

bae urban economics

Final Report: 2012 Napa County Farmworker Housing Needs Assessment

Submitted to:
Lawrance Florin, Director
Napa County Housing and Intergovernmental Affairs

March 29, 2013

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March 29, 2013

Lawrance Florin, Director
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Via e-mail: lawrance.florin@countyofnapa.org

Dear Larry:

Attached, please find the Final Report for the Napa Farmworker Housing Needs Assessment, incorporating revisions in response to comments received from the Housing Commission and industry stakeholders.

It has been a pleasure to work with you, Nancy Johnson, and other Napa community members on this study. Please don't hesitate to contact us if you have any questions.

Sincerely,



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Executive Summary

The Napa County agricultural industry forms the backbone of the local economy, and farmworkers play an important role in creating and sustaining agricultural production. However, a large segment of the county's permanent and seasonal farmworkers face shortages of affordable housing, with needs ranging from permanent housing for families to shared housing for single migrant workers. In order to better understand the existing housing demand, preferences, and needs of local farmworkers, Napa County hired BAE Urban Economics (BAE), Howard Siegel, and the California Human Development Corporation (CHDC) to conduct a comprehensive housing needs assessment for workers employed in the County's agriculture sector. A focal point of the farmworker housing study is a survey of 350 local farmworkers, which took place between June and October 2012. In addition, this report provides findings from background industry analysis, including information acquired through published data sources, a review of research published by others, interviews with over 20 stakeholders familiar with farmworker housing conditions in Napa, and a survey of agricultural employers who operate in Napa County. These background findings provide the context necessary to interpret results from the farmworker survey.

Napa County Agriculture

Napa County's economy is based on its \$430 million agriculture industry, the value of which arises almost exclusively from its wine grape crops (98 percent). Over the past two decades, the value of Napa County's wine grape crop has almost doubled even as the total tonnage of wine grapes produced has increased by only seven percent, indicating that much of the increase in crop value is due to increased demand for Napa grapes and the related rise in commodity prices. As wine grape prices soared, the opportunity cost of cultivating other crops on land that could produce wine grapes mounted and the agricultural sector continued to transition away from historical agricultural activities (mostly ranching and orchards) and towards investments in export-oriented crops that can capitalize on their Napa County origin in subsequent packaging and marketing processes. Indeed, olives are one of the few non-grape crops whose harvested tonnage increased over the last decade, from 387 tons in 2004 to 856 tons in 2010. Olives are also the most valuable crop produced in Napa County after wine grapes, yet this crop still represents only a small fraction of the county's total cultivated acreage and crop value. Overall, the marketing appeal of the Napa County location, in combination with the high quality of the crops produced, has solidified the County's agriculture industry as the backbone of the local economy.

Demand for farmworker labor is determined in part by the agricultural management techniques that farm owners and managers choose to implement. As the price premium associated with agricultural products grown in Napa has soared, quality expectations for Napa grapes, wine, and other luxury agricultural products like olives have kept pace. In order to produce the highest quality product possible, Napa vineyards have implemented significantly more labor-intensive

canopy management procedures than in the past and have implemented a denser spacing of vineyard rows; both measures have increased demand for skilled farmworker labor. Conversely, the push to produce an extremely high quality product has limited the use of mechanization in the Napa County grape growing industry, even as this trend has taken hold in other grape growing regions throughout California. Further, input from grape growing industry representatives indicates that Napa County vineyards may undertake widespread replanting activity in the short term. This trend would initially increase the demand for farmworker labor as vineyards remove old vines and replant; but this burst of activity would be followed by a three to four year period during which the new vines will not require harvesting.

Finally, over the past two decades the Napa wine industry has been marked by the consolidation of smaller wineries and the arrival of large publicly-traded corporations, which have undertaken several measures to reduce labor costs including the outsourcing of labor management to outside labor contractors. These contractors tend to import farmworkers with fewer skills and less experience than local farmworkers who work directly for vineyards and growers. In the experience of several stakeholders interviewed as part of this study, local farmworkers who work directly for vineyards and growers tend to have years of specialized vineyard experience. Meanwhile, some growers have reportedly moved away from use of labor contractors and returned to direct hire methods after determining that the skill levels of the farmworkers furnished by labor contractors were unacceptably low.

Farmworker Labor Patterns

It is notoriously difficult to secure accurate data regarding agricultural workers; nonetheless, data from the California Employment Development Department (EDD) indicate that agricultural employers located in Napa hire approximately 5,000 farmworkers on average every year, not counting farmworkers employed informally or those who work for labor contractors based outside of the County. Since these unreported farmworkers are most likely to supplement the existing workforce during peak suckering and harvesting seasons, it is likely that farmworker employment during peak seasons exceeds the EDD estimates of 7,000 peak season workers on average. Although the exact numbers of farmworkers are difficult to pin down, the general trend in the figures suggests that demand for farmworkers increased overall during the 1990s and the increase in demand for year-round or almost year-round farmworkers has been particularly notable. As a result, an increasing number of the county's farmworkers lives in the county year round.

In Napa County, there are two peak farm employment periods each year, roughly corresponding to the May – June growing time period and the August - October harvesting time period. During the rest of the year, a smaller quantity of farmworkers is needed for land and vineyard clearing and layout. According to some stakeholders interviewed, employment jumps by up to two-thirds during peak time periods compared with “off-season” months. The growing season is preceded by

a gradual scaling up of hiring activity during the late winter and early spring months, whereas the harvesting season is followed by an abrupt shedding of farmworker employees.

According to Napa wine industry surveys conducted by UC Davis Professor Robert Yetman, the County's vineyard workers earn 30 percent more per hour, receive more benefits, and are more likely to be employed full-time than the average agricultural worker elsewhere in the state. Some respondents noted that the choice to employ farmworkers full time is associated with the need to retain a highly skilled workforce, whose actions are directly related to the quality and value of their grape production.

In addition to differences in pay scales, it is important to take into consideration that local farmworkers who are hired directly by growers may have different housing needs from farmworkers who are hired by labor contractors, as the latter are more likely to live outside of the County and be transported to a Napa County work site by their employer. These farmworkers may also be provided with housing, payment for which is likely to be deducted from their pay. Direct hire farmworkers, on the other hand, are more likely to require both local housing accommodations and transportation to and from their place of work.

As the economy recovers, there is likely to be growing demand for workers in construction, painting, landscaping, services, and other sectors that traditionally draw farmworkers away from agriculture. Napa County agricultural employers may experience difficulties filling these positions if competing sectors are better able to offer competitive wages and benefits or full time employment. In addition, growth trends and economic recovery in the Central Valley may increase competition for farmworker labor, as job opportunities open up in a region with less expensive, more family-friendly housing options, where some of Napa's existing farm workforce already resides. A third external factor influencing the Napa County farmworker labor market is changes in immigration policy. More stringent immigration enforcement has encouraged farmworkers from other parts of the country to move to California, but has restricted the inflow of immigrants from outside the country.

Farmworker Housing

As a result of the current immigration situation and increased demand for year-round farm labor, an increasing number of farmworkers are choosing to reside in Napa County on a permanent or semi-permanent basis. This not only increases the need for local, affordable farmworker housing, but introduces issues related to housing household types other than single adult men. Indeed, the stakeholder outreach process has indicated that there is a growing trend of farmworkers no longer merely looking for a temporary bed, but rather seeking family housing and all the services and neighborhood amenities associated with raising families and being permanent members of the community within Napa County.

At present, there are fewer farmworkers who cross the U.S. border on an annual basis, and also fewer truly migrant workers without a permanent place of residence. More common is the trend of residing permanently in adjacent counties or in the Central Valley, and either commuting to work in Napa on a daily basis, or residing in temporary accommodations within the county during peak season and returning to the permanent place of residence following the completion of the harvest. This trend is made possible by vineyards' increasing reliance on labor contractors, which provide transportation to and from Napa County work sites, and by the increasing availability of semi-permanent jobs that span at least ten months.

With the exception of vineyard supervisors, most farmworker households qualify as “very low” or “extremely low” income households relative to Napa County’s area median income. The County has a limited supply of market-rate housing that is affordable at such income levels, which leaves many farmworkers with few options other than shouldering an excessive housing cost burden, living in overcrowded accommodations in order to share rent, or commuting in from lodging located outside of the county. Unaccompanied men have the option of residing in one of three Napa County farmworker centers, where they are provided with a dormitory bed and three meals, for \$12 per day. These farmworker centers are subsidized by the \$10 per planted acre assessment that Napa County vineyard owners approved in 2002 and renewed in 2012, grants issued by Auction Napa Valley (however, these grants are expected to be phased out over the next two years), County assistance with administrative costs, and funding from incorporated cities. Since 2007, these centers, which have 180 total beds, have accommodated an increasing number of lodgers through extended operating periods and rising occupancy rates.

Some farmworkers are able to secure housing in private farm labor dwellings provided by employers, of which there are approximately 80 according to County records. These dwellings can accommodate no more than five farmworkers, otherwise the employers must secure a permit from the state. Seven facilities currently hold such permits, housing up to 130 farmworkers. However, the southern and eastern part of the County remains underserved, with no farmworker center and few licensed employer-provided housing facilities.

The remaining option for farmworkers who prefer to live within Napa County is to secure private housing; yet with the high cost of market rate housing, most units are unaffordable to farmworkers. With its Affordable Housing Trust Fund, Napa County directly funds the production of new affordable housing units in and around existing urban centers, all of which may be occupied by income-eligible farmworkers. The County has additionally experimented with mandating that a portion of subsidized affordable units be targeted to farmworkers. The County and other Napa County jurisdictions have implemented policies and incentives to further encourage the production of affordable housing, but local government financial resources available to support new

development has been reduced by the 2012 elimination of redevelopment agencies. Similarly, state and federal funding has been reduced in recent years, and federal funding will be further reduced to the extent that 'sequestration' is implemented.

Farmworker Survey Results

The consultant team surveyed 350 Napa farmworkers about their employment situations and housing needs. The results confirm that year-round farmworker jobs are relatively uncommon (only 7 percent), with the average respondent working just over six months per year in the Napa agriculture industry. These gaps in employment prompted over 70 percent of all survey respondents to work outside of the county for at least part of the year. Nevertheless, Napa farmworkers appear to have strong local ties: 27 percent of respondents hold permanent Napa agricultural jobs and another 50 percent work seasonally in agriculture and hold other jobs in Napa County during the rest of the year. Only 18 percent are migrant workers who expected to remain in Napa temporarily. Almost two-thirds of respondents have been working in the local industry for five or more years, and over half of the survey respondents feel that Napa County is their permanent home. In fact, almost half of all farmworker center residents consider Napa to be their permanent home.

The most common types of housing units inhabited by survey respondents are apartments (34 percent) and farmworker centers (31 percent), followed by mobile homes (14 percent), single family homes (12 percent), and bunk houses/dormitories (9 percent). Farmworkers with permanent jobs are more likely to live in apartments or houses, while over three-fourths of migrant farmworkers choose to live in bunk houses, dorms, or farmworker centers. Seasonal workers are equally as likely to live in apartments/houses as they are to live in farmworker centers. Undocumented workers are more likely to live in a farmworker center or a house, findings which may indicate that apartment managers and employers with bunk houses are more likely to demand legal documentation than landlords renting houses. However, State law (Civil Code Section 1940.3(b)) does not allow landlords to inquire about citizenship status, except for projects with federal funding.

The vast majority of Napa County farmworkers who responded to this survey are reasonably satisfied with the physical condition of their current housing, rating it as “Decent/OK” or “Good.” Only four percent of the farmworker center residents expressed dissatisfaction with their housing. However, when encouraged to identify any and all housing problems that are present in their current living situation, 45 percent of all survey respondents complained of overcrowding issues. Farmworker center residents are particularly concerned about privacy in bathrooms and security for their personal belongings. Survey data indicate that, on average, two farmworkers share a bedroom in mobile homes and farmworker centers, while the average is 1.70 persons per room in apartments and houses. Rates of bathroom sharing are more marked: approximately 15.5 persons share one

bathroom in dorms and farmworker centers, compared to approximately 4 persons in other housing types. Mobile home and apartment dwellers were more likely to be dissatisfied with their housing, as were migrant workers and workers with permanent Napa jobs.

Almost half of all seasonal and migrant workers have a spouse and/or at least one child who does not live with them when they work in Napa County. These workers have between zero and eleven children, with an average of 2.44 children. When asked why these workers do not live together with their families, the most common explanation given is that respondents and/or members of their family are not legally allowed to reside in the United States. The second most common reason was financial constraints, including concerns over the cost of living, low income levels, and job insecurity. Some respondents pointed specifically to housing considerations, noting that they could not afford a sufficiently large housing unit for their family, or that the housing situation in which they currently lived would not be amenable to women or children.

When asked what the ideal housing situation would be for themselves and their families, the most common response was family housing, particularly among survey respondents who had expressed dissatisfaction with their current living situation. Respondents had mixed opinions regarding the ideal location. Some preferred to live near schools and other amenities, while others preferred to be located near work. Several emphasized the desire for family-friendly amenities, such as access to a garden or lawn, a quiet location, and family housing. When asked for elaboration, the most common suggestions included more affordable rents and increased privacy (including larger units with more square footage, more individual bedrooms, and more bathrooms). These themes surfaced throughout the survey as farmworkers reiterated their financial situation has a significant impact on where they chose to live, whether they could afford to live with their spouse and children, and how much basic privacy they could enjoy in their housing situation. Qualitative feedback indicates that farmworkers are particularly concerned about the high cost per square foot of living space that prevails in the Napa housing market, as the living situations that are affordable on a farmworker's income are perceived as being too small and/or too crowded for their needs and those of their families.

Over half of all survey respondents (57 percent) prefer to rent their home, compared to 26.5 percent who voiced a preference for homeownership. This marked preference for home rental existed amongst all types of farmworker jobs held by the survey respondents.

Introduction

Napa County is the heart of the most important wine-producing region in North America. Along with long-term success in creating a unique economic environment and quality of life centered on grape growing and wine production, Napa County has experienced growing pains attempting to provide for the housing needs of a local workforce that is critical to the economic health and success of the area. In recognition of the important role that farmworkers play in the local economy, the Napa Valley Vintners, the Grape Growers Association, farmworker organizations, Napa County, the Farm Bureau, and other private and public organizations have partnered to address farmworker housing needs through a variety of housing programs and through the development of three farmworker centers.

In order to better understand the existing demand, preferences, and needs of local farmworker housing, Napa County hired BAE Urban Economics (BAE), Howard Siegel, and the California Human Development Corporation (CHDC) to conduct a comprehensive housing needs assessment for farmworkers employed in the County's agriculture sector. This report documents the results of an eleven month study. The goal of this work product is to provide background regarding the Napa County agricultural industry, farmworker labor patterns, and existing local housing resources available for farmworkers. This information provides the context necessary to interpret results from the study's farmworker survey, included in the last section of this report. The findings from this study will be used to inform the County's allocation of affordable housing resources for farmworkers.

Information for this report was collected using the following methods:

Literature Review

A review of the literature on farmworker housing in Napa County was conducted. Literature consulted included publications by UC Davis, independent research consultants, and the 2007 Farmworker Housing Assessment produced by the California Institute for Rural Studies. Other documents reviewed include the Napa County General Plan (2009), the Napa County General Plan Housing Element update (2009), the City of St. Helena Housing Survey results (2012), and other Napa County planning documents. In addition, secondary data was collected from a range of sources, including the Napa County Agricultural Commissioner's Office, the Napa County Assessor's office, the California Department of Food and Agriculture (CDFA), the California Employment Development Department (EDD), and the federal Bureau of Labor Statistics (BLS).

Key Informant Interviews

Key informant interviews were conducted with 20 stakeholders familiar with farmworker housing conditions in Napa County. This includes two meetings with Housing Commission and one

meeting with the Napa Farmworker Committee to discuss farmworker housing issues. Key informants included housing advocates, farm labor advocates, growers, and others familiar with farmworker housing conditions in Napa County. The purpose of the key informant interviews was to acquire firsthand knowledge of local conditions and vineyard practices, in order to discern the likely changes in the utilization of farm labor in the Napa County and the implications for local farmworker housing needs. See Appendix B for a list of key informants interviewed as part of this study.

Employer Survey

A survey of agricultural employers in Napa County was conducted between March and April 2012. The link to an electronic survey was distributed via email to the listserves run by the Napa Valley Grape Growers Association, the Napa Valley Vintners Association, and the Napa County Farm Bureau, and links to the online survey were posted on these organizations' websites. Over 50 wine grape growers participated in the survey, as well as ten vineyard management companies and farm labor contractors. A key goal of the employer survey was to provide broad-based data on employer assessments of current and long-term farmworker housing needs, which would complement the stakeholder interviews. In addition, the employer survey identified important information regarding trends in the demand for labor, mechanization, the provision of farm labor housing and recommendations for improving the housing status of farmworkers in Napa County. See Appendix C for a copy of the survey instrument.

Farmworker Survey

A survey of Napa County farmworkers was conducted between June and October 2012, timing chosen to coincide with the peak harvest season and the summer lull after the late spring vineyard suckering season. In order to capture a broad sampling of workers, the survey was administered at ten locations throughout Napa County, including the three farmworker centers, and in Vallejo. CHDC staff conducted one-on-one Spanish language interviews with 350 farmworkers, using a survey instrument with 30 questions. The purpose of the survey was to obtain statistically significant data regarding farmworker characteristics, employment trends, housing situations, and self-identified housing needs. See Appendices D and E for the survey instrument in English and Spanish, respectively.

Napa County Agriculture

This section discusses the Napa County agricultural industry, to provide relevant background and context for subsequent discussions regarding farmworker labor trends. First, data from the County Agricultural Commissioner are used to examine how crop allocation, values, and yields have changed over the past two decades. Next, key informant interviews and secondary literature resources are used to identify noteworthy agricultural management trends that affect demand for farmworker labor, including changes in vineyard spacing, crop management, and the changing roles of farm management companies and labor contractors.

Crop Value and Yields

Napa County's economy is based on agriculture and, in particular, on a highly specialized form of agriculture, grape-growing and wine-making. Based on data provided by the Napa County Agricultural Commissioner and reported in Table 1, the estimated gross value of the County's overall agricultural production exceeded \$430 million in 2011. That year, the wine grape sector harvested over 43,000 acres and produced a yield valued at \$423 million, or 98.4 percent of the County's total agricultural production value. On a per bearing acre basis, the most valuable grape varieties are petit verdot (approximately \$16,300 per bearing acre), marsanne (\$14,500), and tempranillo (\$14,500). If measured by the price per ton, the most valuable grape varieties are cabernet franc (\$5,200), barbera (\$4,790), and petit verdot (\$4,790). After wine grapes, the most valuable crop produced in Napa County is olives, which in 2010 yielded \$3,300 per producing acre or \$780 per ton. However, it is worth noting that the value of Napa's olive crop dropped sharply in 2011, to \$337 per producing acre and \$337 per ton. Of the County's non-grape agricultural production, the most significant sub-sectors were the livestock and floral and nursery crops, which yielded outputs valued at \$3.9 million and \$2.3 million respectively.

The transition of Napa's agricultural industry to one dominated by vineyards occurred gradually starting in the mid-1930s, with the rate of new vineyard development picking up pace in the 1970s and 1980s. Notable events in this trajectory included the resurgence of hillside vineyards, which today produce a large percentage of Napa County's premium wine grapes, the designation of multiple viticultural areas (AVAs) by the federal government, and the diversification of varieties. At present, more than 400 wineries are approved for development in the county; and almost 300 brick and mortar wineries are in operation, producing millions of gallons of wine each year.¹

¹ Napa County. June 23, 2009. "Agricultural Preservation and Land Use Element." Napa County General Plan. p.5

Table 1: Napa County Agriculture Production by Crop, 1990 to 2010 (Inflation Adjusted to 2011 \$)

	2011		2005		2000		1995		1990	
	Value	% of Total Value	Value	% of Total Value	Value	% of Total Value	Value	% of Total Value	Value	% of Total Value
Wine Grapes	\$423,441,900	98.4%	\$622,872,561	98.6%	\$440,824,271	98.1%	\$212,435,993	95.7%	\$241,777,586	95.4%
Other Agricultural Production	\$7,061,600	1.6%	\$8,530,002	1.4%	\$8,463,297	1.9%	\$9,558,432	4.3%	\$11,656,556	4.6%
Vegetable Crops	\$225,000	0.1%	\$207,202	0.0%	\$297,829	0.1%	\$311,431	0.1%	\$516,310	0.2%
Floral and Nursery Crops	\$2,303,400	0.5%	\$3,716,043	0.6%	\$4,245,364	0.9%	\$4,252,292	1.9%	\$3,314,709	1.3%
Field Crops	\$443,000	0.1%	\$340,576	0.1%	\$864,748	0.2%	\$972,669	0.4%	\$1,800,200	0.7%
Livestock, Poultry, and Animal Products	\$3,906,600	0.9%	\$3,345,061	0.5%	\$2,936,486	0.7%	\$3,834,590	1.7%	\$5,452,232	2.2%
Non-grape Fruit and Nut Crops	\$183,600	0.0%	\$921,121	0.1%	\$118,870	0.0%	\$187,449	0.1%	\$573,104	0.2%
Total	\$430,503,500	100.0%	\$631,402,564	100.0%	\$449,287,568	100.0%	\$221,994,425	100.0%	\$253,434,142	100.0%

Source: Napa County Agriculture Commissioner, Annual Crop Reports, 1990, 1995, 2000, 2005, 2011; U.S. Dept. of Labor, Bureau of Labor Statistics, Historic Consumer Price Index 1913-201 BAE, 2012.

