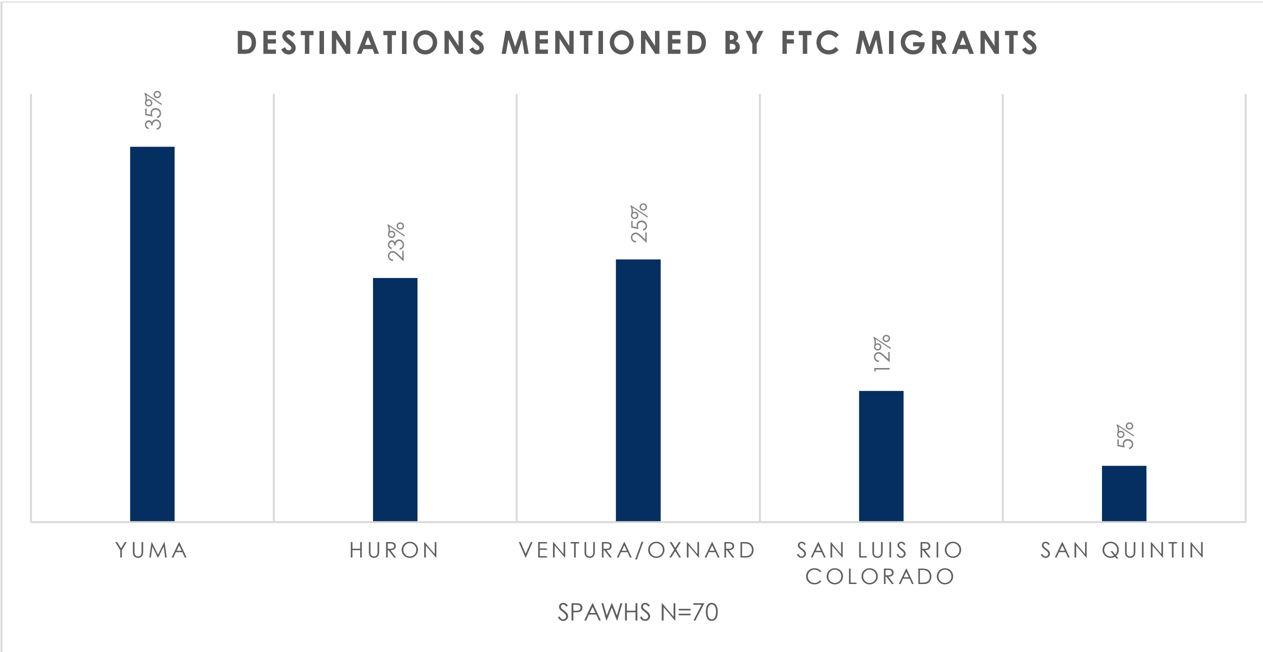


FIGURE 38 WHERE DO FTC MIGRANTS WORK?

There were a few shuttle migrants that spend 6 months or more outside the two counties. These were made up of 11 men and 8 women.

Household Types

Joint Dwellings

Strikingly, the SPAWHS data show that farmworker households are made up of mixed groups, including family and non-family members. The most salient feature of the data is that **most** people live with non- family members. This experience is unpopular among the settled, mostly married and veteran farm labor force whose children are enrolled in local schools. As one woman farmworker put it: "Don't think I want to live with two other families. I want to live alone with my husband and children!"

Of the 388 households with accurate household data, 209 or 53% have non-family members jointly living with them in the same dwelling. Sometimes this joint living situation means that non-family members live in improvised dwellings such as garages, and attached studios but most often people are sleeping in living rooms, kitchens or other spaces inside the main residence.

The exact locations where the "joint dwellers" at the addresses are sleeping will be detailed below (see Figure 39).

Table 21 shows that many non-family members lived at the 209 addresses which we call "joint dwellings" that share the space with the family of the interviewee. It was most common to have adult men living in these joint dwellings. There was a mean of 3.4 additional household members per dwelling where these "extra" men live. Adult women were next with a mean of 2.0 additional household members in the "joint" residences where they lived. And, it was also common to have either boys or girls outside of one's family living at the same address. For the entire set of 388 addresses the "extra" or "joint" residents add an average of 3.2 people per dwelling. Overall, the dwellings averaged over 7 people per dwelling when both family and "joint" residents are combined.

Table 21 Average Number of Non-Family Residents in Dwelling

Average Non-family Residents in Dwellings			
Group	Mean of all Dwellings	Mean of Dwellings where Group is Present	Total
adult men (185)	1.6	3.4	631
adult women (156)	0.8	2.0	314
boys (91)	0.4	1.8	165
girls (77)	0.4	2.0	147
All Groups	3.2		1257
SPAWHS=388			

There is evidence that many of these 209 joint households had parents and children living in them as "joint family" dwellers. Of the 209, 112 had both adults and children living together at the same address as "extra" or "joint" residents.

Table 22 Total Number of Residents in Dwellings

Numbers of all residents at the Dwellings		men	women
Younger than 18	Family members	321	298
	Extra Residents	165	147
18 or older	Family members	501	455
	Extra Residents	631	314
Total	**2,832 total residents**	**1,618**	**1,214**

Adding up all the family members and extra residents together for whom there are sex and age data in the survey, it is clear from Table 22 and Figure 39 that there are a minimum of 2,832 residents.[103] There are more men than women for two reasons. First, there are more young men workers in the United States from Mexico than women since they are more economically active. But, also, it should be remembered that men were targeted in our sample selection resulting in 59% of the sample being men.

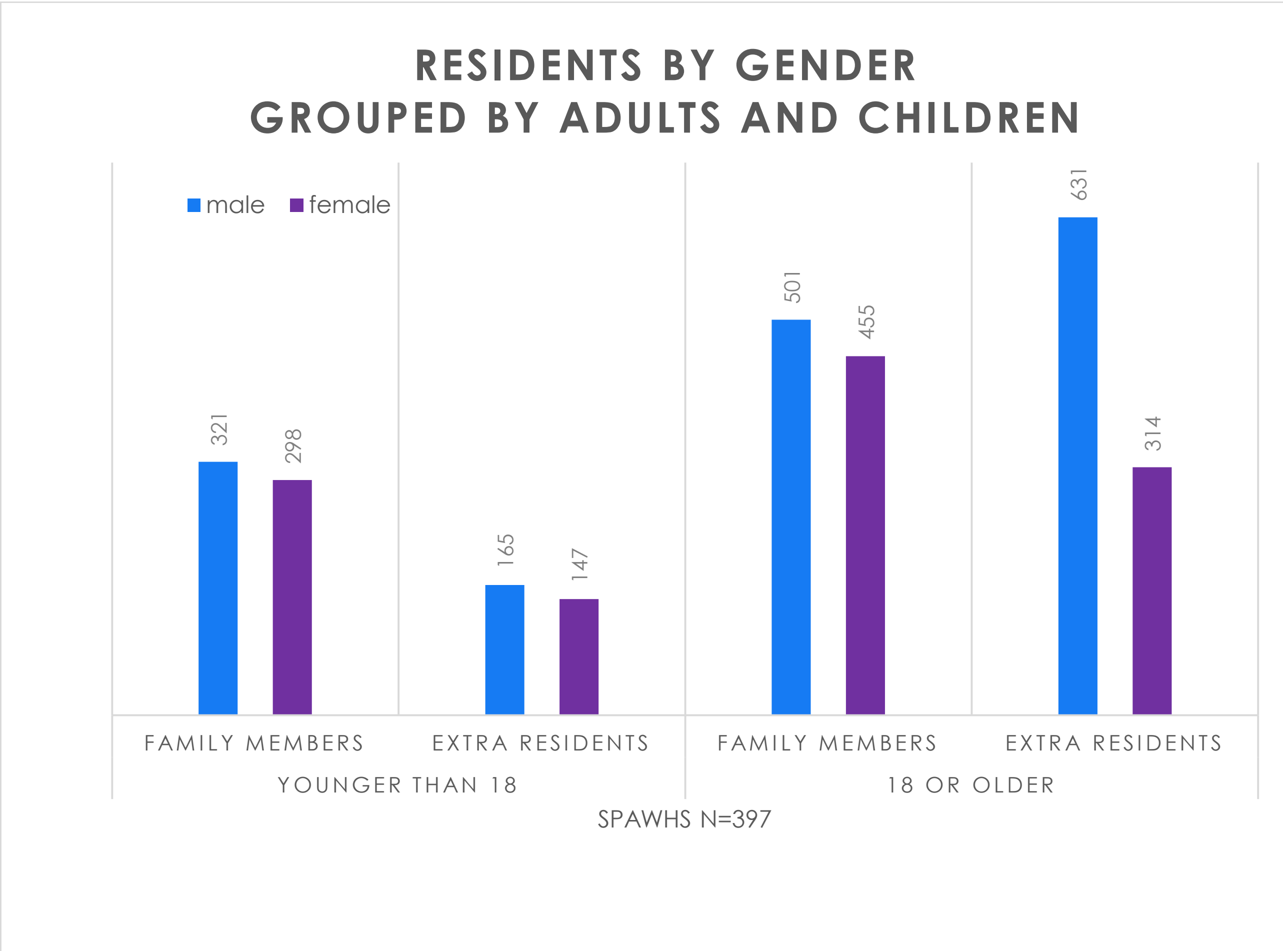


FIGURE 39 ALL RESIDENTS BY GENDER AND AGE

One of the ways that joint dwelling occurs is for the owners or renters to rent out one or more of the rooms or other dwelling areas in their house or apartment. In Figure 40, we see that 28% of owners and 18% of renters share their home. There were reports that many renters (or sub-renters have to make a payment

[103] We used the word minimum because I erred on the side of not counting residents unless there was validating data from different parts of the survey form.

for food that they are required to buy from their landlord (many of whom are renters themselves).

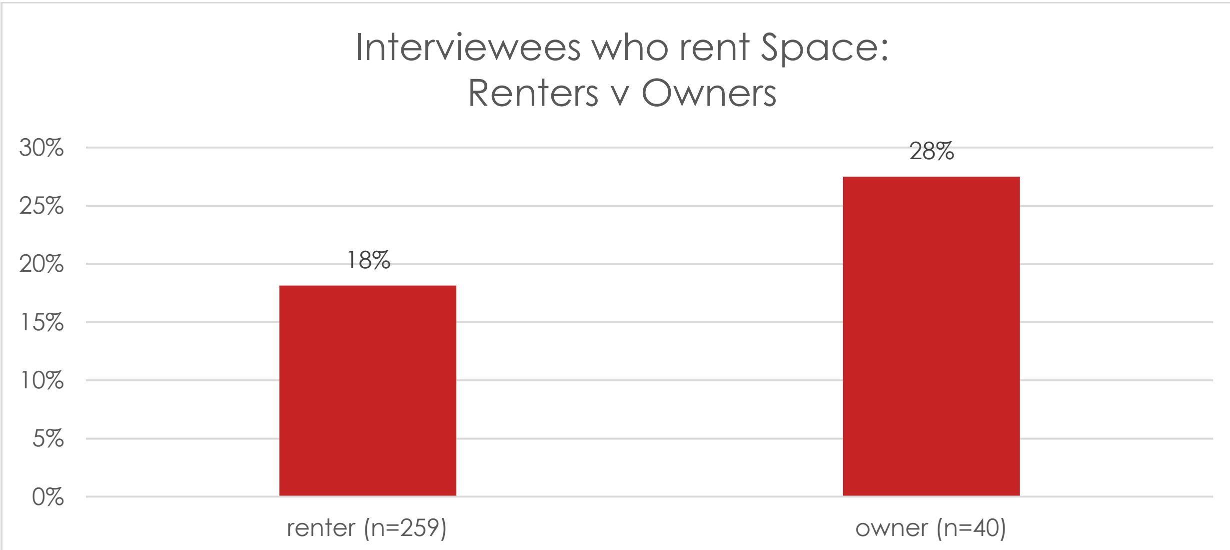


FIGURE 40 RENTERS AND OWNERS WHO RENT OUT SPACE

There are 445 people (about 16% of the total 2,832) who are reported sleeping outside of bedrooms. Almost all sleep in the living room (57%) or garage (32%). Of these sleeping outside of bedrooms, 79% are adults and 21% are children. There are many other people who are not part of the budgetary unit of the interviewee (joint dwellers) sleeping in what are considered bedrooms (see Figure 41).

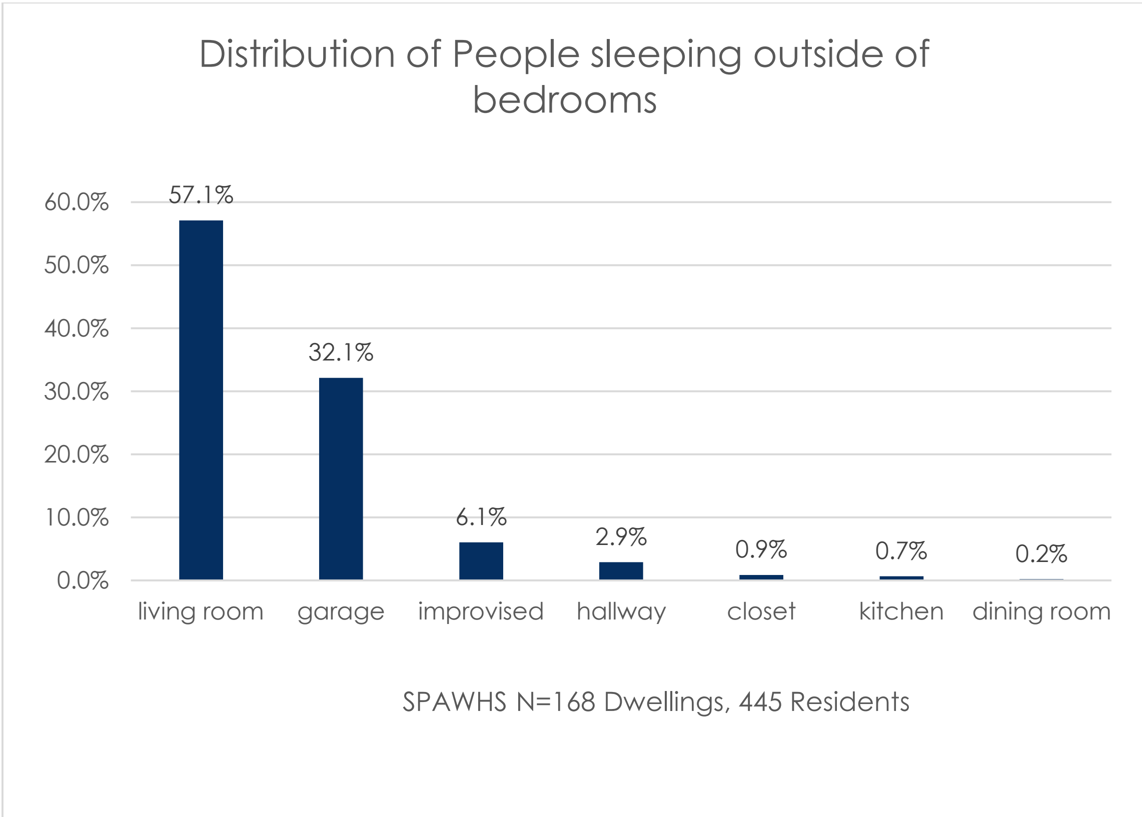


FIGURE 41 PEOPLE SLEEPING OUTSIDE BEDROOMS

Fifteen percent (60) of the households report that people sleeping in the dwelling increases for some part of the year. Forty-one seasonal residents (more than two thirds of these) arrive in the March to May period and leave in the October to December period. There are a few households that have extra people doubling up at their dwellings in the spring and winter.

There were 223 households with a parent and minor child living with them. These 223 households had 528 minor children. Of the households with parents and children living together, there were 31 single mothers with a total of 73 minor children (half boys and half girls) living with them.

Further findings about housing

As can be seen in Figure 42, most of the respondents live in a house, apartment or a rented room within one of these. Only 10% live in a garage, a studio (often improvised outside a building), a mobile home, or in a motel.

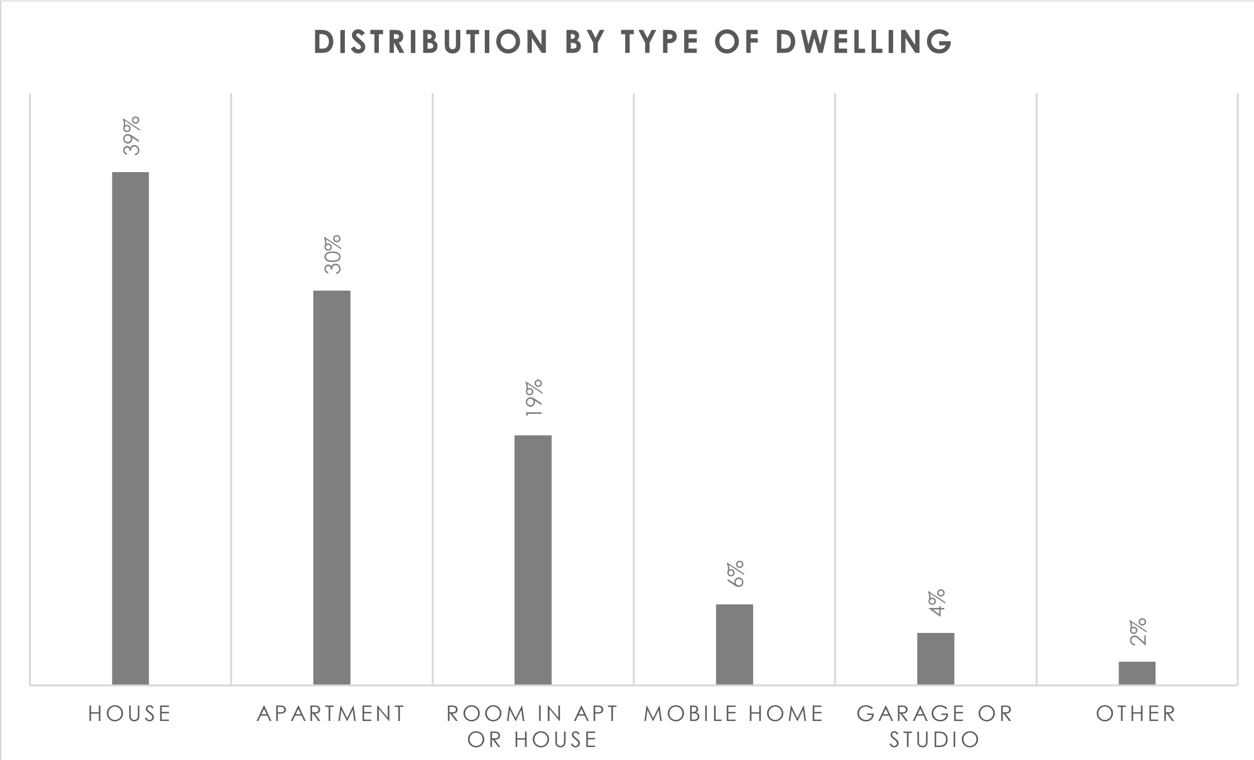


FIGURE 42 TYPES OF DWELLINGS

Very few of the respondents (17 of the total) say that they live in a house subsidized by a public or private agency. And, few of these people could identify the agency that was sponsoring the housing.

People per room

Data sets on housing reported by the Census Bureau and other US government agencies include data on number of people per room (ppr). In the US measure, all rooms are counted except kitchens and bathrooms. The measure of 1.0 ppr is considered the dividing line between crowded and not crowded housing whereas 1.5 ppr is considered severely crowded. Every effort was made to calculate the averages from the survey in as conservative a way as possible to not overestimate the level of crowding.[104] Despite this, in our sample of farmworkers in the Salinas Pajaro Laborshed, where the anecdotal evidence

[104] The analyst counted only data that was confirmed by corroborating information throughout the survey. When there was not corroboration, the lower number was used.

points to extreme crowding, most residences are in excess of 2.0 ppr.[105] The means and medians of various comparisons are shown in Table 23.

TABLE 23 PEOPLE PER ROOM BY GROUP

People per Room Various Groups			
	Mean	Median	N
All Farmworkers	2.3	2.0	388
Solo Person & Others (joint)	2.3	1.8	67
Only Family	2.0	1.7	177
Family And Others (joint)	2.8	2.3	144
Shuttle Migrants (6 Months Away)	3.4	3.0	17
FTC Migrants (Move Away To Work)	2.9	2.7	79
Indigenous	2.6	2.1	50
SPAWHS N=388			

All the data in Table 23 point to severe crowding for all groups of farmworkers. The most crowded housing is occupied by families that are living in joint housing (mean=2.8) and the two migrant categories (FTC mean=2.9). The lowest level of crowding, is in the families that live alone (mean=2.0). Still, all residences in this sample are severely crowded.

[105] By comparison the Indigenous Farmworker Study of 2008 found 1.75 per room. The National Agricultural Workers Survey using California Data from 2012 to 2014 found 1.19 per room for U.S. born and 1.46 per room for foreign born farmworkers.

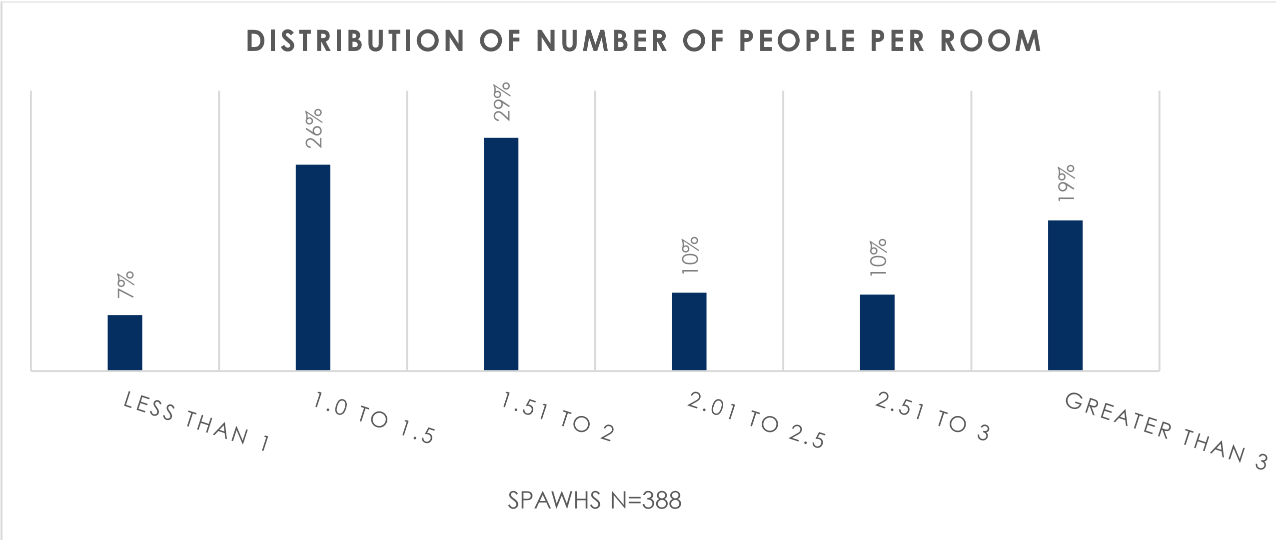


FIGURE 43 DISTRIBUTION OF NUMBER OF PPR

Another way of presenting this extreme crowdedness is by showing the proportions by levels of crowdedness (see Figure 43 above). Only 7% of residences sampled exhibit uncrowded conditions (<1 ppr) and over two-thirds (67%) show conditions of severe crowdedness (>1.5 ppr).

One can see from Figure 24 below that the crowding is a function of the number of people sleeping at a given address.

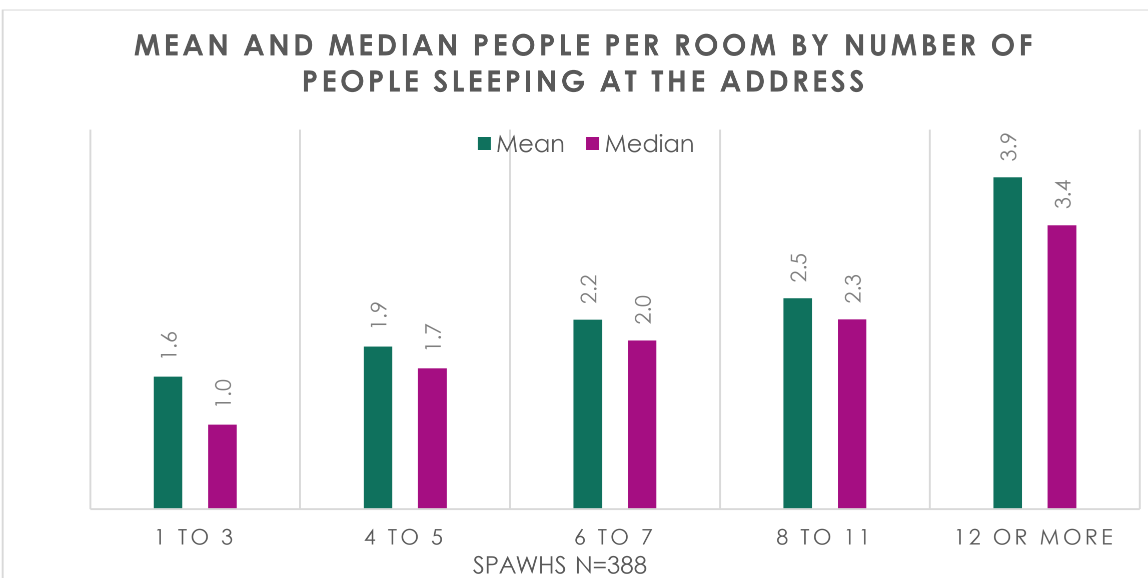


FIGURE 44 MEAN AND MEDIAN OF PPR BY PEOPLE SLEEPING AT ADDRESS

Another measure of crowdedness used sometimes is the number of people per bathroom. Again, extreme crowdedness was found for the farmworker sample. By this measure, crowdedness was worse (almost 7 people per bathroom) for the indigenous workers and the families living jointly with others.

TABLE 24 NUMBER OF PEOPLE PER BATHROOM

People per Bathroom			
	Mean	**Median**	**N**
All	5.2	4.5	383
Indigenous	6.9	6	49
Solo Person & Others	5.1	4	66
Only Family	4.0	4	175
Family And Others	6.8	6	142
SPAWHS N=388			

Descriptions of Dwellings: Rent or Mortgage

We grouped the dwellings where rent or a mortgage was paid into 6 groups. It is possible that the category for those who are relegated to a single room (in apartment or house) is undercounted since interviewers may have missed some of these examples and just recorded the respondents as apartment dwellers. In addition to the code in survey question (C2)[106], several room-dwellers were added using notes put on the questionnaires by the interviewers, but in some cases no note may have been taken. Several of the 391 respondents covered in this section paid nothing for housing but lived at a church, sponsoring rancher or with relatives.

Figure 45 shows that about two fifths of participants live in houses, 30% in apartments and 19% in rooms either in houses or apartments. Another 12% live in other types of dwellings.

[106] C2 In what type of dwelling have you lived most of the time in the last 3 months?

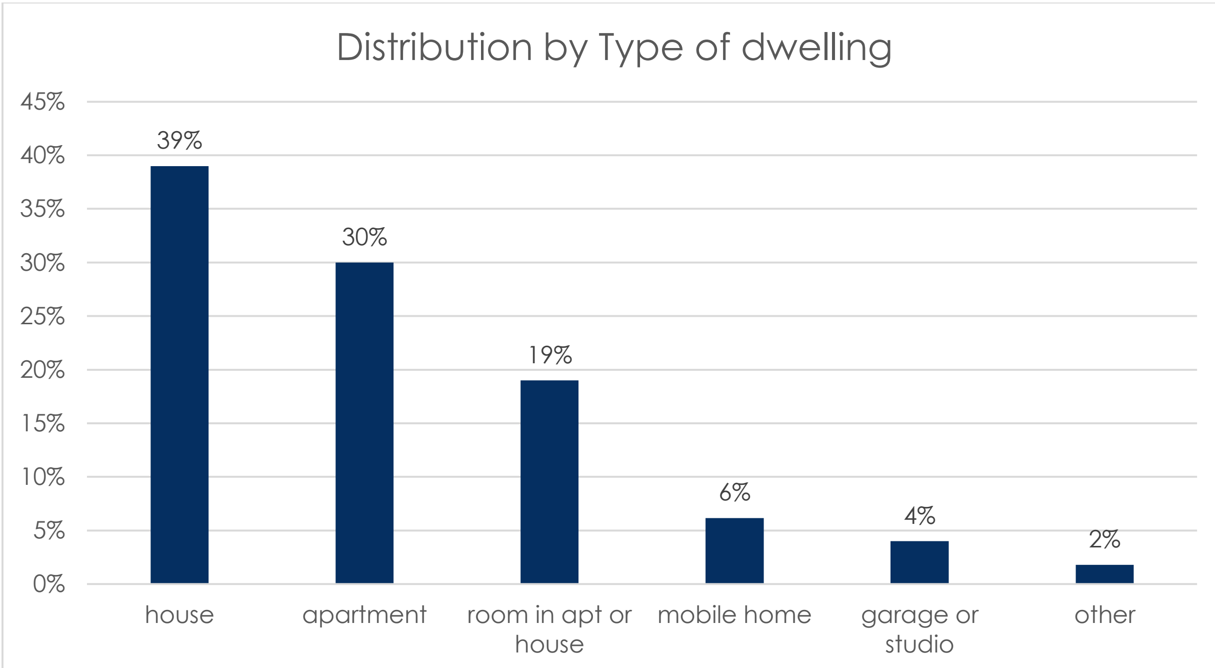


FIGURE 45 DISTRIBUTION BY TYPE OF DWELLING

The population of households who pay either mortgage or rent can be divided between 89% renters and 11% owners. However, a quarter of the owners have mobile homes not houses. Only 31/357 or 8.7% of those not living in mobile homes are owners. Those few who live on the land of the boss, either pay rent or have free housing.

TABLE 25 RENT OR OWN BY TYPE OF DWELLING

Rent or Own by Type by Type of Dwelling N=381								
	house	**apartment**	**room in apt or house**	**mobile home**	**garage or studio**	**other**	**Total**	**Total %**
renter	122	114	71	10	14	6	337	88%
owner	31	0	0	11	0	0	42	11%
live on farm	0	0	0	2	0	0	2	1%
Total	153	114	71	23	14	6	381	100 %

For the dwellings with owners, mortgage paid per room was calculated. It is challenging to classify the dwellings by studio, 1 bedroom, etc. from the survey data. Only rooms used for the ppr calculations reported above were counted--no kitchens or bathrooms were counted. The mortgage costs for the mobile homes are much lower. Please see below a special section on mobile homes since these dwellings clearly demonstrate special circumstances. The median mortgage per room in the 29 houses that reported data is $320. Of course, we do not have a real market measure of the quality of the houses.

Table 26 Mortgage Cost per Room

Mortgage Paid per Room				
type	**Mean**	**Median**	**N**	**Std Dev**
mobile homes	$164.17	$190	5*	126.332
houses	$331.93	$320	29	167.806
SPAWHS N=397				

*Only 3 of these mobile home owners report a true mortgage. The other two seem to be reporting rent for the location as mortgage.

In order to take some measure of the rent cost per person, a rent per person variable was developed to measure the cost for renters. The rent paid was divided by the number of people living in the dwellings. Those who reported cost for the whole structure were separated from those who reported cost only for the rooms they occupied. Again, since there were no quantitative data collected on the quality of housing or details about the type, the rents are reported in dollar cost per room. Across all renters, the mean is $217 and the median is $185.

TABLE 27 RENT PAID BY TYPE OF DWELLING

Rent Paid by type of Dwelling			
house	**Mean $**	**Median $**	**N**
house	**$212.88**	**$180.00**	122
apartment	**$207.73**	**$170.00**	113
room in apt or house	**$236.82**	**$200.00**	71
mobile home	**$169.94**	**$181.25**	12
garage or studio	**$206.55**	**$208.33**	14
other	**$368.06**	**$337.50**	6
SPAWHS N=338			

Discussion of owner/renter and payments in mobile homes

There are 24 addresses that report a mobile home as the main dwelling. Twelve interviewees live in a mobile home park, 12 in a single-wide mobile home on private property. Three mobile home dwellers live on a farmers' or contractors' land, 10 of the others pay rent to someone else and 11 are owners, one has free housing from his employer.

Of the 10 renters, 6 live in joint dwellings. The average rents for these people are about $170 per person per room.

One participant reported paying rent for the land and a mortgage for the trailer. That dwelling has 9 residents and the total cost is $950 for mortgage and $250 for rent making the average cost per person about $125 per month.

Of the 11mobile home owners only 3 report paying a mortgage for their residence, 8 report that they pay no mortgage. They probably own their modest dwellings outright.

One pays rent and mortgage as stated above, the other two just pay mortgage. The payments in these mobile homes again are less than $200 per person. Again, the mobile home owners usually only pay rent for the land and not mortgage.

Payments for Utilities

The variables asking about payments for utilities (c23a1-c23e2) were hard to administer since there were so many possibilities of paying separately for each, paying two or more together and of having certain payments included in the rent.

As a result, those who had some of their utility payments included in the rent were excluded since these exclusions from payment confused the analysis. The data were analyzed in a stepwise fashion starting with the first question and working down the list. The initial calculation was for those who paid all three (lights, gas and water) in one payment (51 respondents). Then, the remaining 347 respondents were then segmented by those who paid gas and lights together and water separately (87 respondents). And, finally, from the 260 remaining respondents those who paid each of the three utilities separately (4 respondents) were identified. This method left many people out of the analysis. However, for those who remained there is clean, clear data on what they said they paid for all three services.

Five people in the first group of 51 said that some of their payment was included in the rent and 46 said none was included. For all three utilities (water, gas and lights) for the 46 who paid in full, the mean was $120 a month and the median was $100 (see Table 28 below).

After this group, there were 347 respondents left to analyze. Among these 347, there were 87 households that paid both lights and gas together and water separately. For these 87 households the payment for all three was $175 per month for the sum of means and $155 for the sum of medians. Among these 87, none said that any of the payments were included in the rent.

Finally, excluding these 87 left with 260 respondents whose utility costs had not yet been analyzed. There were only 4 that identified how much they paid for lights, gas and water separately. The sum of the mean was $179 per month and the sum of the median was $181 for these 4 households.

TABLE 28 COST OF UTILITIES PAID IN VARIOUS WAYS

Gas, Lights, and Water			
No. of Utilities included in Rent	**N**	**mean**	**median**
paid all three together	46	$120	$100
paid gas and lights together and water separately	87	$175	$155
paid all three separately	4	$179	$181
total analyzed	137		
SPAWHS N=356			

These 137 clearly paid for all three of the services in one way or another. The remaining 219 people provided information that was unclear, many had some or all of their utilities included in rent payments. It is possible to report that of these 219 remaining, as many as 131 had some or all of their utilities included in their rents. For these 219 people we cannot accurately report the amount of the payments nor which utilities were included in rent. However, Table 31 below gives the responses made by the interviewees when asked the question of whether their utilities were included in their rent. There were many repetitions across these questions so that the total number with some inclusion of utilities in the rent is undeterminable from the data.

TABLE 29 HOUSEHOLDS WITH UTILITY PAYMENTS INCLUDED IN RENT

Included Payments	
Numbers of Households that said that their Utilities were Included	
all utilities	131
lights and gas	70
just lights	59
just gas	57
just water	125
SPAWHS N=398	

Overall, these numbers show that a substantial group of farmworkers (137) pays a substantial amount for all three of the utilities (a mean range of $120 to $179). Unfortunately, it's not possible to calculate with any certainty the amounts paid by the others (219).

The data do show that those people (81% are men) who are living by themselves (almost half report living in rooms) rarely pay for utilities directly. Only 7% do so compared to 40% for those who live in families. For Figure 27, the numbers of the segmented groups that clearly paid for the utility services were divided by the total number in the whole group. The purpose of Figure 27 is to show that comparatively fewer solo persons paid for utilities. The exact proportions are not calculable.

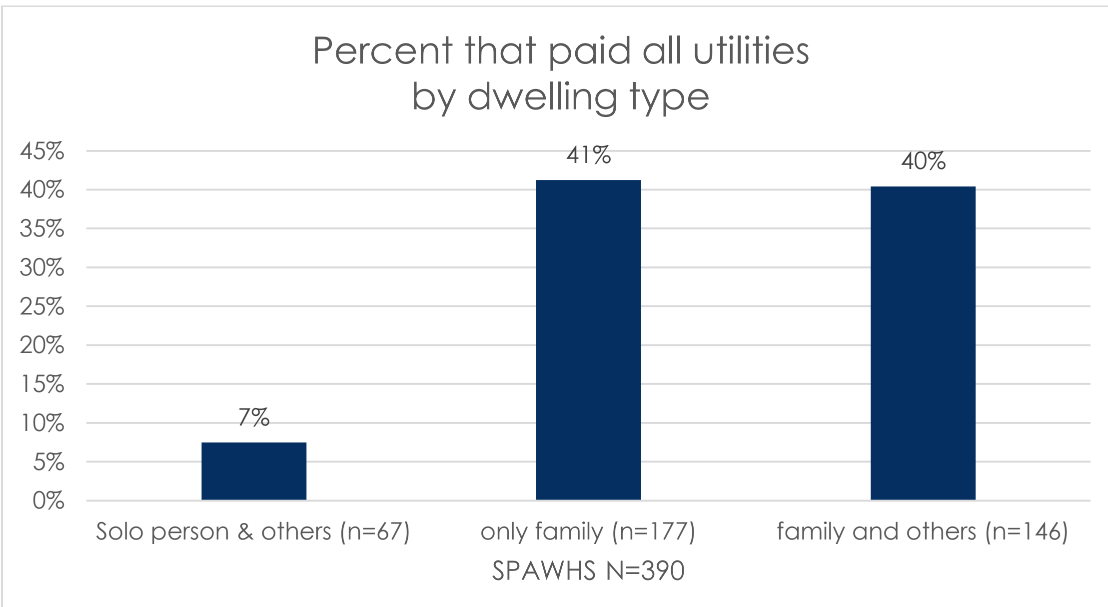


FIGURE 46 UTILITY PAYMENTS BY RESIDENCE

Payment and use of garbage, telephone, cable and internet service

The analysis of the payment for garbage, telephone service, cable service and internet is contaminated by overlapping reporting by the respondents. Probably the most interesting element of the responses to these questions is the number or proportion of dwellings that have each of the services (see Table 32 below).

TABLE 30 PAYMENTS FOR GARBAGE AND COMMUNICATIONS SERVICES

Numbers and Payments by Tenants and Numbers where Service Included in Rent for Garbage and Communication Services				
Service	**Number of Dwellings that Paid for Service**	**Number of Dwellings where Service was included in Rent**	**(unreliable) Mean Paid for Service among those who paid**	**(unreliable) Median paid for service among those who paid**
garbage	101	205	$64	$51
telephone	316	10	$91	$80
cable	146	49	$61	$55
internet	102	52	$39	$40
SPAWHS N=397				

The data on the payment for garbage was contaminated by joint payments for water. The vast majority of respondents (306) report having garbage pickup service. Most report that it is included in the rent. The overwhelming majority (336) report telephone service but their payment information is tainted by their reporting of joint payments for telephone, cable and internet. Cable service is reported by the majority (195) and many (49) seem to have it included in rent. The data on this payment again is unreliable because it is unclear whether payments overlap with telephone and/or internet. Finally, a surprising number (154) report having internet access with a substantial number (52) reporting it being included in the rent. However, the data on costs reported for this are also unreliable.

The data from these questions are useful because they show that high numbers have telephone, cable and internet service. However, he information about for the cost of these services is not reliable due to cross contamination of the report of payments.

Complaints about condition of dwellings

A substantial number of respondents complained of some problem with many of the basic housing conditions that they experience in their current dwelling. Out of the 398 respondents between 188 complained about one or more of the following conditions. There were multiple complaints from many respondents (see Table 31 below). In addition, an open-ended question (C27) was asked about complaints in dwellings where they had lived in the previous two years. There were 56 complaints registered about these dwellings (see Table 34 below).

Table 31 Complaints about Conditions in Housing

Respondents who complained of problems with the following issues	
mold	59
plumbing	47
leaks	42
bathroom malfunction	50
noise	58
unsafe conditions	49
inadequate heat	59
insects	63
rodents	37

Table 32 Problems with previous dwellings

Problem with Previous Dwellings	Number of complaints
very small space, overcrowded	9
noise	8
rats, insects	8
bad roommates, neighbors	7
parking problems	6
bad physical conditions	6
rude, unreasonable landlord	5
rent increases	2
plumbing	2
leaking	2
dangerous location	1
total	56

When asked if they had complained to someone, most said they just complained to management. Only one said that a complaint to the city resulted in a solution to the problem. Also, when asked if the owner responded to requests when repairs were necessary, 50 people responded that the owner took too long to fix the problem or did not fix it.

When asked if they had to reduce their expenditures on food or medicine because of the high cost of housing in the last 12 months, fully 60% (215) of those that responded to the question responded in the affirmative.

When asked if they had heard of community programs that can help reduce rent, most 58% of those that responded (211) said that they had.

Transportation

The data in this section of the survey showed that, perhaps surprisingly, most farmworkers in the Salinas Pajaro Laborshed go to work in their own car or in the car of a friend or relative. Figure 47, shows the data that almost three quarters arrive at work in this fashion. Despite the seemingly ubiquitous buses and vans seen throughout the valley, the workers apparently either prefer or must get to work on their own. It is worth mentioning that driving through the region especially during harvest season, one sees more private vehicles than buses parked in agricultural fields.

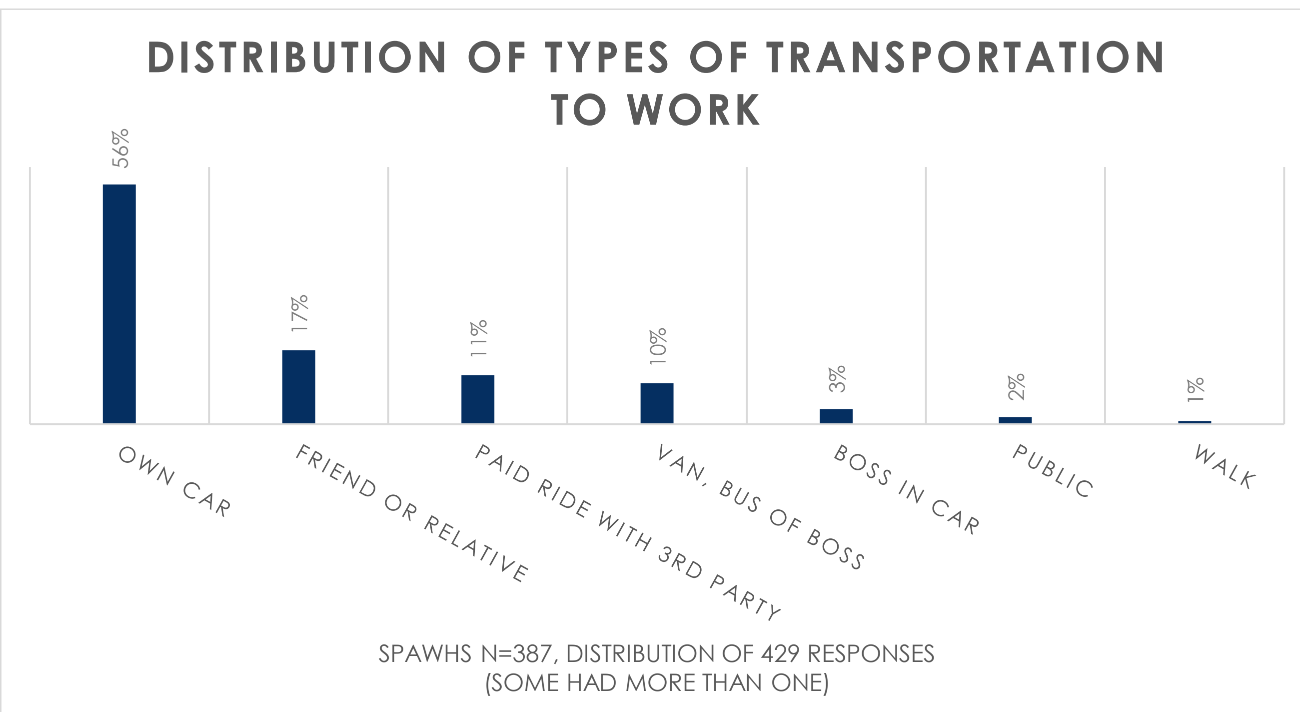


FIGURE 47 HOW RESPONDENTS GET TO WORK

One can see in Figures 48 and 49 that despite the long distances between the different parts of the study area, most farmworkers travel a relatively short distance to work. In Figure 48 one sees that two thirds travel less than 25 miles to work, and in Figure 49, one sees that three quarters report spending 30 minutes or less to get to work. It is a minority that have to travel far or take a long time to get to work.

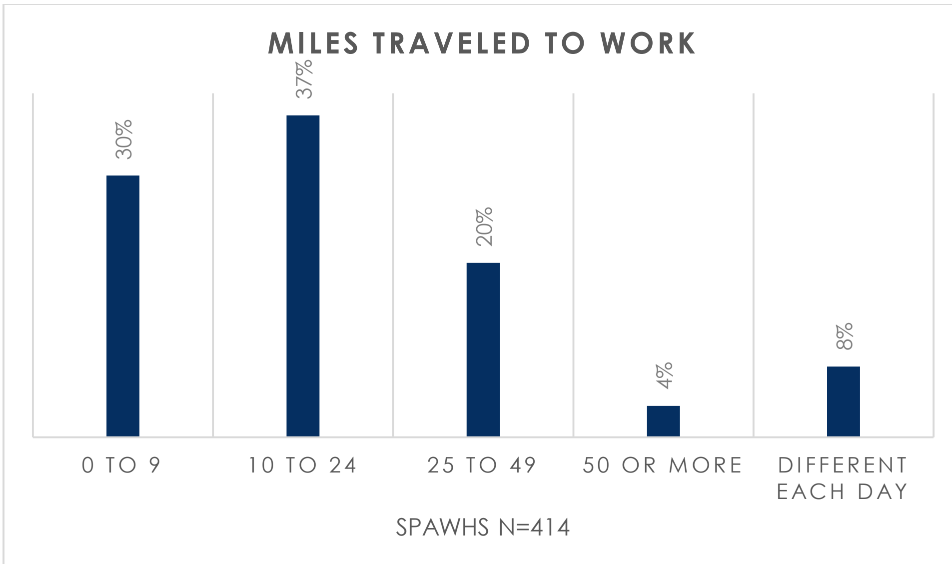


FIGURE 48 MILES TRAVELED TO WORK

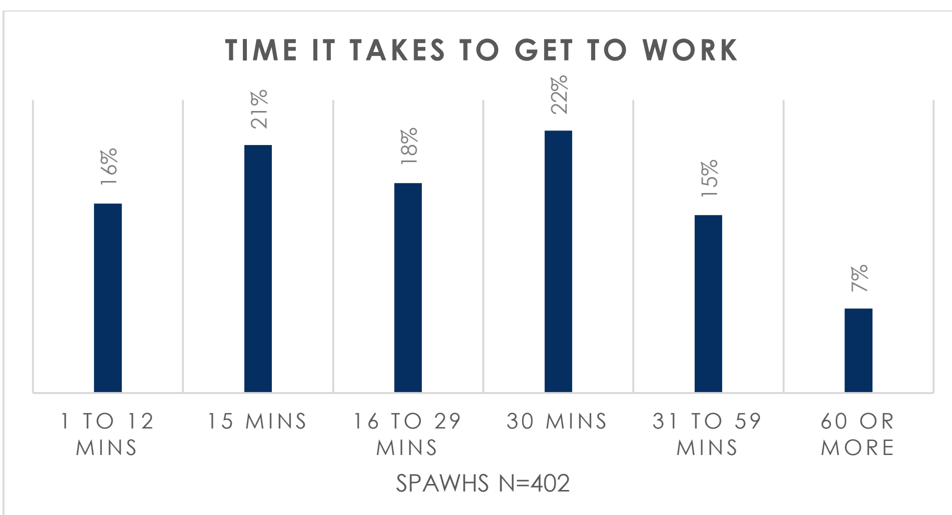


FIGURE 49 TIME IT TAKES TO GET TO WORK

In most farmworker surveys, data show workers make high payments for rides to work from third parties. But, in this survey, most people pay for the gas in their own or in a relative's or friend's car. It appears that the payments are a bit high for the distances traveled if people are traveling to work in groups. Interestingly, the payments to third party drivers do not appear to be higher than the cost of gas for one's own or a friend's or relative's car. Table 33 shows that people are paying about $40 per week to get to work.[107]

TABLE 33 COST TO TRAVEL TO WORK PER WEEK

Payment per Week to get to Work			
type of ride	**Mean**	**Median**	**N**
third party	$41.26	$30.00	39
own car	$43.83	$40.00	215
friend or relative	$35.03	$35.00	58
boss's car	$33.60	$36.00	5
boss's van or bus	$46.00	$40.00	5
public transportation	$41.67	$30.00	3

The number of interviewees with drivers' licenses is substantial. Many seem to have benefited from AB 60[108] which went into effect for undocumented workers in 2015. Of the 215 that have licenses, 102 (or 47%) had gotten them since 2015. Of these, 90 said that it changed their life. Most said that it improved job options and made them feel more secure (see Figure 50).

[107] Unfortunately, it is not clear from the question whether more than the person riding in the vehicle is included in the calculation of gas prices paid.
[108] Assembly Bill 60 in the California legislature requires the Department of Motor Vehicles to issue an original driver license to applicants unable to submit proof of legal presence in the US. Applicants under AB 60 must meet all other qualifications for licensure and must provide satisfactory proof of identity and California residency.

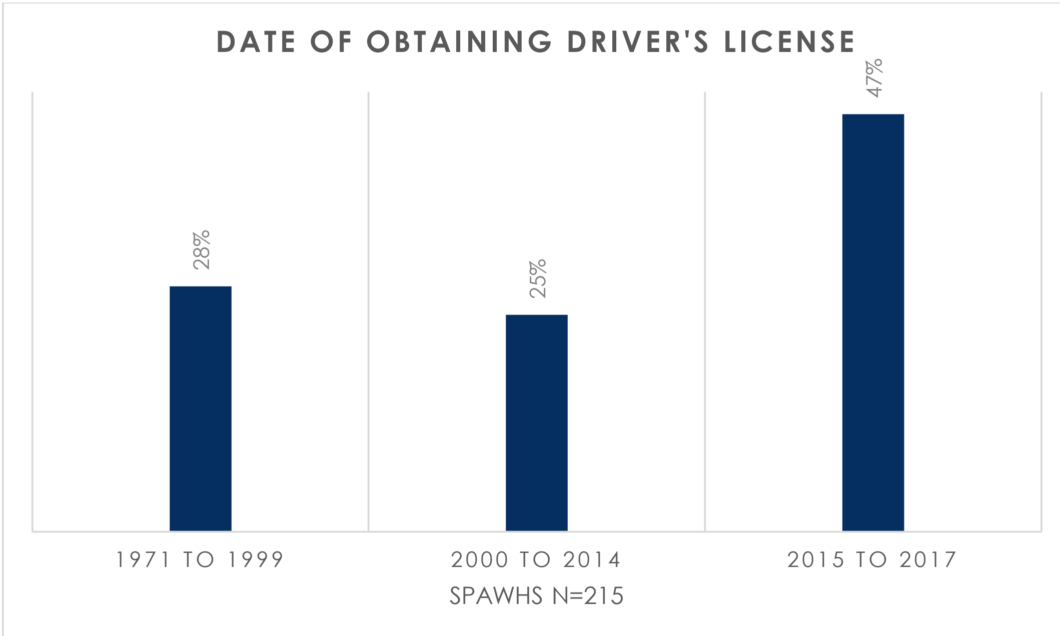


FIGURE 50 DATES OF OBTAINING DRIVER'S LICENSE

The data gathered about travel to the store, clinic and school is less than satisfactory. The data about getting to school was confounded by the fact that half the respondents answered for their children and half for themselves so we had to discard that data. Those who responded about getting to the clinic and store did not report long trips as can be seen by Table 34 below.

TABLE 34 TIME TO TRAVEL TO CLINIC/STORE

Minutes to arrive at:			
	Mean	Median	N
store	18.3	15	397
clinic	17.7	15	368

Wages, Employment and Income

The majority of the workers in our sample do not work year round in agriculture. The median of months worked is about 7.5. Figure 32 shows that about a quarter find work all year long and 43% work nine months or more. On the other hand, almost a quarter (23%) work five months or less.

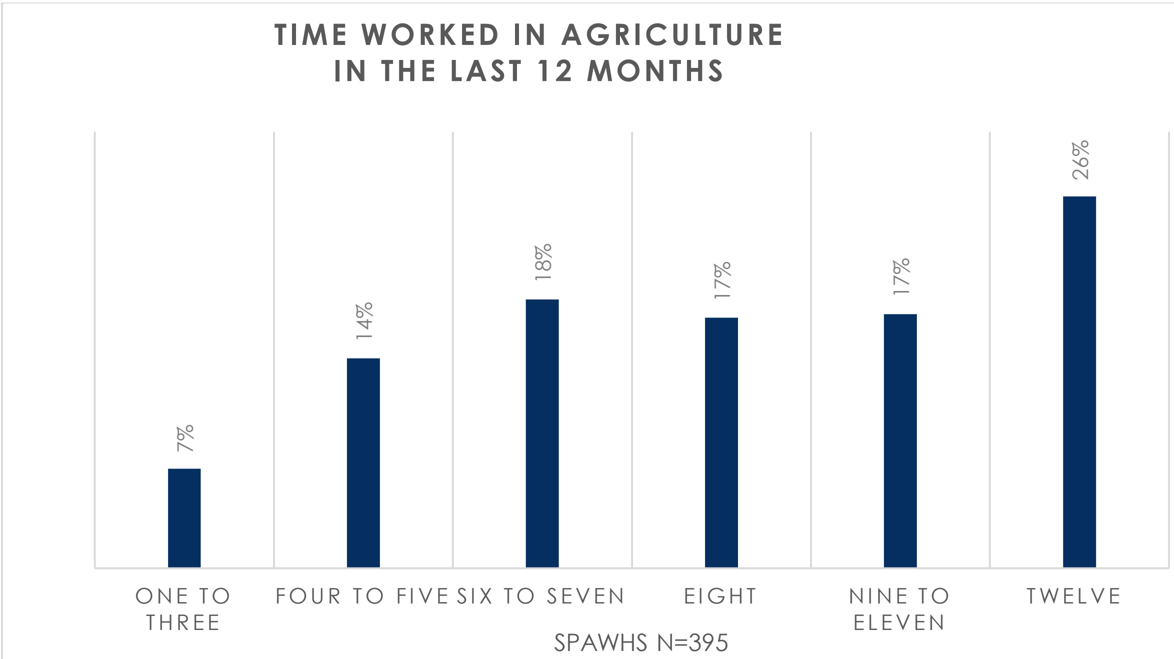


FIGURE 51 MONTHS WORKED IN AGRICULTURE IN PAST 12 MONTHS

As seen in Figure 52, workers who are able to follow the crops (FTC) and travel to Huron, Yuma, Oxnard or elsewhere are able to work more months per year. Among the FTC migrants, 44% work all year, while only 20% the non-migrants who stay in Salinas all year obtain year round employment.

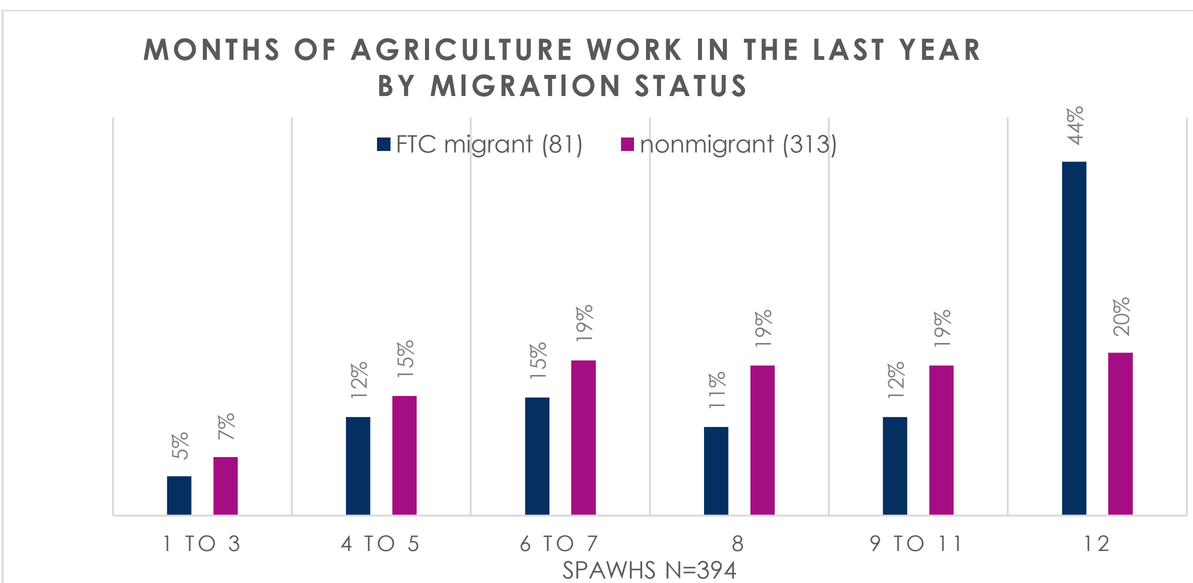


FIGURE 52 MONTHS WORKED IN AGRICULTURE BY MIGRATION STATUS

With respect to longevity working for the current employer, the median is 4 years. However, almost a quarter of the respondents have been with their employer for 8 years or more (see Figure 53). Also, those who follow the crops, though they work more months per year, are less likely to have a long-term employer. In Figure 54 we see that almost 3 times as many non-migrants as migrants (27% vs. 10%) have kept the same employer for 8 years or more.

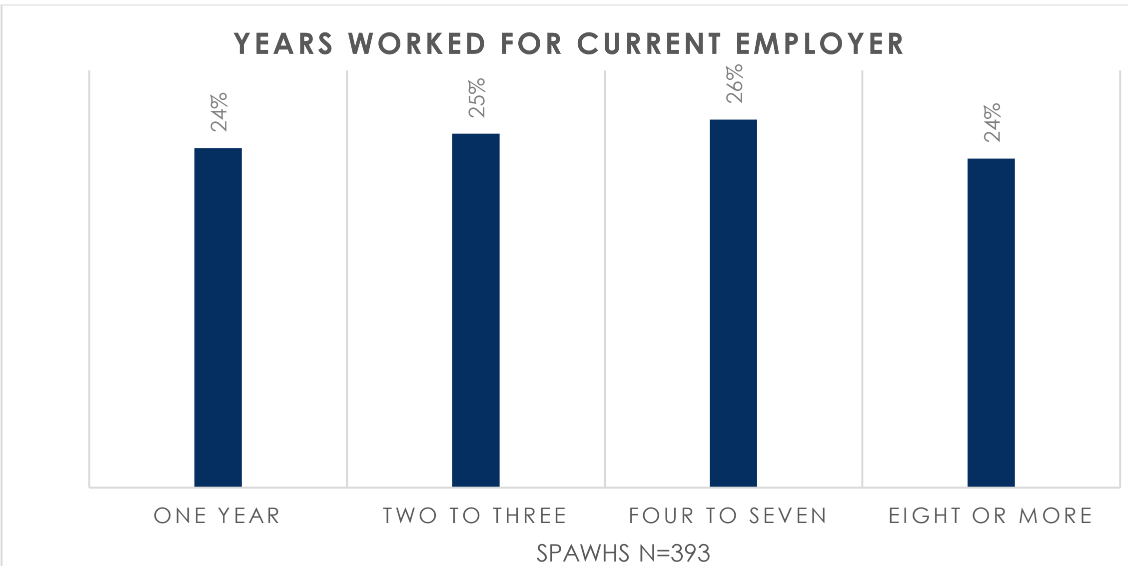


FIGURE 53 YEARS WORKED FOR CURRENT EMPLOYER

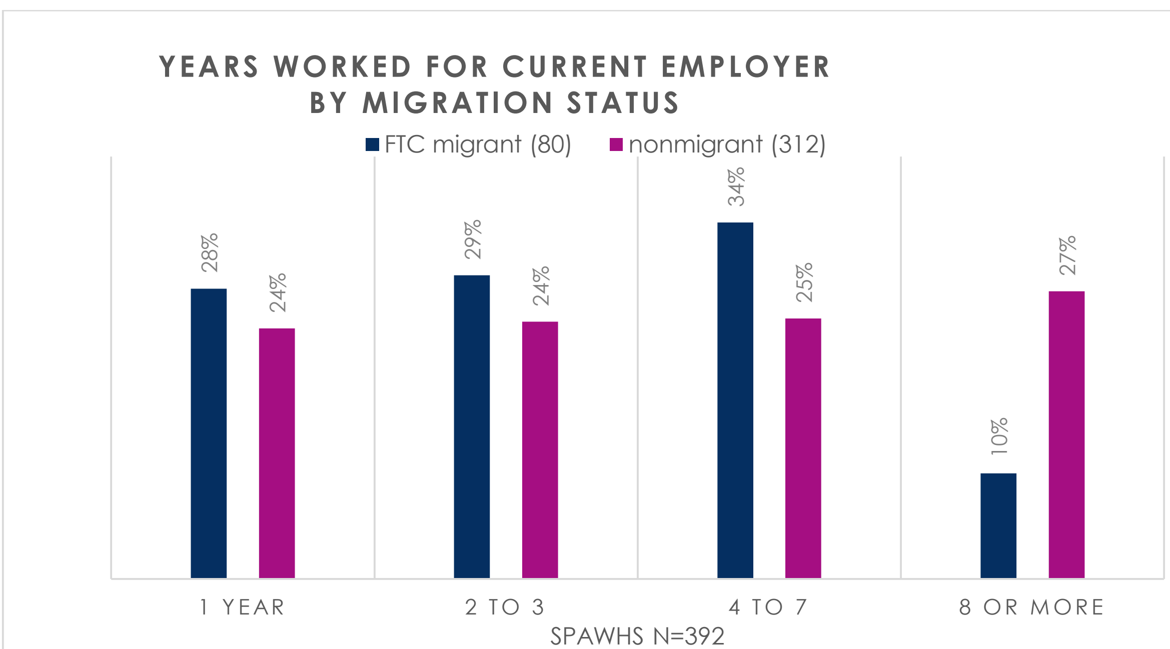


FIGURE 54 YEARS WORKED FOR CURRENT EMPLOYER BY MIGRATION STATUS

Consistent with the data on months worked per year, about three quarters of the workers consider that they work seasonally rather than all year for their employer.

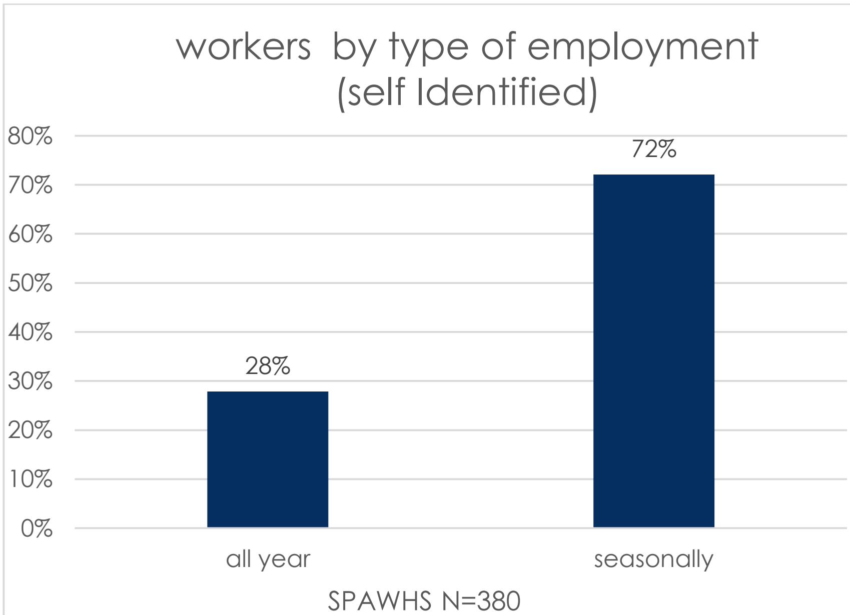


FIGURE 55 SELF-IDENTIFIED EMPLOYMENT TYPE

It is difficult to obtain income information from farmworkers since many don't have a firm notion of the exact amount they earn either as an individual or as a family. However, the survey data appears believable and is consistent with the wages and the months worked reported. The median income levels of the households or families is about $25,000, which may be insufficient to provide for the needs of families in the expensive Salinas-Pajaro Laborshed. Figure 56 shows that only 23% of the families make $37,500 per year or more. Figure 57 demonstrates that income varies directly with size of household. For example, for the households with just one person (the dark blue), 67% earn less than $25,000 while in the households of 6 or more (bright green tab) 59% earn more than $25,000 (see Figure 57). However, a careful examination of Figure 57 shows that many of the larger families have low incomes. For example, 11% of the families with 4 to 5 people (green tab) earn less than $15,000 per year.

