



USDA Section 514/516 Farmworker Housing: Existing Stock and Changing Needs



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HAC, founded in 1971, is a nonprofit corporation that supports the development of rural low-income housing nationwide. HAC provides technical housing services, loans from a revolving fund, housing program and policy analysis, research and demonstration projects, and training and information services. HAC is an equal opportunity lender.

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EXECUTIVE SUMMARY

The U.S. Department of Agriculture (USDA) Section 514/516 Farm Labor Housing Program provides funding to buy, build, improve, or repair housing for farm laborers. This research, conducted by the Housing Assistance Council (HAC), identifies and analyzes the location and general characteristics of the 2004 portfolio of USDA funded farmworker housing. The report provides an overview of the Section 514/516 Farm Labor Housing stock, as well as an exploration of current trends in the migrant population.

HAC's analysis of the Section 514/516 Farm Labor Housing projects reveals:

- △ The 787 active projects account for more than 14,000 units located across the country, with concentrations of projects in the East and West, as well as Michigan and the Mississippi Delta region. For the most part, the states with the greatest number of units are also the states with the most farmworkers.
- △ The development of new units of 514/516 Farm Labor Housing has been steadily dropping over the past 25 years, despite moderate increases in overall funding. The result of this slow decline is an aging housing stock with the majority of units having been built more than 25 years ago.
- △ While most active projects are employer-managed and located on-farm, the majority of 514/516 units are located off-farm because off-farm projects tend to include far more units than on-farm projects. Off-farm housing is located primarily in the West and in the home base states of Florida, Texas, and California. The development of off-farm housing is on the rise, with the majority of active off-farm projects having been built after 1990.
- △ While for-profit organizations own the majority of on-farm projects, the vast majority of all units (92 percent) are owned by nonprofit entities. Most off-farm units receive Section 521 Rental Assistance, though only 1 percent of on-farm units utilize this program.

Several trends were identified that could significantly impact the provision of affordable housing for farmworker populations across the country:

- △ increasing farmworker population;
- △ changing migration patterns; and
- △ declining employer ownership.

Farmworker housing practitioners and experts were asked to comment on these three trends and their impact on the state and local levels. USDA Rural Development and nonprofit staff in Arkansas, California, Florida, North Carolina, Texas, and Washington reported on current farmworker dynamics in their respective states and future needs.

- △ Overall, local practitioners have not identified a growth in the migrant or seasonal farmworker population eligible for Section 514/516 housing. However, there has been

an increase in the H-2A worker, or temporary nonimmigrant worker, population in several states. H-2A workers cannot be housed in Section 514/516 units due to program eligibility standards.

- △ Fewer farmworkers are following crops along the migrant streams; instead, workers are staying in one place year-round. This has created a greater demand for permanent housing, to which providers in some states have responded by rehabilitating migrant units into year-round housing. Addressing rehabilitation needs for older units and refitting migrant units for year-round use will require increasing resources in coming years.
- △ Finally, while on-farm housing is still flourishing in some areas, such as Arkansas, the development of off-farm housing continues to rise overall. While on-farm units can have the benefit of low or no cost combined with government protections for tenants, in several states off-farm housing is perceived to be more beneficial to the farmworkers, offering the workers more flexibility and control. Unfortunately, existing communities may pose major roadblocks to the development of off-farm housing because of negative perceptions about farmworkers and farmworker communities.

INTRODUCTION

The extremely high levels of poverty that have long characterized farmworkers have led directly to a severe shortage of decent, safe, and affordable housing. Farmworkers face a wide range of housing problems, including substandard housing quality, crowding, affordability issues, and low homeownership rates (HAC 2002b). These conditions are commonplace among migrant farmworkers who travel to different states and regions, following crop seasons and labor demand, as well as those farmworkers who reside in the same community year-round.

The federal government has been working to combat farmworker housing problems for more than 40 years through a grant and loan program administered through the U.S. Department of Agriculture (USDA).¹ The USDA Section 514/516 Farm Labor Housing Program provides funding to buy, build, improve, or repair housing for farm laborers. The 514/516 program alleviates some of the barriers farmworkers face in finding safe, decent housing, such as high levels of poverty, the lack of affordable rental housing, and the inability to sign a full year lease.

While these barriers to farmworker housing remain, the migrant and seasonal farmworker population itself has been changing. Current research indicates some shifts in farmworker migration patterns as fewer migrants “follow the crops” and more begin to remain in one location and shuttle out to nearby farms (Food Security Learning Center 2004; NAWs 2005). The size of the farmworker population may also be changing, as some researchers report a large increase in the number of workers from Mexico and Central America moving into the migrant labor force (Ahn et al. 2004). Given these changes, new patterns of need may emerge that will require farm labor housing projects to account for new populations and uses.

This research identifies and analyzes the location and general characteristics of the current portfolio of USDA funded farmworker housing. The report provides an overview of the Section 514/516 Farm Labor Housing stock, including the location, total number of units and number of units receiving rental assistance, ownership, age of units, and on- or off-farm status of the housing. Finally, the analysis provides profiles of six states with large farmworker populations, exploring the current trends in the migrant population and the programmatic and community impact of these trends.

Background

Agriculture has traditionally been one of the driving forces of the U.S. rural economy, providing food for all and work for many. A seasonal labor force available at critical points in the growing season is vital to the U.S.’s multi-billion dollar produce industry. Within the past ten years, the vast majority (over 85 percent) of this country’s produce was hand harvested and/or cultivated (NCFH 2002). Without the hand labor farmworkers provide, American consumers would not

¹ A number of other federal programs have been utilized to address farmworker housing problems, such as the Department of Labor’s Migrant and Seasonal Housing program, the Department of Housing and Urban Development’s Rural Housing and Economic Development and HOME Investment Partnerships programs, and the Low Income Housing Tax Credit.

enjoy the blemish-free fruits and vegetables they demand (NCFH 2002; Cornell University 2001). Despite farmworkers' significant contribution to the agricultural industry, there are few reliable data on their demographics, economic characteristics, and housing conditions in the United States.²

Farmworkers

The National Agricultural Workers Survey (NAWS) provides some insight into the characteristics of farmworkers in the United States. Administered by the Department of Labor, NAWS is an employment-based, random survey of the demographic and employment characteristics of the U.S. crop labor force. Since 1988, NAWS has been surveying crop workers annually and then making its findings available through periodic research reports and a public use data set. There are no current reliable statistics for the total number of farmworkers in the U.S., and the two most recent NAWS reports did not calculate the total farmworker population. The 1995 NAWS report, however, estimated the agricultural labor force to be 1.6 million people (HAC 2002b). The NAWS report released in 2005 provides more recent demographic and labor statistics for the farmworker population.³

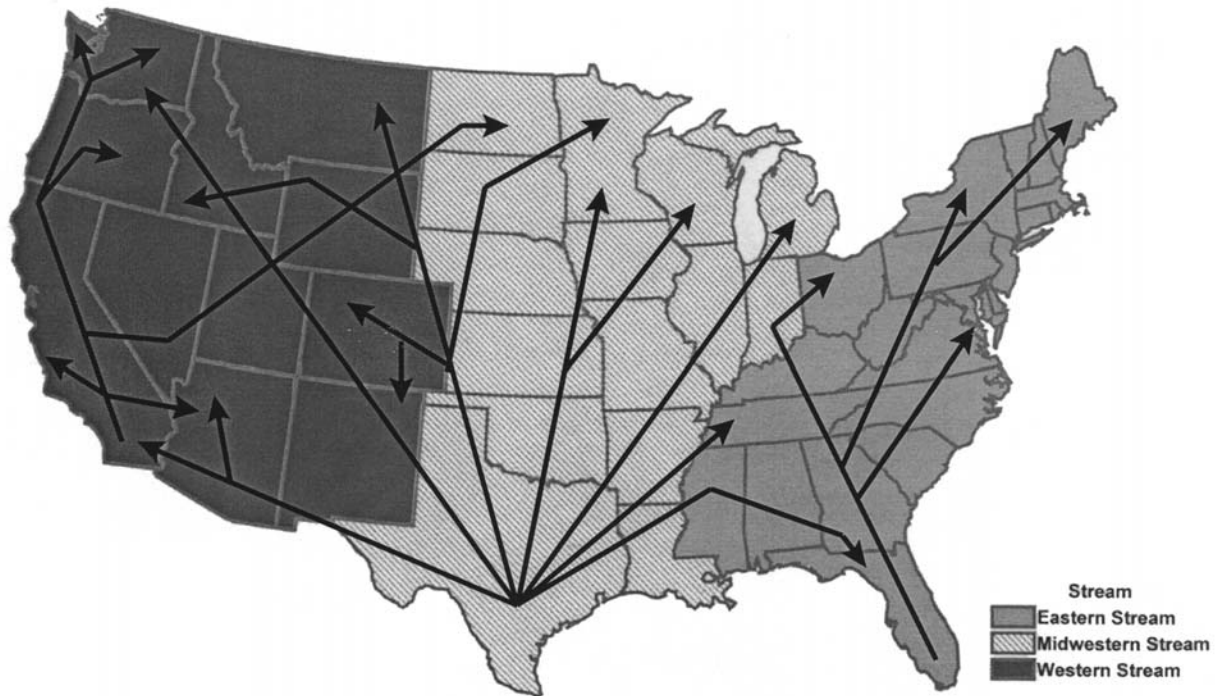
- △ *Demographics.* Agriculture is an industry dependent on immigrants and minorities, with 83 percent of all farmworkers surveyed by NAWS being of Hispanic heritage; 78 percent of all farmworkers are foreign-born and 75 percent were born in Mexico (NAWS 2005; HAC 2003; Cornell 2001). Farmworkers tend to be young (average age is 33), male (79 percent), and Spanish speaking (Cornell 2001).
- △ *Foreign Born.* The number of foreign-born newcomers among farmworkers has grown significantly since the early 1990s. NAWS defines foreign-born newcomers as persons who are in the United States for the first time and who were in this country for less than one year at the time of the interview. This group currently accounts for 38 percent of the migrant farmworker population, an increase of 69 percent since 1993-1994 when foreign-born newcomers made up just 23 percent of all migrants (NAWS 2005). About half (53 percent) of farmworkers are not authorized to work in the U.S. (NAWS 2005; Huang 2003; HAC 2003).
- △ *Labor Patterns.* Farmworkers are generally divided into two basic labor patterns, those who migrate to different regions or states throughout the crop seasons and farmworkers who are non-mobile, working in farm labor either seasonally or year-round. Approximately 42 percent of the farmworkers surveyed by the 2001-2002 NAWS were migrants, while the other 58 percent remained in the same place throughout the year.

² The decennial Census, conducted by the U.S. Bureau of the Census, does not collect information on farmworkers as a distinct population.

³ These factors all present problems in serving this population, such as language barriers, racism, NIMBY, and eligibility for housing based on legal status.

- △ *Migrant Streams.* Migrant farmworkers have generally been categorized according to one of three migration streams: the Eastern stream, originating in Florida and extending up the East Coast; the Midwestern stream, originating in Texas and extending to the Great Lakes; and the Western stream, originating in California and extending along the West Coast. During the winter months, migrant farmworkers typically reside in their “home base” communities in Florida, Texas, and California, or in Mexico or other Central American and Caribbean nations (HAC 2002b).

Figure 1
Migrant Streams in the U.S.



Source: Migrant Head Start Program. Available online at <http://www.hud.gov/local/shared/working/groups/frmwrkcolnfl/migrantstreamsmap.htm?state=fl>.

- △ *Family Status.* The migratory existence of many farmworkers has created a unique family dynamic. While more than half of all farmworkers are married, many do not live with their families (Huang 2003; HAC 2002b). Forty-five percent of farmworkers have children, but only half of those parents are able to live with their children (Huang 2003; HAC 2002b). Female farmworkers are more likely to live with their spouses and children than are male farmworkers (Huang 2003). So as some migrant workers, particularly those following the Midwestern stream, travel as a family unit, others travel, work, and live in groups of single men (NCFH 2002).

Income and Benefits

In 2003, at least one-half of individual farmworkers earned less than \$7,500 annually, while one-half of farmworker families brought in less than \$10,000, well below the 2003 U.S. poverty levels of \$8,980 for an individual and \$18,400 for a family of four (HAC 2003).⁴ In fact, it is estimated that three out of five farmworker families are living in poverty (Ahn et al. 2004; Huang 2003). Furthermore, when farmworker wage rates between 1990 and 2000 are adjusted for inflation, real wages for this population actually decreased by 5 percent (NCFH 2002).