Table 1 displays the trends in Napa County's agricultural production since 1990, with figures that have been inflation-adjusted to 2011 dollars. The changes in agricultural production values reflect changes in the quantities of crops planted, the transition of non-bearing acres to bearing acres (for wine grapes, olives, and other crops that require several years before marketable harvests are produced), and year-to-year changes due to commodity price fluctuations. Over the past two decades, the value of Napa County's wine grape crop has almost doubled, growing from \$241 million in 1990 to over \$423 million in 2011. During this period, the total tonnage of wine grapes produced increased by only 6.6 percent, or 7,500 tons, indicating that much of the increase in crop value is due to increased demand for Napa grapes and the related rise in commodity prices.

Table 1 also indicates that, between 1990 and 2011, the total value of non-wine grape agricultural production fell from \$11.6 million to \$7.0 million, a decrease of 39 percent in real terms. In other words, the Napa County agricultural sector continues to shift away from the county's historical agricultural activities (mostly ranching and orchards), solidifying grapes and wine as the county's primary economic engine. The most significant change occurred in the field crops sector, where production value fell by 75 percent between 1990 and 2011. This transition likely occurred because field crops, such as hay and grain, yield relatively poor returns per acre, and the opportunity cost of cultivating field crops on land that could produce wine grapes mounted as wine grape prices soared. Presumably for similar reasons, the value of Napa County's vegetable crops, floral and nursery crops, and animal products decreased by approximately one third during the time period studied.

Of the County's non-grape agricultural products, only the value of non-grape fruit and nut crops increased between 1990 and 2010. The value of these crops dropped quickly from \$573,000 in 1990 to \$118,000 in 2000, before climbing to \$855,000 in 2010 and then dropping to \$183,600 in 2011. These fluctuations may be related to the rising importance of olive production in Napa County agriculture, as olive groves require several years following initial planting before the first marketable olives can be harvested. Indeed, the quantity of olives harvested in Napa County rose from 387 tons in 2004 to 856 tons in 2010, and then dropping to 200 tons in 2011. Olive harvest statistics were not reported specifically in previous years' Agricultural Commissioner reports. At the same time, the production of walnuts, which were once one of Napa County's most important non-wine grape crops, fell from 180 tons in 1990 to 17 tons in 2005. This trend points to a broader shift within Napa County agriculture towards investments in export-oriented crops that command high commodity prices, and which can capitalize on their Napa County origin in subsequent packaging and marketing processes.

The marketing appeal of the Napa County location, in combination with the high quality of the crops produced, has solidified the County's agriculture industry as the backbone of the local economy. The County's wineries draw visitors from California and beyond, creating a strong

secondary economy in the form of tourism and hospitality. According to an economic study commissioned by the Napa Valley Vintners,² the wine industry as a whole—including jobs related to grape growing, wine-making, hospitality and tourism, and tax revenues—contributes a total of \$13.3 billion to the county’s economy, including sales, wages, and activity in other sectors related to wine. The 2012 report also found that the wine industry directly and indirectly contributes 46,000 jobs to the local economy through industry suppliers, tourism, retail, the restaurant industry, and distribution, generating wages of nearly \$2.1 billion, and producing more than \$660 million in state and local taxes. This recognition of the importance of Napa County’s agricultural industry demands that any future economic development planning take into consideration the ongoing availability of key agricultural inputs, including the availability of and access to farmworker labor.

Geographic Distribution of Agriculture

Napa County’s agricultural activity is concentrated in the Napa Valley itself, north of the City of Napa; however, significant portions of the County’s intensively cultivated agricultural lands are also spread over the eastern part of the County and the parts south of the City of Napa. Table 2 provides a summary tabulation that shows that approximately 53 percent of the cultivated acreage is located north of Highway 12 and east of Silverado Trail. Approximately 25 percent of the cultivated acreage is located south of the City of Napa, and approximately 22 percent of the cultivated acreage is located east of Silverado Trail and north of Monticello Road. See Appendix A for delineation of these areas on a map.

Table 2: Geographic Distribution of Cultivated Agricultural Land

Area	Cultivated Acres	% of total
1. West of Silverado Trail; North of State Highway 12	69,520	53.2%
2. South of State Highway 12, West of State Highway 29	8,141	6.2%
3. East of State Highway 29, South of Monticello Rd	24,392	18.7%
4. East of Silverado Trail; North of Monticello Rd	28,641	21.9%
Total	130,693	100.0%

Note: Cultivated agricultural land does not include pastureland, rangeland, hay forage sites, industrial sites, water, or other uncultivated land.

Source: Napa County GIS Data Catalogue, 2013; BAE, 2013.

² Stonebridge Research. November 2012. Economic Impact of Napa County’s Wine and Grapes. Prepared for the Napa Valley Vintners. See Also: Stonebridge Research. October 2008. Economic Impact of Napa Valley Wine Industry. Prepared for the Napa Valley Vintners Association. MKF Research. June 2005. Economic Impact of Wine and Vineyards in Napa County. Prepared for the Napa Valley Vintners Association.

Trends in Agriculture Management

Demand for farmworker labor is determined in part by the agricultural management techniques that farm owners and managers choose to implement. In outreach to key stakeholders and research into secondary literature, BAE encountered several trends that may affect the number of farmworker jobs that become available in the future, and some trends that are influential elsewhere but unlikely to take root in Napa County.

First, the past decade has included a trend toward denser spacing of vineyard rows, which as a side effect has increased labor needs. Whereas many vineyards were historically spaced with twelve feet between rows and eight feet between vines within each row, current trends are toward much tighter spacing, as close as four feet between rows and three feet between vines. This increased density can almost double the quantity of vines planted on an acre, each of which will require pruning and harvesting, and therefore produces a commensurate increase in demand for farmworker labor. It should be noted that some local vineyards have begun using European-style tractors capable of straddling even the most densely spaced rows, but generally such mechanization is cost effective only for the vineyards with the largest acreages and not practical on hillsides.

The commodity prices for wine grapes have soared over the past decade, as has the price premium associated with grapes grown in Napa. Quality expectations for Napa grapes, wine, and other luxury agricultural products like olives have kept pace. In order to produce the highest quality product possible, Napa vineyards have implemented significantly more labor-intensive canopy management procedures than in the past, including leaf removal, lateral removal and thinning crops, new trellis systems, vertical shoots, and more hand work in vineyards. More skilled labor is also required for precision in pruning, leafing and suckering, which in turn entails a need for better supervision to ensure higher quality of work. As with the denser spacing of vineyard rows, many if not most vineyards have already implemented these measures, meaning that demand for farmworker labor has probably already stabilized at a higher level than earlier in the decade, and unlikely to drop or further increase due to these vineyard management trends.

Conversely, the push to produce an extremely high quality product has limited the use of mechanization in the Napa County grape growing industry, even as this trend has taken hold in other grape growing regions throughout California. Stakeholders interviewed as part of this study's outreach process have indicated that the use of mechanization is limited for the most part to pre-pruning activities and weed control, and that the use of highly skilled labor is used for all other stages of the grape growing process including harvesting. Mechanization is more likely to be used by larger vineyards, particularly those located on the valley floor, since the techniques are not cost effective for smaller vineyards and not implementable on hillside locations. These experiences confirm the findings of the 2007 Employer survey, in which fewer than 10 percent of respondents indicated that they had mechanized pruning or harvesting between 2000 and 2005. That said, the

use of mechanization for pre-pruning activities is reportedly becoming more common. In the long term, mechanization may slightly temper demand for additional farmworker labor during the spring growing season in the valley, flattening the springtime peak in farmworker employment. Additionally, the increased use of machinery may result in higher skill machine maintenance jobs. However, it is not clear yet whether these shifts in labor demand will substantially affect overall labor patterns; the most likely outcome is that the existing levels of demand for farmworker labor will stabilize and not continue to grow at rates experienced over the past two decades.

Stakeholder input collected as part of this study has also indicated that Napa County vineyards may undertake widespread replanting activity in the short term, with up to 70 percent of vineyards potentially needing to replant some or all of their vines over the next five years. Indeed, many of the County's vineyards were replanted in the 1980s, following a phylloxera outbreak, and thirty years is widely considered to be the productive lifespan for most vines. Widespread replanting would initially increase the demand for farmworker labor as vineyards replant their vines; but this burst of activity would be followed by a three to four year period during which the new vines will not require harvesting. However, it should be noted that three-quarters of farmworker employers who responded to BAE's survey indicated that grape vine replanting would likely have no effect on their farmworker labor requirements.

Finally, over the past two decades the Napa wine industry has experienced some consolidation of smaller wineries and the arrival of large publicly-traded corporations. Due to their organizational structure and pressure from shareholders, these larger companies have undertaken several measures to reduce production costs. In an effort to reduce the costs of labor, many vineyards have turned to outside labor contractors, which tend to employ farmworkers with fewer skills and less experience than farmworkers who work directly for vineyards and growers. In the experience of several stakeholders interviewed as part of this study, farmworkers who seek to be hired directly by vineyards and growers tend to have years of specialized vineyard experience. For similar cost reasons, larger corporate vineyards are more likely to be interested in mechanized pruning and harvesting than independent vineyards. The profiles of the farmworkers associated with these two different hiring methods vary, with highly skilled farmworkers who reside locally for at least a significant part of the year associated with the former, and less skilled farmworkers who reside elsewhere in California associated with the latter. As the next section will analyze in depth, these two groups differ in terms of wages, employment patterns, and place of residence; as such, they are likely have different housing preferences and needs.

Farmworker Labor Patterns

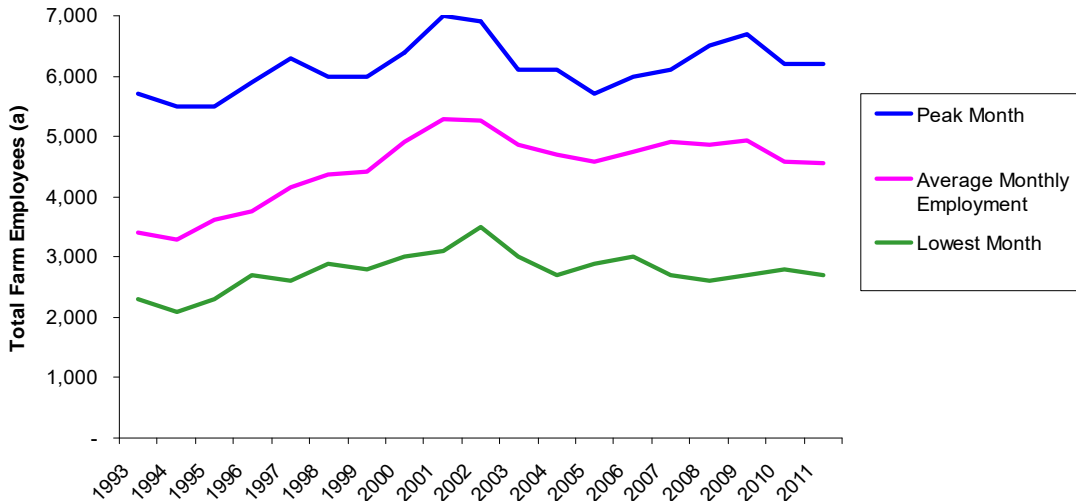
This section discusses farmworker labor patterns in Napa County, drawing from state employment data, the farmworker employer survey, interviews with key informants, and review of secondary literature on the topic. This section seeks to quantify the number of farmworkers working in Napa County, as well as to offer insights on other pertinent labor market characteristics such as seasonal fluctuations, wages, and the types of farmworker laborers in demand. These factors shape the market for farmworker labor in Napa County and as such play a role in determining the quantity and type of housing that would be required to accommodate such workers locally.

Number of Farmworkers in Napa County

It is notoriously difficult to secure accurate data regarding agricultural workers, due to seasonal fluctuations in employment, language barriers, and informal employment arrangements. These difficulties are further complicated by the possibility that significant numbers of Napa County farmworkers reside outside the County, and the fact that some may be employees of labor contractors that are headquartered outside of Napa County and would therefore likely report their employees in their home counties. For these reasons, official federal and state data sets likely underestimate the number of farmworkers who work in Napa County because they do not include farmworkers hired under informal arrangements or through contractors outside of Napa County. In preparing this report, BAE compared data sets collected through the U.S. decennial Census, the American Community Survey, the federal Occupational Employer Statistics survey, the federal Quarterly Census of Employment and Wages program, the federal County Business Patterns series, the National Agricultural Statistics Services, and the California Industry Employment & Labor Force data program. The number of Napa County farmworkers recorded by these data sources range from 2,300 workers to over 6,700 workers. Even among the key stakeholders interviewed as part of this study, there is little consensus on specific figures. Ultimately, BAE selected data issued by the California Employment Development Department (EDD), as this source offers historical data, a relatively small margin of error, and a clear and consistent data collection methodology.

Using EDD data, Figure 1 illustrates the trends in reported Napa County farm employment between 1993 and 2011. The pink trend line reflects the average monthly farm employment figures reported for a given year; the blue trend line reflects the peak number of employees reported during a given year; and the green line reflects the month with the lowest number of reported employees in a given year. Overall, the EDD data indicate that both the peak months and the lowest employment months tend to deviate from the average by approximately 1,500 to 2,000 workers. The data underlying Figure 1 can be found in Appendix D.

Figure 1: Total Farm Employment Reported in Napa County, 1993 - 2011



(a) These figures reflect the total numbers of employees reported to be working in the farm industry, defined as NAICS Codes 111000-113200 and 114000-115000. These figures do not include self-employed farm owners or their relatives, winery or wine production employees, or employees who do not receive unemployment insurance through their employer (“informal workers”). Further, farmworkers hired through contracting or management companies based outside of Napa County may not be reported in these figures.

Source: California Employment Development Department. Napa MSA (Napa County) Industry Employment & Labor Force by Month, 1990 - 2011. Released January 2012, with a March 2010 Benchmark.

As mentioned in the footnote, the EDD data do not include farmworkers hired under informal arrangements or farmworkers hired by contractors based outside of Napa County. Though such farmworkers may be hired by Napa agricultural employers during any season, key stakeholder interviews have indicated that farm labor contractors are most likely to supplement the existing workforce during peak suckering and harvesting seasons. Under the assumption that informal hiring arrangements are also most likely to be made for temporary, seasonal work, it is likely that the estimates in Figure 1 for the number of Napa County farm employees differs from actual figures most significantly during the peak months. In other words, though a more accurate data set would likely raise all three trendlines in Figure 1, the blue “Peak Month” trendline would likely be raised significantly more than the other two.

Nevertheless, Figure 1 is likely to depict a fairly accurate assessment of the general trend in local farm employment over the course of a year. It would appear that, since the early 1990s, Napa agricultural employers have increased their demand for farmworkers, both during peak seasons and during off-seasons. Indeed, the average annual number of farm employees has grown from 3,300 in 1994 to 4,550 in 2011, reaching a peak of 5,275 farm employees in 2001. These figures

represent a 38 percent seasonally-adjusted increase in the number of reported farmworkers over the past two decades. Employment during peak season has increased by 13 percent over the same time period, and employment during the off-season has increased by 29 percent. Assuming that farm owners are hiring additional farmworkers during the peak months not captured by EDD data, it would appear that demand for farmworkers has increased overall and demand for year-round or almost year-round farmworkers has also increased.

These findings are consistent with stakeholder interviews, the farmworker employer survey, the 2007 study on Napa County farmworker housing study, and other assessments found in secondary literature. There appears to be consensus that overall demand for farm labor has risen, and that there has been significant “smoothing” of peaks and valleys in the demand for farm labor during the course of the year. As a result, an increasing number of the county’s farmworkers, previously a migrant population, have begun to live in the county year round.³

According to Figure 1, much of this increase in reported demand for farmworkers occurred during the 1990s. Between 1994 and 2001, the number of reported farm employees grew by almost 60 percent, or approximately 2,000 workers. During the subsequent decade, the number of reported farmworkers hovered around an average of 5,000 per year. This trend might reflect the transition from traditional crops to vineyard activity that was still taking place in the 1990s, the 1990s implementation of more labor-intensive vineyard management techniques that have now become standard, and/or an increased reliance on labor suppliers not documented in the EDD data set. It is not clear whether the demand for farmworker labor in Napa County has stabilized in the past decade, or whether it continues to expand via informal labor arrangements or labor contractors based outside of the County. Approximately 50 percent of farmworker employer survey respondents indicated that their per-acre farm labor needs have remained the same over the past five years, and another 40 percent indicated that their labor needs have risen. The survey yielded similar results regarding anticipated labor demand trends over the upcoming five years.

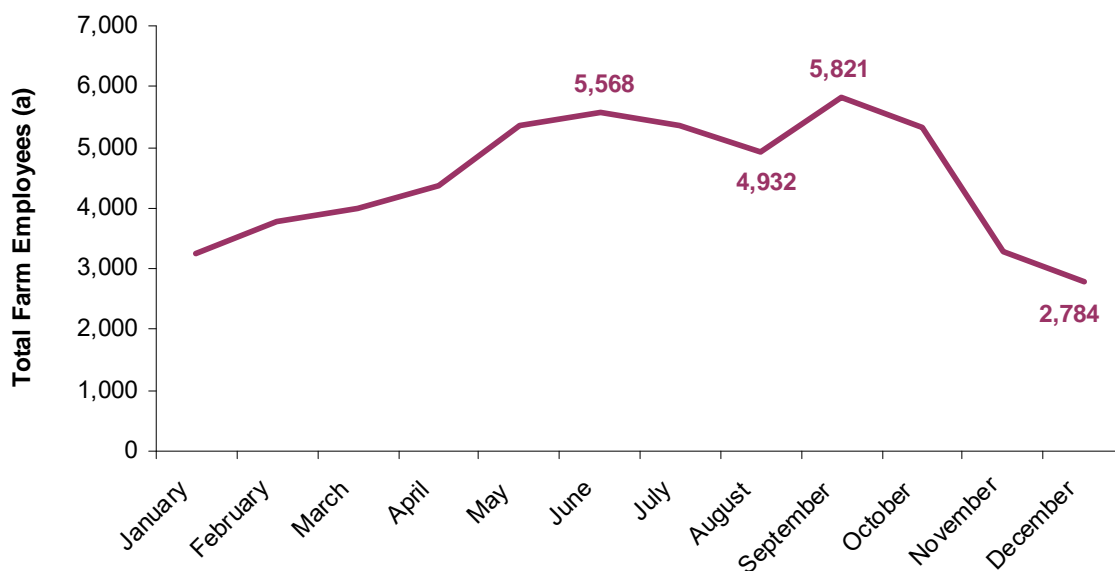
Seasonal Changes in Labor Demand

Using the same EDD data set underlying Figure 1, Figure 2 illustrates the average monthly variation in reported Napa County farm employees. In Napa County, there are two peak farm employment periods each year, roughly corresponding to the May – June time period and the August - October time period. These time periods correspond to grape vineyard’s spring growing season and autumn harvesting season. According to the data presented in Figure 2, the growing season is preceded by a gradual scaling up of hiring activity during the late winter and early spring months, whereas the harvesting season is followed by an abrupt shedding of farmworker employees. In between the growing season and the harvesting season, farm owners will slightly

³ Napa County. June 23, 2009. “Agricultural Preservation and Land Use Element.” [Napa County General Plan](#). p.7

decrease the number of employees on their payroll, when approximately 600 positions are eliminated during the high summer months. As explained previously, there are likely to be significantly more farm laborers working in Napa County during these two peak seasons than reported in the EDD data, as farm owners are likely to turn to labor contractors and informal hiring for their short term peak labor needs.