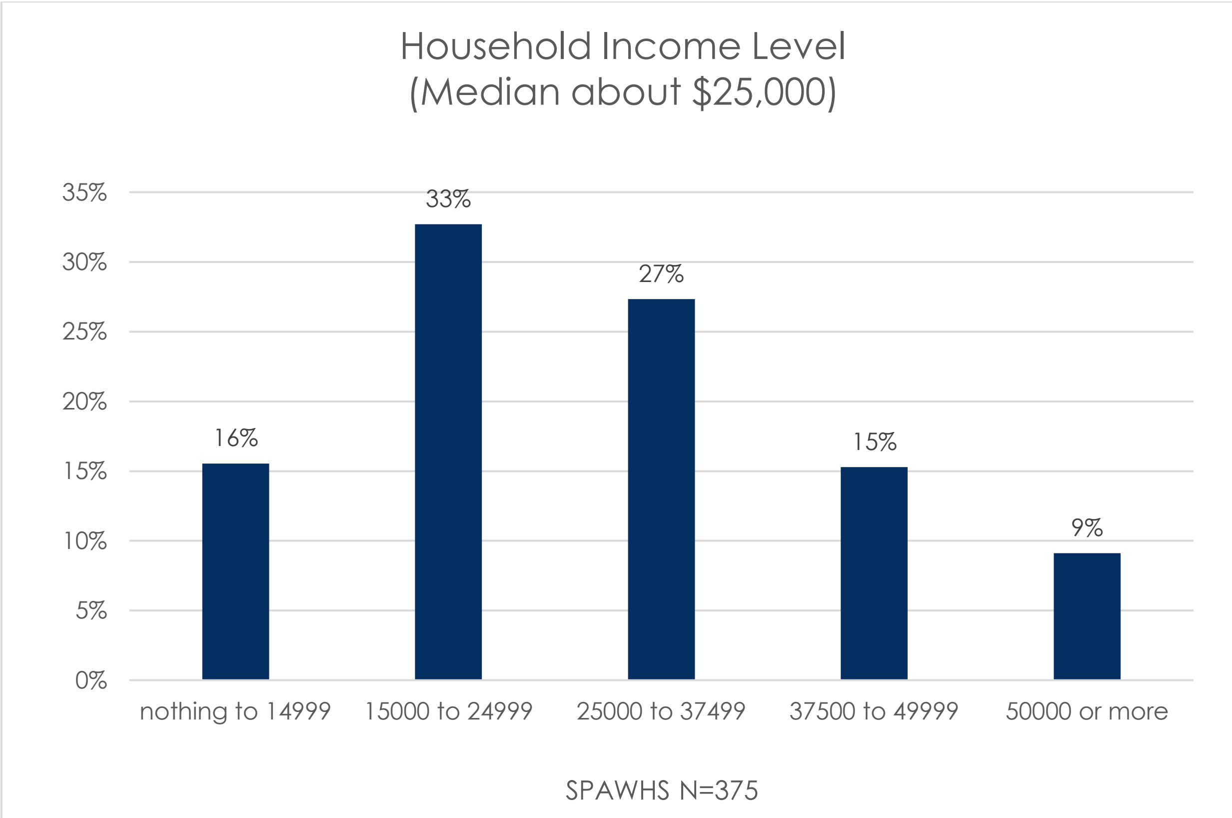


Figure 56 Household Income Levels

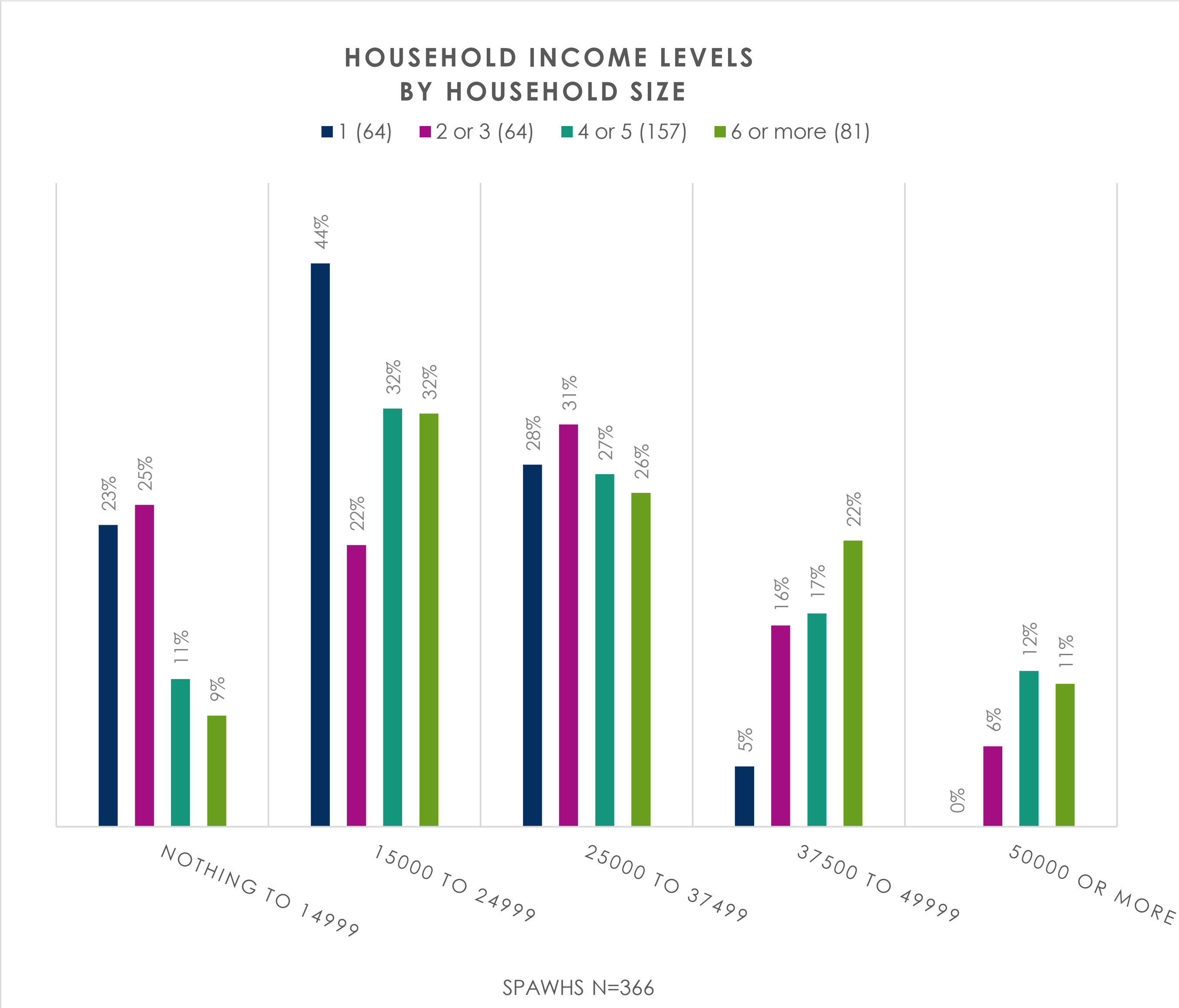


FIGURE 57 INCOME LEVEL BY HOUSEHOLD SIZE

Many of the respondents did not know whether their employers planted organic crops. Still 26% of those that responded said that they worked on an organic or a mixed farm with both organic and conventional crops (see Figure 58).

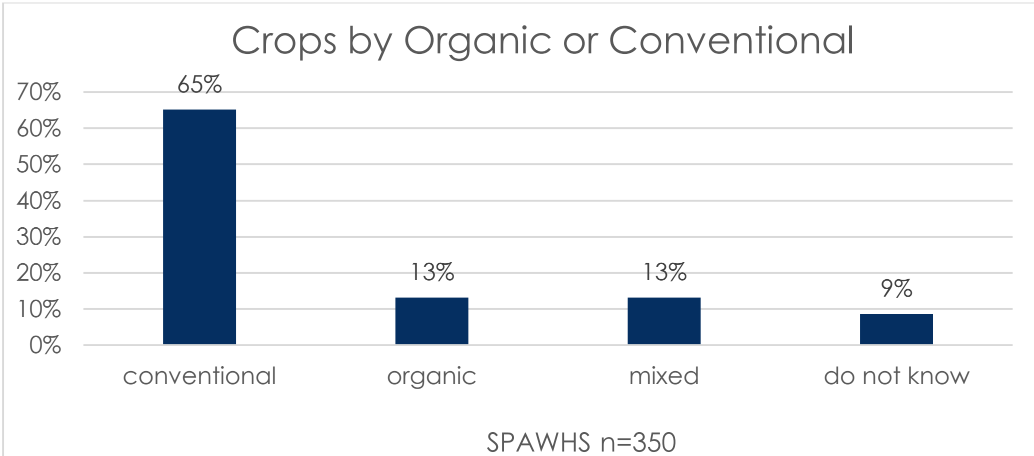


FIGURE 58 ORGANIC V CONVENTIONAL CROPS

We intentionally targeted different crops in our sampling procedure. Figure 59 shows the distribution we obtained.

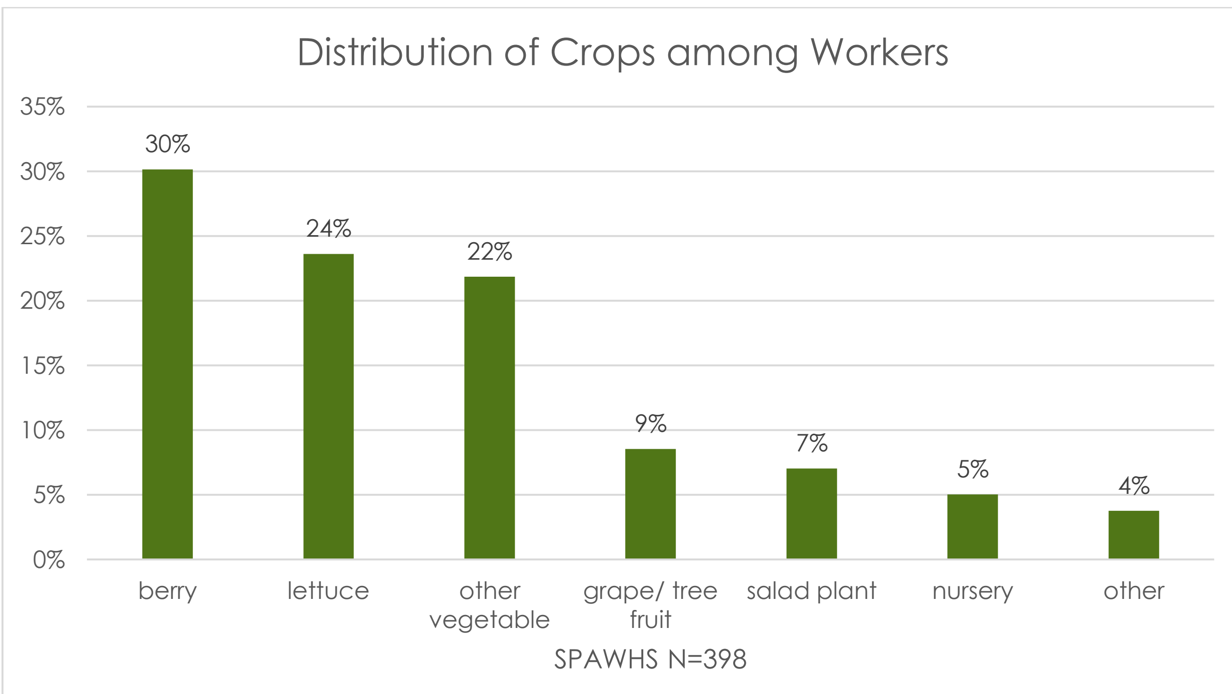


FIGURE 59 CROPS IN WHICH RESPONDENTS WORKED

We did not select workers on the basis of task so the results shown in Figure 60 make evident the distribution of tasks in a representative sample of farmworkers in the Salinas- Pajaro Laborshed. Almost half of the workers report that they are harvesters.

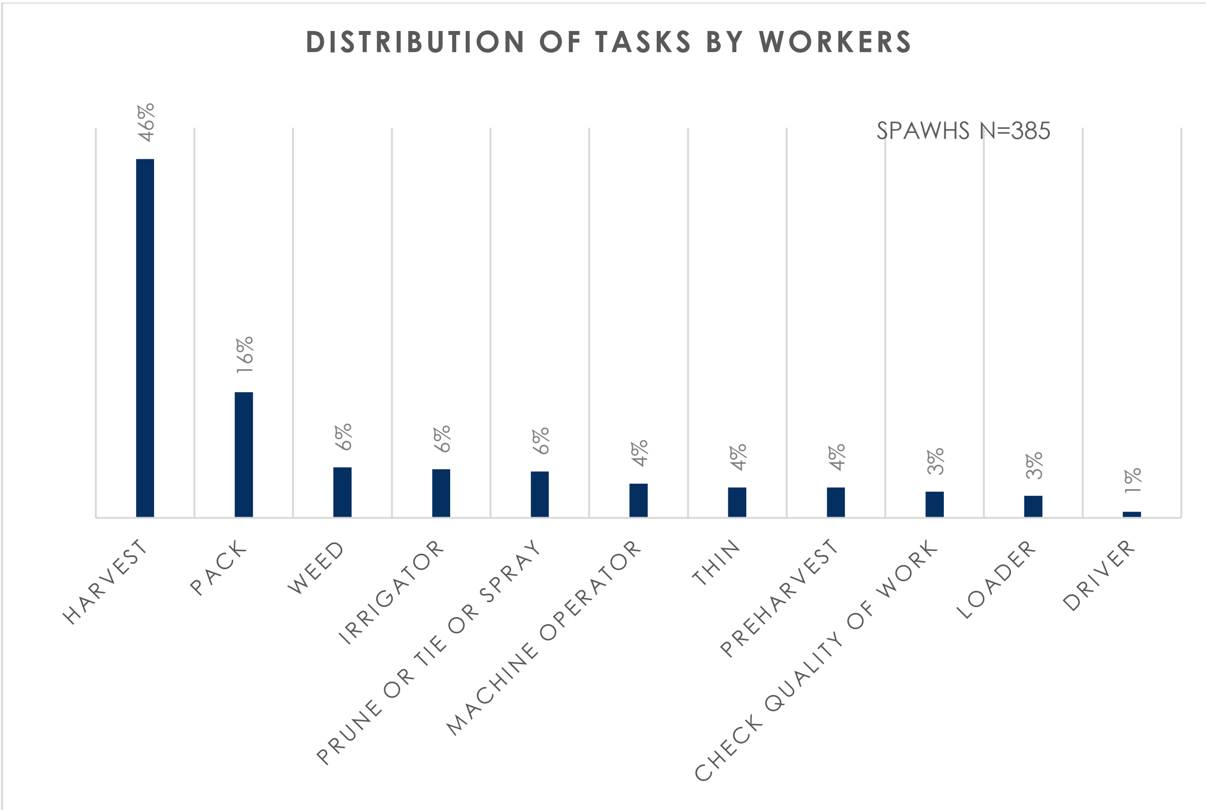


Figure 60 Tasks Done by Respondents

In Figure 61, the 11 task categories were collapsed down to 5 categories to demonstrate the concentration of different tasks by crop, nursery or salad plant in one figure. One piece of information that is revealed by this figure is that 98 out 396 (or one quarter) of all the workers were berry harvesters. The lettuce and vegetable workers included many skilled workers and many field packers and unskilled pre-harvest workers as well. The grape and tree fruit workers (mostly grape) had a large proportion of pruners and tyers of the grape canopy.

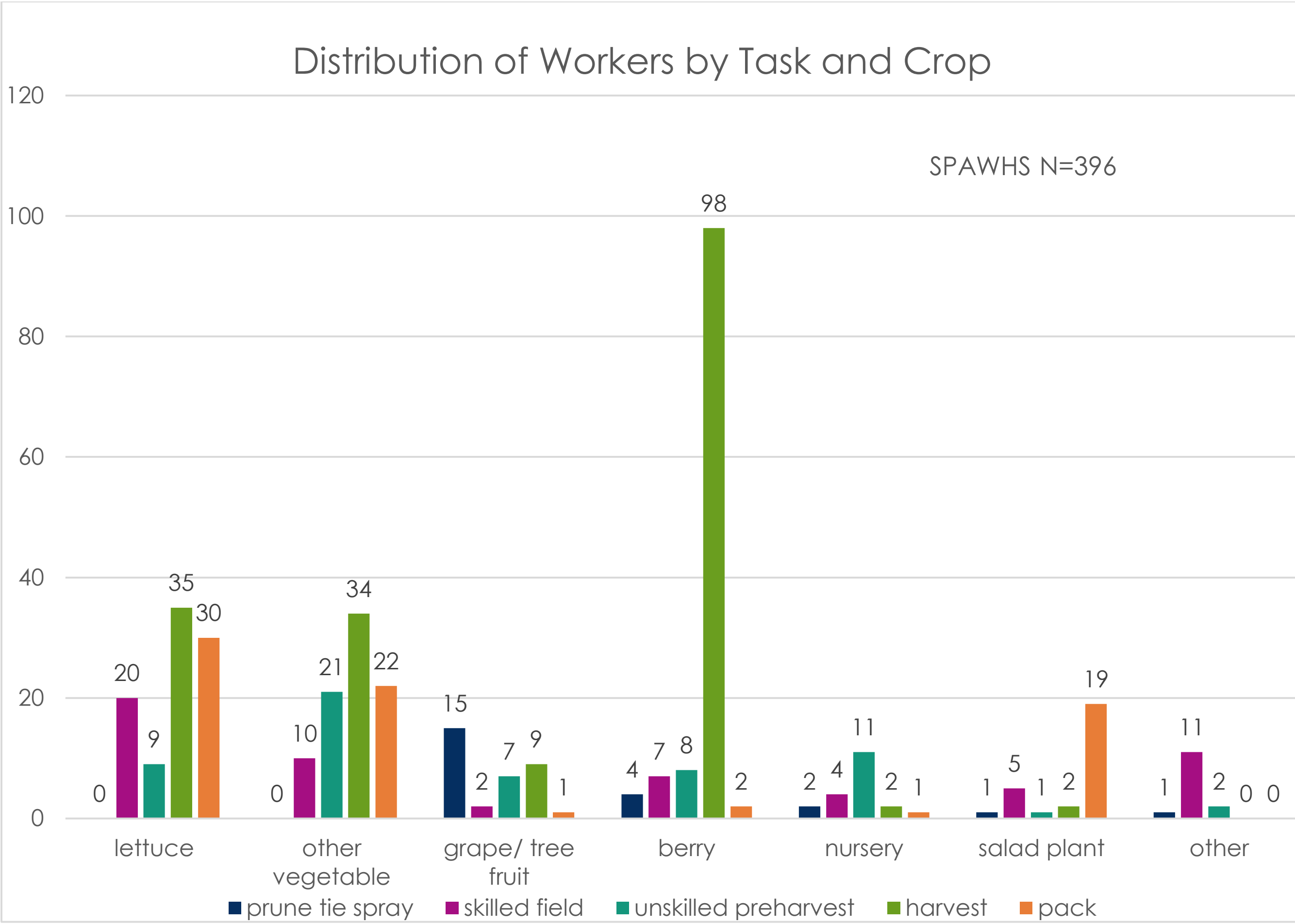


FIGURE 61 RESPONDENTS BY TASK AND CROP

Median wages were $12.79 an hour and the mean was $13.64 per hour (see Table 37). Few differences emerged among the different groups with regard to reported wage. Apparently, grapes pay a bit less than vegetables (see Table 39) and unskilled pre-harvest work is paid less than other tasks (see Table 37). We did not find significant wage differences by age, sex, or years in the United States (see Appendix 2).

TABLE 35 WAGES FOR WHOLE SAMPLE

	Mean	Median	N
whole sample	$13.64	$12.79	387

Table 36 Wages by Crop

	Mean	Median	N
lettuce	$13.73	$12.79	91
other vegetable	$13.02	$12.50	85
grape tree fruit	$11.93	$11.50	34
berry	$14.63	$14.00	116
nursery	$12.51	$12.44	20
salad plant	$14.40	$12.77	28

Table 37 Wages by Task

task	Mean	Median	N
prune tie spray	$12.36	$12.00	23
skilled field	$13.77	$13.13	55
unskilled preharvest	$11.84	$11.50	58
harvest	$14.32	$13.60	176
pack	$13.66	$12.78	73

Assets of households

Of the 357 farmworkers who were born in Mexico or Central America, many have assets in their home country. Seventy-four (or about one fifth) own a house in their home country and 26 others own a plot of land to build a house. Twenty-six own land to plant crops and 19 have a car or truck in their native land.

Table 38 Assets of Foreign Born Respondents in Home Countries

own a house	74
have land to plant	30
have land to build a house	26
own a car in home country	19
have a business	8

On the US side only 41 of the 357 foreign born own the place they live. But, 223 own a car.

Table 39 US Assets of Foreign Born Respondents

own a house in US	29
mobile home in US	12
own a car in the US	223
have a business	6

Of the 31 US born in our sample, only 2 own the place where they live and fewer than half or 14 have cars.

Table 40 Assets of US Born Respondents

own a house in US	1
mobile home in US	1
own a car in the US	14
have a business	1

But, it should be remembered that the US born are younger which may explain their relative lack of assets. And, in the SPAWHS, the U.S. born have lower incomes than the Mexicans, fewer are married and a higher proportion live as a solo household though most live in a joint dwelling. They do have considerably more education.

Table 41 Birth Place, Age and Education

Place of birth	N Obs	Mean Age	Median Age	Education Mean years[109]
Mexico	346	39.3	37	7.45
Central America	11	31.0	31	6.64
US	31	27.9	26	11.06

[109] N=341

H-2A workers in the SPAWHS

Twenty-three workers who are in the US on H-2A visas were interviewed and are not included in the results above. The survey did not ask many questions specifically relevant to the farmworkers with H-2A visa holders. Detailed anecdotal information should be obtained from the interviewers who found and interviewed them. Below are a few facts about these 23 men.

Most came from Oaxaca and Guerrero, states from the south with many indigenous.

Mexican State	Frequency
OAXACA	7
GUERRERO	5
MICHOACAN	3
BAJA CALIFORNIA	2
SINALOA	2
CHIAPAS	1
GUANAJUATO	1
SONORA	1
MEXICO	1

The men were younger than other interviewed farmworkers with a median age of 32 vs. the median age of 37 among the non-H-2A Visa holders.

Age	Frequency
20	1
22	2
26	3
27	2
29	2
31	1
32	2
33	3
36	1
37	2
38	2
40	1
45	1

Years of School	Frequency
0	2
3	3
6	4
8	1
9	7
12	6

Most were married. Also, they had a higher median of education (9years) than other foreign born farmworkers.

civil	Frequency
single	4
married	19

Most lived in motels but some were located in houses.

type of dwelling	Frequency
house	4
room	1
motel	16
other	1

Twenty out of 23 reported having a cell telephone with a median monthly payment of about $50. The lowest payment was $40 and the highest $92.

Payment for phone	Frequency
$40.00	2
$45.00	1
$50.00	7
$55.00	2
$58.00	1
$60.00	2
$65.00	1
$67.00	1
$70.00	2
$92.00	1

The majority of these workers worked in the berry crops and all but two were harvesters. One said he was an irrigator and another a checker.

crop	Frequency
lettuce	4
other vegetable	1
grape tree fruit	2
berry	16

The majority were paid by the hour.

type of pay	Frequency
hourly	17
combination	6

The majority lived in Salinas.

Residence in Area	Frequency
Gonzales	4
Greenfield	1
Salinas	17

And finally, their mean and median wage per hour was not much different from, though a bit lower, than the sample in general.

Wage of H-2A		
Mean	Median	N
$12.87	$12.57	23

Qualitative Data Report

Summary of Qualitative Data

Several questions on the farmworker survey were open-ended, requiring a qualitative analysis of responses. Below are the results.

<u>We asked workers if they would prefer to live in the region if they could. About a quarter said they would prefer it. We then asked why?</u>

By far, the most common reason stated among those respondents who preferred to live in the region was to be close to where there is work, acknowledging that there is more work in the coastal counties than in other locations in California. There was a common assertion that living in the region would provide a better life for themselves and their families, and allow them to keep their family together – to not be separated

The wish to live in a better location under more comfortable conditions, close to work and opportunity, was the overwhelming sentiment that came through in these responses.

<u>We asked workers if they have any problems in the place where they have lived most of the time in the last 3 months. About half of respondents responded with affirmative responses to this question.</u>

Of these the largest number of complaints had to do with poor maintenance, especially problems with bathrooms and kitchens. These ranged from the complete lack of a bathroom and/or kitchen to leaking pipes, appliances that did not work and dangerous conditions. There were a lot of leaky pipes that had impacts on floors and caused leaks to rooms below. Many respondents were afraid for their safety and more commonly the safety of their children. And many stated they did not have any place to park in their neighborhood. Three respondents stated that they lacked refrigerators. There were complaints about rats, spiders, insects and mold.

There were a number of complaints in these responses and most of them were related to poor maintenance and crowded conditions.

<u>We asked workers what kind of housing would meet the needs of them and their families, there were some very specific wishes.</u>

> "A bedroom for everyone."
>
> "A small but sturdy house with a yard for my children."

A large number of answers focused around children being safe, having space to run, being close to resources and having their own rooms. None of the respondents thought they needed more than 4 bedrooms. All they wanted were bedrooms, bathrooms, kitchens with appliances that work, a living room, and a place to be outside. There was diversity in answers with regard to type of housing. Some respondents prefer apartments, most prefer houses and one said he would like to buy a low-income condo.

The responses to this question showed that workers want to live in clean, well maintained residences with safe spaces for themselves and their children.

Employer Interviews

Of the sixty-six employers interviewed, there were 62 complete data sets. The employers were selected as representative of the entire population in the Salinas-Pajaro laborshed.

There is a clear divide among employers who were interviewed. There were employers who were engaged in the issue of worker housing and had clearly thought about it and how it might relate to their labor issues and there were others – more than half – who did not engage around worker housing. A very few of the employers who did not hire H-2A workers had any knowledge of the conditions or type of housing in which their workers lived.

The majority of employers noted that they were facing a labor shortage but very few correlated this with a housing crisis. While most employers noted that there was a housing shortage, there were very few who had ideas or suggestions about how to solve this issue. Many employers thought the shortage was due to unnecessary regulations, coastal zone limitations, county zoning and an overall lack of support from government.

Stakeholder Interviews

There was great diversity among the 21 stakeholders interviewed. Because of this diversity and the varied focus of stakeholders, it was challenging to pull out themes from the interviews. However, some overriding perceptions were clear in the responses. A primary idea expressed was that workers were frequently victims of the current policies in effect at all levels of government. About half of the stakeholders expressed concern about the cost of housing and how to pay for it. There was overall agreement that farmworker housing is currently crowded. NIMBYism was mentioned with regard to how neighbors can influence planners to stop farmworker housing in their neighborhood. Opinions on the H-2A visa program were divergent. Most convergence in this group focused around the cost of housing, challenges for funding housing and reducing crowdedness. The expectation is that building more housing for workers will reduce crowded conditions. But the cost is high and there are not a lot of options for funding while developers and growers also must struggle with bureaucracy to complete plans.

Qualitative Survey Results:

These data a presented in both graphic and verbal ways. Word clouds are simple visualizations of data, in this case text from interviews, that convey results at a glance. Word clouds are simple to interpret: the more a word appears in textual data the bigger and bolder it appears in the word cloud. There are various shapes and configurations of word clouds below as needed to highlight either the clear strength of one word in the collection of interviews or the lack of clarity in the text where there are many words of similar importance all appearing the same size.

Several questions on the farmworker survey were open-ended, requiring a qualitative analysis of responses. Below are the results.

<u>We asked workers if they would prefer to live in the region if they could. About a quarter said they would prefer it. We then asked why?</u>

FIGURE 62 WHY LIVE IN AREA?

By far, the most common reason stated among those respondents who preferred to live in the region was to be close to where there is work, acknowledging that there is more work in the coastal counties than in other locations in California. There was also a theme related to work and opportunity and a perception that this region was one in which there is more opportunity.

However, among the other respondents, there was a common assertion that living in the region would provide a better life for themselves and their families, and allow them to keep their family together – to not be separated. Other responses focused on the wish to stop moving, to live in a stable location, to provide a safe place for children and to have a comfortable and private place to live without being forced to live with other people (outside the immediate family).

The wish to live in a better location under more comfortable conditions, close to work and opportunity, was the overwhelming sentiment that came through in these responses.

<u>We asked workers if they have any problems in the place where they have lived most of the time in the last 3 months. About half of respondents responded with affirmative responses to this question.</u>

A substantial number of respondents complained of some problem with many of the basic housing conditions that they experience in their current dwelling. Out of the 397 respondents 188 complained about one or more conditions. In addition, an open-ended question was asked about complaints in dwellings where they had lived in the previous two years. There were 56 complaints registered about these dwellings. Also, when asked if the owner responded when repairs were necessary, 50 people responded that the owner took too long to fix the problem or did not fix it.

Of these the largest number of complaints had to do with poor maintenance, especially problems with bathrooms and kitchens. These ranged from the complete lack of a bathroom and/or kitchen to leaking pipes, appliances that did not work and dangerous conditions. There were a lot of leaky pipes that had impacts on floors and caused leaks to rooms below. Many respondents were afraid for their safety and more commonly the safety of their children. And many stated they did not have any place to park in their neighborhood. Three respondents stated that they lacked refrigerators. There were complaints about rats, spiders, insects and mold. Some examples are below.

> "In the house where I lived the floor of the bathroom began to break and the person in charge of the house told me that I had to pay for the repair of the entire bathroom to be able to continue living there. That is the reason why I was asked to leave."
>
> "The garage is small, we have nowhere to store things and the owners did not adapt a place for storage. In the garage we do not have a kitchen, nor a bathroom, and we cannot demand these from the owners for fear of being run off, since we have not found another place to rent."
>
> "The owner of the house does not want to fix the water and we never have water for the toilet, but he gets very angry when we complain and we have not run to other places because we are many. There is never water and the carpet always smells ugly because it is wet."
>
> "I live in a dirty apartment where there are many rats because of the old walls and also cockroaches the owner does not do anything for all we tell him. Now I am the one who sets traps or poison but it is dangerous for me because of my children and the rats disgust me because they die anywhere in the house and they are very large."

There were a number of complaints in these responses and most of them were related to poor maintenance and crowded conditions.

<u>We asked workers what kind of housing would meet the needs of them and their families, there were some very specific wishes.</u>

It was interesting, despite the obvious need, that only a few workers mentioned: "A bedroom for everyone." "A small but sturdy house with a yard for my children."

In fact, a large number of answers focused around children being safe, having space to run, being close to resources and having their own rooms. None of the respondents thought they needed more than 4 bedrooms. All they wanted were bedrooms, bathrooms, kitchens with appliances that work, a living room, and a place to be outside. There was diversity in answers with regard to type of housing. Some respondents prefer apartments, most prefer houses and one said he would like to buy a low-income condo.

> "The house that my family wants is a humble house with a yard, but private with no more than my family. Safer."
>
> "A house where you have more space … children have their space, where we have all the services especially to wash clothes."
>
> "A place that has all the services such as potable water, kitchen, three bedrooms, living room, 2 bathrooms, room for children to play, parking lot, garage, which is close to work and public services…"
>
> "I am temporarily living in the Church but I have the need to find a refuge to live because my husband was deported to Mexico and I am alone. At this moment I am working but my concern is that it will happen when the season ends and I do not know what is going to happen and when I can no longer be in the Church."

The responses to this question showed that workers want to live in clean, well maintained residences with safe spaces for themselves and their children.

Employer Interviews

Of the sixty-six employers interviewed, there were 62 complete data sets. This report is on those 62 complete interviews. In the end, the makeup of employers was:

- 20 farm labor contractors
- 44 growers
- 2 both FLC and grower

The employers were selected as representative of the entire population in the Salinas-Pajaro laborshed. The process of selection was described in the Methods section of this report. Interviews took place from March through August, 2017.

There is a clear divide among employers who were interviewed. There were employers who were engaged in the issue of worker housing and had clearly thought about it and how it might relate to their labor issues and there were others – more than half – who did not engage around worker housing. A very few of the employers who did not hire H-2A workers had any knowledge of the conditions or type of housing in which their workers lived.

The majority of employers noted that they were facing a labor shortage but very few correlated this with a housing crisis. While most employers noted that there was a housing shortage, there were very few who had ideas or suggestions about how to solve this issue. Many employers thought the shortage was due to unnecessary regulations, coastal zone limitations, county zoning and an overall lack of support from government.

Primary challenges to success

In a majority of cases employers viewed the labor shortage as the main challenge to success. Only one employer – an FLC -- stated that he had enough workers but not enough work. Other challenges mentioned included weather, cost of inputs and regulations. But, by far, employers saw the shortage of labor as their biggest challenge.

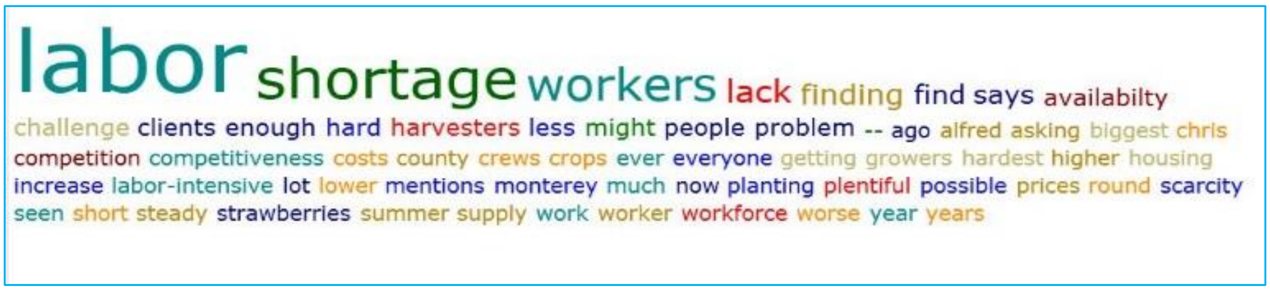


FIGURE 63 CHALLENGES FOR EMPLOYERS

Suggestions for improving housing problem

Less than half of the employers interviewed stated ideas or made suggestions for improving the housing shortage. By far the most common suggestion was to build more affordable housing and worker specific housing. However, there were no specifics outlined for how to get this done. And there was some minimal agreement that more housing needs to be built for single men and H-2A workers. A clear theme in all of these interviews is the assumption that there will be fewer stable, local workers and more temporary guest workers in the area.

One employer suggested building more government-owned labor camps and several suggested reducing barriers for growers to build on their land. There was not specificity with regard to why growers felt they were not able to build on their land. However, one employer stated that the paperwork was so onerous it would probably take "5-6 years to get through all the paperwork to build a labor camp." This same employer believes that some of the growers may have properties where housing could be built if there was some flexibility in the permitting process.

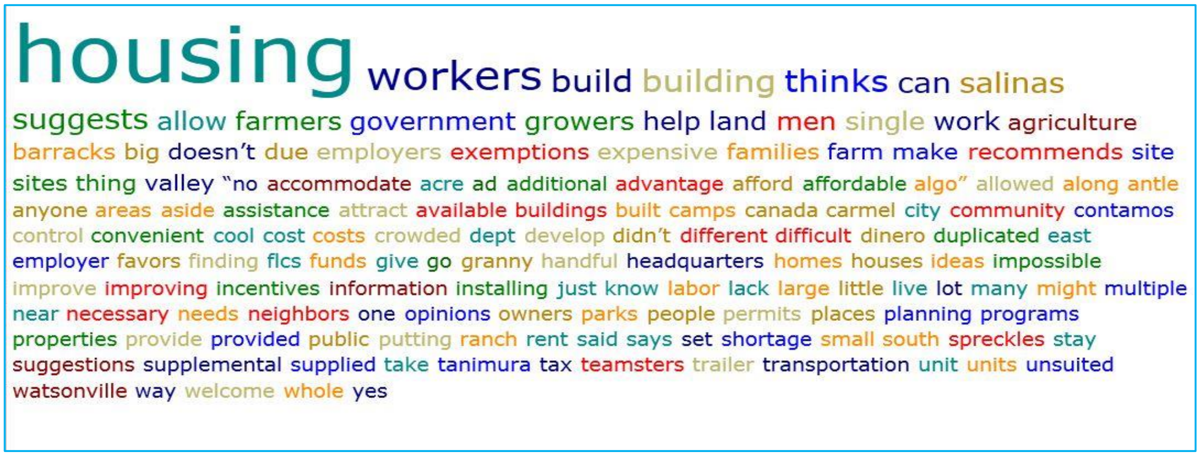


FIGURE 64 IMPROVING HOUSING

What are the perceived barriers to building worker housing?

When we asked employers to tell us what the major barriers are that they perceive with regard to housing, the local government permitting process and "regulations" were mentioned. One grower stated: *"the city says no! The city has to authorize housing of H-2As within the city. Labor is hard to find and housing is the major obstacle."* And another stated *"Get the City off our backs."* Notably a couple growers stated that there was a 10 acre limit of land for building housing and that there should be an exemption to this rule for farmers. Another stated that his boss's application to build housing was stalled at the county level. So both city and county governments were seen as barriers by the employer respondents to successfully addressing the housing shortage among farmworkers.

Aside from the government, some growers specifically mentioned NIMBYism as a barrier to housing development for workers. One employer gave an example. She wanted to house H-2A workers in an incorporated town location near a particular shopping center. But, the neighbors, "mostly 2nd generation people of Mexican origin" objected. The proposed houses were single family dwellings, not apartments or dense developments. But due to pressure from these potential neighbors, the City would not allow the development of worker housing in this neighborhood. In another location, near a different shopping center, "the neighbors have not complained." This employer stated that there is less opposition in zip code 93905 than in 93906. She thinks the neighbors are afraid of H-2A workers. Several employers believe that the City sides with the existing residents.

Two employers specifically mentioned gang activity among farmworker communities as a rationale for NIMBYism.

What are some of the solutions employers see for the housing crisis?

Almost half of employers suggested solutions to the current housing crisis for workers. There were many suggestions made about what the primary issues were limiting housing and how they could be solved but there was not a lot of recurrence among employers' suggestions. In fact, there was divergence of opinion over who should supply housing and whether or not this was the responsibility of anyone other than the employee. For example, four growers said more housing needs to be built at low cost and assistance needs to be provided for both builders and residents.

One grower said government needs to provide workforce housing but some other employers viewed this assistance with respect to housing as a "handout" and stated said that "handouts" need to be ended. Expounding on this theme, two employers discussed incentive among workers. One said workers needed more incentive and the other said that workers were actually dis-incentivized by assistance programs. These comments on assistance and incentive were broad but were relayed in the context of workforce housing.

Some few employers were keen to build on their land but didn't see any way that would happen since they also perceived too many regulations and barriers to this activity. There was some discussion of zoning restrictions at the county level.

There did not seem to be much agreement on this topic across the board. So while employers agree that more housing needs to be built, there was not agreement on who would build it, where it would be built or how much growers would take responsibility for it. There was also divergence in who the workers were who needed housing. Primarily, housing was discussed for single males. Conspicuous by its absence was a discussion of housing for workers and their families. In fact, only one employer mentioned that he would like to see better housing for the families of employees who worked for him.

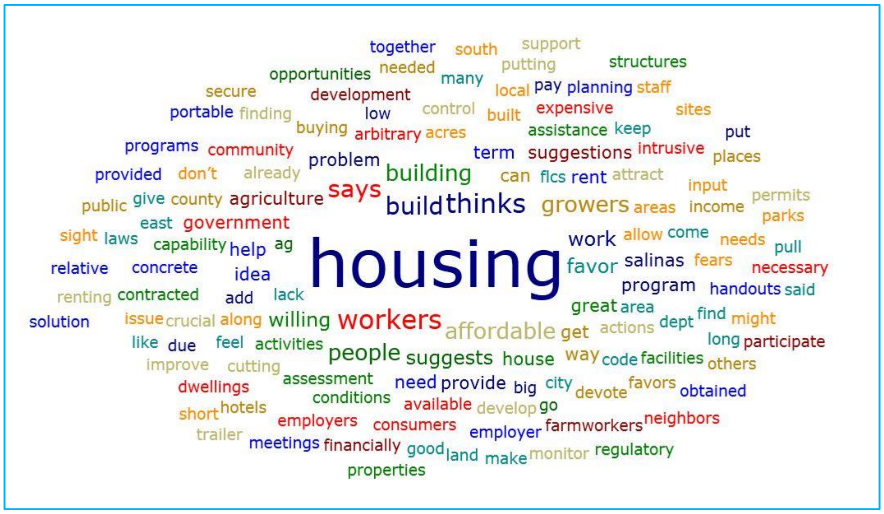


FIGURE 65 HOUSING SOLUTIONS

The word cloud at left is indicative of this spread of opinions.

When asked if they would be willing to work on housing solutions, about a sixth (9) of the employers stated that they were willing to work on solutions or that they already had ideas for solutions. Those who were willing were enthusiastic. One stated that she would do "anything" to help worker housing get approved for production, a couple stated they would like to build housing on their property, and one suggested employers – including himself -- contribute to a trust fund for farmworker housing. The remaining employers interested in seeking and contributing to solutions were interested in working in a collaborative solution-seeking team.

What do employers know about where their workers live?

Less than a third of employers stated with certainty the types of housing where their workers live. Of these, most knew the general geographic location and a very few stated that they knew the housing type. Many more could state the geographic location -- such as Salinas, Watsonville and Greenfield -- but did not know the types of residences or the quality or crowdedness of housing. Nor did they make statements about affordability.

Those employers who are on the record as providing housing to their workers, with the exception of one, stated that they provided motel/hotel rooms for H-2A workers. Only one of the employers interviewed offered housing to their year round, local employees. None stated that they offered housing for families.

A portion of the employers who commented on where their workers live, stated that the cost of housing and/or the housing shortage were serious issues that impacted their ability, as employers, to be successful. Only four employers mentioned that their workers live in crowded conditions.

Perhaps the most interesting aspect of the knowledge employers verbalized about their workers and housing is the fact that it appears to be very limited.

Unless the employers provide housing, they do not seem to know what type of housing their workers live in nor who they live with. They did not offer insight into the conditions under which workers live.

However, some employers know first-hand that housing is expensive and stated that they themselves struggled to pay rent. One employer was aware that some workers live in non-traditional housing like garages and "little makeshift shacks."

Stakeholder Interviews

Of the 25 stakeholders contacted, 21 agreed to interviews. There was great diversity among the 21 stakeholders interviewed. These are identified here.

- 3 planners
- 3 "other" growers/grower shippers
- 3 labor advocates
- 2 lawyers
- 2 farmworker advocates
- 2 trade associations
- 1 farm labor housing manager
- 1 farm labor housing developer
- 1 FLC
- 1 FLC organization
- 1 academic
- 1 UC extension

Because of this diversity and the varied focus of stakeholders, it was challenging to pull out themes from the interviews. However, some overriding perceptions were clear in the responses. A primary idea expressed was that workers were frequently victims of the current policies in effect at all levels of government. Under this umbrella of "victimization" stakeholders mentioned exploitation of workers across the board. There were mentions of how workers are recruited and paid, migration challenges, physical demands of the work and displacement of workers through development choices.

Tied to this concept of victimization, was the pride some interviewees expressed when describing charitable programs in existence to support farmworkers. Conditions at work were more commonly discussed than conditions away from work. As a result, this limits our ability to gain a clear understanding of how stakeholders across disciplines view housing conditions of farmworkers. In addition, for every view there was a counter view presented. Because of this intense diversity, word clouds do not provide any clarity from these interviews.

About half of the stakeholders expressed concern about the cost of developing more housing and how to pay for it. Acknowledgement that farmworker housing is not a money-making proposition, one stakeholder suggested instituting a surcharge per box of produce to start a housing trust fund. Another stated that developers simply don't want to build affordable housing. There was also a suggestion that building affordable housing and getting funds to do so would "work better" in urban areas than in rural areas.

There was overall agreement that farmworker housing is currently crowded. This was the primary condition stakeholders commented on. However, there were some stakeholders who did not see any harm in crowding, stating that "three families per apartment is a good idea." She felt this was much better than the shacks on the outskirts of town workers had previously lived in and the even more crowded and expensive housing many workers face. There was some discussion of the "warehousing"[110] of workers and how this was not a viable solution. One stakeholder stated that he was "struck by housing crowding" noting that apartments on Laurel Street in Salinas are jammed to the point that school buses fill up at this one stop.

NIMBYism came up among this group but not as frequently as it did with the employers. The focus of these speakers was really on how neighbors can "spook planners" into refusing a farmworker housing project in their neighborhood. However, planners interviewed stated that farmworker housing is a priority and projects are moved to the front of consideration.

And finally, in this group when H-2A was mentioned, again, there was divergence of opinion. There was concern among some stakeholders over abuses in the system and passing over of domestic workers but there was also criticism about the program itself and its burdensome requirements.

Clearly stakeholders' views and perceptions were widely contradictory. Most convergence in this group focused around the cost of housing, challenges for funding housing and reducing crowdedness. The expectation is that building more housing for workers will reduce crowded conditions. But the cost is high and there are not a lot of options for funding while developers and growers also must struggle with bureaucracy to complete plans.

[110] By this, stakeholders were referring to the packing of workers into houses, dormitories or motels in such a way as to create a space similar to a warehouse but filled with residents rather than products.

SECTION 2: FARM LABOR HOUSING IN THE SALINAS AND PAJARO VALLEYS

Development, Management, Financing

Best Practices and Alternative Housing Types

In other sections, we discussed the housing needs and conditions of the farmworker population in the Pajaro/Salinas Valley Laborshed, farmworker housing best practices around California, and funding resources that could be mobilized to build, rehabilitate, and acquire housing for farmworkers. In this section, we explore alternative and non-conventional housing prototypes, tenure types, and funding sources used in California and other states to intentionally house farmworkers or to house low-income people with potential benefits for the farmworker population.

Modeling what Works for the Pajaro and Salinas Valleys Laborshed: Case Studies

In this section, we case-study six California farmworker housing developments that exemplify different housing prototypes that could be replicated, under the right conditions, in the Pajaro and Salinas Valleys Laborshed. The six are:

Project Name	Location	Prototype
River Ranch Migrant Housing Center	St. Helena, Napa County	County-owned and -operated, off-farm migrant housing
George Ortiz Plaza I Apartments	Larkfield-Wikiup, Sonoma County	Post-redevelopment, modular housing for permanent farmworkers
Mutual Housing at Spring Lake	Woodland, Yolo County	Zero net energy housing for permanent farmworkers
Azahar Place Apartments	Ventura, Ventura County	Hybrid, mixed-occupation housing for farmworker and non-farmworker families

Desert Gardens Apartments	Indio, Riverside County	Intergenerational housing for active and retired farmworkers
Aliso Village East	Santa Paula, Ventura County	Employer-owned and -operated on-farm housing

The developments were selected by a committee of housing practitioners working in Santa Cruz and Monterey Counties. The starting point was a survey conducted by the California Coalition for Rural Housing (CCRH) asking member organizations to identify their occupationally-restricted farmworker housing and key property characteristics. From this, a list over 80 properties in coastal and interior counties was assembled. Each of the six properties represents a unique housing type. The Committee also considered project size, location, population, and year of completion. The advantage of case-studying CCRH-member organizations is that they have been developing and operating farm labor housing for four decades and, critically, were willing to provide access to key financial and operational information.

The information for each case study was derived via three steps. First, CCRH prepared and administered two online questionnaires from September to November 2017, one customized for operators of year-round, permanent housing and the other for migrant, seasonal housing. In some cases, more than one informant was needed to complete the questions, for example, a project manager who had been involved on the development side and a property manager more familiar with the current resident population and operation of the property. Second, we followed up with phone interviews of respondents from November 2017 to January 2018 to probe more deeply on key themes and incomplete or unanswered questions. Finally, we combined responses from the questionnaires and phone interviews with information from pro forma development and operating budgets supplied by respondents and online sources like news reports. Respondents were asked to review the final draft.

Aliso Village East

Santa Paula, Ventura County
THE LIMONEIRA COMPANY

A Commitment to Workforce Housing

Aliso Village East Quick Facts Location: Santa Paula, Ventura County Developer/Owner: The Limoneira Company Placed into Service: 2015 # Units: 68 # Farmworker Units: 68					
Rental Units	Studio	1-Bd	2-Bd	3-Bd	4-Bd
Unit Mix	0	0	32	32	4
Square Footage	0	0	1000	1200	1600

COMMUNITY PROFILE

The Limoneira Ranch, established in 1893, is a visually coherent district comprised of approximately 1,600 acres of citrus and avocado orchards. These orchards are separated by windrows of eucalyptus and poplar trees. They extend into steep-walled ravines. Located in the western Santa Clara Valley, the ranch is surrounded by an agricultural district made up of smaller farms ranging from 20 to 150 acres in size.

Photo: Limoneira Workforce Housing – Home Ranch

The community is 99% Hispanic. The homes are surrounded by agriculture. Most tenants work in the field and packinghouse.

> "There is a huge need for farmworker housing. Vacancy in our County is very low. I currently have over 200 applications on my waiting list. A lot of families live in a bedroom and share homes with other families." Rosie Castillo, property manager, Limoneira

The company operates approximately 3,200 acres of cropland in Ventura County, a small part of its total of 11,000 acres in production. The ranch is comprised of some mixed fruit and nut crops but the principal production is lemons and avocados. In fact, Limoneira is North America's largest lemon producer and the top domestic supplier of avocados in the US. Limoneira also has the oldest continuously operated citrus packing business in the country. Limoneira Company provides housing to employees at below market rates. Employees have the option to remain in their homes after retirement.

A variety of employee housing types have been built over time and are managed by Limoneira. With a total of 258 units, 233 are occupationally restricted to farmworkers. An inventory of all units shows larger houses are available for foremen and supervisors, clustered housing and courtyard housing have been built for workers, and in 2017, existing mobile homes were used for H-2A workers.

Photo Courtesy of Limoneira Company

DESCRIPTION OF HOUSING

Aliso Village is a development of Limoneira Company designed to provide 68 updated, modern homes to the Limoneira workforce. Aliso Village is located north of Foothill Road and immediately east of Aliso Canyon Road near the City of Santa Paula. Rows of identical farmworker housing are located along the ravine and along private roads. Limoneira Ranch - Aliso Village, is a contributor to a National Register of Historiclaces eligible agricultural historic district and an individually NRHP eligible property as determined by San Buenaventura Research Associates in the 1996 Santa Clara Valley Phase V Survey[111]. Landscape features include a small park and barbecue area, grassy play areas for children, numerous mature ornamental trees and small vegetable gardens maintained by individual workers. Rents for all units are based on market rental prices, and employees receive a 40% discount below the market prices. Limoneira property management reviews rental studies to determine comparable market rental prices. Ventura County has one of the highest rental prices in the US, but Santa Paula has the lowest rental prices in Ventura County.

MOVE TO MANUFACTURED HOUSING

In the 1930s when Aliso Village was originally built, it was comprised of single stick built homes. More housing was needed in the 1960s and stucco homes were added. Behind the stucco homes, 25-30 acres of avocados were removed with the goal of developing a new modular home community. It took a long time to pass all the regulatory hurdles (about 8 years) but these units were eventually approved. The main development was completed in 2015 with three additional units added in 2016.

The modular homes are on cement foundations. The majority of them are 2-bedroom, 1,000 square feet, and 3-bedroom 1,200 square feet arranged in a circular area. Apartments were not considered on the ranch. Workers and employers wanted to maintain the single-family homes that had been historically built and wanted to provide more open space for residents.

AMENITIES

- 68 units
- Manufactured housing
    - Altered to meet county heritage standards
    - Stuccoed exteriors
    - Redesigned windows and doors to fit in with existing historical housing
- Picnic area
- Playgrounds
- Close to hospitals, churches, schools and shopping

[111] Ventura County Cultural Heritage Survey Phase V: Western Santa Clara Valley. July, 1996. San Buenaventura Research Associates. 627 East Pleasant Street, Santa Paula CA 93060

- Free bus services
    - School bus
    - On-call service

FINANCING

The total cost of the project was $8.5 million (including 8 units in another area). Funding for the project was provided by the Limoneira Company. The project's initial planning began in 2008. Owing to various delays due to reviews, including Cultural Heritage Board reviews, and a drop in the housing market, the project was not completed until 2015.

LESSONS LEARNED:

There are benefits and drawbacks for employer-provided housing. Limoneira has overcome them due primarily to their size and willingness to invest. In this case, they kept costs down by choosing modular housing units.

1. Not all employers will have the finances or space for worker housing.
2. This employer has been dedicated to providing housing since startup and this is an important aspect of the model.
3. Challenges occurred during planning and costs increased but the employer sees the value in a sustainable workforce.
4. Unlike housing non-profits, Limoneira is just starting to improve amenities for children living in their units. While they have provided recreational facilities, there are not specific on-site programs for children of farmworkers. They have found that this is an important factor for their tenants.

Azahar Place Apartments

Ventura, Ventura County

Hybrid Housing for Farmworkers and Non-Farmworkers

Azahar Place Apartments Quick Facts Location: Ventura, Ventura County Developer/Owner: Cabrillo Economic Development Corporation Placed into Service: 2012 # Units: 60 # Farmworker Units: 30					
Rental Units	Studio	1-Bd	2-Bd	3-Bd	4-Bd
Unit Mix	0	4	15	36	5
Square Footage	0	730	1120	1160	1580
Unit Rent	0	$894	$1035	$1243	$1387

COMMUNITY PROFILE

Azahar Place is a 60-unit apartment complex in east Ventura in Ventura County. It includes 30 farmworker apartments. The County is the tenth most productive agricultural county in the U.S. in terms of gross value of agricultural production. However, land is very expensive, so crop selection has gravitated to primarily labor-intensive crops, such as berries and vegetables. It is also a high-income area with one of the highest costs of housing, ranking tenth in the nation according to one list.[1] This exacerbates the need for affordable farmworker housing which increasingly must meet the need for an agricultural labor force that is relatively stable and lives year-round in the county. Most farmworkers reside in nearby Oxnard, which is more affordable, although many still live in and around Ventura.

Production of new homes for farmworkers has been inhibited by several factors. The infrastructure in the unincorporated county is very poor, which is a major obstacle to building housing closer to production areas. Furthermore, Ventura County is the birthplace of SOAR (Save Our Agricultural Resources), which was passed by voters in 1998 to preserve the county's agricultural heritage and open spaces and was recently renewed until 2050. It is an important political force. The County adopted guidelines for orderly development that call for development to occur within the cities and established communities.

Fortunately, through the efforts of House Farmworkers (HFW)!, a project of the Ag Futures Alliance since 2004, the housing needs of farmworkers have been placed front and center by a coalition of progressive growers, labor activists, and community and environmental advocates who have advocated together before the County Board of Supervisors and the various City Councils. The common perception is that the County and cities have not done enough to house farmworkers and, as a result, it is harder now for local politicians and citizens to be openly opposed. However, that does not necessarily mean the NIMBY factor has disappeared. While SOAR supporters should theoretically support higher-density farmworker housing in cities, that is not always the case and local attempts to slow the approval process and make development more expensive must still be overcome. According to one farmworker advocate, "I suppose in one sense we have made a lot of progress…the status of farmworkers has improved. They are no longer at the absolute bottom of the totem pole."[2] But, NIMBYism is always present.

DEVELOPMENT HISTORY

Cabrillo Economic Development Corporation (CEDC), a long-time community-based developer of farmworker housing based in Ventura, worked on the Azahar Place project for many years. The City of Ventura had a growth control process that exempted affordable housing, the Residential Growth Management Program (RGMP). CEDC originally had an agreement to purchase the entire site and build a 100 percent affordable development, including rental and for-sale homes. The City committed funding to the project. However, after intense neighborhood opposition, the City withdrew the funding and CEDC transferred its agreement to a local market-rate developer, Ron Hertel.

Under the RGMP, projects competed every two years in what one respondent called a “beauty contest”. Hertel proposed several “vanilla” market-rate projects, which did not obtain allocations. Then CEDC proposed to Hertel that they pitch a mixed-income community on 23 acres of the original site. The Citrus Place Master Plan was to include detached single-family homes for market-rate buyers and 120 homes to be developed by CEDC – 60 affordable apartments and 60 entry-level condos. The project was submitted and obtained allocations. Ultimately, the market crashed and CEDC was able to move forward only with Azahar Place, the 60 apartments on a 5.13-acre parcel, but not with the 60 condos.

As occurred previously, there was major opposition to the project. CEDC tried to mollify the concerns of the neighbors, but they were still unhappy. So, to offset their complaints and objections, CEDC sought to mobilize many more supporters to attend and testify at hearings, especially those who had a personal connection with individual council members. They evaluated the council members and made a plan for how to lobby each one effectively, either one-on-one or at the hearings or both. House Farmworkers!, through its Ventura City Committee with support from HFW Task Force members, as well as CLUE (Clergy & Laity United for Equity), CAUSE (Coastal Alliance United for a Sustainable Environment), and the United Farmworkers Union organized their members to attend meetings of the Design Review Committee, Planning Commission, and City Council to speak in support of the project. Among the leadership of these groups were many who were well-connected politically. It also helped that it was part of a mixed-income development with an influential market-rate developer.

Another obstacle was that the project needed an easement from a neighboring apartment complex to hook up to the public sewer. The owner refused to agree to the easement and it took the City filing an eminent domain case that was challenged through the appellate level before sewer access was obtained.

SOURCES AND USES OF DEVELOPMENT FUNDS

Azahar Place was funded at construction with a combination of conventional and tax-exempt financing from Wells Fargo Bank, the City of Ventura, a 1602 Grant from the California Tax Credit Allocation Committee (TCAC), and capital contributions from limited partners. The 1602 Program was a one-time infusion of capital under the American Recovery and Reinvestment Act of 2009, which provided that state housing agencies could exchange a portion of their 2009 Low-Income Housing Tax Credit allocation for funds to spur the development of affordable housing and create and retain jobs. The development cost was $493,200 per unit.

Initially, permanent take-out financing was intended to be a combination of 4 percent credits from the Low-Income Housing Tax Credit Program (in addition to the 1602 Grant from TCAC) and funds from the City of Ventura, State of California Joe Serna, Jr., Farmworker Housing Grant and Multifamily Housing Programs, and a Tax-Exempt Private Placement Bond via the California Community Reinvestment Corporation (CCRC), a Community Development Financial Institution (CDFI). However, because of cost overruns, the decision was made to borrow an additional $3 million from the USDA Section 514 Program. As a result, all 30 farmworker units also receive USDA Section 521 Rental Assistance.

Azahar Place Apartments Development Budget			
Permanent Financing		**Project Cost Summary**	
Source	**Amount**	**Use**	**Amount**
CCRC Perm Loan (tax-exempt)	$2,216,000	Land and Acquisition	$5,715,323
USDA Section 514	$3,000,000	Unit Construction	$9,653,558
Multifamily Housing Program	$4,600,000	Site Improvement/Landscaping	$1,889,147
City of Ventura	$3,000,000	Local Development Impact Fees	$1,305,521
Accrued/Deferred Interest	$71,500	Overhead and Profit	$1,172,202
Joe Serna, Jr., Farmworker Grant	$3,369,000	Construction Contingency	$1,075,482
Photovoltaic System Rebate	$100,020	Architectural, Engineering	$1,475,872
Deferred Developer Fee	$1,615,000	Legal, Appraisal, Insurance	$417,382
Capital Contributions (LIHTC)		Operating Reserves	$345,400
General Partner	$100	Developer Fee	$2,500,000
Limited Partners	$10,289,171	Other Construction-Related	$3,723,810
		Issuance/Financing Fees	$318,215
TOTAL	**$29,591,912**	**TOTAL**	**$29,591,912**

RESIDENT CHARACTERISTICS: MIXING FARMWORKER AND NON-FARMWORKER FAMILIES

All 30 of the occupationally-restricted units are for active, retired, and disabled farmworkers. Currently, there are about 248 residents of whom 67 are children under the age of 18. There is only one householder in each of the units working in agriculture, typically, the head-of-household. They must earn at least $5,752 annually from qualified agricultural work, which is recertified each year, to be eligible to live in a farmworker unit. The rents for the farmworker units are controlled by the Section 514 Program and set aside for families earning between 30-50 percent of the Area Median Income (AMI). All of the current occupants have incomes at 30 percent of AMI or less. Rents on the non-farmworker units are controlled by the LIHTC Program and set aside for families with incomes up to 60 percent of AMI.

From inception, Azahar Place was designed to be a hybrid project with a few units reserved for farmworkers supported by the Joe Serna, Jr., Farmworker Housing Grant Program and most available to any low-income family. That had the benefit of both operational flexibility and access to a grant from the State to help with development costs.

However, the later addition of USDA Rural Development (RD) funds to fill a gap in the development cost changed the original resident mix. RD required that at least half of the units be restricted to farmworkers.

Moreover, RD restricts units only to documented workers, imposes more strenuous conditions on farmworker income, requires households whose farmworker status changes to vacate, and does not allow designated farmworker units to "float" within a hybrid project. If floating were possible, a family could remain in the unit and the first unit vacated by a non-farmworker could then be filled with a farmworker. Absent that option, the household must either move to a vacant non-farmworker unit in the project, if one exists, or move entirely from Azahar Place.

RD's treatment of project hybridity has been inconsistent. Reportedly, RD offices in other states have never permitted and approved hybrid Section 514/516 projects, while in California RD has supported multiple hybrid projects. Recently, it appears that RD is taking a more conservative approach nationwide and in California, rewarding only projects that ensure 100 percent farmworker occupancy regardless of RD's percentage of the total development cost.

Setting aside the advantages and disadvantages of RD funding, CEDC points to several social advantages and disadvantages of its hybrid projects compared to its 100 percent farmworker projects. The major benefit is that it reduces the social isolation of farmworkers, many of whom are limited-English speakers and marginalized in society. Integration with people of other backgrounds can help break down barriers, accelerate acculturation, and provide positive behavioral models. On the other hand, CEDC's 100% farmworker communities tend to be more cohesive because of common backgrounds and connections to farm work with the greater likelihood of interaction and mutual self-support. Overall, farmworkers are model tenants who greatly appreciate the housing and take care of the property.

BUILDING/SITE CHARACTERISTICS AND AMENITIES

Azahar Place consists of 18 residential buildings designed to replicate elements of a single-family home. The units are attached townhomes with front yard patios. They have attached two-car garages accessed from the rear. Each apartment has a washer and dryer. The project includes a photovoltaic system, which achieves significant electricity cost savings, and has a LEED-Platinum designation.

The project also has a 2,059-square-foot community center that includes a computer lab, kitchen, and community room. On the grounds is a tot lot. Adjacent is a two-acre public park/detention basin, partially funded by CEDC, with a soccer field, barbecue and picnic areas, a full basketball court, and a 4,400 square-foot playground. A primary school and health care facility are located within a mile of the site.

PROJECT OPERATIONS AND OPERATING BUDGET

CEDC self-manages Azahar Place on behalf of the tax credit partnership. It deploys a full-time manager and resident services coordinator and part-time maintenance crew person to service the property. The income from rents and other sources is sufficient to cover all operating costs, including a developer fee distribution. The presence of RD Rural Rental Assistance for all 30 of the farmworker units is essential to cover the unit rents since all of the farmworker households have extremely low incomes.[3]

Azahar Place Apartments: FY 2017 Operating Budget	
Revenue	
Rent Income	$867,735
Other Income	$35,700
Total Revenue	**$903,435**
Expenses	
Property Management Fee	$58,855
Office/Manager Salaries	$29,860
Other Administrative	$54,000
Utilities	$56,700
Operating and Maintenance	$131,857
Taxes/Insurance	$104,774
Debt Service	$285,238
Replacement Reserve	$36,000
Developer/Asset Manager Fee	$146,151
Total Expenses	**$903,435**
Total Net Surplus (Deficit)	**$0**

According to CEDC, there are operational challenges in managing farmworker units. On-site management and other staff often need to speak not only Spanish, but indigenous languages like Mixtec, and patiently translate and explain lease, income certification, and other documents. "High-touch" management is needed and staff must be appropriately trained and sensitized. In addition, CEDC has had to evict about a dozen families from its USDA-financed projects whose farmworker status changed. In one case, a resident was offered an office job with an agricultural employer after working in the fields for the same employer and was faced with the choice of taking the new job or losing his/her home. That can be heart-wrenching as a property manager.

PROVISION OF RESIDENT SERVICES AND RESIDENT ENGAGEMENT

CEDC takes great pride in mobilizing its staff, multiple community partners, and residents to deliver services and programming that make Azahar Place a vibrant "community that thrives in creating opportunity out of every challenge."[4] Key services provided are:

Computer Lab	7 computers with free internet access, printing services, and help with job searches, applying for benefits, and school projects. Open weekday afternoons.
Financial Literacy & Counselling	CEDC staff provide at least 20 hours of financial counseling and literacy on credit-building and repair, savings habits, budgeting, home ownership.
English as a Second Language	CEDC has developed strong partnership with Laubach Literacy of Ventura which provides ESL classes on-site in 5-8-week sessions at

	beginning and intermediate levels. Linkages to advanced ESL in partnership with Ventura and Oxnard Community College counselors.
Employment Development	Via partnerships with Employment Development Department, Center for Employment Training, Community Action of Ventura, California State University, Channel Islands, and CEDC-trained staff, residents coached on resume-building, learn new trades, e.g., auto mechanics and computers, and are connected with potential employers.
Child Care and Youth Programs	20 hours a week of child care via partnership with Bob Borrego Child Care Center located within 5 miles of Azahar where income-qualified parents may enroll their children for free.
Youth Tutoring	Offer Homework Club where students from California State University, Channel Islands, provide free tutoring to students grades 1-12 at least twice a week for 3 hours.
Health Wellness and Awareness	Via partnership with Clinicas Del Camino Real, health fair held twice a year on-site offering free health screening, e.g., diabetes testing, body and mass testing, women's clinic, and blood drive, for residents and local community. Ventura County Public Assistance gives free 6-week nutrition class.
Legal Assistance	Through monthly meetings, residents connected with El Concilio de Oxnard, Mexican Consulate, and Ventura County Public Assistance, which provide pro bono legal aide.

Lessons Learned

There are distinct advantages of mixed-occupation, hybrid projects that are favored by many affordable housing developers and operators and some disadvantages:

1. In terms of financial packaging, including restricted farmworker units in a new multifamily affordable housing project can leverage grant-funding from the Joe Serna, Jr., Farmworker Housing Grant Program to fill important gaps in development costs.[5] Passage of AB 571 (D-E. Garcia) in 2017 will now allow the State's Farmworker Housing Tax Credit Assistance Program to be used in hybrid projects where at least 50 percent of the units are restricted to farmworkers.

2. Unlike in other states, the California office of USDA Rural Development (RD) has allowed use of the Section 514/516 Program in hybrid projects over the last 10 years or more, providing a critical additional source of low-interest loans and grants and long-term operating subsidy from Section 521 Rural Rental Assistance. However, under current RD administration, it appears that hybrid projects are now discouraged and at a competitive disadvantage, nationwide.

3. Sponsors of hybrid projects will need to weigh the economic advantages of using the Section 514/516 Program, which opens up eligibility for Section 521 rental subsidies, versus the more strenuous farmworker status and citizenship requirements imposed by the Program that limit sponsor flexibility to fill units with non-farmworkers or undocumented farmworkers.

4. Allowing some units to house non-farmworkers and to float is a way to ensure full occupancy and stable rental income when there are insufficient numbers of eligible farmworkers to fill the units.

5. Mixed-occupation housing also enables farmworker households who are no longer working in agriculture or whose income from agriculture has declined below threshold eligibility levels to remain in their units or to move to non-farmworker units in the same project when they become vacant.

6. Housing operators believe there are social advantages to not isolating farmworkers and integrating them into a diverse environment with households having different occupational, racial, ethnic, cultural, and linguistic backgrounds. This may also reduce NIMBY opposition at the proposal stage.

Desert Gardens Apartments

Indio, Riverside County

Intergenerational Mixing of Active and Retired Farmworkers

Desert Gardens Apartments Quick Facts Location: Indio, Riverside County Developer/Owner: Coachella Valley Housing Coalition Placed into Service: 1998 # Units: 88 # Farmworker Units: 87					
Rental Units	Studio	1-Bd	2-Bd	3-Bd	4-Bd
Unit Mix	12	24	20	23	8
Square Footage	487	559	775	1020	1150
Unit Rent	$610	$650	$695	$745	$805

COMMUNITY PROFILE

The 88-unit Desert Gardens Apartments was built in the City of Indio in 1998. Together with the neighboring city of Coachella, Indio anchors a heavily agricultural region in what is known as the Eastern Coachella Valley. The Eastern Coachella Valley provides 50% of the country's fruits and vegetables and the local agricultural industry can employ up to 12,000 workers per crop season.

The Eastern Coachella Valley is also one of the poorest areas of California. In 1982, Coachella Valley Housing Coalition (CVHC) was formed by community and business activists and leaders to help address the lack of decent housing for farmworkers and other low-income families living in the Coachella Valley.

CVHC obtained its first grant of $10,000 from the Aetna Foundation and hired its first executive director.

DEVELOPMENT HISTORY

Most projects for permanent farmworkers allow former farmworkers to reside in the property. These may be households that began their tenancies as a farmworker and later retired or became disabled or were once active farmworkers but not at the start of their tenancy. Desert Gardens is unique in that it explicitly reserves 36 of the 88 units for retired farmworkers, although retired farmworkers can also live in a non-reserved unit.