Additionally, farmworkers are rarely provided health insurance, paid leave, disability insurance, or any other employee benefits (Ahn et al. 2004). Often, employers neglect even to report farmworkers' wages, leaving them unable to collect Social Security when they reach retirement or if they become disabled (NCFH 2002). According to the 2001-2002 NAWS, only 3 percent of farmworkers received either Social Security (2 percent) or disability insurance (1 percent) and only 8 percent reported having employer-provided health insurance (NAWS 2005; Ahn et al. 2004; Huang 2003). Few farmworkers use other social services, such as Medicaid (15 percent), the Women, Infants, and Children Program (11 percent), and Food Stamps (8 percent) (NAWS 2005; Ahn et al. 2004).

Farmworker Housing⁵

Farmworker housing conditions tend to be among the worst in the nation. In a study reported by the Housing Assistance Council in 2001, researchers surveyed farmworkers and farmworker housing conditions in the Eastern, Midwestern, and Western migrant streams.⁶ According to this survey, farmworkers most commonly lived in single-family homes and apartments; single-family units comprised 42 percent of the surveyed units, and 21 percent of the units examined were apartments. Employers owned 25 percent of the surveyed units, and 57 percent of those employer-owned units were provided free of charge.

Among all the units examined in HAC's farmworker housing survey, over 30 percent of units were found to be substandard – 17 percent were severely substandard and another 16 percent were moderately substandard. The 2003 American Housing Survey (AHS) found that among all U.S. households, 6 percent live in moderately inadequate housing and 2 percent live in severely inadequate housing.⁷ Serious structural problems, including sagging roofs, house frames, and

⁴ U.S. Poverty Guidelines are released by the U.S. Department of Health and Human Services and are available online at <http://aspe.hhs.gov/poverty>.

⁵ Information for this section comes from HAC 2001 unless otherwise noted.

⁶ HAC data collection for the 2001 report, *No Refuge from the Fields*, resulted in a nonprobability sample. Unlike a statistically random sample, there are limitations to the generalizations and estimates that can be made from nonprobability samples. HAC used data from the NAWS to adjust the farmworker housing sample and improve the degree to which the findings reflect the range of actual farmworker housing conditions. Even with statistical weighting, there are limitations to generalizing from a nonprobability sample, even if the results appear very representative of actual conditions.

⁷ These comparisons are meant to provide a frame of reference. The 2001 HAC data and the 2003AHS data can not be compared directly due, in part, to varying definitions of substandardness.

porches, were evident in 22 percent of the HAC-surveyed units, and 15 percent had holes or large sections of shingles missing from their roofs. The Eastern migrant stream had the highest incidence of substandard housing, with 44 percent of Eastern units either severely or moderately substandard. Thirty-two percent of Western and 21 percent of Midwestern units were moderately or severely substandard. Mobile homes were the type of unit most likely to be severely or moderately substandard, and 44 percent of mobile homes were in this condition.

Household crowding was prevalent among the farmworker housing units. Crowded units are those with a mean of more than one person per room, excluding bathrooms. Excluding dormitories and barracks (i.e., structures designed for high occupancy), almost 52 percent of all surveyed units were crowded. Among crowded units, 74 percent had children present. In comparison, the 2003 AHS found 2.4 percent of all U.S. households and 1.6 percent of nonmetropolitan households living in crowded conditions.

Among all the surveyed households, 29 percent had housing cost burden, paying more than 30 percent of their monthly income for housing. Excluding units provided free of charge, 34 percent of households were cost burdened. Among all cost-burdened households, over 85 percent had children present. Forty-three percent of Western stream households were cost-burdened, the highest proportion among the migrant streams. In comparison, 16 percent of Eastern stream households were similarly burdened, and 22 percent of Midwestern households paid too much for their housing. Given these systemic housing problems, the importance of the Section 514/516 housing stock in providing decent, safe, and affordable housing options for the farmworker population is apparent. Understanding how these projects meet current needs and can potentially meet future needs is critical.

Methodology

This report provides a descriptive overview of the current stock of USDA-funded farmworker housing projects. Despite the importance of the Section 514/516 stock in many rural communities, very little is known about this stock comprehensively. A multifamily portfolio assessment commissioned by USDA and published in November 2004 (ICF Consulting 2004) did not include Farm Labor Housing units. Therefore, this research presents new information as to the age and location of this housing stock.

In addition, the report provides an exploration of current trends in migrant farm labor and the possible impact on future farmworker housing needs. This research examines data relevant to unit type (on-farm or off-farm), location, number of units, units receiving USDA Rental Assistance, ownership, and unit age. This report also explores several new and developing trends (e.g., increasing population) among farm laborers and in Farm Labor Housing. Interviews were conducted to provide perspectives from six of the top agriculture states in regard to these dynamics in migrant farm labor.

Research Questions

This research explores the following questions:

- △ Where are the USDA-funded farmworker housing units located?
- △ How many units do these projects hold and how many have USDA Rental Assistance?
- △ How long have these units been in operation, who owns them, and are they located on-farm or off-farm?
- △ What significant differences exist in USDA farmworker housing projects between migrant streams and/or regions of the country?
- △ What changes have occurred in recent years with regard to migration patterns, influx of new farmworkers, and the on- or off-farm status of housing?

Data Analysis

A dataset of all active Section 514/516 farmworker housing projects was obtained from USDA Rural Development. In addition to the location of each project, this dataset includes the number of units, the number of units receiving USDA Section 521 Rental Assistance, the date of operation, the ownership status (i.e., full profit, limited profit, or nonprofit), the property type (i.e., family, group home, mixed, or unknown), and whether the project is located on-farm or off-farm. Numerous analytical tests were run on these data to provide both statistical and location analyses.

Multiple analyses were also conducted based on migrant streams. The states included in each migrant stream can vary depending on the data source being used, but for the purpose of this report we identified the three migrant streams based on the Migrant Head Start Program's map (see Figure 1).

State Perceptions

Comparison between the migrant streams suggests some interesting differences in housing problems and needs between different regions of the country (HAC 2001). In order to assess recent trends in farm labor regarding the increase in immigrant population and shifts in the migration patterns, six states were chosen for further examination of their farm labor population. Two states were selected from each migrant stream, the home base state and the state with the largest migrant and seasonal farmworker population that was not a home base state:⁸

⁸ Migrant and seasonal farmworker population data were taken from Larson 2000.

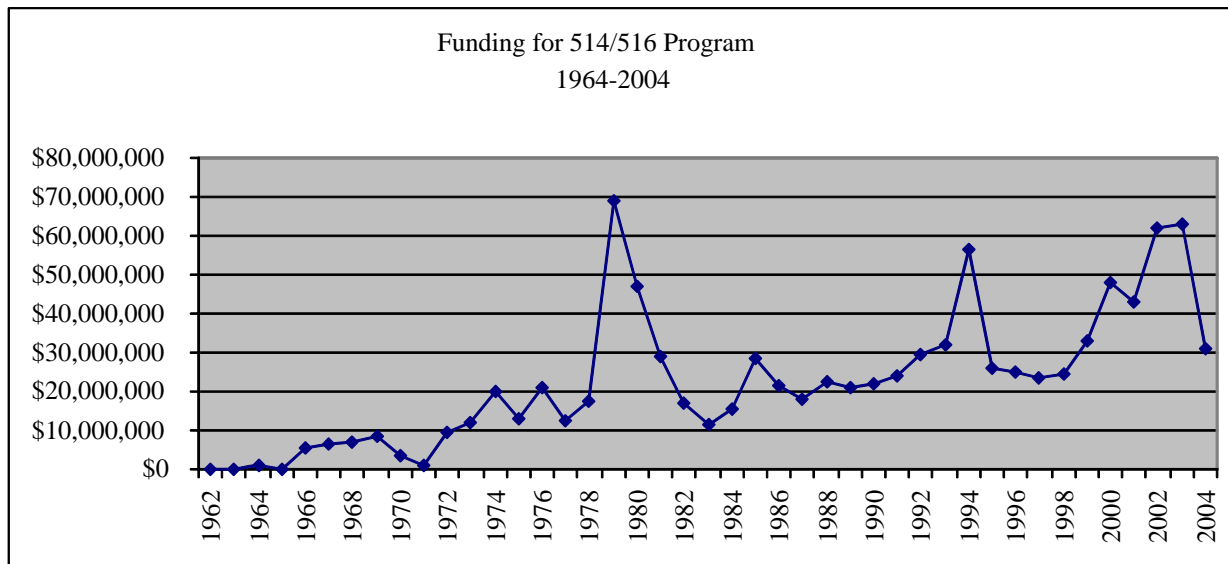
- △ Eastern stream – Florida and North Carolina;
- △ Midwestern stream – Texas and Arkansas; and
- △ Western stream – California and Washington.

Interviews were conducted with officials at each state’s USDA Rural Development office, as well as with local nonprofits working in farmworker housing. The Section 514/516 housing stock for each state was also reviewed using the USDA dataset described above.

USDA SECTION 514/516 FARM LABOR HOUSING STOCK

USDA's Rural Development (RD) mission area operates a broad range of programs to support affordable housing and community development in rural areas. RD both provides direct loans (made and serviced by USDA staff) and also guarantees loans for mortgages extended and serviced by others. Since the early 1960s, RD has allocated more than \$569 million in Section 514 loans and over \$413 million in Section 516 grants, for a total of nearly \$1 billion for the development of Farm Labor Housing (see Figure 2) (HAC n.d.).

Figure 2



Source: Housing Assistance Council n.d.⁹

In 2005, the Farm Labor Housing program received about \$58 million to develop housing for farmworkers. However, the waiting list of applications for these funds amounted to a minimum of two to three times the appropriated level (NFA 2005). The National Farmworker Alliance (NFA) recommended that funding for 514/516 should be expanded to a total of \$150 million (\$100 million in Section 514 loans and \$50 million in Section 516 grants) for FY 2006 (NFA 2005).

Section 514 loans and Section 516 grants are provided to buy, build, improve, or repair housing for farm laborers, including persons whose income is earned in aquaculture (fish and oyster farms) and those engaged in on-farm processing. Funds can be used to purchase a site or a leasehold interest in a site; to construct or repair housing, day care facilities, or community rooms; to pay fees to purchase durable household furnishings; and to pay construction loan interest. (HAC 2002a)

⁹ The data used in this graph represent new construction only and do not include rehabilitations.

Section 514 loans are made to farmers, associations of farmers, family farm corporations, Indian tribes, nonprofit organizations, public agencies, associations of farmworkers, and limited partnerships in which the general partner is a nonprofit entity. Typically, loan applicants are unable to obtain credit elsewhere but, in some instances, farmers able to get credit elsewhere may obtain loans at a rate of interest based on the cost of federal borrowing. Section 516 grants are made to farmworker associations, nonprofit organizations, Indian tribes, and public agencies. Funds may be used in urban areas for nearby farm labor, an exception to RD's usual strictly rural service area. (HAC 2002a)

Eligible tenants are domestic farm laborers who receive a substantial portion of their income from farm labor and are citizens or legally admitted for permanent residence. Legally admitted temporary laborers are not eligible. Retired or disabled farm laborers may remain as tenants if initially eligible. (HAC 2002a)