Figure 2: Average Seasonal Variation in Total Farm Employees Reported in Napa County, 1993 - 2011



(a) These figures reflect the total numbers of employees reported to be working in the farm industry, defined as NAICS Codes 111000-113200 and 114000-115000. These figures do not include self-employed farm owners or their relatives, winery or wine production employees, or employees who do not receive unemployment insurance through their employer (“informal workers”). Further, farmworkers hired through labor contractors based outside of Napa County may not be reported in these figures.

Source: California Employment Development Department. Napa MSA (Napa County) Industry Employment & Labor Force by Month, 1990 - 2011. Released January 2012, with a March 2010 Benchmark.

These data are consistent with the experiences of key stakeholders interviewed as part of this study. The managers of the Napa County farmworker centers noted that many residents will retain their beds at the centers during the high summer months despite the termination of their growing season jobs, in expectation of securing employment during harvesting season. Peak monthly employment is acknowledged to be significantly greater than employment during the remainder of the year, with some stakeholders interviewed estimating that employment jumps by two-thirds during the peak seasons compared with the off-peak months. The results from the farmworker employer survey indicate that in 2011, on average, employers hired up to four times as many laborers during peak season as they did during the lowest employment season during the year. Nonetheless, demand for

off-season farmworker labor is more stable than it might be in other agricultural areas, since the nature of vineyard development demands that many maintenance activities be undertaken during this time period, including pruning, tying, frost control, spraying, suckering, shoot positioning and thinning, irrigation, trellis management, leaf thinning, and second crop removal.

Several interviewees noted that there seems to be a significant increase in the number of regular or full-time farm laborers who are employed on Napa County farms for at least 10 months each year. One individual interviewed noted that, over the last few years, the number of farmworkers who work in Napa County more or less year-round has grown to from 50 percent to approximately 75 percent. The data bear out this general trend. As depicted in Figure 1, the number of Napa County farm employees reported during the off-season has grown by 29 percent over the past two decades. Results from the farmworker employer survey indicate that the farm labor workforce is currently evenly split between workers employed less than three months per year, those employed between three and six months, those employed between seven and ten months, and those employed more than ten months.

Farmworker Wages

Just as it is difficult to estimate the number of farmworkers employed in Napa County, there are limited sources with information on farmworker wage and salary trends. With that said, UC Davis Professor Robert Yetman conducts periodic surveys of the Napa wine industry labor market, and has found that the County's vineyard workers earn 30 percent more per hour and receive more benefits than the average agricultural worker elsewhere in the state.⁴ His research, which incorporates responses from vineyards representing approximately half of the County's wine grape acreage, finds that vineyard supervisors are paid upwards of \$20 per hour on average; a foreman earns slightly less than \$20 an hour; and a vineyard worker earns approximately \$11 per hour. Those with special skills, such as mechanics, can see an increase of \$2 to \$3 an hour over the wages of fieldworkers, while contract workers can earn up to 20 percent more than regular staff employees. These findings are consistent with data from the federal Occupational Employment Statistics Survey, which found that on average Napa County farmworkers earn approximately \$12 per hour, and with the results from the farmworker employer survey, in which Napa County farmworker employers reported average hourly wages of \$12 for laborers, \$17 for foremen, \$23 for supervisors, and \$35 for vineyard managers.

Professor Yetman found that vineyards with wineries tend to offer the highest wages and hire fewer migrant workers. On average, management companies pay between \$3 and \$5 less per hour than vineyards with wineries, and growers pay \$4 to \$9 less per hour. Stakeholder interviews confirmed

Footnote section

⁴ Yetman, Robert. March 2009. Napa Valley Wine Industry Wages & Benefits. Prepared for the Napa Valley Grape Growers Association.

this differentiation in pay scales by employer type, noting that the premiums reflect the skill levels of farmworkers hired by the different employers. Approximately 61 percent of those surveyed by Professor Yetman offer medical benefits; 64 percent gave paid vacations; and 46 percent offered some form of a 401(k) plan.

Professor Yetman's survey also found that Napa vineyard workers are more likely to be employed full time than agricultural workers elsewhere. Approximately 40 percent of the Napa County agricultural workforce is employed full time, 15 percent is part-time, and the remaining 45 percent is migrant. Some respondents noted that the choice to employ farmworkers full time is associated with the need to retain a highly skilled workforce, whose actions are directly related to the quality and value of their grape production. It should be noted that the survey respondents were skewed towards larger companies, which may affect the quantity of migrant workers reported. Also, these findings regarding full time and part time employment stand in contrast with anecdotal reports noted in the 2007 farmworker housing assessment, which point to a trend toward hiring more farmworkers for fewer hours during the harvest in order to harvest grapes in the cool early morning hours. This has purportedly reduced the amount individuals can earn in a single day. Respondents to the 2007 farmworker survey reported working an average of 6.6 hours per day during the 2006 harvest.

Types of Farmworkers

As indicated above, it is common for mid-size and large Napa County farms and vineyards to hire farmworkers with a range of skills and responsibilities, and compensate them accordingly. The farmworker employer survey inquired about hiring practices regarding laborers, crew leaders/foremen, supervisors, and farm/vineyard managers. The results indicate that, on average, in 2011, farmworker employers hired approximately nine laborers for each worker in a supervisory role, with larger operations hiring as many as 16 laborers for each worker in a supervisory role. However, these numbers vary significantly by season. Whereas, on average, Napa County farms employed only 20 percent of all laborers year-round, over 65 percent of foremen retained their jobs in the off-season along with 80 percent of supervisors and 95 percent of farm managers. This information suggests that demand for year-round housing options is likely to be particularly strong for the higher skilled and higher paid farmworkers.

Method of Hire

Both interviews with Napa stakeholders as well as secondary literature sources have indicated that the Napa County farmworker labor market is bifurcated. On the one hand, there are increasing numbers of year-round workers hired directly by farm operators or farm management companies; on the other hand, short-term workers continue to be of prime importance during key agricultural seasons. According to a recent UC Davis study, these short term or temporary workers were at one time also hired directly by farm operators, but now are furnished primarily by labor market

intermediaries such as farm labor contractors, who provide the services of crews of workers on a contractual basis. These intermediaries, as the employer of record, bear full responsibility for compliance with immigration and labor laws, shielding farm operators from potential liability.⁵ In the experience of several key stakeholders interviewed, a number of larger corporate grape growers turned to farm labor contractors in an effort to reduce costs; however, several growers terminated their contracts and returned to direct hire methods after determining that the skill levels of the farmworkers furnished by labor contractors were lower than the skill levels of those who could be hired directly. One interviewee estimated that, at present, the farmworker labor force is evenly split between those who are employed directly by farm owners and those hired by labor contractors, though there appears to be an increasing reliance on labor contractors. The employers who responded to BAE's farmworker employer survey indicated, on average, that over 75 percent of their farmworker labor needs are met by their own direct employees. Further, the survey results indicate that small and mid-size farms (i.e., those with 400 planted acres or less) are more likely to rely on vineyard management companies than larger farms.

These two different types of farmworkers are likely to have different housing needs. Indeed, according to Napa County stakeholders interviewed as part of this study, employees of labor contractors are more likely to live outside of the County and be transported to a Napa County work site by their employer. These farmworkers may also be provided with housing, payment for which is likely to be deducted from their pay. As such, it is possible that these farmworkers require neither local housing nor transportation. As mentioned previously, farmworkers hired directly by Napa County agricultural employers are more likely to receive higher salaries and be employed for a greater part of the year; however, these individuals require both local housing accommodations and transportation to and from their place of work.

External Factors in the Napa County Farmworker Labor Market

As noted above, Napa County vineyard farmworkers are skilled laborers who command a wage premium over other types of agricultural workers located elsewhere in the state. However, as the economy recovers, there is likely to be growing demand for workers in construction, painting, landscaping, services, and other sectors that traditionally draw farmworkers away from agriculture. The California Employment Development Department (EDD) projects 640 new Napa County jobs in building and grounds maintenance occupations between 2008 and 2018, as well as 630 jobs in personal care and services, and 360 installation, maintenance, and repair occupations. The same data set projects 430 new agricultural worker positions, 420 new crop farmworker positions, and approximately 100 new farm supervisors positions over the same time period. Napa County agricultural employers may experience difficulties filling these positions if competing sectors are

Footnote section

⁵ Villarejo and Schenker. May 2007. Environmental Health Policy and California's Farm Labor Housing. John Muir Institute of the Environment, University of California, Davis. p.7-9.

better able to offer competitive wages and benefits or full time employment.

In addition, growth trends in the Central Valley may increase competition for farmworker labor, as job opportunities open up in a region with less expensive, more family-friendly housing options, where some of Napa's existing farm workforce already resides. Though this increased competition for farmworker labor will likely be limited, it could contribute to upward pressure on local wages.

A third external factor that may influence the Napa County farmworker labor market is changes in immigration policy. . Immigration factors are discussed in the next section of this report.

Immigration Reform and Implications for Napa Farmworker Housing

The Immigration Reform and Control Act of 1986 (IRCA) legalized over 700,000 previously undocumented farmworkers through a Special Agricultural Worker (SAW) provision that allowed agricultural workers to adjust to permanent residency. Prior to the passage of IRCA there had been a gradual buildup of unauthorized workers in U.S. agriculture dating back to the end of Public Law 78 (the Bracero Program) in 1964.

The expectation was that the provisions of IRCA would stabilize farm labor markets and improve conditions for the newly legalized workers by stopping the flow and labor market competition from undocumented workers. This expectation was not realized as the flow of undocumented workers continued into agriculture as well as other industries such as hospitality. Since the passage of IRCA, a gradually increasing proportion of the domestic agricultural workforce has been unauthorized. National Agricultural Workers Survey data for the four-year period 2006-2009 found that 68 percent of California's hired crop workforce, including workers who were brought to farms by labor intermediaries, were not authorized to work in the United States.⁶

The ongoing national debate on comprehensive immigration reform has not produced any finalized legislation, but it is important to mention some of the solutions that have been proposed, particularly the Agricultural Job Opportunities, Benefits and Security Act or, AgJOBS. AgJOBS was a compromise reached between Congress, the agricultural industry, and farmworker interests in 2000. In 2006 and 2007 AgJOBS was included in comprehensive immigration reform bills and was itself introduced in 2009 in a bipartisan bill that enjoyed broad support in congress. The intent of AgJOBS was to provide a legal, stable labor supply and help ensure that farmworkers are treated fairly. The legislation included two main parts:

1. An earned legalization program enabling many undocumented farmworkers and H-2A guest workers to earn a "blue card" temporary immigration status with the possibility of becoming permanent residents of the U.S. by continuing to work in agriculture and by meeting additional requirements; and
2. Revisions to the existing H-2A temporary foreign agricultural worker program.

The H2A program allows employers to hire temporary foreign workers to fill agricultural jobs that last no more than ten months. The H2A program is widely used in some eastern states, such as

Footnote section

⁶ Source: National Agricultural Workers Survey Public Access Data, 2006-2009, Department of Labor, Employment and Training Administration, available at: <http://www.doleta.gov/agworker/naws.cfm>.

North Carolina, but is not as widely used in California. The program contains numerous worker protections including provisions for free housing and transportation and wage provisions protecting workers against the adverse effects of the program. Applications for workers under the program are accepted from employers based on documented labor shortages and the acceptance of all relevant worker protections. The AgJOBS legislation would have reformed the program to make it slightly more employer friendly. These provisions have not gone into effect because they are part of the larger AgJOBS compromise.

Under AgJOBS, workers currently in the U.S. could apply for a “Blue Card” if they had worked in U.S. agriculture for at least 150 days or 863 hours during the 24-month period ending December 31, 2008 (presumably, this date would be adjusted if AgJOBS or some variant legislation is to pass in the future); and if the applicant is not otherwise excluded by certain immigration laws, and if the applicant has not been convicted of a felony, and if they pay an application fee and \$100 fine upon obtaining the Blue Card.

The earned legalization provisions allowed workers to earn a Green Card after obtaining a Blue Card if they work in agriculture for 100 days per year for each of the five (5) years subsequent to passage of the Act, or work in agriculture for 100 days for one year and 150 days per year for 3 years during the 4-year period subsequent to enactment, or work for 150 days per year for each of the three years subsequent to enactment. Additional requirements included a \$400 fine/application fee and established payment of income taxes by the date of adjustment to lawful permanent status. Thus, learning from the lessons of IRCA, AgJOBS intended to help stabilize the agricultural workforce at least for the five year period subsequent to passage.

The proposed revisions to the H-2A requirements would have made the program slightly less burdensome to employers, but would have continued major provisions that are challenging for many employers, including the $\frac{3}{4}$ minimum work guarantee, workers compensation coverage, and transportation cost reimbursement. However, in a significant proposed change, while H-2A employers must currently provide free housing to non-local U.S. and foreign workers, under AgJOBS employers would choose to provide a monetary housing allowance if the State’s Governor certifies that there is sufficient farmworker housing available in the area.

Despite broad support from a coalition of industry, worker and industry groups and bipartisan support, AgJOBS has so far failed to secure passage. The significance of AgJOBS is that the provisions of temporary work visas, a fee or fine payment at application, earned legalization through work in agriculture, and modified H-2A provisions will most likely be major elements in any future immigration reform legislation.

The California legislature has recently entered the debate with the AB 1544 Agricultural Jobs and

Industry Stabilization Act. Somewhat following the model of AgJOBS, the bill would permit currently unauthorized workers employed in agriculture and the service sector to remain in California as legal residents provided they meet specified criteria. This Bill attempts to provide some assurances to both employers and workers in the face of continuing uncertainty about the prospects of immigration reform at the federal level. The debate is now beginning whether or not this would be an appropriate role for California given federal jurisdiction over immigration matters.

Summary and Implications

The agricultural industry in Napa will continue to face considerable uncertainty about the legal framework for immigration reform. At a minimum, this uncertainty will continue past the 2012 election. Under the proposed AgJOBS legislation, the great bulk of currently unauthorized workers in Napa would likely be eligible to apply for a Blue Card, which could remove a number of challenges that Napa Valley agricultural workers and employers currently face.

Looking forward, following are some possible scenarios for Napa County and the joint effort to provide decent and affordable housing for agricultural industry workers:

- Continued legal uncertainty around immigration issues can be expected past the 2012 election. This uncertainty largely means that the status quo will prevail. In this context the Napa program of combining worker fees with support from the growers through the assessment district has been and would continue to be very workable.
- In the event of comprehensive immigration reform, it can be anticipated that the agricultural portion (learning from the lessons of IRCA) would most probably follow the path of Ag/JOBS with earned legalization following a period of attachment to the industry. One consequence of comprehensive immigration reform would be increased family unification, so the industry would see more family work groups in Napa, suggesting a potential increase in demand for family housing for farmworkers.
- Under Ag/JOBS when a worker obtains a Blue Card granting temporary resident status, his/her spouse and minor children residing in the U.S. may be granted derivative legal status. Derivative family members can remain in the U.S. and are not removable. The derivative spouse may apply for a work permit and the derivative spouse and minor children may travel outside the U.S. Once the holder of the Blue Card fulfills the requirements for permanent legal status, his/her spouse also will be granted immigration status as long as they meet other requirements under immigration law. If this happens, it would provide more need for a true housing continuum in Napa with affordable options for families. The housing continuum could be supported through USDA programs such as the

affordable rental 514/516 program, and through California Office of Migrant Services Center Programs under the Department of Housing and Community Development, programs which currently require residents to have legal status.

- If comprehensive immigration reform fails, but Ag/JOBS succeeds, the consequences would be similar with increased labor stability and a path to earned legalization (including spouses) while demonstrating attachment to the industry, but these benefits would be restricted to the agricultural industry.
- If the scale tips in favor of increased enforcement (including e-verify) and a larger H-2A program, Napa would continue to see unaccompanied workers but the mix would include more H-2A workers where the program (under current law) would require that housing be paid by the employer. This requirement would alter current cost sharing arrangements at the centers for the H-2A workers. (There are a small number of H2A workers, approximately 15-20 a year over the past five years, who have accessed bed in the Napa County farmworker centers through one employer.) This scenario is unlikely, however, because of the anticipated labor market confusion, and the critical importance and physical presence of so many unauthorized workers in California as well as elsewhere.
- In any case, even with all possible variations of immigration reform, there will still be a substantial gap between the everyday workforce and the workforce required at peak periods. This fact supports the vital ongoing role played by the farmworker centers long-term and the need for housing for unaccompanied workers.
- Supporting a housing continuum, where there are subsidized family rental options such as USDA section 514/516 rental units (and ultimately affordable home ownership options) would support the industry workers who have work authorization and who are forming families and staying in the valley, in addition to anticipating the potential for more family workers if we can achieve comprehensive immigration reform or then passage of Ag/JOBS.
- The section 514/516 USDA and OMS Center financing options will require that the tenants have work authorization. Under the current immigration framework this requirement is an obvious constraint.

Looking Ahead

It is clear from the election that this country is now headed for a major discussion on comprehensive immigration reform. This discussion will include the Ag/JOBS framework

previously discussed which most likely will be folded into comprehensive reform. It is too early to predict the exact shape of the future and potential legislation. The H2A program currently includes a requirement that employers provide housing, and the County will need to follow that piece very closely. Also if comprehensive reform includes some variant of the IRCA 1986 SAW program, some portion of the need would shift toward more affordable family housing (although perhaps not for the peak harvest). Obviously, there would still be strong demand for single worker housing at peak harvest possibly augmented by a less restrictive H2A program.

Farmworker Housing

As a result of the current immigration situation and increased demand for year-round farm labor, an increasing number of farmworkers are choosing to reside in Napa County on a permanent or semi-permanent basis. This not only increases the need for local, affordable farmworker housing, but introduces issues related to housing household types other than single adult men. Indeed, the stakeholder outreach process has indicated that farmworkers are no longer merely looking for a temporary bed, but rather are in need of family housing and all the services and neighborhood amenities associated with raising families and being permanent members of the community within Napa County. After documenting this shift in farmworkers' preferred location of residence, this section explores the supply of market-rate housing available to meet these needs and then discusses the affordable housing resources currently available for Napa farmworkers. It concludes with some preliminary comments on the future for farmworker housing in Napa County, which were received during the study's various outreach efforts.

Place of Residence for Napa Farmworkers

The difficulties associated with documenting the number of farmworkers employed in Napa extend also to the task of documenting the places where those farmworkers reside. Though BAE turned to several sources, including paired employment and residence data from the U.S. Census Public Use Microdata Sample (PUMS) data set, commuter flow data from the American Community Survey, and Hispanic household data from the U.S. decennial census, trends gleaned from the stakeholder interview process proved the most informative. All stakeholders reported that there has been an increasing population of farmworkers who both work and live in Napa County year-round. Further, whereas in previous decades many farmworkers would return to Mexico or another Latin American country following the completion of the harvest, today significantly fewer workers continue to cross the border on a regular basis. There are also fewer truly migrant farmworkers, who follow the crops and do not have a permanent place of residence at all. More common is the trend of residing permanently in adjacent counties or in the Central Valley, and either commuting to work in Napa on a daily basis, or residing in temporary accommodations within the County during peak season and returning to the permanent place of residence following the completion of the harvest. This trend is made possible by vineyards' increasing reliance on labor contractors, which provide transportation to and from Napa County work sites, and by the increasing availability of semi-permanent jobs that span at least ten months. Such stable employment precludes the need to migrate and follow the harvests. Stakeholders interviewed estimated that at present between 50 and 80 percent of Napa County's farm labor force has a permanent place of residence outside of Napa County but within California. Results from the farmworker employer survey substantiated these estimates, finding that, on average, just under half of Napa farmworkers live in the county during most of the year; 25 percent live outside the county but commute in to jobs within the county; 20 percent live outside of the county and reside in the county temporarily for work; and 8

percent are migrant workers with no permanent place of residence.