The site where Desert Gardens sits is next to the infamous Fred Young Labor Camp, a labor camp built in the 1930s and originally designed to temporarily house single migrant farmworkers. At that time, the camp consisted of one-room wooden shacks. Over time, families began to move into the units. In the 1960s, USDA demolished the shacks and replaced them with 253 700 sq. ft. cinder block units. However, the site was mismanaged and, in 2007, upon the urging of USDA, CVHC assumed responsibility for the camp and began a multi-phase effort to completely refurbish the complex and create a multi-use community with farmworker housing, senior and family rental housing, single-family home ownership, and commercial development.

The reason this is significant is that Desert Gardens was proffered by CVHC to USDA in the 1990s, before it took possession of the Fred Young Labor Camp, as a way to provide alternative accommodations for elderly households who had been living in the camp for decades and had raised their families there. Even then, the idea was that eventually the camp would be replaced with larger units that could accommodate families. USDA suggested that CVHC make Desert Gardens an intergenerational project, 36 units for retired farmworkers and 52 for active farmworkers. However, it took about five years before USDA would approve sufficient funding to allow the project to proceed to construction.

The project concept and proposal were supported by a broad group of citizens groups, advocates, growers, residents, and the CVHC Board of Directors. There was no community opposition. For elderly farmworker residents of Fred Young, Desert Gardens offered the opportunity to significantly upgrade the quality of their housing and live in modern apartments near their children and grandchildren.

SOURCES AND USES OF DEVELOPMENT FUNDS

The $6.5 million development cost of Desert Gardens was funded with only three sources: USDA Section 514, the California Department of Housing and Community Development (HCD) Family Housing Demonstration Program (FHDP), and Riverside County Community Development Block Grant funds.[6] Most of the cost was borne by USDA in the form of a low-interest loan. Underground utilities, street and and lighting improvements, and other on-site infrastructure were needed to prepare the site.

Desert Gardens Apartments Development Budget			
Permanent Financing		**Project Cost Summary**	
Source	**Amount**	**Use**	**Amount**
USDA RD - 514 Loan	$5,312,068	Site Acquisition	$315,203
State HCD-FHDP	$720,000	Off-Site Improvements	$108,171
County CDBG	$500,000	Site Improvement/Landscaping	$1,040,497
		Unit Construction	$3,900,032
		Other Construction-Related	$51,300
		Architectural/Engineering	$179,651
		Permits/Impact Fees	$642,574
		Legal/Title/Escrow	$14,226
		Taxes and Insurance	$29,180
		Reserves	$125,617
		Administrative Cost	$125,617
TOTAL	**$6,532,068**	**TOTAL**	**$6,532,068**

RESIDENT CHARACTERISTICS

Currently, there are 221 residents in the property, 77 (35%) of whom are children under the age of 18. While the majority of households (57%) have only one householder working in agriculture, a significant number have two householders (43%). In other words, not just one, but two adults derive their income from agricultural work. Most households (69%) earn between 26-50% of their income from farm work. The minimum dollar amount of income that must currently be earned from qualified agricultural work is $5,752 under USDA Rural Development (RD) rules. About 40% of the units are occupied by extremely low-income households earning 30% or less of the Area Median Income (AMI) and 60% are very low-income, earning between 31% and 50% of AMI. RD may grant a rare exception and authorize units to be rented to low-income, non-farmworker households after extensive marketing and at least six months of vacancy. A non-farmworker can occupy a restricted unit for no more than one year.

BUILDING/SITE CHARACTERISTICS AND AMENITIES

The unit and site design of Desert Gardens was intended from the start to accommodate the elderly and young families in one organic community. The apartments for retired farmworkers are single-story studios and one-bedroom units and set towards the back of the property to minimize vehicular noise and foot traffic and give seniors greater privacy. They are separated from the family-occupied units by a small see-through fence with a walk-through path and archway, but otherwise integrated into the project. The family units are two-story garden walk-up apartments with two, three, and four bedrooms. From the outside, the elderly and family units are indistinguishable except for the number of stories. Interior amenities are the same except for the number of bedrooms. Unit features include high speed internet access, air conditioning, wheelchair accessibility, private balconies and patios in some of the apartments, and semi-private entries.

Both populations share a community center that includes meeting spaces, a childcare center, storage, and a laundry room. The outside space includes a central pavilion with benches for casual seating and community events. The site also includes a playground, community garden, basketball courts, and covered car ports with 120 stalls. There is a pool onsite for community use, a great feature in a valley where temperatures routinely exceed 100 °F in the summer.

Desert Gardens is conveniently located near a variety of community amenities. Within a mile of the site is a primary school, full-service grocery store, and shopping centers. Within five miles is a secondary school, health care facilities, and employment centers with car travel time of 15 minutes or less. There is also a nearby community park with soccer fields, baseball fields, basketball courts, and a walking path. The largest farm employer of residents is Richard Bagdasarian, Inc., a major producer of table grapes, citrus, dates, and vegetables. Other major employers are Anthony Vineyards, Peter Rabbit Farms, Prime Time International, and Ocean Mist Farms.

PROJECT OPERATIONS AND OPERATING BUDGET

CVHC self-manages its farmworker projects and has had many years of experience with this population. Staffing for Desert Gardens consists of a full-time resident manager, two full-time maintenance crew, and a part-time asset manager and resident services coordinator. Eighty-four of the 87 farmworker units receive Section 521 Rural Rental Assistance. Anticipated operating revenue and expenses for FY 2018 are indicated below:

Desert Gardens Apartments: FY 2018 Operating Budget	
Revenue	
Rent Income	$739,140
Laundry Income	$16,200
Other Income	$5,943
Vacancy and Contingency Allowance	($14,783)
Transfer from Reserve	$107,213
Total Revenue	**$853,713**
Expenses	
Maintenance and Operations	$149,809
Utilities	$136,109
Management Fee	$63,984
Other Administrative	$97,667
Taxes and Insurance	$16,076
Debt Service	$194,805
Reserves Transfer and Asset Management Fee	$86,700
Annual Capital Budget	$107,213
Total Expenses	**$852,362**
Total Net Surplus (Deficit)	**$1,351**

According to CVHC, farmworkers moving into an apartment complex that comes with restrictions or systems that they are not used to can cause adjustment issues. For example, some residents had potted plants on patios that were overcrowded and hanging from porch ceilings and back walls. CVHC does not allow that. Some residents have never used modern appliances like dishwashers.

INTERGENERATIONAL SERVICES AND PROGRAMMING: SOCIAL AND INTERPERSONAL BENEFITS

A central component of Desert Gardens is the intentionality of mixing older retired farmworker households with younger active farmworker households. CVHC offers a variety of services and programming to residents on site that are targeted to children, adults, and the elderly, some of which cross over and involve residents of all ages. A STEM Summer Camp program is offered to school-age kids where children receive supplemental education in science, technology, engineering, and math. Kids can also attend a Summer Tennis Camp. Brunch-time community readings are held for senior poets while children are at school. Third-party entities provide pre-school-age child care services on site during the work week and operate an Adult High School Charter program. Services are funded via foundation grants and use of volunteers from the property and the community.

Many of the services and programs that management organizes are designed to increase interaction between children and seniors. For example, book-reading classes are held where children and seniors are invited to couple together and read to each other. Some seniors volunteer in the after-school program. Older adults lead and teach children how to perform mariachi music and ballet folklorico and make tamales. Although there is currently no child care provided onsite by outside parties, there are lots of examples of informal child care arrangements as grandparents tend to children while parents are at work or away during leisure hours. Events around holidays and gift-giving exchanges bring together the entire community and create a sense of inclusion and connection.

The community garden is the activity perhaps most valued by older retired farmworkers. Residents get an assigned plot for their own use. The garden is a place where seniors can often be found each day tending their crops and producing fruits and vegetables that are used to supplement their household pantries and share with their family and neighbors. Often, children join their grandparents and neighbors in the garden and are taught basic gardening skills. All of the produce is grown in boxes elevated above ground so that the elderly do not have to stoop down.

The success of Desert Gardens is an inspiration for a non-farmworker community CVHC is currently developing in the Apple Valley, the first phase of which will be for senior citizens and the second for families. The projects will be sited on two separate, but contiguous parcels.

LESSONS LEARNED

Desert Gardens Apartments demonstrates the efficacy of a common-sense approach that is uniquely fitted to the cultural and social conditions and preferences of multi-generational farmworker families.

1. Retired farmworkers have much to contribute toward child care, child-rearing, and mentoring of the children of active farmworker families.
2. Likewise, children and their parents offer older adult farmworkers the conditions for elder care and a sense of value and worth as these residents age in place.

3. Sharing common spaces between seniors and children involves some creative juggling, but use of facilities during the morning, afternoon, and evening ensures that the property is fully utilized and abuzz with activity during most waking hours, making for a village-like environment.

George Ortiz Plaza I Apartments

Larkfield-Wikiup, Sonoma County

Post-Redevelopment Modular Construction

George Ortiz Plaza I Apartments Quick Facts			
Location: Larkfield-Wikiup, Sonoma County Developer/Owner: Phoenix Development Company; Integrity Housing; California Human Development Corporation Placed into Service: 2017 # Units: 30 # Farmworker Units: 29			
Rental Units	Studio	1-Bd	2-Bd
Unit Mix	0	0	30
Square Footage	0	0	840
Unit Rent	0	0	$594-991

COMMUNITY PROFILE

The Larkfield-Wikiup area is an unincorporated part of Sonoma County about five miles north of Santa Rosa, the county seat and largest city in the county. In 2010, the area had a population of 8,884, just over a fifth (22.3 percent) of Latino or Hispanic descent (U.S. Bureau of the Census). Due to the strong need for farm labor, there is a large population of permanent, year-round farmworkers who labor in the region's fields, many in the county's world-famous wine industry. The County's 2014 Housing Element noted that there were 2,672 children from year-round agricultural workers in the county school system during 2012-13 with one of the largest concentrations in the north county. A 2015 survey by the Sonoma County Health Department found that nearly 90 percent of the 300 farmworkers surveyed were living in the county on a permanent, year-round basis and 70 percent had families.

The housing market in Sonoma County is one of the least affordable in the state, ranking ninth in 2017 according to one list[7]. The average percent of monthly wage spent on housing was 73.2%. The Sonoma County Health Department study found that farmworkers were spending up to 60% of income for rent and identified housing as a critical need.

The current political environment encourages affordable housing production. In 2014, the County declared a housing emergency and County Supervisors set a goal of building 2,200 new units by 2025. In November 2016, the County approved a funding package of nearly $4 million to accelerate four low-income housing projects, including $510,000 for Ortiz Plaza I, the first farmworker project in the County. Unfortunately, the devastating fires in November 2017 have greatly exacerbated the existing housing crisis, destroying about 5,130 dwelling units and displacing many low-income and farmworker residents.

DEVELOPMENT HISTORY

George Ortiz Plaza I, named after the founder and long-time director of the Santa Rosa-based California Human Development Corporation (CHDC), is the first of a two-phase farmworker housing project. The second phase consisting of 22 units just south of the current site is scheduled to begin construction in 2018. Phase one began in 2009. Originally, the project was to be built in Healdsburg to the north, which had earmarked redevelopment funds. In addition, CHDC secured a $2 million grant and $1 million low-interest loan under USDA's Section 514/516 Program. However, when California redevelopment agencies were dissolved in 2012, the redevelopment funds were lost and the project was put on hold.

Fortunately, USDA was able to reserve the funds for CHDC until it could secure other financing. When the Larkfield-Wikiup property, which had been zoned for affordable housing in 2010, became available, CHDC purchased the 1.78- acre site. One obstacle to be overcome, however, was community opposition. While the project was receiving strong support from many stakeholders, there was considerable pushback from neighbors. The neighbors submitted a 9-page rebuttal with over 100 signatures questioning the process that was used to zone the land as affordable housing five years earlier and raising issues with the proposed development. These issues included too high density, potential noise and light pollution, impacts on traffic and local schools, and fears about increases in crime, vandalism, and gang activity.

CHDC held several community meetings to discuss details of the project design and made accommodations to address some of these issues, such as the height of the project's lampposts. It challenged other assertions. Many of the same concerns were raised by neighbors when the permitted use of the property was approved and had been addressed at that time. The fear that crime would increase, particularly from the presence of unsupervised minors, was unfounded because CHDC planned to offer after-school programs that had worked effectively to engage minors in other farmworker projects.

In February 2015, the project received unanimous conditional approval on preliminary design review from the County's design review committee, prelude to a second design review that would occur prior to final plan approval. Notwithstanding neighbor concerns, the project received final plan approval in

2016 and began construction in June of that year. Rent-up began in phases at the end of July and beginning of August 2017 with temporary Certificates of Occupancy.

SOURCES AND USES OF DEVELOPMENT FUNDS

Ortiz Plaza I is a good example of how the loss of redevelopment agency tax increment financing, while detrimental to many projects in California, was able to be offset by other financing. The development team, CHDC together with general partners Phoenix Development Company and Integrity Housing, cobbled together nearly $11 million to cover the costs of land acquisition, construction, and permanent financing at a $365,074 per unit cost.

The complicated financing structure included financing from a wide array of government, nonprofit, business, and private sources. In addition to previously-mentioned USDA funds, the financing included a 30-year, deferred payment, forgivable loan from Sonoma County Community Development Commission (CDC) federal Community Development Block Grant Program funds; federal and state low-income housing tax credits purchased by City Real Estate Advisors; tax-exempt bonds purchased by the California Housing Finance Agency; and contributions from Mary Soiland (the former property owner), American Ag Credit, the Sonoma County Community Foundation's Mayflower

Fund, Paul Hobbs Winery Fund, and Anonymous Fund, the Sonoma County Grape Growers Foundation, and Jackson Family Wines and Enterprises. Construction financing was provided primarily by Exchange Bank. The principal permanent lenders are USDA and the California Community Reinvestment Coalition (CCRC), a Community Development Financial Institution (CDFI). The Sonoma County Permit and Resource Management Department deferred entitlement fees and expedited permitting.

It should also be noted that Ortiz Plaza I included tax credit equity from both the Federal Low-Income Housing Tax Credit Program, as well as the State Farmworker Housing Tax Credit Assistance Program. The latter commitment of $982,967 was the first use of this credit in many years. The federal credits were from the 4 percent program, not the 9 percent program more commonly used in farmworker housing projects. This is because of the presence of California Department of Housing and Community Development (HCD) Multifamily Housing Program funds (MHP), which are only allowed for use with 4 percent credits.

Some of the donations from agricultural interests, like the original owners of the property, the Jackson Family Fund, and Sonoma County Winegrowers Association, helped pay for a portion of a 2,793 square foot community center that will benefit Phases I and II and land purchase for Phase II.

Permanent Financing		**Project Cost Summary**	
Source	**Amount**	**Use**	**Amount**
CCRC	$2,250,000	Land and Acquisition	$1,605,100
USDA - RHS 514/516	$3,000,000	Construction Costs	$5,218,129
Sate HCD - MHP	$516,000	Construction Contingency	$230,784
Sonoma County CDC	$510,000	Architectural/Engineering	$332,750
MK Old Redwood (Mary Soiland)	$250,000	Construction/Permanent Financing	$617,787
American Ag Credit	$100,000	Legal Fees, Appraisals	$149,374
Deferred Developer Fee	$623,130	Reserves	$253,684
Tax Credit Equity	$3,338,020	Other Costs	$1,129.542
		Developer Fee	$1,050,000
TOTAL	**$10,587,150**	**TOTAL**	**$10,587,150**

CONSTRUCTION METHOD USING MANUFACTURED HOUSING COMPONENTS

To reduce construction costs and accelerate construction, CHDC and its development partners opted to use factory-built manufactured and modular components supplied and installed by Jeff Luchetti Construction.[8] The overwhelming majority of year-round, permanent farmworker housing in California is stick-built and site-built. All the units were assembled in nearby

Windsor as pods – two pods affixed together to create one apartment and then two apartments stacked on top of each other to create a two-story structure. The project consists of four buildings, three buildings of eight units and one of four units.

In retrospect, the cost savings were debatable. One of the major issues was that the county building department had never dealt with manufactured multifamily housing. The initial inspection and certification of the units while they were being manufactured did not reveal that aspects of the construction and assembly were noncompliant with county standards. Moreover, the building contractor, who was also the manufacturer of the units, did not do its due diligence in working with the county. As a result, after the project was built, the county demanded that 20 percent of the walls be opened and the underneath flooring to inspect the physical connections of the wiring and plumbing. CHDC tried to reason with the county and engage a mediator, but to no avail. This caused time and cost overruns, adding an extra two months and considerable new expense.

According to CHDC, the cost and time savings of using manufactured or modular components, absent the dust-up with the county building department, would probably have justified the building prototype. A lot about the construction method made it much faster, particularly since the winter of 2016-17 was exceptionally rainy. However, the supplier is no longer building this product and CHDC is not planning to use manufactured housing in Phase II.

RESIDENT CHARACTERISTICS

Eligibility to reside in Ortiz Plaza I is subject to the rules for qualified agricultural work and income in Title 7, Subtitle B, Chapter XXXV, Part 3560 of the federal Code of Regulations. This section governs the USDA Section 514/516 Program. Currently the minimum amount of income that must be earned from farm work in a 12-month period is $5,752, which is annually recertified.

According to property management staff, all 29 farmworker-restricted units have just one farmworker householder. Most are working year-round in the more than 1,000 wineries in Sonoma County and environs. Currently, there are 93 residents, 33 of whom are children under the age of 18. Seven of the households are extremely low income (30 percent of Area Median Income (AMI)), four are very low-income (40 percent of AMI), and 19 are at 50% of AMI. All 29 of the farmworker-restricted units receive USDA RHS Section 523 rental assistance, which limits tenant rents to no more than 30% of household income.

Originally, the plan was to reserve 11 of the units for extremely low-income households, the kind of deep targeting favored by government funding agencies. However, CHDC was able to fill only seven of the ELI units at initial occupancy, mostly with retired farmworkers. CHDC found that in a higher-cost area like Sonoma County farmworker incomes tend to exceed the ELI level, especially in the current environment of labor shortages. A 2012 market study revealed that the average farmworker was making $10-11 dollars per hour, but in 2017 the average farmworker made $18 per hour. Critically, CHDC was able to get an exception for the first year from USDA, the California Tax Credit Allocation Committee, and the Sonoma County CDC and transfer four of the units for occupancy by households at 50 percent of AMI.

BUILDING/SITE CHARACTERISTICS AND AMENITIES

The 30 2-bedroom, 11/2-bathroom units are clustered in four buildings. Each unit comes equipped with a refrigerator, stove/microwave, dishwasher, and central heat. Onsite facilities include a community center with laundry facilities, a management office, kitchen, covered patio, BBQ/picnic area, a playground, community gardens, and a teen recreational area. The project also meets green building standards, including solar orientation, use of recycled building materials, water-conserving fixtures and landscaping, and energy star-rated appliances. The site is located within one mile of a primary school, secondary school, transition station, health facilities, a full-service grocery store, and shopping. Employment is located generally within a 15-minute drive from the project.

PROJECT OPERATIONS AND OPERATING BUDGET

The cash flow projections for Year 1 of Ortiz Plaza show operating income of $547,372, expenses of $244,073, and net operating income of $303,299 to pay for debt service on a first and second mortgage and asset management, administrative partner, and deferred developer fees.

More than half the rental income will be from rental subsidies and most of the remaining income from tenant contributions to restricted rents. The rent roll for December 2017 shows tenant contributions to rent of $18,798, an average of $627 per household. Operating expenses are mostly for ‘residential expenses’, which includes the staff costs of a full-time onsite manager, maintenance crew person, and asset manager, and one part-time resident services coordinator. About 12 percent of operating costs (net of debt service and partnership fees) are for annual replacement reserves.

Long-term projections show project viability for 30 years with the continuing flow of USDA rental assistance.[9] As Phase II is built out, the expectation is that additional economies of scale will be achieved and stable income.

George Ortiz Plaza I: FY 2017 Operating Budget	
Revenue	
Restricted Rental Income	$246,264
Subsidy Income	$313,152
Other Income	$16,755
Vacancy Allowance	($28,799)
Total Revenue	**$547,372**
Expenses	
Residential Expenses	$209,270
Real Estate Taxes	$6,303
Replacement Reserves	$28,500
Debt Service	$259,690
Asset Management, Administrative Partner, Deferred Developer Fees	$43,609
Total Expenses	**$547,372**
Total Net Surplus (Deficit)	**$0**

PROVISION OF RESIDENT SERVICES AND RESIDENT ENGAGEMENT

CHDC is a 50-year old organization originally created to provide a full range of services to help farmworkers escape poverty via education, job training, and improved social conditions. It is essentially a social services organization with a housing development component rather than a housing development organization with a social services component. Given CHDC's location just five miles from Ortiz Plaza I and its mission, it is well-suited to deliver comprehensive in-house social services to Ortiz Plaza I.

Since the project just began to rent up, CHDC is still figuring out what social services to provide. Most tenants are young couples in their 20s and 30s with 1-3 children. It is already offering workforce development at its office and wants to offer this onsite on weekends. In 2018, the hope is to deliver English as a Second Language, citizenship, financial literacy, computer, and education and nutrition classes, health services outreach, and mentoring programs. A grant from the

U.S. Department of Labor will allow for purchase of computers, furnishings for the community center, and equipment for the children's play area and BBQ. CHDC will also receive Community Services Block Grant funds from the Sonoma County CDC to expand services, such as small business development and financial literacy, as a result of the fire. CHDC does not provide child care, but wants to work with a third party. The plan is to create a residents' council in 2018 to formalize resident input into property operations.

LESSONS LEARNED

1. Despite the loss of redevelopment funds since 2012, it is still possible to build year-round, permanent farmworker housing using a combination of federal, state, and local public and private resources. In the case of Ortiz Plaza 1, it was critically important that the Sonoma County CDC, local growers and foundations, and CDFIs step up to provide the initial capital for land acquisition and predevelopment which had been previously available from redevelopment agencies.
2. In addition to construction and permanent financing from a multiplicity of sources, including tax credit equity from the federal Low-Income Housing Tax Credit Program and California Farmworker Housing Tax Credit Assistance Program, the critical component was the commitment of USDA Section 514/516 loans and grants and accompanying Section 523 Rental Assistance to keep tenant contributions to rent at no more than 30% of household income.
3. Use of manufactured and modular components to expedite construction time and reduce materials and labor costs has the potential to lower overall development costs. However, it is essential that the supplier, contractor, developer, and local government work closely together to ensure in advance that the components and installation comply with local building codes. As a general rule, the building contractor and manufacturer should not be the same party.

4. In a high-cost area like Sonoma County, with a severe shortage of agricultural labor, filling units reserved for extremely low-income (ELI) households can be challenging since farmworkers may be able to command higher wages. Some growers may opt to hire foreign workers through the H-2A Program at lower wages. The volatility of farm labor demand, supply, and wages suggests that developers not over-promise the number of ELI units they can deliver, unless funding agencies are willing to be flexible and allow ELI units to be temporarily occupied by higher-wage households.

Mutual Housing at Spring Lake

Woodland, Yolo County

Zero Net Energy Housing for Permanent Farmworkers

Mutual Housing at Spring Lake Quick Facts Location: Woodland, Yolo County Developer/Owner: Mutual Housing California Placed into Service: 2015 # Units: 62 # Farmworker Units: 61					
Rental Units	Studio	1-Bd	2-Bd	3-Bd	4-Bd
Unit Mix	0	12	20	22	8
Square Footage	0	709	929	1390	1515
Unit Rent	0	$894	$1035	$1243	$1387

COMMUNITY PROFILE

Mutual Housing at Spring Lake is not only the first permanent, year-round housing for farmworkers in the City of Woodland, but the first certified zero net energy multifamily rental complex for any population in the U.S.[10] This highly-lauded project consisting of 62 apartments and townhouses opened in 2015 and has been heralded for its innovative, energy-efficient design and commitment to sustainability. In December 2017, it was selected by the United Kingdom-based organization, World Habitat, as one of two United Nations Habitat Award-winning projects in the world. In 2018, construction is anticipated on Phase II, an additional 39 homes for farmworkers with even more advanced energy and water-efficiency features.

The City of Woodland is the county seat of Yolo County and the economic hub of diverse agricultural, food manufacturing, warehousing, and distribution facilities for a large region in Northeastern California. Several food processing and tomato canning operations there employ a large portion of the local farmworker population and year-round farm employment has been increasing in the county overall.

While Yolo County is estimated to be home to 6,340 agricultural workers employed in the fields and processing plants, a majority of whom live in the community year-round, there is a large unmet need for affordable housing, especially as rents have increased over time. Rental costs in this part of California increased by 3.5 percent a year from 2011 to 2016 due to increasing demand. The local housing authority has more than 10,000 applicants on its waiting list for public housing and nearly 4,500 applicants waiting for federal rental subsidies. The shortage means that low-wage agricultural workers struggle to find rental housing within their payment ability.

The City of Woodland Housing Element calls for more agricultural worker housing and more energy-efficient housing. Additionally, City policies require new planning areas to designate land for multifamily, higher-density housing. Under the City's inclusionary or mixed-income housing ordinance, market-rate housing developers building single-family residential projects of fewer than 50 units, where the City determines it is infeasible to build on-site affordable units, must pay an in-lieu fee to the City to satisfy the developer's affordable housing obligation.

DEVELOPMENT HISTORY

In 2010, Mutual Housing California (Mutual Housing), a Sacramento-based nonprofit housing development organization, surveyed agricultural workers at their workplaces in Woodland about their housing concerns. The results revealed that the biggest problems people experienced were high rents and high utility bills. Much of the housing available was seasonal, but many of the workers lived in the area year-round, often in unsuitable dwellings. This highlighted the need for permanent affordable housing.

Mutual Housing set upon meeting these needs by purchasing the project site on one of the few multifamily plots of land remaining in a new master-planned subdivision in Woodland. Previously, the organization had been alerted by local legal service attorneys that the then owner was proposing a rezone of the site for single-family housing for higher-income families, claiming there were no willing buyers of multifamily zoned parcels. Building at the site was necessary to ensure economically inclusive development. Mutual Housing was able to convince elected officials to resist the rezoning request in favor of its proposed development and to provide partial funding through the City's housing trust fund supported by payments from single-family home builders.

To achieve greater sustainability and to lower residents' utility bills, Mutual Housing aimed not only to build affordable homes, but zero net energy homes. In the early predevelopment phase, it implemented a comprehensive community outreach and engagement plan in partnership with the largest Catholic Church in the city, Holy Rosary Church. Many of their members were agricultural workers. The church's service coordinator had a great relationship with congregants and other organizations that served farmworkers. The church hosted workshops on its site to which congregants and the community at large were invited to learn about Mutual Housing, discuss the features they would like to see in the apartments. The feedback helped shape and inform the efforts of the design team.

As the property was under construction, homeowners surrounding the property were growing concerned about the type of housing being built, whether it would exacerbate traffic and school crowding and whether the housing was for migrant or year-round workers. Mutual Housing California spoke to individual homeowners and, after rent-up, hosted an open house event for all neighbors to meet their new neighbors and on-site staff. Homeowners who attended were able to ask questions and get clarity on the type of housing and mission of Mutual Housing. They were also able to tour an apartment and learn about building and site amenities on the property. The need to communicate with and address concerns of neighbors has continued post-construction as parking, exterior light, and other issues have surfaced.

SOURCES AND USES OF DEVELOPMENT FUNDS

Mutual Housing at Spring Lake was developed with a combination of federal, state, and local government financing and a conventional bank loan from CitiBank. Government sources included a USDA Section 514 Farmworker Housing Program loan, federal and state Low-Income Housing Tax Credits, a grant from the Joe Serna, Jr., Farmworker Housing Program, and City of Woodland funds from its Housing Trust Fund. Housing Trust Fund dollars were generated through the city's inclusionary housing program in-lieu fee on single-family home construction. The total development cost was $22,303,406 or

$359,732 per unit. All but two of the current households qualify for supplemental Section 521 Rental Assistance.

Permanent Financing		Project Cost Summary	
Source	**Amount**	**Use**	**Amount**
USDA RD Loan – Section 514	$5,500,000	Land and Acquisition	$1,688,288
Citibank Conventional Perm Loan	$1,159,000	Unit Construction	$9,735,875
Joe Serna, Jr., Farmworker Housing Grant	$979,825	Other Construction-Related	$3,456,092
Accrued/Deferred Interest	$18,935	Local Development Impact Fees	$3,176,770
City of Woodland	$889,825	Site Improvement/Landscaping	$1,890,659
Accrued/Deferred Interest	$19,145	Legal Fees, Appraisals	$72,454
Deferred Developer Fee	$206,000	Architectural, Engineering	$ 575,751
Federal/State LIHTCs	$13,530,577	Reserves	$507,517
General Partner	$100	Developer Fee	$1,200,000
TOTAL	**$22,303,406**	**TOTAL**	**$22,303,406**

RESIDENT CHARACTERISTICS

Currently, there are 195 residents living at Mutual Housing at Spring Lake, 84 (43%) of whom are under 18 years of age. The overwhelming majority of households have only one farmworker householder with other members of the household earning income from other sources. The minimum dollar amount of annual income from farm work to qualify to reside in Mutual Housing at Spring Lake, set by USDA, is $5,752. Under the Low-Income Housing Tax Credit rules, household income may not exceed 60% of AMI. Incomes are recertified annually. Among the current farmworker households, 12% are extremely low-income, 62% are very low-income, and 26% are low-income. Mutual Housing at Spring Lake households have an average annual income of about $20,000.

Typically, only one householder, the head-of-household, works exclusively or mostly in agriculture, while other householders earn income from other sources. Many of the farmworker residents of Mutual Housing at Spring Lake work in nearby canneries engaged in food manufacturing, warehousing, and distribution. Due to the presence of federal financing from USDA, all applicants are required to demonstrate proof of either citizenship (passport, birth certificate or naturalized citizenship letter) or a current permanent resident alien card, as well as a Department of Motor Vehicles ID or driver's license.

ACHIEVING ZERO NET ENERGY

Mutual Housing at Spring Lake was built with sustainable features for energy-efficiency, water and resource conservation, and indoor air quality. The residents benefit from an all-electric Zero Net Energy design and the opportunity for conservation-minded households to have their utility costs be as low as the utility company's monthly administrative fee (approximately $10). A suite of high-performance materials, equipment, and construction methods contribute to high levels of efficiency and sustainability:

- Highly-efficient lighting
- Improved insulation
- Insulation-enhancing framing details on doors and windows
- Precision-engineered windows
- Innovative heat exchanger and pump system for domestic hot water, heating, and cooling
- Low-flow plumbing
- Advanced mechanical ventilation, in-take filters, fans
- Tight-fitting duct work
- Reduced air infiltration
- Water-efficient landscaping and irrigation
- Sustainable wood products
- Natural and environmentally friendly flooring and finishes
- Construction waste management/71% diversion to recycling
- Thermostatic shower shut-off valves
- Energy-efficient appliances

The Photovoltaic system was designed to produce about 334,000 kilowatt hours annually resulting in approximately $60,000 in savings to residents and the owner. The water-saving components, together with resident education, have resulted in 40% less water use in Mutual Housing at Spring Lake than in other similar apartment complexes. The buildings exceeded California's energy conservation requirements at the time of construction by 36-40%. The energy produced at Mutual Housing at Spring Lake offsets an estimated 235 metric tons of greenhouse gas emission. The cost of these energy-efficient measures above minimum requirements was $511,000 and the Photovoltaic system added $975,000 for a total incremental cost of $1.5 Million to reach Zero Net Energy. Energy-Efficiency and Solar Rebates totaling $400,000 resulted in a net 9% incremental cost premium over the minimum code requirements.

ZNE certification is based on an estimate that a building has the potential on an annual basis to produce an amount of renewable energy on site roughly equal to the amount of energy consumption. It doesn't mean, however, that production will always equal consumption. If residents or common areas use more energy than expected or the PV system under-produces, then the building will not achieve ZNE. In 2016, the first full year of operations, Mutual Housing at Spring Lake consumed approximately 25% more electricity than it generated. Solar electricity generation closely matched the energy model, while consumption exceeded it. Energy usage within each of the 62 homes varied widely due to resident needs and behaviors, with hot water usage and electronics being the largest contributors to over-consumption. 2017 was much the same.

Critically important to the realization of ZNE will be continuing resident education. Upon moving in, residents are presented with an English- or Spanish-version Residents Green Guide, like a user manual, that details in words and illustrations how best to use the green features, such as energy monitors, thermostats, shower valves, and air conditioning and heating systems to maximum efficiency. Individual and group trainings are also offered.

BUILDING/SITE CHARACTERISTICS AND AMENITIES

A community building and outdoor recreation area are located at the center of the community, with community gardens scattered throughout. The main activity room features a large art piece, a mural that celebrates the aspirations of the agricultural worker community. The community building also features a computer learning lab and space for resident activities, such as financial education, leadership training, home-buyer preparation, health education, and college planning. It also houses staff offices, a laundry room, and high-speed internet service. On site, there is a covered outdoor patio, tot lot, BBQ/picnic area, and basketball half-court.

The property is proximate to a variety of neighborhood amenities. A primary school, bus stop, full-service grocery store, and shopping center are all situated within one mile of the site. Parks, a pharmacy, and library are within walking distance. The location is less than a half-mile south of Pioneer High School and directly across the street from Woodland Community College. The largest employer, Pacific Coast Producers, is a 10-minute drive away; the other major employers are all within 45 minutes. Other residents are employed by labor contractors and may work in Davis, Yuba City, Marysville, Williams, Fairfield, and Napa, depending on demand.

PROJECT OPERATIONS AND OPERATING BUDGET

The operating budget for Fiscal Year 2018 projects operating income of $809,438, mostly from resident rent payments at 30% of their income supplemented by USDA Section 521 Rental Assistance. Anticipated expenses include contracted services for management, maintenance and repairs, trash removal, landscaping, security, and pest control, other operating costs, such as utilities, taxes, and insurance, mortgage interest on a first and second loan, and a partnership management fee. Although Mutual Housing California has its own property management affiliate, for this property it chose to hire a company with more direct experience operating properties funded by USDA. As Phase II is built out, the expectation is that additional economies of scale will be achieved in administrative services.

A unique feature of the operating budget of Mutual Housing at Spring Lake is a resident organizing fee ($45,457), which is figured into the development's overall financing plan. It supports resident organizers who work to build leadership and empower tenants consistent with the more resident-intensive model that is mutual housing.

Mutual Housing at Spring Lake: FY 2018 Operating Budget	
Revenue	
Rent Income	$792,738
Laundry Income	$14,400
Other Income	$2,300
Total Revenue	**$809,438**
Expenses	
Management/General	$175,639

Utilities	$67,145
Repairs/Maintenance/Replacement	$117,890
Taxes/Insurance	$45,017
Debt Service	$268,112
Professional/Other Fees	$25,800
Total Expenses	**$699,603**
Total Net Surplus (Deficit)	**$109,835**

The maximum unit rent paid by tenants is set by formula under the Low Income Housing Tax Credit Program. However, the great majority pay much less than the tax credit rent, 30% of income with the Section 521 Rental Assistance covering the difference. In the rare occasion when 30% of a tenant's income exceeds the unit rent, the tenant pays the unit rent.

The costs of providing services are supported from rents, foundation grants, and use of volunteers from the property and broader Woodland community. Replacement and operating reserves will cover physical replacements and unexpected spikes in operating costs. The USDA unit rents are budget-based and can be adjusted upward, if needed, to a cap set by RD to cover allowable operating expenses and debt service. Any major modernization or rehabilitation needed in Year 18 or out will most likely be funded through tax credit re-syndication, energy-efficiency grant programs, and owner contributions.

PROVISION OF RESIDENT SERVICES AND RESIDENT ENGAGEMENT

Mutual Housing at Spring Lake is rich in resident services and engagement. Consistent with the mutual housing model, there is a very active resident council that provides input, including creating programs and events for residents and helping to set house rules. Services are offered not only to meet the unique needs of a farmworker population, but to build resident leadership, citizenship, and involvement in governance of the property and the parent organization, Mutual Housing California.

A variety of innovative "libraries" and companion programs are offered on-site by in-house staff. The Chromebook library gives residents who take computer classes, available throughout the year, access to a laptop they can take home and keep up to a week. In addition, residents 18 years of age and older can learn computer skills via a series of digital literacy classes using web-based computer modules and earn a laptop after completing eight hours in six weeks.[xi] The bike sharing library provides access to bikes as an alternative mode of transportation. Any resident, youth, or adult who takes an introductory course to bike safety and maintenance may check out one of the two bikes with helmets (?) on hand. The bike safety and maintenance course is conducted on a one-on-one basis.

Other on-site program services offered by in-house staff and off-site organizations include:

- Martial Arts – Through a staff volunteer, martial arts classes are conducted three times a week and all residents are invited to attend these classes. Parents and youth learn the basics of martial arts and exercise. The class ranges between 10-15 attendees.
- Green Leaders – The Green Leaders Program operates year-round and is conducted by an AmeriCorps VISTA. It helps 3-4 residents each year increase awareness of green-related practices, such as recycling, energy-saving tips, and chemical-free, natural cleaning supplies, and train their neighbors.
- Lending Circles – In partnership with Mission Asset Fund, lending circles have been created to provide short-term, small loans and help build credit. The program targets residents 18 years of age and older, can last anywhere from 6-12 months, and has had 14 participants.
- Emergency Food – The Emergency Food Assistance Program is run by the Yolo Food Bank. Canned goods and fresh vegetables and fruits are dropped off once a month and residents pick up their portion. About 25 households use the service monthly and two resident volunteers help with distribution.
- At Woodland Community College, residents can participate in the High School Equivalency Program (HEP) offered by Sacramento State University. Classes are three times a week and last about seven months. Three residents from Mutual Housing at Spring Lake have already graduated and received their high school equivalency certificate from this program and four other residents have just started the program. The program is specifically for agricultural families and funded through USDA.

LESSONS LEARNED

1. Mutual Housing at Spring Lake is testimony to how a comprehensive strategy of neighborhood and citizen outreach and engagement, conducted intentionally and proactively at the earliest stages, can help demystify farmworker housing, reduce opposition, and build acceptance.

2. Mutual Housing at Spring Lake, judging by the international, national, and state plaudits it has received, demonstrates that affordable housing, including for low-wage farmworkers, can be a platform for cutting-edge innovation and lead the way in the

incorporation of energy-efficient, green design and construction to meet California's strenuous Zero Net Energy (ZNE) goals for multifamily housing.

3. Operating a ZNE community as it was originally designed is just as important as the design and development process. Keeping equipment operating efficiently and continued resident education around electricity consumption and behavior are key components of a successful ZNE community.

4. While some energy-conscious residents have already realized utility cost savings, time will tell whether the additional, and often cost-prohibitive, upfront costs of ZNE design and construction will be offset by resident and property savings in the aggregate.

River Ranch Migrant Housing Center

St. Helena, Napa County

Grower-Assisted Off-Farm Migrant Housing

River Ranch Migrant Housing Center Quick Facts			
Location: St. Helena, Napa County Developer/Owner: Napa County Housing Authority Manager: California Human Development Corporation Placed into Service: 2003 # Beds: 60, dormitory-style			
Rental Units	Studio	1-Bd	2-Bd
Unit Mix	0	0	30
Square Footage	0	0	120
Bed Rent (Daily)	0	0	$14

COMMUNITY PROFILE: "IT TAKES A VILLAGE"

The Napa Valley has long valued its agricultural heritage, anchored by its winegrape production which accounts for 98 percent of Napa County's $737 million agricultural industry.[xii] In 1968, the "right to farm" was enshrined in the County with creation of California's first agricultural preserve to protect agricultural lands on the valley floor from urban sprawl.

Yet, the workers who were the backbone of the valley's world-famous wine industry often slept in makeshift camps along the Napa River and on the lawn of the Catholic Church in St. Helena. The last time the county conducted a farmworker housing needs assessment in 2012, agricultural employers were hiring an average of 5,000 workers annually and 7,000 during peak months.[xiii] Only 7 percent of workers had year-round farmworker jobs, but most farmworkers still had strong ties to the county. Twenty-seven percent held permanent agricultural jobs in the county and 50 percent worked seasonally in agriculture and took other jobs in the county during the off-season. Thirty-four percent lived in apartments, 31 percent in farmworker centers, and 14 percent in mobile homes. Forty-five percent lived in overcrowded conditions.

In 1999, the wine industry made a voluntary donation of $250,000 and pledged $85,000 from the Napa Valley Wine Auction to Napa Valley Community Housing for farmworker housing. In 2000, however, continuing newspaper reports of poor treatment of farmworkers in what was dubbed "America's Eden" while wine production and income were rising, prompted creation of a 14-member Farmworker Housing Oversight Committee, which estimated there were 200 to 300 beds for migrant workers in the county but that 1,200 to 1,300 were needed.[xiv] Of the 10 existing migrant housing facilities at that time, most were open as few as three months during the peak season and ran at a deficit. In 2001, the housing authority erected yurts to house 40 migrant workers, but workers continued to sleep at the St. Helena church.[xv]

At first, many of the wineries responded that the workers were not their responsibility as they were hired and supplied via vineyard management firms. However, given the importance of agricultural tourism, the sight of farmworkers encamped in view was unacceptable on economic and moral grounds. As a result, starting in 2001, vintners, county officials, and local citizens undertook a series of additional, and groundbreaking, actions to further facilitate the production and operation of migrant housing:

2001 Vintners sponsor successful state legislation, AB 1550, to authorize the creation of a County Service Area (CSA) and annual assessment of $10 per planted vineyard acre (over 1 acre in size) for acquisition, construction, leasing, and maintenance of farmworker housing.

2002 Vineyard owners create CSA No. 4 to tax themselves and raise an estimated $360,000 annually, something that no other group of growers or, for that matter, any group of growers has yet voluntarily agreed to do in California. CSA 4 was renewed in 2007 and 2012.

2002 Napa County voters approve Measure L, which allows landowners to dedicate agricultural land of less than 20 acres for construction of temporary farmworker housing and 40 acres for year-round farmworker housing and authorizes up to five dormitory-style camps to provide temporary shelter for up to 300 farmworkers.

2003 60-bed River Ranch Migrant housing center opened in St. Helena.

2006 Calistoga and Mondavi Migrant housing centers built in 1950s and 1960s and later conveyed to the Napa County Housing Authority are completely refurbished. New dormitory wings added in each center with 30 bedrooms housing two persons each. State funding from Joe Serna, Jr., Farmworker Housing Grant Program with local matching funds from County Affordable Housing Trust Fund and CSA No. 4. 120 twin beds bought by Napa Valley Vintners, a nonprofit trade association.

2011 Napa Valley Farmworker Foundation, the first of its kind in the U.S., is formed by vintners and agricultural interests to raise funds to support education and professional development for vineyard workers and their families (although not used at the centers). Over $3 million raised.

2017 Winegrape producers vote overwhelmingly to extend annual assessment for another five years and gradually raise the rate from $10 to $15 per acre in planted grape production.

2017 After failed attempts in 2015 and 2016 to win operating funds in the State budget, Napa County successfully sponsors AB 317 (Curry) in the State Legislature to provide a continuous annual earmark of up to $250,000 in matching funds for the three migrant housing centers from the proceeds of SB 2, the Building Homes and Jobs Act.[xvi]

DEVELOPMENT HISTORY

Opened in May 2003, River Ranch Migrant Center was the first center enabled by and built after the passage of AB 1550 and Measure L. While vintner tax assessments from AB 1550 would provide ongoing gap funding to cover any deficits in center operating costs, construction could not start until county voters modified the county's Agricultural Lands Preservation Initiative and reduced the minimum acreage allowed for production of farmworker housing on agriculturally-zoned land. Once that was achieved, vintner Joseph Phelps was able to donate eight acres for the new facility.

Measure L reduced the minimum acreage requirement to two acres or more and authorized up to five centers in the county with dormitory-style buildings, each capable of housing 60 workers.[xvii] While there was no organized opposition and it passed with 71% voter approval, Measure L allows land to revert to its original agricultural use if the camps close to assuage concerns about agricultural land preservation.

The 60-bed River Ranch center was built by the Napa County Housing Authority at a cost of $3.4 million or about $56,700 a bed. Since the center was located in the unincorporated county with no connections to existing sewer and water systems, a well and septic system had to be built. Day-to-day management was sub-contracted to the California Human Development Corporation (CHDC), which had previously managed the Mondavi and Calistoga migrant centers. Together they have 180 beds. CHDC management of all three sites facilitates staggering and synchronization. Currently, each is open 11 months; when one closes the other two remain open. River Ranch closes at the end of December and reopens in February.

SOURCES AND USES OF DEVELOPMENT FUNDS

The $3.4 million development cost of River Ranch Migrant Center was borne by three sources: $1.2 million in Napa County redevelopment tax increments; $1.56 million from the State Joe Serna, Jr., Farmworker Housing Grant Program; and $645,775 from the Napa Valley Wine Auction. Given the very low incomes of the prospective residents, the absence of debt financing and dedication of land made the project financially feasible without the need for payment of debt service from bed rents.

RESIDENT CHARACTERISTICS

River Ranch operates like a hotel with a lodger fee per bed per night. All residents are single unaccompanied adults, almost all men. Occasionally, a father and son or other relative may share a room. Only one year did the center accommodate women for one night. A small number of women can be accommodated in a separate wing in three staff apartments with their own shower and toilet.

To be eligible, residents must present a recent paycheck stub showing that a substantial portion of income is earned from qualifying agricultural employment. In practice, however, some residents have not yet begun working or have not yet been paid when moving in and the lodging agreement grants a 30-day grace period to provide a stub. In some cases, the pay stub may be from a previous employer or labor contractor. Although it reportedly never happens, failure to present a pay stub after 30 days is legal cause for compelling a lodger to move out. Among current lodgers, 25 percent have extremely low incomes (0-30 percent of AMI), 50 percent are very low income (31-50 percent of AMI), and 25 percent are low income (51-80 percent of AMI).

While it is possible that a lodger's income from agriculture after initial occupancy could decline, according to CHDC, the system is self-regulating. The manager knows the residents intimately and strictly monitors compliance. The living conditions are spartan enough that lodgers are self-selecting and motivated to make as much money from agriculture as possible to send home. Labor contractors only bring in farmworkers. And, even though some of the men take construction and other kinds of work, the great majority of income is still from farm labor.

Generally, about 65 percent of lodgers live year-round or most of the year in Napa County, 30% come from outside of the county, and 5 percent from outside of the country. Some of those living in the county move to other centers, like Mondavi and Calistoga, when River Ranch closes in order to stay in the area until work starts again and they can move back to the center. In other words, it is possible to spend the entire year in the county moving among the three centers. In contrast to the State's Office of Migrant Services centers, there is no requirement that lodgers be families and live more than 50 miles from the center. Rarely do workers originate from other states; most are arranged by farm contractors from other parts of California, like Madera and Fresno Counties. Even rarer are individuals migrating back and forth from Mexico.

There is no screening for immigration and citizenship as there are no federal funds involved. However, because of the presence of the State funding, lodgers cannot be limited just to those working in Napa County vineyards and living year-round or most of the year in the county.

BUILDING/SITE CHARACTERISTICS AND AMENITIES

The residential quarters of River Ranch are arranged in two wings, 15 rooms per wing measuring approximately 10 by 12 feet, each room with separate beds (not bunks) and a small closet space. Each wing has its own shared shower and bathrooms. There are no kitchenettes in the room, but instead a commercial kitchen and dining room where lodgers receive three meals. There are also staff living quarters. In addition to communal dining facilities, the center offers a multi-purpose room, laundry, storage space, a mini-library, and literacy program. The foundation of the center was built using rammed-earth technology, reinforced soil tailings from wineries rather than lumber.

PROJECT OPERATIONS AND OPERATING BUDGET

River Ranch charges lodgers $14 per night, which includes a bed, three meals, and use of all of the facilities in the building and on the grounds. The actual cost of housing and meals is $29 a day. The difference is covered primarily by County Service Area funds from vintner assessments, which augments the amount lodgers pay to cover food, maintenance, and other operating costs. The CSA generates about $450,000 annually, which is shared by all three centers. Napa Valley Wine Auction proceeds used to cover a portion of operating expenses but are now committed to community health and children's education nonprofits.

Since at least 2015, the three centers have operated in the red. The gap has been covered by excess CSA 4 funds and contributions from local cities and private donors. However, the depletion of reserves and continued flow of other revenue sources were unsustainable. As a result, the lodger fee was raised from $13 to $14, the vintners agreed to raise their assessment from $10 to $15 per acre in winegrape production, and county officials sought support from the State. The $250,000 continuous annual appropriation approved by the Legislature from the proceeds of SB 2 will stabilize the centers for the foreseeable future.

The operating budget for River Ranch for fiscal year 2017-18 shows that estimated revenue from 17,895 bed nights at $14.00 per person per bed and staff rental revenue will not be sufficient to cover all operating expenses, leaving a deficit of nearly $30,000. The gap will be filled with CSA funds.

River Ranch Migrant Center: FY 2017-18 Operating Budget	
Revenue	
Resident Rental Revenue	$250,530
Staff Rental Revenue	$8,640
Total Revenue	**$259,170**
Expenses[xviii]	
Salaries and Wages	$155,883
Fringe Benefits	$68,553
Operating Expenses	$29,485
Indirect Expenses	$34,381
Total Expenses	**$288,302**
Operating Surplus (Deficit)	**($29,132)**

Contracting the management of all three county migrant centers to the Santa Rosa-based CHDC enables the County to achieve significant economies of scale and cost savings. The Napa County Housing Authority's administrative overhead costs would be too high to operate the centers and provide competitive lodging fees within the payment ability of farmworkers. Its labor costs, including employee pensions and other benefits, for management, maintenance, and cooks are much more expensive than CHDC's. Moreover, CHDC can consolidate regional property management supervision, fiscal management, maintenance, and acquisition of food, equipment, and supplies under one roof and deploy staff and resources to all three centers more efficiently than if each center was run separately. One full-time resident manager and a part-time maintenance person are deployed to River Ranch.

Since the Great Recession, when so many homes that rented out garages and sheds in backyards for living space went into foreclosure, the farmworker centers have realized increased occupancy and maintained that ever since (averaging 96% occupancy over the course of the year). In 2017, there was a serious labor shortage. After the end of the harvest, some lodgers leave chasing other work or go home, thereby reducing the number of lodgers sometimes to as low as 40.[xix] When they reopen in February, the center begins to fill up. The centers help to stabilize the labor force by keeping employees in place during the dead months. By-products of the labor shortage are that workers are receiving higher wages and growers are keeping workers on payrolls longer to perform restoration work from the October 2017 fires, weeding, and general clean-up so they will be around at the beginning of the new year.

PROVISION OF RESIDENT SERVICES AND RESIDENT ENGAGEMENT

CDHC provides limited social services. The residents are overwhelmingly mono-lingual Spanish-speakers. Services include literacy programs and English-as-a-Second-Language. These are funded primarily by donations from the Napa Valley Farmworker Committee. The Committee consists of business representatives, vintners, farmworker advocates, religious leaders, and others. It oversees the annual Cinco de Mayo golf tournament, which generates about $50,000, and writes small grant proposals to fund services and operations.[xx] CHDC also operates a vocational training program for day laborers in St. Helena open to lodgers. While job sites and some shopping are located within a 10-minute drive, most other services, such as health care, transit, and a full-service grocery store are 30 minutes or more away. There is no organized residents' council, but lodgers give direct input to the site manager and a tenant position exists on the Napa Valley Housing Commission, an advisory body to the Housing Authority.

LESSONS LEARNED

1. While Napa County has not solved its migrant housing problem, the initiative of local vintners, together with county and city officials, business and religious leaders, and farmworker advocates exemplifies what can be achieved when all parties pull together to meet migrant housing needs.

2. Even with a land dedication and no debt financing, the margin for operating off-farm migrant housing can be quite small given the low incomes and seasonality of migrant work. One thing to consider is whether or not to offer food service, which is expensive and a cost that is difficult to control, especially if other high-quality, reasonably-priced food service is located nearby.

3. Creation of a taxing district buoyed by a modest fee per cultivated acre, or some other form of grower self-assessment, can be the critical piece of funding that enables migrant housing centers to operate in the black. Funds raised can also leverage government and private contributions for the development and replacement costs of migrant housing.

4. Although the employment verification process used in River Ranch and the other Napa County centers appears to be working, operators of off-farm migrant housing may wish to impose more frequent screening when there are farm labor shortages and scarcity of other housing options.

5. Off-farm migrant housing using the River Ranch model has certain operational advantages over other models. Unlike on-farm, grower-owned migrant housing, off-farm migrant housing owned by public and private nonprofit agencies is eligible for government grants and charitable donations and meets the needs of multiple growers. Unlike the State OMS centers, there is no requirement that lodgers be families and live beyond 50 miles from the center.

6. Retaining a mission-driven, nonprofit organization like CHDC with a commitment to farmworkers to run multiple migrant centers can result in cost savings and efficiencies.

Evaluation of alternative housing types

In sections above we have discussed the housing needs and conditions of the farmworker population in the Pajaro/Salinas Valley laborshed, farmworker housing best practices around California, and funding resources that could be mobilized to build, rehabilitate, and acquire housing for farmworkers. In this section, we explore alternative and non-conventional housing prototypes, tenure types, and funding sources used in California and other states to intentionally house farmworkers or to house low-income people with potential benefits for the farmworker population.

Tiny Houses

Housing providers are exploring innovative ways to provide affordable housing for farmworkers that include RVs and tent camps. In counties where land is expensive tiny houses may be one of a suite of solutions. However the houses must be part of a community development that provides resources and amenities.

Challenges

Where land is expensive or not readily available, second unit ordinances have been proven to assist in the development of affordable housing alternatives. Because loans for tiny houses are a barrier to their development as individual units, being second units makes them easier to finance.

Where this is not a choice, tiny house communities can be built clustered in a similar way growers use mobile homes. Permitting for tiny homes is not standardized and the definition of what is a minimum habitable structure is inconsistent. In housing policy, there is no definition suitable for tiny homes.

Tiny Houses as Farmworker Housing Solution

HAWAII

The state of Hawaii is considering legislation that will have an impact on tiny houses. Two bills are being touted as providing a way to deliver affordable housing, more food production, and lower transportation costs while creating safer housing alternatives on agricultural land. Legislation has been introduced by Rep. Cindy Evans that would allow for "tiny homes" — houses that are less than 500 square feet — to be built on agriculturally-zoned land for farmworkers.

House Bill 2 [112] is specific to Hawaii Island. A second bill, House Bill 1373 [113], would authorize counties to provide zoning exemptions for tiny houses. In July 2017, although passed through the state legislature, HB2 was vetoed by the governor. HB1373 is still in the legislature after introduction and amendment, no vote has been taken.

NORTH CAROLINA

There is currently a Tiny Home Project on a North Carolina farm, Wildwoods Farm [114]. It is in the development stages but elements of the project include:

- Sites for tiny homes on farm
- Open to farmworkers or apprentices
- $250 lot rental
- $45 for shared water, electric and sewer
    - Reduced cost for self-contained solar units

TEXAS

Based in Austin, TX, Mobile Loaves and Fishes has been working on a tiny house village called Community First. This year Community First should be at capacity with housing for more than 200 residents. There are retrofitted RVs, tiny houses and canvas-sided cottages available that serve primarily as bedrooms. The residents share everything else in the community including modern communal kitchens, laundry and bathroom facilities. There is a dog park on site. Other amenities include onsite volunteer nurses, a market garden, chickens, goats, a fish farm and an art gallery. There is an outdoor movie theater and an income-generating bed and breakfast. The community cost $14.5 million to develop and was privately funded. About half of the homes were paid for through a home sponsorship program by individual donors (Brooks, 2016).

BRITISH COLUMBIA

In Canada, micro-home communities, as they are called, are receiving national attention and several successful ones have been built.

Bluegrass Meadows Micro Village was created as a cluster of small houses with shared community spaces for laundry and dining. At Bluegrass Meadows, a 320-square-foot home might have a kitchen/living space, a loft for overnight guests and a bedroom adequate for a queen size bed. Thirty tiny homes were built in

[112] https://legiscan.com/HI/text/HB2/2017
[113] https://legiscan.com/HI/bill/HB1373/2017
[114] http://wildwoodsfarmnc.com/tiny-house-village/

Bluegrass Meadows between in 2016. They range in size from 250-500 square feet. The homes are affordable, with list prices at approximately $46,000 Canadian (Haynes, 2016).

Another micro-home development in BC is proposing a tiny house co-op that will include a five-acre farm. Several other BC municipalities are exploring the option of micro-home communities but they still face barriers to development due to uneven regulations and bureaucracy.

URBAN CALIFORNIA

Berkeley

UC Berkeley students are building a house for $25,000. The project is called THIMBY for Tiny House in My Backyard. The design for the house is energy efficient with solar panels and a storage battery, gray water recycling and a unique toilet. The living space includes a loft bed with space below for cooking, working and showering and comfortably fits one or two residents. The space footprint is equal to two parking spaces, end to end.

THIMBY is being built at UC Richmond Field Station for a tiny house competition held by the Sacramento MUD. The goal is to build a showcase of efficient design at a low cost. THIMBY is built on wheels and is easily moved. One of the benefits described by the THIMBY team is the ability to quickly make an affordable living space for a burgeoning population without forcing out existing residents (Hall, 2016).

One of the barriers to success of tiny house communities in California is that, as far as the State is concerned, these

City of Santa Cruz Accessory Dwelling Unit (ADU) Development Program

"The City of Santa Cruz's ADU Development program provides opportunities for additional affordable rental housing, while providing homeowners a chance to supplement mortgage payments. The program has received recognition nationwide and is the recipient of awards including League of California Cities 2004 Helen Putnam Award for Excellence and the Environmental Protection Agency 2004 National Award for Smart Growth Achievement Policies and Regulations. The program works implement the development of well-designed ADUs while helping to minimize the impact of population growth on the community by providing more rental housing in the developed core and promoting infill development and sustainable land-use patterns. Through the ADU Development Program, the City of Santa Cruz offers technical and financial assistance including an ADU manual detailing the development process, relevant zoning, design standards, building codes and showcases of ADU prototype designs."

structures are not explicitly legal. Legislation on these structures has not kept up with reality.

Fresno

Defining a tiny house is the first step to making tiny houses legal residences. Tiny houses are easy to build but not as easy to site or permit since they cross over into various categories in traditional housing. In November 2015, Fresno became the first city in the US to include "tiny houses on wheels" in the building code. As the entire development code was being updated a section on backyard cottages was written to include tiny houses as long as they meet all of the requirements laid out.

The requirements are a bit unusual because they equate tiny houses to RVs and require a CA DMV license. Thus in Fresno housing code, tiny houses must be towable but they can't move on their own power. They need to be highway legal while looking like conventional houses. The size must be greater than 100 square feet of living space including cooking, sleeping and toilet facilities. These regulations are a step forward in defining tiny houses and allowing small structures to be lived-in within a single family home neighborhood. Other California counties are using the Fresno law as a template for moving forward in the recognition of tiny houses.

The State of California has adopted building codes from the International Code Council that reduced the required size for a habitable room from 120 square feet to 70 square feet. These codes went into effect in January 2017 and are seen as another step forward in the acceptance of tiny houses.

Other Alternatives for Farmworkers

California Human Development—Mobile Housing

California Human Development (CHD) is a non-profit organization located in Santa Rosa, CA. It works with community members in Northern California counties to fight poverty. One way the organization has chosen to do this is through the development of farmworker housing.

CHD has two farmworker housing projects in development: a mobile housing initiative and an apartment complex built from prefab units. (The second is discussed in the case studies section of this report.)

FARMWORKER MOBILE HOUSING

CHD is working to create a group of 10 recreational vehicles (RV) that travel together following the migrant stream in Northern California. These RVs will move along with workers in Sonoma, Lake, San Joaquin and the Northern Sacramento Valley. They will set up camp during peak harvest on growers' properties or in public RV parks nearby to provide housing for up to six workers in each RV. This set of 10 RVs would be a pilot project and more would be added as needed. CHD believes that in creating this alternative housing, they will be able to provide a safe, clean place for workers to sleep, shower and cook meals.

Washington Growers League – Tents for Cherry Harvesters

The tents provided through this initiative were developed to specific guidelines and approved by the Washington State Department of Community Trade and Economic Development under two specific Washington State codes.[115]

Approved tents are only allowed for cherry harvesters and their accompanying family members. Employers hiring H-2A workers for this task are prohibited from using tents to house workers brought in by the H-2A Program.[116] Tents are not approved for housing workers of any other crops and can only be used for cherry harvest workers for up to one week before through one week after the cherry harvest, which is typically about six weeks.

Tents are approximately 14' x 24' and are provided with seven folding cots each. The cost per tent with cots is $12 per night, including delivery, set-up and removal. Once a grower has established a facility and is ready to rent tents, the grower must sign a rental contract with the Washington Growers League.

WGL, at a time agreed with the grower, delivers and sets up the tents and folding cots tent pads. The growers provide these cement tent pads as well as central eating, bathing, and toilet facilities. At the end of the season, WGL cleans and sanitizes the tents and cots and removes them for storage until the following season.

The grower is responsible for maintaining the tents while they are in use.

> "The use of approved tents evolved from a multi-agency and organization effort to address the unique challenges of housing cherry harvest workers. The effort

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[115] alternative structures (WAC 246-359-600), and Temporary Worker Housing Construction Standard (Chapter 246-359 WAC).

[116] RCW 70.114A.110(2).

influenced the cherry harvest rules to be written with few reduced standards and an allowance of approved tent use." Washington State Department of Health[117]

The tents provided through this collaborative program are the only tents that are approved for use as migrant farmworker housing in Washington. The purpose of the program is to provide adequate housing for the challenging cherry harvest to growers and communities unable to provide housing to migrant farmworkers.

For information about cost and specifics, contact the Washington Growers League.

Alternative Models: Development, Tenure, Funding

TABLE 42 ALTERNATIVE MODELS FOR DEVELOPMENT, TENURE, AND FUNDING

Alternative Development and Tenure Models	Alternative Funding Models
Mutual Housing	California Low-Income Housing Trust Fund
Mutual Self-Help Housing	Washington State Farmworker Housing Trust
Limited-Equity Housing Cooperative	Napa County Grower Self-Assessments
Community Land Trust	Inclusionary Housing
	Commercial and Housing Linkage Fees
	Parcel Taxes
	Property and Sales Taxes
	Transient Occupancy Taxes
	Public Benefit Zoning
	Taxing Cannabis

Alternative Development and Tenure Models

In addition to the conventional rental housing models most often used to house permanent and seasonal farmworkers, we focus on four models that promote quality housing, optimize farmworker control of housing, and assure long-term affordability: mutual housing, self-help housing, limited-equity housing cooperatives, and community land trusts.

Mutual Housing

A model that preserves long-term affordability and assures a strong farmworker voice in housing is mutual housing. In mutual housing, the property is owned by a nonprofit mutual housing association and residents are renters, not homeowners. The mutual housing model is found across the United States, although it is much less common than the typical nonprofit-owned and -

[117]https://www.doh.wa.gov/LicensesPermitsandCertificates/FacilitiesNewReneworUpdate/TemporaryWorkerHousing/PermittedLandUse/Tents

operated rental housing solution for lower-income households. The difference is in the level of resident involvement in governance of the organization and control over day-to-day operations of each property, as well as the intense focus on resident empowerment and leadership development.

In this model of affordable rental housing, at least 51 percent of the board of directors of the mutual housing association [118] is composed of current, past, and future residents of the association's individual mutual housing properties or communities. Residents also play a major role in governance of their homes through participation in property-specific resident councils. In cases where some or all of the properties or units are occupationally-restricted to farmworkers, or incidentally occupied by farmworkers, farmworkers could serve in a governing role.

Mutual Housing California located in Sacramento is the best example of a mutual housing association in the state that also provides farmworker housing. Residents take a key role in overseeing their properties and developing programs through site-specific resident councils. These councils, working together with management, develop house rules, review financial reports, plan and evaluate resident activities, attract outside organizations to host on-site programs, orient new residents, and educate to prevent infractions of rules. Councils and issue-specific site committees provide leadership in the identification of resident and community needs and in raising resources to fill those needs. These include youth development programs, education and economic development resources, safety and security programs, and recreational facilities.

Mutual Housing California's team of community organizers provides leadership development support to resident leaders who are active in increasing the participation of other residents. Their social work team, under the direction of an MSW professional, identifies service programs to support vulnerable individuals. They do this by conducting regular one-on-one meetings with residents to learn their stories, their challenges, and their strengths and talents. The job of the organizers is to help residents recognize and actively use their own assets to improve their own lives, life within their mutual housing community, and life in their greater neighborhood and society.

[118] The parent nonprofit that developed the property and has a continuing ownership interest and day-to-day operational responsibility.

Mutual Housing at Spring Lake in Woodland, completed in 2015, exemplifies the mutual housing model and its utility for farmworkers (see Case Study). Sixty-one of the 62 units are occupationally-restricted to farmworkers. It is the first certified zero net energy rental property for any population in the U.S. There is a very active residents' council that is involved in creating programs and events for residents and helping to set house rules. Programs include a Green Leaders Program to help residents adopt green-related practices and train their neighbors; martial arts and exercise classes; lending circles to provide short-term small loans and build credit; 'libraries' where residents can borrow laptops and bikes while learning computer skills and bike safety and maintenance; and high school equivalency courses at a nearby community college.

Mutual Self-Help Housing

Originated by the American Friends Service Committee in the Tulare County community of Goshen in 1964 to provide affordable homeownership for farmworkers, the mutual self-help housing model has helped more than 20,000 very low-income families become homeowners in rural and small towns throughout California. At the national level, more than 50,000 self-help homes have been built.

Mutual self-help housing allows groups of typically 10 to 12 families working together for the better part of a year to build each other's homes with construction supervision provided by a nonprofit housing organization. Generally, families commit about 40 hours per week of family labor in the evenings, weekends, and non-work days. The self-help or 'sweat-equity' component of the labor can reduce the cost of a single-family home by 10-25 percent.

In qualified rural communities, the USDA Section 502 Direct Loan Program can be used to help cover the construction costs of the home. Upon completion, the loan is converted to a permanent mortgage with interest rates as low as one percent and amortization up to 38 years. The dollar value of the family's sweat equity serves in lieu of a down payment on the loan. In many cases, families pay less to own their new home than they paid to rent their previous home.

While the Section 502 Direct Loan Program is not occupationally-restricted to farmworkers, Self-Help Enterprises in Visalia and Coachella Valley Housing Coalition in Indio used the Section 502 Direct Loan Program in a mutual self-help housing subdivision together with the Joe Serna, Jr., Farmworker Housing Program to produce occupationally-restricted homes for farmworkers. The additional Serna grant, along with other funding, helped reduce the cost of owning to a level that could be afforded by extremely low-income farmworkers with incomes at or below 30 percent of Area Median Income.[119]

A key element of the mutual self-help housing model is the grant support for a nonprofit housing organization to recruit and train owner-builders and manage the construction process. In USDA-eligible rural areas, organizations may be awarded a Section 521 Self-Help Housing Technical Assistance Grant to pay the cost of a construction supervisor and other staff. The California Self-Help Housing Program, which is now subsumed within the CalHome Program, was created to provide an additional resource for construction supervision, especially in communities not eligible for USDA assistance, also known as 'urban self-help'. CalHome funds can also be used for site acquisition, site development, and predevelopment costs associated with a mutual self-help housing program (see section on Funding Resources).

Limited-Equity Housing Cooperative

A limited-equity housing cooperative designated for farmworkers is a democratically- controlled homeownership model that restricts the appreciation rate of the units and preserves affordability. Members of the cooperative own a share in a cooperative corporation, rather than owning their unit outright. Generally, they pay an amount up front to become a member of the cooperative and gain occupancy rights and a monthly carrying charge representing their pro rata share of the interest and principal on a 'blanket' mortgage, if the project was debt-financed, and other operating costs.