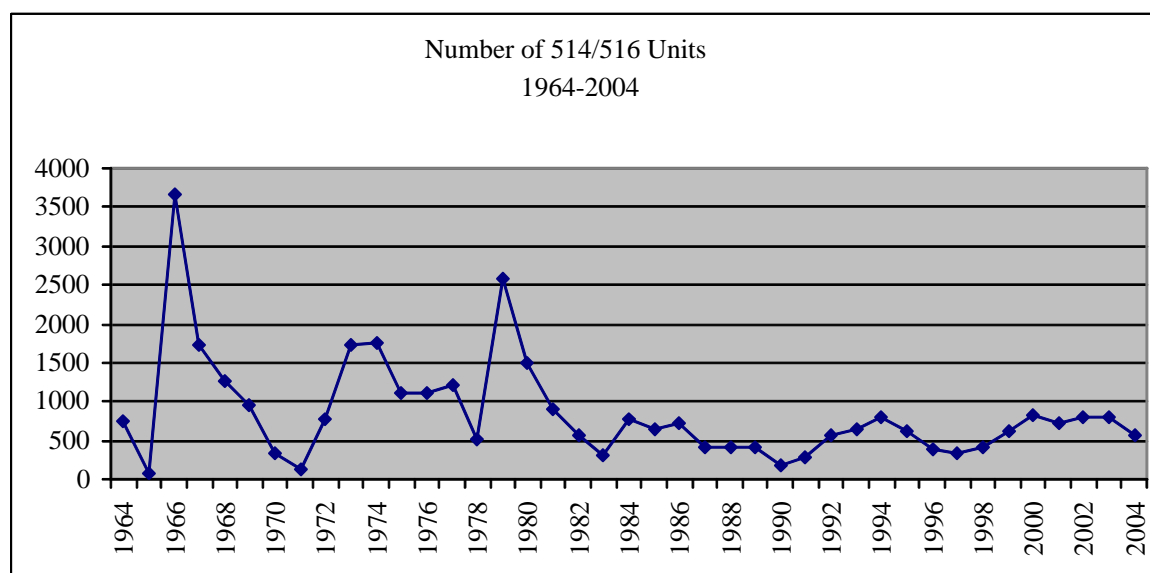
Section 514 loans are for 33 years at 1 percent interest, except as noted above. Section 516 grants may cover up to 90 percent of development cost. The balance of development costs may be (and usually is) covered by a Section 514 loan. RD Section 521 rental assistance (RA) can be used to subsidize tenant payments to ensure they pay no more than 30 percent of their income. RA can be used as an operating subsidy for projects or units with Section 516 funding that serve migrants. It is RD policy to attempt to use less than a 90 percent grant when RA is utilized. (HAC 2002a)

It is important to note that the farmworker housing developed through the Section 514 and Section 516 programs accounts for only a relatively small percentage of all housing occupied by farm laborers. Still, as the only federal programs specifically targeting the housing needs of farmworker households, these units have a significant role within the farm labor community. Given the high program demand and the poor condition of farmworker-occupied housing in general, the current funding levels for these programs are not nearly adequate to address the tremendous need for decent, affordable farmworker housing despite incremental increases in the programs' appropriations over the last few years.

Analysis of USDA Section 514/516 Farm Labor Housing Stock¹⁰

The U.S. Department of Agriculture provided HAC with a listing of all active Section 514/516 farmworker housing projects as of 2004, along with some descriptive information about each of these projects. This section analyzes and discusses these data to provide a fairly comprehensive picture of the current USDA-funded farmworker housing stock. It is important to note that 514/516 projects account for only a small percentage of all housing occupied by farmworkers and that these data do not include all existing 514/516 projects, only those that are currently active.¹¹ This limits the dataset to projects with outstanding loans and therefore does not include many older projects produced 30 to 40 years ago when the program originated. Nearly 35,000 Farm Labor Housing units have been produced through this program since its inception (see Figure 3), more than 14,000 of which were produced 30 or more years ago (HAC n.d.).

Figure 3



Source: Housing Assistance Council n.d.

Location of Projects and Number of Units

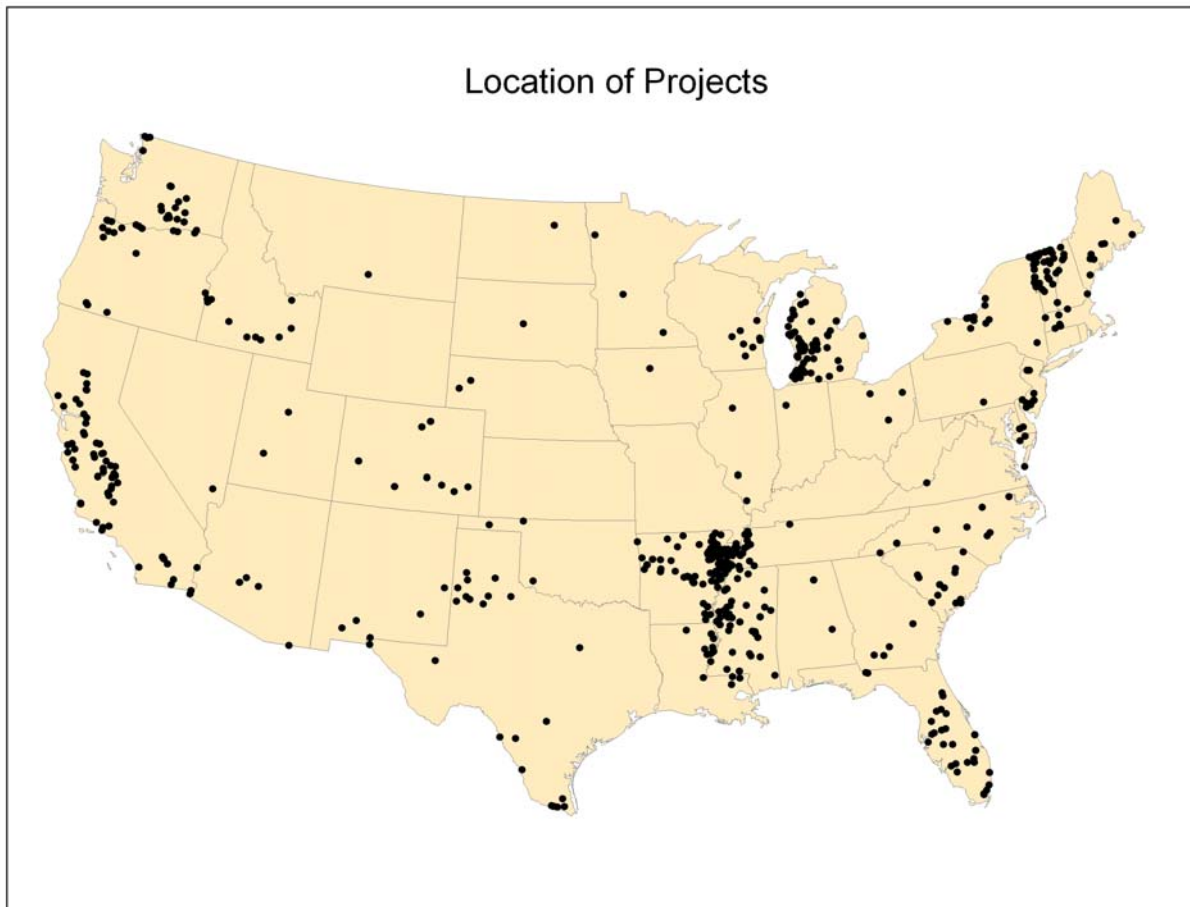
There are a total of 787 active Section 514/516 farmworker projects in the United States located in 42 states. The eight states that do not currently have any active 514/516 projects are Alaska, Connecticut, Kansas, Kentucky, Missouri, Rhode Island, West Virginia, and Wyoming. While 514/516 projects are dispersed across the country, there are several pockets with higher concentrations of projects (see Figure 4). The East and West coasts are well represented, as well as Michigan and the Mississippi Delta region. Most of the active projects are located in Arkansas

¹⁰ All data in this section are from the dataset acquired by HAC from the U.S. Department of Agriculture unless otherwise noted.

¹¹ Currently active projects are those whose Section 514 loans are still being serviced.

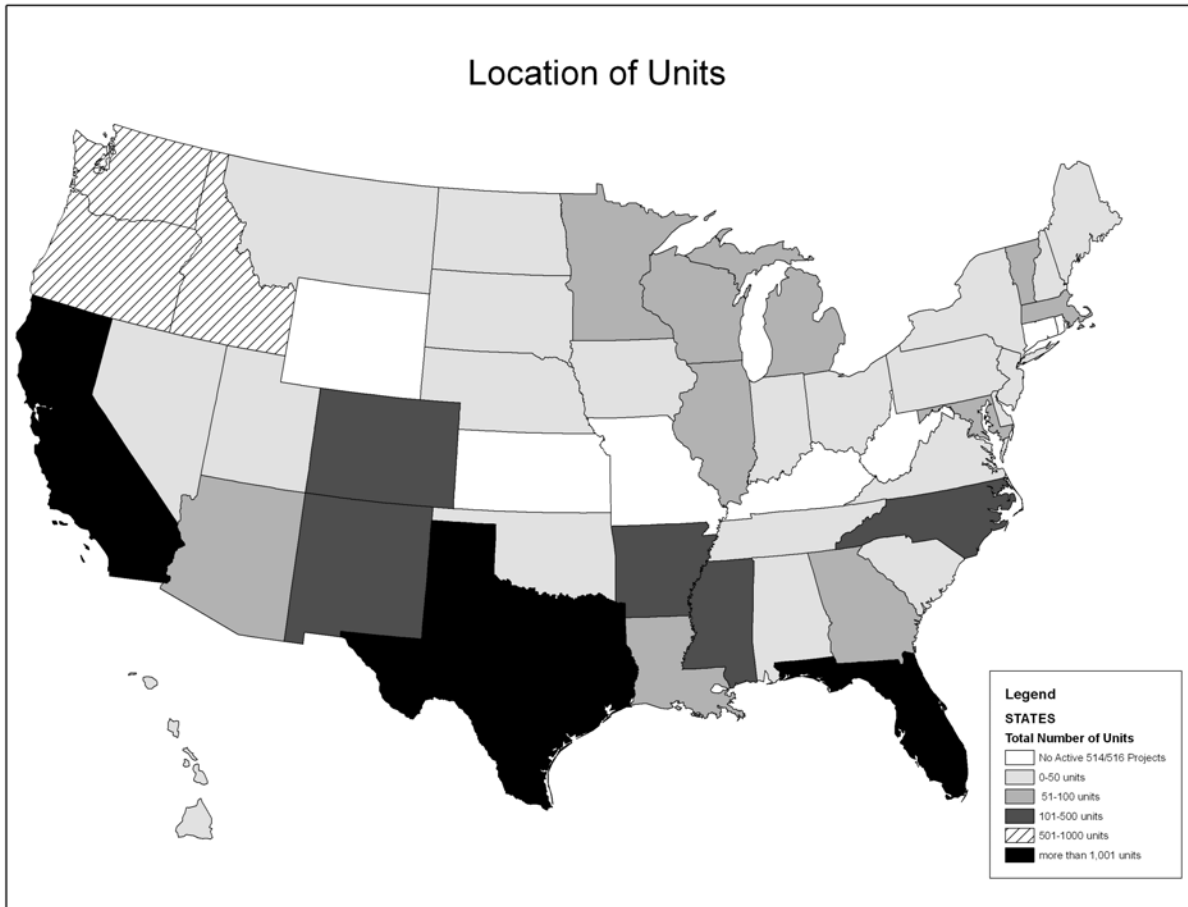
(161), Michigan (96), California (79), Vermont (79), and Mississippi (60), accounting for 60 percent of the total. Among the three migrant streams, the Midwestern stream has the greatest number of projects (323), followed by the Eastern (294) and then Western (170) streams.

Figure 4



The picture changes, however, when the number of units is considered. There are a total of 14,388 units in the 787 active 514/516 projects, with the majority (62 percent) of projects having between one and five units. The distribution of these units, however, is much different than that of the projects themselves (see Figure 5). While there are only 34 active projects in Florida, the state has the greatest number of units with 4,330. This is considerably more than Arkansas's 251 units, though that state has nearly five times more projects than Florida. This is because 45 percent of Florida's projects contain more than 75 units, while nearly all of Arkansas's projects have five or fewer units, with 85 percent having only one or two.

Figure 5¹²



The divide between the number of projects and the number of units is most clear when looking at the three migrant streams (see Table 1). While the Midwestern stream has the most projects, these projects account for the lowest number of units with only 15 percent of the total. Conversely, the Western stream contains half of all the 514/516 units in the U.S., despite having the fewest projects of the three streams. In fact, projects in the Western states, as well as those in the home base states of Florida and Texas, tend to include more units per project than those in the upstream states in the Midwestern and Eastern streams. Two-thirds of the Farm Labor Housing projects in the West contain between 11 and 25 units each, while the majority of projects in both the East and Midwest have five or fewer units.

¹² Active loans funding only rehabilitation work on existing units were recorded as having zero units. These projects are represented in the 0-50 units category in this map, as there are no data available on the number of rehab units.