The City of St. Helena Housing Committee conducted a survey of individuals who work within the City, seeking to learn about their current housing situation and preferences. Individuals were contacted through their employers, and the City was able to differentiate between respondents who completed an English language survey and those who completed a Spanish language survey. The survey results indicate that only one in four of the survey respondents who work in St. Helena also live within the City limits, though three out of four would prefer to live within the City. Moreover, local latino workers who responded to the survey were more likely to be renters, live down valley or outside of the County, have less income, and live in larger households. Also, workers in St. Helena who belong to households with an income equal or less than \$40,000 annually are likely to commute farther to their St Helena jobs than any other type of respondent. Though it is likely that few farmworkers work in the City of St. Helena, the survey findings nonetheless confirm the trend of lower income latino workers opting for longer commutes in order to secure affordable housing.⁷

Housing Supply and Affordability

For farmworkers who would prefer to reside in Napa County, the County's market-rate housing supply offers few affordable options. According to the 2007 farmworker survey conducted by the California Institute for Rural Studies, farmworkers' average annual income is \$15,745 for general laborers, \$26,317 for specialized laborers, and \$37,000 for foremen or supervisors. These income levels rise slightly when taking into account other working members of farmworker households, giving general laborers, specialized laborers, and foreman or supervisors' average household incomes of \$19,122, \$33,268, and \$50,294, respectively.⁸

According to more recent 2006-2010 American Community Survey data analyzed by BAE, of the farmworker households living in Napa County, approximately 1,478 are extremely low-, very low-, and low-income households who will have difficulty affording market rate housing within the county.⁹

A housing unit is considered to be affordable only if a household spends 30 percent or less of their income on rent/mortgage payments and utilities, according to federal and State housing standards.

⁷ City of St. Helena, Housing Committee. January 2012. Housing Survey. PowerPoint Presentation.

⁸ BAE Urban Economics. June 2009. Housing Needs Assessment. Prepared for the County of Napa as part of the Housing Element Update process. P. 74 and Table 30.

⁹ Note that a significant portion of the households reported by ACS as including agricultural workers have relatively high incomes. This is because the ACS data presented herein do not filter out persons who work in the agricultural industry who do not meet the definition of agricultural workers used elsewhere in this study. The ACS data may include farm owners, managers, and other persons with relatively high incomes who do not primarily work outdoors in agricultural production but nevertheless derive a substantial portion of their income through work in the agricultural industry.

Depending on where units are located within the county, average rental rates vary between \$830 and \$1,400 for one- and two-bedroom units,¹⁰ suitable for households of two to three persons. According to the 2011 American Community Survey, the county's median rent was \$1,316, taking into account rental units of all sizes and locations within the county.¹¹ Based on 2012 income levels published by the California Department of Housing and Community Development, median-priced rental housing is not affordable to extremely low- and very low-income households, although it is affordable to low-income households. State standards find that households that consist of three persons can afford to spend \$582 per month if they are extremely low income, \$968 if they are low income. Furthermore, the rental market is limited and is focused on one- and two-bedroom units, with few apartments available to larger households and therefore few locations that would support larger farmworker households with more income earners. Given the significant shortage of market-rate rental units that are affordable to households earning farmworker incomes, demand for subsidized rental housing also far exceeds supply. According to the City of Napa Housing Division, the waitlist for Section 8 vouchers currently has 9,872 names on it and is expected to be capped at the end of March, 2013. At the current rate of ten new vouchers issued monthly due to attrition, it would take over 80 years for all households on the list to receive Section 8 vouchers. Even if one only takes into account the approximate 3,000 households on the waitlist who are currently living and working in Napa, it would still take almost 25 years for all local households to be issued Section 8 vouchers.

In terms of for-sale housing, the median sales price of a single family home in Napa County was \$344,740 in January 2012, down from \$539,000 in 2008.¹² According to calculations made as part of the Housing Element update process, the maximum affordable home price for a three-person very low-income household would be \$113,100; \$174,900 for a low-income household; and \$217,700 moderate-income households. The income limits increase with household size, and a five-person household with very low-, low- or moderate-income can afford to buy a home priced at \$135,800, \$209,800, and \$325,800, respectively. While interest rates have declined substantially since 2008, for-sale housing likely remains unaffordable to low-income households. In other words, even in a down economy, neither large nor small farmworker households are likely to be able to afford to buy a market-rate home in Napa County, even with a supervisor's salary.

The farmworkers who do choose to live in market-rate housing in Napa may experience extreme cost burdens. According to federal standards, households paying between 30 and 50 percent of their income for housing experience "excessive" housing cost burden; a housing cost burden

Footnote section

¹⁰ Find the Data. Org. "Average Rents by Zip and County." Accessed on March 28, 2013. Available at: <http://average-rent.findthedata.org/>.

¹¹ U.S. Census Bureau. 2011 American Community Survey. Table S2503: Financial Characteristics

¹² Ibid, p. 54 see also California Association of Realtors. February 2012. "County Sales and Price Activity – Existing Single Family Detached Homes." Available at: http://www.car.org/3550/pdf/econpdfs/Regional_CountyJan2012.pdf

qualifies as “severe” at levels above 50 percent of household income.¹³ According to the 2006-2010 American Community Survey data analyzed by BAE, approximately 45 percent of farmworkers living in Napa County who rent their housing have housing cost burdens of greater than 30 percent. Approximately 18 percent who rent their housing pay more than 50 percent of their income towards housing. As discussed previously, these figures reflect the inclusion of people with occupations that are typically higher paid than those fieldworkers who are the primary focus of this analysis; thus, the percentages just referenced likely represent conservative estimates of the proportion of farmworkers overpaying or severely overpaying for rental housing in Napa County.

Among farmworkers who own their housing in Napa County, 40 percent reported paying more than 30 percent of their income for housing and just under 16 percent reported paying more than 50 percent of their income for housing. To assist with workforce housing affordability, Napa County has instituted a home buyer assistance worker proximity program whereby the County provides up to 10 percent of the down payment for workers who wish to reside within 15 miles of their place of employment. The program is limited to individuals who qualify with a maximum of 100 percent of AMI. To date, the County has closed on 17 loans with an average recipient AMI of 81%. The program is funded through the Housing Trust Fund.

Farmworkers who choose to live in Napa County market-rate housing are also likely to experience overcrowding. In order for most market rate residences to be affordable on a farmworker’s income, it would be necessary for two or more families to share a house or apartment intended for single-family occupancy. A consequence of families sharing an apartment or house is that overcrowding becomes a financial necessity. The standard for overcrowding is when the number of persons per room (excluding bathrooms, but including kitchens) exceeds 1.0; extreme overcrowding is defined as when the number of persons per room exceeds 1.5.¹⁴ Interviews with key stakeholders indicate that, with few housing options apart from overcrowded units, farmworkers are often vulnerable to attempted eviction by landlords. Further, due to the recent foreclosure crisis that has turned some homeowners into renters, demand for rental units is particularly acute at present. In the experience of some stakeholders interviewed, some landlords take advantage of the strong competition for units and knowingly rent sub-standard housing to

Footnote section

¹³ U.S. Department of Housing and Urban Development Office of Policy Development and Research. 2003. “Affordable Housing Needs: A Report to Congress on the Significant Need for Housing.” 2003. <http://www.huduser.org/Publications/pdf/AffHsgNeedsRpt2003.pdf>.

¹⁴ According to the U.S. Census, a room includes all “whole rooms used for living purposes...including living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodgers' rooms. Excluded are strips or pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets.”

farmworkers.

Overall, the constrained supply of housing units keeps the price of for-sale housing units high and out of reach for many low- and moderate-income households. The shortage of housing affordable to moderate-, low-, very low-, and extremely low-income households makes it difficult for farmworkers to live in the Napa County, prompting many to commute in to their jobs from less expensive areas in neighboring counties or in the Central Valley.

As noted, rental apartments, though in relatively short supply, can accommodate some workforce housing needs. The 2009 Housing Needs Assessment recommended that the County explore ways not only to build more units but also to keep the rental costs low, so that moving into the units and thus decreasing overcrowding is a viable option for lower-income farmworkers.¹⁵

Existing Housing Resources for Napa Farmworkers

Five different kinds of housing exist for farmworkers in Napa County: farmworker centers, owned and operated by the Napa County Housing Authority; private accommodations designated for agriculture employees that accommodate five or more employees and are monitored by the Department of Environmental Management; private accommodations designated as farm labor dwellings (FLD) accommodating less than five residents,¹⁶ private apartments or other housing rented or owned by farmworkers; and, finally, affordable housing projects subsidized by the County and by incorporated cities, some of which have units set aside specifically for farmworker households. Farmworkers can and do also seek lodging in motels, homeless shelters, and “camping,” most notably along the Napa River in the City of Napa. This section documents the housing resources and funding sources currently in place to provide affordable housing to farmworkers.

County Service Area No.4

County Service Area No.4 (CSA 4) provides much needed financial assistance for the provision of farmworker housing in Napa County. Formed in 2002 under the provisions of Government Code section 25210.4h, CSA 4 provides a mechanism for owners of land containing at least one acre of planted vineyards to approve an assessment, not to exceed \$10.00 per planted vineyard acre per year, which assists in the acquisition, construction, leasing and maintaining of housing accommodations for farmworkers in Napa County.¹⁷ Since all planted vineyard acres benefit

Footnote section

¹⁵ BAE Urban Economics. June 2009. Housing Needs Assessment. Prepared for the County of Napa as part of the Housing Element Update process. P.79

¹⁶ Napa County Conservation, Development and Planning Department, Code Enforcement. June 30, 2008. Memorandum: Farm Labor Dwelling Monitoring.

¹⁷ California State Senate. 2001. AB 1550 Assembly Bill Analysis. Available at: http://info.sen.ca.gov/pub/01-02/bill/asm/ab_1501-1550/ab_1550_cfa_20010720_111903_sen_floor.html.

equally from farmworker housing, each vineyard acre is assessed by the same amount. To date, these funds have been used to subsidize the Calistoga, Mondavi, and River Ranch farmworker centers. During fiscal year 2011/2012, the total CSA 4 assessment amounted to \$454,290.¹⁸

In 2007, through the Proposition 218 ballot procedures, assessed property owners renewed the assessment district through fiscal year 2011-2012. Earlier this year, property owners subject to the assessment approved renewal of the assessment for an additional five year period.

Napa County Farmworker Centers

The Napa County Housing Authority (NCHA) currently owns three public farmworker centers in Napa County: Calistoga, River Ranch, and Mondavi. The California Human Development Corporation (CHDC) has managed the day-to-day operations of the centers since the County assumed ownership in 2007, and has been involved in the centers' management since 1993. The centers are designed to serve short-term unaccompanied male residents and are not designed to address the housing needs of year round residents. The NCHA oversees the operation of the three centers to circumvent lack of funding, loss of available land, and management challenges faced by other groups trying to provide the same service.

As demonstrated by the map in Figure 3, these centers are located near State Highway 29 on the eastern edge of Napa Valley, the first located halfway between Calistoga and St. Helena, the second immediately south of St. Helena, and the third approximately two miles south-east of Yountville. At present, there are no farmworker centers in the eastern or southern parts of the County. The Napa County Housing Commission has formed a committee to monitor occupancy at the existing centers and research possible sites for a new farmworker center should conditions warrant.

Each center has 60 beds (30 rooms with two beds each), for a total of 180 beds. In 2004, County Funds in conjunction with a grant from the Joe Serna, Jr. Farmworker Housing Grant (JSJFWHG) Program funded the comprehensive rehabilitation of the Mondavi and Calistoga Farmworker Centers, improving conditions throughout both centers and adding eight new beds to the Calistoga facility. None of these centers is open year round; each is closed for portions of the period from November to February, when the demand for labor goes down. However, the months during which they close are staggered, such that at least one of the centers is open during any given month of the year. On average, between 2007 and 2012, the Calistoga center has been closed for 52 days/year, the River Ranch center has been closed for 42 days/year, and the Mondavi center has been closed for 86 days per year. It is worth noting that the Mondavi center is the only farmworker center located south of Saint Helena, and it is closed for almost three months per year on average.

Footnote section

¹⁸ Kristin Lowell, Inc. May 20, 2011. CSA 4 Farmworker Housing Assessment District: Engineer's Report for Fiscal Year 2011/2012. Prepared for the Napa County Board of Supervisors.

Figure 3: Location of Farmworker Centers and Licensed Private Farmworker Facilities



These public farmworker centers charge \$12 per night, which includes lodging and three meals per day. These units are modestly priced and arguably provide a subsidy or benefit to both workers and employers. The actual cost to the centers is approximately \$18 per bed per night, resulting in a budget shortfall of \$676,500 during the fiscal year 2011/2012. Approximately 67 percent of that year's shortfall came from CSA No.4 funds, while the Affordable Housing Fund made up four percent of the shortfall and charity contributions made up the remaining 28 percent.¹⁹ The County Affordable Housing Fund also contributes \$190,000 annually to offset the administrative costs of the program. Between fiscal year 2007/2008 and fiscal year 2011/2012, the operating budget for the three farmworker centers has increased by 14.6 percent or \$154,000, after taking inflation into account. This increase is likely due at least in part to higher occupancy rates experienced in all three centers, and also due to rising food costs.

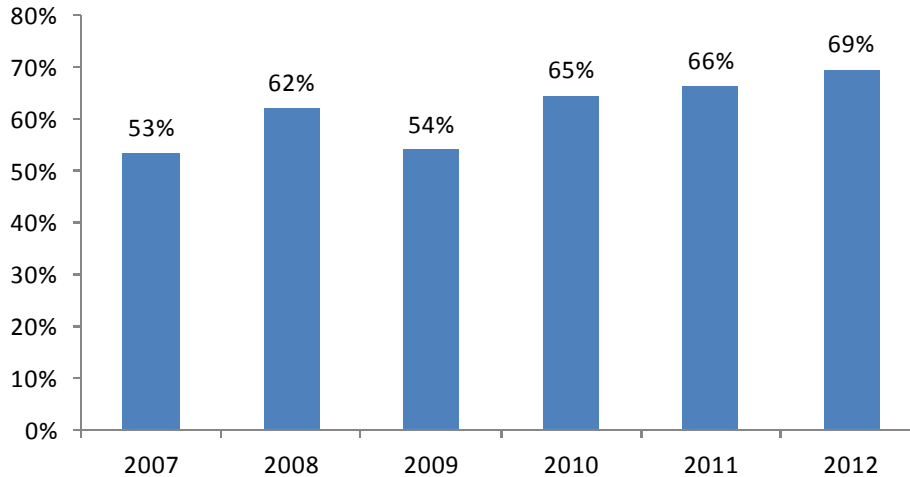
Figure 4 illustrates the occupancy rates achieved by the farmworker centers between 2007 and 2012. During that time period, factoring in the months that centers are closed, the occupancy rates ranged between 53 percent and 69 percent, exhibiting a tendency towards higher occupancy rates during more recent years. These data are consistent with the experience of Angel Calderon and Gil Ortiz, the managers of the River Ranch and Calistoga Farmworker Centers who were interviewed as part of this study. According to these managers, the centers have become fully occupied earlier in the growing and harvesting seasons, and wait lists have grown longer. Residents tend to be employed by labor contractors and occupy beds for five days during the week, returning home to their families elsewhere in Northern California on the weekend. A 2007 farmworker housing study posited that lower occupancy rates in previous years might have been due to the lack of privacy, the existence of regulations regarding acceptable personal behavior, the misperception that the centers were more expensive than private apartments, the lack of family housing, and fear of immigration raids, but that improved messaging could help to correct these impressions.²⁰ One individual interviewed as part of this study's stakeholder outreach process suggested that perhaps occupancy levels remained high due to the lack of alternate affordable options, and a reduction in the number of illegal structures being rented to farmworkers (such as private garages, sheds, etc.)

Footnote section

¹⁹ Ibid.

²⁰ California Institute for Rural Studies. April 2007. An Assessment of the Demand for Farmworker Housing in Napa County. P.5

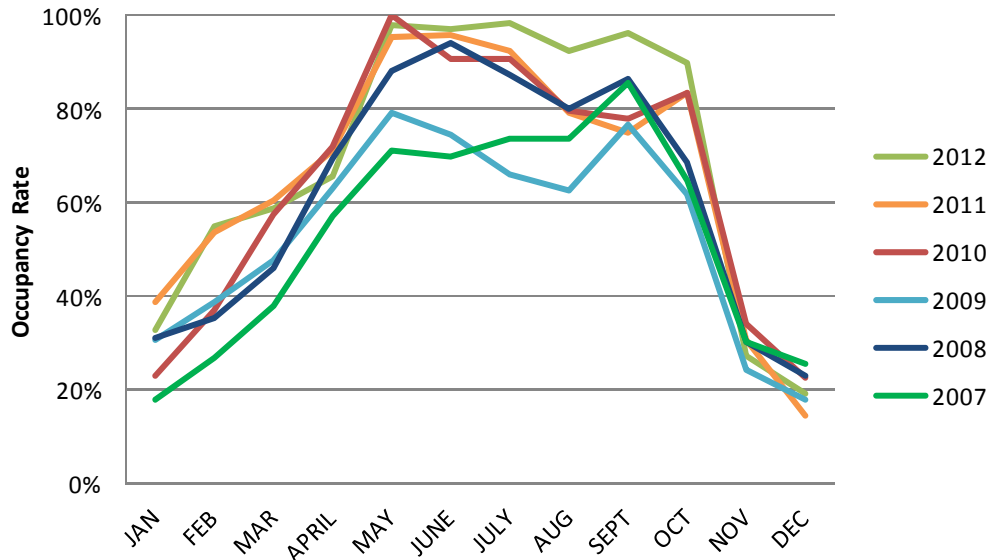
Figure 4: Farmworker Centers' Annual Occupancy Rate, 2007 - 2012



Source: California Human Development Corporation. January 2013. Occupancy Reports & Revenue vs. Expenditure Report. Memorandum prepared for the Napa County Housing Authority.

Figure 5 displays the seasonal fluctuations in occupancy rates for the three farmworker centers for every year between 2007 and 2012. The chart confirms that there has been a tendency towards higher occupancy rates in recent years and shows that peak demand occurs between May and October, during which time occupancy rates tend to exceed 70 percent and surpassed 90 percent in 2012. April and May are the months during which much vineyard suckering activity occurs, and August through October are key harvesting months, while the rest of the year is marked by less labor-intensive activities such as land and vineyard clearing and layout. Though the data on record indicate that the three centers rarely achieved 100 percent occupancy during this time period, interviews with center managers found that the River Ranch center often achieves full occupancy and has had to turn away individuals on certain occasions during peak months. In addition, because many farmworkers seek housing as a group of acquaintances or relatives, it can be easier to fill a vacancy of five to ten beds than a vacancy of one or two beds. Farmworker center managers also indicated that many residents retain their beds in the centers during the peak of summer despite fewer job openings than during the spring and autumn, so as ensure that they have lodging during the harvest season when more jobs become available. Finally, the data indicate that 30 to 40 farmworkers total choose to live in any of the three farmworker centers during the month of December. Anecdotally, center managers found that the River Ranch center tends to have a higher proportion of such “year round” residents than the other two centers.

Figure 5: Farmworker Centers' Monthly Occupancy Rate, 2007 – 2012



Source: California Human Development Corporation. January 2013. Occupancy Reports & Revenue vs. Expenditure Report. Memorandum prepared for the Napa County Housing Authority.

Private Unlicensed Farm Labor Dwellings

In addition to the three publicly run centers, there are private farmworker housing resources made available by Napa County agricultural employers. Though under no legal obligation to do so, some employers opt to operate on-site housing for at least some of their employees. In cases where these employer-provided accommodations house fewer than five residents, the County designates them as farm labor dwellings (FLD) to differentiate from the accommodations that require permits issued by the State.

The County of Napa has had a permitting process in place for FLDs since 1969, and recently added a new section 18.104.295 to Title 18 of the County Code to allow farmworker housing on agriculturally-zoned parcels by right.²¹ The County has issued 120 FLD permits through 2008, and has initiated an enforcement program to ensure that farm labor dwellings permitted in the past are being used appropriately. The enforcement action confirmed there are approximately 80 farm labor dwellings that exist pursuant to the referenced zoning section.

Footnote section

²¹ Napa County Planning Commission and Board of Supervisors. 2004. "Public Notice" <http://www.co.napa.ca.us/gov/departments/29000/publicnotice.mht>.

The farmworker employer survey asked Napa County farmworker employers about their decisions, costs, and policies regarding employee housing. Only 30 percent of survey respondents indicated that they provided housing for at least some of their employees. These employers provide either one to three dormitory-style beds in a group housing setting, or one or two family housing units. Most respondents do not reserve these housing options for workers with supervisory responsibilities, nor do they provide meals. Respondents indicated that their worker housing is usually totally occupied during both peak season and off-season.

Many survey respondents who choose not to provide farmworker housing cited the burdens of regulatory compliance and liability, the absence of appropriate facilities or suitable sites on their property, their decision to hire farm labor through labor contractors, and wages that take into account housing costs. Additionally, several employers indicated that farmworkers are not interested in worker housing, due to the physical isolation of agricultural properties, the lack of community and the associated amenities of higher density living (such as proximity to childcare and schools), and the desire to ultimately become home-owners.