Under California law, the value of membership shares in a limited-equity housing cooperative can increase no more than 10 percent per year. Members can also receive credit for board-approved capital improvements to their unit. Upon departure from the cooperative, residents may take a limited equity pay-out which is typically tied to an index, like the Consumer Price Index, and is much less than the maximum 10 percent – closer to 3 percent -- to ensure that a successor low-income occupant can afford to buy into the cooperative. Depending on the cooperative, the unit shares will either be sold back to the cooperative, which will then sell them to a new cooperator, or be sold directly by the current occupant to a new occupant with the cooperative's approval.

[119] Cabrillo Economic Development Corporation in Ventura was able to achieve homeownership for higher-income farmworkers without the self-help component using a USDA Section 514 loan with Serna funds to produce contractor-built, multifamily townhouses for purchase in a development that also includes occupationally-restricted rental units.

The advantage of a limited-equity cooperative for a farmworker is that the entry costs and ongoing occupancy costs will usually be much less than acquiring and maintaining a fee-simple multi-family or single-family home. For a low-wage farmworker, this may be the only way to become an owner in California and gain some of the rights of owning. Rights in common with fee-simple ownership include the deductibility of mortgage interest and property tax payments, equity recapture upon sale, and the possibility of modifying the unit. The main difference is that residents are limited in terms of sale or transfer of the unit and do not have unfettered access to 100 percent of the equity from market appreciation.

A research report by Bandy and Wiener in 2002 included case studies of four of the state's 11 farmworker cooperatives and concluded that the cooperative model can be a viable and effective way to address farmworker housing needs.[120] All four were in Monterey County. A subsequent report by Bandy in 2004 identified training needs and recommendations for providing ongoing, back-up support for those cooperatives.[121] The absence of an umbrella organization, like a mutual housing association, to deliver comprehensive and continuing technical assistance to farmworker cooperators on governance, property management, leadership development, and cooperative principles has been a major drawback for farmworker cooperatives in California.

The Monterey Bay Area has been a laboratory for limited-equity farmworker housing cooperatives for 40 years. The first cooperative in California and first financed by USDA in the U.S. was San Jerardo just outside of Salinas, which was completed in 1979 and inspired five other cooperatives in the county. It was developed by the Central Coast Counties Community Development Corporation (CCCDC). The project involved relocation of farmworkers from a sold labor camp, acquisition and rehabilitation of another labor camp, and reconstruction of 60 units with financing from the USDA Section 515 Rural Rental Housing Program, Joe Serna, Jr., Farmworker Housing Grant Program, and USDA rental assistance. The Santa Elena Cooperative was a 100-space mobilehome park in Soledad purchased and rehabilitated by farmworkers in 1980. Other farmworker cooperatives were new construction projects, such as the 40-unit La

120 See *California's Farmworker Housing Cooperatives: Lessons on Farmworker Ownership and Management*, California Coalition for Rural Housing for the University of California Center for Cooperatives, October 2002.
121 See *Farmworker Cooperative Housing: Training Needs Assessment*, California Coalition for Rural Housing for the University of California Center for Cooperatives, September 2004.

Buena Esperanza in King City (1982) and 75-unit Las Casas de Madera (1982) in Salinas.

Community Land Trust

A community land trust (CLT) is a nonprofit organization that acquires property and retains it for community purposes in perpetuity. CLTs can be used for many types of development (including agriculture, commercial, and retail), but for residential projects are primarily used to ensure long-term housing affordability by owning the land on which the housing is built for non-market use and leasing it to residents. The CLT model was first pioneered by the Institute for Community Economics in the 1960s as a way to rehouse African American sharecroppers in the South displaced from farms because of mechanization. There are now over 200 CLTs throughout the US, the majority in small towns and rural areas. It is considered to be one of the best models for developing permanently affordable homeownership opportunities in regions of escalating land prices (Greenstein, 2005).

The land trust model could work well for farmworker housing specifically in Santa Cruz and Monterey Counties where property values are escalating rapidly and there is a history of environmental land trusts and housing cooperatives. The Monterey county Agricultural Land Trust (MCALT) was founded in 1984 and to date, landowners have partnered to protect more than 25,000 acres of productive agricultural land. The Land Trust of Santa Cruz County (LTSCC) was established in 1978 and has preserved 14,000 acres. Its mission is to work collaboratively with landowners, resource agencies, and conservation organizations to preserve wetland habitats, ranches, and prime agricultural lands in the Pajaro Valley.

A CLT can be used in conjunction with a limited-equity cooperative, mutual housing, or other housing models. It is also possible for a CLT to facilitate a dedicated use of agricultural land for farmworker housing. This model of creating an easement on agricultural land would assure proximity of workers to agriculture, separate the land and housing decision-making from both the farmer and the farmworker, and create an enduring source of farmworker housing. Local farmworker housing advocates may wish to explore with MCALT and LTSCC whether this would be possible within the scope of their existing legal documents or require amendments or a new organization.

Farm employers can participate in this model by donating or selling land at a reduced price to a CLT or making a cash donation. The CLT would preserve the affordability of the homes developed on this land in perpetuity. Preferences could be made for that employer's workers in some or all of the units, provided that there is no public subsidy that precludes such preferences and there is no violation of fair housing rules. Ideally, there would be funding to offset the losses to the owner. For example, agricultural land trusts may levy fees on developers to set aside in a fund to purchase development rights from growers with a goal of maintaining land in production. The same funding mechanism could be used for a CLT for farmworker housing.

This unique type of CLT places natural resources in a *Commons*[122] with a charter based on principles of sustainable stewardship and use. The land is held in trust by a democratically-governed, regionally-based, open-membership, nonprofit corporation. Through an inheritable and renewable long-term lease, CLTs take land out of the speculative market and enable multiple uses such as affordable housing, agriculture, recreation, and open space.

The CLT can act as the developer of the land or lease land to a developer to build single-family or multi-family homes for purchase, or in some cases for rent, by lower-income households. When the unit is owned, the CLT retains an option to purchase any improvements based on a formula in the land lease that allows the current owner some equity while preserving affordability for the next owner. The way resale agreements are structured on the buildings guarantees that the land value of the site is never included in future sales and the land can never be alienated from the CLT.

Action Plan from Oversight Committee – Housing Types

Objective: Promote alternative farmworker housing tenure and development prototypes that have worked in Monterey Bay Region, California, and other parts of the nation.

H1. **Family Housing Priority:** Prioritize the construction of permanent, year-round housing for farmworker families.

H2. **Intergenerational:** Facilitate the development of intergenerational farmworker housing for multiple generations of farmworkers (retirees, working adults, and children) to create opportunities for mutual self-reliance, such as provision of childcare and elder care. *Best practice includes the Desert Gardens Apartments in Indio.*

H3. **Services:** Incentivize housing that incorporates wrap-around services to strengthen families, transfer new skills, and build leadership.

H4. **Accessory Units:** Facilitate the development of Accessory Dwelling Units (ADUs) by considering the reduction of ADU impact and permit fees, disseminating

[122] Commons are properties or resources owned by an entire community.

public information, and establishing lender products for ADU new construction and rehabilitation.

H5. **Seasonal:** Facilitate private sector development of farmworker housing with unrestricted funding sources to allow flexibility in providing housing for seasonal, migrant, or any other farmworker regardless of documentation.

H6. **Energy Efficiency:** Support housing projects, both new construction and rehabilitation, which integrate energy efficiency, water conservation, and other green elements that reduce operational costs to sustain the project over time. *Best practice includes the Mutual Housing at Spring Lake in Woodland.*

H7. **New Technologies:** Educate the local International Code Councils and Building Officials to streamline the approval of new building technologies, such as modular construction as alternative to traditional stick-built, which have the potential to more efficiently and economically scale up housing production. *Best practice includes George Ortiz Plaza I in Santa Rosa.*

H8. **Emergency Housing:** Investigate and pilot the use of innovative emergency housing types for seasonal, migrant farmworkers such as mobile homes.

H9. **H-2A Worker Lodging:** Collaborate with other jurisdictions to develop a model ordinance for the temporary use of motels/hotels and other structures for H-2A or other seasonal farmworkers.

H10. **Housing Cooperatives:** Support the development of new housing cooperatives or assist residents of existing housing, such as labor camps and mobile home parks, to convert their housing to limited-equity cooperatives as an affordable alternative to renting and fee-simple ownership.

H11. **Mutual Housing:** Support resident-controlled mutual housing and mutual housing associations, which empower tenants to be leaders and activists in the governance and operation of their homes.

Alternative Funding Models

In this section, we discuss innovative strategies states, counties, and cities have adopted to generate additional revenue from new and non-traditional sources and capitalize dedicated funding pools, generally called Housing Trust Funds, to support affordable housing, including farmworker housing.

According to the Housing Trust Fund Project of the Center for Community Change there were 45 housing trust funds in California in 2016.[123] Most of these housing trusts are programs of local government and the funds are embedded within local government budgets. Some of these have operated fairly independently, but most have not. Local government trust funds are often authorized by legislation, ordinance, resolution, or voter initiative as are the revenue streams that are deposited within the housing trust.

In a few cases, housing trusts are separate, nonprofit organizations like the Ventura County Housing Trust Fund, San Luis Obispo County Housing Trust Fund, Housing Trust Fund of Santa Barbara County, and Housing Trust Silicon Valley. The Monterey Bay Housing Trust (MBHT) was formed in 2016 through a collaboration of the Monterey Bay Economic Partnership (MBEP) and Housing Trust Silicon Valley (HTSV). MBEP is the local contact responsible for security and deploying local investments and working with developers to submit loan applications that meet MBEP and HTSV criteria. HTSV committed to leverage locally-raised funds by a 4:1 ratio and manages all aspects of loan origination, credit decision, and loan-servicing processes. Initial funding for the MBHT includes the cities of Salinas, Santa Cruz, Gonzales, and Watsonville; County of Monterey; United Way Monterey County; Packard Foundation; and South Swell Ventures. Workforce housing is a priority of the MBEP Housing Initiatives, but there is no specific set-aside for farmworker housing in the MBHT funds.

HEART (Housing Endowment and Regional Trust) of San Mateo County is unique in that it is a joint-powers authority (JPA) formed by the county and cities. Private housing trusts can be receptacles for funds received and transferred by local governments, as well as funds from other public and private sources, like foundations and donors.

[123] See https://housingtrustfundproject.org/wp-content/uploads/2017/01/HTFunds-in-the-US-2016.pdf.

Some trust funds have been initially capitalized in whole or part by existing general fund revenues. For example, in 2012, voters approved the creation of a Housing Trust Fund in San Francisco. The City originally committed $20 million, increasing to $50 million over time, from general fund revenue captures of so-called 'boomerang' funds generated by former redevelopment agency tax increments, a small portion of the city's transient occupancy tax, and an increase in business license fees.

To ensure that revenue streams are continuous and relatively dependable, they are usually tied to dedicated taxes, fees --such as impact or mitigation fees-- and exactions on regularly recurring transactions in the market that have a nexus to housing. In some cases, loan repayments and private contributions have been deposited in trust funds. Typical revenue sources include: recordation fees, real estate transfer taxes, parcel taxes, commercial/industrial linkage fees, inclusionary housing or zoning in-lieu fees, transient occupancy taxes (TOT) on users of hotels, motels, vacation rentals and, increasingly, Airbnb[124] and other home-sharing arrangements.

Some governments have combined their restricted housing programs with these funds to create a 'one-stop shop' for housing programs. Some communities have addressed housing issues regionally and pooled county and city governments' resources together with private sector resources to create a countywide housing trust fund. Some employers have agreed to assessments on their business activities in order to raise funds for the housing trust.

Below, we describe two state housing trust funds that earmark funds for farmworker housing and seven local funding sources that have been used to capitalize local housing trust funds in California. Four of these sources are for affordable housing, in general, but can be targeted to farmworker housing. It is also worth discussing the potential for revenue from taxes or self-assessments on local cannabis production.

[124] In February 2018, the Government of British Columbia and Airbnb reached an agreement to collect 11 percent in taxes on Airbnb rentals to fund affordable housing and tourism initiatives, an estimated $16 million Canadian annually for housing. The Government will introduce legislation to authorize the tax. Home-sharing licensing fees and business permits are also a potential funding source.

California's New State Housing Trust Fund: The 'Permanent Source'

Recent passage in the California Legislature of SB 2 (Atkins), the Building Homes and Jobs Act, is an example of a state housing trust fund capitalized by a non-traditional revenue source, a $75 per document recordation fee on real estate transactions, not including home sales, capped at $225 per transaction. Most states have something that can be called a housing trust fund, according to the Housing Trust Fund Project. SB 2 is the first trust fund in California dedicated solely to affordable housing production and preservation.

By statute, 10 percent of the anticipated $250 million in annual proceeds are earmarked for farmworker housing starting in Year 2 of the program – 2019 – or about $25 million. It is anticipated that most of the funds will be used to replenish the Joe Serna, Jr., Farmworker Housing Grant Program. Some of these funds, according to California Department of Housing and Community Development officials, will likely be used to update and refurbish the State's migrant housing centers. And, up to $250,000 is earmarked, if needed, for operating support for three migrant housing centers in Napa County.

In addition, SB 3, the Veterans and Affordable Housing Bond Act of 2018, if approved by California voters in November 2018, will provide $300 million for the State's Local Housing Trust Fund Matching Grant Program. This program was first funded in 2002 with $25 million under Proposition 46 and enabled by AB 1891 (Diaz) to provide matching grants (dollar for dollar) to local housing trust funds that are funded on an ongoing basis from private contributions or public sources not otherwise restricted in use for housing; in other words, new non-housing funds dedicated for housing. Proposition IC in 2006 created the Affordable Housing Innovation Fund and authorized up to $100 million for local housing trust funds. To encourage new local trusts in smaller counties like Santa Cruz and Monterey (under 425,000 people), the regulations require that HCD target funds and specify terms and conditions through the NOFA process.[125] Currently, this program has no funding.

State Farmworker Housing Trust Fund: The Case of Washington State

The Washington State Farmworker Housing Trust was a nonprofit organization founded in 2003 through the leadership of U.S. Senator Patty Murray who brought together representatives of growers, advocates, developers, and other

[125] See Title 25, Subchapter 2.5, Section 7156, of the Health and Safety Code, http://www.hcd.ca.gov/grants-funding/active-no-funding/lhtf/docs/Text_of_Regulations.doc.

community stakeholders and challenged them to come up with a strategy to solve the housing problems of farmworkers. She helped mediate the different interests and secured federal funds to ensure a launch of the fund.[126] The Trust's mission was to create a more sustainable agricultural community in the state by securing and investing resources to address all types of housing and housing-related needs of farmworkers.

A major impetus for creating the Trust was recognition of the need for worker housing on the part of both the Washington Growers League and United Farmworkers and the working relationships that existed among key staff members and leadership of the two organizations. Both had grown tired of filling their filing cabinets full of complaints and numerous fights. The Trust, therefore, became a strong coalition of diverse interests governed by a broad-based board, four representatives from each sector. The founders felt it was essential to get all members to agree on common principles.[127]

The Cedar River Group, an organization that specializes in facilitation, mediation, and negotiation, was asked to provide support for the coalition. It staffed the Trust's Board of Trustees, performed a national study of best practices, created a strategic plan to dramatically increase housing for farmworkers and their families, and helped the board work with state legislators and Congress to increase funding and raise dollars from private and philanthropic sources. In 2005, the Trust and Cedar River Group joined with the Office of Rural and Farmworker Housing to perform a statewide needs assessment on a county-by-county basis for both permanent and seasonal housing needs.

As far back as the 1990s, there had been loans and grants for affordable housing through the Washington State Housing Trust Fund and set asides for seasonal farmworker housing. In the 2005 session of the Legislature, the Trust and its allies successfully increased the State Housing Trust Fund from $80 million to $100 million per biennium and doubled the goal for money to be dedicated to farmworker projects. In addition, a $2.5 million infrastructure matching fund was created to encourage the development of seasonal housing sponsored by growers. In 2006, the Trust secured $3 million in additional state funding for farmworker projects. The Cedar River Group helped secure more than $2 million in private, philanthropic, and federal funding to increase the capacity of rural

[126]Ibid.
[127] Personal Communication with Brien Thane, former Executive Director of the Trust, February 18, 2017.

housing providers to create and manage high-quality farmworker housing projects. Monterey Bay Region farmworker housing advocates and officials should consider creating a similar regional trust.

Unfortunately, the Farmworker Housing Trust did not survive the economic downturn in 2008 and closed its doors in 2011 due to lack of sustainable funding to run the organization. However, farmworker housing advocates have continued to have success getting funding from the Washington State Housing Trust Fund.

Grower Self-Assessments: The Case of Napa County Vintners

Napa County developed an innovative model for funding the production and ongoing operating costs of seasonal, migrant worker housing (see Case Study on the River Ranch Migrant Housing Center). The model should be explored for possible replication in Santa Cruz and Monterey Counties for both year-round, permanent, and seasonal, migrant housing for workers in the Pajaro and Salinas Valleys. As far as we know, winegrape producers in Napa County are the only group of agricultural producers in California and the country to voluntarily agree to self-tax to fund workforce housing.[128]

Growers in Napa agreed to assess themselves a fee per acre to fund migrant housing centers for workers who live in the county or come into the county from other areas to work in the vineyards. In the four years from 1995 to 1999, vintners voluntarily paid in more than $250,000 to fund farmworker housing. In 2001, three major grower groups (Napa Valley Vintners, Napa Valley Grapegrowers, and Napa County Farm Bureau) pushed State legislation to create a taxing district for a self-imposed $10 per acre vineyard assessment, specifically to be used for farmworker housing. Known as County Service Area (CSA) 4, every vineyard owner in the county is assessed this supplement to their property tax.

Faced with the expiration of the assessment on June 30, 2017, the Napa County Board of Supervisors sent vote-by-mail ballots to every winegrape grower with more than one acre in cultivation asking them whether they wished to renew the $10-per-acre assessment through the end of 2017 and increase the assessment up to $15 per acre over a 5-year period. The expectation was that the increase would be phased in starting with a $1-per-acre hike in 2018. On July

[128] Absent a voluntary compact by growers, local governments could impose a tax or fee on producers, although that would require voter approval and the campaign for a ballot measure would likely be contentious and expensive.

11, the overwhelming vote of the growers for the extension and increase of the assessment was certified by the Supervisors. To extend the time period of the assessment district and increase the amount, however, State legislation was required and on July 17 SB 240 by Senator Bill Dodd (Napa) was signed by the Governor.

Since 2002 when the assessment first went into effect, it has generated more than $7 million, about $450,000 annually. To date, the fees have funded three dormitory-style farmworker housing centers owned by the Napa County Housing Authority and operated by the California Human Development Corporation. The centers provide lodging with a total of 180 beds, as well as meals, laundry, and recreational facilities. Like all migrant housing centers in the state, they are only open to workers part of the year. Unlike the 24 centers operated by the Office of Migrant Services, the Napa centers are open 11 months and the months when they are closed are staggered such that two of the centers will always be open when the third center is closed. In addition to the fees paid by growers, tenants pay $14 a day in rent to help cover operating expenses.

In recent years, however, the centers have operated at a loss, which has been covered by excess CSA 4 funds and contributions from local cities and private donors. After several years of failed attempts to get appropriations from the State budget, Napa County was successful in winning an annual earmark of up to $250,000, if needed, in operating support for the centers from the proceeds of SB 2. Together with the increased grower assessment, the expectation is that the centers will operate in the black for the foreseeable future.

Inclusionary Housing: Fostering Social and Economic Inclusion

Inclusionary Housing (IH), also known as Inclusionary Zoning or Mixed-Income Zoning, has been an affordable housing strategy used by California localities since the mid-1970s, when Orange County, the City of Irvine, and the City of Petaluma adopted their policies. The goal of IH is to leverage a locality's land use powers to compel or encourage private residential developers proposing a new rental apartment project, multi-family condos, or single-family homeownership subdivision to build or facilitate the production of affordable housing. There is no prima facie reason why a local government couldn't require that some of these units be occupied by farmworkers.

A strong IH policy, however, is not just about production; it's about social and economic inclusion. It's about providing opportunities for lower-income families and families of color to live in new growth and in-fill locations with high-quality facilities and services. Growing communities, especially in coastal counties with severe shortages of affordable housing and dwindling supplies of buildable land, are most likely to adopt these policies. In our study area, the following jurisdictions are known to have IH policies: Santa Cruz, Scotts Valley, Watsonville, Santa Cruz County, Marina, Salinas, Soledad, and Monterey County.

While there are many variations from jurisdiction to jurisdiction, most IH policies impose mandates on private residential developers requiring them to build a specified percentage of affordable units alongside their market-rate units. Most policies also provide default or alternative compliance options if a developer cannot or elects not to build the units on site. These include building the units off-site, partnering with a nonprofit housing organization to build the units, land dedications, and in-lieu fee payments into a local housing trust fund. Within this framework, policies may provide considerable discretion to local officials to negotiate terms and conditions on a project-by-project basis. Some policies are voluntary and encourage private developers to build the units through incentives, such as density bonuses, concessions on project design, parking, and fees, and expedited processing.[129]

Arguably, California is the epicenter of IH in the U.S. According to a 2007 study, there were about 170 jurisdictions within the state that had an IH ordinance or policy.[130] In the past 10 years, however, changing economic, legal, and political conditions in the state have slowed the rate of growth of new policies and caused some localities to repeal, amend, or suspend their existing policies. The four most significant factors affecting IH implementation have been:

- The Great Recession – The implosion of the housing market and downturn in the economy starting in 2007 brought housing production to a virtual standstill. As a result, some localities repealed, suspended, or relaxed their inclusionary requirements.
- Palmer Case – A lower court decision in Palmer v. the City of Los Angeles in 2009 opined that the City's inclusionary housing policy was in violation of the State's Costa-Hawkins rent control law because it restricted rents on

[129] A 2007 study of IH programs in California by the Nonprofit Housing Association of Northern California and California Coalition for Rural Housing, *Affordable Housing by Choice: Trends in California Inclusionary Housing Programs*, found, however, that voluntary programs are less likely to produce as high a volume of affordable units as mandatory programs.
[130] The number of IH programs was based on self-reporting by local government officials. A closer review of each policy by the California Coalition for Rural Housing after publication concluded that there were more like 145 true IH policies in the state.

inclusionary units. This caused localities around the state to suspend their rental inclusionary programs. Some localities were able to devise 'work-arounds' by offering richer incentives or by increasing nexus fees to encourage developers to opt for building the units instead of feeing out.

- Patterson Case – Another lower court decision in Building Industry Association v. City of Patterson in 2009 concluded that the City had not shown a clear nexus between the amount of its in-lieu fee per unit and the impact of a new market-rate subdivision on housing affordability in the city. Consequently, some localities with financial means commissioned nexus studies to determine and justify their in-lieu fees, sometimes resulting in higher fees than previously existed.
- Demise of Redevelopment – The closure of redevelopment agencies starting in 2012, and loss of about $1 billion annually in tax increments for affordable housing, combined with the factors previously mentioned, have convinced some localities to move from a build-first IH policy to a fee-out policy. In other words, the in-lieu fee is no longer the default option if developers cannot or will not build the units, but the first and sometimes only way private developers need comply with local affordable housing requirements.

That said, more recent economic, legal, and legislative developments have now created the best environment for IH in the past 10 years. First, the economy has rebounded and State legislation, SB 35 (Wiener), that passed in 2017 should make it easier for private developers to accelerate and increase housing construction. Second, the U.S. Supreme Court in 2016 declined to hear a California Supreme Court decision in Building Industry Association v. City of San Jose, which upheld the City's IH policy and its authority to impose inclusionary requirements under its police powers without a nexus study. And, third, AB 1505 (Bloom), passed in 2017, affirmed that cities and counties may require below-market rents on new inclusionary units without violating Costa-Hawkins.

The City of Salinas updated their IH ordinance in June 2017. In January 2018, the County of Monterey issued a Request for Proposals for consultants to assist them to update their program, which began in the 1980s and has been updated several times. The City of Santa Cruz and the County of Santa Cruz are scheduled to consider approval of updates to their inclusionary housing ordinances this spring/summer.

Given these more propitious conditions, all jurisdictions in Santa Cruz and Monterey Counties should consider IH as a strategy and adopt new policies or update, expand, and strengthen existing policies. While studies have shown that the best way to guarantee affordable housing is to mandate production by private market-rate developers, the in-lieu fee option could infuse new revenue into local housing trust funds. If the fee is calculated to cover the replacement cost of a subsidized unit, it would help leverage other funding for an affordable housing developer to build the inclusionary units or even persuade private developers to build the affordable units as their first option. When updating their ordinances, local authorities could require that a portion of the units be occupationally-restricted to farmworkers.

Commercial and Housing Linkage Fees: Creating a Jobs-Housing Balance

Linkage fee programs have been adopted by cities around the country and in California to generate new revenue for affordable housing from commercial, industrial, and market-rate residential developers. They have the potential to generate millions of dollars in Santa Cruz and Monterey Counties that could assist in developing farmworker housing.

Commercial and industrial linkage fees are charged to mitigate the affordable housing impacts from new employees working in these new spaces. The theory is that commercial and industrial development, while creating jobs and economic growth, also create pressures on local housing markets resulting in housing scarcity and price increases. Lower-wage workers, in particular, may be priced out of the market and forced into long and costly commutes, which clogs highways, increases air pollution, and may weaken communities and families. Responsible companies should share in the benefits of the communities where they locate and the economic and social costs of doing business in these communities. One estimate is that there are about two dozen locally-adopted commercial/industrial linkage fee programs in California, usually in large cities such as Los Angeles, San Francisco, and Oakland.

Housing linkage fees, perhaps more commonly known as "housing impact fees," are charged on new market-rate residential developments in order to help pay for an increase in affordable housing demand associated with the hiring of workers employed to provide the goods and services needed by renters and buyers living in newly built homes. Recently, because of the constraints on IH previously mentioned, a number of communities have converted traditional IH programs to those based on a housing linkage fee or impact fee.

In 2014, the Association of Bay Area Governments completed a study of San Francisco and the four surrounding counties.[131] It found that 13 cities had commercial linkage fees and 16 cities had residential linkage fees. Most of these cities had adopted the fees recently, partly in response to the Palmer case, which precluded rental units subject to IH policy. Another analysis by the Non-Profit Housing Association of Northern California found that among Bay Area jurisdictions that replaced traditional on-site, performance-based IH programs with impact fees, all adopted impact fees were less than the in-lieu fees of their prior IH program. While the in-lieu fees had been a default option for developers opting not to build the affordable units and were based on the cost of providing alternative affordable units, the impact fees were based on a nexus study. Most cities chose to set their impact fee well below the maximum fee suggested by their nexus studies to avoid possible legal challenges.

The most recent linkage fee program was approved by the Los Angeles City Council in December 2017. It is expected to generate $104.4 million annually and finance construction or preservation of between 1,699 and 1,767 units of affordable housing per year. Commercial developers will pay $3 to $5 per square foot for new projects. Residential developers will pay between $8 and $15 per square foot.

In 2015, the City of Salinas commissioned a Housing Impact Fee Nexus Study and Commercial Linkage Fee Study to quantify the increase in demand for affordable housing that accompanies new residential and commercial development. With respect to the housing nexus study, researchers calculated the affordability gap caused by growth in the number of jobs and household demand for affordable housing created by an increase in the supply of three building types: low-density single-family homes, small lot single-family/townhomes, and apartments.[132] The study completed in January 2016 proposed impact fees ranging from $13 to $20 per unit per square foot depending on housing type. In March 2017, the study was updated. The revised fee schedule of $12 per square foot for ownership units and $2 per square foot for rental units was adopted by the City Council in June 2017.

The commercial linkage fee study completed in January 2016 looked at four types of non-residential development: (1) Office/Research and

[131] See Grounded Solutions, https://inclusionaryhousing.org/designing-a-policy/program-structure/linkage-fee-programs.
[132] See *Housing Impact Fee Nexus Study*, City of Salinas, January 2016. https://www.cityofsalinas.org/sites/default/files/pdf/temporary/Nexus%20Study%20(Residential%20%20%26%20Commercial)%202-12-16.pdf.

Development/Medical Offices, (2) Retail/Restaurant/Personal Services; (3) Hotels; and (4) Warehouse/Industrial Buildings.[133] It estimated the number of employees per type and incomes, total housing affordability gap for employees needing assistance, and commercial linkage fee by dividing the total affordability gap by the number of square feet in new non-residential development. The study calculated maximum fees ranging from $36 per square foot for warehouse/industrial space, to $46 for office/R&D/medical offices space, to $47 for hotel space, to a high of $95 for retail/restaurant/personal services space. The Study did not move forward for City Council consideration.

Jurisdictions within Santa Cruz and Monterey Counties, particularly those housing workers from the Pajaro/Salinas Labor shed, may wish to adopt new housing and commercial linkage fees or increase their existing fees to address the critical need for farmworker housing. Some will argue that linkage fees will discourage new development. However, even fees set as a modest percentage of the maximum fee needed to fill affordability gaps for each type of residential or commercial space, as in the case of the recently adopted linkage fees in Los Angeles, could generate meaningful revenue, assuming growth in new housing and commercial development.

Special Taxes

Parcel Taxes: Taxing Land Rather than Development

Some elected officials and advocates have proposed parcel taxes for affordable housing as an alternative to linkage or impact fees. In an Op-Ed column in the *Los Angeles Times* on July 19, 2017, *Tax Land, Not Development*, three UCLA professors proposed a flat tax of $3 per day on every parcel in the city instead of the proposed linkage fee on new residential and commercial development that was later adopted by the Los Angeles City Council in December 2017. The argument they made was that a universally-applied parcel tax would raise many times more than the estimated $100 million annually from linkage fees on new development given that there isn't that much new development in the city beyond infill, without Redevelopment. The parcel tax would equal $1,100 a year per property owner and, based on about 785,000 parcels, generate about $860 million annually.

[133] See *City of Salinas Nexus Studies Overview and Summary February 2016,* http://www.cityofsalinas.org/sites/default/files/pdf/temporary/Final%202_12%20-Overview%20and%20Summary.pdf.

It is unknown how many California jurisdictions have parcel taxes for affordable housing, but it is uncommon. They require super-majority (two-thirds) approval of those voting in the election, a very heavy lift. Most parcel tax measures that have been approved are targeted to school spending. Some are for special districts to pay for fire protection, libraries, parks, water, lighting, transit, and other physical infrastructure upgrades. Few are for social services.[134] Unlike property taxes, which are based on property values, parcel taxes are typically an assessment based on the characteristics of the parcel. These can include taxing based on the square footage of the parcel or dwelling unit or a flat rate per parcel.

In terms of farmworker housing, local authorities could, in theory, create a taxing district for farmworker housing and apply the tax to all parcels or just agricultural parcels. In some sense, this would not be too different than the taxing district winegrape growers voluntarily created in Napa County based on acreage in production. The advantage of a parcel tax over a linkage or impact fee is that it is not dependent on the vicissitudes of new development, which can be quite variable from year to year, and could raise more revenue. The disadvantage is that it will require a super-majority vote of the electorate, rather than a majority vote of the local governing board, and will likely be opposed by both the development community and property owners.

Property and Sales Taxes: Taxing Real Estate and Retail Transactions

In a few instances, voters have approved increases in property taxes to repay the proceeds from general obligation affordable housing bonds, as well sales tax increases to fund affordable housing. The most recent examples were successful super-majority votes for three measures in the San Francisco Bay Area in November 2016:

- *Alameda County, Measure A1* – $580 million general obligation affordable housing bond to finance construction and rehabilitation of 8,500 affordable rental units, loans for moderate-income homebuyers, and upgrades to existing low-income housing. To repay the bonds, property taxes were set to increase by a rate of $12.50 per $100,000 of assessed property value in 2017 and continue to increase in subsequent years not to exceed $13.90 per $100,000 of assessed property value. The tax expires in 2040.

[134] The City of Davis is considering a parcel tax to help pay for homeless services on the June 2018 ballot. See http://www.sacbee.com/news/local/article191155814.html.

- *Santa Clara County, Measure A* – $950 million general obligation affordable housing bond measure to create and preserve an estimated 5,000 affordable housing units. It authorized a $12.66 increase in the assessed value of taxable property to pay debt service on the bonds during the first fiscal year after sale of the first series of bonds. Over the life of the bond, the increase will range from $10.76 to $12.66.
- *San Mateo County, Measure K* – Extends a half-cent sales tax on retail transactions and uses through 2043 to help fund affordable housing for families, seniors, veterans, and people with disabilities. The proceeds will also pay for emergency preparedness services, neighborhood and school safety, and combat human trafficking and sexual exploitation of children. It is expected to raise $85 million annually.

These three election campaigns were expensive, but two of them (Alameda and San Mateo Counties) passed by considerable margins above the two-thirds minimum threshold. Santa Cruz and Monterey Counties are exploring the political will and popular support for similar campaigns to support affordable housing, including addressing the lack of decent and affordable housing for the region's farmworkers.

Transient Occupancy Taxes: Housing for Tourism Workers and Communities

Many vacation and business destinations in California impose Transient Occupancy Taxes (TOTs) on hotels, motels, vacation rentals, and other accommodations. As of 2009, about 400 California cities, roughly 85 percent of the approximately 480 cities in California, imposed a TOT on visitors to their city. Sixty California cities levied a TOT that exceeded 10 percent.[135] Since 2009, there have been 115 local ballot measures to create TOTs or increase the percentage – 76 passed and 39 failed, a 66 percent success rate. There have been six TOT ballot measures in Santa Cruz and Monterey Counties since that time – five passed and one failed (Capitola). The most recent measures were in Soledad (12% TOT) and Watsonville (11% TOT) in 2016, both of which passed. Most measures sought TOTs of 11 or 12 percent; some as high as 16 percent.

Some jurisdictions earmark a portion of TOTs for affordable housing. The justification is that employees in these accommodations are typically low-wage earners and that demand for low-cost housing by these workers creates pressure on local housing markets that should be borne by the lodging industry and

[135] See https://ballotpedia.org/Hotel_taxes_in_California.

visitors. In the case of home-sharing companies, like Airbnb, units that were previously rented to local residents are now rented to short-term visitors at much higher rates and with fewer headaches than long-term tenancies. In some communities, this has resulted in tenant displacement, increasing competition for a shrinking supply of affordable rentals, and price appreciation.

Some California communities that have recently expanded or amended existing TOTs, created new TOTs, or are considering changes to their TOTs for housing are:

- City of Healdsburg: In 2016, the citizens of this Sonoma County city, faced with a growing vacation rental home market, passed Measure S with a two-thirds vote increasing their existing TOT from 14 percent to 16 percent, with the additional 2 percent dedicated to affordable housing programs and services. In calendar year 2017, it generated $585,000 for housing.
- City of Mammoth Lakes: This resort community in the Eastern High Sierra increased its TOT by 1 percent in 2002 with the additional revenue dedicated to affordable housing. The city's current community housing action plan calls for a local tax initiative to increase the percentage of the TOT for housing to 2 percent.
- City of Redwood City: City officials are proposing a 12 percent TOT on top of what homeowners charge for their short-term rentals with platforms like Airbnb collecting the taxes and remitting them periodically to the city. An estimated $400,000 would be generated annually and dedicated to an affordable housing fund.
- City of Oakland: A study by Community Economics and East Bay Housing Organizations in 2015 recommended that the city impose a 14 percent TOT and that 11 percent of it be directed into the City's Affordable Housing Trust Fund.[136]
- Sonoma County: In 2016, voters in Sonoma County passed Measure L to increase the existing TOT from 9 percent to 12 percent, raising about $4 million annually for a variety of tourism, agriculture, and infrastructure needs, including workforce housing for families and veterans.

Tourism is a $700 million industry in Santa Cruz County and generates $14.5 million in local taxes (based on 2000 numbers).[137] In 2013/14, TOTs from the cities

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[136] See *The Impact of Short Term Rentals on Affordable Housing in Oakland: A Report and Recommendations*, Community Economics and East Bay Housing Organizations, December 2015.

[137] See http://www.santacruz.org/press/facts-stats-faqs.

of Santa Cruz, Watsonville, Capitola, Scotts Valley, and the unincorporated county totaled over $15.5 million. If just one percent of that total were dedicated to affordable housing, over $1.55 million would have been available to house farmworkers. If the total amount of existing TOT were increased by 1-2 percent with 100 percent of the increase dedicated to affordable housing, as other localities have done, over $1.56 to $1.58 million would become available annually to improve the housing conditions of farmworkers.

A similar case can be made for Monterey County. The TOT in Monterey County is low relative to other jurisdictions, 10.5 percent, and does not include an earmark for housing. In fiscal year 2015-2016, it generated over $22.8 million. An increase to 11 percent or 12 percent, which is increasingly the norm, could raise $1.1 to $3.3 million annually for affordable housing, including farmworker housing. Unlike a parcel tax, discussed above, linkage (or impact) fees and TOT fees can be adopted by a majority vote of city councils or county boards of supervisors without a super-majority vote of the electorate.

Public Benefit Zoning: Harnessing the Public Share of Land Value Increases

Public Benefit Zoning (PBZ), also known as Land Value Recapture, is a strategy that has been used in some European countries to generate benefits for affordable housing from increases in land values due to public actions. In the United Kingdom it is known as *Betterment Taxation* and in Spain as *Plus Valia*.

The idea is that the market price of land is imputed, in large part, to nearby public-sector investments in value-enhancing externalities, such as new schools, hospitals, parks, sewer and water systems, transit, and other public and community facilities and services that increase land prices through no action of land owners. In addition, plan and zoning changes, such as 'up-zoning' the intensity of land from agricultural to residential use or single-family to multifamily residential use, will increase the income-generative potential of the land and its market value. In either instance, the land owner experiences an 'unearned' windfall upon development and/or sale of the land that is not shared with the public sector for the public good.

According to a study by Calavita and Wolfe (2014) for the East Bay Housing Organizations, PBZ is one of several local government strategies that seek to capture development value.[138] The others include: incentive zoning/density bonuses, housing overlay zones, tax increment financing, community benefits agreements, and special assessment districts. What distinguishes PBZ from these other methods is that they extract benefits from the development process, such as commitments to build affordable housing, in exchange for developer incentives like higher density, or capture the incremental value of improvements made on the land for affordable housing. In contrast, PBZ attempts to capture the additional land value created through public action to compel land owners to either build affordable homes, dedicate land for affordable housing, or pay a portion of their land value gains for affordable housing.

Calavita and Wolfe cite the examples of San Francisco, Santa Monica, Culver City, and Berkeley as cities that have incorporated elements of land value recapture in their policies. San Francisco, for instance, created a tiered approach that links increased density with increased value. Baseline impact fees are charged for projects that remain at current height based on the assumption that there will be no increment in value resulting from government action. A second and third tier of public benefit zoning fees are triggered for approvals for additional stories above baseline.

Moreover, the city requires that in areas rezoned from industrial to residential more affordable housing must be produced than is obligated under the city's inclusionary housing ordinance. The plan also provides greater flexibility for meeting affordable housing goals. If the affordable units are produced on-site, a lower percentage is required than if they are built off-site, or if land is dedicated, or if rents are targeted to a higher-income population.

In lower-density counties like Santa Cruz and Monterey, height incentives like in San Francisco may not be the best way to incentivize public benefits. However, allowances for developers to build more units to the acre through smaller-unit construction will increase the number of income-generating units on sites and increase land values. In exchange for this concession and others, like parking reductions, jurisdictions can leverage affordable units for farmworkers.

Additionally, when a plan or zoning change confers additional value on the land, such as through conversion of agricultural or industrial land to residential uses, local authorities can recapture the increased value by requiring inclusion of affordable units on the site or increasing the percentage of affordable units

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[138] See Calavita, Nico, and Wolfe, Marian, *White Paper on the Theory, Economics and Practice of Public Benefit Zoning*, prepared for East Bay Housing Organizations, et.al., November 2014.

required when the units are built off-site, land is dedicated in lieu of building, or a higher-income population is targeted. Jurisdictions can also allow land owners to make a cash contribution to a local housing trust fund sufficient to subsidize replacement units. In the instance of agricultural land conversions, there is a strong case for leveraging new farmworker housing in exchange for increased land value.

Taxing Cannabis: New Source of Revenue for Farm Labor Housing?

The legalization of recreational cannabis in California via passage of Proposition 64, the Adult Use of Marijuana Act, in November 2016, presents potential new opportunities for generating revenue for farmworker housing because of the increased need for labor and nexus to both agriculture and employee housing.

The legal market is expected to earn $5.1 billion in California in 2018. Agricultural economists predict consolidation as large corporate interests begin to monopolize commercial production of cannabis and marginalize small producers. There is also an expectation that growing employment in recreational and medical marijuana will increase pressure on local housing markets. Already, a developer has approached the City of Greenfield with a proposal to develop 324 units to house medical cannabis workers, the possibility of recreational cannabis workers later on, and other low-income residents in the community.[139]

At the same time as Proposition 64 was approved, voters in many other cities and counties in California voted on and approved local ordinances to tax the cultivation, manufacture, distribution, and sales of medical and, conditionally, recreational cannabis.[140] Quite a few of these measures were in Santa Cruz and Monterey Counties in 2016-17and passed with impressive super-majority votes:

- **Santa Cruz County**. Santa Cruz County is known as one of California's "cannabis capital"s and was one of the first areas in the state to license medical cannabis dispensaries when they were legalized in 1996. In November 2014, voters approved Measure K and, two years later, Measure E in November 2016 imposing cannabis business taxes. The County's tax for both cultivation and manufacturing started at 5 percent

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[139] City of Greenfield, City Council Memorandum, December 6, 2017, pp. 85-87.

[140] Most of these ballot measures did not address the sale of recreational marijuana directly because they did know whether Proposition 64 would pass. However, with passage of Proposition 64, in many cases, these ordinances now also apply to recreational cannabis.

in 2018, will rise to 6 percent in 2020, and then to 7 percent in 2022, capped at a maximum of 10 percent of gross receipts.

- **Monterey County**. Measure Y was approved by voters by a large margin – 74 percent to 26 percent. It imposed a permanent tax on all commercial cannabis business activity, such as cultivation, processing, manufacturing, distribution, and selling, excluding personal medical marijuana cultivation. It imposes taxes on three groups of commercial activity:
    - *Nursery Cultivation* – Initial tax rate of $2 per square foot of authorized canopy through June 30, 2020. Beginning on July 1, 2020, tax rate increases each fiscal year by $1.50 per square foot of authorized canopy, not to exceed maximum tax rate of $5 per square foot per year. Beginning on July 1, 2022 and each year thereafter, amount of tax will increase based on Consumer Price Index (CPI).
    - *Non-Nursery Cultivation* – Initial tax rate of $15 per square foot of canopy effective until June 30, 2020 and, then, will increase each succeeding July 1 by $5.00 until a maximum rate of $25 per square foot is reached. Thereafter, on each succeeding July 1, tax will increase by the CPI.
    - *Non-Cultivation Commercial Cannabis* – Tax based on annual gross receipts starting at 5 percent until June 30, 2020 and, then, increasing each succeeding July 1 by 2.5 percent until maximum rate of 10 percent is reached. There will be no annual CPI adjustment on gross receipts tax.

- **Santa Cruz**. Like in Santa Cruz County, the City of Santa Cruz was one of the first jurisdictions to license medical cannabis dispensaries. In November 2014 in Measure L and, in November 2016 in Measure E, cannabis business taxes were extended to all cannabis businesses operating in the city. In Chapter 5.07 of the City of Santa Cruz Municipal Code and Ordinance No. 2017-22, the tax increased from 7 percent of gross receipts to 8 percent of gross receipts, effective January 1, 2018. The tax can rise up to 10 percent.

- **Gonzales.** Measure W imposed authorized the city to charge an initial tax of $15 per square foot of space dedicated to cannabis cultivation with the ability to raise this tax up to a maximum of $25 per square foot after three years. In 2020, the cultivation tax will be subject to annual CPI adjustments. It also establishes an initial tax rate of 5 percent on the annual gross receipts of manufacturers that can be raised to a maximum of 15 percent on gross receipts after three years.

- **Greenfield.** With passage of Measure O, the city imposes a tax on all for-profit and nonprofit cannabis cultivation businesses of $15 per square foot of canopy space until June 30, 2020. Every year thereafter, the tax will increase by $5 per square foot, not to exceed $25 per square foot. On July 1, 2023, the tax will be increased annually according to the CPI. For nursery cannabis cultivation, operators will pay $2 per square foot of canopy space until June 30, 2020. Every year thereafter, the tax will increase by $1.50 per square foot, not to exceed $5 per square foot. Starting on July 1, 2023, the tax will increase annually according to the CPI. The city will impose a general tax of $5 on gross receipts per fiscal year on all other types of cannabis businesses. Beginning July 1, 2020, the tax rate will increase by 2.5 percent per year, not to exceed 10 percent per year.

- **King City**. Measure J imposes a tax on medical and recreational marijuana cultivation businesses at a rate of $25 per square foot for the first 5,000 square feet and $10 per square foot thereafter for cultivation. The tax may not exceed $5 per square foot for nurseries; $30,000 each for manufacturing and testing facilities. The tax is subject to an annual CPI-based adjustment. The tax for both cultivation and nursery operations starts at an initial rate of $5 per square foot for the first 5,000 square feet and $2.50 per square foot for additional space.

- **Salinas.** For both for-profit and nonprofit cultivation businesses, Measure L authorizes the city to impose a general tax of $15 per square foot of canopy area. After three years, the tax rate automatically increases to $25 per square foot of canopy area and is automatically adjusted based on the CPI. For marijuana dispensaries, manufacturing, and delivery businesses, the city imposes a tax rate of 5 percent of gross revenues. After three years, this tax rate automatically increases to 10 percent of gross revenue.

- **Watsonville.** Measure L taxes marijuana cultivation at a maximum rate of $20 per square foot per year of canopy area and maximum rate of 2.5 percent of gross receipts from the manufacture or processing of cannabis. From the sale of cannabis, the city imposes a tax of a maximum of 10 percent on gross receipts.

Whether applied as a tax on gross receipts or a tax based on canopy square footage, or both, revenue from cannabis business activity can potentially provide an additional infusion of funding for affordable housing. Generally, at least in the early years since legalization, Cannabis taxation measures have been quite popular, passing with huge margins, and it may be likely that many jurisdictions in agricultural areas would be receptive to earmarking a portion of existing tax proceeds or an increment in tax proceeds for farmworker housing. Looking at gross receipts in the City of Santa Cruz and Santa Cruz County since 2014, for example, one can see the potential if a modest percentage of this amount were dedicated to farmworker housing. From inception in late 2014, $7.6 million have been contributed, more than $6.7 million into the county's general fund and $934,008 into the city's general fund.

On the other hand, cannabis taxation is not a panacea and should not be seen as a substitute for adopting other local strategies that may be more politically difficult. Cannabis receipts can be quite variable from year-to-year and there are still significant questions about federal intervention and the impacts of legalization and taxation on marijuana pricing and consumer behavior.[141] Some jurisdictions have yielded below-expected returns and have seen decreases in revenue in recent years.

Conclusion

In this chapter, we have discussed alternative development and funding strategies for farmworker housing as a departure from the conventional building and financing paradigms that have dominated. The four alternative development types and nine funding types discussed, two of them state housing trust funds and seven of them local revenue sources to capitalize local housing trust funds, offer additional tools for developing and funding homes for farmworkers that are within the control of local authorities and citizens. All of the funding streams represent efforts to direct non-housing dollars from taxes and fees on transactions happening in the private market.

In terms of development and tenure strategies, the traditional ways we have built housing for farmworkers, especially year-round, permanent rental housing, will likely continue to predominate. Generally, both local communities and farmworkers aspire to the conventional building and tenure types. While mutual housing in rental tenure is only as participatory and time-consuming as residents make it, mutual self-help housing, cooperative housing, and community land trusts create ownership, can be very demanding, and are not for everyone.

[141] For an understanding of potential pitfalls of taxing cannabis at the state level, which can also occur at the local level, see https://itep.org/wp-content/uploads/marijuanaissuesreport.pdf.

And, government and private lenders and grantors tend to favor and have a higher comfort level with the conventional, normative forms of housing.

In terms of funding strategies, none of the sources discussed, alone or even in combination, will be sufficient to build or preserve housing for farmworkers without significant federal and state funding. They are not a substitute for a robust federal and state government role. Nonetheless, they can fill the gaps in the predevelopment, development, and post-development periods. They are a flexible source of local discretionary funds that can be used for the hard costs of land acquisition and preparation and home construction, as well as the soft costs of staff and outside professionals needed to make a deal work. And, as in the case of the Napa Valley migrant housing centers, these funds can be used to cover operating cost shortfalls, make repairs and improvements, pay for services, and even subsidize rents.

As long as the federal government and State of California continue to provide financing through existing programs that have been proven to work, although insufficient to cover all the costs of development and operation, the alternative funding streams described in this chapter will continue to be supplemental but important strategies to demonstrate local commitment and fill funding gaps.

FINANCING FARMWORKER HOUSING

Housing producers have used a multiplicity of funding sources to build, rehabilitate, acquire, and operate safe, decent, and affordable homes for farmworkers. Many farmworkers are housed incidentally in rent-restricted affordable housing projects because they are low income. Others are housed intentionally in affordable housing that is occupationally-restricted to qualifying farmworkers. This housing is typically produced by private affordable housing developers and public housing authorities. Growers and labor contractors also provide a variety of on-farm accommodations for their year-round and seasonal workers.

Through a review of over 80 farmworker rental housing projects in California[142], as well as information from the California Tax Credit Allocation Committee (TCAC) on funded and pending Low-Income Housing Tax Credit (LIHTC) projects[143], we were able to identify a broad range of funding sources deployed by developers to finance and operate farm labor housing, which are listed and reviewed in this section. The frequency of use of these sources is quite variable, with some rarely deployed, while others are found in many projects. Most affordable housing finance programs are restricted to low-income households, which may include farmworkers. Some of these programs are occupationally-restricted just to farmworkers. Often these programs are layered with other affordable housing finance programs that serve low-income households writ large.[144]

In this section, we describe the federal and state funding sources most frequently used in farmworker housing projects in California and that also hold the most promise for housing production for farmworkers in the Pajaro and Salinas Laborshed. This includes existing state programs that are currently inactive because of lack of funding but may be replenished in the coming years due to legislation passed by the California Legislature and signed by Governor Jerry Brown in September 2017. We describe this legislation – SB 2, the Building Homes and Jobs Act, and SB 3, the Veterans and Affordable Housing Bond Act of 2018 – in the section under State Housing Funding Resources. Local funding sources that may be generated by local governments for farmworker housing are also discussed.

We begin with the federal programs and conclude with state programs in the order listed below. Some federal programs are both federally- and state-administered, such as the Community Development Block Grant Program and HOME Investment Partnerships Program. These are described under Federal Housing Funding Resources. Other federal programs are state-administered only, such as the Federal Low-Income Housing Tax Credit Program and Tax-

[142] We surveyed 13 organizational members of the California Coalition for Rural Housing that own and operate year-round, permanent farmworker housing. They identified 83 projects with 4,041units that were occupationally-restricted in whole or part.
[143] The TCAC database is a good resource for viewing staff reports of funded projects and applications of pending projects, with detailed information on the applicant, the project, the financing, proforma development costs, and operating budget. http://www.treasurer.ca.gov/serp_new.asp?cx=001779225245372747843%3Acrby_i19opu&cof=FORID%3A11&ie=UTF-8&q=usda+rhs+514
[144] Note we do not list programs that finance non-housing activities, such as infrastructure improvements (e.g., sewer and water systems), green retrofits, and resident services.

Exempt Private Activity Bonds. For our purposes, the 9 percent credit under the Federal and State Low-Income Housing Tax Credit Programs and 4 percent credit under the Federal Low-Income Housing Program in combination with Tax-Exempt Private Activity Bonds are discussed under State Housing Funding Resources.

Federal	State
USDA Section 514/516 Farm Labor Housing USDA Section 521 Rural Rental Assistance USDA Section 502 Direct Loan/Section 523 Mutual Self-Help Housing Technical Assistance HUD Community Development Block Grant HUD HOME Investment Partnerships Federal Home Loan Bank Board Affordable Housing Program	HCD Joe Serna, Jr., Farm Worker Housing Grant HCD California Self-Help Housing Program HCD CalHome HCD Multifamily Housing Program TCAC Federal and State Low-Income Housing Tax Credits HCD Farm Worker Housing Tax Credit Assistance SGC Affordable Housing and Sustainable Communities Program

USDA = U.S. Department of Agriculture
HUD = U.S. Department of Housing and Urban Development
HCD = California Department of Housing and Community Development
TCAC = California Tax Credit Allocation Committee
SGC = California Strategic Growth Council

Federal Housing Funding Resources

U.S. Department of Agriculture Rural Development

Since the 1960s, the Rural Housing Service (RHS) of USDA Rural Development (RD) has administered several housing assistance programs that have been used in California and around the country to produce housing for farmworkers.

We focus on three mainstay programs.

1. Section 514/516 Farm Labor Housing Loans and Grants is USDA's one occupationally-restricted farmworker housing production program.
2. Section 521 Rural Rental Assistance is a rental subsidy typically used to help cover the operating costs of Section 514/516 housing.
3. Section 502 Direct Loan Program is a program for low-income rural borrowers. When used in a Mutual Self-Help Housing Program for owner-builders, the Section 502 loan covers the construction costs and is converted to a long-term mortgage upon completion of construction. While Section 502 does not require farmworker occupancy, many self-help homes in California were built by active or former farmworkers and, in some cases (described later), were farm-worker restricted at initial occupancy due to State program requirements. Construction supervision for Section 502-financed mutual self-help housing subdivisions is typically provided by a nonprofit organization receiving a Section 523 Mutual Self-Help Housing Technical Assistance Grant.

Section 514/516 Farmworker Housing Loans and Grants

<u>Purpose</u>: Created in 1962 and 1966, respectively, the Section 514 Loan and Section 516 Grant Programs often work in tandem to finance housing for year-round, permanent and seasonal, migrant farmworkers. Occupants must be domestic farmworkers with a majority of their income deriving from qualified farm work or retired and/or disabled farmworkers and have very low to moderate incomes and be a U.S. citizen or permanent resident.

<u>Governing Authority</u>: Title V, Section 514 and 516 of the Housing Act of 1949; 42 U.S.C., Chapter 8A, Subchapter III, 1484 and 1486.

Eligible Activities: Construction, rehabilitation, acquisition, and acquisition/rehabilitation of housing that is occupationally-restricted to farmworkers, including purchasing and improving land, purchasing household furnishings, and paying construction loan interest.[145] Housing activities may be financed in urban, suburban, or rural areas, as long there is a demonstrated need.

Eligible Applicants: Associations of farmworkers and nonprofit organizations, most state and local government entities, and federally-recognized tribes. Farmers, associations of farmers, and family farm corporations are also eligible to receive loans, but not grants. Applicants must demonstrate that they cannot obtain commercial credit with terms and conditions that would enable them to house low-income tenants and have sufficient qualifications and experience to develop and operate the housing.

Loan/Grant Terms and Conditions: Loans made for up to 33 years at a 1 percent fixed rate. Loan funds are also available for on-farm labor housing funded on a first-come, first-serve basis. Grants are needs-based and cannot exceed 90 percent of project cost. The total amount of a loan and grant award may not exceed $3 million.

Current Status: The Section 514/516 Program has been subject to steady cuts over the past 25 years, as have most Rural Housing Service (RHS) programs. Since FY 2014, funding has held relatively stable, around $23.9 million in loans and $8.3 million in grants per annum. The expectation, however, is that funding in Fiscal Year 2018 will be reduced. In 2016, RHS made nine awards for rental housing projects in four states, six of them for $18 million in California ($3 million each). Funds will be used to develop 361 units in Woodland, Bakersfield, Ukiah, McFarland, Greenfield, and Calexico.

While the great majority of Section 514/516 *projects* in the U.S. are employer-owned and -managed and located on-farm, the great majority of *units* are owned and operated by nonprofit organizations and located off-farm, especially in Western states like California.[146] Most off-farm projects receive Section 521 Rental Assistance (RA), though only about 1 percent of on-farm projects receive RA, nationwide. California has 118 off-farm projects with 6,825

[145] A complete list of eligible activities can be found at 7 CFR 3560.53.
[146] See *USDA Section 514/516 Farmworker Housing: Existing Stock and Changing Needs*, Housing Assistance Council, Washington, D.C., October 2006, p. 1.

units and only four on-farm projects with 12 units.[147] This supports the observation that growers, generally, do not want to be in the business of building and operating housing for their employees, especially when it takes borrowing from government loan program that come with mandated responsibilities, restrictions, and oversight. The off-farm units house both year-round, permanent farmworkers and seasonal, migrant farmworkers and 65 percent of them receive RA.

The Section 514/516 Program has certain restrictions that present challenges for some developer/operators. The main restriction is that tenants must be documented citizens or legal residents. In comparison, the mainstay State farmworker housing program, the Joe Serna, Jr. Farmworker Housing Grant Program (hereafter referred to as Serna), does not require proof of citizenship or legal residence.

Another challenge has been the reluctance of Rural Development (RD) to allow hybrid or blended projects. The overwhelming majority of Section 514/516 projects are 100 percent restricted to farmworkers, but an increasing number of developer/operators, for financial and other reasons, prefer mixed-occupation projects. While there is nothing in the Section 514/516 statute requiring exclusive occupancy by farmworkers, the willingness of state and local RD offices to allow hybridity has been quite idiosyncratic – supported by some offices and not by others. The competition in recent years has not allowed applicants to receive full points unless all units are restricted, even when other financing in the project does not have such restrictions.

In hybrid projects, a major hurdle has been the level of control RD has wanted to exercise over the whole property related to rents and budgeted expenses. In some cases, RD has requested that sponsors have two operating budgets, one for the Section 514/516 units and one for all others, or split the parcel.[148] In one case where the USDA units were 20 percent of the project, the owner and RD agreed that the owner could submit modified budgets and reports reflecting only the Section 514/516 unit revenue and 20 percent of the operating

[147] Information provided by USDA Rural Development, California State Office, April 19, 2017. The four on-farm projects are located in Riverdale, Point Reyes Station, Merced, and Hughson.
[148] Generally, the California RD office has been more open to hybrid projects than in other states over the past 10 years or so. Self-Help Enterprises (Visalia) has developed five hybrid projects and People's Self-Help Housing (San Luis Obispo) has developed one. Both organizations report it took considerable support from RD district office staff and negotiations to convince RD to agree to these projects.

expenses.[149] The Section 514/516 units are typically "floaters", meaning the restrictions are not tied to specific units. Farmworkers can be accommodated in any of the units or move to another unit in the project when it is vacated if they need to upsize or downsize as their household size changes.

Pajaro/Salinas Valley Fit: Section 514/516 loans and grants can be used anywhere in Monterey and Santa Cruz Counties where there is a demonstrated need for farmworker housing. The average size of projects funded in California in 2016 was 60 units, although much smaller Section 514/516 projects can be found in the state.

One advantage of the Section 514 Program for the Pajaro/Salinas Valley laborshed is that it can make low-interest loans to profit-motivated entities, such as growers, to build, rehabilitate, acquire, or acquire and rehabilitate small-scale, on-farm housing. It is the only housing program, federal or state, that makes loans directly to growers. In areas where no other credit is available with terms and conditions that could reasonably enable a grower to provide housing, the loans can be made with interest rate at 1 percent. In areas where other credit is available, growers may still be able to obtain a Section 514 loan under some circumstances at an interest rate based on the cost of federal borrowing. However, as of April 2017, only four of the 122 USDA farm labor housing projects in California were on on-farm. Section 516 grants for farmworker housing are only made to nonprofit organizations, public agencies, and federally-recognized tribes.

A distinct disadvantage of Section 514/516 financing, given the large number of undocumented workers in the region, is that project sponsors must inquire about and monitor legal status. Also, the program has strenuous farmworker income requirements that must be strictly enforced. Sponsors report gut-wrenching situations where they have had to evict tenants because of changes in legal or farmworker status. In a diverse economy like Monterey and Santa Cruz Counties, when other jobs may periodically become available in the construction, service, tourism, and other sectors, the amount of farm income may decrease below threshold.[150]

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[149] The 68-unit Canyon Creek Apartments developed by People's Self-Help Housing in Paso Robles designates 14 units for farmworkers.

[150] In one instance reported by the Cabrillo Economic Development Corporation in Ventura County, a farmworker had to decide between moving from the fields to an office job within the same agricultural employer and losing his housing or staying in the fields and keeping his home.

Fortunately, there is strong local public and private nonprofit capacity in the area to access and use this program. According to RD, in April 2017, there were 10 USDA farm labor housing projects in Monterey County with 506 occupationally-restricted farmworker units and three projects in Santa Cruz County with 89 units – a total of nearly 600 units in the two counties. Most, with the exception of 30 migrant units in King City, are year-round housing for permanent farmworkers.[151] The Santa Cruz and Monterey County Housing Authorities, CHISPA, and EDEN Housing (which took over the South County Housing rental inventory when it went out of business), all operate farmworker housing with RD funding. The Corporation for Better Housing received an RD award of $3 million in July 2016 to build 64 farmworker units in Greenfield.

Section 521 Rural Rental Assistance

Purpose: The Section 521 Rural Rental Assistance Program was created in 1978 to further reduce the rental payments of low-income households living in USDA-financed multifamily rental housing, Section 514/516 Farm Labor Housing and Section 515 Rural Rental Housing, to no more than 30 percent of household income. Unlike HUD's Section 8 Housing Choice Voucher Program, USDA Rental Assistance (RA) is not portable and can only be project-based when the underlying financing is from the two aforementioned RHS programs.

Governing Authority: Title V of the Housing Act of 1949; Code of Federal Regulations, 7 CFR 3560-Subpart F.

Eligible Activities: Section 521 RA reduces the rental payment of low- and very low- income households, the elderly, and persons with disabilities to 30 percent of adjusted monthly household income. It is targeted to households whose incomes are so low they cannot even afford the below-market rent or "basic rent" set in Section 514/516 and Section 515 projects, which is computed based on the owner's operating costs.

Eligible Applicants: Generally, requests for RA are initiated by the owners of Section 514/516- and Section 515-financed rental properties. In some cases, tenants may petition an owner to make such a request to Rural Development

[151] The King City Migrant Center, operated by the Monterey County Housing Authority, is one of two California Department of Housing and Community Development Office of Migrant Services migrant housing centers in the Pajaro/Salinas Valley laborshed. The Buena Vista Migrant Center in Watsonville, operated by the Santa Cruz County Housing Authority, does not have USDA Section 514/516 funding.

(RD) and can appeal directly to RD if the owner denies the request. There are no geographic restrictions when RA is used in connection with a Section 514/516 project.

Loan/Grant Terms and Conditions: RD and the project owner execute a one-year contact in newly constructed or existing housing in which RD commits to make payments to the owner on behalf of the tenant that will cover the difference between the unit basic rent and 30 percent of the household's adjusted gross income. The commitment is for a designated number or percentage of units and may be renewed and increased each year if funds are available. In other words, the funds are not guaranteed for the life of the project and are subject to Congressional appropriations. In new projects, 95 percent of assisted tenants must have very low incomes below 50 percent of the Area Median Income. In existing projects, 75 percent of assisted tenants must have very low incomes.

Current Status: Like other RHS programs, appropriations for Section 521 Rural Rental Assistance have declined over the last three decades and there is far more demand than availability. Funding levels have hovered around $1.4 billion dollars annually the last several years and increased as a share of total RHS appropriations as other programs have seen cuts. However, given increased operating costs, funding levels fall well short of meeting the need to renew existing rental assistance contracts and execute new contracts. The expectation is that the program will experience additional cuts in future years, though less than other RHS programs.

Generally, priority is given to renewals of expiring contracts or as an incentive to encourage owners of existing projects to remain in the programs rather than prepay their USDA mortgage or mature out of the mortgage as many will within the next 5 to 10 years.[152] However, of the 361 units awarded Section 514/516 funds in California in 2016, 355 of the units received one-year commitments of RA.

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[152] Mortgages on thousands of Section 515 Rural Rental Housing units have been prepaid over the years in 'hot' housing markets in California and other parts of the country and will mature out of their 50-year mortgages in the coming years. When this occurs, USDA rental subsidies are lost, rents increase, and tenants are displaced. The overwhelming majority of these projects are owned by profit-motivated owners, especially in California. While Section 514/516 projects can also prepay and mature out, most of these are owned by nonprofit organizations and, consequently, fewer of these have been lost.

Pajaro/Salinas Valley Fit: Most Section 514/516 farm labor housing units in California receive additional Section 521 RA, when available, because farmworker incomes are so low and often seasonal. In fact, new permanent, year-round farmworker housing in the state typically can support little to no debt-financing. In a high-cost region like the Central Coast, commitments of RA will be critical to demonstrate project financial feasibility and cover operating costs while reducing rents within the payment ability of prospective tenants.

Section 502 Direct Loan/Section 523 Mutual Self-Help Technical Assistance Grant

Purpose: The Section 502 Direct Loan Program, USDA's mainstay single-family home program since 1949, makes loans for home purchase by low- and very low-income borrowers. Since 1962, it has been the principal loan product for mutual self-help housing where groups of 10-12 families build their own homes for the better part of a year under the supervision of a community-based nonprofit organization, reducing construction costs and earning "sweat equity". Over 20,000 homes have been built in California using this method. To pay for the construction supervision and training of self-help participants, organizations receive grants under the Section 523 Mutual Self-Help Housing Technical Assistance Grant Program.

Governing Authority: Section 502 Direct Loan – Title V, Section 502 of the Housing Act of 1949; 42 U.S.C., Chapter 8A, Subchapter III, 1471, et seq. Section 523 Mutual Self-Help Technical Assistance Grant – Title V, Section 523 (b)(1)(A) of the Housing Act of 1949; 42 U.S.C. 1490(c)(B).

Eligible Activities: Section 502 Direct Loan Program – Build, repair, renovate, or relocate a home, or purchase and prepare sites, including water and sewage facilities. Section 523 Mutual Self-Help Technical Assistance Grant Program – Payment of salaries, rent, and office expenses of participating technical assistance organizations.

Activities are limited to USDA-defined rural areas.[153] While not occupationally-restricted to farmworkers, in a state like California where so many of the rural

[153] In the 2014 Farm Bill, Congress grandfathered in communities with populations up to 35,000 as of the 2010 U.S. Census. The rural population limit for certain other non-housing programs of RD is 50,000. See http://www.treasurer.ca.gov/ctcac/2016/methodology.pdf for the definition of rural for purposes of USDA housing programs and the Low-Income Housing Tax Credit Program in

poor have farmworker backgrounds, a very high percentage of borrowers are current or former agricultural employees. Some projects in the state have combined Section 502 Direct Loans with Joe Serna, Jr. Farmworker Housing Grants to enable very low- and extremely low-income farmworkers to afford the ongoing debt service costs of owning the homes they built. In a few instances, the two programs have been combined to enable farmworkers to purchase contractor-built homes.

Eligible Applicants: Section 502 Direct Loan Program – Generally, low- and very low-income households that demonstrate repayment ability and, in the case of mutual self-help, willingness to build their own homes. They must also lack decent, safe, and sanitary housing, be unable to obtain other credit at reasonable terms and conditions, agree to be the owner-occupant of the property on a permanent basis, and be a legal citizen or resident.

Section 523 Mutual Self-Help Housing Technical Assistance Grant – Government-sponsored nonprofit organizations, private nonprofit organizations, and federally-recognized tribes.