Table 1
Projects and Units by Migrant Stream

| | Eastern Stream | Midwestern Stream | Western Stream |
|----------------------------|-----------------------|--------------------------|-----------------------|
| Percent of Projects | 37% | 41% | 22% |
| Percent of Units | 36% | 14% | 50% |

Age of Projects

The majority of the active 514/516 farmworker housing projects (61 percent) and units (67 percent) became operational prior to 1990. The development of new units of 514/516 Farm Labor Housing has been steadily dropping over the past 25 years, despite moderate increases in overall funding. During the 1980s, nearly 400 projects were built, accounting for just over 4,000 units. The following decade, however, saw the production of only 223 projects with a total of about 3,500 units. It important to note that nearly 20,000 units were built during the 1960s and 1970s, yet only 5,635 of those units have loans that are still active and therefore included in these data. The result of the slow decline in production is an aging housing stock with the majority of units having been built more than 25 years ago.

When looking more closely at the age of the projects, differences between the migrant streams are again identified (see Table 2).¹³ The Western stream is fairly evenly split, with 48 percent of projects built prior to 1990 and 52 percent built since that time. The Eastern stream has a similar divide, with a slightly higher percentage of projects (56 percent) produced before 1990 than after (44 percent). Development of 514/516 projects in the Midwestern stream, however, seems to have diminished somewhat over the past 15 years, with nearly three-quarters of that stream's projects constructed before 1990.

Table 2
Age of Projects by Migrant Stream

| | Eastern Stream | Midwestern Stream | Western Stream |
|----------------------|-----------------------|--------------------------|-----------------------|
| Prior to 1990 | 56% | 72% | 48% |
| 1990 to 2004 | 44% | 28% | 52% |

On-Farm and Off-Farm Housing

On-farm housing is defined as units owned by a farmer and located either on a farm itself or in a nearby community. Most on-farm housing is located on a farm, as transportation for farmworkers is often difficult and because it is easier for the farmer to build on his or her existing property (Young 2005). According to the 2001-2002 NAWS, most farmworkers reside in housing that is located off-farm (NAWS 2005). Of the 787 total projects in USDA's portfolio, two-thirds are on-farm while only a quarter are off-farm (see Figure 6).¹⁴ On-farm development, however,

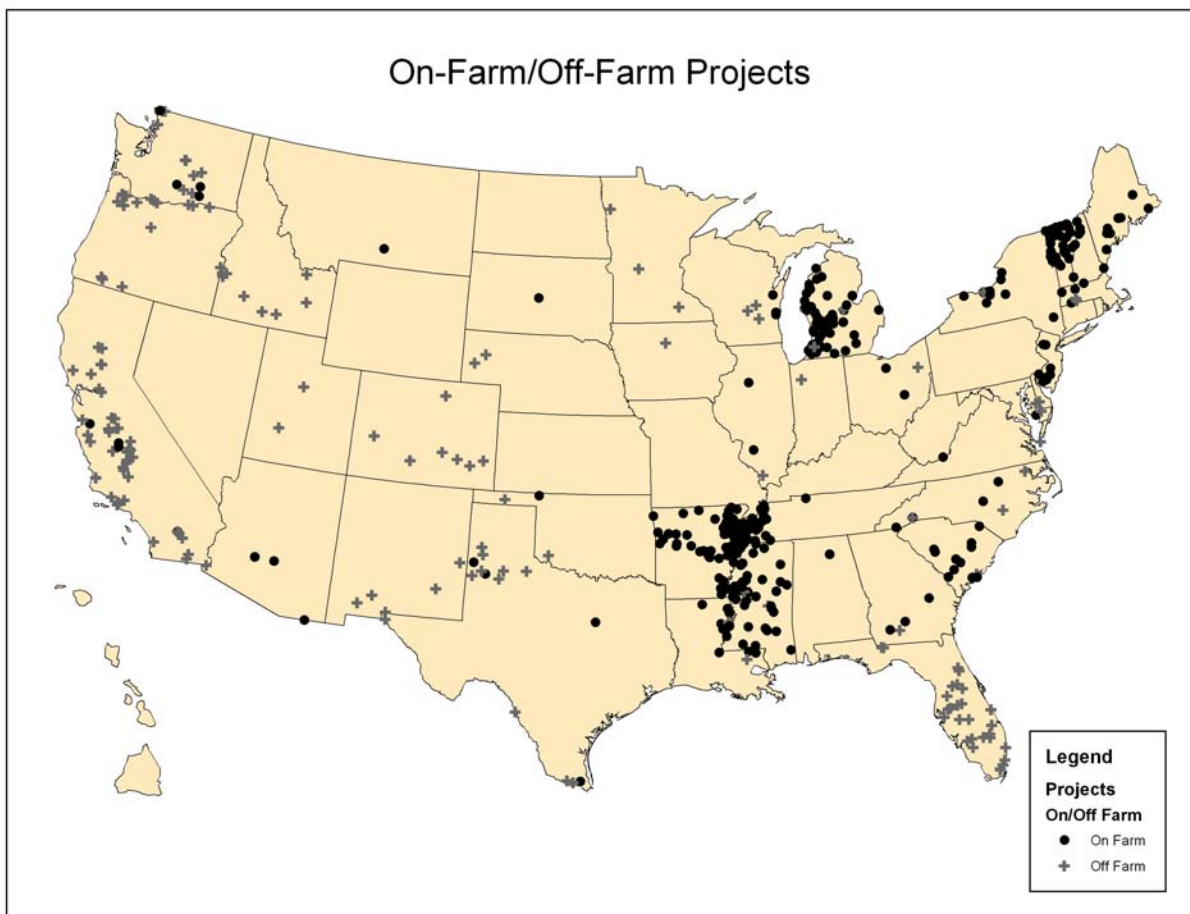
¹³ See Appendix B for a year-by-year breakdown of production by migrant stream.

¹⁴ Seventy-four projects (9 percent) are not listed as either on- or off-farm.

is falling. The percentage of on-farm construction slid from 72 percent before 1990 to 57 percent after that time.¹⁵ Off-farm development, on the other hand, is on the rise, going from just 17 percent prior to 1990 to 38 percent since then. There is an developing trend toward off-farm development, with most active 514/516 off-farm projects being constructed after 1990.

While there are considerably more on-farm housing projects than off-farm, the number of off-farm units far exceeds those that are on-farm. There are more than 11,000 off-farm units, accounting for 78 percent of the units in all active 514/516 projects.

Figure 6



¹⁵ See Appendix B for a year-by-year breakdown of on-farm versus off-farm production.

It is important to look at the differences between the three migrant streams with respect to on-farm and off-farm housing (see Table 3). Both the Eastern and Midwestern migrant streams are far more likely to utilize 514/516 funds for on-farm housing than the Western stream. One notable exception to this is Florida, where the only currently active 514/516 projects are off-farm. In fact, Florida accounts for 64 percent of the Eastern stream’s off-farm housing projects. Florida is also one of the three home base states, which have all focused almost entirely on off-farm housing.

Table 3
On-Farm/Off-Farm Projects by Migrant Stream

| | Eastern Stream | Midwestern Stream | Western Stream |
|-----------------|-----------------------|--------------------------|-----------------------|
| On-Farm | 81% | 91% | 12% |
| Off-Farm | 19% | 9% | 88% |

Ownership

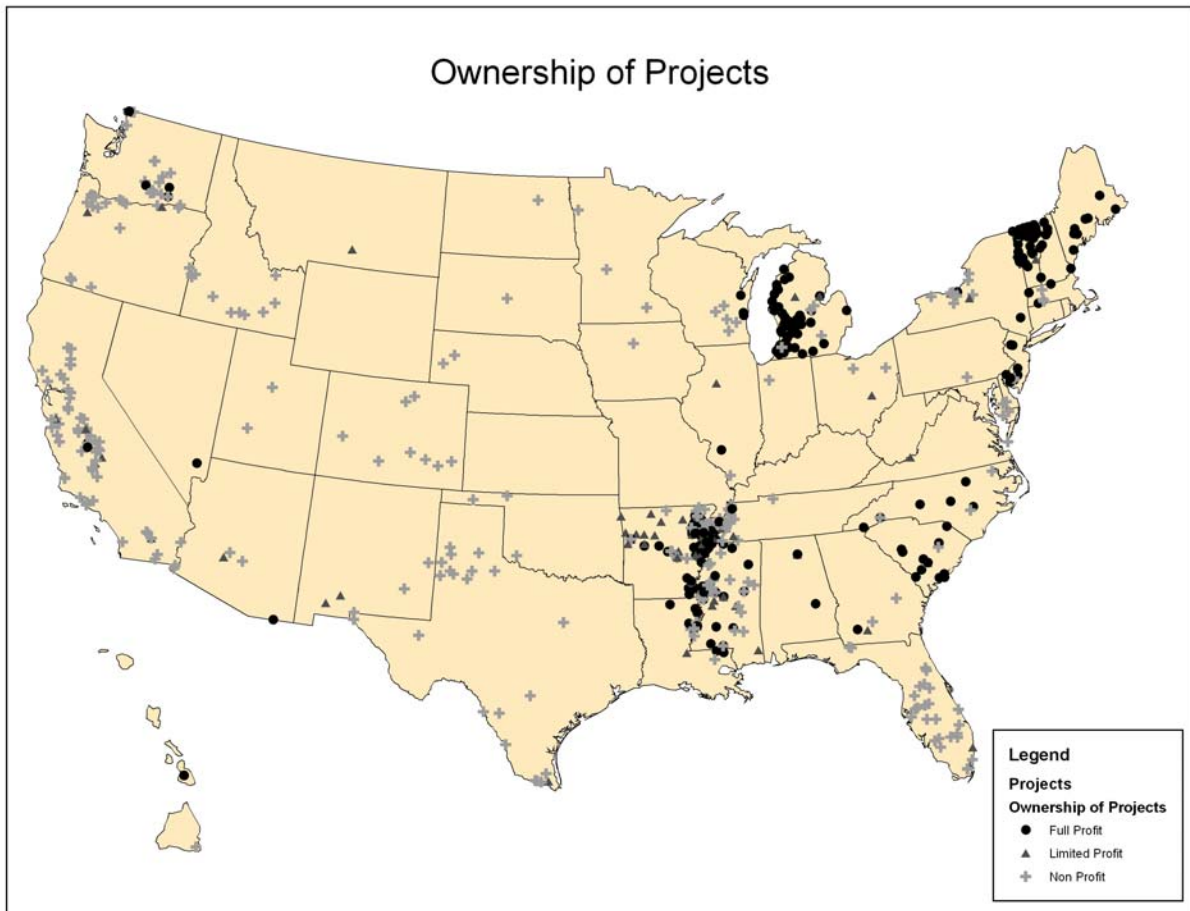
Ownership of 514/516 projects is divided among three entity categories: full profits, limited profits, and nonprofits. Full profits, or for-profits, are organizations established or operated with the intention of making a profit, limited profits are nonprofit organizations that have entered into limited partnerships with full profit entities, and nonprofits are organizations not seeking or producing a profit. Full profits are not eligible for Section 516 grants, and are eligible for Section 514 loans only if operating the housing on a nonprofit basis.¹⁶ On-farm housing tends to coincide with full profit ownership as many full profits utilizing 514 are the farmers themselves (Daniels 2005).

The total number of USDA-funded farmworker housing projects is divided fairly evenly between full profit owners (44 percent) and nonprofit owners (45 percent), with the remaining 11 percent belonging to limited profit owners.¹⁷ However, while the nonprofit-owned projects are distributed somewhat equally across the U.S., full profit-owned projects are located primarily in four areas of the country: Michigan, the Northeast (particularly Vermont), the Carolinas, and the Mississippi Delta region (see Figure 7). Ninety-four percent of the projects owned by full profits exist in these regions.

¹⁶ That is, the full profit owner does not make a profit from housing developed with the assistance of a Section 514 loan.

¹⁷ The dataset used in this report does not provide data on the dollar amounts awarded to each of the 514/516 projects, nor does it separate 514 funding from 516 funding. Therefore analyses based on this information could not be performed.

Figure 7



While the numbers of active 514/516 Farm Labor Housing projects are divided fairly evenly between full profits and nonprofits, the vast majority of active units are owned by nonprofits (92 percent). This is related to the finding that off-farm projects, which tend to include far more units than on-farm projects, are more likely to be owned by nonprofit organizations. In fact, just over 92 percent of all active 514/516 off-farm units are owned by nonprofits.

Once again significant differences between the streams are observed (see Table 4). The ownership of projects in the Eastern stream is split between full profits and nonprofits, while ownership throughout the Western stream is primarily nonprofit alone. Like the Eastern stream, about half of the projects in the Midwestern stream are owned by full profits; however, the Midwest has twice as many limited profit projects as either of the other streams.