Private Licensed Farm Labor Dwellings

According to the California Employee Housing Act, an agricultural employer who operates private lodgings that accommodate five or more employees must obtain a permit from the California Department of Community Development (HCD) or from a local government agency authorized by HCD to issue such permits. As shown in Table 3, there are currently seven licensed farmworker housing facilities operated by Napa County agricultural employers. These facilities are set up in a bunkhouse fashion, with five to 15 bunk beds in one or two large rooms. In total, these facilities can house up to 130 farmworkers.

Table 3: Licensed Farmworker Housing Provided by Employers in Napa County

<u>Facility Name</u>	<u>Facility Street Address</u>	<u>Facility City</u>	<u># of Beds</u>
1. Wood, Frank & Sons	8899 Conn Creek Rd.	Saint Helena	15
2. Napa Valley Farm & Ranch Co	1310 Bennett Lane	Calistoga	24
3. York Creek Vineyards	3601 Langtry Rd	Saint Helena	13
4. Treasury Wine Estates	1225 Stanley Ln	Napa	24
5. Caymus Vineyards Inc	1085 Galleron Rd	Saint Helena	11
6. Yount Mill Vineyards	1850 Yount Mill Rd	Yountville	32
7. Cypress Ranch	7167 Pope Valley Rd	Pope Valley	12

Source: Napa County Department of Environmental Management, 2012.

As shown in Figure 3, these seven licensed private facilities span the length of State Highway 29, from just south of the City of Napa to north of the City of Calistoga. Only one facility, Cypress Ranch, is located in Pope Valley. With the closure of the farmworker housing at Stanly Ranch,

there remains only one facility located south of the City of Yountville. There are no private licensed facilities located in the western part of the County.

The annual statistical summary report issued by HCD's Employee Housing Program indicates that, on average, two illegal private employee housing facilities are identified each year in Napa County.²² This is consistent with the experience of Keith Neuner, the Napa County employee charged with facility inspection and enforcement, who notes that illegal facilities tend to include campsites and/or individuals sleeping in parked cars. The licensed private facilities do not always operate at full capacity and tend to house unaccompanied adult men exclusively. Unlike the publicly-run farmworker centers, the inhabitants of the licensed private facilities tend to be year-round residents, moving out only in order to start a family or upon a change in employment status. Based on this information, it is unlikely that the licensed private facilities are currently being used to house a significant number of Napa County's migrant or temporary farmworkers.

Recent research on statewide farmworker housing trends has found that one of the most significant changes in the farm labor housing market has been the precipitous decline in the number of employer-owned centers, a finding that is consistent with the experience of Napa County.²³ Faced with new federal and state standards enacted during the 1970s and early 1980s, many farm owners closed their centers when faced with the costs of compliance. The number of farmworker centers throughout the state fell from approximately 5,000 in the mid-1960s to 850 in 2007.²⁴ According to recent interviews conducted by the California Senate Committee on Housing and Land Use, "unrealistic" federal and state building standards continue to discourage farm employers from providing housing for workers. Other employers interviewed cited concerns over workers compensation liability, noting that if they provide housing as a condition of employment, they would be liable even when employees were off-duty.²⁵ Additionally, the increased reliance on farm labor contractors has made it less important for farmers to offer housing as an incentive to attract workers.²⁶ The research conducted by Don Villarejo concludes that, statewide, all but a relative handful of workers obtain housing off-farm. The 2009 Napa County Housing Element Update

Footnote section

²² California Department of Housing and Community Development, Division of Codes and Standards, Employee Housing Program. "Napa County Department of Environmental Management." 2007 Statistical Summary Report. P.11

²³ Villarejo, D. December 2010. "The Challenge of Housing California's Hired Farm Laborers." Rural Housing, Exurbanization, and Amenity-Driven Development. Edited by D Marcouiller, M Lapping, and O Furuseth. P.193-207.

²⁴ California Department of Housing and Community Development, Business Transportation and Housing Agency. "Statistical Summary for Napa County." Employee Housing Program: 2007 Statistical Summary. Available at: <http://www.hcd.ca.gov/codes/eh/EH2007StatsSumRpt-FINAL.pdf>

²⁵ California Senate Committee on Housing and Land Use. October 1995. Farmworker Housing: A Background Staff Paper for the Interim Hearing of the Senate Committee on Housing and Land Use. p.8-9

²⁶ Villarejo, D. December 2010. "The Challenge of Housing California's Hired Farm Laborers." Rural Housing, Exurbanization, and Amenity-Driven Development. Edited by D Marcouiller, M Lapping, and O Furuseth. P.196

suggested that the County may wish to partner with private property owners who own farm labor dwellings serving six or more individuals to preserve or expand this housing supply.

Publicly-Subsidized Affordable Housing

Given that the publicly run farmworker centers are designed to serve short-term unaccompanied laborers and most housing provided by employers is not designed to accommodate farmworkers along with their families, Napa County has used its affordable housing programs to help meet the housing needs of year-round laborers. Indeed, the County directly funds the production of new affordable housing units, implements government incentives to encourage the production of affordable housing, and has instituted a requirement that affordable housing projects receiving County dollars implement a preference for farmworkers and other local workers when approving tenants. This section provides more details on the County's affordable housing activities and discusses the characteristics and preferences of farmworker households currently living in Napa County affordable housing.

Napa County created its Affordable Housing Trust Fund in 1993, with the goal of providing financial support for the development of affordable housing, including housing for migrant farmworkers. The fund relies on two basic sources of revenue: an inclusionary housing impact fee and a commercial linkage fee, the latter based upon the concept that the creation of new jobs will, in turn, require the development of new housing units appropriate to employment density and wage levels associated with the new development. As of May 2011, the County has provided \$21.7 million in loans to help develop 28 affordable housing projects, including \$2.9 million for the new 62-unit Silverado Creek residences project and \$1.6 million for the new 41 unit Oak Creek Terrace. Several affordable housing projects constructed with the assistance of these funds have included units that are set aside for farmworker families. For example, as a condition for the \$1.2 million loan to the Vineyards Crossing affordable housing project, the County mandated that ten percent of the units (a minimum of 15 units) be available for farmworkers. More recently, the County supported the construction of the new Arroyo Grande townhomes project in Yountville, which consists of 36 units that cater specifically to farmworker households. The Affordable Housing Fund has also expended \$900,000 towards the construction of a homeless shelter, another project which might benefit farmworkers experiencing emergency housing issues. In addition the county has recently awarded funds to two projects in the city of Napa totaling 108 units. The total amount of the grants awarded is \$4.6 million.

The 2009 County General Plan requires that housing development within the County continue to be concentrated in and around established urban centers, in order to preserve agricultural land and provide residents with access to nearby services and existing infrastructure. To this end, the Affordable Housing Fund has been used to support affordable housing projects located in incorporated cities, including the two projects mentioned above. The County has completed MOUs

with the City of Napa and American Canyon that have resulted in several hundred affordable housing units, and several housing projects with affordable housing components are in various stages of review. At present, the state Department of Housing and Community Development (HCD) records indicate that there are nine affordable housing projects located in or near the City of Napa, two projects in Saint Helena, three projects in Yountville, and one project each in American Canyon and Calistoga.²⁷ These affordable housing units are not restricted to or targeted to farmworkers, but farmworkers are eligible tenants so long as they are income-qualified. It should also be noted that, in the experiences of affordable housing developers in Napa County like Mid-Peninsula Housing Coalition, Napa Valley Community Housing (NVCH), and Calistoga Affordable Housing (CAH), there is generally a preference for locating affordable projects within or near urban centers in order to allow for a relatively high density project design and to be competitive for the receipt of federal tax credits.

In addition to its use of the Affordable Housing Trust Fund, the County has implemented several government policies and incentives to encourage the production of affordable housing. In 2009, the County provided explicit guidelines in the Zoning Ordinance to permit Single-Room Occupancy residential developments within the unincorporated area. All sites shown as suitable for lower income housing in the Housing Element are permitted to develop lower income units “by right,” meaning that no discretionary approvals are required for eligible projects. The Housing Element also includes a program to ensure that housing developments that provide housing for very low-, low-, or moderate-income households will receive expedited permit processing.

The housing sites inventory conducted as part of the 2009 County Housing Needs Assessment found that the County has a sufficient number of opportunity sites to accommodate its 2007-2014 Regional Housing Needs Allocation of 585 housing units affordable to moderate-, low- and very low-income households.²⁸

In an effort to better understand the characteristics of farmworker households who live in affordable housing units, and perhaps infer information regarding the housing preferences farmworker housing more generally, BAE interviewed and requested tenant data from Napa Valley Community Housing (NVCH). This organization is one of the larger affordable housing providers in Napa County, managing 406 units in 13 developments located in the City of Napa, Saint Helena, and Yountville. Of these, approximately 105 units, or one quarter, are occupied by self-identified farmworker households. All but one of these households includes children, and all were Napa County residents prior to moving into an affordable unit managed by NVCH. The average income

Footnote section

²⁷ California Department of Housing and Community Development. February 13, 2012. [Affordable Rental Housing in Napa County](http://www.hcd.ca.gov/fa/docs/affordable-housing/ARHDNapa13Feb2012.pdf). Available at: <http://www.hcd.ca.gov/fa/docs/affordable-housing/ARHDNapa13Feb2012.pdf>

²⁸ BAE Urban Economics. June 2009. [Housing Needs Assessment](#). Prepared for the County of Napa as part of the Housing Element Update process. Table H-G and Appendix H-1.

of these farmworker households is \$43,500, and the average household size is five persons. Only one of the NVCH-managed properties requires households to show legal documentation, due to the use of HUD subsidies; the other 12 properties are not permitted by State law to require documentation.

Information from key stakeholders indicates that a major concern with federally-funded affordable housing projects is the requirement that, at minimum, the head of household must provide documentation of legal resident status in order to qualify for the subsidized units. Additionally, traditional affordable housing projects struggle to accommodate the extended family configurations in which many farmworker households prefer to reside. These dual issues of documentation requirements and potentially inadequate unit sizes are important concerns that prospective affordable housing projects must confront. The legal documentation requirements, in particular, account for at least some local hesitancy to take advantage of federal loans and grants specifically meant for farm laborer housing, such as the U.S. Department of Agriculture's Section 514/516 Farm Labor Housing program. Funds from Section 514 loans and Section 516 grants can be used to purchase a site or a leasehold interest on a site; construct or repair housing, day care facilities or community rooms; pay fees to purchase durable household furnishings; or pay construction loan interest. Tenants of Section 514/516 subsidized housing projects must be farm laborers (and their families) who receive a substantial portion of income from primary production, processing, and transport of agricultural or aquacultural commodities, and must be either U.S. citizens or legally admitted for permanent residence. Neither legally admitted temporary laborers, such as H-2A workers nor farmworkers who lack documentation are eligible to live in such housing.²⁹ These eligibility restrictions limit the number of Napa County farmworkers who might be interested and able to benefit from Section 514/Section 516 affordable housing. Nonetheless, if a future Section 514/516 affordable housing project were built with units that could accommodate large farmworker families, there would likely be enough demand from Napa County farmworkers able to comply with the legal requirements to fully occupy the project.

Summary of Employer and Stakeholder Feedback Regarding Farmworker Housing

Napa County employers who responded to BAE's farmworker employer survey are divided as to whether the current supply of farmworker housing in Napa County is adequate, and whether current efforts towards improving the housing situation are appropriate and sufficient. Of those who believe that the housing situation should be improved, the majority cited affordability

²⁹ U.S. Government Accountability Office. March 30, 2011. Rural Housing Service: Opportunities Exist to Strengthen Farm Labor Housing Program Management and Oversight. GAO Report No. GAO-11-329. Available at: <http://www.gao.gov/assets/320/317162.html>

concerns and the need for more year-round housing options, and 50 percent noted that there is not enough housing appropriate for families.

The employer survey and the stakeholder interviews elicited a number of responses regarding ways to improve farmworker housing conditions in Napa County. The principal recommendation was to improve the quantity and quality of affordable housing available to farmworker families on a permanent basis. Suggested housing amenities include a large number of bedrooms in order to accommodate extended families, community gathering spaces, and locations near transportation, vineyards, and support services such as shopping, schools, and child care. In order to accomplish this goal, stakeholders proposed exploring the opportunities for infill development, redevelopment, rehabilitation of the existing housing stock, and the acquisition of foreclosed properties. It was also noted that the areas of Carneros, American Canyon, Pope Valley and the southern third of the County currently have little or no affordable housing for farmworkers, and that many farm owners are unaware that the County allows limited employer-provided housing on agriculturally-zoned land. Survey respondents also suggested that a public program to help subsidize farmworkers' rental housing costs could alleviate the need to build affordable housing structures.

Farmworker Survey

Survey Methodology

The objective of the farmworker survey was to collect data on the characteristics and housing needs of Napa farmworkers from a minimum of 350 individuals, who represent the full range of farmworkers who are employed at different times of the year in Napa County. BAE, CHDC, and Howard Siegel sought to create a survey instrument that was concise, user-friendly, and provided clear guidance to those who administered the survey. BAE and CHDC prepared a draft survey instrument in English starting from a recent Marin County farmworker survey in which CHDC had participated, tailoring it to conform to the issues important to this study, and then finalized the draft based on feedback from other consultant team members and County staff. Once the survey instrument was finalized, BAE and CHDC translated it into Spanish. The final survey instrument can be found in Appendix E (in English) and Appendix F (in Spanish).

Because the population of farmworkers present in the Napa Valley fluctuates during the course of the year, and vineyards have different types of worker requirements depending on the time of year, the survey was administered between two and nine times per month between June and October 2012. This timing was chosen in order to coincide with both the peak harvest season in the fall and the summer lull after the vineyard suckering season in late spring, so that the survey results might reflect a broad sampling of farmworkers who work in Napa County at different times of the year. The survey was administered at eleven locations where Napa farmworkers are likely to congregate: American Canyon, Calistoga, downtown Napa, Oakville, St Helena, Yountville, the three Farmworker Centers, Silverado Trail, Soda Canyon, and a known dayworker pick up point in Vallejo. These locations were chosen so that the survey might capture responses from farmworkers who (a) live in Napa County farmworker centers or other temporary housing in Napa County; (b) live in permanent housing in Napa County; and, (c) live outside of Napa County and commute into the county to work.

CHDC staff administered the survey as one-on-one interviews in Spanish, recording responses on questionnaire sheets. BAE staff subsequently cleaned and coded the responses into an electronic database for summary and analysis.

Farmworker Characteristics

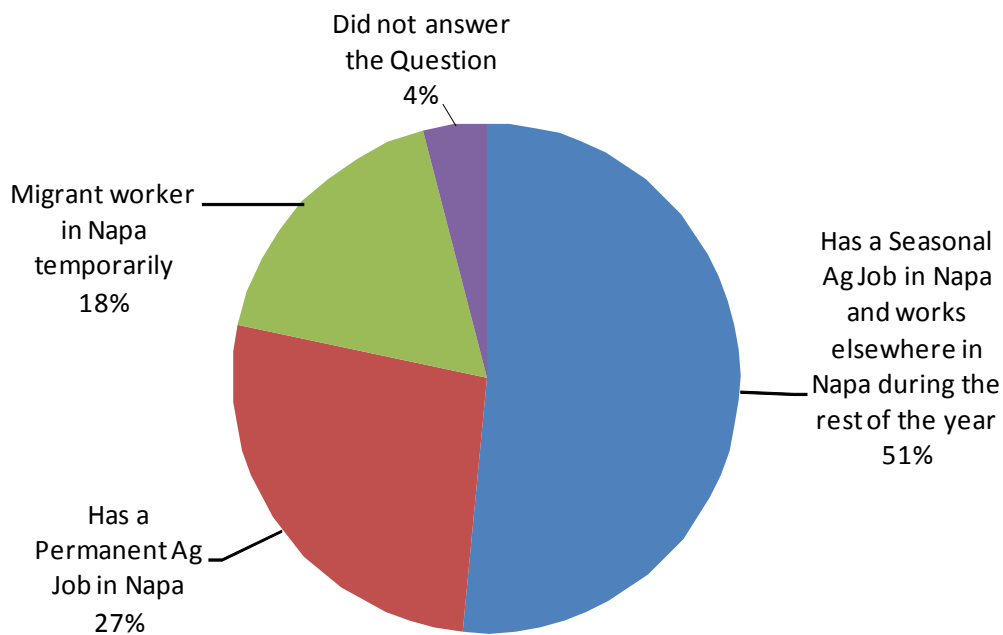
The survey was completed by 350 self-identified farmworkers. Of these, 92 percent were men, 95 percent are originally from Mexico, and 49.5 percent identified themselves as undocumented workers. Survey respondents ranged in age from 15 to 70 years old; the average age was 33 years.

Over 90 percent of survey respondents are farm laborers and 96 percent work exclusively in

vineyards. Other survey respondents include nine foremen/supervisors (2.6 percent), 17 equipment operators (4.9 percent), and one farm manager (0.3 percent). In other words, the survey includes responses for approximately eleven laborers for each worker in a supervisory role, a ratio similar to the hiring practices reported by Napa farms and vineyards in the employer survey. Approximately six percent of farmworker respondents work on row crops or orchards in addition to vineyards, and an additional 2.9 percent (ten respondents) work exclusively in non-vineyard related agriculture, such as livestock or nursery production.

As shown in Figure 6, approximately 51 percent of survey respondents work seasonally in agriculture and hold other jobs in Napa County during the rest of the year; 27 percent are workers who hold permanent agricultural jobs in Napa County; and 18 percent are migrant workers who expected to remain in Napa temporarily.

Figure 6: Farmworker Employment Contract Types



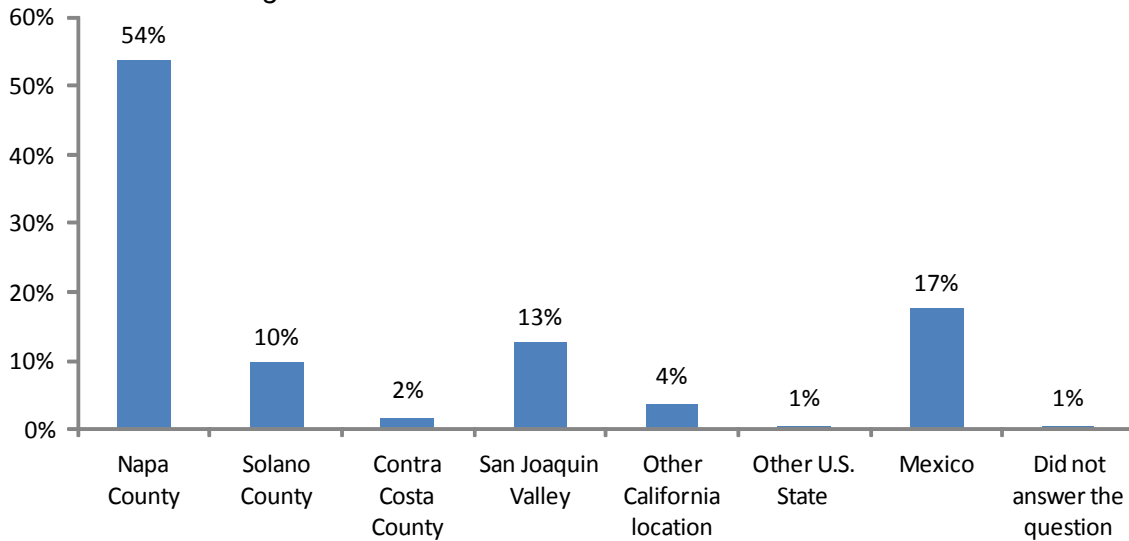
Source: Napa County Farmworker Survey, June – October 2012.

Full time, year-round farmworker jobs appear to be relatively uncommon in Napa County. Only 7 percent of all survey respondents (23 individuals) reported working 12 months per year in Napa County agriculture. On average, those with permanent agricultural jobs work 8.75 months, those with seasonal jobs work in the County for just over six months per year, and migrant workers expect their Napa jobs to last for approximately three months. As a result of these seasonal labor

patterns, 71 percent of survey respondents reported working outside of Napa County for at least part of the year, including 16 percent of those with permanent agricultural jobs and 54 percent of those with seasonal jobs. Seasonal Napa farmworkers work in jobs outside the County for an average of 3 months per year, while migrant workers work outside the County for an average of almost four months per year. Common alternate work locations include San Joaquin Valley locations (68 respondents), counties adjoining Napa County (17 respondents), and other West Coast states (14 respondents).