Loan/Grant Terms and Conditions: The Section 502 note rate is fixed based on the current market rates at loan approval or closing, whichever is less. The interest rate actually paid by the individual homeowner can be as low as 1 percent, based on the household's adjusted gross income. The rate may be adjusted downward to 1 percent or upward to the note rate depending on changes in household income. There is a partial recapture of the subsidy upon sale or non-occupancy.[154] The mortgage is amortized over a 33-year period up to 38 years for very low-income borrowers. The maximum loan amount is subject to the loan limits set by Rural Development for the county in which the property is located, as well as the borrower's repayment ability.

California. Go to https://eligibility.sc.egov.usda.gov/eligibility/welcomeAction.do and type in the property address to determine eligible locations in Santa Cruz and Monterey Counties.

[154] There is no resale deed restriction on Section 502 Direct loans that limits when and who the borrower can sell to. However, there is a subsidy recapture mechanism. Generally, the amount of recapture due is the lesser of either the amount of the subsidy received or the portion of value appreciation subject to recapture, which is computed by taking the current market value less the original amount of prior liens and subordinated affordable housing products, the balance to be paid off on the Section 502 loan, and reasonable settlement costs.

When coupled with mutual self-help, the Section 502 loan pays for the construction costs and is later converted to a long-term mortgage upon possession of the home, with the household's sweat equity effectively serving in lieu of a down payment. In addition to costs incurred during the construction phase, the loan is used to pay the nonprofit organization back for its cost of purchasing and preparing the land.

With respect to Section 523, grant sizes are limited by the amounts available per state and projected production. Each applicant or existing grantee proposes its own budget and number of units to be built. The regulations, generally, cap the allowed technical assistance cost per unit at 15 percent of the appraised value of the completed home.

Current Status: Both the Section 502 Direct Loan Program and Section 523 Mutual Self-Help Housing Technical Assistance Grant Program have enjoyed bipartisan support over many decades because of their "boot-straps" philosophy. The Obama Administration proposed for several years to zero out the Section 523 Program, but the funds were preserved by Congress. In FY 2017, Congress appropriated $1 billion for Section 502 Direct and $30 million for Section 523, both slightly up from FY 2016. The programs, however, will likely experience cuts in future budgets. In recent decades, successive administrations have sought to reduce the Direct Loan program in favor of the Guaranteed Program, which is less costly to the federal government but serves a higher-income population.[155]

In the past five years, 887 Section 502 self-help loans have been approved in California for a total of $133.4 million. On average, RD approves about $25 million per year in self-help loans for the current group of 10 active Section 523 mutual self-help housing grantees in the state. RD's priority is to mostly approve renewals of existing Section 523 grantees. The largest grant in California is for $6 million to produce 215 units.

Pajaro/Salinas Valley Fit: There has not been a Section 502 mutual self-help housing subdivision developed in the area since 2009 when CHISPA completed the Vineyard Green subdivision in Greenfield. CHISPA attempted to build

[155] The Guaranteed Loan Program differs from the Direct Loan Program in that USDA provides a 90 percent loan note guarantee to approved conventional lenders to reduce the risk of extending 100 percent loans to eligible rural homebuyers, instead of making a below-market-interest-rate loan directly to the buyer. It tends to serve a higher-income population and has not been used in association with mutual self-help housing in California.

another subdivision in Greenfield using the self-help housing program, but could not attract enough interested families to form a cohort of 10.[156] South County Housing, which was also a Section 523 construction supervision grantee working in nearby Santa Clara and San Benito Counties, went out of business during the Great Recession.[157]

That said, nonprofit housing organizations still do operate self-help housing programs in other expensive coastal counties, like Mendocino, San Luis Obispo, Santa Barbara, and Ventura Counties. And, in some areas of the state like the San Joaquin and Coachella Valleys, nonprofits have used the mutual self-help housing method to enable very low- and extremely low-income farmworkers to become owners by leveraging Section 502 Direct Loans with Joe Serna, Jr., Farmworker Housing Grant Program funds.

The feasibility of Section 502 Direct in the Pajaro and Salinas Valleys will be dependent on finding a match between the locations of farmworkers proximate to jobs and the availability, developability, and cost of land in those locations. The maximum loan limits for the Program in Santa Cruz and Monterey Counties (effective January 17, 2018) are $543,720 and $492,200, respectively, while the median price of an existing home listed at the end of 2017, according to Zillow, was $827,000 and $795,000, respectively.[158] This means that buying an existing home would be way out of the range of a lower-income borrower approved for a Section 502 direct loan.

By building a new, modest home with a mutual self-help component, it is possible that homeownership for low-income farmworkers could be achieved

[156] According to CHISPA, there are three major reasons why self-help housing has been difficult to administer in Monterey County. For one, younger couples have smaller families and are not as willing to put in the hours on weekends away from their children to build their own homes as previous generations of self-helpers. Smaller family size also means that there is not an older child who can take care of the younger children when the parents are building. Secondly, there is not enough subsidy as there once was to make it worthwhile for a family to build. Third, some families are hesitant to participate because there is a perception that they will not get the full benefits of homeownership for a long time due to the deed restrictions. Alternatively, CHISPA has found that it can package Section 502 Direct loans for purchase of homes built by its subsidiary construction company with an interest rate of about 3.25 percent and mortgage payments that are not much higher than if the home were built via self-help.
[157] When South County Housing went out of business, Eden Housing in Hayward took possession of its multifamily housing inventory, including its properties in the Monterey Bay Area. Its Section 523 grant has been transferred to the Community Services Development Corporation in Hollister.
[158] See https://www.zillow.com/santa-cruz-county-ca/home-values and https://www.zillow.com/monterey-county-ca/home-values.

with a combination of a Section 502 Direct loan and a grant from the Joe Serna, Jr., Farmworker Housing Grant Program (discussed later). While Section 523 Mutual Self-Help Housing Technical Assistance Grant funding is limited, and renewals of existing grantees are favored, new grantees have been approved in recent years in California.

U.S. Department of Housing and Urban Development

While the U.S. Department of Housing and Urban Development (HUD) mostly focuses on the nation's large and middle-sized urban centers, many of its programs have assisted rural communities to build, rehabilitate, acquire, and operate housing for rural low-income households. The Public Housing Program, Section 8 Program, Section 202/811 Program, Federal Housing Administration, and many other programs have invested in or stimulated investment by private parties in rural America. A lesser known program, the Self-Help Homeownership Opportunity Program or SHOP helps rural organizations acquire and prepare land for mutual self-help housing.[159] We will focus, here, on the two HUD programs that have most assisted developers of farm labor housing: Community Development Block Grant and HOME.

Community Development Block Grant Program

Purpose: For more than 40 years, the Community Development Block Grant (CDBG) Program has been the lifeblood of housing, community, and economic development in local communities around the country. CDBG was created in the Housing and Community Development Act of 1974 to consolidate about 20 different HUD categorical programs into one lump sum "block grant" to be allocated on a formula basis to states, cities, counties, and other units of local government to meet a large variety of community development needs principally benefitting low- and moderate-income persons. Activities must meet one of the following national objectives: benefit low- or moderate-income persons, prevent or eliminate slums or blight, address community development needs having a particular urgency because they pose a serious or imminent threat to the health or welfare of the community.

[159] Administered by the Washington, D.C.-based Housing Assistance Council, SHOP has helped some California self-help housing organizations acquire and prepare land for use with the Section 502 Direct Loan/Section 523 Mutual Self-Help Housing Technical Assistance Grant Program, although it is unknown whether any of the units were restricted to farmworkers. The most recent SHOP grant in California was made to Self-Help Enterprises in June 2017 for 27 units.

Governing Authority: Federal Authority: Housing and Community Development Act of 1974, as amended (42 USC 5301, et seq.); Omnibus Budget Reconciliation Act of 1981, Public Law 97-34, and 24 CFR Part 570, Subpart I. State Authority: Health and Safety Code Section 50825, et seq.; California Code of Regulations (Title 25, Section 7050-7126); OMB Uniform Guidance at 2 CFR Part 200 (TPL).

Eligible Activities: Over a 1-, 2-, or 3-year period, not less than 70 percent of CDBG funds must be used for activities that benefit low- and moderate-income persons with incomes not exceeding 80 percent of the county median income adjusted for household size. Funds can be used for programs and projects, including the acquisition and rehabilitation of affordable housing, but not generally for new construction. CDBG can also be used for acquisition, rehabilitation, and new construction of public facilities, infrastructure improvements in support of housing, provision of public services, such as child care, health care, and job training, and planning and technical assistance.

Eligible Applicants: Large cities and counties, also known as Entitlement Communities, receive multi-year commitments of CDBG from HUD on a formula basis that considers the extent of poverty, population, housing overcrowding, age of housing, and other metrics. Entitlement Communities consist of central cities of Metropolitan Statistical Areas (MSAs); metropolitan cities with populations of at least 50,000; and qualified urban counties with a population of 200,000 or more, excluding the populations of entitlement cities. There Is also a competitive set-aside for federally-recognized tribes administered by HUD.

Under the Small Cities Program, states receive annual commitments of CDBG for distribution to cities and counties not qualifying as Entitlement Communities, typically small cities, rural cities, and non-metropolitan counties. The California Department of Housing and Community Development (HCD) runs this Program in California.

Loan/Grant Terms and Conditions: Assistance is in the form of grants made to local governments that, in turn, use CDBG funds to deliver housing programs and services, such as making housing rehabilitation and first-time homebuyer grants or loans to low-income households, and providing housing counseling. Grants are also made by local governments to nonprofit organizations to build, rehabilitate, and acquire affordable housing and provide or upgrade housing-related infrastructure.

Current Status: Over the past 10 years, Congress has cut the overall appropriation for CDBG, resulting in a 34 percent grant reduction for HCD to award to eligible local jurisdictions in California. The Trump Administration, in its "skinny" budget for FY 2018, proposed to completely eliminate the program. Congress did not go along, but it is probable further attempts to cut the program will be made in future budgets.

At the State level, HCD initiated a program redesign process in 2017, effective for the 2018 Notice of Funding Availability (NOFA) cycle, which will streamline the Department's workload to reflect budgetary shortages and address low expenditure rates by local government grantees and high levels of unspent program income. One possible change may be limiting the number of jurisdictions that can apply each year.

Pajaro/Salinas Valley Fit: Several jurisdictions within Santa Cruz and Monterey Counties are considered non-entitlement and could apply for Small Cities CDBG funds on a competitive basis from the California Department of Housing and Community Development to support the construction of new housing or the acquisition and rehabilitation of existing housing or other structures for occupancy by farmworkers. CDBG funds can also be used for housing-related infrastructure, such as sewer and water improvements, as well as public facilities and services benefiting the area's farm labor population. Non-entitlement communities currently eligible to compete in the Small Cities CDBG Program are: Santa Cruz County, and the Cities of Capitola, Scotts Valley, Carmel-by-the Sea, King City, Marina, Pacific Grove, and Soledad.[160]

Entitlement communities, like the City of Santa Cruz, City of Watsonville, City of Salinas, City of Monterey, and County of Monterey in cooperation with the Cities of Sand City, Greenfield, and Gonzalez, could also dedicate all or a portion of their direct CDBG allocations from the U.S. Department of Housing and Urban Development for farmworker housing.

HOME Investment Partnerships Program

Purpose: Somewhat analogous to the CDBG Program, the HOME Investment Partnerships Program was created in 1990 in the Cranston-Gonzalez National

[160] See http://hcd.ca.gov/financial-assistance/community-development-block-grant-program/docs/2015_nofas/appendix-a-non-entitlement-cdbg-lowmod-poverty-need-data-2015.pdf for a list of all non-entitlement jurisdictions in California.

Affordable Housing Act to provide block grants of federal funds on a formula basis directly to states, cities, counties, and other units of local government for a variety of housing projects and programs. A portion of these funds is earmarked for loans to State-certified Community Housing Development Organizations (CHDOs) for housing projects. Like CDBG, it was intended to be a relatively flexible source of funding that allows states and local communities to prioritize and address their most important housing needs. Unlike CDBG, HOME is designed exclusively to create affordable housing opportunities.

Governing Authority: Federal Authority: Title II of the Cranston-Gonzalez National Affordable Housing Act; Title 24, Subtitle A, Part 22 of the Federal Code of Regulations. State Authority: Title 25, Division 1, Chapter 7, Subchapter 17, of the California Code of Regulations.

Eligible Activities: Generally, building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct tenant-based rental assistance to low-income people, typically for no more than a 2-year period.

Loans made to CHDOs may be used to acquire, rehabilitate, or build housing for rent or that is owned, sponsored, or developed by the CHDO. Funds may also be used to provide direct financial assistance to purchasers of housing produced by a CHDO with HOME funds. CHDO set-aside funds may not be used for tenant-based rental assistance or homeowner rehabilitation.

Eligible Applicants: Jurisdictions eligible to receive a direct allocation from HUD are states and large cities and counties, also known as Participating Jurisdictions (PJs). States are automatically eligible and receive either a formula allocation or $3 million, whichever is greater. Local jurisdictions eligible for at least $500,000 under the formula ($335,000 in years when Congress appropriates less than $1.5 billion for HOME) also can receive an allocation. The formula allocation considers the relative inadequacy of each jurisdiction's housing supply, its incidence of poverty, its fiscal distress, and other factors. Smaller jurisdictions not qualifying to receive a formula allocation can join with neighboring jurisdictions whose combined allocation meets the threshold or compete in the State HOME Program, which is administered by the California Department of Housing and Community Development.

At least 15 percent of a PJ's annual allocation must be set aside for affordable housing activities to be undertaken by CHDOs. CHDOs are locally-based, private nonprofit organizations whose purpose is to develop affordable homes.

Loan/Grant Terms and Conditions: HOME funds are awarded annually as formula grants to participating jurisdictions (PJs). The program's flexibility allows states and local governments to use funds for grants, direct loans, loan guarantees or other forms of credit enhancements, or rental assistance or security deposits. HOME's requirement that participating jurisdictions provide a 25 percent match for every HOME dollar helps to mobilize additional community resources in support of affordable housing.

Current Status: The HOME Program, like the CDBG Program, has faced cuts at the federal level. In recent years, reports of mismanagement have exposed the program to calls for reforms and, in some cases, deep cuts and defunding. The Trump Administration's "skinny" budget proposal for FY 2018 contemplated elimination of HOME. While it is unlikely Congress will completely zero out the program, the program is probably more vulnerable than CDBG and cuts are anticipated.

Pajaro/Salinas Valley Fit: Given the HOME Program's singular focus on affordable housing, its flexibility, and the CHDO set-aside, the program has been used more frequently than CDBG in developing farmworker housing in California. There are 16 State HOME Program-eligible jurisdictions in Santa Cruz and Monterey Counties, including both counties.

Monterey County	Sand City
Monterey County	Seaside
Carmel	Soledad
Greenfield	Santa Cruz County
King City	Santa Cruz County
Marina	Capitola
Monterey, City of	Scotts Valley
Pacific Grove	Watsonville

The State of California certified CHDO list (updated November 2017) certifies the following nonprofit organizations to work in State HOME-eligible jurisdictions within Santa Cruz and Monterey Counties: CHISPA, Eden Housing, Habitat for Humanity Monterey Bay, MidPen Housing, and People's Self-Help Housing. Three of them are also CHDOs certified by the City of Salinas. Collectively, these organizations have vast experience, having built, acquired, and rehabilitated about 25,000 affordable housing units, including using HOME funds from Participating and Non-Participating Jurisdictions to produce housing layered with funding from federal and state programs requiring or advantaging projects with units occupied by farmworker s.

Federal Home Loan Bank

Affordable Housing Program

Purpose: The Affordable Housing Program (AHP) of the Federal Home Loan Bank (FHLB) facilitates the development of affordable rental housing and homeownership opportunities for lower-income households by making competitive grants available to member banks in each region of the Federal Home Loan Bank System. Annually, each FHLB is required by law to contribute 10 percent of its net income for the preceding year. Grants to member banks are, in turn, used to finance their affordable housing initiatives, meet their community investment goals, and develop lending partnerships with housing developers and government agencies.

Governing Authority: 12 U.S.C. 1421 et seq., Public Law 72-304 (1932), Federal Home Loan Bank Act.

Eligible Activities: Finance the construction, rehabilitation, or acquisition of owner-occupied housing by or for very low-, low-, and moderate-income households. Finance the construction, rehabilitation, or acquisition of rental housing in which at least 20 percent of the units are occupied by, and affordable to, very low-income households.

Eligible Applicants: Each FHL Bank is authorized to operate two AHP programs. The *AHP Competitive Application Program* awards grants to bank members on behalf of a nonprofit sponsor for production of rental or owner-occupied housing. The *AHP Homeownership Set-Aside Grant Program* awards grants to bank members who then provide these funds to households for down payment or closing cost assistance, rehabilitation assistance, or counseling towards the purchase or rehabilitation of an owner-occupied home. Applicants proposing projects in areas designated as ‘rural’ by USDA Rural Development, the Farm Credit Bureau, state government program guidelines, or other similar sources can receive 5 points out a 100-point scoring system.

Loan/Grant Terms and Conditions: AHP is awarded to nonprofit developers in the form of a grant. In 2016, the maximum subsidy amount for the Competitive Program was $30,000 per unit or 10 percent of the annual competitive AHP allocation ($3 million per project). There is a 15-year retention period for maintaining deed restrictions in rental projects. There is a 5-year retention period for ownership units. Under certain circumstances, such as when development costs are less than anticipated or fewer restricted units are produced, members and project sponsors or owners may be required to repay AHP subsidies

Current Status: Since 1990 through 2015, AHP funds have supported more than 778,000 households, ranging from rental and owner-occupied housing in both urban and rural areas, to special-needs households, including individuals with disabilities and the elderly. Banks have awarded over $5.1 billion through AHP, with more than half of the households supported qualifying as very low-income.[161]

A significant number of farmworker housing projects around the state have used AHP to access no-cost gap financing. In the 2017 round of AHP, the Federal Home Loan Bank of San Francisco awarded $60,287,700 in grants in California through 18 member banks. Seventy-seven projects with 5,117 units were awarded. One project in Monterey County was funded – the 90-unit Moon Gate Plaza, developed by MidPen Housing. None were funded in Santa Cruz County. Two farmworker projects were funded, the 68-unit Kendrea Terrace in McFarland and the 68-unit Villa Hermosa Apartments, Phase II, in Indio.

Pajaro/Salinas Valley Fit: The Affordable Housing Program (AHP) is a tremendous asset for any farmworker housing project where the goal is to cobble together as much non-debt financing as possible to support rents that will be within the payment ability of very low-wage farmworkers. AHP grants have been awarded to projects in Santa Cruz and Monterey Counties, most recently in 2017, and successfully used to underwrite farmworker housing projects around the state. The program works well with any of the funding sources that are typically deployed to finance farmworker housing production and awards extra points for projects located in rural areas.

State Housing Funding Resources

Most observers agree that the 2017 State legislative session was the most prolific session for affordable housing finance, land use, and planning in memory, perhaps ever. Among the 15 bills in the housing package approved by the

[161] See http://www.fhlb-of.com/ofweb_userWeb/pageBuilder/affordable-housing-programs-33.

Legislature and Governor in September 2017 are measures that authorize more than $5 billion for construction, rehabilitation, and acquisition of affordable housing over the next five years or more, require local governments to expedite affordable housing approvals, and restore the ability of local governments to implement rental inclusionary housing programs.

On the financing front, the two most important bills are SB 2 (Atkins), the Building Homes and Jobs Act, and SB 3 (Beall), the Veterans and Affordable Housing Bond Act of 2018:

SB 2 – Building Homes and Jobs Act

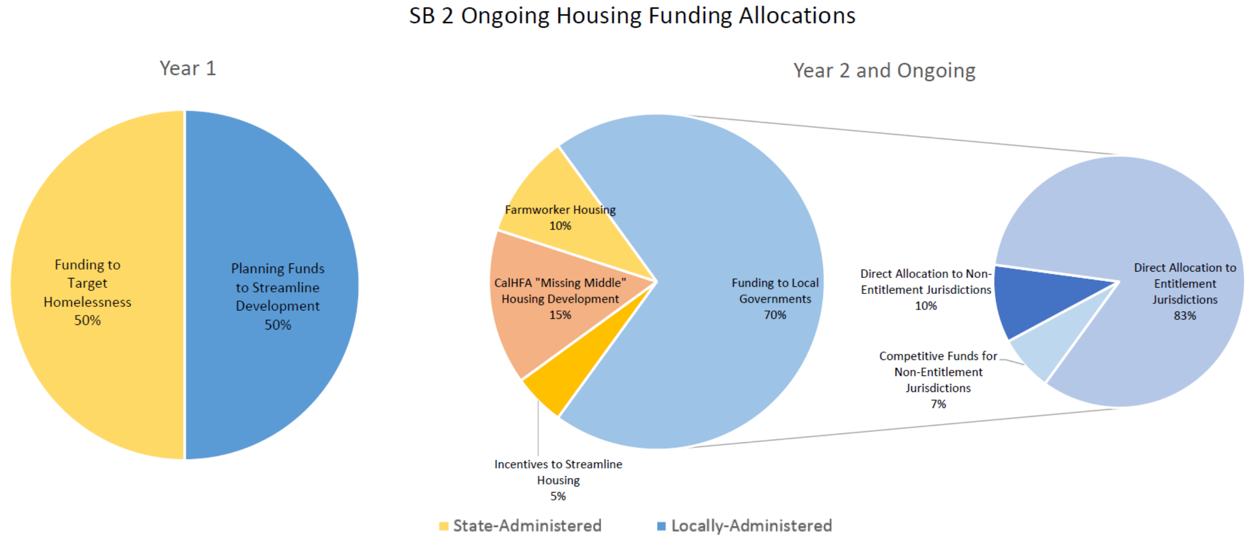
After decades of discussion and years of legislative attempts to create a 'permanent source' of revenue for affordable housing, the 2017 Legislature was finally able to achieve the two-thirds vote needed in both houses to pass SB 2. The funding source is a $75 per document recording fee on real estate transactions, not including home sales[162], up to a maximum of $225 per transaction. The estimate is that about $250 million will be generated annually.

In year one, starting in 2018, 50 percent of the proceeds must be allocated to local governments for planning for the streamlining of housing development projects and 50 percent to the California Department of Housing and Community Development (HCD) for programs targeting homelessness. In year two, 70 percent of proceeds will be allocated directly to local governments for housing activities using the methodology for allocating HUD Community Development Block Grants (CDBG). Thirty percent will be allocated to HCD and the California Housing Finance Agency. Twenty percent of the total funds are to be used for home ownership and **10 percent for farmworker housing**, **an estimated $25 million annually**.

Most likely, the State-administered funds for farmworker housing will be run through the Joe Serna, Jr., Farmworker Housing Grant Program, although it is possible that some funds will be used to upgrade State-owned migrant housing centers according to HCD. Local governments may also use all or a portion of the funds they receive directly or through the competitive program for non-entitlement jurisdictions for farmworker housing. The competitive grant program

[162] The language in SB 2 says: "The fee …. shall not be imposed on any real estate instrument, paper, or notice recorded in connection with a transfer subject to the imposition of a documentary transfer tax as defined in Section 11911 of the Revenue and Taxation Code or on any real estate instrument, paper, or notice recorded in connection with a transfer of real property that is a residential dwelling to an owner-occupier."

will probably be run similarly to HCD's Small Cites CDBG Program or the State HOME Program.



SB 3 – Veterans and Affordable Housing Bond Act of 2018

The second major funding measure in the package is a $4 billion general obligation bond authorized by SB 3 for the November 2018 State ballot, the first housing bond since voter approval of $2.85 billion in Proposition 1C in 2006. If passed by the voters, the proposition will replenish HCD programs that have been inactive since proceeds from the last bond were exhausted. Many of these programs can be used to provide housing for rent or purchase by farmworkers and one, the Joe Serna, Jr., Farmworker Housing Grant Program (hereafter referred to as 'Serna'), is occupationally-restricted only to farmworkers. SB 3 earmarks $300 million for Serna.

SB 3 Program Allocations		
Program	**Amount**	**Agency**
Veterans Housing and Homelessness Prevention Program	$1.0 billion	HCD
Multi-Family Housing Program	$1.5 billion	HCD
Transit-Oriented Development Implementation Program	$150 million	HCD
Infill Incentive Grant Program	$300 million	HCD
Home Purchase Assistance Program	$150 million	CalHFA
Joe Serna, Jr., Farmworker Housing Grant Program	***$300 million***	***HCD***

Local Housing Trust Fund Matching Grant Program	$300 million	HCD
CalHome Program	$300 million	HCD
Total	**$4 billion**	

California Department of Housing and Community Development

The State of California's commitment to meeting the housing needs of farmworkers dates back five decades with the creation of the Office of Migrant Services (OMS) in 1965. Housed in the California Department of Housing and Community Development (HCD), there are currently 24 OMS housing centers with 1,894 units for migrant farmworkers. Two of these centers are in our study area, the King City Migrant Center in King City (79 2-bedroom units) and Buena Vista Migrant Center in Watsonville (104 beds).

To qualify as a migrant worker, farmworker households must earn a specified minimum annual income from farm work and have lived outside of a 50-mile radius from the center for at least three months prior to moving in. Generally, centers are open for six months (180 days) during peak harvest season – from April/May to October/November – depending on the cropping patterns in the area.

Since the 1970s, HCD has also administered a variety of housing assistance programs that create permanent housing for farmworkers who are year-round residents of communities in California. These financing programs fall into three categories: 1) only fund farmworker-restricted units; 2) award extra points for inclusion of farmworker-restricted units while also targeting other populations; or 3) do not restrict or favor farmworkers, but are used in combination with programs that do.

Joe Serna, Jr. Farmworker Housing Grant Program (currently inactive)

Purpose: Since 1978, the Joe Serna, Jr. Farmworker Housing Grant Program has been California's mainstay program for financing the new construction, rehabilitation, and acquisition of year-round rental and owner-occupied housing for qualified agricultural workers and, to a lesser extent, housing for migrant, seasonal workers[163], with a priority for lower-income households. Serna was created initially to help leverage USDA Section 514/516 funding.

Governing Authority: Health and Safety Code Section 50515.5-50517.11

Eligible Activities: Development costs of rental or homeownership housing for qualified agricultural workers, including land acquisition, site development, construction, rehabilitation, design services, operating and replacement reserves, repayment of predevelopment loans, provision of access for the elderly or disabled, relocation, homeowner counseling, and other reasonable and necessary costs.

Eligible Applicants: Serna is limited to local government agencies, nonprofit corporations, cooperative housing corporations, limited partnerships where all the general partners are nonprofit mutual or public benefit corporations, and federally-recognized Indian tribes. To reside in a unit designated for occupancy by a farmworker, at least one householder must earn, or prior to retirement or disability, have earned a substantial portion of his or her income from qualified agricultural employment. "Substantial" means at least of half of the household's adjusted income.

Loan/Grant Terms and Conditions: Assistance is provided in the form of loans and grants to support the development or rehabilitation of various types of projects. Serna funds must be at least 100 percent matched from other sources.

Homeowner Grants: For rehabilitation or new home construction, monthly housing costs should not exceed 35 percent of monthly net income. Lien restrictions are required for 20 years. If the unit is sold to a non-farmworker buyer before completing the 10th year, the full grant amount must be repaid under most circumstances. Between the 10th and 20th anniversaries, the grant is forgiven at a rate of 10 percent per completed year. The grant is fully forgiven after 20 years. A change in the farmworker status of the borrower after loan closing does not affect the terms and conditions of the grant.

[163] For the California definition of an "agricultural employee", see Health and Safety Code Section 50517.5(g)(1) and Labor Code Section 1140.4(b). To conform to a change made in the definition of an agricultural employee in the Section 514/516 program, AB 702, in 2010, expanded the State definition to include any person who works on or off the farm in the processing of any agricultural commodity until it is shipped for distribution.

Rental Construction Grants or Loans: Lien restrictions for assisted units are required for 55 years. Loans are only made in conjunction with low-income tax credit financing.[164] For lower-income households, rents are fixed at 30 percent of 60 percent of the area median income (AMI); for low-income households, 30 percent of 50 percent of AMI; and for extremely low-income households, 30 percent of 30 percent of AMI. In projects where Serna accounts for at least 25 percent of the total development cost, the number of units restricted to occupancy by agricultural households is, generally, proportional to the percent of program funds awarded to the total development cost, but no less than 50 percent of the units.

Rental Rehabilitation Grants or Loans: Lien restrictions for assisted units are required for 55 years. Loans are only made in conjunction with low-income tax credit financing. Rent levels and the number of dedicated farmworker units are calculated in the same ways as for rental construction projects.

Current Status: The Joe Serna, Jr. Farmworker Housing Grant Program is the oldest of the State's housing assistance programs for production of permanent, year-round homes for low-income households. Since 1978, it has financed 12,938 units of occupationally-restricted farmworker housing, 19 percent of them (2,476 units) for homeownership.[165] It has made $224 million in grants and loans, 85 percent of which was for multifamily rental housing. Under Propositions 46 and 1C, more than five non-Serna dollars were leveraged for each one dollar of Serna.

For many years, Serna was continuously appropriated through the State's General Fund. In 2002 and, then again, in 2006, the funding vehicle was shifted to allocations of general obligation bond proceeds generated by Propositions 46 and 1C, respectively.

Proposition 1C funds were exhausted in 2010. Since then, no new Serna commitments have been made. Efforts from 2014 to 2016 to restore funds through the budget and other revenue sources were unsuccessful. However, in the 2017 legislative session, passage of SB 2 (Atkins) could provide about $25

[164] State legislation in the mid-1990s authorized HCD to use Serna funds to make loans, typically low-interest, deferred payment loans, for purposes of increasing basis for Federal and State Low-Income Housing Tax Credits. The first LIHTC-Serna project in California was the 80-unit Moonridge I Apartments in Half Moon Bay in San Mateo County, opened in 1999.

[165] Numbers provided by Russ Schmunk, former Assistant Deputy Director, Financial Services Division, California Department of Housing and Community Development, April 19, 2016.

million annually for the program (10% of annual proceeds). SB 3 (Beall) authorizes $300 million for the program in the event California voters pass a $4 billion housing bond on the November 2018 ballot. Both bills will generate millions of additional dollars for programs that can be leveraged with Serna for rental and homeownership housing.[166]

Pajaro/Salinas Valley Fit: Should new funding emerge, the Serna program would be a strong fit for the county. It is a grant that can also be structured as a loan to leverage Federal and State Low-Income Housing Tax Credits. It is a flexible source of funding that can be used to cover a large spectrum of development and rehabilitation costs. It can be used in connection with100 percent occupationally-restricted housing and hybrid housing. It can be used for multifamily rental housing and single-family housing for ownership. It is not limited to rural communities and can be used anywhere in the county where there is a demonstrable need for farmworker housing. And, it does not require proof of legal citizenship or residence.

California Self-Help Housing Program (currently inactive)

Purpose: Adopted in 1978, the California Self-Help Housing Program (CSHHP) makes grants to local government agencies and nonprofit housing corporations to provide technical assistance to low- and moderate-income families building their own homes. It was created to supplement the USDA Section 523 Mutual Self-Help Housing Technical Assistance Grant Program in so-called "rural" self-help subdivisions, but also to be used in non-USDA subdivisions, known as "urban" self-help. When used in concert with the Joe Serna, Jr. Farmworker Housing Grant Program, homes can be built and debt-serviced within the payment ability of very low- and extremely low-income farmworkers.

Governing Authority: Health and Safety Code Section 50693-50698

Eligible Activities: Training and supervising low- and moderate-income self-help homebuilders, reducing the mortgage costs to the participant by writing down the principle or deferring all or a portion of the payments until the housing is sold

[166] AB 71 (Chiu) would have increased the State Low-Income Housing Tax Credit Program by $300 million annually, including $25 million for the Farmworker Housing Tax Credit Assistance Program, but did not pass. Reportedly, Chiu is planning to reintroduce this idea in the 2018 session.

or refinanced, and writing down the development costs of the participant's home.

Eligible Applicants: Local government agencies and nonprofit housing corporations.

Loan/Grant Terms and Conditions: Although mortgage and development assistance are eligible activities, most CSHHP funds have been used to support technical assistance. Technical assistance grants of $200,000 annually were awarded to qualified nonprofit self-help housing organizations.

Current Status: For many years, CSHHP was continuously appropriated through the State's General Fund. In 2000, CalHome was created to consolidate HCD's homeownership programs under one program and CSHHP was subsumed within the new program. In 2002 and, then again, in 2006, the funding vehicle was shifted to allocations of general obligation bond proceeds generated by Propositions 46 and 1C, respectively. CSHHP funds authorized by the two bonds were used to pay for technical assistance, while CalHome funds were used for mortgage and development assistance. According to HCD, $17.7 million in technical assistance grants were awarded via CSHHP and 1,615 units were assisted.[167]

Since the funds were exhausted, no new CSHHP commitments have been made. Efforts from 2014 to 2016 to restore funds through the State budget and other revenue sources were unsuccessful. Passage of SB 2 in the 2017 legislative session, on the other hand, could provide some new resources for self-help since 20% of the revenues, an estimated $50 million annually are supposed to be used for homeownership. SB 3 would provide $300 million for the CalHome Program (discussed next).

Pajaro/Salinas Valley Fit: In the event funding for the California Self-Help Housing Program is restored, this program would enable CHISPA, if it decided to restart its self-help housing program, Habitat for Humanity of the Monterey Bay, and other nonprofit housing organizations operating in the area to provide technical assistance to groups of low-income homebuilders. Combined with additional grant funding from the Joe Serna, Jr. Farmworker Housing Grant Program, single-family homes could possibly be produced for purchase by low-income farmworkers.

In the absence of CSHHP, rural areas of the Santa Cruz and Monterey Counties, such as Castroville, Pajaro, and Corralitos, can still apply for USDA's Section 523

[167] Schmunk, California Department of Housing and Community Development, April 19, 2016.

Mutual Self-Help Housing Technical Assistance Grant Program in concert with USDA's construction and mortgage loan product, the Section 502 Direct Loan Program. The advantage of CSHHP is that it can be used anywhere in the county and does not require determination of participants' citizenship and legal residence.

CalHome (currently inactive)[168]

Purpose: Created in 2000, CalHome is the California Department of Housing and Community Development's (HCD) omnibus homeownership program. It was designed to be a flexible funding source supporting a variety of homeownership programs and projects to enable low- and very low-income households to become or remain homeowners. It has been used in concert with the Joe Serna, Jr. Farmworker Housing Grant Program to support production of occupationally-restricted housing for very low- and extremely low-income farmworker homebuyers.

Governing Authority: Chapter 6 (commencing with Section 50650) of Part 2 of Division 31, Health and Safety Code

Eligible Activities: For homeownership projects, predevelopment, site development, and site acquisition for new construction, rehabilitation and acquisition/rehabilitation of site-built housing, and rehabilitation, repair, and replacement of manufactured homes. For homeownership programs, down payment assistance, mortgage financing, homebuyer counseling, and technical assistance for self-help.

Eligible Applicants: Local public agencies and nonprofit corporations.

Loan/Grant Terms and Conditions: CalHome is a versatile loan and grant program that can be used by grantees for a large variety of activities. Grants can be made to local public agencies and nonprofit developers to make deferred-payment loans to first-time homebuyers for down payment assistance, including manufactured homes not on permanent foundations, to existing homeowners for home rehabilitation, to self-help builders for mortgage and technical assistance, and for housing counseling.

CalHome also makes direct, forgivable loans to nonprofit developers to assist development projects involving multiple ownership units, including single-family

[168] Although there have been no new funds for CalHOME since voter approval of Proposition 1C in 2006, HCD is planning to issue a Notice of Fund Availability early in 2018 for about $30 million in disencumbered CalHOME awards for disaster relief in counties affected by the 2017 fires.

subdivisions, as well as loans for real property acquisition, site development, predevelopment, construction period expenses of homeownership development projects, or permanent financing for mutual housing and cooperative developments.

Project loans to developers may be forgiven as they convert into deferred payment loans to individual homeowners.

Assistance to individual households is in the form of deferred-payment loans payable upon sale or transfer of the homes, when they cease to be owner-occupied, or at maturity. CalHome does not lend directly to individuals, but through local government agencies and nonprofit organization intermediaries.

Current Status: In 2002 and, then again, in 2006, CalHome was funded through sale of general obligation bonds authorized by Propositions 46 and 1C. Both Propositions 46 and 1C had separate allocations for CalHome and the California Self-Help Housing Program (CSHHP) ($10 million in each bond), although CSHHP technical assistance was run through the CalHome Program. The bond authorized by SB 3 does not distinguish between the CalHome Program and CSHHP. During the period from 2003 through fund exhaustion in the early 2010s, the program made $578 million in loans and grants and leveraged $746 million to assist 20,735 units.

Since then, no new CalHome commitments have been made, with the exception of special drought-related disaster relief assistance provided in 2016 and additional disaster-relief funds anticipated in 2018. Efforts from 2014 to 2016 to restore funds through the State budget and other revenue sources were unsuccessful. However, as mentioned previously, passage of SB 2 in 2017 could generate about $50 million annually for homeownership programs at the state and local levels. SB 3 earmarks $300 million in one-time funding specifically for CalHome in addition to $150 million for the California Housing Finance Agency's homeownership assistance program and other programs that can potentially support homeownership activities.

Pajaro/Salinas Valley Fit: The CalHome Program offers local governments and nonprofit housing organizations invaluable assistance to address a wide array of homeownership needs through multiple interventions. There is increasing interest in redressing the great gap in minority homeownership in California exacerbated by the Great Recession and the decline in the state's overall homeownership rate to the lowest level in decades. Should CalHome be reactivated, along with the Joe Serna, Jr. Farmworker Housing Grant Program, it would greatly enhance the ability of local nonprofits and governments in Santa Cruz and Monterey

Counties to achieve affordable homeownership for farmworkers living year-round in the two counties.

Multifamily Housing Program (currently inactive)

Purpose: The Multifamily Housing Program (MHP), like the CalHome Program, was created in 1999 to consolidate pre-existing programs and serve as the California Department of Housing and Community Development's main program for assisting with the new construction, rehabilitation, and preservation of permanent and transitional rental housing for lower-income households. It is also known as MHP-General. A sub-program of MHP, MHP-Supportive Housing, provides funding for production of housing units with supportive services for people who are currently homeless, moving from shelters or transitional housing, or have a specified disability.

Governing Authority: Chapter 6.7 of Part 2 of Division 31 commencing with Section 50675 of the Health and Safety Code.

Eligible Activities: New construction, rehabilitation, or acquisition and rehabilitation of permanent or transitional rental housing, and conversion of nonresidential structures to rental housing. Projects are not eligible if construction has commenced as of the application date, or if they are receiving 9 percent Federal Low-Income Housing Tax Credits. Funds can be used only for permanent financing for post-construction activity and filling financing gaps resulting from deep income-targeting and affordability. Post-construction activities include taking out construction loans used to cover project development costs, the costs of child care, after-school care, and social service facilities integrally linked to the assisted housing units, real property acquisition, refinancing to retain affordable rents, necessary on-site and off-site improvements, reasonable fees and consulting costs, and capitalizing a project operating reserve.

Eligible Applicants: Local public entities, for-profit and nonprofit corporations, limited-equity housing cooperatives, individuals, Indian reservations and Rancherias, and limited partnerships in which an eligible applicant or an affiliate of an applicant is a general partner. Applicants or their principals must have successfully developed at least one affordable housing project.

Loan/Grant Terms and Conditions: In the last NOFA issued in November 2015, loan amounts were limited to $7 million per project. The maximum loan amount per "restricted" unit was a function of unit size, location, and affordability level. Generally, more expensive projects with total development costs in excess of $400,000 per unit are subject to greater scrutiny and justification. Loans have a 55-year term and bear simple interest at the rate of 3 percent per year. For the first 30 years, annual interest payments are required in the amount of 0.42 percent of the outstanding principal loan balance. The annual payment amount for the next 25 years is set by HCD in year 30 and is the minimum amount necessary to cover HCD's monitoring costs. Unpaid principal and accrued/deferred interest are due at the end of the loan term.

In the November 2015 NOFA, the geographic distribution of funds for projects in rural areas was changed from 10 to 20 percent of the total funds made available to ensure more rural projects were produced. By statute, MHP can only be used with 4 percent Low-Income Housing Tax Credits. This has disadvantaged some rural areas where 4 percent credits, unlike 9 percent credits, do not yield enough equity and there is a lack of other funding resources to make up the difference and produce units within the payment ability of the rural poor. Some farmworker housing developers have made this work, however, by layering in grant funds from the Joe Serna, Jr., Farmworker Housing Grant Program. Farmworkers are considered a "special-needs" population[169]. As a result, farmworker projects are awarded additional points in competitive scoring.

<u>Current Status</u>: Initially funded via appropriations from the State's General Fund, in 2002 and, then again, in 2006, the funding vehicle was shifted to allocations of general obligation bond proceeds generated by Propositions 46 and 1C, respectively. Since 2000, MHP-General has made nearly $1.2 billion in loans and produced 22,162 units.[170] MHP-General bond funds leveraged $3.6 billion in other funding.

After exhaustion of MHP bond funds, and given MHP's popularity and the great need, the Legislature and Governor agreed to appropriate $100 million for the program in the FY 2014/2015 State budget – the last time significant dollars were provided for housing in the General Fund. The most recent NOFA was published in November 2015. There is currently no funding; however, funds for the Multifamily Housing Program could possibly be generated from SB 2 and $1.5

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[169] See California Code of Regulations, Title 25, Division 1, Chapter 7, Subchapter 4, Section 7301(r).
[170] Schmunk, California Department of Housing and Community Development, April 19, 2016.

billion will be available for MHP if the housing bond authorized in SB 3 is approved by the voters in November 2018.

Pajaro/Salinas Valley: The Multifamily Housing Program offers project sponsors an invaluable tool for covering development costs, filling the gaps needed to produce more deeply-targeted low-income units, and capitalizing operating reserves. Should MHP be reactivated, the point-scoring preferences the program gives to projects housing farmworkers as a special-needs population would favor such development in in Santa Cruz and Monterey Counties. In addition, MHP has worked very well in combination with the Joe Serna, Jr., Farmworker Housing Grant Program. Reactivation of this program would further enable local developers to produce year-round farmworker housing.

California Tax Credit Allocation Committee

The California Tax Credit Allocation Committee (TCAC) has played a major role in financing farmworker housing both through its administration of the Federal and State Low-Income Housing Tax Credit Programs (General Tax Credit Program) and the Farmworker Housing Tax Credit Assistance Program. We will discuss only those elements of the General Tax Credit Program that facilitate production of farmworker housing.

Federal and State Low-Income Housing Tax Credit Programs

Purpose: Since authorization in the Federal Tax Reform Act of 1986, the Federal Low-Income Housing Tax Credit (LIHTC) Program has been the nation's major stimulus to production of rental housing for low-income households. It consists of two different credits, a 9 percent credit and a 4 percent credit. Recognizing the extremely high cost of developing rental housing in California, the State Low-Income Housing Tax Credit Program was enacted a year later in 1987 to augment the Federal credit. The State program does not stand alone, but instead, supplements the Federal program and mirrors it with certain exceptions.

Governing Authority: Section 252 of Public Law No. 99-514, as amended, and Chapter 658, California Statutes of 1987, as amended, and Chapter 1138, California Statutes of 1987, as amended. Internal Revenue Code ("IRC") Section 42 provides for state administration of the Federal program. California Health and Safety (H & S) Code Sections 50199.4 through 50199.22, and California Revenue and Taxation (R & T) Code Sections 12205, 12206, 17057.5, 17058, 23610.4 and 23610.5 establish the California State program and designate the

California Tax Credit Allocation Committee ("CTCAC") as the Housing Credit Agency to administer both programs.

Eligible Activities: Construction, substantial rehabilitation, acquisition and rehabilitation, and re-syndication of rental housing for low-income households. Credits are used to generate private equity prior to or during project construction.

Eligible Applicants: A tax credit investor can be a corporation or syndicator that connects private investors seeking a strong return on investments with developers seeking cash for a qualified LIHTC project. Typically, developers do not have the tax liability that would benefit from the tax credits so they create a limited partnership to own the property and they take on the role of general partner with a .01 percent interest in the partnership. The tax credit investor becomes the 99.99 percent limited partner with proportionate rights to the project's profits, losses, depreciation, and tax credits. Developers may be nonprofit or for-profit corporations, but on order to receive a property tax exemption, a nonprofit entity must be part of the general partnership and be performing a specific set of duties in monitoring the partnership.

Loan/Grant Terms and Conditions: The amount of credit for which a project may be eligible is calculated by determining the eligible basis – subtracting non-depreciable costs, such as land, permanent financing, rent reserves, marketing costs, and making other adjustments based on the project's location and the percentage of units or square footage that will be restricted to low-income households. This amount, the qualified basis, is multiplied times the applicable federal tax credit rate. A project's final (placed-in-service) tax credit allocation is based on actual project sources and uses of funds, the financing shortfall, and the applicable federal rate. The project is required to meet its low-income commitments for a 15-year initial 'compliance period' and, in California, a subsequent 'extended use period' up to 55 years.

Current Status: Many farmworker rental housing projects in California have relied on Federal and State tax credits, often combined with the USDA 514/516 Program, Section 515 Rural Rental Housing Program, and Section 521 Rural Rental Assistance Program, the HUD HOME and CDBG Programs, HCD Joe Serna, Jr. Farmworker Housing Grant and Multifamily Housing Programs, and other funders.

By statute in California, 20 percent of the 9 percent Federal tax credits for any calendar year have to be set aside for projects in rural areas as defined in Health and Safety Code Section 50199.21. The 4 percent credit program does not have a rural set-aside. All projects located in eligible census tracts defined by this section must compete in the rural set-aside and are not eligible to compete in the program's other geographic set-asides with some exceptions.

Within the rural set-aside, there is a USDA Rural Housing Service (RHS) and HOME Program apportionment. During each reservation cycle, 14 percent of the rural set-aside is available for new construction projects which have a funding commitment from USDA Section 514/516[171] or Section 515 or HOME of at least $1 million. All projects meeting the RHS and HOME program apportionment eligibility requirements must compete under the RHS and HOME program apportionment. Projects that are unsuccessful under the apportionment may then compete within the general rural set-aside. A search of the TCAC website[172] reveals, from 2009 to 2017, 46 projects funded in whole or part by the Section 514/516 Program that were awarded credits or are currently under review but not yet awarded credits, most of which are 100 percent occupationally-restricted to farmworkers. The projects have about 2,200 farmworker units, an average of 48 units per property.

Legislative efforts since 2015 to increase the State Low-Income Housing Tax Credit by $300 million, including $25 million for the Farmworker Housing Assistance Tax Credit Program (also known as State Farmworker Credits), have enjoyed broad legislative support. However, the Governor has opposed any new tax credits not offset by an equivalent revenue increase.

Effective in 2018, TCAC is implementing a new strategy of incentivizing siting of 9 percent family projects in 'high-opportunity' census tracts in order to further fair housing goals and increase residential integration. Sponsors proposing projects in 'highest' or 'high' resource tracts will be awarded eight out of 15 amenity points.[173] The methodology used to determine and map areas of opportunity,

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[171] It is important to note that because Section 514/516 projects are not restricted to rural communities, some projects with Section 514/516 commitments will not be eligible to compete in the Rural Set-Aside. Instead, they will have to compete in the general geographic region or utilize 4 percent credits with tax-exempt bonds.

[172] http://www.treasurer.ca.gov/serp_new.asp?cx=001779225245372747843%3Acrby_i19opu&cof=FORID%3A11&ie=UTF-8&q=usda+rhs+514

[173] Under the previous scoring scheme before the creation of opportunity areas, applicants needed to be awarded all 15 amenity points to be competitive. Under the new scheme, applicants in highest- or high-resource areas will automatically receive eight points and will have

however, has been strongly challenged by some, especially developers working in rural areas. This is because large swaths of Rural California, including many majority-farmworker communities, are deemed 'low' opportunity and may be disadvantaged in a competition with other rural communities. Part of the problem is that rural census tracts cover large geographic areas and often mask pockets of opportunity where rural people live and want to continue to live.

At the Federal level, proposals in 2017 to cut the corporate tax rate by more than half created uncertainty and volatility in the credit markets, with some institutional investors pulling out of deals or willing to pay much less for credits. The final deal passed by Republicans and signed by the President in December 2017 reduces the corporate tax rate from 35 percent to 21 percent. Expectations are that the price corporate investors will now be willing to pay for tax credits will decline by about 25 percent, resulting in less equity for affordable rental housing production. Fortunately, a House proposal to eliminate Private Activity Bonds, which together with 4 percent tax credits help finance over 20,000 units annually in California each year, was eliminated in the final tax bill.

<u>Pajaro/Salinas Valley Fit</u>: The Federal Low-Income Housing Tax Credit Program is foundational to the construction of almost all affordable housing in the U.S. All affordable housing developments in the region housing farmworkers as part of the general low-income population should access either the 9 percent or 4 percent federal tax credits as well as state tax credits.

The exhaustion of the Joe Serna, Jr. Farmworker Housing Grant Program in the early 2010s made financing occupationally-restricted farmworker housing in California more challenging. Some experienced developers, nonetheless, were still able to build farmworker housing by marshaling federal and state tax credits with other federal, state, and local government sources and non-governmental sources, most recently the 30-unit George Ortiz Plaza I outside of the City of Santa Rosa (see case study inprevious section).[174] Now, with expectation of the

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to be awarded another seven from other amenities to be competitive. While TCAC disagrees, this may result in awards to projects in highest- or high-resource tracts that are less amenity-rich than projects in lower-resource tracts. In addition, it will likely be easier for these projects to reach the maximum amenity points needed compared to projects in lower-resource tracts.

[174] George Ortiz Plaza I completed construction and was opened in the summer of 2017. It used a combination of 4 percent Federal Low-Income Housing Tax Credits, State of California Farmworker Housing Assistance Tax Credits, a USDA Section 514/516 loan (1 percent for 33 years), a first mortgage from the California Community Reinvestment Corporation (5 percent for 35 years), a small loan from American AgCredit, a County of Sonoma deferred-payment

first new money for the Serna Program since 2006 from SB 2 and SB 3, there will be new opportunities for producing farm labor housing in combination with federal and state tax credits in the Pajaro and Salinas Valleys. Project sponsors may elect to apply for both Serna and USDA Section 514/516 funds.

Furthermore, the fact that California's Low-Income Housing Tax Credit Program has a 20 percent rural set-aside and, within that a 14 percent set-aside for USDA Rural Housing Service (RHS) projects, increases the prospect of successfully winning credits for projects that combine Serna and Section 514/516 in rural communities. In fact, the lower price investors are willing to pay for credits after the 2017 federal tax legislation may necessitate applying for both programs to help offset the reduced amount of credit.

In the event a proposed farmworker housing project cannot qualify within the rural set-aside because the population size of the locality disqualifies it under the TCAC rural definition, the project can still compete for 9 percent tax credits within the Central Coast geographic apportionment or less competitive 4 percent tax credits in combination with Section 514/516 financing, as in the example of George Ortiz Plaza I. In any tax credit scenario, sponsors would need to evaluate the upside of Section 514/516, which may include a commitment of Section 521 Rural Rental Assistance, against the downside of more restrictive occupancy requirements.

One new element to factor in is the impact of TCAC's Opportunity Maps in Santa Cruz and Monterey Counties starting in 2018. Whole cities like Watsonville and Salinas, as well as large parts of the Pajaro and Salinas Valleys show up on the maps as low-resource areas and will be disadvantaged relative to 9 percent family projects in areas such as the Monterey Peninsula, the City of Santa Cruz, and the Santa Cruz Mountains. Generally, however, these are areas where land prices will be the highest and commutes to agricultural jobs will be the longest.[175] Some parts of the Salinas Valley south of Salinas and north of San Luis Obispo County do appear as high-resource areas and could present opportunities for new farmworker housing.

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construction loan, and contributions from the Sonoma Grape Growers and California Human Development Corporation, the project sponsor.

[175] The current regulations provide for a 10 percent threshold basis limit increase in highest- and high-resource tracts to, hopefully, offset some of the additional cost of developing in these areas. Beginning in 2019, TCAC is contemplating a tiebreaker increase to favor these projects.

Farmworker Housing Assistance Tax Credit Program

Purpose: To stimulate production of farmworker housing, the California Legislature in 1996 created the Farmworker Housing Assistance Tax Credit Program, modelled after a similar program in Oregon. The program was established as a separate credit from the Federal and State Low-Income Housing Tax Credit (LIHTC) Programs, which until that time had awarded credits to few farmworker housing projects. It has a recurring, annual credit allocation of $500,000.

Governing Authority: Division 31, Part 1, Chapter 3.6, Section 50199.20(c) of the Health and Safety Code; Paragraph (4) of subdivision (g) of Sections 12206, 17058, and 23610.5 of the Revenue and Taxation Code; Subdivision (h) of Section 50199.7 of the Health and Safety Code.

Eligible Activities: Construction, substantial rehabilitation, acquisition and rehabilitation, and re-syndication of rental housing for low-income households. Credits are used to generate private equity prior to or during project construction.

Eligible Applicants: A tax credit investor can be a corporation or syndicator that connects private investors seeking a strong return on investments with developers seeking cash for a qualified LIHTC project. Developers create a limited partnership to own the farmworker property and they take on the role of general partner with a .01 percent interest in the partnership. The tax credit investor becomes the 99.99 percent limited partner with rights to 99.99 percent of the available profits, losses, depreciation, and tax credits. Developers may be nonprofit or for-profit corporations.

Loan/Grant Terms and Conditions: Applicants may request farmworker credits for eligible farmworker projects in combination with 9 percent or 4 percent Federal tax credits or they may request farmworker credits alone. If requesting 4 percent credits for use with tax-exempt private activity bond financing and farmworker credits, applicants may apply over-the-counter on a first-come-first-serve basis, provided they have a bond allocation from the California Debt Limit Allocation Committee in excess of 50 percent of the project's basis. If multiple applications for farmworker credits are received requesting 9 percent or 4 percent credits, or farmworker credits alone, TCAC Regulation Section 10317(h) prescribes how applicants will be ranked. Applicants apply in the California Tax Credit Allocation Committee's (TCAC) competitive rounds using TCAC application documents.

Projects awarded farmworker credits must comply with all TCAC regulatory requirements. Beyond the ability to receive State farmworker credits without Federal tax credits, farmworker credit program requirements are identical to all other Low-Income Housing Tax Credit Program requirements. Farmworker credit allocation information is located in TCAC Regulation Section 10317.

Current Status: Over the years, legislative changes have been made to improve the broader LIHTC program. In 2008, State legislation eliminated the Farmworker Housing Assistance Tax Credit Program as a separate program and, instead, established an annual set-aside of State Low-Income Housing Tax Credits for farmworker housing (State Farmworker Credits). Nonetheless, State Farmworker Credits had been undersubscribed until recently. From 2008 to 2016, only one project was awarded State Farmworker Credits, the George Ortiz Plaza I project in 2015. In 2017, however, two projects were awarded credits, Camellia Place II and Mutual Housing at Spring Lake II.[176] There is an estimated $2.7 million in tax credits available for 2018.[177] The annual allocation of $500,000 accrues each year and is cumulative.

Until passage of AB 571 (E. Garcia) in 2017, several fiscal and policy constraints had often been cited as contributing to underutilization: 1) the program required that 100 percent of the units in a project receiving farmworker credits must be restricted to farmworkers even though these credits typically financed much less than 100 percent of the units; 2) applicants had found no apparent competitive advantage to applying for State farmworker credits over State 9 percent program credits in the Rural Set-Aside, which availed higher dollar amounts and the possibility of receiving a 130 percent basis boost for projects built in certain locations[178]; and 3) the 4 percent program has been undersubscribed in California because it does not provide a deep enough subsidy to produce the rents that can be afforded by low-wage farmworkers in

[176] George Ortiz Plaza I was awarded $2,674,687 in 4 percent Federal tax credits and $668,234 in State Farmworker Credits. Camellia Place II was awarded $165,557 in 4 percent Federal tax credits and $668,087 in State Farmworker Credits. Mutual Housing at Spring Lake II was awarded $806,990 in 9 percent Federal tax credits and $2,689,968 in 9 percent State tax credits. TCAC decided to exchange the 9 percent State tax credits for an equal amount of State Farmworker Credits since the project was eligible for both.

[177] According to the California Tax Credit Allocation Committee, an estimated $5,047,118 in tax credits rolled over from FY 2016 to FY 2017 and $2,189,063 of unused credit rolled over from FY 2017 to FY 2018. The annual increment of $500,000 increased the available credit in FY 2018 to $2,689,063.

[178] Under the broader LITHC program in California, applicants can receive a 130 percent boost over qualified basis by building a project in a Qualified Census Tract (QCT) or Difficult to Develop Area (DDA).

rural communities without significant other non-debt financing and rental assistance.

With AB 571, the occupancy requirement was reduced from 100 percent to 50 percent. The bill also conformed the farmworker credit with the broader LIHTC program and incentivizes use of 4 percent credits by: 1) allowing these projects to get both the 130 percent basis boost in a Qualified Census Tract (QCT) or Difficult to Develop Area (DDA) and the farmworker credit; and 2) making qualified farmworker housing projects eligible for State LIHTCs of 75 percent instead of 13 percent of the qualified basis of the building over four years. Previously, applicants for farmworker credits had to forego both of these benefits available to developers in the General LIHTC Program.

Pajaro/Salinas Valley Fit: The Farmworker Housing Assistance Tax Credit Program, now known as the State Farmworker Credit, can be used to produce farmworker housing in the Pajaro and Salinas Valleys region in combination with 9 percent or 4 percent Low-Income Housing Tax Credits or alone. Within the 9 percent program, the Rural Set-Aside and RHS and HOME apportionment advantage farmworker projects. Outside of the Rural Set-Aside, farmworker projects may compete in the Central Coast geographic apportionment, although competition may be fiercer.

With passage of AB 571, layering on additional State Farmworker Credits has become more appealing. Although the amount of credit statewide is small, the bill increased the amount of credits that farmworker tax credit projects can receive in order to make the credits more valuable and allow greater leveraging of bonding authority. If located in a QCT/DDA area[179], the amount of federal credit can be increased by an additional 30 percent. Developers applying for 4 percent federal credits can receive State farmworker credits worth 75 percent of the project's eligible basis over four years (previously 13 percent over four years).

Since the 4 percent credit is not capped and is much less competitive than the 9 percent credit, sponsors working in the Pajaro and Salinas Valleys region may wish to replicate the experience of George Ortiz Plaza I near Santa Rosa and

[179] 2018 Metropolitan and non-metropolitan Qualified Census Tracts (QCTs) and Difficult Development Areas (DDAs) in Santa Cruz and Monterey Counties can be viewed at https://www.huduser.gov/portal/datasets/qct.html#2018.

layer State Farmworker Credits with USDA Section 514/516, Serna, and 4 percent credits.

Affordable Housing and Sustainable Communities Program

Purpose: Established in 2014, the Affordable Housing and Sustainable Communities (AHSC) Program was created to help implement the State's overall climate investment efforts to reduce greenhouse gas emissions (GHG) as mandated in 2006 by Assembly Bill 32, California's landmark climate change mitigation strategy.

Funded by the Greenhouse Gas Reduction Fund (GGRF) of the state's Cap and Trade Program, AHSC is designed to reduce GHG by funding projects that encourage low-carbon transportation mode shifts measured by reductions in vehicle miles travelled (VMT), from fewer and shorter auto trips. It recognizes that production of affordable housing for lower-income households near transit and services is an important way to reduce vehicular use. The GGRF is capitalized by proceeds from auctions of carbon emission permits to large industries. AHSC is allocated 20 percent of the proceeds. It is administered by the Strategic Growth Council (SGC) and implemented by the California Department of Housing and Community Development (HCD)

Governing Authority: Division 44, Part 1 of the Public Resources Code (PRC) (commencing with Section 75200).

Eligible Activities: Affordable Housing Development (AHD) and Housing-Related Infrastructure (HRI) for new construction or substantial rehabilitation of affordable housing. At least 50 percent of AHSC funds must be for affordable housing and 10 percent of AHSC is targeted to projects in rural communities. Other eligible uses include Sustainable Transportation Infrastructure (STI), Transportation-Related Amenities (TRA), and Eligible Program Costs (PGM), such as Active Transportation Programs and Transit Ridership Programs. Funds cannot be used for parking.

Eligible Applicants: Cities, counties, and subdivisions of cities and counties, such as a public housing authority, redevelopment successor agency, transit agency or transit operator, Regional Transportation Planning Agency (RTPA), local Transportation Commission, Congestion Management Agency, Joint Powers Authority (JPA), school district, facilities district; University/Community College District; an affordable housing developer or program operator; or a federally-recognized American Indian Tribe.

Loan/Grant Terms and Conditions: The maximum AHSC Program loan or grant award, or combination thereof, is $20 million with a minimum award of at least $1 million. Loan terms are based on HCD's Multifamily Housing (MHP) Program financing as set forth in 25 CCR 7308. For affordable housing developments not receiving 9 percent Low-Income Housing Tax Credits, $80,000 per restricted unit may be added to the base amount for loan limit calculation purposes. AHSC also relies on HCD's Uniform Multifamily Regulations (UMRs). Loans are based on a 30-year amortization schedule.[180]

Homeowner Grants: For homeownership affordable housing developments, program assistance is made available to facilitate sales to qualified first-time homebuyers. The total first-time homebuyer grant amount is $50,000 per restricted unit.[181]

Rental Rehabilitation/Construction Grants or Loans: The total Housing-Related Infrastructure Capital Project grant amount is $35,000 per residential unit in the proposed affordable housing development and $50,000 per restricted unit.[182]

Current Status: The Affordable Housing and Sustainable Communities program released a NOFA for the third round of funding in the fall 2017. The application process is extensive and relatively complicated – applicants are encouraged to begin planning and forming partnerships between housing and transportation developers early on. Technical assistance is available through the State for projects located within or benefiting a CalEnviroScreen-designated Disadvantaged Community (DAC)[183] or other low-income community as defined by AB 1550 (Gomez)[184].

AHSC is one of several California Climate Investment programs funded by Cap and Trade auction proceeds, which are held quarterly. Auctions in 2016 and the early part of 2017 resulted in far less funding than originally projected and caused speculation regarding the future stability of the program. However, following resolution of a pending court case and passage of AB 398 (E-Garcia) in July 2017 extending the Cap and Trade regime until 2030, auction proceeds have increased.

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[180] For more information, see page 14 of the 2017 Draft Guidelines.
[181] For more information, see page 15 of the 2017 Draft Guidelines.
[182] For more information, see page 14-15 of the 2017 Draft Guidelines.
[183] See https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-30.
[184] AB 1550 was passed by the Legislature in 2017 to increase the percent of funds for projects located in disadvantaged communities from 10 to 25 percent and require an additional 10 percent or more of funds for investments in low-income communities and households outside of DACs. See https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB1550.

Eligible projects are submitted under three project types based on the level of transit available in the project area, or whether the project is considered rural under Section 50199.21 of the Health and Safety Code.[185] Transit-Oriented-Development (TOD) projects are defined by High-Quality Transit with service every 15 minutes by rail or dedicated bus rapid transit. Interconnectivity Projects (ICP) cannot be served by High- Quality Transit, but must meet qualifying transit requirements. Rural Innovation Project Area (RIPA) projects are held to the same standards as ICP, but must be located within rural areas. All projects must be within a ½ mile of a transit stop or station and within proximity to jobs, schools, grocery stores, and other resources. Funds can be used to develop or extend transit service and create flexible transit, such as vanpools.

Pajaro/Salinas Valley Fit: Watsonville, Castroville, and Salinas all contain areas of Disadvantaged Communities or DACs. TOD and ICP Projects located in these regions would be more competitive under the AHSC program. Additionally, there may be some other low-income communities as defined by AB 1550 that would also be eligible for this set-aside, which would increase the region's overall competitiveness. Furthermore, the DAC/AB1550 identification also qualifies project applicants in these areas for State-provided technical assistance.

Watsonville, Castroville, Chualar, Gonzales, Las Lomas, Salinas, San Lucas, and Soledad qualify as TCAC/AHSC rural and would be eligible to compete under the RIPA set-aside. It is also possible that King City and Greenfield would qualify as well. In these cases, the DAC or AB1550 community status may help in prioritizing SGC/HCD's ultimate selection of the project in the case of a tie but would not actually bear weight on the competitiveness of the project, as the RIPA set-aside operates separately from the DAC set-aside. Although SGC and HCD are bound by the results of the scoring process, these State agencies do their best to make sure that awarded projects are equitably distributed across geographic regions. Because the central coast – and specifically the Pajaro and Salinas Valleys region -- have not been awarded projects in past rounds of AHSC, it is likely that SGC and HCD would work especially closely with project applicants from this region to help ensure their success in the program.

[185] To determine rural eligibility, see
http://www.treasurer.ca.gov/ctcac/2016/methodology.pdf
https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB1550.

The program focuses on demonstration of enforceable funding commitments[186] and funding leverage. This means that AHSC dollars should be the last dollars in and applicants must have several other funding sources in-hand at time of application. It should be noted that AHSC has been intentionally designed to prohibit use of 9 percent tax credits and, instead, only allows 4 percent credits. Draft program guidelines set standard density requirements based on project type – 30 units/acre for TOD projects, 20 units/acre for ICP projects, and 15 units/acre for RIPA projects. However, in order to be competitive, applicants should plan to exceed density minimums.

Funding programs that restrict occupancy to farmworkers and are not population-based, like USDA Section 514/516 Farm Labor Loans and Grants and HCD Joe Serna, Jr., Farmworker Housing Grants, could be used in concert with AHSC funds. In areas of Santa Cruz and Monterey Counties that qualify as a Rural Innovation Project Area and lack high-quality transit, a farmworker project could be competitive for funding if the project can achieve a density of at least 15 units to the acre, is rich in amenities, and if substantial public and active transportation improvements can be made.

Previous examples of AHSC-awarded projects serving farmworkers include a vanpool service for farmworkers traveling from housing to farms in the City of Hanford (Round 1) and the relocation and new construction of 160 units of farmworker housing in the City of Wasco (Round 2).[187]

Federal and State Government Funding Sources Used in Farmworker Housing		
	2018 Status	
	Active	Inactive*
Federal Government		
U.S. Department of Agriculture Rural Development, Rural Housing Service		
· Section 514/516 Farm Labor Housing Loans and Grants	X	
· Section 521 Rural Rental Assistance	X	
· Section 502 Direct Loan/Section 523 Construction Supervision Grants	X	
· Section 515 Rural Rental Housing	X	
· Section 538 Guaranteed Loan	X	
U.S. Department of Housing and Urban Development		

[186] Projects must meet Enforceable Funding Commitment thresholds determined by the following equation: AHSC funds requested + Enforceable Funding Commitments (EFCs) – Deferred Costs; Total Development Cost – Deferred Costs.

[187] The project will move 160 farmworker families from a site near the proposed high-speed train rail line closer to basic amenities, like day care, a clinic, a planned elementary school, and shuttle to shopping and Amtrak.