Table 4
Ownership of Projects by Migrant Stream

| | Eastern Stream | Midwestern Stream | Western Stream |
|-----------------------|-----------------------|--------------------------|-----------------------|
| Full Profit | 52% | 55% | 8% |
| Limited Profit | 8% | 16% | 9% |
| Nonprofit | 40% | 29% | 84% |

Rental Assistance

Section 521 Rural Rental Assistance (RA) provides eligible rural renters with a subsidy to afford qualified units; RA can be used in Section 514/516 Farm Labor Housing, as well as Section 515 Rural Rental Housing. Rental Assistance may be used in both existing and newly constructed projects. Previously, in order for a project to be eligible for RA, the project had to be established on a nonprofit or limited profit basis (Daniels 2005). Current regulations, however, state that on-farm housing is not eligible for rental assistance (USDA 2006). As this is also an eligibility requirement for Section 514 projects owned by full profits, all 514/516 projects should meet this prerequisite.

Of all the current 514/516 farmworker housing projects, only about one quarter have USDA Section 521 Rental Assistance units. However, 58 percent of all active 514/516 units receive Rental Assistance. There is a clear relationship between the inclusion of Rental Assistance units and whether the housing is on-farm or off-farm (see Table 5). The vast majority of off-farm housing projects (88 percent) have units receiving Rental Assistance, while very few on-farm housing projects (1 percent) include Rental Assistance units. One likely explanation for this correlation between Rental Assistance and on-farm/off-farm housing status is that many on-farm units are provided rent-free. In Arkansas, for example, all on-farm housing is provided to employees free (King 2005). According to the 2001 HAC survey of farmworker housing, which included non-514/516 funded housing, 57 percent of employer-provided housing was provided rent-free to farmworkers.

Table 5
Units with Rental Assistance by On-Farm/Off-Farm Housing

| | On-Farm Housing Projects | Off-Farm Housing Projects |
|-----------------------------|---------------------------------|----------------------------------|
| Have RA Units | 1% | 88% |
| Do Not Have RA Units | 99% | 12% |

As can be seen with the age of the projects, on-farm/off-farm status, and project ownership, the utilization of Section 521 Rental Assistance varies between the three migrant streams (see Table 6). While project owners in the Eastern and Midwestern streams report that the majority of their developments do not include Rental Assistance units, three-quarters of the projects in the Western stream contain units receiving Rental Assistance. This is likely tied to the relationship between Rental Assistance and on-farm/off-farm housing, since the majority of 514/516 projects located in the Western stream are off-farm. Another contributing factor to the greater presence of Rental Assistance in the Western stream could be the considerably higher rent and living costs in the West, as compared to the East and Midwest.

Table 6
Units with Rental Assistance by Migrant Stream

| | Eastern Stream | Midwestern Stream | Western Stream |
|-----------------------------------|-----------------------|--------------------------|-----------------------|
| Rental Assistance Units | 17% | 11% | 76% |
| No Rental Assistance Units | 83% | 89% | 24% |

Analysis of the proposed FY 2006 Section 521 Rental Assistance funding reveals that the program would fall short of meeting current contracts. Any future increase in use, either through Section 514/516 Farm Labor Housing or Section 515 Rural Rental Housing, would be difficult to maintain at current funding levels. This could be problematic since Rental Assistance is utilized primarily by 514/516 projects located off-farm and the production of off-farm housing is increasing.

Property Type

According to the most recent NAWS (2005), 55 percent of farmworkers (47 percent of migrant workers and 60 percent of settled workers) occupied some type of single-family unit or home; 22 percent (26 percent of migrant workers and 20 percent of settled workers) lived in apartments; and 16 percent (17 percent of migrant workers and 16 percent of settled workers) lived in trailers or mobile homes. While 3 percent of all farmworkers lived in dormitories or barracks, this type of housing was home to 6 percent of migrant workers and only 1 percent of settled workers.

For 514/516 projects, property type was recorded as either family units, group homes for unaccompanied workers, or a combination of the two. Of all the active 514/516 farmworker housing projects, 85 percent were family projects, while group homes and mixed projects accounted for less than 1 percent each. Fourteen percent of projects' property types were unknown. The three group home projects and six mixed projects were all located in the Eastern stream.

FARMWORKER TRENDS: NEW EVIDENCE FROM LOCAL INTERVIEWS

A limited amount of information has been collected on farmworker demographics and working conditions, and even less on the housing issues connected with this population. Housing developers who serve farmworkers have little data on their housing needs, complicating efforts to access state and federal funds for farmworker housing and meet the needs that exist (HAC 2001). A great deal of the national farmworker analysis that has been conducted is based on two surveys from the late 1990s, the U.S. Department of Labor's National Agricultural Workers Survey (NAWS) and the Housing Assistance Council's Survey of Farmworker Housing Conditions. Since the data for these studies were collected, however, several possible trends have been identified that could significantly impact the provision of affordable housing for farmworker populations across the country:

- △ *Increasing farmworker population:* Has there been an increase in the number of farmworkers in the U.S.? (Ahn et al. 2004);
- △ *Changing migration patterns:* Has there been a reduction in the number of farmworkers migrating and are the migrant streams disappearing? (NAWS 2005; HAC 2001); and
- △ *Declining employer ownership:* Has there been a decline in the amount of employer-owned on-farm housing? (NCFH 2002; JSRI 1999).

To examine how these perceived trends are affecting communities, the research team conducted brief interviews with local practitioners in the following states that have significant farmworker populations.

- △ *California* is by far the largest and most diverse agricultural state in the nation. It leads all states in agricultural production and the agriculture industry contributed over \$27 billion to the state's economy in 2003. California is ranked first in all major agricultural exports with the exception of cotton. It produces 89 percent of the nation's grapes, 82 percent of the lettuce crop, and 100 percent of U.S. almonds (USDA 2004). A proportionally large migrant and seasonal farmworker community is needed to support California's massive agricultural economy. There are an estimated 1.3 million farmworkers within the state. Among farmworkers, 54 percent are involved in seasonal labor and 46 percent are migrant farmworkers. Nearly every county in California has a substantial number of farmworkers; Fresno County leads all others with an estimated 202,000 farmworkers. (Larson 2000)
- △ *Florida* is one of the leading agricultural export states in the country and is second in the nation in citrus fruit sales and floriculture and nursery crops exports (USDA 2004). Many Florida crops are labor intensive (e.g., tomatoes, sugar cane), requiring large numbers of farmworkers. Florida is estimated to have almost 200,000 migrant and seasonal farmworkers; an estimated 58 percent are migrants and 42 percent are seasonal (Larson 2000). The largest concentration of farmworkers in Florida is in the southern portion of the state, followed by large populations in central Florida. Most migrant farmworkers in Florida are unaccompanied workers, meaning they are currently living apart from all nuclear family members, and most are of Mexican origin (HAC 2001).

- △ *Texas* is the third ranking state for agricultural exports, and in 2003 Texas had a net farm income of nearly \$6 billion (USDA 2004). Texas is estimated to have about 363,000 migrant and seasonal farmworkers located in nearly every county in the state (Larson 2000). Over 58 percent of these workers are considered migrants and 42 percent are seasonal farmworkers (Larson 2000). Based on interviews with the Texas Rural Development office and a nonprofit organization that focuses on farmworkers, farmworkers in Texas are predominantly Hispanic.
- △ *North Carolina*, according to USDA data (2004), has the fourth largest share of the U.S. floriculture and nursery crops sales and leads the nation in tobacco exports. The state also has many agricultural processing sites. North Carolina is estimated to have over 156,000 migrant and seasonal farmworkers (Larson 2000). Over 60 percent of them are considered migrants, while almost 40 percent perform seasonal farm labor (Larson 2000). According to local officials and community farmworker organizations, most of these workers are Hispanic and of Mexican origin.
- △ *Washington* is within the top 10 U.S. states in agricultural production. It ranks second in vegetable exports and third in fruit and wheat exports. Washington's agricultural commodities are valued at over \$5 billion annually. The state produces 64 percent of the nation's apples and 18 percent of the potato crop (USDA 2004). Within this agricultural economy over 289,000 persons are involved in migrant and seasonal farmwork. Counties in the central part of the state have the largest number of farmworkers, led by Yakima County with an estimated farmworker population of over 81,000 persons (Larson 2000).
- △ *Arkansas* has an estimated 27,613 migrant and seasonal farmworkers, about 67 percent of whom are thought to be migrant workers and 33 percent seasonal farm labor (King 2005; Larson 2000). In interviews, however, state farmworker housing practitioners described a farming workforce with a much greater focus on seasonal and year-round employment than the predominantly migrant workforce these estimates depict. Arkansas has an overall rank of 12 in total agricultural exports; the state has significant poultry, rice, and cotton industries. The state boasts a net farm income of nearly \$1 billion.

Interviews were conducted with these states' Rural Development offices, as well as with local nonprofits serving farmworkers, to examine the three emerging trends in farm labor.

Farmworker Population Increase

Perception: *The farmworker population has grown significantly in recent years.*

Since the North American Free Trade Agreement (NAFTA) was implemented in 1994, nearly 2 million subsistence farmers in Mexico have been pushed from their land, leading some to migrate to the U.S. in search of work and, according to some estimates, as many as 15 million more Mexican farmers could soon follow (Ahn et al. 2004). This influx of Mexican laborers has impacted the U.S. economy in many ways, particularly the agricultural industry. Among the farm labor population, the number of undocumented farmworkers climbed from just 7 percent prior to NAFTA to more than half following adoption of this treaty (Ahn et al. 2004).

The increase in the use of H-2A workers may also account for the perceived rise in farmworkers. The H-2A program was initially authorized under the Immigration and Nationality Act in 1952, and was later modified by the Immigration Reform and Control Act of 1986 (Levine 2006). The program allows for the lawful admission of temporary, nonimmigrant workers (H-2A workers) to perform agricultural labor or services of a temporary or seasonal nature (U.S. Department of Labor n.d.). In order to be certified for H-2A jobs, employers must prove that they have initially attempted to find U.S. workers to fill farmwork vacancies, and then must continue to engage in “positive recruitment” of U.S. workers after H-2A workers have been hired. However, a number of states have reported that the growing H-2A worker population has actually created a reduction in the number of farmwork positions available to U.S.-based seasonal and migrant farmworkers (King 2005).

It must be acknowledged that the general population surge among Hispanics may be mistaken for an increase in farm labor in many communities (Ahn et al. 2004; Pew Hispanic Center 2005). Much has been reported about the rapidly growing Hispanic population in the U.S. The Hispanic population jumped from 21.9 million in 1990 to 35.3 million in 2001, making it the fastest growing ethnic group in the country (Hispanic Heritage Awards Foundation n.d.).¹⁸ Hispanics accounted for half of the 2.9 million U.S. population growth from 2003 to 2004 and now constitute one-seventh of all people in the United States (CBS/AP 2005).

A recent report by the Pew Hispanic Center (2005) challenges the perception that the growing undocumented Hispanic population has found employment primarily in farm labor. The study found that only 3 percent of unauthorized workers are employed in agriculture, while 33 percent have jobs in service industries, 16 percent are found in construction and extractive occupations, and 17 percent in production, installation, and repair. Half of this new population has been aided in their employment by education, with 25 percent having completed high school and another 25 percent with some college education. This may be a factor for the 13 percent of unauthorized immigrants who have found work in sales and administrative support and the 10 percent employed in management, business, and professional positions.

¹⁸ Hispanic Heritage Awards Foundation, Hispanic population information, available online at http://www.hispanicheritageawards.org/facts_cat.php?cat=3.

It is important to begin conducting new research to explore the effects of the wave of farm laborers that NAFTA and the Immigration Reform and Control Act have sparked, as well as the local and federal governments' response to the increased burden on the already strained farmworker housing stock.

State Experiences

Overall, the farmworker housing practitioners interviewed in the six states selected for this study are divided over the question of an increase in the number of farmworkers in the U.S. While Rural Development staff in Texas report decreases in the farmworker population, developers in Florida, North Carolina, and Arkansas see no change in the number of farmworkers, despite a drop off in the demand for migrant labor. According to officials in the Texas Rural Development offices, while the Hispanic population is increasing in the state, demand for migrant labor is down somewhat. According to staff, sugar beet, vegetable, and cotton production have all decreased and therefore so has the demand for migrant laborers (Jenkins 2005). Arkansas officials have noted a similar decrease in the number of available positions for migrant workers.