The survey results indicate that Napa farmworkers generally have several years of local experience, which implies that workers are likely to be familiar with employers’ needs and preferences as well as with the local housing market. Over 64 percent of respondents have been working in Napa County for five or more years; the average respondent has worked in the County for 7.6 years. Even migrant workers who hold only temporary Napa jobs have been returning to the County for an average of 5.6 years. Only 30 respondents indicated that 2012 was their first year working in the County. In general, the survey results indicate that the more long-term jobs go to workers with more experience, with the jobs lasting less than six months going to workers with four or five years of local experience on average, and jobs lasting more than six months going to workers with an average of seven to ten years of experience.

Figure 7: Location of Farmworkers’ Permanent Homes



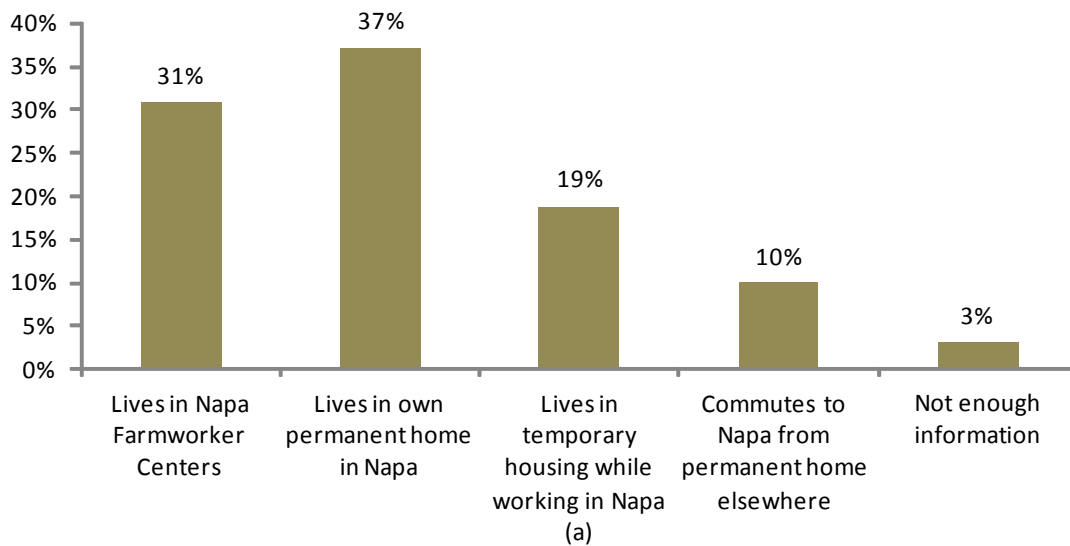
Source: Napa County Farmworker Survey, June – October 2012.

The survey poses several questions regarding farmworkers’ “permanent home.” Approximately 54 percent of all respondents indicated their permanent home is Napa County, with the most common location being St. Helena (51 respondents). Over 95 percent of farmworkers with permanent jobs

in Napa agriculture reported that their permanent home was Napa County, along with 38 percent of seasonal workers and 25 percent of migrant workers. That said, it should be noted over 46 percent of those who report living in Napa County farmworker centers indicate that they consider the farmworker center their permanent home. Of those who reported having permanent homes outside of Napa County, the most common location was Mexico (16.6 percent), the San Joaquin Valley (12.9 percent), and Solano County (9.7 percent). See Figure 7, above.

Figure 8 offers a breakout of where farmworkers live while working for Napa agricultural employers. Over 31 percent of respondents live in farmworker centers and another 19 percent live in other living situations away from their permanent homes while working in Napa. The most common locations for temporary housing apart from the farmworker centers are the City of Napa (23 respondents) and the City of Calistoga (23 respondents). Ten percent of farmworkers commute to their Napa County jobs from permanent homes located outside of the County, and at least nine respondents commute from their temporary homes located outside of the County. Among those respondents who live in temporary housing, 42 percent have opted to live in the same location for at least two years in a row.

Figure 8: Location of Farmworker Housing



Note (a): Temporary housing situation does not include farmworker centers. Respondents did not specify whether their temporary housing is located within Napa County.
 Source: Napa County Farmworker Survey, June – October 2012.

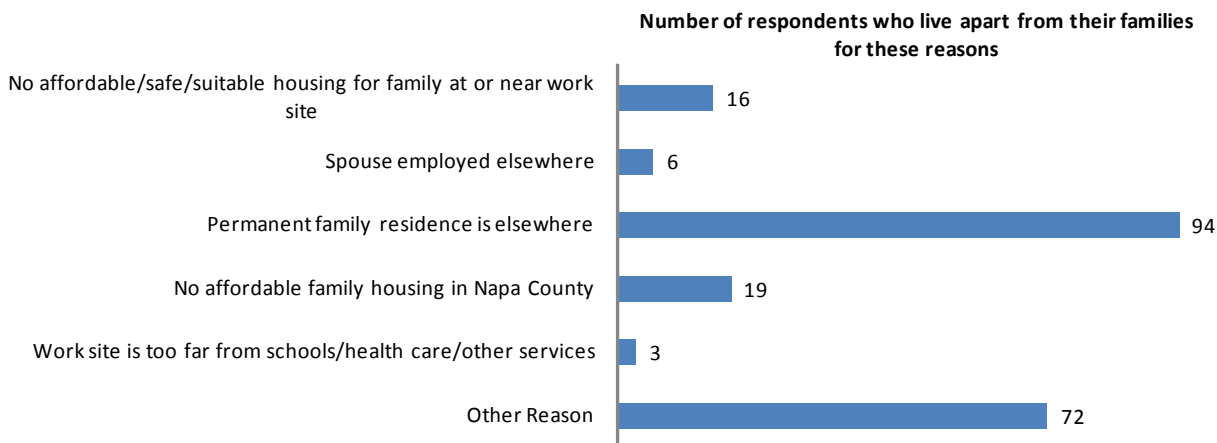
Farmworker Households and Families

In terms of demographic composition, the survey results indicate that farmworkers' households in

their permanent homes can be divided into three general categories: nuclear families with two adults and at least one child (35 percent of respondents); communal housing with several adults and children living in the same home (43 percent); and adult-only living situations comprising several adults but no children (21 percent). Very few respondents live alone in their permanent home (seven respondents) or live with one other adult and no children (two respondents).

Approximately 45 percent of seasonal workers and migrant workers indicate that they have a spouse and/or at least one child who does not live with them when they work in Napa County. These workers have between zero and eleven children, with an average of 2.44 children. When asked why these workers do not live together with their families, the most common answer was that the permanent family residence is located elsewhere (94 respondents or 81 percent of respondents who live away from their families). Only 19 respondents attributed their living situation to the lack of affordable family housing in Napa County, and only 16 respondents pointed to the lack of affordable/safe/suitable housing available for families at or near their work site. See Figure 9, below.

Figure 9: Why Some Farmworkers Opt Not to Live with Their Families



Note: Survey respondents were asked to check all reasons that applied. Only 42 percent of survey respondents answered this question.

Source: Napa County Farmworker Survey, June – October 2012.

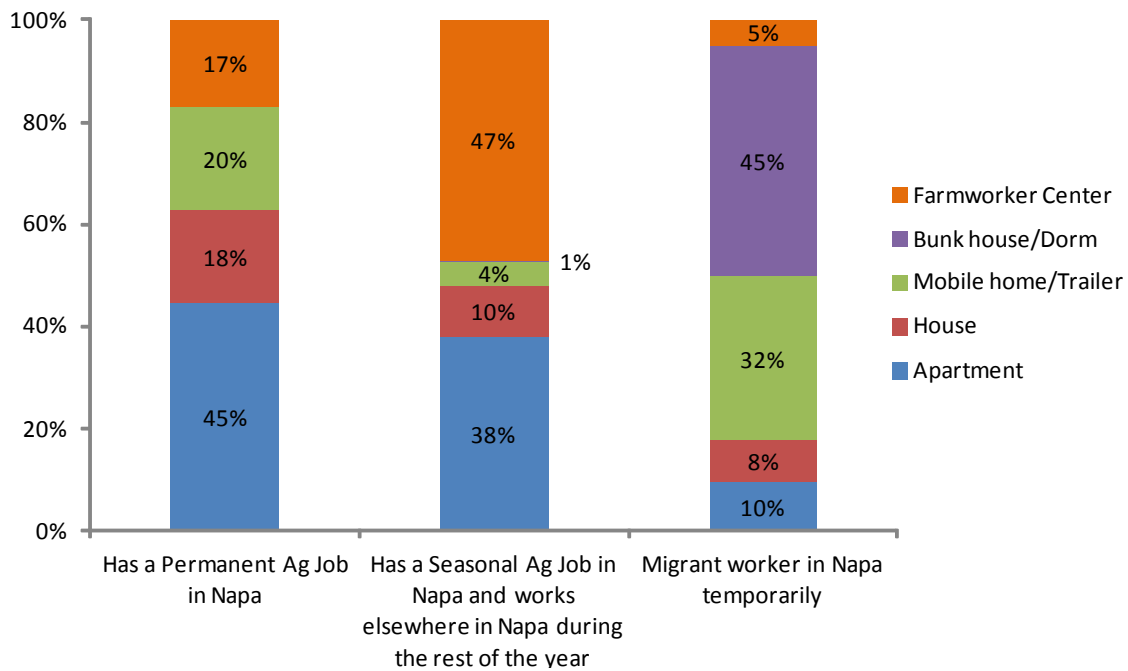
Seventy two respondents elaborated on the reasons why they live apart from their family. The most common explanation given is that either the respondent or members of their family is not legally allowed to reside in the United States (17 respondents). The second most common reason was financial constraints, including concerns over the cost of living, low income levels, and job insecurity (13 respondents). Some respondents pointed specifically to housing considerations,

noting that they could not afford a sufficiently large housing unit for their family, or that the housing situation in which they currently lived would not be amenable to women or children. Lastly, a half dozen respondents pointed to personal reasons, such as their family’s preference for living elsewhere, often in a location closer to relatives.

Current Housing Conditions

The most common types of housing units inhabited by survey respondents are apartments (34.2 percent) and farmworker centers (31.0 percent). An additional 13.8 percent of respondents live in mobile homes/trailers, 11.8 percent live in single-family homes, and 9.2 percent live in bunk houses/dorms. As shown in Figure 10, farmworkers with permanent jobs are more likely to live in apartments or houses (63 percent), while seasonal workers are equally as likely to live in apartments/houses as they are to live in farmworker centers (48 percent vs. 46 percent). Over three-fourths of migrant farmworkers choose to live in bunk houses, dorms, or farmworker centers. Mobile homes and trailer are also a particularly common housing choice for migrant workers.

Figure 10: Housing Type by Farmworker Employment Contract



Of those respondents who are currently living away from their permanent home, 65 percent live in either bunk houses, dorms, or farmworker centers. An additional 18 percent live in apartments, and 13 percent live in mobile homes or trailers. In all but one case, workers living in temporary housing live with other individuals. Fifty-eight percent live with people to whom they are not

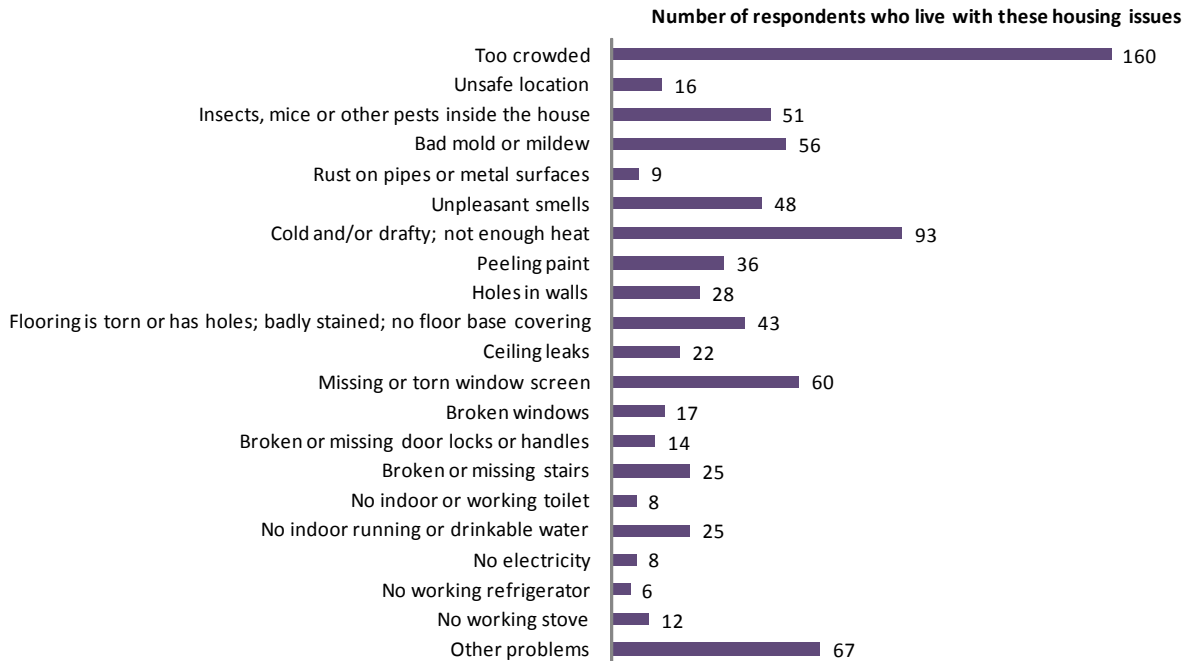
related and 37 percent live with family members. In contrast, over 72 percent of respondents who commute to their Napa County jobs from their permanent homes reside with family.

The most crowded living situations occur in mobile homes and farmworker centers, where on average 2.01 persons and 1.99 persons inhabit each bedroom, respectively. That said, apartments and houses are only slightly less crowded, with an average of 1.70 persons and 1.69 persons per room respectively. The greatest difference among these various housing types is the number of persons per bathroom: in dorms and farmworker centers, approximately 15.5 persons share one bathroom, compared to approximately 4 persons in other housing types.

In general, the Napa County farmworkers who responded to this survey are reasonably satisfied with the physical condition of their current housing, with 83 percent rating their living situation as “Decent/OK” or “Good.” Those respondents who reported that their housing “Needs Work” or is in “Bad Condition” were most often referring to mobile home/trailers (23 respondents) or apartments (12 respondents). Only 7.4 percent of workers who live in farmworker centers (7 respondents) reported that their housing needs work or is in bad condition.

The survey includes a list of 21 physical housing issues that respondents might encounter, from ceiling leaks to broken windows to the absence of a working stove. Respondents were encouraged to identify any and all housing problems that are present in their current living situation. According to the results, the most common housing complaints are overcrowding (160 respondents or 45 percent), cold/drafty rooms (93 respondents), missing or torn screens (60 respondents), and bad mold or mildew (56 respondents). See Figure 11 below for a full list of housing complaints.

Figure 11: Physical Housing Problems



Note: Only 76 percent of respondents answered this survey question.

Sixty seven respondents elaborated on additional problems with their housing units. The most common problems for those living in apartments, houses, or mobile homes were: distance from the workplace, affordability, the age of the housing unit, and the small size of living quarters. Two-thirds of those who listed additional problems are residents of the farmworker centers, which implies that the list of housing issues proposed by the survey did not adequately cover the needs of these residents. Rather, several farmworker center residents voiced dissatisfaction with the quantity of privacy available to them, particularly in the bathroom, and expressed a desire for access to a lockbox to keep their personal belongings safe. Other concerns include the cleanliness and maintenance of the bathrooms, the quality of the meals (several expressed a desire for greater variety, including more greens and fish, and meals on Sundays), the lack of climate control, small living quarters, the lack of recreational outlets (such as an all-purpose sports court or workout equipment), and perceived disrespect from center staff.

Satisfaction with Current Housing

Overall, 61 percent of survey respondents indicate that they are satisfied with their current housing, 27 percent are not satisfied, and the remaining 11 percent did not answer the question.

Interestingly, only 19 percent of the respondents who live apart from their families expressed

dissatisfaction with their current housing, compared to 40 percent of those who either live with their families or do not have a spouse or children. Put another way, seasonal workers were less likely to be dissatisfied with their housing (20 percent) than migrant workers (50 percent) or workers with permanent Napa County jobs (42 percent). In terms of housing type, almost 77 percent of respondents who live in mobile homes are dissatisfied with their housing, compared to 44 percent who live in apartments, 31 percent who live in houses, and 12 percent who live in bunk houses. Only four percent of the farmworker center residents expressed dissatisfaction with their housing.

When asked what the ideal housing situation would be for themselves and their families, 37.7 percent of respondents indicated a preference for family housing at or near their work sites. Only slightly fewer (34.3 percent) expressed a preference for family housing in a town/city in Napa County. Less common was the preference for solo housing at or near the work site (17.4 percent), solo housing in a town/city in Napa County (9.4 percent), and family housing outside of Napa County (4.0 percent).

Two dozen survey respondents added additional suggestions regarding ideal housing amenities. The most common suggestions included more affordable rents and increased privacy (including larger units with more square footage, more individual bedrooms, and more bathrooms). Respondents had mixed opinions regarding the ideal location. Some preferred to live near schools and other amenities, while others preferred to be located near work. Several emphasized the desire for family-friendly amenities, such as access to a garden or lawn, a quiet location, and family housing.

Survey respondents who had expressed dissatisfaction with their current living situation were particularly likely to prefer family housing near their work site (41 percent) compared to other possible housing situations (14 percent to 18 percent). When asked about their ideal housing situation, these dissatisfied individuals expressed a desire for housing that is larger, less expensive, and close to schools and shopping.

Over half of all survey respondents (57 percent) prefer to rent their home, compared to 26.5 percent who voiced a preference for homeownership. This marked preference for home rental existed amongst all types of farmworker jobs held by the survey respondents. Permanent Napa County workers prefer rentals by 18 percentage points, seasonal workers prefer rentals by 29 percentage points, and migrant workers prefer rentals by 45 percentage points.

Affordability Issues

The monthly rent paid by farmworkers and the family members with whom they live ranges from \$100 to \$2,200, with an average of \$648. The average rent for units where utilities are included is

\$545 versus \$775 where utilities are not included, a finding that indicates that the apartments and homes that require residents to pay utilities themselves tend to be more expensive than those where such costs are included in base rent (such as farmworker centers, for example). The average reported monthly rent is \$662 for apartments, \$1,008 for houses, \$461 for mobile homes, \$207 for bunk houses/dorms, and \$650 for farmworker centers (with meals included). Respondents with permanent jobs live in housing situations that cost \$753 on average in monthly rent, seasonal workers' housing costs \$679, and migrant workers' housing costs \$344.

As noted already, farmworkers indicated throughout the survey that their financial situation has a significant impact on where they chose to live, whether they could afford to live with their spouse and children, and how much basic privacy they could enjoy in their housing situation. Qualitative feedback indicates that farmworkers are particularly concerned about the high cost per square foot of living space that prevails in the Napa housing market, as the living situations that are affordable on a farmworker's income are perceived as being too small and/or too crowded for their needs and those of their families.

Undocumented Workers

Undocumented workers often face additional barriers to housing and employment. Over 106 survey respondents identified themselves as undocumented workers, a sufficiently large number to allow for some analysis into how this group may differ from other Napa farmworkers. For example, undocumented workers are just as likely to have permanent farmworker jobs as other respondents (28 percent), but are more likely to have seasonal agricultural jobs and work in other Napa sectors during the rest of the year (72 percent versus 47 percent for other survey respondents). Not a single migrant worker told survey administrators that he or she was undocumented.

Undocumented workers are more likely to live in a farmworker center (58 percent) or a house (25 percent) than other survey respondents (20 percent and 6 percent respectively). In contrast, relatively few undocumented workers live in apartments (14 percent versus 45 percent of other respondents) and almost no undocumented workers live in mobile homes or bunk houses/dorms. These findings may indicate that apartment managers and employers with bunk houses are more likely to ask questions regarding legal documentation, particularly compared to landlords renting houses, even though State law (Civil Code Section 1940.3(b)) does not allow landlords to make any inquiry regarding the citizenship or immigration status of a tenant or prospective tenant. Farmworker centers remain the most common location for undocumented workers to reside, which helps to explain why, on average, undocumented workers pay 4 percent less in rent each month than other survey respondents.