· HOME Investment Partnerships Program	X	
· Community Development Block Grant Program	X	
· Section 8 – Project-Based and Housing Choice Vouchers	X	
U.S. Department of the Treasury		
· Federal Low-Income Housing Tax Credit	X	
· Tax-Exempt Private Activity Bonds	X	
Federal Home Loan Bank Board		
· Affordable Housing Program	X	
State Government		
California Department of Housing and Community Development		
· Joe Serna, Jr., Farmworker Housing Grant		X
· California Self-Help Housing		X
· CalHome		X
· Multifamily Housing Program		X
· Affordable Housing and Sustainable Communities	X	
· State HOME Program	X	
· Small Cities Community Development Block Grant Program	X	
California State Treasurer		
· State Low-Income Housing Tax Credit	X	
· Farmworker Housing Assistance Tax Credit	X	
· Tax-Exempt Private Activity Bonds	X	
Other Sources		
· Local Government Redevelopment Agency Tax Increments		X
· Local Government General Funds and Housing Trust Funds	X	
· Grower Self-Assessments and Contributions	X	
· Community Development Financial Institutions (CDFIs)	X	
· Banks and Other Private Financial Institutions	X	
· Private Philanthropies	X	
· Sponsor Contributions, including developer fee deferrals	X	
· Seller Carrybacks	X	
Inactive means currently unfunded.		

Action Plan – Financing

Objective 1: Proactively pursue and leverage governmental and non-governmental funds to increase the inventory of farmworker housing.

Objective 2: Capitalize on existing regional and local housing trust funds and create new local funding sources for the construction, rehabilitation, acquisition, and operation of farmworker housing.

F1. **New State Funding:** Effectively leverage new State funding resources including SB 2, the Building Homes and Jobs Act, and SB 3, the Veterans and Affordable

Housing Bond Act of 2018, if approved by voters in November 2018, to finance new permanent, affordable farmworker housing.

F2. **Expedite SB 2 funds:** Advocate that the California Department of Housing and Community Development (HCD) expedite processing of SB 2 funding and develop reasonable program guidelines to facilitate development of affordable farmworker housing.

F3. **State Bond:** Outreach to local residents and advocate for the passage of the Veterans and Affordable Housing Bond in November 2018 as a source for affordable farmworker housing for the Region.

F4. **Santa Cruz County Bond:** Continue collaboration among Santa Cruz County stakeholders to include a local housing bond measure on the ballot in November 2018 and effectively campaign for its passage.

F5. **Monterey County Bond:** Continue efforts among Monterey County stakeholders to initiate a local housing bond for the November 2020 election.

F6. **Ag Business Funding:** Facilitate the creation of alternative funding mechanisms by convening agricultural representatives interested in sharing resources to build and operate farmworker housing both for year-round, permanent and seasonable, migrant housing. *Best practice includes the Napa self-assessment of wine grape growers.*

F7. **Inclusionary Housing:** Update and strengthen local *Inclusionary Housing Programs* as a mechanism to provide additional affordable housing units that could be targeted for farmworkers.

F8. **Linkage Fees:** Explore the development of *Commercial/Industrial Linkage Fee Programs* to ensure there is a jobs-housing balance and/or fit to meet the affordable housing needs of new employees and local residents.

F9. **Loal Funding:** Maximize local funding resources to be in the best possible competitive position to leverage conventional non-local grants, investor equity, and low-cost financing for production and preservation of farmworker housing.

F10. **Competitive Parcels:** Pro-actively market parcels within jurisdictions that would likely be competitive under existing State-administered housing programs, such as the Federal and State Low-Income Housing Tax Credit Programs.

F11. **Local/Federal Funds:** Commit federal pass-through funds, such as Community Development Block Grant and Home Investment Partnership grants, to the production and preservation of farmworker housing.

F12. **Parcel Taxes:** Explore *Parcel Taxes* for affordable housing (including farmworker housing) that would tax land rather than new development.

F13. **Transient Occupancy Taxes:** Explore an increase to *Transient Occupancy Taxes* on hotels, motels, vacation rentals, and other accommodations in the Monterey Bay Region to support affordable housing for service workers and farmworkers.

F14. **Cannabis Taxes:** Explore allocating a portion of Cannabis Business Taxes to foster affordable housing production including funding of planning staff to shepherd projects through the process.

F15. **Federal/State Funds:** Aggressively apply for Federal and State housing finance programs that are occupationally-restricted or advantage farmworker housing, namely USDA Section 514/516 Farm Labor Housing coupled with USDA Section 521 Rural Rental Assistance and California Joe Serna, Jr., Farmworker Housing Grant, State Farmworker Housing Tax Credit, and Multifamily Housing Program.

F16. **Support USDA Programs:** Advocate for the continuation and expansion of USDA Section 514/516 Farm Labor Housing Program and USDA Section 523 Rural Rental Assistance Program.

F17. **USDA Funds:** Educate affordable housing providers about successful strategies to couple USDA Section 523 Rural Rental Assistance and USDA Section 514/516 Farm Labor Housing Programs to help fund affordable farmworker housing.

F18. **USDA Regulations:** Reform the USDA Section 514/516 Farm Labor Housing loans and grants to allow projects that include both farmworker and non-farmworker units. *Best practices include the Nuevo Amanecer Apartments in Pajaro and Azahar Place Apartments in Ventura.*

F19. **Mutual Self-Help:** Reintroduce the Mutual Self-Help Housing method of sweat equity and owner-building of single-family homes under the supervision of local nonprofit housing organizations using a combination of USDA Rural Development Section 502 Direct Loan and Section 523 Technical Assistance Grants with State Joe Serna, Jr., Farmworker Housing Grant Program funds to produce affordable homeownership opportunities for farmworkers.

Farmworker Housing Demand and Regional Organizational Capacity

Executive Summary

California's Housing Crisis is felt deeply among farmworkers, who overwhelmingly live in overcrowded housing conditions and pay rents that far exceed 30 percent of their income. Recent housing legislation and a pending bond vote in California will increase resources and facilitate the construction of additional affordable housing units in the State. The question remains, however, if these changes will be enough to meet the growing need for farmworker housing in the region.

The capacity assessment of the existing providers of affordable housing in the Salinas Pajaro Valley study area considered the following:

- an approximation of demand for the permanent affordable farmworker housing units needed in the region to alleviate current conditions of critical overcrowding now and into the future,

- a summation of the farmworker housing gap, and

- a review of the organizations that are currently active in developing and managing affordable housing in the region and the ability of those organizations to fill that gap.

A demand model was created to calculate the total housing units needed of all types, based on target People Per Dwelling (PPD), and total permanent affordable farmworker housing based on current rate that farmworkers access subsidized housing. Key findings of the demand model were:

- An additional 45,560 units of farmworker housing are needed to alleviate critical overcrowding in farmworker households that are occupied at 7.00 PPD to the average PPD of 3.23 in Monterey County and the average PPD 2.60 in Santa Cruz County.

- A total of 5,373 units of permanent *affordable* farmworker housing are needed to maintain the present "access rate"[188] of 7.6 percent of farmworkers to subsidized housing.

To accommodate future growth, we extrapolated the Low Income and Very Low-Income housing allocations designated by the Association of Monterey Bay Area Governments (AMBAG) in the Regional Housing Needs Allocation (RHNA) plan and found that:

- When the present "access rate" of 7.6 percent applied to the RHNA allocation of 2,438 units of future need for the study are, we calculated that 177 units will need to be accessed by farmworkers to maintain the current rate of access.

To calculate the housing gap for affordable rental housing gap, we surveyed the existing affordable farmworker housing stock and compared it with the results of the demand model as follows:

- **Adding 5,372 of current demand and 177 units of future demand yields an overall demand for affordable farmworker housing of 5,549 units.**

- **Accounting for 1,244 units currently in the regional inventory the housing gap for affordable farmworker rental housing gap was found to be 4,305.**

It should be noted that the numbers presented are intended to provide a "range" of supply and demand. Additional factors could increase or decrease the findings.

Determining the capacity of the regional housing development and management organizations (non-profit, for-profit, and housing authorities) to address the housing gap for affordable farmworker housing we found that:

- An assessment of the regional housing development organizations, currently active in the region, structure, development experience, units under management, staffing, and budget reveal that there is the knowledge and expertise to address the housing gap for affordable farmworker housing,

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188 Calculated by the research team based on survey results. Number does not account for existing stock and demand for home ownership. As stated previously, 11% of farmworkers are home owners.

- However, projecting the number of units that these organizations, and others, can reasonably develop over the next ten years based on historical rates of development and in anticipation of increased funding and reduction of development barriers, we calculated that an additional 930 units could possibly be constructed, far short of the 4,305 units necessary.

The non-profit, for-profit, and housing authorities examined all possess the experience, flexibility, and expertise to continue to build affordable housing units for farmworkers. However, as discussed in other sections of the report, project feasibility is constrained by adequate availability of land, cost of land, cost of construction, funding resources, and governmental regulations. The ability to address the housing gap is not solely dependent upon the capacity of the local organizations but required significant improvement in the conditions that restrict the development of affordable housing.

Introduction

California's Housing Crisis is felt deeply among farmworkers who overwhelmingly live in overcrowded housing conditions and pay rents that far exceed 30 percent of their income. Recent housing legislation and a pending bond vote in California will increase resources and facilitate the construction of additional affordable housing units in the State. The question remains, however, if these changes will be enough to meet the growing need for farmworker housing in the region.

In this report the demand model for permanent affordable farmworker housing units needed is presented with an assessment of the existing providers of this type of housing currently active in the region. Permanent farmworker housing can be defined as housing restricted to those defined as agricultural workers in the region.

- Each year, the California Department of Housing and Community Development (HCD) provides a memorandum on State Income Limits. These limits are used, among other things, to determine which household income meets eligibility requirements for affordable housing programs. Income limit categories include:
- Extremely Low-Income Households (ELI), those earning less than 30% of the County Median Income;

- Very Low-Income Households (VLI), those earning between 30% and 50% of the County Median Income;
- Low-Income Households (LI), those earning between 50% and 80% of the County Median Income;
- Moderate-Income Households (MI), those earning between 80% and 120% of the County Median Income.

In 2017, the Area Median Income (AMI) for Monterey County was $68,700 and $87,000 for Santa Cruz County. Data collected by the Salinas Pajaro Agricultural Workers Housing Survey (SPAWHS) finds the median hourly wage for farmworkers is $12.79 per hour – a median income of about $25,000 – if an individual is employed year around. However, according to the SPAWHS the average farmworker was employed for 7.5 month and would earn approximately$15,000 during that timeframe.

The State Income Limits published by HCD in June of 2017 indicate that for a family of four the income limits for VLI were $40,700 for Monterey County and for Santa Cruz County they were $50,400. This leaves even households with two full-time farmworkers[189] somewhat the 50% upper limit of Very Low-Income Households. These numbers indicate that a large majority of farmworker households meet income eligibility requirements for affordable housing either Extremely Low, Very Low, or Low-Income with the majority being Very-Low Income Households. For the purposes of assessing housing need the assumption was made that all farmworker households would qualify for some form of subsidized housing.

Based on projected growth over an eight-year planning period, HCD calculates the number of additional housing units each region will need to produce, called a Regional Housing Needs Assessment. MPOs are then responsible for allocating the portion of the Assessment that each participating jurisdiction is responsible for producing – which is called the Regional Housing Needs Allocation (RHNA) Plan.

AMBAG's 2014-2023 RHNA Plan allocates a total of 4,155 units of Very Low and Low-Income housing to Monterey and Santa Cruz Counties -- 2,941 units and 1,214 units respectively.[190] *Table 45: RHNA for Very Low and Low-Income Housing Units by Location* illustrates how these numbers are allocated across the communities in the Salinas- Pajaro Valley study area. Within the specific study

[189] According to SPAWHS data the median of months worked was approximately 7.5 months.
[190] Regional Housing Needs Allocation Plan: 2014-2023. Page 15.

area, the RHNA Plan has allocated a total of 2,438 units of Very Low and Low-Income -- 1,914 to the study area communities in Monterey County and 524 to those in Santa Cruz County.

When the present access rate of 7.6 percent is applied to the RHNA allocation of 2,438 units of future need for the study area, we calculated that 177 units will need to be accessed by farmworkers to maintain the current rate of access. These calculations account for the portion of the RHNA that should be specifically targeted to accommodate the projected growth of the farmworker population as a percentage of the overall population. However, this does not account for the total number of units necessary to meet the current need for the *existing* population of farmworkers to alleviate critical concerns with overcrowding that will be calculated in the demand model.

TABLE 43: RHNA FOR VERY LOW AND LOW-INCOME HOUSING UNITS BY LOCATION

RHNA Allocation			
Geography	Total	Very Low	Low
Monterey County	**1914**	**1159**	**755**
Gonzales	117	71	46
Greenfield	144	87	57
King City	71	43	28
Salinas	888	538	350
Soledad	76	46	30
Balance of County	618	374	244
Santa Cruz County	**524**	**317**	**207**
Watsonville	279	169	110
Balance of County	524	317	207

As discussed in previous sections, there are varying calculations of the estimated number of agricultural workers that reside in Monterey and Santa Cruz Counties. Planning documents of Santa Cruz and Monterey Counties reference the 2012 AgCensus report and account for a total of approximately 50,000 farmworkers in Santa Cruz and Monterey Counties -- 32,872 in Monterey County and 16,705 in Santa Cruz County[191]. However, based upon findings discussed in the Agricultural Production and Employment section, this report estimates the true number of farmworkers in these counties to be closer to 91,500. The demand model uses 91,500.

191 USDA AgCensus 2012.

Demand Model Data and Assumptions

Total Farmworker Population including Minor Children

To estimate the total number of affordable farmworker housing units needed, it is necessary to understand not only how many farmworkers need housing, but also how many farmworker families – including spouses and children – must also be considered. The following calculations use data collected in the SPAWHS.

1. Farmworker labor force

- As discussed previously, this report accounts for a farmworker population of 91,500. As nearly 90% of all farmworkers in Monterey and Santa Cruz Counties reside and work within the study area, the full number of 91,500 will be used. This number will be used here as the most accurate account of the greatest possible need for which housing may need to be provided.

2. Household make-up of the farmworker labor force

- The SPAWHS study has identified that 50 percent of farmworkers currently cohabitate with a spouse or partner that is also a farmworker, 23 percent cohabitate with a non-farmworker spouse, and 27 percent of farmworkers are single.
- According to the SPAWHS, each farmworker has approximately 1.36 minor children living with them.
- In addition to spouses and children, the SPAWHS reports an average of 3.2 additional individuals in the household. These individuals may be parents, extended family, friends, or coworkers.

3. Percentage of the farmworker labor force that permanently reside in the region

- According to the U.S. Department of Labor's National Agricultural Workers Survey (NAWS) 17 percent of all farmworkers in the United States are classified as migrant, and an estimated 83 percent of farmworkers classified as permanent. The SPAWHS finds that within the study area, 20 percent identify as migrant workers that "follow the crop." Of these, 80 percent reported that they would rather have a permanent place of residence in the region.

- To prepare for the greatest possible housing need, and because most respondents are either permanent or would prefer to be permanent if given access to housing options, calculations in this section assume all housing units produced will be permanent.

Note: While these assumptions are broad they are not meant to indicate that there is an insurmountable number of units needed but rather to establish a general sense of the upper limits of the current and future need. The additional application of adjustments for migrant workers and affordable housing access rate will temper the total numbers as we move through the extrapolation exercise.

4. Total number of individuals in farmworker households

- Applying the percentage from the survey, this study has identified that 50 percent, or 45,750 farmworkers, are married to another farmworker and 23 percent, or 21,045 live with a non-farmworker spouse for a total of 73 percent, or 66,795 married farmworkers. 27 percent, or 24,705 farmworkers are single.

- We are assuming the high-end goal is to have housing available to all farmworkers and their families.

- Applying the factor of 1.36 minor children per farmworker, the total of farmworkers and minor children is 124,440.

- Adding the 21,045 non-farmworker spouses to this, the total number of individuals in farmworker households is 236,985 as seen in *Table 44: Estimated Total Population Including Minor Children.*

TABLE 44: ESTIMATED TOTAL POPULATION INCLUDING MINOR CHILDREN

Total Farmworker (FW) Population Including Minor Children		
Married		
FW w/FW Spouse	50%	45,750
FW w/Non-FW Spouse	23%	21,045
Single		
All Single FW	27%	24,705
Total Married and Single		91,500
Migrant Adjustment	0%	-
Permanent FW Residents		**91,500**
Minor Children per FW	**1.36**	**124,440**
Non- FW Spouse of FW Adjustment	**23%**	**21,045**
Total Including Minor Children		**236,985**

Demand for Permanent Farmworker Housing

To estimate the total number of affordable farmworker housing units needed it is also necessary to understand the demand – taking into consideration how likely farmworkers will be to access subsidized affordable housing and how many individuals will live in each home. Using census data and data collected by the SPAWHS, estimated demand has been calculated in the following way:

1. Current people per dwelling in farmworker households
   - The SPAWHS has found that there is an average of 7.00 People Per Dwelling (PPD) in farmworker households in both Monterey and Santa Cruz Counties
2. Current people per dwelling in Hispanic households
   - Most farmworkers in the region are Hispanic/Latino, and often Hispanic/Latino households consist of more people than the regional average.
   - The average Hispanic PPD for Monterey County is 4.38, and 4.33 in Santa Cruz County[192].
3. Regional average of people per dwelling
   - The average PPD in Monterey County is 3.23 and 2.60 in Santa Cruz County.
4. Renters vs, Owners

[192] It should be noted that the numbers presented in the Hispanic PPD ratio include farmworker households and non-farmworker households, which may contribute to the increase in Hispanic PPD over the Average PPD.

- According to SPAWHS, approximately 11 percent of farmworkers are homeowners and 89 percent are renters.

TABLE 45: RANGE OF HOUSING DEMAND IN EACH COUNTY

Farmworker Range of Housing Demand based on People Per Dwelling (PPD)				
		Demand	**Renters vs. Owners**	
Total Number of Individuals	**236,985**		**Renters**	**Owners**
Monterey County	**156,410**		**89%**	**11%**
At Current PPD	7.00	22,344	19,886	2,458
At Hispanic PPD	4.38	35,710	31,782	3,928
At Average PPD	3.23	48,424	43,098	5,327
Santa Cruz County	**80,575**		**89%**	**11%**
At Current PPD	7.00	11,511	10,245	1,266
At Hispanic PPD	4.33	18,609	16,562	2,047
At Average PPD	2.60	30,990	27,581	3,409
Both Counties	**236,985**		**89%**	**11%**
At Current PPD		33,855	30,131	3,724
At Hispanic PPD		54,319	48,344	5,975
At Average PPD		79,415	70,679	8,736

Demand for Permanent Affordable Subsidized Farmworker Housing

As discussed in the previous section, it is assumed that 100 percent of farmworkers in the region meet income eligibility requirements for affordable housing. The SPAWHS data indicates that 7.6 percent of farmworker households currently access subsidized housing.

The SPAWHS survey did not inquire as to why some farmworkers do not access subsidized housing. However, this estimate may account for those farmworkers who meet income eligibility requirements, but do not qualify for other reasons or who have other housing preferences.

This report assumes that the rate that farmworkers access subsidized housing will remain proportionately the same into the future. To calculate the specific number of affordable rental units needed, the access rate of 7.6 percent was applied to the total number of rental units demanded at each PPD level and provided in *Table 46: Farmworker Affordable Housing Demand*.

The purpose of the demand model is to calculate the number of permanent affordable housing units required to bring the current PPD of 7.00 down to the levels of the Average PPD in each county. While this exercise could have suggested bringing the current PPD down to the Hispanic PPD of each county it was intended to create a greater understanding of the upper limits of the current need.

TABLE 46: FARMWORKER AFFORDABLE HOUSING DEMAND IN MONTEREY AND SANTA CRUZ COUNTY

Farmworker Affordable Housing Demand		
Monterey County	**Access Rate**	**Rental**
At Current PPD	7.60%	1,511
At Hispanic PPD	7.60%	2,415
At Average PPD	7.60%	3,275
Santa Cruz County		
At Current PPD	7.60%	779
At Hispanic PPD	7.60%	1,259
At Average PPD	7.60%	2,096
Both Counties		
At Current PPD	7.60%	2,290
At Hispanic PPD	7.60%	3,674
At Average PPD	7.60%	5,372

Current Housing Stock

There are currently 25 permanent farmworker-restricted housing projects in the Salinas- Pajaro study area, with a total of 1,244 units. These units range in size from studios to 2 and 3-bedroom apartments, townhomes, and single-family residences. Additional information about these developments can be found in the section of this report "Current Housing Stock."

Most of the permanent farmworker housing units in the study area are owned and/or managed by the following organizations:

1. Community Housing Improvement Systems and Planning Association – CHISPA (Non-profit)
2. Eden Housing (Non-profit)
3. MidPen Housing Corporation (Non-profit)
4. Pacific Companies (For-Profit)
5. Housing Authority of Monterey County (HACM)
6. Housing Authority of Santa Cruz County (HASCC)

There are also four co-op projects in the inventory that are self-managed. Each of the organizations has an in-house property management group, and the housing authorities manage their own properties and contract with third-party management companies.

Of the 1,244 units currently in the inventory, 939 are in Monterey County and 305 are in Santa Cruz County. Table 47: Permanent Affordable Farmworker Housing Gap illustrates the housing gap at different level of PPD.

Table 47: Permanent Affordable Farmworker Housing Gap

Affordable Housing Gap			
Monterey County	**Demand**	**Supply**	**Gap**
At Current PPD	1,511	939	572
At Hispanic PPD	2,415	939	1,476
At Average PPD	3,275	939	2,336
Santa Cruz County	**Demand**	**Supply**	**Gap**
At Current PPD	779	305	474
At Hispanic PPD	1,259	305	954
At Average PPD	2,096	305	1,791
Both Counties	**Demand**	**Supply**	**Gap**
At Current PPD	2,290	1,244	1,046
At Hispanic PPD	3,674	1,244	2,430
At Average PPD	5,372	1,244	4,128

DEMAND FOR SEASONAL FARMWORKER HOUSING

The analysis of the agricultural workforce showed about 18,300 migrant non-permanent workers or about twenty percent of the estimated 91,443 total of agricultural workers. The data indicates a significant increase in the number of employees of labor contractors and a decrease in direct-hire employees of growers. The number of H-2A visa workers registered for the study area increased from 268 in FY 2013 to more than 4,600 in FY 2017. The current agricultural labor shortage is expected to continue, and therefore an increase in H-2A (or similar program) and farm labor contractor hiring could potentially continue beyond present levels.

Table 13, Migrant and Seasonal Housing in Santa Cruz and Monterey Counties, identifies five facilities with 183 units in public sector sponsored facilities and 1,618 beds in privately sponsored facilities. The three private facilities were developed within the past three years, to assist employers with complying with the H-2A program requirement to provide housing for the workers. In the past few years, employers have rented motels and other buildings to adapt to dormitory-style accommodations. Even if there is no further increase in the annual number of H-2A visa workers in the Salinas-Pajaro Valley, there could be a need to develop facilities with 2,500 beds as an alternative to motels to address the demand for accommodations of seasonal housing.

Regional Development Organizational Capacity

Regional Development Organizational Capacity

Developer Capacity, as discussed here, examines key organizational characteristics — such as mission, history, and number of staff — as well as number of units under management, development capacity, financing capacity, and current project pipeline. However, how developers can meet the housing needs of farmworkers in the region is not solely an issue of organizational capacity. Revisited here are previous sections of this study addressing other issues that affect developers' ability to meet housing need — such as land availability, site suitability, cost of construction, access to funding, and regulatory barriers.

Further discussed here is:

- The regional development organizations currently active in the area,
- The current farmworker housing activity of these organizations,
- The current permanent affordable farmworker housing project pipeline,
- Capacity of development staff in each organization for new projects
- A projection, based on the traditional production cycle of farmworker housing, estimating the number of units that these organization could, in theory, construct in the next 10 years.

Regional Development Organizations

The following is a description of the primary not-for-profit and for-profit organizations that develop and manage affordable housing projects in the Salinas-Pajaro Valley study area.

The three (3) not-for-profit organizations that are profiled in the Appendix are:

1. Community Housing Improvement Systems and Planning Association (CHISPA)
    a. CHISPA Housing Management, Inc.
    b. Central Coast Residential Builders
2. Eden Housing
    a. Eden Housing Management, Inc.

    b. Eden Housing Resident Services, Inc.
3. MidPen Housing Corporation
    a. MidPen Property Management Corporation
    b. MidPen Resident Services Corporation

The organizations listed above manage the existing not-for-profit housing stock that is restricted in whole, or in part, to farmworkers in the Salinas Pajaro Valley study area. A list of farmworker restricted properties is provided in *Table 12: Year Round Permanent Farmworker Housing in Santa Cruz and Monterey Counties.*

The one (1) for profit organization profiled here is

1. The John Stewart Company
    a. The John Stewart Company Property Management
    b. The John Stewart Company Resident Services

The John Stewart Company (John Stewart) is a privately-owned company and financial information on their organization is not public. However, with over 1,000 employees and 20,000 residential units under management, they are an important participant in the regional affordable housing market. The organization is very prolific and has a substantive presence in the Monterey and Santa Cruz Counties managing multiple properties for the Housing Authority of the County of Monterey. Although the John Stewart does not currently manage farmworker restricted housing, they are an example of an organization that could easily, based on their experience with federal and state funding resources, transition into farmworker housing development and management.

There are also two public housing agencies active in farmworker housing that will be profiled:

1. Housing Authority of the County of Monterey
2. Housing Authority of the County of Santa Cruz County

The housing authorities operate a total of four (4) properties consisting of 204 units of farmworker housing providing a much-needed resource. The housing authorities administer the U.S. Housing and Urban Development Section 8 Housing Choice Voucher Program.

Information on the not-for-profit organizations was gathered through interviews and correspondence with the Executive Directors of the organizations, review of the IRS Form 990s where applicable (filed annually by not-for-profit organizations), and from their websites:

a. CHISPA: www.chispahousing.org
b. Eden Housing: www.edenhousing.org
c. MidPen Housing: www.midpen-housing.org
d. The John Stewart Company: www.jsco.net

There are additional non-profits and for-profit agencies that are active in both counties: EAH Housing, Mercy Housing, the Pacific Companies, and Alliance Residential. These additional organizations could decide to engage further in development in the region if sites and funding were available.

Current Farmworker Housing Activity

CHISPA is currently working on three prospective farmworker housing projects. The projects, located in the City of Gonzales, City of Castroville, and the East Garrison of Fort Ord are currently in various stages of predevelopment. The financing for these projects have been identified and are currently in deliberation. Additionally, the project programs are still in draft form and may change as entitlement, feasibility, design, and funding are finalized. In all, a total of 313 units are under consideration with a portion of those allocated to farmworkers based upon funding source and feasibility. Not all these projects may be dedicated to farmworkers and may be available to the general population.

MidPen Housing does not have any new farmworker housing projects in their pipeline however they do have projects in their pipeline for general affordable housing. The organization has proposed a demolition/rehabilitation of a farm labor camp that was previously rehabilitated into family rental units. The feasibility is currently restrained by density limitations that constrain the feasibility of the project which is currently limited to 18 units, MidPen proposed to increase the building height and density of the project.

Eden Housing acquired their current farmworker housing stock from South County Housing Corporation in 2015. They are currently working on rehabilitating their three (3) farmworker housing projects in the region, and future activity in the Salina-Pajaro Valley study area is conceptual at this point and they have not formally announced a specific project.

The Housing Authority of Santa Cruz County does not have any new farmworker housing projects currently planned. However, they do have an open Request for Proposals (RFP) for Project Based Housing Vouchers (PBC) that could assist affordable housing developers to develop additional housing projects.

The Housing Authority of Monterey County does not have any new farmworker housing projects currently planned but their development entity, Monterey County Housing Development Corporation, is currently active in developing affordable housing rental units.

Limits to Capacity

The non-profit and for-profit companies, along with housing authorities all possess the experience, flexibility, and expertise to continue to build affordable housing units for farmworkers. It should be noted that the Housing Authority of Monterey County has a development arm while the Housing Authority of Santa Cruz County currently does not. However, they are constrained by adequate availability of land, cost of land, cost of construction, funding resources, and governmental regulations. Funding resources and government regulations are discussed in greater detail in other sections.

It is also important to note that each of these organizations also develops other types of affordable housing in the region that are not restricted to the farmworker population. Each organization's resources must be distributed over their entire portfolio of current and future projects. Although this study focuses on the need for farmworker-restricted units of permanent affordable housing, farmworkers qualify for other forms of subsidized housing and these farmworkers have the same needs as other community members. Investments in senior housing, permanent supportive housing, family and youth housing, and other forms of affordable housing models can and should also serve farmworkers in the region.

Each organization has a robust development staff focused on developing new projects in the study area plus staff adequate to manage and maintain them, such as maintenance, management, services, and accounting. Developing new projects is a complex, time-consuming, and labor-intensive process, with each project taking three to five years from concept to construction. When new funding is available, such as that anticipated by SB2/SB3, Development sections in the organizations can expand (hire more staff, assuming experienced staff are available and/or willing to relocate to the area) to develop more units.

Projected Development and Affordable Housing Gap

If the current regional developers and housing authorities continue to develop one farmworker project every three to five years or are incentivized to increase their pace of development over the next ten years we have projected that 930 units of permanent affordable farmworker housing can be added, far short of the 5,284 units required to address the housing gap presented by the demand model.

This number also anticipates that additional developers becoming active, if incentivized by the implementation of the recommendations provided in this document or because of increased funding opportunities described in the sections of this report dedicated to funding sources.

Although *Table 48: Projected Development* considers the current farmworker housing activity described in the organizational pipelines it is not the published pipeline of the regional organizations. Rather, it is an educated projection based on the assumption that given the proper resources, the described organizations would pursue farmworker projects that have been sidelined due to development barriers and/or lack of funding.

Table 48 Projected Development of Farmworker Housing in Monterey and Santa Cruz Counties 2019-2029

Projected Units of Permanent Affordable Farmworker Housing											
Organization	**Years**										
Non-Profit	**Y1**	**Y2**	**Y3**	**Y4**	**Y5**	**Y6**	**Y7**	**Y8**	**Y9**	**Y10**	**Units**
CHISPA	-	40	-	-	70	-	-	40	-	-	150
Eden	-	-	70	-	-	40	-	-	70	-	180
MidPen	-	-	-	70	-	-	-	70	-	-	140
Non- Profit Total	**-**	**40**	**70**	**70**	**70**	**40**	**-**	**110**	**70**	**-**	**470**
Public Housing Authorities (PHA)	**Y1**	**Y2**	**Y3**	**Y4**	**Y5**	**Y6**	**Y7**	**Y8**	**Y9**	**Y10**	**Units**
HACM	-	-	-	75	-	-	-	70	-	-	145
HACSC	-	-	-	-		-	-		-	35	35
PHA Total	**-**	**-**	**-**	**75**	**-**	**-**	**-**	**70**	**-**	**35**	**180**
Other	**Y1**	**Y2**	**Y3**	**Y4**	**Y5**	**Y6**	**Y7**	**Y8**	**Y9**	**Y10**	**Units**
Non-Profit 1	-	-	35	-	-	-	-	-	-	-	35
Non-Profit 2	-	-	-	-	-	35	-	-	-	-	35
For-Profit 1	-	-	-	-	70	-	-	-	-	-	70
For-Profit 2	-	-	-	-	-	-	-	-	-	70	70
Coop 1	-	-	-	-	-	-	-	70	-	-	70
Other Total	**-**	**-**	**35**	**-**	**70**	**35**	**-**	**70**	**-**	**-**	**280**
Grand Total	**-**	**40**	**105**	**145**	**140**	**75**	**-**	**250**	**70**	**35**	**930**

Conclusion

The demand model presented in this report was designed to provide a regional analysis of the total number of permanent affordable farmworker housing units needed to address the substantial overcrowding of farmworker households. The demographics and living conditions of the farmworker population have been described in detail in other parts of this report.

However, in the application of that data into the design of the housing demand model we would like to highlight some substantive results:

- We have calculated **the total number of individuals in farmworker households to be 280,173.** At an occupancy of 7.00 we estimate that these households occupy **33,855 units of housing of all types** and tenures.
- The **demand for rental units at the Current PPD of 7.00, is 30,131**. To move that number to the average **Hispanic PPD of both counties 48,344** are required, and to move that number to the **average PPD of both counties 70,679 units are required.**
- Farmworkers current access subsidized at a rate of 7.6 percent and applying that rate to the **demand for rental units yields a total of 5,372 units of affordable housing** demand.
- Given the present inventory of 1,244 units the **housing gap for affordable rental units is currently 4,128 units.**
- Application of 7.6 percent to the RHNA to account for future growth adds **a modest 177 units to account for regional growth through 2023.**
- The net result is **4,305 units are necessary to meet the current requirements of 4,128 and the 177 units of future growth**.

While there is considerable organizational capacity to develop farmworker housing in the region there is little expectation that the 4,128 units would be developed under current conditions. We project that with moderate changes to development barriers and an increase in funding resources that an additional 930 units could be constructed by existing organizations that are familiar with the region leaving 3,200 units of demand that would need to be addressed by other strategies such as Accessory Dwelling Units and agricultural employers developing housing.

To meet that challenge the region would need to implement many of the strategies and recommendations that are presented in other chapters of this report that are focused on funding, leveraging planned investment, and reducing barriers to development specific to farmworkerhousing. Additionally, existing units may be moving out of affordability, and there is still a demand for market rate housing and home ownership.

This research found **that the estimated number of unique individual workers employed in agriculture in the region during 2016 was 91,433.** It is clear from the primary data collected in the survey phases of this study that farmworker housing in the Salinas-Pajaro Laborshed needs to be drastically increased.

Farmworker housing in the region is severely crowded. In assessing the needs based on survey data, an astounding **45,560 additional units of farmworker housing are needed** to alleviate critical overcrowding in farmworker households.

Based upon income levels and housing costs, farmworkers need subsidized housing. The survey determined that 7.6% of farmworkers currently access subsidized housing. Just to maintain that 7.6% "access rate," a total of **5,372 units of permanent *affordable* subsidized farmworker housing are needed.**

Study data demonstrates that the preponderance of workers are year-round residents. 75% of those surveyed are married, often living in households with minor children born in the United States. Although frequently the focus has been on providing housing for temporary farmworkers, the data is clear that the most significant need is for permanent farmworker family housing.

While there is new funding in the State of California for affordable housing including resources specifically targeted to farmworkers, the demand will not be met with what is currently available. Therefore, this action plan is focused on what we can collectively do to quickly produce affordable farmworker housing with a focus on permanent farmworker families.

Goal: ***Produce 5,300 permanent, affordable farmworker housing units over the next five years to stabilize the agriculture workforce in the Salinas and Pajaro Valley Region.***

SOLUTIONS AND ACTION PLAN

DRAFT ACTION PLAN – APRIL 2018

Overview

This research found **that the estimated number of unique individual workers employed in agriculture in the region during 2016 was 91,433.** It is clear from the primary data collected in the survey phases of this study that farmworker housing in the Salinas-Pajaro Laborshed needs to be drastically increased.

Farmworker housing in the region is severely crowded. In assessing the needs based on survey data, an astounding **33,159 additional units of farmworker housing are needed** to alleviate critical overcrowding in farmworker households.

Based upon income levels and housing costs, farmworkers need subsidized housing. The survey determined that 7.6% of farmworkers currently access subsidized housing. Just to maintain that 7.6% "access rate," a total of **4,393 units of permanent *affordable* subsidized farmworker housing are needed.**

Study data demonstrates that the preponderance of workers are year-round residents. 75% of those surveyed are married, often living in households with minor children born in the United States. Although frequently the focus has been on providing housing for temporary farmworkers, the data is clear that the most significant need is for permanent farmworker family housing.

While there is new funding in the State of California for affordable housing including resources specifically targeted to farmworkers, the demand will not be met with what is currently available. Therefore, this action plan is focused on what we can collectively do to quickly produce affordable farmworker housing with a focus on permanent farmworker families.

Oversight Committee Recommendations

Goal: ***Produce 3,500 permanent, affordable farmworker housing units over the next five years to stabilize the agriculture workforce in the Salinas and Pajaro Valley Region.***

Housing Types

Objective: Promote alternative farmworker housing tenure and development prototypes that have worked in Monterey Bay Region, California, and other parts of the nation.

H1. **Family Housing Priority:** Prioritize the construction of permanent, year-round housing for farmworker families.

H2. **Intergenerational:** Facilitate the development of intergenerational farmworker housing for multiple generations of farmworkers (retirees, working adults, and children) to create opportunities for mutual self-reliance, such as provision of childcare and elder care. *Best practice includes the Desert Gardens Apartments in Indio.*

H3. **Services:** Incentivize housing that incorporates wrap-around services to strengthen families, transfer new skills, and build leadership.

H4. **Accessory Units:** Facilitate the development of Accessory Dwelling Units (ADUs) by considering the reduction of ADU impact and permit fees, disseminating public information, and establishing lender products for ADU new construction and rehabilitation.

H5. **Seasonal:** Facilitate private sector development of farmworker housing with unrestricted funding sources to allow flexibility in providing housing for seasonal, migrant, or any other farmworker regardless of documentation.

H6. **Energy Efficiency:** Support housing projects, both new construction and rehabilitation, which integrate energy efficiency, water conservation, and other green elements that reduce operational costs to sustain the project over time. *Best practice includes the Mutual Housing at Spring Lake in Woodland.*

H7. **New Technologies:** Educate the local International Code Councils and Building Officials to streamline the approval of new building technologies, such as modular construction as alternative to traditional stick-built, which have the potential to more efficiently and economically scale up housing production. *Best practice includes George Ortiz Plaza I in Santa Rosa.*

H8. **Emergency Housing:** Investigate and pilot the use of innovative emergency housing types for seasonal, migrant farmworkers such as mobile homes.

H9. **H-2A Worker Lodging:** Collaborate with other jurisdictions to develop a model ordinance for the temporary use of motels/hotels and other structures for H-2A or other seasonal farmworkers.

H10. **Housing Cooperatives:** Support the development of new housing cooperatives or assist residents of existing housing, such as labor camps and mobile home parks, to convert their housing to limited-equity cooperatives as an affordable alternative to renting and fee-simple ownership.

H11. **Mutual Housing:** Support resident-controlled mutual housing and mutual housing associations, which empower tenants to be leaders and activists in the governance and operation of their homes.

Suitable Sites

Objective: Collaborate among jurisdictions to identify appropriate locations for farmworker housing within cities and unincorporated counties to facilitate development of farmworker housing.

S1. **Map Sites:** Map appropriate sites for farmworker housing in collaboration with local jurisdictions in the region and streamline the approval processes whenever possible.

S2. **Zoning:** Encourage local jurisdictions to evaluate current General Plan and zoning based upon housing funding criteria and, when appropriate, re-zone properties to create additional sites for affordable, farmworker housing.

S3. **City-County Agreements:** Establish agreements between counties and cities that allow for contiguous, unincorporated county land to connect to city infrastructure to facilitate development of farmworker housing.

S4. **Agriculture Zoning:** Relax restrictions on the residential use of agriculturally-zoned land in unincorporated county areas that restrict on-farm residential development.

S5. **Overlay Zones:** Promote the establishment of *Affordable Housing Overlay Zones* in 'high-opportunity' areas within Monterey County that include a bundle of effective and flexible incentives to encourage developers to build affordable and farmworker housing.

S6. **On-farm Housing:** Encourage on-farm employee housing.

S7. **Ag Land:** Incentivize growers with marginal agricultural land contiguous to and surrounded by urban uses to dedicate, discount, or lease land for farmworker housing, including no-cost release from Williamson Act contracts.

S8. **Assembling Parcels:** Enable property owners with contiguous sites appropriate for farmworker housing to parcellate the land or create new lot lines to accommodate larger, more economically feasible projects.

S9. **Land Trusts:** Encourage existing land trusts or the creation of new land trusts that build and preserve farmworker housing on land that is leased from the trust and held in restricted affordability in perpetuity.

S10. **Transit Strategies:** Support the implementation of appropriate strategies identified in AMBAG's regional study of Transportation Alternatives for Rural Areas, such as expanded vanpools, mobility hub development, public/private partnerships with Transportation Network Companies, Expanded Express Transit Service, and Workforce Housing Developments.

S11. **Transit:** Coordinate with regional transit agencies to provide better access between housing sites and agricultural workplaces.

Financing

Objective 1: Proactively pursue and leverage governmental and non-governmental funds to increase the inventory of farmworker housing.

Objective 2: Capitalize on existing regional and local housing trust funds and create new local funding sources for the construction, rehabilitation, acquisition, and operation of farmworker housing.

F1. **New State Funding:** Effectively leverage new State funding resources including SB 2, the Building Homes and Jobs Act, and SB 3, the Veterans and Affordable Housing Bond Act of 2018, if approved by voters in November 2018, to finance new permanent, affordable farmworker housing.

F2. **Expedite SB 2 Funds:** Advocate that the California Department of Housing and Community Development (HCD) expedite processing of SB 2 funding and develop reasonable program guidelines to facilitate development of affordable farmworker housing.

F3. **State Bond:** Outreach to local residents and advocate for the passage of the Veterans and Affordable Housing Bond in November 2018 as a source for affordable farmworker housing for the Region.

F4. **Santa Cruz County Bond:** Continue collaboration among Santa Cruz County stakeholders to include a local housing bond measure on the ballot in November 2018 and effectively campaign for its passage.

F5. **Monterey County Bond:** Continue efforts among Monterey County stakeholders to initiate a local housing bond for the November 2020 election.

F6. **Ag Business Funding:** Facilitate the creation of alternative funding mechanisms by convening agricultural representatives interested in sharing resources to build and operate farmworker housing both for year-round, permanent and seasonable, migrant housing. *Best practice includes the Napa self-assessment of wine grape growers.*

F7. **Inclusionary Housing:** Update and strengthen local *Inclusionary Housing Programs* as a mechanism to provide additional affordable housing units that could be targeted for farmworkers.

F8. **Linkage Fees:** Explore the development of *Commercial/Industrial Linkage Fee Programs* to ensure there is a jobs-housing balance and/or fit to meet the affordable housing needs of new employees and local residents.

F9. **Local Funding:** Maximize local funding resources to be in the best possible competitive position to leverage conventional non-local grants, investor equity, and low-cost financing for production and preservation of farmworker housing.

F10. **Competitive Parcels:** Pro-actively market parcels within jurisdictions that would likely be competitive under existing State-administered housing programs, such as the Federal and State Low-Income Housing Tax Credit Programs.

F11. **Local/Federal Funds:** Commit federal pass-through funds, such as Community Development Block Grant and Home Investment Partnership grants, to the production and preservation of farmworker housing.

F12. **Parcel Taxes:** Explore *Parcel Taxes* for affordable housing (including farmworker housing) that would tax land rather than new development.

F13. **Transient Occupancy Taxes:** Explore an increase to *Transient Occupancy Taxes* on hotels, motels, vacation rentals, and other accommodations in the Monterey Bay Region to support affordable housing for service workers and farmworkers.

F14. **Cannabis Taxes:** Explore allocating a portion of Cannabis Business Taxes to foster affordable housing production including funding of planning staff to shepherd projects through the process.

F15. **Federal/State Funds:** Aggressively apply for Federal and State housing finance programs that are occupationally-restricted or advantage farmworker housing, namely USDA Section 514/516 Farm Labor Housing coupled with USDA Section 521 Rural Rental Assistance and California Joe Serna, Jr., Farmworker Housing Grant, State Farmworker Housing Tax Credit, and Multifamily Housing Program.

F16. **Support USDA Programs:** Advocate for the continuation and expansion of USDA Section 514/516 Farm Labor Housing Program and USDA Section 523 Rural Rental Assistance Program.

F17. **USDA Funds:** Educate affordable housing providers about successful strategies to couple USDA Section 523 Rural Rental Assistance and USDA Section 514/516 Farm Labor Housing Programs to help fund affordable farmworker housing.

F18. **USDA Regulations:** Reform the USDA Section 514/516 Farm Labor Housing loans and grants to allow projects that include both farmworker and non-farmworker units. *Best practices include the Nuevo Amanecer Apartments in Pajaro and Azahar Place Apartments in Ventura.*

F19. **Mutual Self-Help:** Reintroduce the Mutual Self-Help Housing method of sweat equity and owner-building of single-family homes under the supervision of local nonprofit housing organizations using a combination of USDA Rural Development Section 502 Direct Loan and Section 523 Technical Assistance Grants with State Joe Serna, Jr., Farmworker Housing Grant Program funds to produce affordable homeownership opportunities for farmworkers.

Regulatory Reform

Objective: Change regulations to remove barriers, streamline processing, and reduce costs for the development of farmworker housing.

R1. **Update Zoning:** Promote and fund the update of restrictive and outdated zoning designations that limit residential densities, height, setbacks, and Floor-Area-Ratios (FARs), especially in urban cores and corridors, and identify and eliminate unnecessary or redundant discretionary reviews that cause costly delays and discourage applicants.

R2. **Remove Barriers – Employer-Sponsored Housing:** Identify and eliminate barriers for the development of employer-sponsored housing while ensuring that the development is built to allow for future conversion to multi-family should the employer sell the property.

R3. **CA Coastal Commission Obstacles:** Remove impediments to farmworker housing within areas subject to the California Coastal Commission through update of Local Coastal Plans and reform the regulations governing the exemption of agriculture activities and permits set by the California Coastal Act.

R4. **SB 2 Funded Streamlining:** Apply for SB 2 funding to update zoning and revise other regulations to streamline production of farmworker housing and other housing types.

R5. **Priority Processing:** Allow for priority processing of by-right, year-round, permanent farmworker housing projects that meet underlying zoning requirements.

R6. **Ombudsman Assistance:** Fund and designate a point-person or ombudsperson responsible for shepherding farmworker housing project applications through the local government approval process and advocating for them. *Best practice includes an ombudsman in San Mateo County for farmworker housing.*

R7. **Template Plans:** Design and develop pre-approved plans and adopt modified development-by-right for farmworker housing, including dormitory-style, modular, and multifamily prototypes proposed on agricultural parcels meeting specified site and zoning criteria in unincorporated areas. *Best practice includes a recent approach adopted in Ventura County.*

R8. **Development Impact Fees:** Encourage local jurisdictions to consider adopting ordinances that waive development impact fees for affordable farmworker housing.

R9. **Fee Deferral:** Support local jurisdictions in establishing development fee deferral programs for affordable and workforce housing and implement the program when requested by the developer.

R10. **Fees – Smaller Units:** Incentivize smaller, less expensive units by charging developer impact fees based on unit square footage rather than per unit and reducing minimum net land area per unit requirements.

R11. **Parking Requirements:** Encourage local jurisdictions to allow for greater flexibility in the provision of parking for affordable farmworker housing, where appropriate.

R12. **Mixed Use Requirements:** Provide greater flexibility in the ratio of residential and commercial space in mixed-use districts or zones to allow for more space that is residential.

R13. **Density Bonus:** Educate local jurisdictions about the application of state-density bonus to facilitate affordable farmworker housing and encourage the development of an enhanced or super-density bonus where appropriate.

R14. **Outreach:** Conduct outreach and education workshops to stakeholders and the public so that potential applicants and local communities better understand the rules and regulations governing farmworker housing.

R15. **Collaboration:** Encourage local jurisdictions to proactively collaborate with affordable housing developers and develop solutions that remove site-specific land use barriers whenever possible.

R16. **Staff Training:** Expand training of city and county staff and local elected officials about State and local land use laws and regulations and foster can-do collaborative mindset.

Regional Forum – April 19, 2018

On April 19, 2018, a Regional Forum on the Study results and the draft Action Plan was held in downtown Salinas, CA at the CSUMB@Salinas City Center. The Forum was attended by more than 200 people, The consultant team of California Institute for Regional Studies presented the data from an analysis of agricultural workers in the region and surveys of 420 farmworkers, 65 employers, and 32 stakeholders during harvest 2017. The California Coalition for Rural Housing described their research on best practices in the western US: case studies, sites, financing strategies, alternative types of housing, and effective regulatory reforms.

Jennifer Seeger, Assistant Deputy Director of the Division of Financial Assistance, California Department of Housing and Community Development, spoke about new state funding from SB 2 and other programs with specific earmarks for farmworker housing.

Salinas Mayor Joe Gunter opened the Forum and Salianas Council Member Gloria de la Rosa made closing remarks and introduced Assembly member Anna Caballero, who made wrap-up comments.

Spanish interpretation was available. The presentations were projected in English and in Spanish. The Forum schedule and Action Plan were available in Spanish.

In breakout discussion sessions, attendees discussed the 60 potential actions in the Draft Action Plan in the areas of suitable sites, financing, regulatory reforms, and housing types. Based on feedback at the Forum, the Action Plan was revised and was further reviewed by the Oversight Committee at a follow-up meeting on May 16, 2018. Responsibilities and timeline were identified in the refined Action Plan discussed by the Oversight Committee.

Forum attendees included the mayors of Watsonville and Gonzales, Monterey County Supervisor Luis Alejo; staff from the counties of Santa Clara, San Mateo, Monterey and Santa Cruz; farmers and labor contractors from the region and Ventura County; members of the Study's Oversight Committee; surveyors of the farmworkers; staff from Sacramento's CA State Office of Monitor Advocate for farmworkers, farmworker advocates such as the Center for Community Advocacy; United Way Monterey County staff and board members; US Department of Agriculture, and Monterey County Agriculture Commissioner. Forum participants agreed that continuing regional collaboration was key to implementation of the Action Plan.

A video of the impressions of three of the surveyors who conducted surveys of farmworkers during the harvest of 2017 was shown at the Forum. Attendees were invited to record brief videos of their vision for farmworker housing. These videos plus recordings of the Forum presentations and report on the breakout session discussion are posted on Youtube.

The United Way Monterey County and Monterey County Association of Realtors sponsored the costs of the Forum lunch and refreshments.

Appendix 11 contains copies of the Forum Schedule, the presentations, the handouts (Executive Summary, Info-graphics, and Action Plan) in English and Spanish, public comments received, the list of people registered for the Forum, the comments made at the breakout sessions, and the revised Action Plan.

Appendix 1. Estimated number of persons employed as agricultural workers in the Salinas-Pajaro Valley during 2016.

The present report's method for estimating the number of persons who had been employed in the Salinas-Pajaro Laborshed during 2016 is entirely based on data from official reports published by the U.S. Department of Agriculture and the U.S. Department of Labor. The *2012 Census of Agriculture*, published by USDA, provides the only information available at the county level that includes classification of employees according to the number of days worked.

The quinquennial agriculture census includes several data items pertaining to farm employment, including a count described therein as "hired farm labor - workers." The total number of hired workers reported for each county was determined by simple addition of the reported number of persons on the payroll for each of the county's farm operators who separately fill out census forms.

A worker who is temporarily employed on a farm might, after concluding that job, find a temporary job on another farm. This worker will be enumerated by both farm operators, having appeared on both payrolls. Thus, the census report is an enumeration of the number of *jobs*, not a count of individual workers.

Table A-1-1

Calculated Average Payroll per Worker (job)

Source: 2012 Census of Agriculture, California, County Data, Table 7

Category of worker (job)	*Average payroll per worker (job) Monterey & Santa Cruz Counties*
Workers (jobs), hired labor employed 150 days or more	$29,019
Workers (jobs), hired labor employed less than 150 days	$4,694

Census data will be written as "workers (jobs)" for clarity about this distinction. Table A-I-1 presents the calculated average payroll per worker (job) for the two counties combined for both categories of workers by days employed.[193] In

[193] The computation was based on the number of workers (jobs) and payroll on farms with only hired labor employed for less than 150 days ($4,694). This latter figure was then used to estimate

particular, the 2012 agricultural census reported a combined total 2,640 workers (jobs) in the two counties on farms where only persons were employed for less than 150 days, and the combined payroll was $12,392,000. This yields an average value of payroll per worker (job) equal to $4,694.

A similar computation was carried out for farms with only workers (jobs) hired for 150 days or more, totaling 5,787 such persons. The result was $29,019 per worker (job).

The next step is to compute the sub-totals of payroll for the two-county region, for all workers (jobs) employed for less than 150 days, and, separately for all workers (jobs) employed for 150 days or more. The fraction of total payroll, in each county, that can be attributed to each type of worker (job) will eventually be applied to 2016 records of agricultural worker cash wages in order to apportion current wages accordingly.

The agricultural census also includes summary data for farms with both workers (jobs) employed 150 days or more, as well as with workers (jobs) employed for less than 150 days, and corresponding total payroll. The computation involved multiplying the average payroll per worker (job) for workers (jobs) employed 150 days or less ($4,964) by the total number of workers (jobs) in that category, not only on farms with just those workers (jobs) but also on farms with both categories of workers (total of 21,381). Then subtracting that result from the total reported payroll for all reporting farms to obtain the payroll sub-total for all workers (jobs) employed for 150 days or more. Sub-totals for each category of worker (job) are presented in Table A-I-2.

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the total payroll on all farms with labor employed for less than 150 days. The balance of the total reported hired labor expenses in the two counties, less the calculated payroll on all farms with labor employed for less than 150 days was divided by the total number of workers employed 150 days or more ($29,019).

Table A-1-2
Estimated Payroll Sub-totals per Type of Worker (job)
Source: 2012 Census of Agriculture, California, County Data, Table 7
Author's Computation

Category of worker (job)	*Payroll, Monterey County & Santa Cruz County*
Sub-Total, Hired Labor, less than 150 days	**$100,361,118**
Sub-Total, Hired Labor, 150 days or more	**$557,978,882**
Estimated Total, Hired Labor	$658,340,000
Published report, Census of Agriculture	$658, 320,000

From Table A-I-2, an estimated 85% of total payroll for hired labor in the two-county Salinas-Pajaro region during 2012 was for workers (jobs) employed 150 days or more. Similarly, an estimated 15% of total payroll was for workers employed less than 150 days.

At this point, a new hypothesis is suggested: the proportion of total cash wages for all agricultural workers (jobs) in the two-county region during 2016 for each category of workers (jobs) follows the same shares as determined for directly hired workers (jobs) as during 2012. There is no independent measure of whether this hypothesis is correct. However, the figures obtained and used in the determination of this paper's estimate of the number of individuals working in the region's agriculture can be compared with other independent estimates.

As is discussed in this report, there is at least one other estimate in the published literature. Other colleagues have also made estimates using their own preferred methods, and these can be considered in discussing the findings of the present report.

The U.S. Department of Labor's Quarterly Census of Employment and Wages (QCEW) provides a record of cash wages and salaries paid to employees of all agricultural businesses in California for 2016. The summary for agricultural employment is comprised of crop production (NAICS 111), animal and animal product production (NAICS 112), and support services for crop, animal and other types of farm production (NAICS 115).

However, the results derived in Tables A-I-1 and A-I-2 were developed from 2012 Census of Agriculture findings for NAICS 111 and NAICS 112. There is no reason to suggest that changes in employment and compensation between 2012 and 2016 were similar to those in NAICS 115. For that reason, it proved necessary to separately develop two estimates: one for the former two categories, and one for the latter.

During 2016, the total cash wages paid for agricultural worker employment in Monterey County was reported by the QCEW files was $1,908,767,000. For Santa Cruz County, the corresponding total was $298,418,000. For purposes of developing an estimate of the number of individual workers, the QCEW files for each of the three NAICS codes were also downloaded for the computation discussed next.

Table A-I-3
Estimated Cash Wages, Sub-totals per Type of Worker (job)
Monterey & Santa Cruz Counties, 2016

Source: BLS, QCEW Files, 2016, Agricultural Workers

Category of worker (job)	*Payroll Sub-total, NAICS 111 & 112*	*Payroll Sub-total, NAICS 115*
Hired Labor, less than 150 days	**$152,115,984**	**$184,359,932**
Hired Labor, 150 days or more	**$845,721,016**	**$1,024,988,068**

Table A-I-3 presents the sub-totals of 2016 cash wages allocated to both categories of workers (jobs) in the two-county region in which the proportions were determined as previously described: 15% for hired labor, less than 150 days, and 85% for hired labor, 150 days or more. It is important to note that these payroll figures include data for support services for crop and livestock production, such as contact labor and preparation of produce for market which includes salad plants, as well as data for employees directly hired labor by farm operators.

The final steps of estimating the number of individual workers involve dividing the total cash wages paid to all workers in each category by the corresponding average cash earnings per worker (job) to derive the total number of jobs in each job category. Once the total number of jobs is determined, the result is then divided by the average number of employers per worker to obtain the estimated total number of individual workers in the Salinas-Pajaro Laborshed.

Before proceeding, it is necessary to adjust the payroll per worker (job) presented in Table A-I-1 to take two factors into account in making estimates of the average cash earnings per worker (job). First, the payroll figures reported by the agricultural census include employment taxes (social security, Medicare, unemployment insurance), workers compensation premium payments and other cash employment benefits.[194] Second, some employers, faced with periods of labor shortage, offered increased salaries and wages in an effort to attract or retain employees. In addition, increases in the California minimum wage between 2012 and 2016 forced all employers to make adjustments of wages.[195]

The adjusted estimated cash earnings per worker (job) in each job category for Monterey and Santa Cruz counties combined are presented in Table A-I-4. Both adjustments discussed above have been taken into account.

The findings reported in Tables A-I-3 and A-I-4 make it possible to calculate the estimated number of jobs in each NAICS code and for each category of worker (job). The resulting findings are presented in Table A-I-5.

[194] An estimated 85% of payroll was assumed to represent employer costs.
[195] Both factors were taken into account, separately for the two-county region, by computing the ratio of Average Annual Pay (nominal) for the combined NAICS 111 & 112 and, separately for NAICS 115 during 2016 with that for 2012 as reported by BLS QCEW. For NAICS 111 &112, the ratio was $35,033/$30,104 = 1.1637; for NAICS 115, the ratio was $36,999/$28,503 = 1.2981.

Table A-I-4
Estimated Annual Average Earnings per Worker (job), 2016
Source: Author's computations (see text)

Category of worker (job)	*Average earnings per worker (job) NAICS 111 & 112*	*Average earnings per worker (job) NAICS 115*
Workers (jobs), employed less than 150 days	**$4,643**	**$5,179**
Workers (jobs), employed 150 days or more	**$28,705**	**$32,018**

Table A-I-5
Estimated Number of Agricultural Worker Jobs
Sub-totals per Type of Worker (job)
Monterey & Santa Cruz Counties, California, 2016
Source: Author's computations (see text)

Category of worker (job)	*Jobs, Sub-total, NAICS 111 & 112*	*Job, Sub-total, NAICS 115*
Workers (jobs), less than 150 days	**32,762**	**35,597**
Workers (jobs), 150 days or more	**29,463**	**32,013**
Total number of jobs	**62,225**	**67,610**

The final step is the computation of the estimated number of workers in the Salinas-Pajaro Laborshed region. From Table A-I-5, the grand total number of jobs is 129,835. The number of employers per worker among crop workers in California was reported by the U.S. Department of Labor Employment and

Training Administration's National Agricultural Workers Survey (NAWS) to have been 1.42 farm employers per worker during FYs 2013-14.[196]

Therefore, the present report estimates the number of individuals who were employed as agricultural workers for at least some portion of calendar year 2016 was 91,433. As can easily be inferred from Table A-I-5, slightly more than half of all agricultural jobs in the region were estimated to have been fewer than 150 days duration.

[196] Cf. Table 14. Hired Crop Worker Employment Characteristics, California Estimate, Five Time Periods. Row 45 of the Table. Public Data, Fiscal Years 1989-2014.

Appendix 2: Site Suitability

Tax Credit Allocation Committee (TCAC) Rural Eligible High Amenity Parcels

The preliminary identification of some high amenity parcels within the study area was completed utilizing graphic interface spatial analysis. High amenity parcels were identified based on their cumulative proximity, from high amenity to highest amenity, to the following classes:

- Transit
- Transit, Grocery
- Transit, Grocery, Library
- Transit, Grocery, Library, Clinic

Data for schools and pharmacies was difficult to access. To account for the location of pharmacies, the assumption was made that pharmacies are widespread in larger communities in numerous retail locations, and many hospitals and community-based clinics also have pharmacies available.

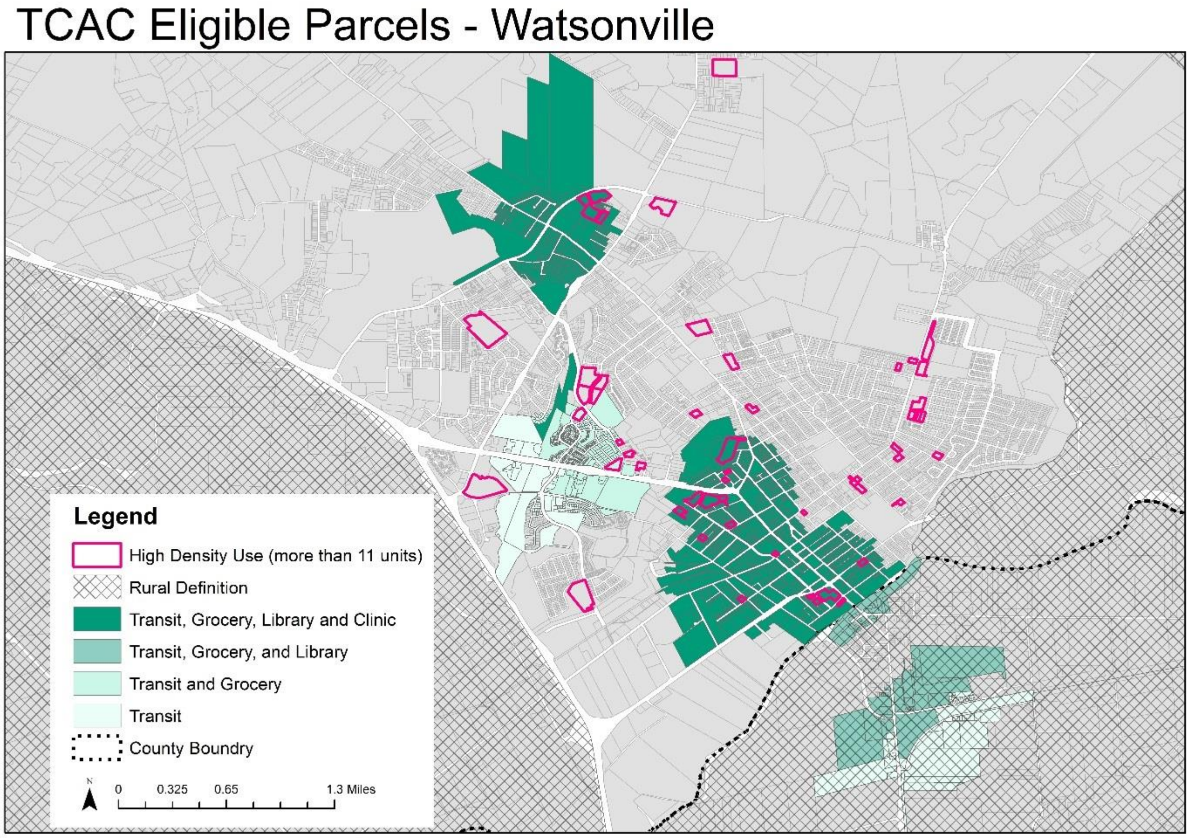
Two levels of analysis were conducted on the TCAC eligible parcels -- the first level of analysis identified the high amenity parcels based on the classes described above, and the second layer of analysis examined zoning designations for the cities of Watsonville and Salinas, and the community of Castroville. This provided the projected number of high amenity sites and allowed comparison against the number of these high amenity parcels that were appropriately zoned for high density or multi-family use.

The spatial analysis revealed that likely five of the ten "rural" communities possessed parcels classified as the highest amenity of parcels. However, within those five communities, it is estimated that there are approximately 2,495 TCAC High Amenity parcels.

TCAC High Amenity Parcels by Parcel

TCAC Eligibility	
Location	**Highest Amenity Parcels (#)**
Castroville	108
Chualar	0
Gonzalez	0
Greenfield	0
King City	323
Sam Lomas	0
Salinas	349
San Lucas	0
Soledad	196
Watsonville	1519
Total Parcels	**2495**

When zoning is overlaid on the amenity parcel map, it appeared that some of the most competitive parcels may not be adequately zoned for affordable housing development. Furthermore, many parcels identified for affordable housing development and zoned for such uses, are not high amenity and would not qualify for either AHSC or LIHTC funding.



Analysis based on 2010 transit data provided by AMBAG, a list of full service grocery stores from PolicyMap, a list of libraries and medical clinics provided by the County's open GIS platform.
Distance calculations are based on 2018 TCAC Rural Guidelines (1/3 mile to transit, 1 mile to a grocery store, 1 mile to a library, and 1 mile to a medical clinic)

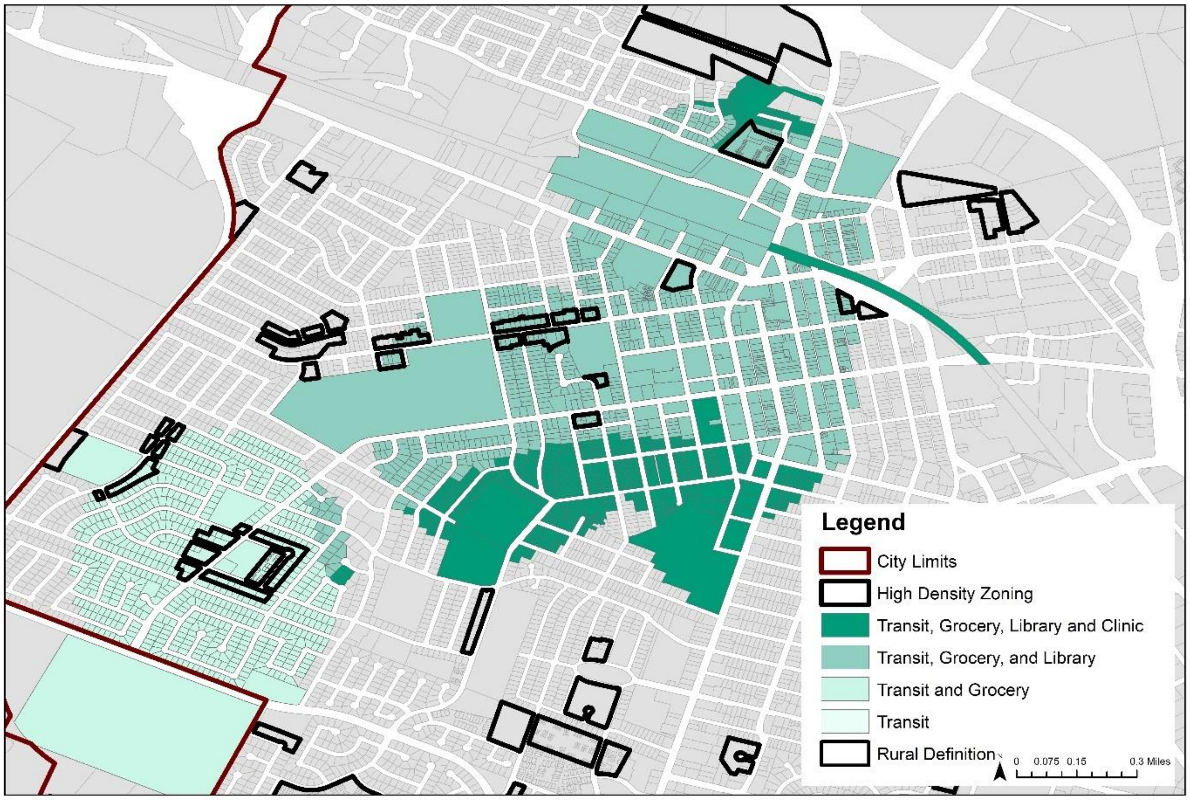
TCAC Eligible Parcels, Watsonville

Preliminary analysis indicates that there may be 18 high amenity parcels in the City of Watsonville that are zoned for residential. Of those 18 parcels, 9 are of sufficient size and/or allow the density of 30 to 40 units required to be considered feasible by many developers. The remaining 9, zoned 11-21 units per acre, may be feasible depending on the actual usable footprint of the parcel.