In the West, practitioners in California reported changes in the population but did not have enough data to say whether there has been an overall decrease or increase, and in Washington State staff believe the farmworker population has either stayed the same or increased slightly. Anecdotally, providers see substantial need and increasing migrant populations in places they did not exist previously. However, they also note that production of some crops, particularly in the Northwest, has been in decline or completely mechanized. In sum, California communities see conflicting patterns, and there are not enough data to make an informed answer on the question.

Western state practitioners identified another factor that may account for the perception of increased populations: homeland security concerns in the wake of the September 11, 2001 terrorist attacks. Before September 11, many farmworkers would work in U.S. and visit their families in Mexico several times a year. Now, farmworkers and others find it easy enough to exit the U.S., but getting back into the country has become much more difficult. As a result, an increasing number of farmworkers are saving money to bring their entire families into the United States to reduce their commutes south into Mexico. This makes their ability to work much more stable and less precarious. It is also altering the demographic composition of farmworker populations, adding more families, and families with children are also more prevalent. In sum, this may be partially accounting for the perceived larger number of farmworkers – more families, more children (Holden 2005).

Impact on Housing and the Community

According to farmworker housing practitioners and experts, while there has been a significant increase in the Hispanic population across the country, there has not been a corresponding increase in the number of migrant and seasonal farmworkers. While the incoming non-farmworker Hispanic population, as well as the growing number of H-2A workers, has a considerable impact on the existing communities, the current Farm Labor Housing program is not intended to meet their needs. It is important to note that steady or even declining numbers

of farmworkers is not an indication that the need for farm labor housing has been met or is reduced, as there are currently many families and individuals in the farm labor community experiencing housing problems.

The increases in the Hispanic population and changes among the farm labor population have had various effects on the communities in which they live. Texas rural communities have experienced significant out-migration within the existing population, as many residents have moved into the larger cities to make more money, while the new Hispanic population moves into the abandoned rural areas. The new Hispanic population is finding work in service and construction positions. Schools are experiencing growth with this new population; however, the tax base is declining, and the schools have consequently more students and less money (Meehan 2005).

Changing Migration Patterns

Perception: *Farmworkers are no longer migrating along the migrant streams and new patterns of work are emerging.*

Migrant farmworkers have traditionally been categorized according to one of three migration streams:

- △ Eastern stream, originating in Florida and extending up the East Coast;
- △ Midwestern stream, originating in Texas and extending to the Great Lakes; and
- △ Western stream, originating in California and extending along the West Coast.

During the winter months, migrant farmworkers typically resided in their home base communities in Florida, Texas, and California, or in Mexico or other Central American and Caribbean nations and traveled along the respective streams to perform farm work (HAC 2002b). Migrant farmworkers are further classified as either shuttle migrants or follow-the-crop migrants. Shuttle migrants are those who travel 75 miles or more from their home base to do farm work in a single U.S. location and work only within a 75-mile radius of that location. Follow-the-crop migrants are those who travel to multiple U.S. farm locations that are at least 75 miles apart for work (NAWS 2005).

More recently, however, these migration patterns appear to be changing. Current research, including the 2001-2002 National Agricultural Workers Survey, suggests that these migrant streams are fading as the frequency of farmworkers crossing between streams increases and as workers are better utilized among farms in one specific area (Food Security Learning Center 2004). While the percentages of international and domestic follow-the-crop migrants dropped by 50 percent and 30 percent, respectively, since the early 1990s, the percentage of international shuttle migrants increased slightly during that time (NAWS 2005). In addition, the number of farmworkers reporting only one farm employer over the previous 12 months has increased since 1997. In 2001-2002, 72 percent of farmworkers had been employed by only one farm employer throughout the past year compared to just 60 percent of farmworkers in 1997-1998. (NAWS 2005; NAWS 2000)

HAC's 2001 report on farmworker housing also found evidence of shifting migration patterns. According to the HAC study, the mean length of stay in all housing units was 7.6 months. Length of stay patterns for states are generally consistent with the growing seasons within each migrant stream, with a shorter season farther north and a longer season in home base states. Findings from some upstream states, however, suggest that many migrant farmworkers may be settling out and making these upstream locations their homes. In Oregon and Washington, for example, the mean length of stay was more than 10 months, and more than 60 percent of respondents in each state indicated they lived in the surveyed units year-round (HAC 2001).

Additionally, the growing H-2A worker population may be filling the temporary positions created by harvest needs that traditionally belonged to migrants. According to a report by the Congressional Research Service (CRS), certain agricultural industries, such as tobacco, fruit, vegetable, and grain growers, rely more heavily on the H-2A labor than others. Therefore, the H-2A program may have a more substantial effect on the domestic farm labor force in communities that are more reliant on these crops (Levine 2006). This could be prompting a reduction in the number of farmwork positions available to U.S.-based seasonal and migrant farmworkers, as has been reported by farm labor housing practitioners.

State Experiences

State practitioners universally identified changes in farmworker migration patterns. In the West, practitioners confirm the recent shift away from a south to north follow-the-crop movement to a more inter-regional pattern where workers travel in a much smaller scope and area. However, this pattern is fairly contingent on the area and environmental conditions. Some parts of California, notably the Southern Valley, an extremely large agricultural area, have had these inter-regional patterns for some time. This area is large and agriculturally diverse enough that many farmworkers can work there for up to eight months without leaving the valley. In cooler, northern states, like Washington, the crops are much more limited. Laborers work through the cherry and then apple picking seasons, which usually follow a south to north progression, but farmworkers generally stay in the state year-round. Practitioners note that despite popular perception, a majority of farmworkers in Washington do not migrate in and out, but instead reside within the state most of the year.

Officials in Florida, North Carolina, and Texas indicate that there have been decreases in the migrant farmworker populations in their states and a perceptible increase in the year-round population. Florida state Rural Development officials and local farmworker community organizations report that the out-migration of farmworkers has been reduced in Florida and say that there are more year-round farmworkers, although this varies in different parts of the state. Local organizations and RD officials in North Carolina report that many migrant and seasonal farmworkers are beginning to move away from the traditional follow-the-crop migration to shuttle migration. In many parts of the state, farmworkers may do seasonal agricultural work part of the year while supplementing their income with construction and other labor employment during the rest of the year rather than traveling along the stream.

Local practitioners identified two factors that may account for the reduction in traditional migration patterns.

- △ *Technology.* There have been numerous technological advancements that extend the season and reduce labor needs on a seasonal basis. Horticultural and market innovations have made year-long growing seasons possible in many areas, including parts of Florida and Texas. Staff in the Texas Rural Development offices note that farmers have switched to less labor-intensive crops and irrigation practices, and Roundup Ready cotton¹⁹ has all but eliminated hoeing of that crop. Traditionally it has been the migrant farmworkers who have dominated these more labor-intensive, shorter-term positions, so the shift away from these practices has led to a reduction in the need for migrant labor. In Washington, for example, a grower who used to employ 50 people year-round and another 50 people during harvest now may employ 60 people year-round and take on only an additional 20 for the harvest (Miller 2005). Florida state practitioners also note that this shift toward more year-round farm labor is due in part to the increased role of horticultural activity and market forces, especially in the southern part of the state. Traditional farmworker migration patterns in North Carolina are also changing due to similar economic factors (Harris 2005; Casey 2005).
- △ *H-2A workers.* A number of states in the South, including Florida and the Carolinas, have felt the effects of the introduction of H-2A workers, which according to local practitioners has reduced employment for other farmworker families and unaccompanied workers. Officials in Arkansas note that migrant farm labor is less important now than it had been previously in that state. As in North Carolina and Florida, Arkansas farmers have been importing labor through the H-2A program, thus bypassing traditional local labor (Young 2005). For example, since the mid-1990s, the number of migrant farmworkers registering through a local migrant farm labor center, which has been providing services to migrant workers since the mid-1950s, has gone from around 40,000 per year to just over 27,000 in 2003 and a little more than 25,000 in 2004. As local needs have not changed drastically over that time, local practitioners assume that H-2A workers are now filling those positions (Young 2005). While practitioners in Washington are not seeing significant numbers of H-2A workers at this time, they note that this could change very soon as the program continues to grow.

The Texas Rural Development office explains that as the migrant population is decreasing in that state, workers are becoming more likely to remain in one place year-round. Growers are able to keep workers busy longer as the growing seasons have been extended and many farmworkers are finding other non-farm work to sustain them between seasons, primarily in construction and low-end service work. However, Motivation, Education, and Training, Inc. (MET, Inc.), a nonprofit agency providing service to Texas farmworkers, continues to serve a significant number of migrant workers despite the perception that this population is decreasing. MET, Inc. staff indicate that migrant workers make up more than 50 percent of the organization's total client

¹⁹ Roundup Ready crops utilize a broad-spectrum weed control system that maximizes yields.

base. As noted by other practitioners, the shift in migration may depend on location and the type of crops grown. For example, in Pecos, Texas, where cantaloupes and onions are the predominant crops, there continues to be a great need for migrant workers.

Impact on Housing and the Community

The shift away from migrant labor toward a larger year-round workforce, as well as the continuation of farmworkers' transitioning into manufacturing, construction, and service positions, is creating added pressure on community services and housing. The increase in farmworkers "settling in" has affected the cultural diversity and economic development of these communities, while also adding to the strain on housing. Whether the shift in farm labor has been brought on by technological advancements or an increase in the H-2A temporary workforce, states are reporting a decrease in available farm labor positions. This, combined with an increase in former farmworkers securing non-farm employment, has placed additional stress on rural communities and an already inadequate housing stock.

In many North Carolina communities, farmworkers are settling in, evidence of which can be seen in the businesses and services catering to this population. For example, many once homogenous rural farming communities now have Spanish-speaking grocery stores, restaurants, and other businesses. However, this trend has not been met with entirely open arms. A report from the University of North Carolina at Chapel Hill reveals that North Carolinians harbor negative feelings about the influx of Hispanics, both farmworkers and non-farm laborers, with nearly half of respondents stating that they were uncomfortable with the increasing presence of Hispanics and two-thirds disapproving the idea of Hispanics moving into their neighborhoods. North Carolinians in nonmetro areas were more likely than those in metro areas to display negative attitudes about the growing Hispanic population in their state (Johnson et al. 1999).

Farmworker housing practitioners in Arkansas report that there is a large entrepreneurial market for Hispanics. Former farmworkers are using the skills they have learned through farm work to purchase and operate their own farms. Many also go into poultry processing, construction, and service sector work. While there was some contention in the northwest part of the state about the rising Hispanic population, once the business owners there realized the incoming population was a valuable resource, the resistance lessened. In fact, chambers of commerce, banks, and auto dealers are all actively recruiting Hispanic employees, and services specifically for Hispanic residents are springing up all over the state. However, the housing market is highly competitive and Hispanics, particularly farmworkers, tend to get the worst kind of housing. (Young 2005)

The shift toward more year-round farm labor has also affected the farmworker housing stock in the larger communities. Texas officials noted that it is more cost-efficient for farmworkers to remain in the state between seasons and work in non-farm jobs than it is for them to travel to other states following the crops, especially when factoring in rent and possibly maintaining two households. Texas had some of the first USDA-funded Farm Labor Housing units, all built in the 1960s and 1970s with a "horrible" design of concrete floors and cinder block walls, and these buildings remain (Tyler 2005). The housing stock that may once have been adequate for a migrant workforce that required only temporary shelter is likely unable to meet the needs of year-round farmworker residents. Much of the 514/516 money in the state now goes to

rehabilitation and, according to the state RD office, most of the rehabilitations currently being done are conversions from migrant housing to year-round housing (Meehan 2005).

Finally, the increase in the H-2A workforce has created another strain on the available housing stock. Regulations for the H-2A program clearly state that employers must provide free housing to all temporary workers who are not reasonably able to return to their residences the same day (U.S. Department of Labor n.d.b). Such housing must meet the full set of U.S. Department of Labor Occupational Safety and Health Administration (OSHA) standards. Rental housing owned by others may also be used, provided it meets local or state health and safety standards. As noted previously, H-2A workers are not eligible for Section 514/516 Farm Labor Housing units. Based on interviews with local practitioners, the increased use of this labor force contributes to vacancies in some 514/516 projects (Tyler 2005).