Conclusion and Recommendations

Napa County farmworkers play an important role in creating and sustaining agricultural production, the backbone of the county's economy. As Napa has become increasingly specialized in high quality, luxury agricultural products, demand for highly experienced, skilled farmworkers has remained high, despite concerns over a possible shift towards lower-cost mechanized harvesting and outsourcing labor management to labor contractors who import lower-skilled workers. As the economy recovers, Napa agricultural industries are likely to face growing competition for farmworker labor from local construction and landscaping employers, which may be able to offer higher wages and greater job stability, and from Central Valley agricultural employers, which are located near more affordable housing options. In order to ensure that highly skilled and experienced laborers will continue to work for Napa agricultural employers, the County's housing supply must be able to accommodate the unique needs and budgets of its farmworker residents.

General Farmworker Housing Needs

Housing for More Permanent Farmworkers, Including Families

Efforts to assure a robust supply of farmworker housing should not be limited to the needs of migrant workers. Industry data indicate that demand for year-round and almost year-round laborers has increased notably since the 1990s. Approximately 80 percent of workers surveyed have either permanent Napa agriculture jobs or seasonal Napa agricultural jobs and work in different Napa jobs during the off-season. Napa farmworkers have strong local ties: almost two-thirds of workers have been working in the local industry for five or more years, and over half of the survey respondents feel that Napa County is their permanent home.

These workers are particularly valuable to local employers and are strong candidates for more stable types of housing that nonetheless can accommodate the seasonal fluctuations in agricultural employment. At present, since most farmworker households qualify as "very low" or "extremely low" income households, these workers have few options other than to live in crowded private housing units or in the farmworker centers, resource-limited facilities that were designed to assist more transient, unaccompanied male workers. Indeed, the farmworker survey found that over 46 percent of survey respondents who live in farmworker centers consider the centers to be their permanent home, even though the seasonal closure of each of the centers requires these residents to temporarily relocate for part of the year. These workers were more likely to be dissatisfied with the centers' lack of privacy, the absence of recreational amenities such as nearby sports courts and cable television, the quality and variety of meals included in the rent, and other aspects of the centers that set them apart from more permanent living situations. These workers would be better

served by more permanent housing arrangements with all the services and neighborhood amenities associated with raising families and becoming permanent members of local communities. At the same time, the creation of alternate housing options would ease occupancy rates in the farmworker centers during the growing and harvesting seasons.

One possible way to meet the housing needs of more stable farmworker residents would be to increase the supply of affordable family housing in the County, and ensure that these facilities are prepared to accommodate seasonal fluctuations in farmworker incomes. Approximately 45 percent of seasonal workers and migrant workers surveyed have a spouse and/or at least one child who does not live with them in Napa County. Though not all of these families will be interested or able to move to Napa (due to legal residency reasons or other personal considerations), over 70 percent of the farmworkers surveyed indicated that their ideal housing situation would be family housing. It should be noted that farmworker families are relatively large, so any future family project might consider including a healthy supply of 3- and 4-bedroom units.

Another appropriate housing type would be a Single Room Occupancy (SRO) project. The most frequent housing problem identified by survey respondents was overcrowding. Even in houses and apartments, workers usually share a bedroom with one other person and share a bathroom with three other people. Based on the qualitative comments received, increased privacy is a common aspiration among Napa farmworkers. Given that many of these workers remain committed to the Napa agricultural industry for much of their working lives, an SRO project could offer privacy and independence while remaining affordable to unaccompanied but long-term Napa farmworkers.

Migrant Farmworker Housing

Migrant farmworker housing continues to be important. Efforts to place farmworkers in private housing are complicated by the fact that very few workers have dependable year round employment. This occurs because demand for farmworker labor jumps by up to two-thirds between the “off season” winter months and the peak growing and harvest periods in late spring and early autumn. As a result, only 27 percent of workers surveyed have permanent jobs, and of those only 15 percent work for twelve months out of the year. Most workers have no choice but to be highly mobile: over 70 percent of survey respondents had to take jobs outside the county for at least one month out of the year, with the average being three months.

This lack of stable employment places homeownership out of reach for almost all farmworkers and makes it difficult for farmworkers to qualify for quality rental housing in the private market, since many landlords hesitate to rent to tenants without a stable, documented salary. Further, the heightened levels of mobility inherent in the industry have influenced the decision of many farmworkers not to move their families to Napa. Given that seasonal fluctuations in employment

are inherent to the grape-growing industry, it is important that an adequate supply of affordable housing exist for the highly mobile farmworkers upon which the industry depends. The three farmworker centers near Calistoga, St. Helena, and Yountville play a crucial role in providing affordable housing, amenities, and a payment structure that caters to the needs of migrant workers. Farmworkers appear to be very satisfied with the centers, with only seven percent of surveyed residents indicating that the centers require physical improvements and only four percent expressing overall dissatisfaction. Indeed, the centers are fully occupied during the growing and harvesting seasons, and longer waitlists coupled with earlier dates of full occupancy indicate that demand for such housing is increasing.

Moving forward, the farmworker survey yielded several tangible suggestions for possible improvements to the centers, including the addition of lockboxes for valuable personal belongings, recreational equipment and spaces, and improved maintenance of bathroom facilities. It is also important to note that the southern and eastern parts of the County remain underserved in terms of migrant farmworker housing, with no farmworker center and few licensed employer-provided housing facilities.

It is likely that some of the available subsidized permanent housing, where federally subsidized, including affordable housing units designated for farmworker households, is not available to many farmworkers, as about 50 percent of the farmworker survey respondents indicated they are undocumented workers. However, NVCH indicated that it reviews immigration status in only one of its projects. The ACS data also indicate that about 60 percent of farmworkers residing in Napa County are not U.S. citizens. While acknowledging that a portion of non-citizens may be legal immigrants, this still supports the conclusion that a substantial portion of farmworkers living in Napa County would not likely be eligible to live in federally subsidized housing that requires proof of legal resident status; however, this is a small minority of available housing.

Whether workers have permanent ag jobs in Napa, work in Napa agriculture seasonally, or are migrant workers, according to the farmworkers survey, roughly two-thirds or more would prefer family housing. This survey finding is consistent with the ACS data, which indicates that about two-thirds of farmworkers living in Napa County are married. Among those farmworker survey respondents preferring family housing, there was no dominant preference for housing located in a town or housing located near a worksite.

Fortunately, most of Napa's larger communities offer proximity to both town amenities and agricultural areas. However, one area facing a challenge in this regard is the eastern portion of Napa County, where agricultural areas such as Pope Valley are relatively distant from towns where a range of community amenities such as shopping, services, schools, are readily available.

According to Napa County GIS data, approximately 22 percent of Napa County's vineyard and other farm land is located in the eastern part of the County, and approximately 25 percent is located in the southern part of the County, south of the City of Napa; yet, none of the County's farmworker housing centers is located in these areas and none of the private farm labor housing facilities are located in these areas. While the agricultural operations in the southern part of the County are accessible to urban housing in the cities of Napa and American Canyon, accessibility of agricultural areas in the eastern part of the County to housing is poor; thus, the County should explore opportunities to assist with development of additional farmworker housing in that area.

The operating statistics from the Napa County Farmworker Centers, which collectively provide a maximum of 180 beds for farmworkers, provide another reference point for demand for migrant farmworker housing. These data indicate that over the 2007 to 2012 period, the occupancy rates for the farmworker centers trended upwards. Farmworker center staff report that the River Ranch center in particular experiences full occupancy on certain occasions during peak periods, and has to turn away individuals or groups of workers seeking accommodations. Respondents to the employer survey who had farm labor dwellings also indicated that their farmworker accommodations tended to be fully occupied throughout the year.

Overall, this information suggests that demand for accommodations at the farmworker centers is strong; however, results of the farmworker survey suggest that some of the demand for space at the farmworker centers may be due to the fact that some of the centers' boarders reside there not because they prefer that style of housing, but because they do not have access to other more desirable options. For example, about 64 percent of migrant farmworkers reported that they prefer to live in family housing in Napa County, and about 59 percent of workers who currently live away from their spouse and/or children would prefer to live in housing with their family in Napa County. At the same time, it should be acknowledged that some people who consider themselves permanent residents of Napa County reside at the farmworker centers, thus occupying spaces that might otherwise be utilized by migrants who do prefer that type of housing, and requiring that these long-term residents of the farmworker centers move between the different centers as they each undergo their seasonal closures.

The findings above suggest that there may be additional unmet need for housing for migrant farmworkers in Napa County during peak agricultural employment seasons; however, some additional capacity might be freed up in the farmworker centers if more suitable options were provided for the portion of farmworker center residents who are permanent residents in Napa County. This information suggests that the County explore a strategy of maintaining the current inventory of farmworker center beds, while working to produce additional permanent farmworker housing options both in the unincorporated areas and the cities and towns of Napa County.

This strategy seems appropriate, given that the study's findings have identified trends toward an increasing proportion of farmworkers who remain in the County for most of the year, combined with the fact that there are relatively few family housing units dedicated to farmworkers, and none that are available to undocumented workers. A priority for Napa County should be to work on increasing the amount of housing that is accessible and affordable to permanent farmworkers who also reside in Napa County with their families.

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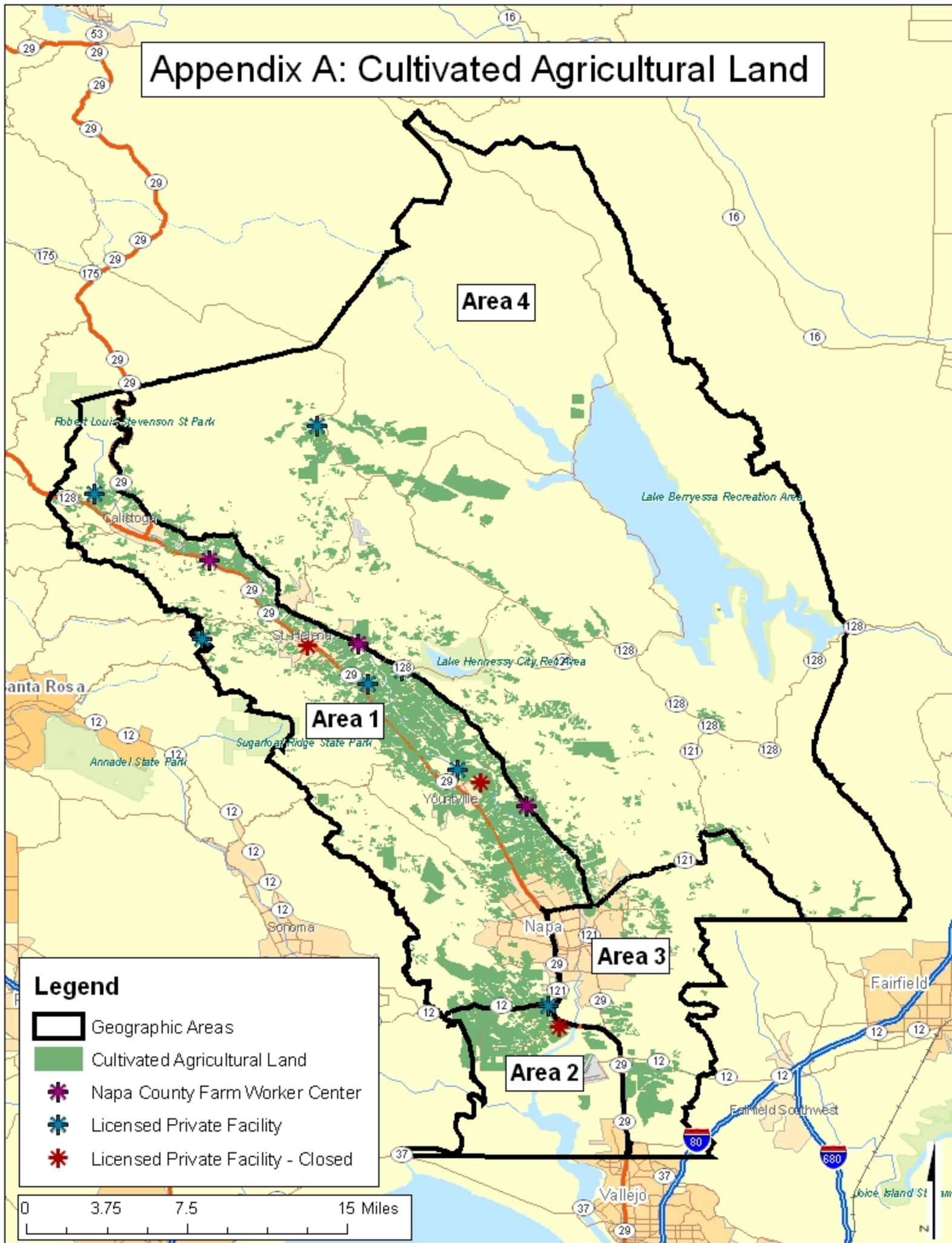
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**Appendix A: Map of Cultivated
Agricultural Land in Napa County**

Appendix A: Cultivated Agricultural Land



Appendix B: List of Key Stakeholder Interviewees

Individual Interviews:

Michelle Benvenuto, Executive Director of Winegrowers of Napa Valley

Angel Calderon and Gil Ortiz, Managers of the River Ranch and Calistoga Farmworker Centers.

Nicole Collier, Executive Director of Fair Housing of Greater Napa.

Kathleen Dreessen, Napa Valley Community Housing

Sandy Elles, Executive Director of the Napa County Farm Bureau

Keith Neuner, County of Napa Housing Inspector

Frances Ortiz-Chavez, Director of Puertas Abiertas Community Resource Center.

Jennifer Kopp Putnam, Executive Director of Napa Valley Grapegrowers

Rex Stults and Anne Steinhauer, Industry Relations, Napa Valley Vintners

Dave Whitmer, Napa County Agricultural Commissioner

Group Interviews with the Napa County Housing Commission

Erik Dodd, owner of Hayfork Wine Company

Louis Flores, retired immigration attorney and founder of the California Human Development Corporation

Placido Garcia, Vineyard Foreman for Chateau Montelena Winery

Pat Garvey, vineyard manager for Flora Springs Vineyards

Chris Gustin, manager of Healthy Buildings USA

Nancy Johnson, Program Manager, Napa County Housing and Intergovernmental Affairs

Reverdy Johnson, Napa Valley Vintners

Manuel Rios, owner of Rios Farming Company, a vineyard management company

Maria Rosado, California Human Development Corporation

Anne Steinhauer, Industry Relations, Napa Valley Vintners

Group Interview with the Napa County Farmworker Housing Committee

Monsignor John Brenkle, St. Helena Catholic Church

Louis Flores, retired immigration attorney and founder of the California Human Development Corporation

Pat Garvey, vineyard manager for Flora Springs Vineyards

Nancy Johnson, Program Manager, Napa County Housing and Intergovernmental Affairs

Maria Rosado, California Human Development Corporation

Rosa Segura, Immigration Specialist

Anne Steinhauer, Industry Relations, Napa Valley Vintners

Appendix C: Employer Survey Instrument

The Employer Survey instrument was distributed online, through SurveyMonkey.com. The link to an electronic survey was distributed via email to the listserves run by the Napa Valley Grape Growers Association, the Napa Valley Vintners Association, and the Farm Bureau, and links were posted on these organizations' websites. This appendix includes a printer-ready version of the survey, which differs slightly in formatting from the instrument as administered online. These differences are noted below:

- Questions 2, 3, and 4 are posed only to the respondents who self-identify as farm owners, farm labor managers, or their representatives in Question 1.
- Question 5 is posed only to the respondents who self-identify as labor contractors or their representatives in Question 1.
- Questions 19 through 24 are posed only to the respondents who answer “Yes” to Question 18.
- Questions 25 and 26 are posed only to the respondents who answer “No” to Question 18.

Napa County Agricultural Employer Survey

Napa County has commissioned study of farmworker housing needs. As part of this study, we are conducting this online survey of Napa County agricultural employers, to better understand farm labor trends and farmworker demographics. The results of the study will help the County ensure that its policies and programs relating to farmworker housing are as effective as possible.

Note: By "farmworker," we mean employees who work in the vineyard/fields, such as laborers, crew leaders, and supervisors and farm managers who primarily work in the fields, NOT staff who primarily work indoors.

All of your answers to this survey will be kept anonymous and all survey results will only be presented in aggregate form, to ensure the confidentiality of individual responses.

***1. Are you a:**

- Farm Owner, or the representative of a Farm Owner
- Farm Management Company, or the representative of a Farm Management Company
- Labor Contractor, or the representative of a Labor Contractor

Basic Information about You

***2. How many acres of farm land did you cultivate in Napa County in 2011?**

Number of Acres

***3. Approximately what % of your farmworker labor needs are met by:**

Your own direct employees

Workers supplied by farm labor contractors

Other

***4. Over the last 5 years, has your use of workers supplied by farm labor contractors**

- Increased
- Decreased
- Remained about the same

Basic Information about You

*** 5. Approximately what % of your revenues are earned from vineyards/farms in Napa County?**

Your Farmworker Hiring Practices

Unless otherwise specified, the questions on this page pertain to the farmworkers that you employ directly

(e.g., if you are a farm owner, do not count workers supplied by a labor contractor).

***6. Over the last 5 years, on a per acre basis, has the number of farmworkers on your payroll**

- Increased
- Decreased
- Remained about the Same

***7. Over the last 5 years, on a per acre basis, has the number of farmworkers that you have hired through labor contractors:**

- Increased
- Decreased
- Remained about the Same
- Not Applicable: I am a Labor Contractor

***8. During the peak employment season of 2011, how many farmworkers did you employ of the following types:**

Laborers	<input type="text"/>
Crew Leaders/Foremen	<input type="text"/>
Supervisors	<input type="text"/>
Farm/Vineyard Managers	<input type="text"/>
Other	<input type="text"/>

***9. During the lowest employment season of 2011, how many farmworkers of the following types did you employ?**

Laborers	<input type="text"/>
Crew Leaders/Foremen	<input type="text"/>
Supervisors	<input type="text"/>
Farm/Vineyard Managers	<input type="text"/>
Other	<input type="text"/>

***10. During 2011, how many farmworkers did you employ who worked for you:**

Less than 3 months	<input type="text"/>
Between 3 and 6 months	<input type="text"/>
Between 7 and 10 months	<input type="text"/>
More than 10 months	<input type="text"/>

*** 11. What is the average number of hours per week that your farmworkers worked during 2011?**

Harvest Season

Growing Season

Pruning/Suckering

Off-season

*** 12. During 2011, what was the average hourly wage paid to the farmworkers you employed?**

Laborers

Crew Leaders/Foremen

Supervisors

Farm/Vineyard Managers

Grape Vine Replanting

13. If the Napa County acreage that you farm/manage remains the same, do you think your needs for farmworker labor in Napa County will change over the next 5 years due to vineyard replanting activity, considering labor needs for replanting as well as the fact that newly planted vines will not require harvesting for several years?

- Yes, I think grape vine replanting will require me to use more farmworker labor overall (including my own direct employees as well as labor provided by farm managers, labor contractors, etc.)
- Yes, I think grape vine replanting will require me to use less farmworker labor overall (including my own direct employees as well as labor provided by farm managers, labor contractors, etc.)
- No, I think grape vine replanting will have no effect on my farmworker labor requirements.

Countywide Farmworker Labor Trends

***14. Overall (including all direct and contract workers), over the last 5 years, on a per acre basis, would you say that your Napa County farm labor needs have**

- Increased
- Decreased
- Remained about the Same

***15. Overall (including all direct and contract workers), over the next 5 years, on a per acre basis, do you expect that your Napa County farm labor needs will:**

- Increase
- Decrease
- Remain about the Same

***16. Over the next 5 years, do you expect any of the following changes in farm labor patterns to occur in Napa County? (Check all that apply)**

- More permanent farm employees
- Fewer permanent farm employees
- More temporary/seasonal farm employees
- Fewer temporary/seasonal farm employees
- More workers provided by farm labor contractors
- Fewer workers provided by farm labor contractors

Farmworker Housing

17. To the best of your knowledge, approximately what % of your farmworker employees:

Live in Napa County during most of the year

Live elsewhere in Northern California during most of the year, and commute to jobs in Napa County

Live elsewhere in Northern California during most of the year, and live in Napa County temporarily for work.

Live outside of Northern California during most of the year, and live in Napa County temporarily for work.

Are migrants who do not have a permanent place of residence

***18. Do you provide housing for some or all of your employees?**

Yes

No

Farmworker Housing Provided by Employers

*19. How many of the following farmworker housing accommodations do you provide?

Dormitory or group housing beds

Family housing units

*20. What types of farmworkers are eligible to live in the housing accommodations that you provide? (Check all that apply).