High Amenity Parcels by Residential Use – Watsonville

High Amentity Parcels by Residental Use						
Location	**Over 100 units**	**60-100 units**	**41-60 units**	**21-40 units**	**11-21 units**	**Total**
Watsonville	1	3	2	3	9	**18**

TCAC Eligible Parcels - Salinas

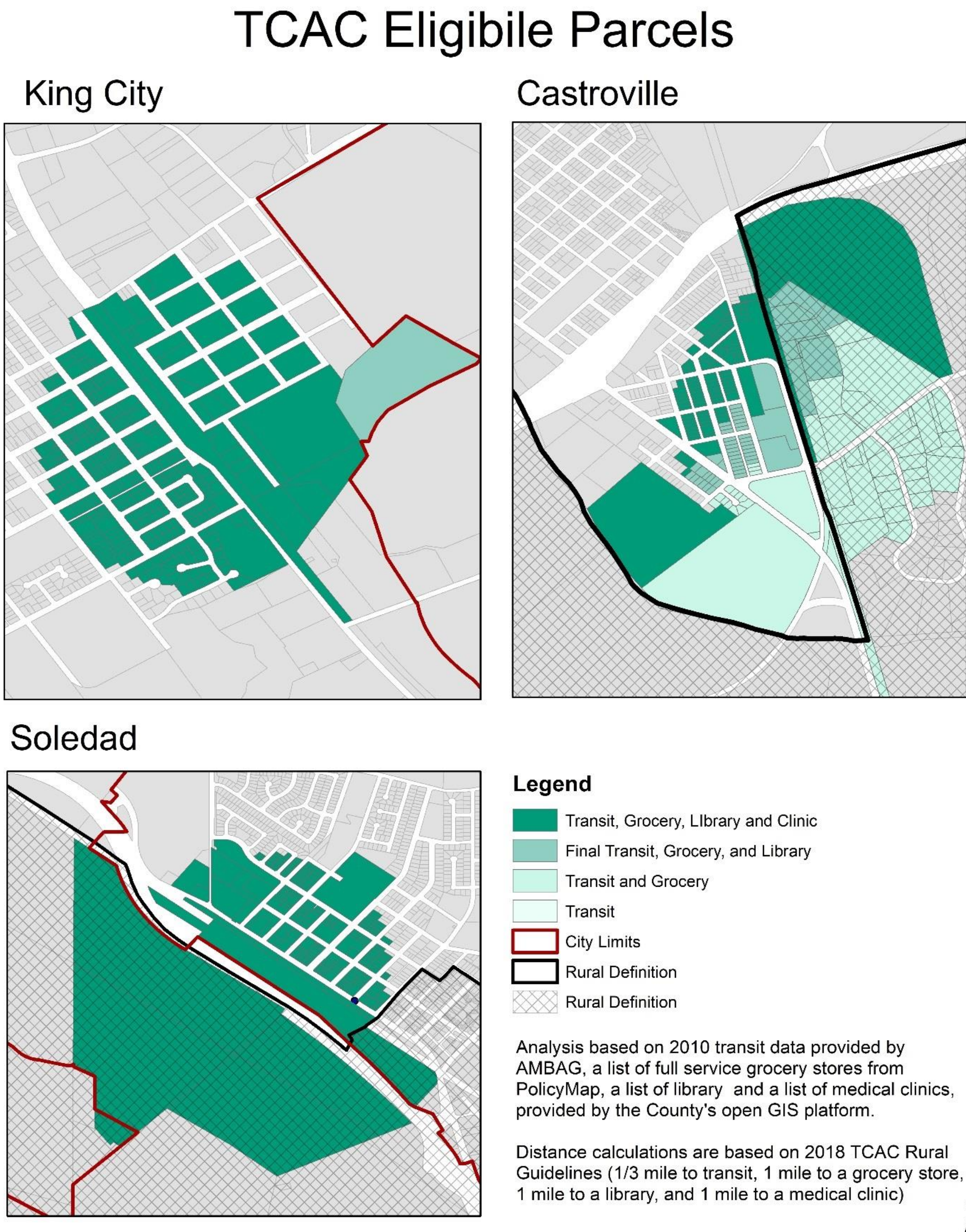


Analysis based on 2010 transit data provided by AMBAG, a list of full service grocery stores from PolicyMap, a list of libraries and medical clinics provided by the County's open GIS platform. Distance calculations are based on 2018 TCAC Rural Guidelines (1/3 mile to transit, 1 mile to a grocery store, 1 mile to a library, and 1 mile to a medical clinic)

TCAC Eligible Parcels, Salinas

In Salinas, the map above also shows that some of the high-density zoning is not near transit, which is the highest scoring amenity under the TCAC program. There are 1,858 parcels identified as high amenity within the Cities of Watsonville and Salinas, but a limited number that are both high amenity and appropriately zoned.

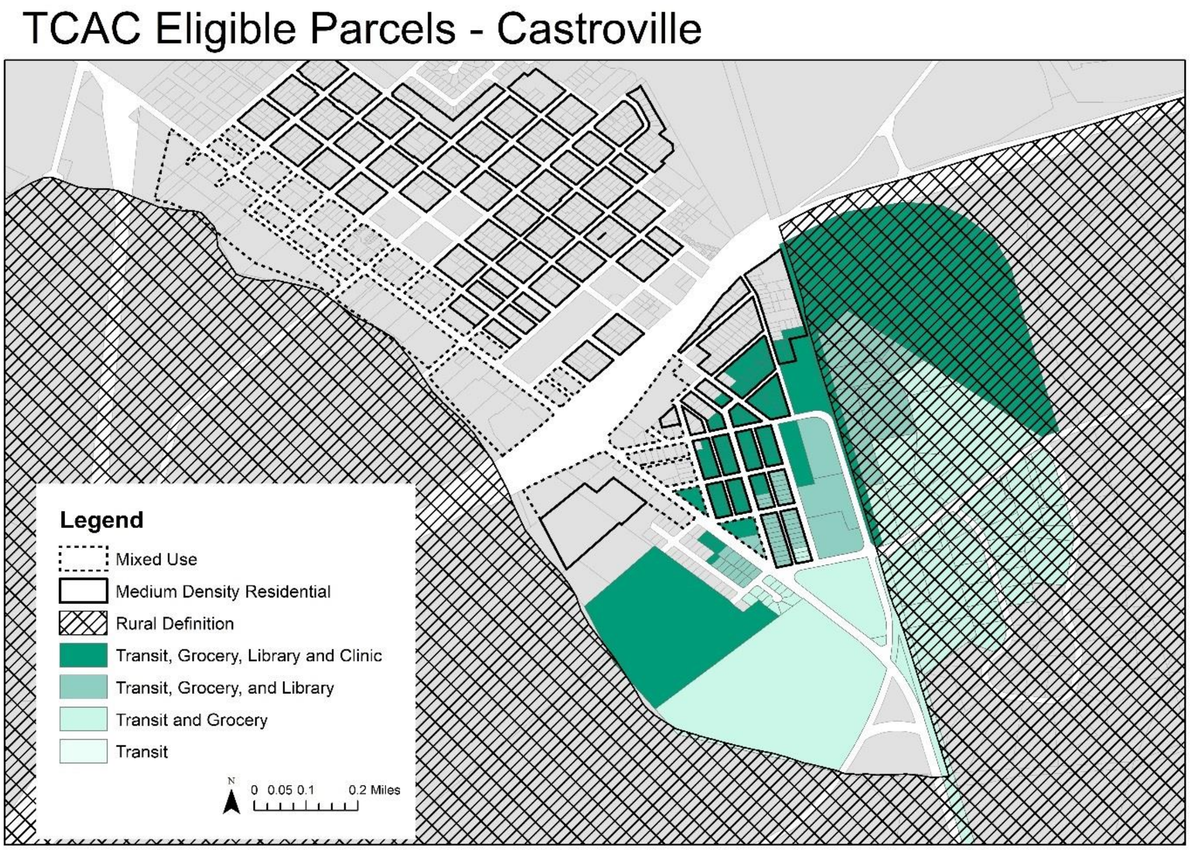
It should be noted that the City of Salinas does have two overlay zones that contain numerous sites with amenities. The Downtown Core Overlay Area and the Downtown Neighborhood Area provide for increased densities and multi-family housing development with the approval of a Special Use Permit and/or additional site plan approvals. While this may not include TCAC eligible high amenity sites, it does bring into play additional AHSC eligible sites.



TCAC ELIGIBLE PARCELS, KING CITY, CASTROVILLE, SOLEDAD

The three other communities that had high amenity parcels in the study area were King City, Castroville, and Soledad. Preliminary maps for these communities are presented in Figure 5: TCAC Eligible Parcels Small and Mid-Size Communities.

As mentioned previously, there are only five (5) communities in the study region that have high amenity parcels, however limited parcels within them may be zoned appropriately for high densities. This trend was found in the small and mid-size communities as well as Castroville, shown in Figure 6.



Analysis based on 2010 transit data provided by AMBAG, a list of full service grocery stores from PolicyMap, a list of libraries and medical clinics provided by the County's open GIS platform. Distance calculations are based on 2018 TCAC Rural Guidelines (1/3 mile to transit, 1 mile to a grocery store, 1 mile to a library, and 1 mile to a medical clinic)

TCAC ELIGIBLE PARCELS, CASTROVILLE

Preliminary zoning analysis for the City of Castroville found that high amenity, residentially zoned parcels were zoned for medium density and mixed use. Medium density residential allows for a density of 8-12 units per acre, greatly restricting the potential for multi-family housing projects. It appeared that two parcels were designated for Mixed Use Zoning and with a density of 15-30 units per acre. Of the 108 parcels that have high amenities in Castroville, perhaps two are currently zoned for multi-family housing development.

High Amenity Parcels and Zoning - Castroville

High Amentity, Residental and Mixed Use Zoning		
Location	Medium Density Residential	Mixed Use
Castroville	98	2

King City and Soledad may also have 519 high amenity parcels. We did not overlay the zoning parcels for these communities as we feel that the results demonstrated in the examination of the City of Watsonville, the City of Salinas, and Castroville provide insight into the general trend that although there are numerous parcels that are classified as high amenity, few of these parcels are zoned for high density residential use as defined in those communities' zoning ordinances.

Further, King City qualifies as rural under the "small cities" methodology and the determination of rural for projects in this community will be determined by the specific address of the development project.

Affordable Housing and Sustainable Communities (AHSC) Rural Innovations Project Area (RIPA) Eligible High Amenity Parcels

The identification of high amenity parcels according to AHSC and RIPA within the study area was completed utilizing graphic interface spatial analysis. High amenity parcels were identified based on their cumulative proximity, from high amenity to highest amenity, to the following classes:

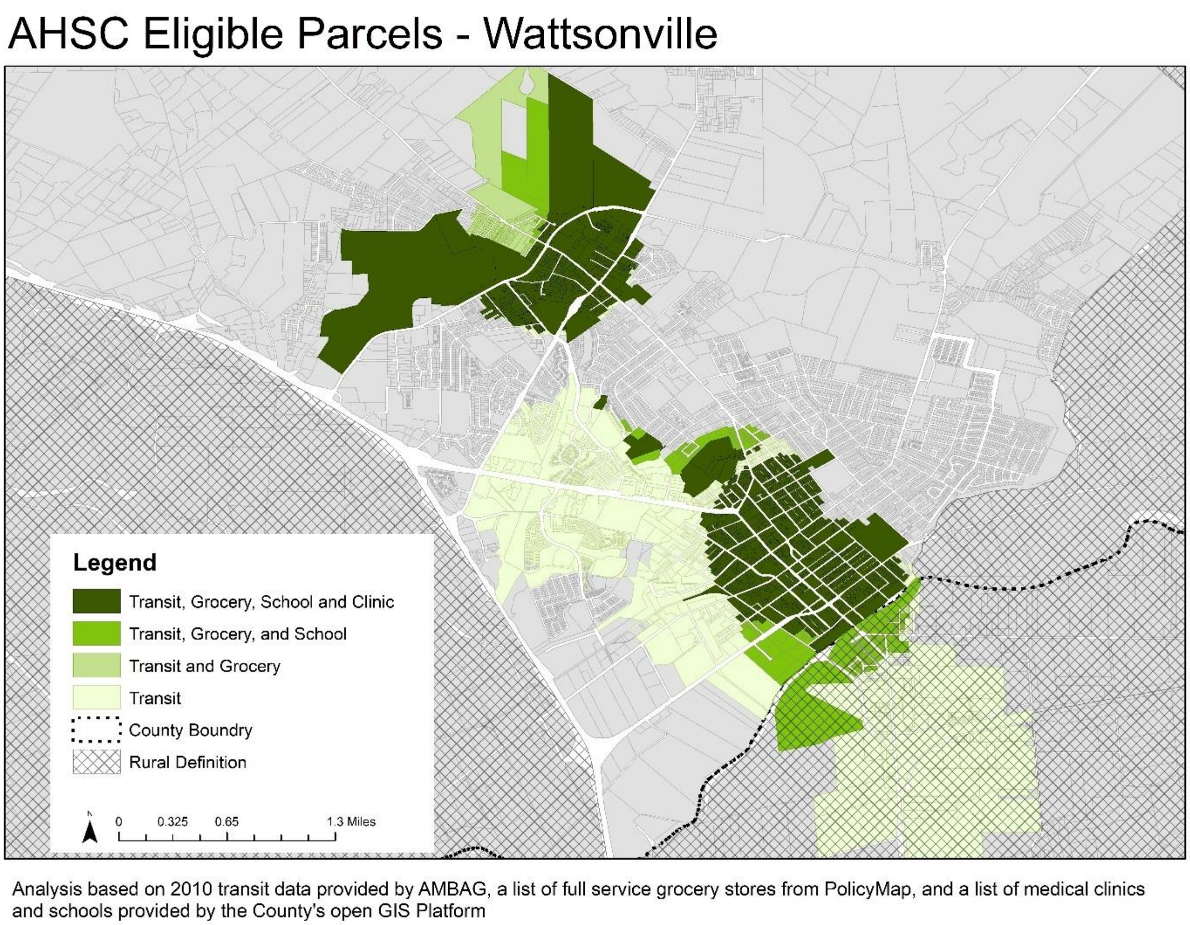
- Transit
- Transit, Grocery
- Transit, Grocery, Schools
- Transit, Grocery, Schools, Clinic

The AHSC program requires that the amenities associated with the project development be located within one-half mile of the Project Area Map (PAM). The PAM integrates the project site, amenities, and transit line data points into a consolidated map that allows you to extend one-half mile from the data points to create a bubble or buffer.

Using the same process as above, two levels of analysis were applied to the AHSC eligible parcels. The first level of analysis identified high amenity parcels based on the classes described above, and the second layer of analysis assessed the zoning designations for the Cities of Watsonville, Salinas, and Castroville. Together, this analysis provided a total number of high amenity sites and then determined the number of high amenity parcels that were zoned for high density appropriate for multi-family affordable housing development.

It was expected that the AHSC analysis would yield comparable results to that of the TCAC analysis because the proximity requirements are similar and both programs use the same definition of rural.

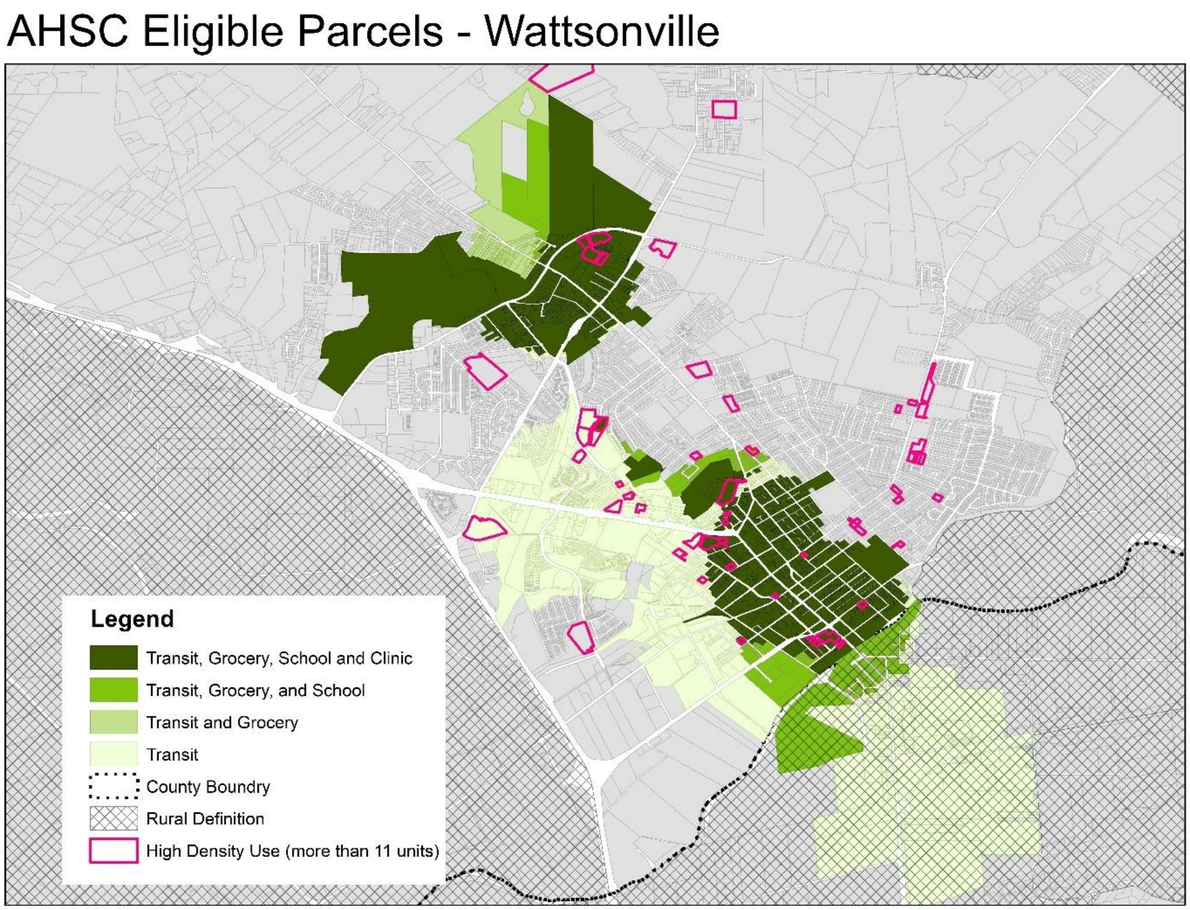
Similarly, the spatial analysis revealed that five of the ten "rural" communities possessed parcels classified as high amenities parcels. Within those five communities, we found that there are approximately the same number of AHSC High Amenity parcels, at 2,500. For clarification, the lack of high amenity parcels does not indicate that there are no amenities in a community as defined by TCAC and SGC, it is indicative that the optimum mix and number of amenities and their proximity to each other is not currently competitive under the current published threshold of those funding programs.



AHSC ELIGIBLE PARCELS, WATSONVILLE

As expected, the preliminary AHSC high amenity parcel map is essentially the same as the TCAC high amenity parcel map in Figure 3. Although the proximity requirements are slightly different, both the TCAC high amenity parcels and the AHSC high amenity parcels are focused on transit. Therefore, the highlighted "Transit" parcels will be very similar in each case.

It should be noted that, as mentioned above, for the AHSC RIPA applications, transit may be added in the project proposal. This could significantly increase the number of high amenity parcels within a community depending on the existing transit routes and the proposed transit amenity proposed by the applicant which could include project-specific vanpools. Therefore, the maps provided in this exercise are not static and are meant to provide a general indication of the TCAC and AHSC amenities and their relationship to some of the current zoning designations.



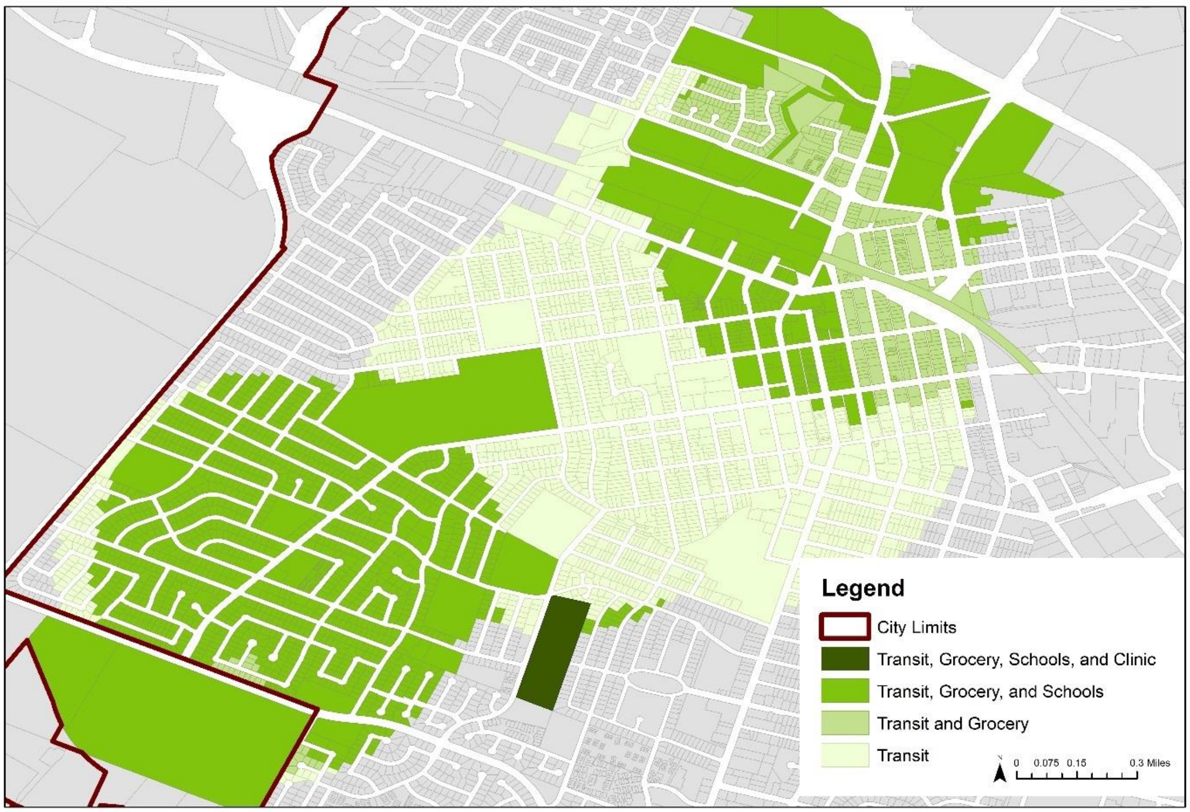
AHSC ELIGIBLE PARCELS, WATSONVILLE

Specifically, there are limited high amenity parcels in the City of Watsonville that are zoned for multifamily or mixed-use residential use. Of an estimated 19 parcels, preliminary analysis has assessed that 10 of those allow the density required of approximately 30 to 40 units in total to be considered feasible by many developers.

AHSC High Amenity Parcels by Residential Use

AHSC High Amentity Parcels by Residental Use						
Location	**Over 100 units**	**60-100 units**	**41-60 units**	**21-40 units**	**11-21 units**	**Total**
Watsonville	1	3	2	4	9	**19**

AHSC Eligible Parcels - Salinas

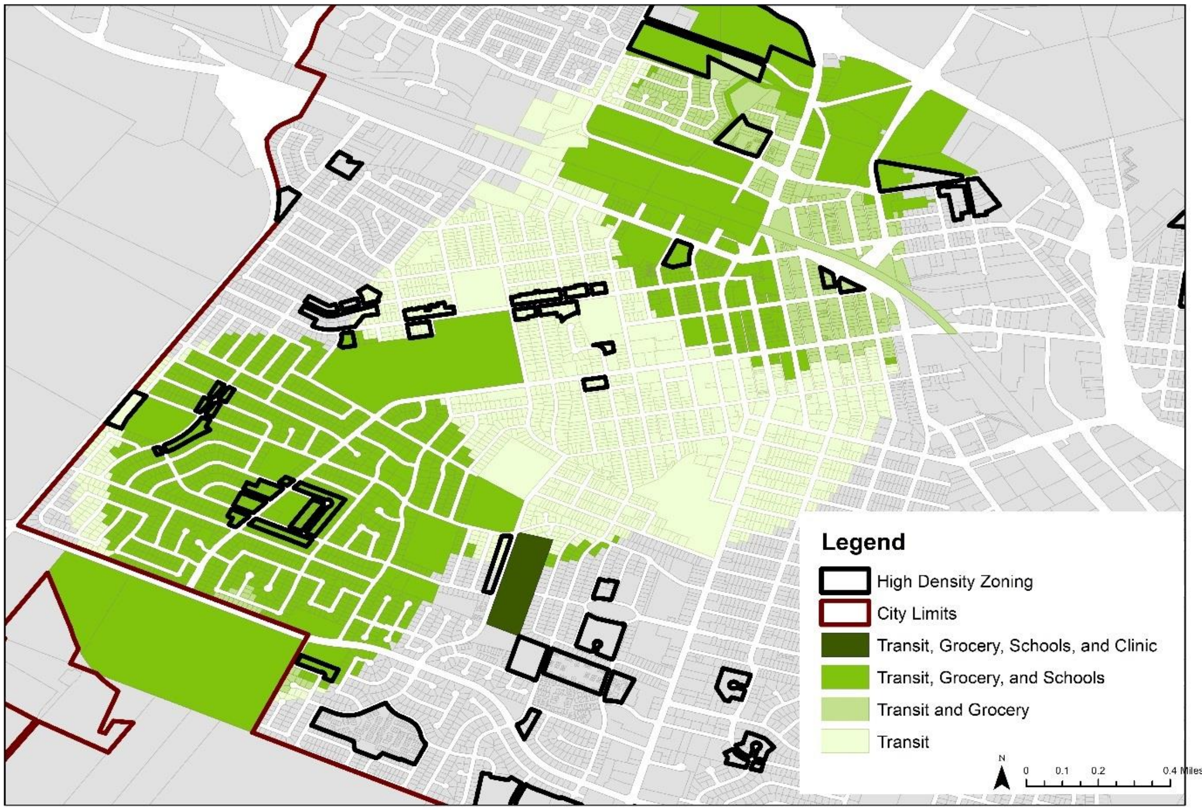


Analysis based on 2010 transit data provided by AMBAG, a list of full service grocery stores from PolicyMap, and a list of medical clinics and schools provided by the County's open GIS Platform

AHSC Eligible Parcels, Salinas

Again, as in the TCAC examination although there are 1,900 parcels identified as AHSC high amenity within the Cities of Watsonville and Salinas, there may bea limited number of parcels that are both high amenity and sufficiently zoned.

AHSC Eligible Parcels - Salinas



Analysis based on 2010 transit data provided by AMBAG, a list of full service grocery stores from PolicyMap, and a list of medical clinics and schools provided by the County's open GIS Platform

AHSC ELIGIBLE PARCELS, SALINAS

Of the three other communities, King City, Castroville, and Soledad, that had TCAC high amenity parcels, only King City and Soledad are understood to have high amenity parcels as seen in Figure 11: AHSC High Amenity Parcels Small and Medium Size Communities.

Although we did not have GIS mapping data available for King City, when we examined the zoning map for King City, there are numerous parcels, 51 in total. that are designated as R-4 Multiple Family Residential and Professional Offices District. As an illustration, we highlighted the parcels in Figure 12: AHSC High Amenity Parcels Small and Medium Size Communities with Zoning Overlay of King City.

In the City of Soledad, although they appeared to have numerous high amenity parcels, there are perhaps 20 that have the potential for multi-family residential development under the C-R Commercial Residential zoning. We did not highlight the parcels because they would require a Special Use Permit for the development of Multi-Family housing units in this zone.

AHSC ELIGIBLE PARCELS, KING CITY, CASTROVILLE, SOLEDAD

AHSC Eligible Parcels King City, Castroville, Soledad

AHSC Eligible Parcels - Castroville

Analysis based on 2010 transit data provided by AMBAG, a list of full service grocery stores from PolicyMap, and a list of medical clinics and schools provided by the County's open GIS Platform

AHSC Eligible Parcels, Castroville

Although Castroville, as seen in Figure 12: AHSC Eligible Parcels – Castroville did not appear to have any high amenity parcels, they, like the other small and medium size communities, do not significantly lack amenities and therein lies the opportunity to align specific strategies to expand the number of high amenity parcels.

Conclusion

There are numerous parcels that meet TCAC and AHSC proximity requirements and that qualify for rural set-asides, but many of these are not currently identified and targeted for multi-family development, and the sites zoned for multi-family development will not be competitive under these primary funding programs because of their lack of resources.

However, there is terrific opportunity to better position the region to compete for state funding resources and the study area is well-situated to increase the number of high amenity parcels with the requisite zoning by:

- Examining existing land use and zoning policies and aligning them with the TCAC and AHSC proximity requirements. When a combination of TCAC and AHSC funding is utilized, aligning the eligible parcels will increase the competitiveness of the proposed project site.

- Increasing collaboration amongst affordable housing developers and municipalities to identify specific parcels that are high amenity or close to high amenity and examine the opportunities to reduce development barriers or increase amenities.

- Focusing transit investment in rural communities and proposing project specific services to increase the number of high amenity parcels and increase the competitiveness of sites within these communities.

- Continue to include the consideration of TCAC and AHSC proximity requirements in the region's comprehensive and integrated planning processes, such as AMBAG's 2040 Sustainable Communities Strategy.

Appendix 3: Targeted Types of Employers and Actual Selection of Types of Employers* 2017 SPAWHS

	# workers desired	tally total	difference
SIZE			
large	300	**277**	23
Small	100	**125**	-25
	TOTAL	**402**	
TYPE			
Farm labor contractor	195	**185**	10
Grower	145	**177**	-32
Nursery	20	**18**	2
Processor	40	**19**	21
Marijuana	**TOTAL**	**402**	
COUNTY			
Santa Cruz	80	**61**	19
Monterey	320	**341**	-21
	TOTAL	**402**	
Berry	120	**119**	1
Vegetable	180	**191**	-11
Grape/tree fruit	35	**42**	-7
Packing house	40	**21**	19
Marijuana		**3**	-3
Nursery	30	**16**	14
	TOTAL	**392**	
LIVING LOCATION			0
Salinas	172	**162**	10
Watsonville	68	**74**	-6
Prunedale, Castroville, Aromas	24	**22**	2
South Monterey County	136	**146**	-10
	TOTAL	**404**	
GENDER			
female	112	**152**	-40
male	288	**250**	38
	TOTAL	**402**	
AGE			
36+	200	**177**	23

35-	200	**227**	-27
	TOTAL	**404**	
H-2A	20	**16**	4
organic	40	**20**	20
mixed organic/conventional		**27**	-27
Indigenous	40	**47**	-7
born in Mexico		**347**	-347
born in Latin America		**5**	-5
born in USA		**36**	-36
arrived in last 2 years		**8**	-8
Total from Surveyors:	**TOTAL:**	**404**	

- This tally was made before the last 16 interviews were done.

Appendix 4: Data Tables 2017 SPAWHS

Wage table A-1 sex	Mean	Median	N
man	$13.74	$13.00	225
women	$13.50	$12.50	155

Wage Table A-2 age	Mean	Median	N
18 to 25	$13.37	$12.53	54
26 to 39	$14.08	$13.10	179
40 to 59	$13.32	$12.50	119
60 or more	$12.63	$11.82	31

Wage Table A-3 Time of Arrival in the US	Mean	Median	N
1950 to 1981	$13.21	$12.50	35
1982 to 1994	$13.95	$13.13	67
1995 to 2001	$13.66	$13.00	91
2002 to 2006	$13.79	$13.00	75
2007 to 2011	$13.88	$13.05	50
2012 to 2017	$13.95	$13.00	31

Measure of Crowdedness per room by Town of Residence (number of interviewees)							
	less than 1	1.0 to 1.5	1.51 to 2	2.01 to 2.5	2.51 to 3	greater than 3	Total
Salinas	13	48	43	17	23	39	183
Watsonville	6	8	13	5	3	7	42
Greenfield	1	5	12	5	3	11	37

King City	2	10	15	3	1	2	33
Soledad	2	10	8	4	2	3	29
Chualar	1	9	7	2	1	4	24
Castroville	0	3	4	1	4	1	13
Gonzalez	0	6	4	2	1	0	13
Pajaro	1	0	1	0	0	1	3
Freedom	0	1	0	1	1	0	3
Monterey	0	1	1	0	0	0	2
San Lucas	1	0	0	0	0	0	1
Total	27	101	108	40	39	68	383

Mean, Median of People per room by home town of interviewee			
Town	Mean	Median	N
Salinas	2.4	2.0	202
Watsonville	2.3	2.0	44
Greenfield	2.5	2.0	38
King City	1.8	1.7	33
Soledad	1.9	1.5	29
Chualar	2.0	2.0	24
Gonzalez	2.5	1.8	19
Castroville	2.3	2.0	13
Pajaro	2.1	1.7	3
Freedom	2.0	2.3	3
Monterey	1.3	1.3	2
San Lucas	0.3	0.3	1

Appendix 5: Survey Training Manual

Entrenamiento para La Encuesta para la mejora de la vivienda de los jornaleros de Pájaro y Salinas

PRESENTACION DE LA ENCUESTA:

"El propósito de esta encuesta patrocinado por la ciudad de Salinas, muchos otros pueblos cercanos y organizaciones agrícolas y sociales es de conocer a fondo las condiciones, incluyendo el costo de la vivienda para los jornaleros de los Valles de Salinas y Pajaro. Si bien que no haya ninguna garantía, se espera que comprobando las tristes condiciones de vivienda que enfrentan los jornaleros de la zona ayudaría a traer mejores viviendas para la gente que trabajan en el campo."

CONSENTIMIENTO VERBAL

Se tiene que explicar bien al entrevistado los elementos de consentimiento y no presionar a la persona a participar.

- Explicar el propósito del estudio: Conocer a fondo las condiciones, incluyendo el costo de la vivienda para los jornaleros de los Valles de Salinas y Pajaro. Ayudar a la iniciativa promovida por los gobiernos locales para mejorar la vivienda de los que trabajan en el campo.
- Explicar que se va a preguntar sobre la composición de la familia, el ingreso, los patrones de migración, y las condiciones y costo de la vivienda.
- Esperamos, pero no hay ninguna garantía, que va a haber beneficios para el jornalero de este proyecto. El estudio forzosamente va a comprobar que el hacinamiento y alto costo de la vivienda son problemas serios. Ojalá las autoridades locales puedan usar estos datos para mejor diseñar políticas que mejoren la vivienda en el área.
- No pedimos ni apellidos ni domicilios de los encuestados. Pero, sí pedimos el pueblo donde vive, la zona postal si se conoce y los nombres (no el apellido) de los entrevistados. Nadie le puede identificar usando

estos datos. Y si prefiere pueden darnos nombres inventados. Usamos los nombres nomas para poder formular las preguntas en la encuesta. De hecho, no reportamos ningún dato de nadie en específico. En nuestros reportes solo publicamos datos generales y promedios y nunca el nombre de ningún encuestado.

- Los encuestados tienen el derecho absoluto de retirar su participación a cualquier momento durante la encuesta. Participación es voluntaria.
- El encuestado puede hacer cualquier pregunta al encuestador y también puede hacer quejas a nuestra directora: Gail Wadsworth (925-817-7565 o gwadsworth.cirs@gmail.com) quien dirige el Instituto de Estudios Rurales de California.

A. LENGUAJE

ADAPTACIÓN DEL LENGUAJE.   Para cada pregunta es necesario que primero se use el vocabulario indicado en el cuestionario en su esfuerzo de conseguir una respuesta.   Si el encuestado no entiende la pregunta, puede usar otras palabras. Al hacer esta adaptación lingüística tenga cuidado de no cambiar el significado de las preguntas. En lo posible, trate de adaptar su lenguaje al nivel de comprensión que establezca el entrevistado. El error más común es elaborar preguntas que no den opción al participante a escoger su propia respuesta.   Es decir no busque que el entrevistado conteste de la manera que usted piense que debe contestar sino deje que el encuestado escoja su propia respuesta.

1. Adapte a las variaciones lingüísticas de los entrevistados.
2. Pueden usar el tuteo donde es apropiado.

PRESENTACIÓN Y ESTILO.

1. **ENTONACIÓN**. Al hacer las preguntas en la entrevista, hágalas en forma clara y natural. En las preguntas que piden alguna opinión del entrevistado, asegúrese de no explicar la pregunta con ejemplos que puedan influir en la respuesta. Esto puede causar que el entrevistado responda de una manera que él crea que Ud. quiere escuchar.
2. **CONTACTO VISUAL**. Hable en forma clara. En lo posible mantenga la mirada hacia el entrevistado y sea cortés y amable con él/ella a través de la entrevista. Si el encuestado quiere hablar sobre cualquier tema, deje que complete su idea antes de volver a la encuesta.

3. **MEMORIZAR LA ENCUESTA:** Se tiene que memorizar la encuesta. Solo se mira al formulario para anotar datos. La mirada del encuestador hasta que se pueda debe estar enfocada en el encuestado.
4. **CONCENTRACIÓN**. Observe al entrevistado para asegurarse que haya entendido la pregunta. De la misma manera, asegúrese de que el entrevistado no se distraiga mientras Ud. hace la pregunta. Es permitido que otras personas estén presentes durante la encuesta toda vez que no distraigan al entrevistado.
5. **DINÁMICA**. Mientras documenta respuestas en el cuestionario, trate de mantener al entrevistado hablando. Recuerde que mientras más tiempo se quede el entrevistado sin hablar, más fácil es que éste se distraiga, aburra, y pierda interés en la entrevista.
6. **CONFIANZA**. Desarrollar confianza con el entrevistado es el tipo de conducta más importante para tener éxito en la entrevista. El nivel de confianza mutuo entre el trabajador y usted determinará la calidad de la entrevista. Para facilitar esta confianza recuerde establecer: respeto, adaptación lingüística y cultural, humor y honestidad.

CÓMO DOCUMENTAR EL CUESTIONARIO

1. **SIMPLIFICAR**. Antes de empezar la entrevista complete toda la información que ya debe saber por anticipado como el nombre del empleador, la fecha, el cultivo, la tarea, etc. Siempre haga la encuesta en lápiz para poder borrar y corregir sus anotaciones.
2. **LEGIBILIDAD**. Escriba en forma legible (clara), especialmente los números. A veces es difícil escribir con toda legibilidad por las demandas de la encuesta. Sin embargo, en la revisión obligatoria después de la encuesta, se puede rectificarlo y dejar todo bien claro (ve #11 abajo).
3. **MARCAR**. Marque las casillas para las respuestas. Si marca la casilla equivocada, haga la corrección correspondiente y coloque algún comentario que clarifique la corrección. Durante la revisión (ve #11 abajo) puede tomar su tiempo y dejar bien claras las respuestas.
4. **LECTURA DE OPCIONES**. Asegúrese de distinguir entre las preguntas que exigen leer las opciones y aquellas que NO debe leer. Para C28, por ejemplo, se deja abierta la respuesta mientras C2 se lea las opciones.
5. **MARQUE TODAS LAS PREGUNTAS.** Si la pregunta no se aplica al entrevistado, marque N/A en el formulario. Deje alguna marca en todas las preguntas que compruebe que trató de hacerla. No salte ninguna pregunta sin dejar una marca.

6. **MARQUE SÓLO UNA O MARQUE TODAS. CUIDADO CON RESPUESTAS MÚLTIPLES**. Tenga mucho cuidado en diferenciar las preguntas que permiten marcar sólo una respuesta. Cuando las instrucciones le indican "marque todas", esto quiere decir que la pregunta permite respuestas múltiples. Asegúrese de que cada respuesta (afirmativa) reportada por el entrevistado sea marcada en el lugar especificado. Por ejemplo, para E9 solo puede marcar una respuesta, mientras las preguntas E10 y E11 permiten múltiples respuestas.
7. **LEER OPCIONES DE RESPUESTAS**. Si exigen leer o preguntar por las opciones de respuesta. Por ejemplo, en C18 se debe leer todas las 6 posibilidades más la posibilidad "otro".
8. **RESPUESTA AMBIGUA**. Si el entrevistado le responde en forma ambigua y usted no está seguro de que opción marcar, vuelva a repetir la pregunta si es necesario en otras palabras, explicándole la intención de la pregunta. Tenga cuidado de no influir en la respuesta. Si aun así, no consigue una respuesta clara, anote esta dificultad al lado de la pregunta en el cuestionario y sigue a la próxima.
9. **PREGUNTAS ABIERTAS (COMENTARIOS, SIN OPCIONES).** Para estas respuestas, escriba en forma legible y concisa las respuestas del trabajador. Si no entiende la respuesta, pregunte para aclarar y documente la explicación.
10. **SONDEAR O INDAGAR.** Si tiene que sondear o indagar para obtener una respuesta, hágalo con mucho tacto, reformulando la pregunta sin intimidar al entrevistado que le puede dar una respuesta que cree que usted prefiere escuchar.
11. **CONTRADICCIONES.** Si alguna respuesta contradice una respuesta anterior, no confronte al entrevistado por la contradicción; simplemente mencione que entendió o escribió equivocadamente la respuesta anterior, solicítele ayuda para clarificar, y haga las correcciones necesarias.
12. **REVISIÓN DE LA ENCUESTA:** Es crítico que revise la encuesta tan pronto como posible después de completar la entrevista. Debe revisar cada pregunta y si encuentra un error, corrígelo. Muchas veces puede completar respuestas que ha olvidado de completar durante la encuesta pero de las cuales se acuerdan con mucha claridad de la respuesta correcta. Es recomendable, ir a un lugar seguro y tranquilo justo después de la entrevista para que no se olvide lo que reportó el encuestado. Muchas veces se puede encontrar un café o biblioteca cercanos a la encuesta.

1. **DUDAS.** Si tiene alguna duda en los procedimientos o en la colección de cualquiera de estos datos, llame a Ildi Carlisle (831-345-2109) o Rick Mines (916-710-9506).

INSTRUCCIONES EN LAS PREGUNTAS DE LA ENCUESTA

1. PALABRAS ENTRE BARRA DIAGONAL /. Estas son opciones para que escoja la más apropiada de acuerdo a su criterio y al flujo de la entrevista.
2. PALABRAS ENTRE CORCHETES [ ]. En inglés: *brackets*. Éstas son sólo instrucciones para el entrevistador; y sirven de referencia sólo para las preguntas donde éstas aparecen. No lea estas instrucciones al entrevistado.
3. RESPUESTAS CON NÚMEROS (DÍGITOS). Si la respuesta exige números, asegúrese que la respuesta tiene un número de dígitos razonable. Por ejemplo, en página 2, la respuesta a números de años completas de escuela debe variar entre 0 y 25. No anote un número imposible. Y también si la persona tiene 8 años de edad no marque que ha hecho más de los años posibles de escuela.
4. ESCRIBIR CÓDIGO. Si la respuesta exige escribir el código listado, sólo use el número correspondiente.
5. NOTA. Si no está seguro del código que corresponde a la respuesta, marque "Otro" y escriba la respuesta.
6. Un ejemplo es el código por relación (variable A2) en páginas 2 y 3.
7. SUELDOS/SALARIOS. En las preguntas referentes al pago por hora, primero haga el cálculo para determinar el sueldo por hora y verifique con el entrevistado si el cálculo esté correcto. Si después de verificación, Ud. considera que la cantidad no es factible o razonable (Por ejemplo, $60.00 por hora, o $0.50 por hora), consulte con el entrevistado y haga las correcciones necesarias. Ve E8.
8. PERÍODOS DE REFERENCIAS. Preste especial atención al tiempo al que se refiere la pregunta. Aunque la mayoría de ellas se refiere a los últimos 12 meses, hay algunas que no cubren ese período. Usamos el periodo "en los últimos 3 meses" en varias preguntas, por ejemplo. También, dado que nuestro enfoque es sobre condiciones de vivienda en el área de los dos condados, hay casos en que se debe preguntar sobre el domicilio actual aunque el encuestado haya vivido menos de tres meses en el domicilio. Ve C12 a C21.
9. EN LOS EE.UU. Aunque la instrucción "en los EE.UU" aparenta ser redundante a través del cuestionario, su repetición tiene como propósito evitar que el trabajador entrevistado si es un inmigrante, interprete y

responda las preguntas usando como punto de referencia su país de origen.

10. RESPUESTAS INCONCLUSAS, OMISIONES. Asegúrese de que todas las preguntas en el cuestionario tengan respuestas. Si alguna pregunta no tiene respuesta, ponga nota, comentario o simplemente marque N/A o no N/R. Sino, tenemos que considerarla como si nunca fue preguntada. Cuando el participante no sabe la respuesta o rehúsa dar una respuesta; o cuando la pregunta no es relevante para el entrevistado, marque N/A o N/R. (No aplicable o no responde)

Revisión de preguntas.

Página 1:

Ponga el nombre (pero no el apellido) del entrevistado

Ponga la zona postal (si se sabe) y el nombre del pueblo o ciudad. Si es posible ponga, sin notar el domicilio, apunte el nombre del Barrio. Por ejemplo, se puede mencionar East o North Salinas, o cerca de Northridge Mall en Salinas, o cerca de Freedom Blvd. en Watsonville.

Si no se moleste, puede pedir el teléfono al entrevistado.

Ponga el idioma de la entrevista.

Ponga la hora y fecha.

Después, llene el gráfico; hay listas de cultivos y localidades.

Entrevistador	Entrevistado	Localidad	Empleador	Cultivo
Numero de entrevistador	Numero de encuesta de este entrevistador	Escriba el nombre del pueblo donde vive	Escriba el nombre del empleador o de la compañía	Ponga el código por cultivo (ve abajo)

Monterey Areas		**Santa Cruz Areas**
Aromas	Metz	Amesti
Blanco	Molus	Aptos Hill- Larkin Valley
Camphora	Moss Landing	Corralitos
Castroville	Natividad	Day Valley
Chualar	Neponset	Freedom
Elsa	Pajaro	Inrterlaken
Gonzales	Penvir	Johnston Corner
Greenfield	Prunedale	Port Watsonville
Harlem	Salinas	Watsonville
King City city	Soledad	
Las Lomas	Spreckles	

cultivo	código	cultivo	código
Lechuga	1	Invenadero, vivero o nerseria	5
Verdura no lechuga	2	Empaque de ensalada	6
Fruta de arbol o uva	3	otro (especifique)	7
Mora, frambruesa, fresa	4		

Páginas 2 y 3: Sección Demografía

A.1 a A.11

Las preguntas **A1** a **A11** han sido diseñadas para obtener información básica del entrevistado y los miembros de su familia que forman parte de su composición familiar (parientes). Tenga mucho cuidado al completar esta sección porque es aquí donde Ud. puede establecer el diálogo de confianza con el entrevistado que necesita para el resto de la entrevista; por supuesto que esperamos que éste sea muy cordial y ameno.

El cuestionario tiene 2 páginas similares de este cuadro, páginas 2 y 3. La segunda página es “extra” para documentar a las familias numerosas.

Este cuadro es exclusivamente para los “familiares” o parientes del entrevistado que viven o no viven con él/ella. Para el propósito de este estudio, “familiares” (i.e., parientes o miembros de familia) son todos aquellos individuos que dependen y comparten ingresos y gastos con él/ella tales como el esposo o la esposa (cónyuge o "compañero/a de una unión libre") de la persona entrevistada y los hijos naturales o adoptivos de ambos. En casos donde la dependencia económica es difícil de determinar, pregunte si la persona en cuestión depende económicamente 50% o más de la ayuda del entrevistado. Si así es el caso, el entrevistado es el “jefe de familia” y la persona en cuestión debe ser incluida en el cuadro de familia del entrevistado.

Deben ser incluidos . . .

Todos los miembros de familia de la persona entrevistada que, en su opinión, podrían ser declarados como dependientes en el formulario de impuestos en los EE.UU.; que viven con el entrevistado en el momento de la entrevista;

NO deben ser incluidos . . .

...ni *roommates* ni *housemates*." Aquellos que viven en la misma vivienda (ej. Casa, apartamento, "tráiler", etc.) pero que para propósitos de declaración de impuestos no podrían ser declarados como dependientes por el entrevistado ni declarar al entrevistado como dependiente. No interesa si estas personas están relacionadas con el entrevistado.

...ni se incluye otras personas que compartan la misma vivienda (o propiedad), pero no son parte de la unidad familiar y económica del entrevistado.

Solo nombres…

Acuérdese que solo se pide el nombre (y no el apellido) de la persona. Se pide el nombre de el encuestado y de los miembros de su familia para poder tener una conversación sobre los detalles de edad, nivel de escolaridad, etc. Pero, no importa si los nombres son exactos toda vez que el encuestador pueda notar con exactidud los datos de cada individuo.

La correcta documentación de datos en el *Household Grid* es de mucha importancia para los análisis demográficos de esta encuesta; además, sirve como "filtro" para el desarrollo de preguntas en otras secciones del cuestionario. Es por eso que debe tener mucho cuidado al completar esta sección.

Generalmente, es mejor anotar todos los nombres, relaciones y el género primero (A.1 a A.3) primero, y luego conseguir los datos para cada miembro del hogar después (A.4-A.11).

Es decir que uno llena verticalmente (por columnas de la tabla) los datos por A.1 a A.3 primero aun si uno tiene que dar vuelta a la página. Despues uno vuelve a preguntar horizontalmente (por filas de la tabla) persona por persona A.4 a A.11.

Se comienza: "Ahora, voy a notar los nombres de cada uno de los miembros de su hogar. Aquí, estoy refiriendo a los que han vivido aquí por dos semanas o más y que comparten gastos. Primero usted: *nombre*__________? Luego, su esposo/a *nombre*:______. Su hijo/el mayor *nombre*:______, etc., etc." *Marque 8 como relación por el entrevistado en A.2 y género en A.3, marque 1 a 7 como relación y marque género para los demás miembros. Se puede preguntar:* "Qué relación tiene con usted?" (Ve los códigos abajo↓)

Estos son los códigos:

Relación A.2:

1 = Esposo/a o juntado/a **5 = nieto/a**

2 = hijo o hijo adoptivo **6 = Otro pariente**

3 = hermano/a **7 = Otro ________**

4 = padre o madre **8= entrevistado**

Año que entró A.9:

Si nació en EEUU, ponga 999

A.4 "Ahora, está casado o juntado usted?" *marque por el entrevistado: c, s,v,d.*

A.5-A.7 "Donde nació, que estado? *Escriba el nombre del estado y marque E, M, O o llene A.7.*

A.8 "En que año nació?" *Si no saben pida su edad y después de la entrevista haga el cálculo.*

A.9 "En que año vino por primera vez para trabajar o vivir en los EEUU?" *marque el año*

A.10 "Cuantos años de escuela en total tiene usted, incluyendo primaria, secundaria, prepa y todos los años que asistió aquí en los EEUU.?" *No se incluye clases de inglés en este cálculo pero solo clases en una escuela que enseña materias.*

A.11 "Ha trabajado un mes o más en la agricultura en los últimos 12 meses?" *Si ya sabe que el entrevistado es trabajador del campo o empaque no es necesario hacerle esta pregunta. Nomás puede marcar Sí. Pero, para los demás miembros de la casa debe hacer la pregunta.*

Después de completar A.4 a A.11 para el entrevistado (relación=8), el encuestador hará las preguntas al encuestado sobre los demás miembros de su hogar (fila por fila). A veces se puede hacer las preguntas en forma resumida. Por ejemplo, si todos los niños tienen menos de 16 años se puede confirmar su estado civil (A.4) con una pregunta: "ningún hijo está casado, verdad?" O, si sospecha que todos los hijos nacieron en los EEUU, se puede preguntar: "Sus hijos todos nacieron aquí o algunos nacieron en México?" Las respuestas resumidas pueden simplificar la anotación de los datos.

Página 4

B1 Se comienza esta sección con: "Ahora, quiero saber cuántos hijos (incluyendo a los adoptivos) menos de 21 años tiene usted viviendo fuera del hogar (B1a)? Y de éstos, cuantos viven en su país y cuantos viven en los EEUU?" *Ya pueden llenar B1b. y B1c.*

B2 Para la pregunta B2, se explica al entrevistado que corresponde al domicilio. "Se incluye todas las estructuras y lugares para dormir dentro de la propiedad de la misma dirección."

Después se pregunta (B2a): "Aparte/además de las personas que me mencionó anteriormente, ¿Hay otras personas que viven con Ud. (en su casa o apartamento o 'tráiler'/etc.) o en la misma propiedad ahora?" Marque Sí o No. Si es "no", puede saltar a B3. Si es "sí" hay que seguir con B2b. y B2c.

"De los que viven en esta propiedad, cuántos hombres y mujeres adultos hay? (B2b1 y B2b2) La mayoría de ellos trabajan en la agricultura?" (B2b3)

"Y en esta propiedad, cuantos menores varones y muchachas hay? (B2c1 y B2c2) Trabajan la mayoría en la agricultura?" (B2c3)

En este momento (B2d.) es buena idea de calcular el total de personas viviendo en la casa para después compararlo con la respuesta a C19 en página 11. Sume A1_y B2= ____

Es decir se suman todas personas en páginas 2 y 3 (A1) y todas las personas en página 4 (B2b y B2c)

B3 Para B3.a si hay duda sobre los nombres de los pueblos en los dos condados se puede usar la lista de pueblos arriba para identificar los linderos de los dos condados. La lista aparece en la última página de la encuesta también. Para B3.b el lugar puede estar en cualquier lado incluyendo a un lugar en México. Escriba nomas los nombres de los pueblos y estados. Posible respuestas: Yuma, AZ o Hollister, CA o San Luis Rio Colorado, Sonora. Si el encuestado sabe el pueblo y no el estado. El encuestador debe buscar el nombre del estado en el internet después de la encuesta y llenar el casillero apropiado.

Página 5

B4 *Para los que tienen una casa permanente durante 12 meses se pregunta si han tenido que mudarse para obtener empleo. Se pide el pueblo y estado en donde trabajaban. Se nota los 4 lugares más importantes. (Se definen como los 4 donde ganaron más dinero.)*

B5 *Para los que dicen que* ***no*** *han tenido una casa permanente durante los últimos meses (se cree que va a ser una minoría) se anota sus sitios de trabajo y periodos de estancia. Se anota lugares en otros países también.*

Página 6

B6 *pide el lugar donde vive mientras trabaja en los dos condados. Dése cuenta que si la respuesta indica que el encuestado tiene una casa permanente dentro o cerca de los dos condados se salta a la pregunta C1*

Preguntas B7 a B10 son para los que NO tienen hospedaje permanente en los dos condados.

B7,B8 *B7 pide el tipo de estructura o vivienda temporal donde vive cuando está trabajando en los dos condados. B8 pregunta si anda acompañado bajo estas circunstancias.*

B7,B8,B9 *Se marca todos que se aplican.*

Página 7

B9,B10 *Estas preguntas indagan porque el encuestado elige no vivir en los dos condados y si preferiría vivir allí si tuvo la opción.*

Página 8

C1-C26 *Estas preguntas se refiere al domicilio donde ha vivido la mayoría del tiempo en los últimos 3 meses en el área de Salinas/Pajaro. Dado que el enfoque del estudio es la vivienda local, si el encuestado acaba de llegar de otra parte se pregunta por el domicilio en el área de los dos condados aunque no sea el lugar donde ha vivido por la mayoría del tiempo en los últimos 3 meses. Por ejemplo, es posible que los trabajadores H-2A no hayan estado en el área por 3 meses. No obstante, se debe indagar sobre su vivienda local y actual.*

C1 *Pregunta si vive en la propiedad del patrón que sigue una opción por algunos. Si el encuestado está quedando en un motel pagado por el patrón la respuesta es "no". Solo se refiere a gente viviendo "en" la propiedad del patrón.*

Página 9

C2 *Pida el tipo de domicilio o estructura que ha ocupado por la mayoría del tiempo en los últimos 3 meses o el actual si acaba de llegar a los dos condados. Si la persona es "homeless" o sin techo se debe anotar las condiciones al final de la encuesta. No hay preguntas de seguimiento enfocadas en este tipo de "alojamiento".*

C3 *Está buscando si ha ocupado una vivienda patrocinado por algún programa público y pide el nombre del programa en C3a.*

C4 *Se identifica si es dueño o renta y salta a las preguntas relevantes. Si no paga renta se salta a C11.*

C5-C7 *Se pregunta el alquiler para todo el domicilio y la parte pagada por el encuestado. Si paga todo se sigue a C7. Si comparta el pago con otros, deben contestar las dos preguntas C6 (para todos) y C7 para el encuestado nomas. Es crítico que en el caso que la persona que no comparte la renta que salta el C6 y se lo marca con N/A.*

Página 10

C8-C10 *Se pregunta por la hipoteca para todo el domicilio y la parte pagada por el encuestado. Si paga todo se sigue a C10. Si comparta el pago con otros, deben contestar las dos preguntas C9 (para todos) y C10 para el encuestado nomas. Es crítico en el caso que la persona no comparte la hipoteca que salta el C9 y se lo marca con N/A.*

C11 *Pida al encuestado si el cobra renta a otros. Se nota la cantidad en C11a.*

C12-C19 *Son unas preguntas para determinar que tan amontonado (hacinado) es el domicilio y si usan cuartos o lugares que no son recámaras para dormir. Otra vez, si acaba de llegar de otra parte se pregunta por el domicilio en el área aunque no es el lugar donde ha vivido por la mayoría del tiempo en los últimos 3 meses. Si ha vivido en varios lugares en el área en los últimos 3 meses, pida el domicilio donde paso la mayoría (o la mayoría relativa) de su tiempo.*

Número habitaciones. Pida primero...

C12 número de recámaras o dormitorios o alcobas? Para esta pregunta, nos referimos a las habitaciones construídas originalmente como cuartos para dormir. Recuerde verificar las variaciones regionales. "Bedroom" puede ser en español: dormitorio, recámara, alcoba o cuarto de dormir.

C13 número de baños? Aquí nos referimos al "cuarto de baño". Si le responde que este cuarto sólo tiene *toilet* (excusado, inodoro, *WC,* retrete, etc.) sin "ducha, tina o regadera" considérelo como cuarto de baño.

C14 número de cuartos de cocina? Aunque parezca obvio, hay familias de campesinos que comparten una misma vivienda, pero tienen cuartos de cocinas separados. Simplemente anote la respuesta.

C15 número de otras habitaciones o cuartos? Por habitación nos referimos a cualquier otro cuarto que no coincida con las categorías anteriormente mencionadas. No necesita describirlas, incluyen “sala, cuarto de lavandería, salón de recreo o entretenimiento, etc.).

C16 Pregunte solo sobre las recámaras para esta pregunta.

Página 11

C17,C18 *Si contesta sí a C17, lea a todas las opciones en C18 y anote el número de gente menor y mayor de 18 años durmiendo fuera de recamaras.*

C19 *Asegúrese que está contando a todos que duermen en la propiedad. Debe de comparar el cálculo de páginas 2,3, y 4 (la pregunta B2d) para validar el número que se da en C19. Si no son iguales hay que indagar cual es la suma correcta. Si faltaba gente en las preguntas en las 2, 3 y 4 se pueden volver a agregar las personas que faltan al final de la encuesta. No se olvide!*

C20 *Si hay una temporada, escriba el mes o meses en C20a.*

Página 12

C21,C22 *En C21 se está indagando si hubo hombres y mujeres que no se conocieron obligados a dormir juntos en el mismo cuarto. En C22, se está indagando si niños fueron obligados de pasar la noche en el mismo cuarto con adultos no conocidos por los niños.*

C23 *Se está indagando si hubo ocasiones en que una persona residente en la casa que normalmente paga una parte de la renta, causó una interrupción de pagos.*

C24 *Ponga el mes o meses de dificultad en C24a.*

C25,C26 *Anote el dinero pagado mensualmente por estos servicios. O marque si uno o más están incluidos.*

Página 13

C27 *Lea toda la lista uno por uno y marque si tienen el servicio y si funciona.*

Página 14

C28 *No sugiera respuestas al encuestado sino espere que conteste. Si no contesta, debe de leer la lista abajo.*

C29 *Aquí se está indagado por quejas sobre otras casas o domicilios en los dos condados en los últimos dos años. Si hay un problema, permite que elabore en C29.a.*

Página 15

C30,C31 *Si el dueño no responde, indaga que explique y en C31 pregunta si se ha quejado a las autoridades u otras personas. Si la respuesta es pida que explique lo que pasó.*

C32 *Esta pregunta indaga si se han privado de medicina o comida para pagar la renta.*

C33 *Se pregunta al encuestado si ha oído mentar de los programas, no si se los han usado.*

Página 16

D1. *Si contesta 'raite", indaga en 1.a con quien se va y escriba la respuesta.*

D2. *Si no tiene, marque el casillero "no tengo".*

D3. *Si dice "sí" indaga como se ha cambiado en D3a.*

Página 17

D4,D5 *Anote la distancia y horas al trabajo actual o más reciente.*

D6 *Anote o el dinero o los galones de gasolina por un día, semana o mes.*

D7,D8, D9 *Anote el modo de llegar a hacer compras (D7), escuela (D8), y en D9 a la clínica*

Página 18

D10 *Pida por una aproximación del tiempo para llegar al servicio. Si el encuestado dice "depende!" debe indagar por el tiempo "promedio" para llegar al servicio. Si no van a uno de los servicios marque N/A*

E1 *Pregunte sobre el periodo de doce meses antes de la encuesta. Si la encuesta toma lugar en Agosto, pregunte:* "Desde el mes de Agosto pasado, cuantos meses ha trabajado un día o más en la agricultura?" *Si ha trabajado un día durante un mes, este mes cuenta.*

E2 *Si ha trabajado un día durante un año, este año cuenta*

E3 *Si tiene el mismo patrón todo el año y no tiene otro, y trabaja 10 meses o más entonces "todo el año" es la respuesta correcta. Si se cambia de un lugar* *a otro (por ejemplo si se va a Yuma), pero tiene el mismo patrón, todavía "todo el año" es la respuesta correcta.*

E4,E5 *Anote aquí los dos cultivos principales (si hay dos) como lechuga, brócoli, fresa, etc. o marque empaque. Para E5 ponga el desaije, la cosecha, operario de máquina, regador, etc. Ponga las dos principales tareas si hay dos.*

Página 19

E6 *Anote la forma de pago usual en el trabajo actual o más reciente por el último pago.*

E7 *En E7a anote el dinero pagado en cualquier forma después de todas las rebajas. En E7b, anote en total o en bruto antes de las rebajas.*

E8 *En E8 anote las horas trabajadas para ganar este cheque o pago. Y luego, usando su calculadora haga un cálculo dividiendo el pago en bruto por las horas (E7b/horas). En seguida pregunta al encuestado:* "Este es mi cálculo, ¿le parece correcto? ¿Gana tanto por hora?" *Si él dice "no", entonces pregúntale*: "Entonces, cuánto gana". Si el pago todavía parece imposiblemente alto o bajo (por ejemplo $60 o $.50/hora), indague una vez más para asegurar que el encuestado le está dando una respuesta posible.

E9 *Es mejor mostrar la lista al entrevistado. Explique que se incluye a todos que están en su hogar o unidad presupuestarios/de compartir gastos. Y explique que se incluye solo dinero* ***ganado*** *en los EEUU y no cuenta asistencia como estampillas de comida.*

Página 20

E10,E11 Hay que leer las opciones. Se incluye a todos bienes que están comprando o de que ya son dueños. En México, hay pocas hipotecas. No se incluye bienes de sus padres pero de ellos mismos.

E12,E13 Estas preguntas son abiertas, no sugiera las respuestas a lo encuestados.

Appendix 6: Survey Instrument, Spanish

Encuesta para la Mejora de la Vivienda de los Trabajadores Agrícolas en los Valles de Salinas y Pájaro (2017)

Todo lo que me dice es confidencial. No usaré su nombre de ninguna manera públicamente. Todas estas preguntas son voluntarias. Si no se siente cómodo con cualquier pregunta, puede optar por no responder. ¿Está claro? (DEBE CONSEGUIR UN SÍ PARA MOVER HACIA ADELANTE) ☐ Sí (Continuar) ☐ No (Agradezca.)

T1 Nombre (sin apellido) del entrevistado

____

T2 Zona Postal T3 Barrio T4 Pueblo o Ciudad

____________ __________________________ _______________________

T5 Idioma de la entrevista ____________ T6 Lugar de la entrevista _____

T7 Fecha ____/________/_______ T8 Hora: ____

cultivo	código	cultivo	código
Lechuga	**1**	**Invernadero, vivero o nersería**	**5**
Verdura no lechuga	**2**	**Empaque de ensalada**	**6**
Fruta de arbol o uva	**3**	**otro (especifique)**	**7**
Mora, frambruesa, fresa	**4**		

Códigos:

Entrevistador	Entrevistado	Localidad	Empleador	Cultivo

Familiares y otros viviendo dentro de su hogar familiar (que comparten el mismo presupuesto)											
	A1	**A2**	**A3**	**A4**	**A5**	**A6**	**A7**	**A8**	**A9**	**A10**	**A11**
#	Primer Nombre	Relación	H o M	Año de nacimiento	casado/juntado soltero viudo/ divorciado	Estado de nacimiento	EEUU Méxic o otro	Otro país de origen	Año que entró 1ra vez EEUU	Escuel a-- Años compl e-- tados	Ha trabajado agricultura 1 mes o más EU 12 meses
1		a21	a3 1	A41	c s v d	A61	E M O	A81	A91	A101	Sí No
2		A22		A42	c s v d	A62	E M O	A82	A92	A102	Sí No
3					c s v d		E M O				Sí No
4					c s v d		E M O				Sí No
5					c s v d		E M O				Sí No
6					c s v d		E M O				Sí No
7					c s v d		E M O				Sí No
8					c s v d		E M O				Sí No

9					c s v d		E M O				Sí No
10		A210		A410	c s v d	A610	E M O	A810		A1010	Sí No

Relación A.2:

1 = Esposo/a o juntado/a

2 = hijo o hijo adoptivo

3 = hermano/a

4 = padre o madre

5 = nieto/a

6 = Otro pariente

7 = Otro ________

8= entrevistado

Año que entró A.9:

Si nació en EEUU, ponga 999

Familiares y otros viviendo dentro de su hogar familiar (que comparten el mismo presupuesto)											
	A1	**A2**	**A3**	**A4**	**A5**	**A6**	**A7**	**A8**	**A9**	**A10**	**A11**
#	Primer Nombre	Relación	H o M	Año de nacimiento	casado/juntado o soltero viudo/ divorciado	Estado de nacimiento	EEUU México otro	Otro país de origen	Año que entró 1ra vez EEUU	Escuela-- Años comple--tados	Ha trabajado agricultura 1 mes o más EU 12 meses
11		A211		A411	c s v d	A611	E M O	A811		A1011	Sí No
12					c s v d		E M O				Sí No

13					c s v d		E M O				Sí No
14					c s v d		E M O				Sí No
15					c s v d		E M O				Sí No
16					c s v d		E M O				Sí No
17					c s v d		E M O				Sí No
18		A218		A418	c s v d	A618	E M O			A101 8	Sí No

B1. a. ¿Cuántos hijos menores de 21 viven fuera del hogar? #________

b. ¿De ellos cuántos viven en México/C. América/ Otro? #________

c. ¿De ellos cuántos viven en los EEUU? #_______

B2. ***[Datos sobre los en el domicilio quienes no son familiares].***			
¿Aparte de los ya mencionados hay otros que viven con usted y no comparten su ingreso y gastos? (a.) Sí ____ No _____ ***[si la respuesta es "no", salte a B3]***			
Incluye a todos los que viven en la misma dirección o mismo domicilio aunque duerman fuera de la casa. QUIENES HAYAN VIVIDO AHÍ POR UN MES O MAS			
	1. Hombres	2. Mujeres	3. Mayoría trabajado en agricultura en EU 12 meses
b. Cuántos mayores de 18?	B2b1	B2b2	Sí No b2b3
c. Cuántos menores de 18?	B2c1	B2c2	Sí No b2c3

B2d. Suma de todos alistados en (b2d1) A1 ___ y todos alistados en (b2d2) B2 ____= _________

Sección II- Ubicación de viviendas y migración anual

B3. ¿Tiene usted una vivienda permanente donde ha vivido 6 meses o más en los últimos 12 meses? ***[6 meses o más en una casa durante los últimos 12 meses es la definición!]***

- ❑ Si **(continúe a #B3.a)**
- ❑ No **(*salte a #B5*)**

	1. Pueblo	2. Estado ***[Si no es ni EEUU ni México, ponga el país]***
a. ¿En qué pueblo está?	b31c o b31n	B32

[Consulte la lista de pueblos en la última página 22 de esta encuesta, ponga número si es local. Sino, escriba el pueblo y estado (o país si no es EU o Mex.]