Declining Employer Ownership

Perception: *Fewer employers are offering on-farm housing for their workers.*

Providing housing at low or no cost to workers gives growers a competitive advantage in a tight labor market. A study of farmworker housing in Michigan found that employers who provided housing felt they were more likely to employ the same families year after year and had a better relationship with the workers, affording them a consistent and familiar work force with more predictable productivity (JSRI 1999). However, based on the USDA Farm Labor Housing data analyzed above, as well as interviews with farmworker housing practitioners in several states indicate that the trend in housing for farmworkers seems to be moving away from employer-owned, on-farm units.

In most states, employer-provided housing is subject to various health and safety regulations, such as minimum square footage per person and electricity, benefiting workers whose other housing options can offer less protection. Conversely, the increase in regulation over the last 10 years and the fear of lawsuits have left many growers wary of assuming the liability associated with providing housing to workers, creating a trend toward the discontinuation of employer-owned farmworker housing (NCFH 2002; JSRI 1999).

Providing housing is a major expenditure for employers, and adds potentially significant property management responsibilities. This new role brings multiple duties, as well as monetary commitments for maintenance and upkeep. And while manufactured housing is a cheaper housing alternative requiring less initial capital, fixed structures tend to be a better long-term investment due to lower maintenance, durability, and greater attractiveness to workers (JSRI 1999, 4). Consequently, for many growers, especially small and marginal operations, providing housing is not a feasible option (JSRI 1999). Also, having an employer as a landlord can create problems for workers. The Michigan farmworker housing study found that farmworkers residing in employer-provided housing often felt it was inappropriate for them to complain or make suggestions regarding housing, especially since they did not own the property and were living there only temporarily (JSRI 1999).

Unfortunately, the private housing market does not offer much refuge for migrant farmworkers. In the rural communities where most of these farms are located, rental housing is not as plentiful as it is in urban areas. Additionally, rental properties usually have requirements, such as a security deposit, credit check, and a long-term commitment that migrant farmworkers are unable to meet (NCFH 2002; HAC 2002b; JSRI 1999). Furthermore, since private housing is not subject to federal regulation, units available to farmworkers are often substandard and tend to be expensive (NCFH 2002, 4).

In states with longer growing seasons like California, Texas, and Florida, which are home to more year-round, non-migrant farmworkers, often greater importance is placed on permanent farmworker housing. Other states, like Michigan, that do not have a large resident farmworker population are more focused on the issues associated with creating temporary housing opportunities for farmworkers (JSRI 1999).

State Experiences

On-farm housing tends to be concentrated in the Eastern and Midwestern migrant streams with the notable exception of Florida.²⁰ Arkansas is the only state included in this study's interviews that has a significant stock of on-farm projects, with all of the state's active 514/516 projects located on-farm. Officials responded that the shift toward off-farm housing has not really been felt in Arkansas for several reasons. First, farmers across the state prefer to operate on-farm housing facilities because of the poor transportation system; keeping workers close is preferable for both the farmer and the worker. Also, according to the state RD office, the on-farm, rent-free housing is used to attract labor, and with a decrease in the number of migrant workers in the state, year-round accommodations work well for the resident farmworkers.

In comparison to Arkansas, the other states have considerably fewer on-farm units and there has been little development of on-farm projects in recent years. North Carolina state RD officials have not received applications for Section 514/516 on-farm housing in many years. Staff believes this is due to the different migration patterns and related demand for off-farm housing. Nonprofits in Florida note that the majority of farmworker housing in their state is off-farm, as on-farm housing has been difficult to develop due to the reluctance of many growers to deal with state housing and health regulations (Kirk 2005).

Texas RD staff also assert that farmworker housing in the state has, for the most part, been off-farm. The on-farm housing that was provided to farmworkers over the last 30 years is nearly non-existent today (Smith 2005). State Rural Development officials point to cost and liability as explanations for the almost exclusive use of off-farm housing in Texas. Farmers are business owners and want to limit their exposure to liabilities of any type. The regulations and reporting requirements associated with on-farm housing are also a deterrent (Jenkins 2005). RD staff explain that expenses for housing maintenance, insurance, real estate taxes, and other necessities have led most producers to avoid providing and maintaining on-farm projects.

²⁰ Consistent with the other home base states of California and Texas, Florida has only off-farm active 514/516 projects.

Other factors that have limited the production of new on-farm units and the use of older on-farm units are quality and control. During the Depression era and after, farmworkers in the West were housed predominately by growers in large on-farm tent camps. However, following a public outcry in the late 1960s and early 1970s over such living conditions, laws and regulations were enacted to ban these makeshift developments. Since that time, growers generally have not been involved in the housing of farmworkers in the West in either market or federally subsidized housing. Florida nonprofits tell a similar story. Most on-farm housing in the state is simple concrete barracks style housing or used mobile homes and is of lower quality than off-farm housing. Both community organizations and Florida state RD officials believe that off-farm housing is of better quality and a more suitable environment for farmworkers and their dependents.

According to Texas RD officials, farmworker families would rather have control over their housing, and prefer the flexibility of living within the community and traveling back and forth to work. Nonprofits offer an additional explanation, asserting that there is less demand for on-farm housing because growers do not need to use housing to attract workers in Texas as they do in other states. In Texas, there is no shortage of farmworkers; simply put, “the labor will always be there” (Tyler 2005).

North Carolina nonprofits and state officials also express greater satisfaction with off-farm housing than on-farm housing. Both believe this setting provides a more community- and family-oriented atmosphere for farmworkers. These units are more likely to blend in with the overall community setting and are perceived to be of higher quality than the traditional barracks style typical of some on-farm housing. They note that there is less potential for abuse by growers when workers live in off-farm housing and this type of housing is more appropriate for an increasingly year-round population that does different types of work.

Still, growers in states that have primarily off-farm housing may want more on-farm units. In Washington, off-farm housing is the trend, despite the fact that there is a lot of interest in on-farm development by the growers. Growers often want to provide housing but cannot because of financial concerns. Even with government subsidies, developing and operating housing is a large expense – too much for many farmers. Nonprofits and housing authorities have greater access to other funding to supplement the RD program funding, so off-farm has become the more favored development type in the state (Miller 2005).

Impact on Housing and the Community

Practitioners in the West note that more growers there may begin to develop USDA-funded projects because there is an increasing trend of growers creating their own housing nonprofits to become eligible for government financing. Many growers in Washington came under fire in the 1990s for the shortages in farmworker housing. Media reports of large numbers of farmworkers sleeping on river banks and under bridges forced some growers to act. Nonprofit practitioners report mixed feelings on these developments. While growers are realizing that providing decent housing makes good business sense, nonprofit housing providers do not want funds diverted away from established nonprofits into some form of “corporate welfare.”

Another significant factor behind the predominance of off-farm development in the West is the greater capacity of the region's system of nonprofits. The West has some of the largest and most innovative farmworker organizations in the nation. They have been on the cutting edge of farmworker housing development and services. Not all communities have this capacity, as community groups in Florida note that providing health and social services for farmworkers in very rural off-farm housing can be challenging due to limited capacity of nonprofit organizations and large distances between places and service providers. According to community organizations, many traditional farmworker communities have their own farmworker service networks but very rural places tend to receive fewer services.

The shift to off-farm housing may not be decided entirely by the farm labor community, as a number of other issues affect the development of off-farm housing, such as rising land prices and the lack of multifamily zoning in rural areas. Increasing residential development in formerly agricultural areas often results in "not in my back yard" (NIMBY) attitudes creating barriers that can be difficult to overcome. In one community in Manatee County, Fla., the planning commission rejected a proposal that a number of county commissioners favored to build farmworker housing in Palmetto (*Sarasota Herald-Tribune* 2003). While the county's planning staff had recommended the project, and commissioners had already submitted a \$3 million grant request for federal funding, a handful of residents living near the proposed project persuaded planning commission members to deny approval for the project. Residents spoke out against the proposed development saying they did not want "labor camps" near their families and they feared that crime would increase if the project was developed and that their property values would plummet.

SUMMARY

The Section 514/516 Farm Labor Housing program is an important resource for many farming communities. However, as the farmworker population and the communities in which farmworkers reside continue to change, future 514/516 funding must respond to newly created needs.

Section 514/516 Farm Labor Housing Stock

The 787 active Section 514/516 Farm Labor Housing projects account for more than 14,000 units located across the country. Projects are concentrated in the East and West, as well as Michigan and the Mississippi Delta region. The three home base states of Florida, Texas, and California have the largest numbers of units, and 50 percent of all units are located in the Western stream. Nearly 20,000 units were constructed more than 25 years ago and the majority of active 514/516 units are more than 15 years old.

Most active projects are employer-managed on-farm housing. However, the majority of 514/516 units are located off-farm because off-farm projects tend to include far more units. Off-farm housing is located primarily in the West and home base states. The development of off-farm housing is on the rise, with the majority of active off-farm projects having been built after 1990. While for-profit entities own the majority of on-farm projects, the vast majority of all units (92 percent) are owned by nonprofit entities. Most off-farm units receive Rental Assistance, though only 4 of the 519 on-farm units (0.8 percent) utilize this program.

Farmworker Trends

While the Hispanic population and the H-2A workforce have experienced considerable growth, there has been no corresponding increase in the migrant and seasonal farmworker population according to officials in several top farming states. In fact, the migrant farmworker population is thought to be declining in many areas. These factors are resulting in a mismatch between the available housing stock and the eligible population.

Advances in agricultural technologies, along with the growing H-2A workforce, have led to a decline in the migrant farmworker population. As the demand for migrant labor drops, fewer farmworkers are following crops along the migrant streams, and are instead staying in one place year-round. This has created a greater demand for permanent housing, to which providers in some states have responded by rehabilitating migrant units into year-round housing. Additionally, while the trend has always been for many farmworkers to eventually move out of the agriculture industry, this practice is increasing as more non-farm employment becomes available. The result is a population in need of housing, yet ineligible for Section 514/516 units, many of which sit vacant in specific communities across the country, as noted by practitioners in these communities.

Finally, while on-farm housing is still flourishing in some areas, such as Arkansas, the development of off-farm housing predominates. On-farm housing is often used to attract workers, and in states where there is no shortage of farm labor, this type of incentive is simply not necessary. Off-farm housing can be more beneficial to the farmworkers, offering more flexibility and control. Unfortunately, existing communities may pose major roadblocks to the development of off-farm housing because of negative perceptions about farmworkers and farmworker communities.

Future funding of the Section 514/516 Farm Labor Housing program must take these current population, migration, and housing trends into consideration.

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APPENDIX A

Section 514/516 Farm Labor Housing State Summary Tables

| | | <u>Alabama</u> | <u>Arizona</u> | <u>Arkansas</u> | <u>California</u> | <u>Colorado</u> | <u>Delaware</u> |
|-----------------------|------------------------------|----------------|----------------|-----------------|-------------------|-----------------|-----------------|
| Projects | Number of Projects Per State | 4 | 7 | 161 | 79 | 13 | 2 |
| Units | Number of Units Per State | 5 | 88 | 251 | 4170 | 237 | 34 |
| Year of Operation | Before 1990 | 2 | 2 | 114 | 40 | | |
| | 1990 and After | 2 | 5 | 47 | 39 | 13 | 2 |
| Type of Housing | On-Farm | 2 | 4 | 160 | 5 | 0 | 0 |
| | Off-Farm | 0 | 1 | 0 | 56 | 11 | 2 |
| | Unknown | 1 | 2 | 1 | 18 | 2 | 0 |
| Ownership of Projects | Full-Profit | 3 | 0 | 75 | 2 | 0 | 0 |
| | Limited-Profit | 1 | 3 | 41 | 7 | 0 | 0 |
| | Non-Profit | 0 | 4 | 45 | 70 | 13 | 2 |
| Rental Assistance | Includes RA Units | 0 | 3 | 0 | 58 | 11 | 2 |
| | Does Not Include RA Units | 4 | 4 | 161 | 21 | 2 | 0 |
| Property Type | Family | 4 | 6 | 108 | 79 | 13 | 2 |
| | Group Home | 0 | 0 | 0 | 0 | 0 | 0 |
| | Mixed | 0 | 0 | 0 | 0 | 0 | 0 |
| | Unknown | 0 | 1 | 53 | 0 | 0 | 0 |