- Laborers
- Crew Leaders/Foremen
- Supervisors
- Farm/Vineyard Managers

Other (please specify)

*21. How much do workers pay per night for:

Dormitory or group housing (per person):

A family housing unit

*22. Does the cost to employees include any meals?

- Yes
- No

If Yes, how many meals per day?

*23. What % of your worker housing is occupied:

during the peak season?

during the low season?

*24. Do you intend to continue providing worker housing?

- Yes
- No

If no, why?

Farmworker Housing

***25. Do you provide any assistance to employees for their housing costs?**

Yes

No

If Yes, please explain

***26. Why have you chosen not to provide farm worker housing?**

Your Perspective on Farmworker Housing in Napa County

***27. Do you think the supply of housing for farmworkers in Napa County is:**

- Adequate
- Inadequate

28. If you think that the supply of housing for farmworkers in Napa County is inadequate, please check any of the following reasons that apply:

- Not enough housing appropriate for unaccompanied males
- Not enough housing appropriate for families
- Not enough housing affordable to farmworkers
- Not enough housing convenient to vineyards/farms
- Not enough housing convenient to schools, shopping, services, etc.
- Not enough temporary/seasonal housing accommodations available to farmworkers
- Not enough year-round/permanent housing units available to farmworkers
- Other (please specify)

29. Do you believe that current efforts by vineyards owners and public sectors towards improving the housing situation for farmworkers in Napa County are appropriate?

- Yes, I believe that current efforts are appropriate.
- No, I believe that current efforts are un-necessary or not productive.
- No, I believe that more needs to be done to address unmet needs.
- Other (please specify)

30. Please fill in any specific recommendations that you have for Napa County as it seeks to improve farmworker housing conditions

Thank You!

This is the end of the survey. Thank you for participating!

If you would like additional information about the Napa County Farmworker Housing Needs Study, please contact:

Nancy Johnson

Housing and Community Development Program Manager, County of Napa

Phone: (707) 299-1352

Email: Nancy.Johnson@CountyofNapa.org

Appendix D: Total Farm Employees Reported in Napa County, 1993 - 2011

	<u>Jan</u>	<u>Feb</u>	<u>March</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug</u>	<u>Sept</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>	Peak Month	Lowest Month	Average Employment
1993	2,600	2,900	3,000	3,100	3,700	3,800	3,700	3,900	5,700	3,800	2,400	2,300	5,700	2,300	3,408
1994	2,600	2,700	2,800	2,900	3,500	3,400	3,500	3,200	5,500	4,800	2,600	2,100	5,500	2,100	3,300
1995	2,300	2,800	2,900	3,300	4,000	4,300	3,700	3,500	5,000	5,500	3,300	2,800	5,500	2,300	3,617
1996	2,700	3,200	3,100	3,300	4,200	4,400	4,000	4,300	5,900	4,300	3,000	2,700	5,900	2,700	3,758
1997	2,900	3,400	3,700	4,300	4,900	4,900	4,400	5,300	6,300	4,000	3,300	2,600	6,300	2,600	4,167
1998	3,000	3,400	3,700	4,200	4,800	5,100	5,000	4,800	5,500	6,000	3,900	2,900	6,000	2,900	4,358
1999	3,300	3,700	3,800	3,800	5,200	5,400	5,500	4,800	5,100	6,000	3,500	2,800	6,000	2,800	4,408
2000	3,400	3,900	4,500	5,300	5,900	6,100	5,500	5,500	6,400	5,800	3,700	3,000	6,400	3,000	4,917
2001	3,900	4,400	4,800	5,600	6,400	7,000	6,200	5,800	6,800	6,000	3,300	3,100	7,000	3,100	5,275
2002	3,600	4,100	4,400	5,200	6,200	6,500	6,800	6,000	6,900	6,200	3,800	3,500	6,900	3,500	5,267
2003	3,500	4,400	4,400	5,000	5,600	6,000	6,100	5,100	5,900	5,800	3,500	3,000	6,100	3,000	4,858
2004	3,600	4,300	4,600	5,500	5,900	6,000	5,200	5,400	6,100	4,400	2,800	2,700	6,100	2,700	4,708
2005	3,300	4,000	4,100	4,600	5,600	5,700	5,600	5,000	5,200	5,400	3,700	2,900	5,700	2,900	4,592
2006	3,300	4,200	4,500	4,100	5,800	6,000	5,900	5,100	5,400	5,700	3,900	3,000	6,000	3,000	4,742
2007	3,800	4,400	4,500	5,300	6,100	6,100	5,800	5,300	5,900	5,700	3,300	2,700	6,100	2,700	4,908
2008	3,500	4,300	4,600	4,700	6,000	6,500	6,300	5,100	6,300	5,600	2,900	2,600	6,500	2,600	4,867
2009	3,600	4,200	4,300	4,600	6,400	6,700	6,400	5,200	6,000	6,000	3,100	2,700	6,700	2,700	4,933
2010	3,500	4,100	4,100	4,000	5,800	5,800	6,200	5,200	5,300	5,000	3,300	2,800	6,200	2,800	4,592
2011	3,200	3,600	3,900	4,100	5,800	6,100	6,200	5,200	5,400	5,200	3,200	2,700	6,200	2,700	4,550
Average:	3,242	3,789	3,984	4,363	5,358	5,568	5,368	4,932	5,821	5,326	3,289	2,784	6,147	2,758	4,486

Notes:

(a) These figures reflect the total numbers of employees reported to be working in the farm industry, defined as NAICS Codes 111000-113200 and 114000-115000. These figures do not include self-employed farm owners or their relatives, winery or wine production employees, or employees who do not receive unemployment insurance through their employer ("informal workers"). Further, farmworkers hired through contracting or management companies based outside of Napa County may not be reported in these figures.

Source: California Employment Development Department. Napa MSA (Napa County) Industry Employment & Labor Force by Month, 2000 - 2011. Released January 2012, with a March 2010 Benchmark

**Appendix E: Farmworker Survey
Instrument (English)**

Interviewer name: _____

Location: _____ Date & time: _____

The County of Napa is conducting a study on the housing conditions and needs of Napa County agricultural workers. This survey will help us learn about what kind of housing farmworkers currently have, whether workers have issues or problems with their housing, and what kind of housing would best meet the needs of farmworkers. The County also wants to understand housing costs and workers' ability to pay for housing, so that it may better direct housing assistance in the future. All responses to this survey will remain totally confidential. No one will find out your name, where you live, or what you tell us. Thank you.

Please tell me if you have already taken this survey during 2012. *(If yes, then thank the interviewee and explain that we only want to survey each person one time.)*

PLEASE ANSWER THE FOLLOWING QUESTIONS:

1. Do you: Have a permanent job in Napa County agriculture OR do you work seasonally in agriculture and do other jobs in Napa the rest of the year, OR are you a migrant worker in Napa County temporarily? *(Circle one)*
2. How many months out of the last 12 months did you work in Napa County? _____ How many months did you work outside of Napa County? _____ Where did you work outside Napa County? _____
3. What type of agriculture work do you do in Napa County? Vineyard other row crop or orchard livestock nursery
Other: _____ *(Circle one)*
4. What type of job do you hold: laborer foreman/supervisor equipment operator farm manager other: _____
(Circle one)
4. How long have you been working in Napa County? # months _____ # years _____
5. Where is your permanent home? (City/Town/State/Country) _____
6. Besides you, how many other people live with you in your permanent home? _____ adults _____ children
7. Do you live away from home while you are working in Napa County? NO/Yes (City/Town/)

8. If you have worked in Napa County before this year, where did you live then? Have not worked in Napa County before / Same place as now / Elsewhere in Napa County / Outside of Napa County *(Circle one)*

The following questions are about the housing where you currently live, while you work in Napa County:

9. What kind of housing is it? Apt. house mobile home/trailer bunk house/dorm farmworker center other: _____
_____ *(Circle one)*
10. If currently living in an apartment, house, or mobile home/trailer: How many bedrooms: ____? bathrooms: ____?
11. Who else lives with you currently? Live Alone Other Family Members Other People, Not Family *(Circle one)*
12. # persons in home: adult males ____ adult females ____ children under 18 ____
13. How would you rate the condition of your current housing? Good Decent/OK Needs Work Bad *(Circle one)*

14. I will read a list of housing problems. Please tell me if you have any of these problems in your current housing:

- | | |
|---|--|
| <input type="checkbox"/> (a) Too crowded | <input type="checkbox"/> (l) Missing or torn window screens |
| <input type="checkbox"/> (b) Unsafe location | <input type="checkbox"/> (m) Broken windows |
| <input type="checkbox"/> (c) Insects, mice or other pests inside the house | <input type="checkbox"/> (n) Broken or missing door locks or handles |
| <input type="checkbox"/> (d) Bad mold or mildew | <input type="checkbox"/> (o) Broken or missing stairs |
| <input type="checkbox"/> (e) Rust on pipes or metal surfaces | <input type="checkbox"/> (p) No indoor or working toilet |
| <input type="checkbox"/> (f) Unpleasant smells | <input type="checkbox"/> (q) No indoor running or drinkable water |
| <input type="checkbox"/> (g) Cold and/or drafty; not enough heat | <input type="checkbox"/> (r) No electricity |
| <input type="checkbox"/> (h) Peeling paint | <input type="checkbox"/> (s) No working refrigerator |
| <input type="checkbox"/> (i) Holes in walls | <input type="checkbox"/> (t) No working stove |
| <input type="checkbox"/> (j) Flooring is torn or has holes; badly stained; no floor base covering | <input type="checkbox"/> (u) Other problems (list)
_____ |
| <input type="checkbox"/> (k) Ceiling leaks | |

15. Do you have a spouse or children under 18 years who do not live with you while you are working in Napa County?

Spouse Child(ren) #

16. Why do they live away from you? *(Check all that apply)*
- | |
|--|
| <input type="checkbox"/> (a) No affordable/safe/suitable housing for family at or near work site |
| <input type="checkbox"/> (b) Spouse is employed elsewhere |
| <input type="checkbox"/> (c) Permanent family residence is elsewhere (Where? _____) |
| <input type="checkbox"/> (d) No affordable family housing in Napa County |
| <input type="checkbox"/> (g) Work site is too far from schools/health care/other services |
| <input type="checkbox"/> (h) Other _____ |

17. Are you satisfied with your current housing while you are working in Napa County? YES or NO

18. What would be the ideal housing situation for you and your family while you work in Napa County (check one)?
- | |
|--|
| <input type="checkbox"/> Housing for just you at or near work site, with family home elsewhere |
| <input type="checkbox"/> Housing for just you in a town/city in Napa County, w/ family elsewhere |
| <input type="checkbox"/> Family housing at or near work site |
| <input type="checkbox"/> Family housing in a town/city in Napa County |
| <input type="checkbox"/> Family housing outside of Napa County (Where?) _____ |
| <input type="checkbox"/> Other _____ |

19. Ideally, would you like to OWN or RENT your home? How many bedrooms would you want in this home? #

20. Is there anything else you want to add about your housing needs that was not covered in the survey?

21. How much does your landlord charge in total monthly rent for the housing where you live while working in Napa County? \$ Are utilities included? YES NO Are any meals included? YES NO

22. How much monthly rent do you and any family members living with you pay for the housing where you live while working in Napa County: \$ _____ per month.

23. What is the total monthly income for you and any other family members who live with in the housing you are using while working in Napa County?: \$ _____

The following are questions about health care for you and the other people who live with you in your permanent home.

24. Do you have medical insurance for yourself? YES NO

25. What kind of medical insurance do you have? Check one:

a. Private insurance which I purchased myself.

b. Private insurance provided by my employer or my spouse's employer.

c. Government health coverage (such as Medi-Cal, Medicare, Path2Health, CMSP, or Healthy Families).

d. I don't know.

26. How many of the other people who you live with permanently are covered by medical insurance? # _____.

27. Of those others who are covered by medical insurance, what kind of medical insurance do they have? Check all that apply:

a. Private insurance that we purchased.

b. Private insurance provided by someone's employer.

c. Government coverage.

d. I don't know.

28. Do you have a specific doctor that you go to regularly for medical care? YES NO (*Circle one*)

29. Does anyone else in your household have a doctor that they go to regularly for care? YES NO (*Circle one*)

We are almost finished. I have just a couple questions about you.

30. What is your age?: ____ Sex: M F Documented worker? YES NO Decline to State Country of Origin:

**Appendix F: Farmworker Survey
Instrument (Spanish)**

Nombre del/la encuestador/a: _____

Sitio: _____ Fecha y hora: _____

El condado de Napa está realizando un estudio sobre las condiciones y necesidades de vivienda de los trabajadores agrícolas en el Valle de Napa. Esta encuesta nos ayudará a entender mejor en que tipos de vivienda viven actualmente los trabajadores, si los trabajadores tienen problemas con sus viviendas y si las viviendas son adecuadas para ellos. Además, el condado de Napa quiere saber más sobre los gastos que tienen que hacer para alojarse con fines de mejorar en el porvenir sus programas de asistencia para los trabajadores agrícolas. Toda respuesta a esta encuesta quedará totalmente confidencial. Se le promete que nadie conocerá el nombre de cualquier persona que responda a estas preguntas, ni donde vive, ni sus comentarios. Gracias.

Por favor, dígame si ya ha participado en esta encuesta durante el año 2012. (Si contesta que sí, agradézcale y explíqueme que nos limitamos a una entrevista por persona.)

Por favor, conteste las preguntas siguientes:

1. ¿Tiene Ud. un empleo agrícola permanente en el condado de Napa? ¿O un empleo de temporada en la agricultura y otro empleo en Napa durante el resto del año? ¿O es Ud. trabajador migratorio quien queda en Napa solamente durante un período limitado? (Marque la respuesta con un círculo)

2. ¿Durante cuántos de los últimos 12 meses ha trabajado en el condado de Napa? ____ ¿Durante cuántos meses ha trabajado fuera del condado de Napa? ____ ¿Dónde fuera del condado de Napa ha trabajado Ud.?

3. ¿Qué tipo de empleo agrícola hace en el condado de Napa? Viña otro cultivo u huerto ganado semillero o vivero
Otro: _____ (Marque la respuesta con un círculo)

4. ¿Qué tipo de empleo tiene? Obrero supervisor/mayordomo operador de equipo administrador/manager de finca
otro: _____ (Marque una respuesta con un círculo)

4. ¿Cuánto tiempo hace que trabaja en el condado de Napa? # meses ____ # años ____

5. ¿Cuál es su residencia permanente? (Cuidad/Pueblo/Estado/País) _____

6. ¿Aparte de Ud. mismo, cuántas otras personas viven en esa residencia permanente? ____ adultos ____ niños

7. ¿Mientras Ud. trabaja en el condado de Napa, vive/viven Ud./ Uds. en un sitio que no es su residencia permanente?
Sí/No (Ciudad/Pueblo/)_

8. ¿Si trabajaba en el condado de Napa antes del año 2012, dónde vivía entonces? Nunca trabajó en el condado de Napa / En el mismo lugar que ahora / En otro sitio en el condado de Napa / Fuera del condado de Napa (Marque la respuesta con un círculo)

Ahora le pedimos describir la vivienda donde Ud. vive ahora, mientras trabaja en el condado de Napa:

9. ¿En qué tipo de vivienda vive Ud.? Apt. Casa Caravana/Tráiler Dormitorio colectivo Centro Campesino Otro:
_____ (Marque la respuesta con un círculo)

10. ¿Si Ud. vive actualmente en un apartamento, casa, o caravana, cuántas habitaciones hay? ____ Cuántos cuartos de baño: ____?

11. ¿Quien vive con Ud. actualmente? Vive solo Otro miembro(s) de la familia Otras personas, quienes no son de su familia (Marque una respuesta con un círculo)

12. # personas en el hogar: hombres ___ mujeres ___ niños menos de 18 años ___

13. Describa la condición de su vivienda actual: Buena más o menos/OK Necesita obras de reparación
Deficiente/mala (Marque la respuesta con un círculo)

14. Voy a leer una lista de problemas que podría tener la vivienda. Dígame si su vivienda actual tiene – sí o no – el problema mencionado.

___ (a) espacio insuficiente para el número de habitantes

___ (l) Falta la malla de la ventana, o está rota.

___ (b) ubicación peligrosa

___ (m) Ventanas rotas

___ (c) Insectos, ratones, u otras similares pestes

___ (n) Faltan cerraduras o manijas, o están rotas

___ (d) Problemas serias de humedad o moho

___ (o) Faltan escalones, o están rotos

___ (e) corrosión de tuberías o áreas metálicas

___ (p) No hay inodoro o excusado adentro, o no funciona.

___ (f) malos olores

___ (q) No hay agua potable adentro

___ (g) Frío y/o corrientes de aire; calor insuficiente

___ (r) No hay electricidad

___ (h) pintura descascarada

___ (s) No hay refrigerador que funciona

___ (i) Agujeros en las paredes

___ (t) No hay estufa que funciona

___ (j) piso roto o con huecos, manchas, o sin tapete o cubierto

___ (u) Otro problema

___ (k) El techo gotea

15. ¿Tiene Ud. esposo(a) o niños quien no viven con ud. mientras está trabajando en el condado de Napa? Esposo/a
Niño(s) # _____

16. ¿Por qué no viven con usted?

___ (a) No hay habitación posibles/seguro/adecuado para una familia cerca del sitio de trabajo.

___ (b) Su esposo/esposa tiene empleo en otro sitio

(Marque todas las respuestas que correspondan)

___ (c) Su residencia permanente es en otro sitio. (¿Dónde? _____)

___ (d) No se puede hallar viviendas para familias en el condado de Napa

___ (g) Sitio de trabajo es demasiado lejos de escuelas/servicios médicos/otros servicios

___ (h) Otro _____

17. ¿Está satisfecho/a con su vivienda actual donde vive cuando trabaja en el condado de Napa? SI / NO

18. ¿Cual sería la situación de vivienda ideal para usted y su familia durante su trabajo en el Condado de Napa?

___ Vivienda para usted solo cerca de su sitio de trabajo (con su casa de familia en otro lugar)

___ Vivienda para usted solo en un pueblo/ciudad en el condado de Napa (con su familia en otro lugar)

___ Vivienda de familia cerca de su sitio de trabajo (toda la familia juntos)

___ Vivienda de familia en un pueblo/ciudad en el condado de Napa (toda la familia juntos)

___ Vivienda de familia fuera del condado de Napa (¿Donde?) _____

___ Otro _____

19. ¿Quiere Ud. ser dueño de su casa o alquilarla? ¿Cuántos dormitorios desea? _____ (el numero)
20. ¿Tiene algo más a decir sobre sus preferencias de vivienda que no hemos discutido todavía en esta encuesta?
-

21. ¿Cuánto debe pagar por la renta mensual en total, para el alojamiento donde vive cuando trabaja en el condado de Napa? \$ _____ ¿Están incluidos la electricidad, agua y otras utilidades? SI NO Incluye alguna comida? SI NO

22. ¿Cuánto es la renta mensual que pagan usted y los miembros de familia que viven con usted para el hogar donde vive cuando trabaja en el condado de Napa: \$ _____ cada mes.

23. ¿Cuánto es el ingreso mensual total de usted y los algún miembros de familia que viven con usted cuando está trabajando en el condado de Napa?: \$ _____

Las preguntas que siguen tienen que ver con la asistencia médica para Ud. y las personas que viven con usted en su hogar permanente.

24. ¿Tiene el seguro médico? SI NO

25. ¿Qué tipo de seguro médico tiene? Marca una:

- a. Seguro médico privado
- b. Seguro médico privado que me dio mi empleador o el empleador de mi esposo/esposa
- c. Seguro médico del gobierno (por ejemplo: Medi-Cal, Medicare, Path2Health, CMSP, o Healthy Families).
- d. Yo no sé.

26. ¿De las personas con que vive (su familia o hogar permanente), cuántos tiene seguro médico? # _____.

27. ¿De los que tienen seguro médico, que tipo de seguro médico tienen? Marca todas las respuestas que corresponden

- a. Seguro Médico privado
- b. Seguro Médico privado que nos dio un empleador
- c. Seguro Médico del gobierno
- d. Yo no sé.

28. ¿Tiene Ud. un médico específico a quien visita regularmente para cuidado y asistencia médica? SI NO

29. ¿Tiene alguien otro en su hogar un médico a quien visita regularmente para asistencia médica? SI NO

Casi hemos terminado. Nos quedan unas pocas preguntas más.

30. Cuántos años tiene?: _____

Sexo: H M

País de origen: _____

Obrero documentado? SI NO No quiere responder