[B4 es para los que tuvieron una casa permanente local (de donde pueden viajar diariamente al trabajo) donde se quedaron 6 meses durante los últimos 12 meses. Si no cumplen con esta definición salte a B5]

B4. ¿Durante estos últimos 12 meses, ha tenido que pasar la noche (dormir) a otro lugar para obtener o mantener su trabajo?

Sí ________ **(continuar a #B4a)**

No________ ***(pase a # B6)***

Por favor, díganos los nombres de los 4 de estos otros pueblos más importantes donde fue a trabajar.

a. Pueblo	b. Estado
1 b4a1	B4b1
2 b4a2	B4b2
3 b4a3	B4b3
4 b4a4	B4b4

B5. ***[Para los que NO han quedado en una vivienda permanente por 6 meses durante los últimos 12 meses. Estos cumplen con la definición de migrante]*****.** Dígame los pueblos donde ha vivido y cuantos meses que ha vivido ahí aproximadamente, comenzando con el actual y yendo para atrás.

	1. Pueblo/ciudad	2. Estado	3. menos de un mes	4. 1-3 meses	5. 4-6 meses	6. más de 6 meses
a. Actual	B5a1	B5a2	B5a3	B5a4	B5a5	B5a6
b. antes de esto						

c. antes de esto		B5c2				
d. antes de esto						
e. antes de esto				B5e4		
f. antes de esto						
g. antes de esto						
h. antes de esto	B5h1	B5h2	B5h3	B5h4	B5h5	B5h6

B6. ¿Por la mayoría del tiempo, mientras trabaja en el condado de Monterey o Santa Cruz, dónde vive? ***[Marque solo una opción. En muchos casos, ya dijo el informante (en B3) que tiene vivienda permanente. Pero hay que marcar la respuesta antes de saltar a #C1.]***

- ❑ 1 Vuelvo a mi casa permanente dentro de los 2 condados [***si marca esto pase a la pregunta #C1***]
- ❑ 2 Vuelvo a mi casa permanente a un condado cercano donde puedo volver cada noche (a.)(especifique el pueblo (b62a)___________________ condado (b62b)_____________ [***si marca esto pase a la pregunta #C1***]
- ❑ 3 Me quedo en el rancho donde trabajo
- ❑ 4 Me quedo con parientes/amigos mientras trabajo en los 2 condados
- ❑ 5 Me quedo en otro lugar dentro de los 2 condados. Explique (b62c)____
- ❑ 6 No sé
- ❑ 7 No responde

B7. ¿Ahora por su trabajo, tiene que hospedarse fuera de su casa permanente y tiene que pasar la noche en los dos condados (Monterey, Santa Cruz) qué tipo de alojamiento es? ***[Lea todas opciones y marque sola una opción que es el tipo más común que habita--*****por la mayoría del tiempo*****]***

- ❑ 1 Un cuarto de renta
- ❑ 2 Casa
- ❑ 3 Apartamento
- ❑ 4 Motel
- ❑ 5 Garaje junto o separado de la casa
- ❑ 6 Traila
- ❑ 7 Duermo en el campo
- ❑ 8 Galeras/barracas del trabajo
- ❑ 9 Carro/Troca
- ❑ 10 Casita de campar

- ❑ 11 Refugio
- ❑ 12 En la calle
- ❑ 13 Otro [***Describa***]:_______(b7a)
- ❑ 14 No Responde

B8. ¿Si se hospeda fuera de su casa para trabajar en los condados de Monterey y Santa Cruz, quien los acompaña en este hospedaje? *[**Lea las siguientes opciones y marquen las que aplican**]*

- ❑ 1 Solo yo
- ❑ 2 Solo mi esposo/a
- ❑ 3 Uno o más de mis hijos
- ❑ 4 Mis hijos y esposo/a
- ❑ 5 Otros (especifique) ___(b8a)____________
- ❑ 6 No sé
- ❑ 7 No responde

B9. ¿Por qué no se queda a vivir en el condado de Monterey o Santa Cruz mientras trabaja aquí? [**Marque todas las que aplican**]

- ❑ B91 Me quedo con familia/amigos en otro lugar, y desde ahí viaja al condado de Monterey o Santa Cruz
- ❑ B92 No puedo encontrar un lugar para vivir en el condado de Monterey o Santa Cruz
- ❑ B93 Demasiado caro quedarme en el Condado de Monterey o Santa Cruz
- ❑ B94 Otro [especifique]:__(b94a)______________________________________
- ❑ B95 No sé
- ❑ B96 No responde

B10. ¿Preferiría tener su vivienda permanente en el condado de Monterey o santa cruz, si fuera posible?

- ❑ 1 Sí
- ❑ 2 No
- ❑ 3 No aplica, no tiene (quiere) residencia permanente
- ❑ 4 No sé
- ❑ 5 No responde

B10a. Puede explicar porque tiene esta preferencia.

____

____

Sección III Condiciones de su vivienda actual

Ahora, quiero preguntarle sobre la casa donde ha vivido la mayoría del tiempo en los últimos 3 meses*. *[O si acaba de llegar el encuestado de otra parte se pregunta por el domicilio en el área donde vive aunque no sea el lugar donde ha vivido por la mayoría del tiempo en los últimos 3 meses].

C1. ¿Se encuentra este domicilio en la propiedad (rancho) de su patrón o mayordomo?

- ❑ Sí ____
  - b. ¿Cuál? (c1b)
    - ❑ Propiedad del ranchero
    - ❑ Propiedad del contratista/mayordomo
    - ❑ Otro _(c1b1)______________________
- ❑ No ____

C2. ¿En qué tipo de domicilio ha vivido Ud. la mayoría del tiempo en los últimos 3 meses? ***[O si acaba de llegar pregunte sobre su domicilio local, lea las opciones. Marque sólo la opción donde ha quedado por la mayoría del tiempo***]

- ❑ 1 Casa (separada)
- ❑ 2 Apartamento/Departamento (varias unidades en un edificio)
- ❑ 3 Cuarto o cama rentado en un departamento o una casa
- ❑ 4 Cuarto en hotel, motel, etc.
- ❑ 5 Cuarto/cama en pensión/dormitorios/casa de borde
- ❑ 6 Casa-remolque ("tráiler)/casa-móvil (en un parqueadero)
- ❑ 7 Tráiler en una propiedad particular (no en un parqueadero)
- ❑ 8 Vehículo remolque "camper", etc. (no estacionado en forma fija/formal)
- ❑ 9 Campamentos de barracas o salas de muchas camas.
- ❑ 10 Sin vivienda (vive en las afueras/al "aire libre"/en carro/carpa/bajo un puente o en otro lugar (como garaje) no considerado como vivienda

- ❑ 11 Desamparado sin hogar
- ❑ (c2a) Otro (Explique ____

C3. ¿La casa principal donde ha vivido en los últimos 3 meses forma parte de un programa de vivienda en favor de ayudar gente de bajos recursos? [***Puede usar ejemplos si es necesario, como CHISPA, EDEN Housing, etc.***].

- ❑ 1 Sí ____ [***continuar inmediatamente abajo a C3a]***
  - a. ¿Cuál es el nombre del operario o gerente de este programa de vivienda? _(c3a)______________________________
- ❑ 2 No ____ ***(Salte a C4)***

C4. Pensando en el domicilio donde ha vivido usted por la mayoría del tiempo en los últimos 3 meses, ¿usted alquila de otro (inquilino) o es dueño, se lo da el rancho, o está de visita?

- ❑ 1 inquilino [***sigue a pregunta #C5 y no conteste C8-C10]***
- ❑ 2 dueño **[*pase a pregunta #C8 y no conteste C5-C7*]**
- ❑ 3 proporcionado por el rancho ***[pase a pregunta #C11]***
- ❑ 4 está de visita ***[pase a pregunta #C11]***
- ❑ 5 otro __________________

Para los que pagan alquiler:

C5. ¿Paga usted todo el alquiler de la vivienda o lo comparte con otras personas?

- ❑ 1 Pago todo el alquiler, no comparto con otros ***[pase a #C7 y ponga el total de la renta]***
- ❑ 2 Lo comparto con otros (**conteste #C6 y #C7)**

C6. ¿Cuál es el monto total del alquiler para la vivienda para usted y para todos (su familia y los otros)?

- ❑ $ _________ por (c6a) □ 1 día □ 2 semana □ 3 mes

  U otro (especifique) ______________________

- ❑ No sé
- ❑ No responde

C7. ¿Cuánto es el pago de alquiler que le corresponde solo a usted (y a su familia) en el lugar donde vive la mayoría del tiempo en los últimos 3 meses?

- ❑ $ _________ por (c7a) □ 1 día □ 2 semana □ 3 mes
  u otro (especifique) ______________________

- ❑ No sé No responde

Para los dueños:

C8. ¿Su casa es propia, o sea, solo de su familia, o la compró con otra(s) familia(s) o personas?

- ❑ 1 casa propia sin otros **[pase a #C10 y ponga el <u>total</u> de la hipoteca]**
- ❑ 2 la compró con otros **[conteste #C9 y #C10]**

C9. ¿Cuánto es el pago mensual total de la hipoteca de la casa para todos?

- ❑ $ _________
- ❑ No sé
- ❑ No responde

C10. ¿Cuánto es el pago mensual de la hipoteca que le corresponde solo a usted? $ _________

- ❑ No responde
- ❑ No sé

C10a. ¿Ahora este monto de hipoteca es pura hipoteca o incluye aseguranza o/e impuestos?

- ❑ 1 Pura hipoteca
- ❑ 2 Hipoteca más aseguranza
- ❑ 3 Hipoteca más impuestos
- ❑ 4 Hipoteca más aseguranza e impuesto
- ❑ 5 No sé

Para todos--inquilinos y dueños:

C11. ¿Recibe algunos ingresos de inquilinos o gente que renta?

- ❑ 1 Sí → à ¿cuánto recibe? (c11a) $________
  (c11b) por □ 1día □ 2semana 3 □ mes 4□ otro ______
- ❑ 2 No
- ❑ 3 No sé
- ❑ 4 No responde

Para TODOS y para donde ha vivido la mayoría del tiempo en últimos 3 meses:

C12. ¿Cuántas recámaras hay en el lugar donde vive? # ______

C13. ¿Cuántos baños hay en el lugar donde vive? # ______

C14. ¿Cuántas cocinas hay en el lugar donde vive? # ______

C15. ¿Cuántos otros cuartos hay en el lugar donde vive? # ______

[sala, salón, comedor, oficina, etc.]

C16. ¿Cuantas personas duermen en las recamaras/dormitorios?

(C16a) #niños______(c16b)# adultos______

C17. ¿Alguien en la casa usa algún cuarto aparte de las recámaras/dormitorios para dormir?

- ❑ 1 Sí **[*continúe a #C18*]**
- ❑ 2 No **[*pase a #C19*]**

C18. ¿Cuántos duermen en estos otros lugares? [***marque todas las que aplican]***

	1	2
❑ A Sala	# Niños______	# Adultos______
❑ B Comedor	# Niños______	# Adultos______
❑ C Cocina	# Niños______	# Adultos______
❑ D Pasillo	# Niños______	# Adultos______
❑ E Garaje	# Niños______	# Adultos______
❑ F Ropero	# Niños______	# Adultos______
❑ G Estructura improvisada	# Niños______	# Adultos______
❑ H Otro [Especifique]: ____________	# Niños______	# Adultos______
❑ I Otro [Especifique]: ____________	# Niños______	# Adultos______

C19. ¿Durante la semana pasada, cuántas personas en total durmieron a diario en su domicilio incluyendo todas las áreas dentro y fuera de su domicilio?

#________ ***[Si no es igual a B2d, ponga una nota]***

(c19a)____

C20. ¿Hay una temporada durante el año cuando hay más gente durmiendo aquí en su casa?

- ❑ 1 Sí ____ ***[continuar a C20a.]***

a. ¿En qué mes (o meses) hay más gente durmiendo aquí en su casa?(c20a)_________________ (c20b)_____________________

b. ☐ 2 No

C21. ¿Ha habido ocasiones en los últimos doce meses que no pudieron pagar la renta o hipoteca porque algún residente en la casa no pudo pagar su parte?

- ❑ 1 Sí
- ❑ 2 No

a. Explique porque (c21a)______________________________

C22. ¿Hay una temporada del año cuando tiene más dificultad en pagar su renta o hipoteca?

- ❑ 1 Sí
- ❑ 2 No

a. ¿En qué mes o meses enfrentan esta dificultad?
(c22a)__________ (c22b)__________

C23. ¿Cuánto le corresponde a usted pagar <u>cada mes</u> de los siguientes servicios? ***[Indague primero si paga luz, gas, agua juntos o por separado. Si pagan juntos, ponga la respuesta y salten a C24. Si el pago es para más de un mes, divide la suma por el número de meses para sacar el monto que se paga por mes.]***

Se los Paga Juntos:

	1	**2**	**3**	**4**
a. Luz y gas (PG&E) y agua	$ ________	está incluido ____	No tengo ____	No sé ______

O Por Separado:

	1	2	3	4
b. Luz y gas juntos(PG&E)	$ ________	está incluido ______	No tengo ____	No sé ______
c. Solo Luz (PG&E)	$ ________	está incluido ______	No tengo ____	No sé ______

d. Solo Gas (PG&E)	$ _________	está incluido _______	No tengo ____	No sé _______
e. Agua	$ _________	está incluido _____	No tengo ____	No sé _______

C24. ¿Y Cuánto le corresponde a usted pagar <u>cada mes</u> para estos otros servicios? ***[Si el pago es para más de un mes, divide la suma por el número de meses para sacar el monto que se paga por mes.]***

	1	2	3	4
a. basura	$ _________	está incluido ___	No tengo ____	No sé _______
b. teléfono	$ _________	está incluido ___	No tengo ____	No sé _______
c. cable	$ _________	está incluido ___	No tengo ____	No sé _______
d. internet	$ _________	está incluido ___	No tengo ____	No sé _______
e. otro (especifique) ________________________	$ _________	está incluido ___	No tengo ____	No sé _______

C25. ¿Tiene los siguientes servicios en el lugar donde ha vivido la mayoría del tiempo en los últimos 3 meses? Dígame también si algo no sirve.

		1	2
		¿Tiene?	**¿Sirve?**
a.	Agua caliente entubada	❑ Sí ❑ No	❑ Sí ❑ No
b.	Agua fría entubada	❑ Sí ❑ No	❑ Sí ❑ No
c.	Excusado, con drenaje	❑ Sí ❑ No	❑ Sí ❑ No
d.	Ducha o Regadera	❑ Sí ❑ No	❑ Sí ❑ No
e.	Estufa	❑ Sí ❑ No	❑ Sí ❑ No
f.	Parrilla eléctrica	❑ Sí ❑ No	❑ Sí ❑ No

g.	Refrigerador	❑ Sí ❑ No	❑ Sí ❑ No
h.	Calefacción central (no un calentador portátil)	❑ Sí ❑ No	❑ Sí ❑ No
i.	Aire acondicionado	❑ Sí ❑ No	❑ Sí ❑ No
j.	Servicio de lavar ropa	❑ Sí ❑ No	❑ Sí ❑ No
k.	Teléfono (normal o celular)	❑ Sí ❑ No	
l.	Otro	❑ Sí ❑ No	

C26. Muchas veces hay personas que se quejan de las condiciones de su vivienda. ¿Usted(es) tiene(n) algunos problemas en la casa donde ha vivido la mayoría del tiempo en los últimos 3 meses? ***[Si es dueño, pregunte: ¿Ha tenido problemas después de comprar la casa?]***

[Deje que el entrevistado conteste sin darle ejemplos. Escriba su respuesta completa. Después que conteste espontáneamente, lea las opciones que no ha mencionado abajo completamente. Si se da cuenta de otros problemas al observar la casa favor de notar explicando que es una observación].

____
____
____
____
____
____
____

- ❑ A Moho
- ❑ B Plomería Que No Funciona
- ❑ C Goteos
- ❑ D Falta De Baños
- ❑ E El Rentero No Nos Escucha/no nos hace Caso
- ❑ F Ruido
- ❑ G Falta De Seguridad
- ❑ H Falta De Calefacción O Aire
- ❑ I insectos
- ❑ J Roedores
- ❑ K Otro

C27. ¿Aparte de su casa principal en los últimos tres meses ***[o si acaba de llegar donde vive ahora],*** ha tenido algún problema con respecto a otros domicilios durante los últimos dos años, en algún lugar donde ha vivido mientras trabajaba en el condado de Monterey o Santa Cruz?

- ❑ 1 SÍ
  - a. ¿Cuál problema?
    (c27a)____
- ❑ 2 No
- ❑ 3 No sé
- ❑ 4 No responde

Para los que alquilan [inquilinos]

C28. ¿Responde el dueño de su domicilio o cuarto cuando necesita que él haga reparaciones en su casa?

- ❑ 1 Sí ***[salte a 30]***
- ❑ 2 No
  - a. (c28a)Explica lo que pasó ***[Escriba una respuesta completa]***

____

____

- ❑ 3 No sé
- ❑ 4 No responde

C29. ¿Si el dueño no ha respondido, usted ha hecho algún tipo de reporte o queja a las autoridades u otra persona?

- ❑ 1 Sí a. Explique lo que pasó
  _____(c29a)______________________________

  ____
- ❑ 2 No b. ¿Porque no hizo nada?
  ________________________________(c29b)_______________________
- ❑ 3 No sé
- ❑ 4 No responde

C30. En los últimos doce meses, mientras trabajaba en la agricultura en el condado de Monterey o Santa Cruz, ¿alguna vez tuvo que gastar menos en la comida o la atención médica para poder pagar la renta o hipoteca?

- ❑ 1 Sí
- ❑ 2 No
- ❑ 3 No sé
- ❑ 4 No responde

C31. ¿Ha oído de programas que ofrecen renta reducida, o ayuda con la renta, para personas de bajos ingresos? Por ejemplo, HUD, la Sección 8, vivienda pública para los trabajadores del campo, asistencia de emergencia para la renta, o albergues (refugios) para personas que no tienen donde vivir.

- ❑ 1 Sí
- ❑ 2 No
- ❑ 3 No sé
- ❑ 4 No responde

Sección IV Transporte

[Las preguntas siguientes tienen que ver con la ida y vuelta al trabajo actual o más reciente mientras está trabajando en el condado de Santa Cruz o Monterey.]

D1. ¿Cómo se traslada a su trabajo actual o más reciente? ***[marque todas las que aplican]***

- ❑ 1Aventón/raite
  - a. ¿Con quién tiene raite?_(d1a)___________
- ❑ 2 Vehículo propio
- ❑ 3 Amigo/familiar
- ❑ 4 Mayordomo, contratista o ranchero
- ❑ 5 Otro raitero
- ❑ 6 Autobús o van del rancho
- ❑ 7 Autobús público
- ❑ 8 Camina o va en bicicleta
- ❑ 9 Otro [especifique]: _________________________

D2. ¿Cuándo recibió su licencia de conducir de California? Año ______

No tengo □

D3. ¿Ha cambiado su forma de viajar al trabajo por haber conseguido su licencia?

- ❑ 1 Sí ***[explique cómo se ha cambiado]***
  - a. ___(d3a)__________________________________
- ❑ 2 No
- ❑ 3 No sabe
- ❑ 4 No responde

D4. ¿Qué distancia hay entre su trabajo actual o más reciente y el lugar donde vive ahora? ***[si dice "depende" tome un promedio.]***

- ❑ 1 Vivo en el mismo lugar donde trabajo
- ❑ 2 1-9 millas o menos
- ❑ 3 10-24 millas
- ❑ 4 25-49 millas desde el lugar donde trabajo
- ❑ 5 50-74 millas
- ❑ 6 75 millas o más
- ❑ 7 Es diferente cada día

D5. Aproximadamente, ¿cuánto tiempo tarda en llegar al trabajo (o sea, solo de ida)? ___(d5a)_ horas __(d5b)__ minutos

- ❑ No sé
- ❑ No responde

D6. Aproximadamente, ¿cuánto gasta en viajar al trabajo, de ida y vuelta en dinero o en gasolina?

a. $(d6a)_________ b. (d6b) por ☐ 1 día ☐ 2 semana ☐ 3 mes

- ❑ No sé
- ❑ No responde

D7. ¿Cómo es su modo usual de ir a hacer compras? [***marque la opción que usualmente se usa]***

- ❑ 1 Pago por un Aventón/raite
- ❑ 2 Vehículo propio o Amigo/familiar
- ❑ 3 Transporte público
- ❑ 4 Camina o va en bicicleta
- ❑ 5 Otro **(especifique)** ___(d7a)______________________

D8. ¿Cómo es su modo usual de ir a la escuela? [***marque la opción que usualmente se usa]***

- ❑ 1 Pago por un Aventón/raite
- ❑ 2 Vehículo propio o Amigo/familiar
- ❑ 3 Transporte público
- ❑ 4 Camina o va en bicicleta
- ❑ 5 Otro **(especifique)** ______(d8a)___________________
- ❑ 6 No voy

D9. ¿Cómo es su modo usual de ir a la clínica o buscar asistencia médica?

[***marque la opción que usualmente se usa]***

- ❑ 1 Pago por un Aventón/raite
- ❑ 2 Vehículo propio o Amigo/familiar
- ❑ 3 Transporte público
- ❑ 4 Camina o va en bicicleta
- ❑ 5 Otro **(especifique)** ______(d9a)____________________

D10. Aproximadamente, ¿cuánto tiempo tarda en llegar a?:(CALCULA EN MINUTOS!)

a. ¿Hacer compras? número de minutos____ horas____
b. ¿Ir a la escuela? número de minutos____ horas____
c. ¿Ir a la clínica? número de minutos____ horas____Sección **V Empleo, Bienes e Ingresos**

E1. ¿En los últimos 12 meses, ¿cuántos meses trabajó en el campo o en los empaques de ensalada en los EE.UU.?***[Promedio de meses: 1 día o más por mes se cuenta como 1 mes]:***

☐ ☐ meses

[Ahora voy a hacerle algunas preguntas acerca del cultivo y tarea en su trabajo con su actual o más reciente empleador en el campo].

E2. ¿Cuántos años ha trabajado para su actual patrón? ***[Un Día o Más Por Año = Un Año]***

☐ ☐ años

E3. ¿Trabaja usted para este patrón sólo por temporadas o todo el año? ***[10 meses o más califica como todo el año]***

- ❑ 1 Todo el año

- ❑ 2 Por temporadas
- ❑ 3 No Sé (Primera Vez)

E4. ¿En qué cultivos o productos principales está (o estaba) trabajando en el trabajo actual o más reciente? a. _____(E4a)______ b. _______(e4b)________

E5. ¿Estos cultivos se consideran orgánicos? 1 Sí _____ 2 No ______

3 Algunos sí, Algunos no ___ 4 No sé ___

E6. ¿Qué son las dos tareas principales que hace (o hacía) usted en el trabajo actual o más reciente?

a. ________(e6a)____________ b. _______(e6b)_____________

E7. ¿cómo le pagan a usted el trabajo actual o más reciente? [**Marque la forma de pago en el último pago, elige sola una respuesta.]**

- ❑ 1 Por hora
- ❑ 2 Por unidad (contrato/pieza/a destajo)
- ❑ 3 Combinación hora y unidad
- ❑ 4 Salario u otro

E8. ¿Cuánto dinero recibió de su patrón en su último pago ($ o cheque)?

a. ¿Y...antes de las deducciones "en bruto/completo"?: $ _______________

b. ¿...Después de "rebajas/en limpio"?: $________________

E9. ¿Cuántas horas y días trabajó para ganar este pago?

a. Horas ________ b. días___________________

c. Cálculo rápido del entrevistado: Divide los (dólares total en bruto) entre (horas)=_____________ o dicho en otras palabras E8a/E9a__(calculo=e9c)______

1. Este cálculo le parece correcto? (e9c1) Sí ___ No ____
   [Si dice que no es correcto pase abajo a (E9c2.)]
2. Entonces cuánto gana por hora? (e9c2) $ ______.______

Ahora, unas preguntas sobre sus bienes e ingreso.

E10. ¿Cuál fue su ingreso familiar total (todos en su hogar) el año pasado - en 2016- en dólares en los EE.UU.)? **[Lea o muestre opciones. Marque sólo una]**

- ❑ 1 No Trabajé en 2016
- ❑ 2 Menos de 500
- ❑ 3 500 a 999
- ❑ 4 1,000 a 2,499
- ❑ 5 2,500 a 4,999
- ❑ 6 5,000 a 7,499
- ❑ 7 7,500 a 9,999
- ❑ 8 10,000 a 12,499
- ❑ 9 12,500 a 14,999
- ❑ 10 15,000 a 17,499
- ❑ 11 7,500 a 19,999
- ❑ 12 20,000 a 22,499
- ❑ 13 22,500 a 24,999
- ❑ 14 25,000 a 27,499
- ❑ 15 27,500 a 29,999
- ❑ 16 30,000 a 32,499
- ❑ 17 32,500 a 34,999
- ❑ 18 35,000 a 37,499
- ❑ 19 37,500 a 39,999
- ❑ 20 40,000 a 49,999
- ❑ 21 50,000 a 59,999
- ❑ 22 mas
- ❑ 23 No recuerda
- ❑ 24 No sabe

E11. ¿Es usted dueño o está comprando alguna de las siguientes propiedades en México (u otro país de origen)? ***[Lea opciones y marque todas las que correspondan]***

- ❑ A Un terreno para sembrar sí __ no __
- ❑ B Un terreno para construir casa sí __ no __
- ❑ C Casas número de casas ____
- ❑ D Un carro/camioneta ("troca") sí __ no __
- ❑ E Un negocio (especifique) : sí ____________________ no __
- ❑ F Otro (especifique) : sí ____________________ no __
- ❑ G Nada
- ❑ H 1 No sé
- ❑ H 2 No responde

E12. ¿Es usted dueño o está comprando alguna de las siguientes propiedades o cosas en los EE.UU.? ***[Lea opciones y todas marquen las que correspondan]***

- ❑ A Casas número de casas ____
- ❑ B Una casa móvil (un tráiler) sí __ no __
- ❑ C Un carro/camioneta ("troca") número de vehículos ____
- ❑ D Un negocio (especifique) : sí ____________________ no __
- ❑ E Otro (especifique) : sí ____________________ no __
- ❑ F Nada
- ❑ G 1 No sé
- ❑ G 2 No responde

E13. ¿Qué cambios sugiere para mejorar la vivienda de los trabajadores del campo de los condados de Monterey o Santa Cruz? Indique las cosas más importantes para usted.

a. ____

b. ____

c. ____

d. ____

E14. ¿Qué cambios sugiere para mejorar el transporte para los trabajadores del campo de los condados de Monterey o Santa Cruz? Indique las cosas más importantes para usted.

a. ____

b. ____

c. ____

d. ____

E15. ¿En su opinión, qué tipo de vivienda podría satisfacer las necesidades de usted y su familia?

____

____

____

____

____

Notas del encuestador:

____

____

____

Entrevistador debe dar el incentivo al entrevistado al completar el cuestionario.

$20 Incentivo pagado (Iniciales del entrevistador) ______________________

$20 incentivo recibido (Iniciales del entrevistado o marque X) _______________

Códigos

	Monterey Areas				Santa Cruz Areas
1	Aromas	13	Metz	24	Amesti
2	Blanco	14	Molus	25	Aptos Hill- Larkin Valley
3	Camphora	15	Moss Landing	26	Corralitos
4	Castroville	16	Natividad	27	Day Valley
5	Chualar	17	Neponset	28	Freedom
6	Elsa	18	Pajaro	29	Inrterlaken
7	Gonzales	19	Penvir	30	Johnston Corner
8	Greenfield	20	Prunedale	31	Port Watsonville
9	Harlem	21	Salinas	32	Watsonville
10	King City city	22	Soledad		
11	Las Lomas	23	Spreckles		
12	Marina				

cultivo	código	cultivo	código
Lechuga	1	Invenadero, vivero o nerseria	5
Verdura no lechuga	2	Empaque de ensalada	6
Fruta de arbol o uva	3	otro (especifique)	7
Mora, frambruesa, fresa	4		

Relación A.2

1 = Esposo/a o juntado/a

2 = hijo o hijo adoptivo

3 = hermano/a

4 = padre o madre

5 = nieto/a

6 = Otro pariente

7 = Otro ________

8= entrevistado

Año que entró A.9:

Si nació en EEUU, ponga 999

Notas del encuestador

Appendix 7: Survey Instrument. English

Survey of Farmworker Housing in the Salinas Valley and Pajaro Valley (2017) <u>Version 11, 6/15/2017</u>

Everything you tell me is confidential. I will not use your name in any way publicly. All of these questions are answered voluntarily. If you don't feel comfortable with any questions, you can opt to not respond. Is that clear? (YOU SHOULD HEAR "YES" BEFORE YOU MOVE FORWARD). ___ Yes (continue) ___ No (thank them)

Name (without surname) of the person being interviewed ____________________

Zip Code_______ Neighborhood __________ Town or City ______________

Language of the interview ____________ Place of the interview ____________

Date: Month/Day/year Time_________

Crop	Code	Crop	Code
Lettuce	1	Forestry, Nursery	5
Vegetable other than lettuce	2	Salad packing	6
Tree fruit or grape	3	Other (specify)	7
Strawberry, raspberry, blackberry	4		

Codes:

Interviewer	Interviewee	Place	Employer	Crop

Section I. Demographics [THIS DATA IS GATHERED ON A CHART IN SPANISH VERSION)

Relatives and other people living together in your home (that share the same budget):

For each person up to 18, fill in table with up to 18 lines:

A1. First name

A2. Relationship: Code for responses: 1. Husband/wife or partner, 2. Son or daughter or adopted son or daughter, 3. Brother/sister, 4. Mother/father, 5. niece/nephew, 6.other relative, 7. Other, specify, 8. the interviewee

A3. Male/Female

A4. Year of birth

A5. Marital status: Married, together, single, widowed, divorced

A6. State where born

A7. US or Mexico

A8. Other country of origin

A9. Year entered the US for the first time: if born in the US, put "999"

A10. School: number of years of school completed

A11. Have worked in agriculture for one month or more in the US in the past 12 months: Yes/No

B1. a. How many children younger than 21 live outside your home? #_______

b. How many in Mexico, Central America, other?
#______

c. Of those, how many live in the US?
#______

B2. Information about people in the home who are not relatives:

Besides the people already mentioned, are there others who live with you and don't share your income or expenses? Yes/No. [*If the answer is "no," go to B3.]*

Include all those who live at the same address or the same home although they sleep outside the house. THOSE WHO HAVE LIVED THERE FOR A MONTH OR MORE.

	1. Men	2.Women	3.Working in agriculture in the US for most of the past 12 month
b. how many older than 18?			Yes/No
c. how many less than 18?			Yes/No

B2d. Total of those listed in A1 _____ and all those listed in B2____ = ________

Section II. Location of Housing and Annual Migration

B3. Do you have a permanent home where you have lived six months or more in the past for the past 12 months? *[6 months or more in a home during the past 12 months is the definition!]*

Yes *[continue to #B3.a]*

No *[go to #B5]*

	1. City	2. State [*if it's not in the US or Mexico, put the name of the country]*
a. In which town is it?		

[Look at the list of places in the last page, 22, of this survey, put the number if it's local. Otherwise, write the place and state (or country if it is not in the US or Mexico]

[B4 is for those who have a permanent local home (to which they can travel daily to work) where they stayed six months during the past 12 months. If it doesn't meet this definition, go to B5]

B4. During the past 12 months, have you slept in another place to get or maintain your job?

- ☐ Yes *[continue to #B4a]*
- ☐ No *[go to #B6]*

Please tell us the names of four of those other places that were the most important where you went to work:

a. City	b. State
1	
2	
3	
4	

B5. *[For those who have NOT staYed in a permanent house for 6 months during the past 12 months. This complies with the definition of "migrant."]*

Tell me the places where you have lived and approximately how many months you have lived there, beginning with the present and going back in time from that.

	1.	2.	3.	4.	5.	6.
	Town/city	State	Less than 1 month	1-3 months	4-6 months	More than 6 months
a. Today						
b. Before that						
c. Before that						
d. Before that						

e. Before that						
f. Before that						
g. Before that						
h. Before that						

B6. For most of the time, while you are working in Monterey or Santa Cruz County, where do you live? [*Mark just one option. In many cases, they already said (in B3) that they have a permanent home. But mark the answer before going to #C1.J]*

- ☐ I return to my permanent home within the two counties *[if this marked, go to Question #C1]*
- ☐ I return to my permanent home in a county nearby where I can return every night . (a.) (specify the town________________________, county ____________ *[If this is marked, go to Quetsion #C1]*
- ☐ I stay at the ranch where I work.
- ☐ I stay with relatives/friends while I work in the two counties
- ☐ I stay in another place within the two counties. Explain: ________________
- ☐ I don't know
- ☐ No answer/response

B7. For your work now, when you have to stay outside your permanent home and you have to spend the night in the two counties (Monterey, Santa Cruz), what type of housing is it? *[Read all the options and mark only one option that is the type most common where you stay – for most of the time]*

- ☐ A rented room
- ☐ House
- ☐ Apartment

- ☐ Motel
- ☐ Garage next to or separated from the house
- ☐ Mobile home
- ☐ Sleep outdoors
- ☐ Barracks of work
- ☐ Car/Pickup Truck
- ☐ Camping trailer
- ☐ Shelter
- ☐ In the street
- ☐ Other [*Describe]:*____________________
- ☐ No answer

B8. If you stay outside your home to work in the counties of Monterey and Santa Cruz, who accompanies you in that lodging? *[Read the following options and mark those that apply]*

- ☐ Only me
- ☐ Only my wife/husband
- ☐ One or more of my children
- ☐ My children and their wife/husband
- ☐ Others (specify) _______________
- ☐ I don't know
- ☐ No answer

B9. Why don't you stay to live in Monterey or Santa Cruz county while you live here? [*Mark all those that apply]*

- ☐ I stay with my family or friends in another place, and from there I travel to Monterey or Santa Cruz County
- ☐ I can't find a place to live in Monterey or Santa Cruz County
- ☐ It's too expensive to stay in Monterey or Santa Cruz County
- ☐ Other (specify): ________________________________
- ☐ I don't know
- ☐ No answer

B10. Would you prefer to have a permanent residence in Monterey or Santa Cruz County if it were possible?

- ☐ Yes
- ☐ No
- ☐ Doesn't apply, don't want permanent residence
- ☐ I don't know
- ☐ No answer

B10a. Please explain why you have this preference.

____

Section III. Conditions of Current Housing

Now, I want to ask you about the housing where you have lived most of the time in the past 3 months [Or if the interviewee just arrived from somewhere else, ask about the home in the area where they live although it's not the place where they have lived for the majority of the time in the past three months]

C1. Is your home on the ranch property of your employer or contractor boss?

Yes___b. which?

- ☐ Property of the farmer
- ☐ Property of the contractor
- ☐ Other _________________

No

C2. In what type of housing have you lived most of the time in the past three months? *[Or if the interviewee just arrived, ask about their local housing, read the options. Mark only the option where they have lived for the majority of the time]*

- ☐ House (separate)
- ☐ Apartment (various units within a building)
- ☐ Room or bed rented in an apartment or house
- ☐ Room in hotel, motel, etc.
- ☐ Room/bed in dormitory/boarding house
- ☐ Trailer/mobile home (in a mobile home park)
- ☐ Trailer on private property (not in a park)

- ☐ Recreational Vehicle/camper, etc. (not parked in formal place)
- ☐ Barracks or rooms with lots of beds
- ☐ Without housing (living outside/in car/tent/under a bridge or other place (such as garage) not considered to be housing
- ☐ Homeless
- ☐ Other (Explain) ______________________________

C3. The main place where you have lived in the past three months: is it part of housing program to help lower income people? *[You can use examples if necessary, such as CHISPA, Eden Housing, etc.]*

- ☐ Yes ____ *[Continue immediately below to C3a]*

  a. What is the name of the operator or manager of this housing program? _____________
- ☐ No ____ *[Go to C4]*

C4. Thinking of the house where you have lived for most of the time in the past 3 months, do you rent from someone else, are you owner, does the ranch give it to you or are you a visitor?

- ☐ Tenant *[go on to questions #C5 and don't answer C8-C10]*
- ☐ Owner*[go to question #C8 and don't answer C5-C7]*
- ☐ Provided by the ranch/farm *[go to question #C11]*
- ☐ I'm visiting *[go to question #C11]*
- ☐ Other ____________

For those who pay rent:

C5. Do you pay all the rent for your house or share it with other people?

- ☐ I pay all the rent, I don't share it with others *[go to #C7 and put the total of the rent]*
- ☐ I share it with others *[answer #C6 and #C7]*

C6. What is the total rent to rent the house for you and for everyone (your family and the others)?

- ☐ $_______ for ___ day ____ week ____ month

Or other (specify) ___________________

- ☐ I don't know
- ☐ No answer

C7. How much is the rent payment just paid by you (and your family) in the place where you live the majority of the time in the past 3 months?

- ☐ $_______ for ___ day ____ week ____ month
  Or other (specify) ___________________
- ☐ I don't know
- ☐ No answer

For homeowners:

C8. Is your house just yours, or only for your family, or did you buy it with other families or persons?

- ☐ My own house without others [*go to #C10 and put the <u>total</u> of the mortgage]*
- ☐ I bought it with others *[answer #C9 and #C10]*

C9. What is the monthly mortgage payment of the house for everyone?

- ☐ $_________
- ☐ No answer
- ☐ Don't know

C10. What is the monthly mortgage payment that is just your share?

- ☐ $_________
- ☐ No answer
- ☐ Don't know

C10a. Is this amount of mortgage just he mortgage or does it include insurance and/or taxes?

- ☐ Only mortgage
- ☐ Mortgage plus insurance
- ☐ Mortgage plus taxes

- ☐ Mortgage plus insurance and taxes
- ☐ Don't know

For everyone – renters and homeowners:

C11. Do you receive some income from tenants or people who rent?

- ☐ Yes __ and how much do you receive? $_____ by the
  ____day ____week___ month ____ other____________
- ☐ No
- ☐ Don't know
- ☐ No answer

For EVERYONE and about the place where you have lived most of the time in the past three months:

C12. How many bedrooms are there in the place where you live?
#_______

C13. How many bathrooms are there in the place where you live?
#_______

C14. How many kitchens are there in the place where you live?
#_______

C15. How many other rooms are there in the place where you live?
#_______

[living room, dining room, office, etc.]

C16. How many people sleep in the bedrooms/dormitories?

____ children, _____ adults

C17. Does anyone in the home use a room besides the bedrooms/dormitories for sleeping?

- ☐ Yes *[go to #C18]*
- ☐ No *[go to #C19]*

C18. How many sleep in the other places? [*mark all that apply]*

- ☐ Living Room # Children ______ # Adults ______
- ☐ Dining room # Children ______ # Adults ______
- ☐ Kitchen # Children ______ # Adults ______
- ☐ Hallway # Children ______ # Adults ______
- ☐ Garage # Children ______ # Adults ______
- ☐ Closet # Children ______ # Adults ______
- ☐ Improvised structure # Children ______ # Adults ______
- ☐ Other (specify) # Children ______ # Adults ______
- ☐ Other (specify) # Children ______ # Adults ______

C19. During the past week, how many people in total slept every day in your home, including all the areas inside and outside your home?

#_____ *[If it's not equal to B2d, make a note]*____

C20. Is there a season during the year when there are more people sleeping here in your house?

- ☐ Yes _____ *[continue to C20a]*
  a. In which month (or months) are there more people sleeping here in your house? ________________ ______________________

C21. Have there been occasions in the past 12 months when you couldn't pay the rent or mortgage because a resident in the house couldn't pay their part?

- ☐ Yes
- ☐ No

  a. Explain why ____

C22. Is there a season of the year when you have more difficulty in paying your rent or mortgage?

- ☐ Yes
- ☐ No

b. In which month or months do you have this difficulty? _________ _________

C23. How much do you pay <u>every month</u> for the following services? *[Indicate first if electricity, gas, and water is paid together or separately, If paid together, put the answer and move to C24. If the payment is for more than one month, divide the amount by the number of months to calculate the amount paid per month]*

If paid together:

a.Light and gas (PG&E) and water	**$________**	**It's included ____**	**Don't have ____**	**Don't know _____**

Or paid separately:

b.Light and gas together (PG&E)	$________	It's included ______	Don't have _______	Don't know _____
c.Only electricity (PG&E)	$________	It's included ______	Don't have _______	Don't know _____
d.Only Gas (PG&E)	$________	It's included ______	Don't have _______	Don't know _____

e.Water	$________	It's included ______	Don't have ________	Don't know _____

C24. And how much do you pay each month for these other services? *[If the payment is for more than one month, divide the amount by the number of months to calculate the amount paid per month]*

a.trash	$________	It's included ______	Don't have ________	Don't know _____
b.telephone	$________	It's included ______	Don't have ________	Don't know _____
c.cable	$________	It's included ______	Don't have ________	Don't know _____
d.internet	$________	It's included ______	Don't have ________	Don't know _____
e. other (specify)____	$________	It's included ______	Don't have ________	Don't know _____

C25. Do you have the following services in the place where you have lived the majority of the time in the last three months. Tell me also if something doesn't work.

	Do you have it?	**Does it work?**
Hot water, indoor plumbing	☐ Yes ___ No	☐ Yes ___ No
Cold water, indoor plumbing	Yes ___ No	☐ Yes ___ No
Toilet, with drainage	☐ Yes ___ No	☐ Yes ___ No
Shower or Tub	☐ Yes ___ No	☐ Yes ___ No
Stove	☐ Yes ___ No	☐ Yes ___ No
Electric Stovetop	☐ Yes ___ No	☐ Yes ___ No
Refrigerator	☐ Yes ___ No	☐ Yes ___ No
Central heating (not a portable heater)	☐ Yes ___ No	☐ Yes ___ No
Air conditioning	☐ Yes ___ No	☐ Yes ___ No

Laundry equipment	☐ Yes ___ No	☐ Yes ___ No
Telephone (land line or cellular)	☐ Yes ___ No	
Other	☐ Yes ___ No	

C26. Often there are people who complain about conditions in their home. Have you have any problems in the home where you have lived the majority of the time in the past 3 months? *[If owner, ask: Have you had problems after buying the house?]*

[Let the interviewee answer without giving examples. Write their complete answer. After they answer spontaneously, read the complete list of options below that that they have not mentioned. If you realize other problems from observing the home, please make a note explaining that it is an observation.]

- ☐ Rust
- ☐ Plumbing that doesn't work
- ☐ Dripping
- ☐ Lack of Bathrooms
- ___ Noise
- ___ Lack of security
- ___ Lack of heating or air
- ___ Insects
- ☐ The landlord doesn't listen to us or pay attention to us
- ☐ Rodents
- ☐ Other

C27. Besides your main residence in the past 3 months *[or if you just arrived, where you live now]*, have you had any problem with other homes during the past two years, in any place where you have lived while working in Monterey or Santa Cruz County?

- ☐ Yes a. What problem? ____________________________________
- ☐ No
- ☐ Don't know
- ☐ No answer

For renters:

C28. Did the owner of your house or room respond when it was necessary to make some repairs in your home?

- ☐ Yes [*Go to C30*]
- ☐ No a. Explain what happened. *[Write a complete answer]*____
- ☐ Don't know
- ☐ No answer

C29. If the owner didn't respond, did you make some type of report or complaint to the authorities or other person?

- ☐ Yes a. Explain what happened ________________________________
- ☐ No b. Why didn't you do anything? ____________________________
- ☐ Don't know
- ☐ No answer

C30. In the past 12 months, while you worked in agriculture in Monterey or Santa Cruz County, have you had to spend less on food or medical attention in order to pay the rent or mortgage?

- ☐ Yes
- ☐ No
- ☐ Don't know
- ☐ No answer

C31. Have you heard of programs that offer reduced rents, or help with the rent for low-income people? For example, HUD, Section 8, farmworker public housing, emergency rental assistance, or shelters for the homeless.

- ☐ Yes
- ☐ No
- ☐ Don't know
- ☐ No answer

Section IV. Transportation

[The following questions deal with the commute back and forth to work today or most recently while you are working in Santa Cruz County or Monterey County.]

D1. How do go to work now or most recently?

[Mark all those that apply]

- ☐ Ride/“raite” (carpool)
  - a. With whom do you ride? ______________________________
- ☐ Own vehicle
- ☐ Friend/relative
- ☐ Boss, contractor or farmer
- ☐ Other rideshare
- ☐ Bus or van of the ranch/farm
- ☐ Public bus
- ☐ Walk or go on bicycle
- ☐ Other (specify) __________________

D2. When did you receive your California driver’s license? Year ________

Don’t have one ______

D3. Have you changed your mode of travelling to work because you got your license?

- ☐ Yes *[Explain how it changed]* ___________________________________
- ☐ No
- ☐ Don’t know
- ☐ No answer

D4. What is the distance between your work today or most recent and the place where you live now? *(If they answer “it depends” take an average)*

- I live in the same place where I work
- 1-9 miles or less
- 10-24 miles
- 25-49 miles from the place where I work
- 50-74 miles
- 75 miles or more
- It's different every day

D5. Approximately, how long does it take you to get to work (or, only one way) ____ hours ____ minutes

- Don't know
- No answer

D6. Approximately, how much do you spent on travel to work, round trip, in money or in gasoline?

a. $_________ b. per _____ day _____ week ____ month

- Don't know
- No answer

D7. What is your usual mode of travel to go shopping? [*Mark the option you usually use]*

- I pay for a ride
- Own vehicle or a friend/relative
- Public transit
- Walk or go by bicycle
- Other *[specify]* ______________________

D8. What is your usual mode of travel to go to school? *(Mark the option that you usually use)*

- I pay for a ride
- Own vehicle or a friend/relative
- Public transit
- Walk or go by bicycle
- Other *[specify]*______________________

D9. What is your usual mode of travel to get medical assistance? *(Mark the option that you usually use)*

- ☐ I pay for a ride
- ☐ Own vehicle or a friend/relative
- ☐ Public transit
- ☐ Walk or go by bicycle
- ☐ Other *[specify]* ____________________

D10. Approximately, how much time does it take you to arrive at?:

a. Going shopping? Number of minutes ____ Hours ____
b. Going to school? Number of minutes ____ Hours ____
c. Going to the clinic? Number of minutes ____ Hours ____

Section V. Work, Assets, and Income

E1. In the last twelve months, how many months did you work in the field or packing plant in the US? *[Average of months: 1 day or more per month counts as 1 month]* _____ ______ months

[Now we are going to ask some questions about the crop and work in your job with your present or most recent employer in the field.]

E2. How many years have you worked for your current employer? *[One Day or more per year = one year]*

______ _____ years

E3. Do you work for this employer only FOR PART OF THE YEAR or year-round? *[10 months or more qualifies as "all year" or "year round"]*

- ☐ All year
- ☐ PART OF THE YEAR
- ☐ Don't know (first time)

E4. In what crops or products do you mainly work or did work either today or most recently?

a. ________________ b.______________

E5. Are these crops considered organic? Yes_______ No _____

Some yes, some no _______ I don't know _________

E6. What are the two principal jobs do you do (or have you done) in your current job or most recent job?

a.______________________ b. ______________________

E7. How are you paid now, or in your current or most recent job? *[Mark the form of pay of this paycheck, choose only one answer.]*

- ☐ By the hour
- ☐ By the unit (contract/piece/piecework)
- ☐ Combination of hour and piece
- ☐ Salary or other

E8. How much money did you receive from your employer in your last pay (cash or check)?

a. And..Before deductions, "gross"?
   $_______________
b. After deductions? $
   ____

E9. How many hours and days did you work to earn that pay?

a. Hours _______________ b. Days _________________
b. Quick calculation by the interviewer: Divide the (gross dollars) by the (hours) = ____________ or said in other words E8a/E9a = ____________
   1. Does this seem correct? Yes_______ No _________
      [If they say it's not correct, go below to E9c2]
   2. Then what do you think you earn per hour?
      $_______________

Now, some questions about Income and Assets.

E10. What is your total family income (everyone in your home) last year – 2016 – in US dollars? *[Read or show them the options. Mark just one.]*

- ☐ I didn't work in 2016
- ☐ Less than 500
- ☐ 500 to 999
- ☐ 1,000 to 2,499
- ☐ 2,500 to 4,999
- ☐ 5,000 to 7,499
- ☐ 7,500 to 9,999
- ☐ 10,000 to 12, 499
- ☐ 12,500 to 14,999
- ☐ 15,000 to 17,449
- ☐ 17,500 to 19,999
- ☐ 20,000 to 22,499

__22,500 to 24,999
__ 25,000 to 27,499
__ 27,500 to 29,999
___30,000 to 32,499
___ 32,500 to 34,999
___ 35,000 to 37,499
___ 37,500 to 39,999
___ 40,000 to 49,999
___ 50,000 to 59,999
___ more
___ don't remember
___ don't know

E11. Are you the owner, or are you buying any of the following properties in Mexico (or other country of origin) ? [*Read the options and mark all of the ones that apply.]*

- ☐ Land to cultivate — Yes ___ No ___
- ☐ Land to build a house — Yes ___ No ___
- ☐ Houses — Number of houses ____
- ☐ A car or truck — Yes ___ No ____
- ☐ A business (specify) — Yes_________ No ____
- ☐ Other (specify) — Yes _________ No ____
- ☐ Nothing
- ☐ Don't know
- ☐ Don't answer

E12. Are you the owner or are you buying any of the following property in the US? *[Read the options and mark all that apply.]*

- ☐ Houses — Number of houses ____
- ☐ A mobile home/trailer — Yes ____ No ____
- ☐ A car or truck — Number of vehicles____
- ☐ A business (specify) — Yes_________ No ____
- ☐ Other (specify) — Yes _________ No ____
- ☐ Nothing
- ☐ Don't know

☐ Don't answer

E13. What changes would you suggest to improve housing for farmworkers in Monterey and Santa Cruz County? State the most important things for you.

a. b. c. d.

E14. What changes would you suggest to improve housing for farmworkers in Monterey and Santa Cruz County? State the most important things for you.

a. b. c. d.

E15. In your opinion, what type of housing would satisfy the needs of you and your family?

____

Notes of interviewer:

____

____

Codes

	Monterey Areas			***Santa Cruz Areas***	
1	***Aromas***	***13***	***Metz***	***24***	***Amesti***
2	***Blanco***	***14***	***Molus***	***25***	***Aptos Hill-Larkin Valley***
3	***Camphora***	***15***	***Moss landing***	***26***	***Corralitos***
4	***Castroville***	***16***	***Natividad***	***27***	***Day Valley***
5	***Chualar***	***17***	***Neponse***	***28***	***Freedom***
6	***Elsa***	***18***	***Pajaro***	***29***	***Interlaken***
7	***Gonzales***	***19***	***Penvir***	***30***	***Johnston Corner***
8	***Greenfield***	***20***	***Prunedale***	***31***	***Port Watsonville***
9	***Harlem***	***21***	***Salinas***	***32***	***Watsonville***
10	***King City***	***22***	***Soledad***		
11	***Las Lomas***	***23***	***Spreckles***		
12	***Marina***				

APPENDIX 8: Summary Profiles and Descriptions of Select Organizations

Non-Profit Organizations	Units	Staff	Annual Budget ($M)	Public Funding Sources
Community Housing Imrovement Systems and Planning Association (CHISPA)	2,268	50	$3.46	
Community Housing Imrovement Systems and Planning Association (CHISPA) Salinas, CA				Tax Credits, USDA Section 515, HCD Joe Serna, HCD Home
CHIPSA Housing Management, Inc Salinas, CA				
Central Coast Residential Builders Salinas, CA				
Eden Housing, Inc	8,526	99	$13.20	
Eden Housing, Inc Hayward, CA			$7.24	Tax Credits, USDA Section 515. HCD Joe Serna, HCD Home, HCD MHP, Bond Financing
Eden Housing Management, Inc Hayward, CA			$4.10	
Eden Housing Resident Services, Inc Hayward, CA			$1.86	
MidPen	7,658	375	$20.56	
MidPen Housing Corporation Foster City, CA			$9.23	Tax Credits, USDA Section 515, HCD Joe Serna, HCD Home
MidPen Property Management Corporation Foster City, CA			$3.94	
MidPen Resident Services Corporation Foster City, CA			$7.39	

For-Profit Organizations	Units	Staff	Annual Budget ($M)	Funding Sources
The John Stewart Company	20,000	1,000+	Private	
The John Stewart Company San Francisco, CA				HUD, CHFA, HCD and Tax Credit
The John Stewart Company Property Management Salinas, CA				
The John Stewart Company Resident Services Salinas, CA				

Community Housing Improvement Systems and Planning Association (CHISPA)

CHISPA, Inc.
295 Main St., Suite 100
Salinas, CA 93901

Mission Statement: To improve people's lives and create healthy neighborhoods by developing, selling, owning and managing affordable homes.

Organizational Description: CHISPA (Community Housing Improvement Systems and Planning Association, Inc.) is the largest private, nonprofit housing developer based in Monterey County. Since its incorporation in 1980, CHISPA has built and renovated 2,268 single-family homes and apartments for low and moderate-income people in Monterey, San Benito, and Santa Cruz Counties.

CHISPA is a 501 (c)(3) nonprofit Community-based Housing Development Organization (CHDO), overseen by a nine-member Board of Directors. The board members have diverse backgrounds and experience in law, agriculture, education, banking, and business.

CHISPA offers onsite educational and recreational programs for the residents in rental properties. Resident services are provided through partnership with local community organizations and individual instructors, including YMCA, Boys and Girls Club of Monterey County, Read to Me Project, Alisal Percussion, Arts Council for Monterey County, and Alliance on Aging.

CHISPA manages all its apartment buildings with its subsidiary management company CHISPA Housing Management (CHMI). CHISPA constructs its apartment buildings and homes with its in-house general contracting company Central Coast Residential Builders (CCRB).

Eden Housing, Inc.

22645 Grand Street

Hayward, CA 94541

Mission: The mission of Eden Housing is to build and maintain high quality, well-managed, service-enhanced affordable housing communities that meet the diverse needs of lower income families, seniors, and persons with disabilities.

History: Eden Housing was founded in 1968 by six community activists who were greatly concerned about the lack of non-discriminatory affordable housing in Alameda County. These pioneers, working out of makeshift "headquarters" such as local coffee shops, were initiated into affordable housing development by rehabilitating six older homes in Oakland for first time homebuyer families. Their next project was much larger — development of the 150-unit Josephine Lum Lodge for seniors in Hayward.

Organizational Description: For 50 years, Eden has demonstrated that safe, decent, affordable homes provide a platform for families to succeed. Our homes are the launching pad for children to go to college and families to get ahead, and a landing place for seniors to age in place with dignity, courtesy and respect.

Eden has worked in partnership with cities and local community partners to develop or acquire more than 10,600 homes in communities throughout California, currently serving a diverse population of 22,000 low-income residents from all cultures and backgrounds. Since our humble beginnings, more than 100,000 people have come home to an Eden community.

In the mid-1980's, to guarantee that our properties remain affordable and professionally maintained long-term, Eden incorporated an affiliate property management company, Eden Housing Management, Inc. (EHMI). In the mid-1990's, Eden expanded to provide free onsite resident support services through Eden Housing Resident Services, Inc.

Eden Housing has over $138 million in assets making it one of the largest non-profit housing developers in the United States.

MidPen Housing Corporation

- Headquarters:
  - 303 Vintage Park Drive
    Suite 250
    Foster City, CA 94404
- Coastal Office:
  - 275 Main Street
    Suite 204
    Watsonville, CA 95076
    831-707-2130
- East Bay Office:
  - 1970 Broadway
    Suite 440
    Oakland, CA 94612
- North Bay Office:
  - 558 B Street
    Santa Rosa, CA 9540

Mission: To provide safe, affordable housing of high quality to those in need; establish stability and opportunity in the lives of residents; and foster diverse communities that allow people from all ethnic, social and economic backgrounds to live in dignity, harmony and mutual respect.

History: In 1970, a small but influential coalition of Silicon Valley entrepreneurs, UC Berkeley and Stanford faculty and other community leaders came together to address concerns over the lack of affordable housing in the San Francisco Bay Area. Out of their vision to create affordable housing solutions and with David Packard's personal guarantee on the first line of credit, MidPen Housing was born.

Organizational Description: Driven by the belief that there had to be a better way to build affordable housing, MidPen began to champion a whole new industry. Leaving behind the public housing of the 1970s, known for its poor design, poor management, crime and segregation, they created a new paradigm: beautifully designed, well-managed housing built near good schools and jobs. The kind of communities that make residents proud, revitalize cities, win awards, and make great neighbors.

In the 45-plus years since they were founded, MidPen has built on the passion, pioneering spirit and values of our founders: innovation, collaboration, shaking the status quo and commitment to a clear social mission.
The MidPen family of companies includes MidPen Property Management Corporation and MidPen Resident Services Corporation. With $126 million in

assets, the organization is one of the largest non-profit housing developers in the United States.

Housing Authority of the County of Monterey

Mission: The Mission Statement of The Housing Authority of the County of Monterey is: "To provide, administer, and encourage quality affordable housing and related services to eligible residents of Monterey County"

The Housing Authority accomplishes its mission by providing a variety of housing and services through:

- Housing Choice Vouchers (formerly Section 8)
- Public Housing
- Farm Labor Housing
- Tax Credit and other Affordable Housing Programs

The Housing Authority partners with a broad spectrum of community non-profits, city and county agencies, and state organizations to address affordable housing and housing shortage issues.

History: The Housing Authority of the County of Monterey (HACM) was created under the authority of the Health and Safety Code by Resolution which identified a need for safe and sanitary low-income housing, by the Monterey County Board of Supervisors on March 17, 1941.

Organizational Description: The Housing Authority of the County of Monterey provides a variety of housing and services to low and moderate-income residents of Monterey County.

The Housing Authority is supported by grants and special allocations from the U.S. Department of Housing and Urban Development and the State of California housing programs. In addition, the Monterey County Inclusionary Housing Fund often provides seed money for housing development projects. The agency receives no general fund allocation, tax increment revenue, or special funding from the State of California, the County of Monterey or any city government. The Housing Authority of the County of Monterey is growing, as is evidenced by its expanding financial capacity.

HACM currently employs approximately 77 individuals and has a budget of $41 million, a substantial portion of the budget or $28 million was expended on housing vouchers. As of 2016 HACM had total assets of approximately $140 million.

Housing Authority of the County of Santa Cruz

Mission: The mission of the Housing Authority of the County of Santa Cruz is to promote access to quality affordable housing, utilize housing as a platform for improving quality of life, and support inclusive, healthy and sustainable communities free from discrimination.

History: The Housing Authority of the County of Santa Cruz was created in 1969 with the charter to provide housing assistance for the county's low and moderate-income residents. The Agency also administers the Housing Authorities for the Cities of San Juan Bautista and Hollister on a contract basis.

Organizational Description: The Housing Authority is an independent agency governed by a seven-member Board of Commissioners. The County Board of Supervisors, on an at-large basis, appoints the Commissioners. Two of the Commissioners must be tenants of the Housing Authority, of which one must also be over 62 years of age. The Agency has been designated as "High Performing" by HUD for over 10 years. It employs 64 staff and operates with an annual budget of $64 million (of which $54 million are pass-through funds). Current programs include: administration of Housing Choice Voucher ("Section 8") program (4,539 vouchers including 286 VASH), and management of 234 units of low income public housing, 106 units of migrant farmworker housing, 70 units of USDA farmworker housing, and tax credit apartments and transitional housing units. The Housing Authority also provides a wide variety of additional services related to family self-sufficiency, housing rehabilitation, and homebuyer assistance.

HACSC currently employs approximately 65 individuals and has a budget of $65 million, a substantial portion of the budget or $57 million was expended on housing vouchers. As of 2016 HACSC had total assets of approximately $25 million.

Appendix 9: Non-Profit, For-Profit, and Public Agencies that Supply and Manage Affordable Housing in Santa Cruz and Monterey Counties

EAH Housing
Non-Profit Housing Developer
San Rafael, California
www.eahhousing.org

The John Stewart Company
For-Profit Housing Developer
San Francisco, California
www.jsco.net

Mercy Housing
Non-Profit Housing Developer
San Francisco, California
www.mercyhousing.org

The Pacific Companies
For-Profit Housing Developer
Eagle, Idaho
www.tpchousing.com

Appendix 10: Permanent Affordable Farmworker Housing Demand Model

Assumptions	
Total Farmworkers	91,500
Married to Farmworker	50%
Married to Non-Farmworker	23%
Single	27%
Respondents w/Minor Children	57%
Migrant	20%
Migrant w/Family	10%
Migrant Desiring Perm Resd	80%
Minors Per Respondent	1.36

Total Farmworker (FW) Population Including Minor Children		
Married		
FW w/FW Spouse	50%	45,750
FW w/Non-FW Spouse	23%	21,045
Single		
All Single FW	27%	24,705
Total Married and Single		91,500
Migrant Adjustment	-20%	(18,300)
Permanent FW Residents		**73,200**
Minor Children per FW	**1.36**	**99,552**
Non- FW Spouse of FW Adjustment	**23%**	**21,045**
Total Including Minor Children		**193,797**

Farmworker Range of Housing Demand based on People Per Dwelling (PPD)				
		Demand	**Renters vs. Owners**	
Total Number of Individuals	**193,797**		**Renters**	**Owners**
Monterey County	**127,906**		**89%**	**11%**
At Current PPD	7.00	18,272	16,262	2,010
At Hispanic PPD	4.38	29,202	25,990	3,212

At Average PPD	3.23	39,599	35,243	4,356
Santa Cruz County	**65,891**		**89%**	**11%**
At Current PPD	7.00	9,413	8,378	1,035
At Hispanic PPD	4.33	15,217	13,543	1,674
At Average PPD	2.60	25,343	22,555	2,788
Both Counties	**193,797**		**89%**	**11%**
At Current PPD		27,685	24,640	3,045
At Hispanic PPD		44,420	39,533	4,886
At Average PPD		64,942	57,798	7,144

Farmworker Affordable Housing Demand		
Monterey County	**Access Rate**	**Rental**
At Current PPD	7.60%	1,236
At Hispanic PPD	7.60%	1,975
At Average PPD	7.60%	2,679
Santa Cruz County		
At Current PPD	7.60%	637
At Hispanic PPD	7.60%	1,029
At Average PPD	7.60%	1,714
Both Counties		
At Current PPD	7.60%	1,873
At Hispanic PPD	7.60%	3,005
At Average PPD	7.60%	4,393

Affordable Housing Gap			
Monterey County	**Demand**	**Supply**	**Gap**
At Current PPD	1,236	448	788
At Hispanic PPD	1,975	448	1,527
At Average PPD	2,679	448	2,231
Santa Cruz County	**Demand**	**Supply**	**Gap**
At Current PPD	637	368	269
At Hispanic PPD	1,029	368	661
At Average PPD	1,714	368	1,346
Both Counties	**Demand**	**Supply**	**Gap**

At Current PPD	1,873	816	1,057
At Hispanic PPD	3,005	816	2,189
At Average PPD	4,393	816	3,577

Appendix 11: Regional Forum – April 19, 2018

Figures and Tables

End Notes

[1] 24/7 Wall St., http://247wallst.com/special-report/2017/06/24/americas-25-least-affordable-housing-markets-2/.
[2] Questionnaire response of Barbara Macri-Ortiz, Ventura County attorney and community activist, November 7, 2017.
[3] While there are no absolute guarantees, Section 521 Rural Rental Assistance contracts are renewable on an annual basis subject to Congressional appropriations.
[4] Email from Alex Castilla, Property Portfolio Supervisor, Cabrillo Economic Development Corporation, January 12, 2018.
[5] The Serna Program has not had new funding since the exhaustion of bond proceeds from Proposition 1C, which was approved by California voters in 2006. However, the Legislature's passage of SB 2 in 2017 could provide about $25 million annually for Serna. Further, if voters approve the Veterans and Affordable Housing Bond Act of 2018 on the November 2018 State ballot, another $300 million will be earmarked for Serna.
[6] In the 1990s, USDA provided larger awards of Section 514/516 across the counter; now, the total dollar award of loans and grants per project is capped at $3 million and the funds are highly competitive and leveraged. The Family Housing Demonstration Program was briefly operated as a component of the Multifamily Housing Program to test innovative strategies of providing affordable housing combined with child care and job training to help families eligible for CALWORKs move from welfare to work.
[7] 24/7 Wall St., http://247wallst.com/special-report/2017/06/24/americas-25-least-affordable-housing-markets-2/.
[8] See https://www.jlcbuild.com/companies/jl-modular/.
[9] While there are no absolute guarantees, Section 521 Rural Rental Assistance contracts are renewable on an annual basis subject to Congressional appropriations.
[10] The concept of Zero Net Energy differs from LEED (Leadership in Energy and Environmental Design) in that the assessment is performed by measuring the amount of renewable energy produced over time rather than giving points to systems that may work in the short-run but will not provide the same amount of energy savings in the long-run.
[xi] Before the Digital Literacy class was created, ACCESS from Empower Yolo conducted three computer classes every quarter. The subjects taught were how to use a computer, how to create an email account, and how to use School Loop. Classes were mainly aimed at parents who wanted to become computer-conversant.
[xii] *Dept. of Agriculture and Weights & Measures: 2016 Agricultural Crop Report*, Napa County, April 2017, p. 3.
[xiii] *Final Report: 2012 Napa County Farmworker Housing Needs Assessment*, Executive Summary, Bay Area Economics, produced for Napa County Housing and Intergovernmental Affairs, 2012, pp. vi-viii.
[xiv] *Rural Migration News*, January 2010, Volume 16, Number 1.
[xv] *Rural Migration News*, October 2000, Volume 6, Number 4.
[xvi] SB 2 imposes a $75 per document recordation fee on real estate transactions, not including home sales. Ten percent of the proceeds must be used for farmworker housing.
[xvii] Currently, County code allows for the development of farmworker housing by right on agricultural land.
[xviii] Food services, including cooks and other staff, supplies, and maintenance, accounts for $128,577 of total expenses.
[xix] At the time of this research, December 2017, there were 52 lodgers present.
[xx] 2018 will be the 20th anniversary of the Cinco de Mayo, Inc., golf tournament and will probably surpass the $1 million mark.