| | | <u>Florida</u> | <u>Georgia</u> | <u>Hawaii</u> | <u>Idaho</u> | <u>Illinois</u> | <u>Indiana</u> | <u>Iowa</u> |
|-----------------------|------------------------------|----------------|----------------|---------------|--------------|-----------------|----------------|-------------|
| Projects | Number of Projects Per State | 34 | 5 | 5 | 10 | 3 | 1 | 1 |
| Units | Number of Units Per State | 4330 | 68 | 36 | 605 | 62 | 8 | 4 |
| Year of Operation | Before 1990 | 15 | 0 | 4 | 7 | 2 | 1 | 0 |
| | 1990 and After | 19 | 5 | 1 | 3 | 1 | 0 | 1 |
| Type of Housing | On-Farm | 0 | 3 | 0 | 0 | 2 | 0 | 0 |
| | Off-Farm | 34 | 2 | 0 | 8 | 1 | 1 | 1 |
| | Unknown | 0 | 0 | 5 | 2 | 0 | 0 | 0 |
| Ownership of Projects | Full-Profit | 0 | 1 | 4 | 0 | 1 | 0 | 0 |
| | Limited-Profit | 2 | 2 | 1 | 0 | 1 | 0 | 0 |
| | Non-Profit | 32 | 2 | 0 | 10 | 1 | 1 | 1 |
| Rental Assistance | Includes RA Units | 33 | 2 | 1 | 10 | 1 | 0 | 1 |
| | Does Not Include RA Units | 1 | 3 | 4 | 0 | 2 | 1 | 0 |
| Property Type | Family | 33 | 5 | 2 | 10 | 3 | 1 | 1 |
| | Group Home | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Mixed | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Unknown | 1 | 0 | 3 | 0 | 0 | 0 | 0 |

| | | <u>Louisiana</u> | <u>Maine</u> | <u>Maryland</u> | <u>Massachusetts</u> | <u>Michigan</u> | <u>Minnesota</u> | <u>Mississippi</u> |
|-----------------------|------------------------------|------------------|--------------|-----------------|----------------------|-----------------|------------------|--------------------|
| Projects | Number of Projects Per State | 21 | 8 | 4 | 6 | 96 | 3 | 60 |
| Units | Number of Units Per State | 65 | 21 | 91 | 52 | 98 | 78 | 133 |
| Year of Operation | Before 1990 | 20 | 6 | 2 | 5 | 70 | 1 | 49 |
| | 1990 and After | 1 | 2 | 2 | 1 | 26 | 2 | 11 |
| Type of Housing | On-Farm | 18 | 8 | 1 | 4 | 91 | 0 | 52 |
| | Off-Farm | 2 | 0 | 3 | 2 | 3 | 3 | 3 |
| | Unknown | 1 | 0 | 0 | 0 | 2 | 0 | 5 |
| Ownership of Projects | Full-Profit | 12 | 8 | 0 | 3 | 87 | 0 | 20 |
| | Limited-Profit | 3 | 0 | 0 | 0 | 4 | 0 | 7 |
| | Non-Profit | 6 | 0 | 4 | 3 | 5 | 3 | 33 |
| Rental Assistance | Includes RA Units | 1 | 0 | 3 | 2 | 2 | 3 | 0 |
| | Does Not Include RA Units | 20 | 8 | 1 | 4 | 94 | 0 | 60 |
| Property Type | Family | 18 | 8 | 4 | 5 | 94 | 3 | 35 |
| | Group Home | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Mixed | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Unknown | 3 | 0 | 0 | 1 | 2 | 0 | 25 |

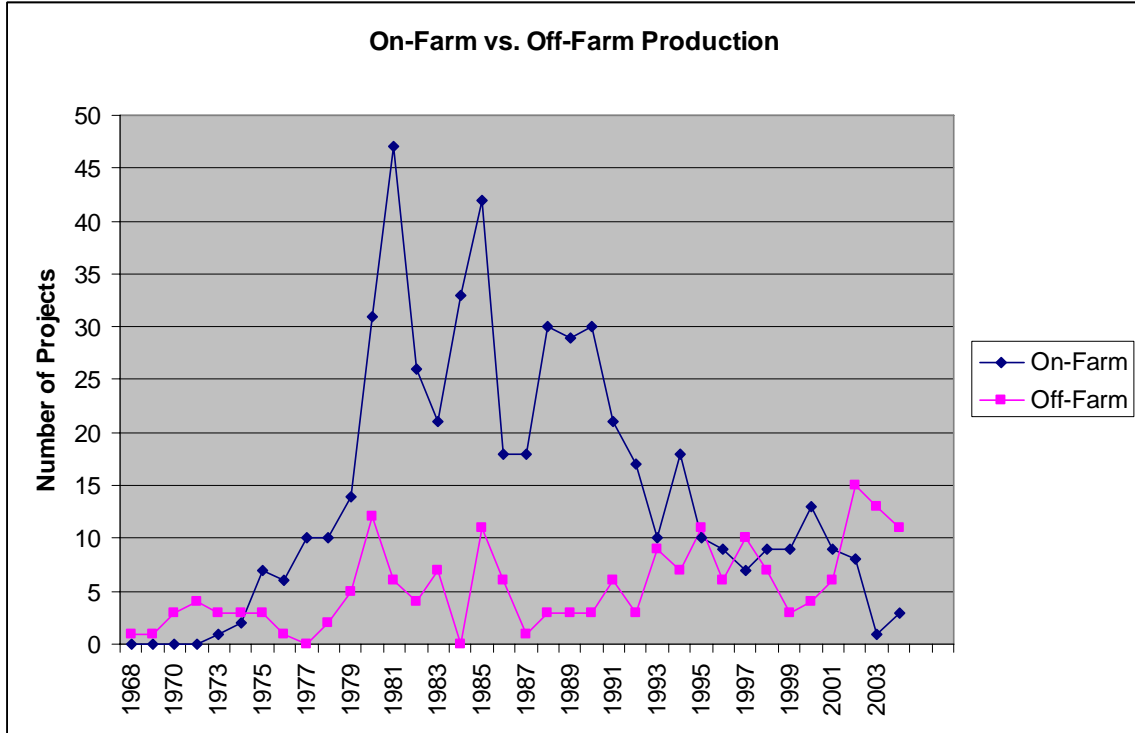
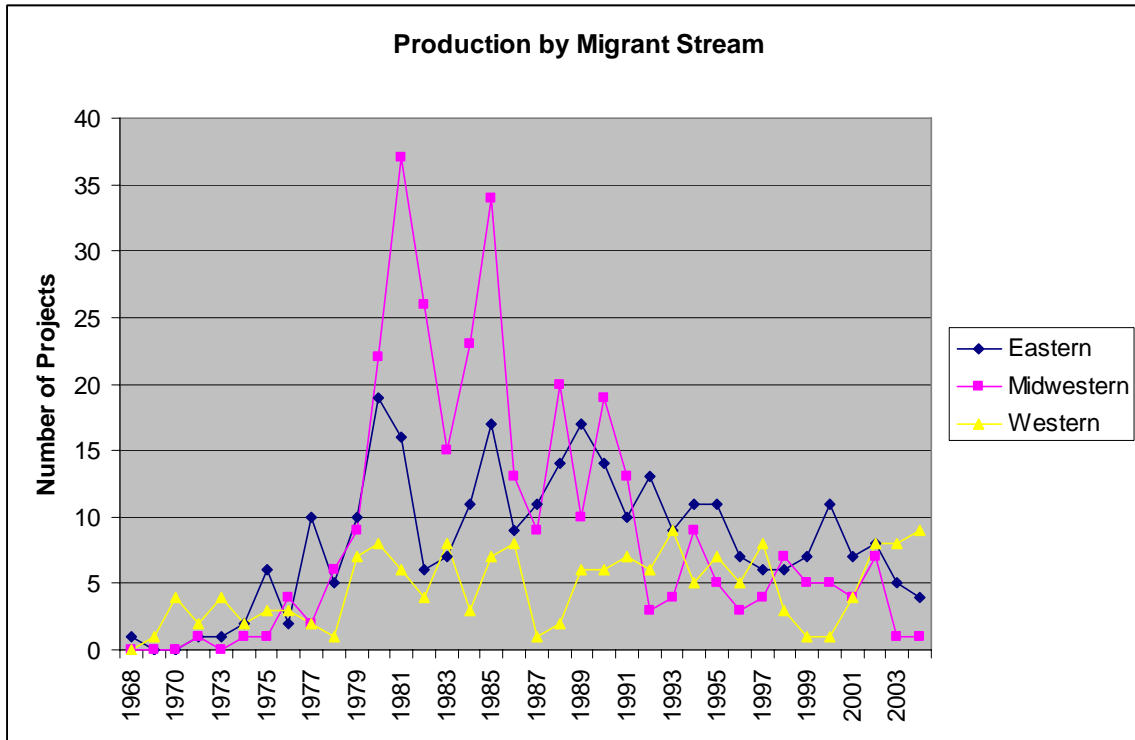
| | | <u>Montana</u> | <u>Nebraska</u> | <u>Nevada</u> | <u>New Hampshire</u> | <u>New Jersey</u> | <u>New Mexico</u> | <u>New York</u> |
|-----------------------|------------------------------|----------------|-----------------|---------------|----------------------|-------------------|-------------------|-----------------|
| Projects | Number of Projects Per State | 1 | 2 | 1 | 4 | 21 | 5 | 20 |
| Units | Number of Units Per State | 0 | 24 | 2 | 5 | 47 | 112 | 44 |
| Year of Operation | Before 1990 | 1 | 0 | 0 | 2 | 6 | 2 | 10 |
| | 1990 and After | 0 | 2 | 1 | 2 | 15 | 3 | 10 |
| Type of Housing | On-Farm | 1 | 0 | 0 | 4 | 20 | 0 | 16 |
| | Off-Farm | 0 | 2 | 0 | 0 | 0 | 5 | 1 |
| | Unknown | 0 | 0 | 1 | 0 | 1 | 0 | 3 |
| Ownership of Projects | Full-Profit | 0 | 0 | 1 | 4 | 18 | 0 | 2 |
| | Limited-Profit | 1 | 0 | 0 | 0 | 1 | 2 | 3 |
| | Non-Profit | 0 | 2 | 0 | 0 | 2 | 3 | 15 |
| Rental Assistance | Includes RA Units | 0 | 2 | 0 | 0 | 1 | 5 | 1 |
| | Does Not Include RA Units | 1 | 0 | 1 | 4 | 20 | 0 | 19 |
| Property Type | Family | 1 | 2 | 1 | 4 | 10 | 5 | 20 |
| | Group Home | 0 | 0 | 0 | 0 | 3 | 0 | 0 |
| | Mixed | 0 | 0 | 0 | 0 | 6 | 0 | 0 |
| | Unknown | 0 | 0 | 0 | 0 | 2 | 0 | 0 |

| | | <u>North Carolina</u> | <u>North Dakota</u> | <u>Ohio</u> | <u>Oklahoma</u> | <u>Oregon</u> | <u>Pennsylvania</u> | <u>South Carolina</u> |
|-----------------------|------------------------------|-----------------------|---------------------|-------------|-----------------|---------------|---------------------|-----------------------|
| Projects | Number of Projects Per State | 9 | 1 | 3 | 3 | 23 | 1 | 15 |
| Units | Number of Units Per State | 104 | 0 | 24 | 43 | 725 | 12 | 0 |
| Year of Operation | Before 1990 | 5 | 1 | 0 | 1 | 7 | 1 | 10 |
| | 1990 and After | 4 | 0 | 3 | 2 | 16 | 0 | 5 |
| Type of Housing | On-Farm | 4 | 0 | 2 | 1 | 0 | 0 | 14 |
| | Off-Farm | 3 | 0 | 1 | 2 | 19 | 0 | 1 |
| | Unknown | 2 | 1 | 0 | 0 | 4 | 1 | 0 |
| Ownership of Projects | Full-Profit | 6 | 0 | 0 | 0 | 1 | 0 | 13 |
| | Limited-Profit | 0 | 0 | 1 | 0 | 2 | 0 | 1 |
| | Non-Profit | 3 | 1 | 2 | 3 | 20 | 1 | 1 |
| Rental Assistance | Includes RA Units | 3 | 0 | 1 | 2 | 21 | 1 | 0 |
| | Does Not Include RA Units | 6 | 1 | 2 | 1 | 2 | 0 | 15 |
| Property Type | Family | 4 | 1 | 3 | 2 | 23 | 1 | 6 |
| | Group Home | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Mixed | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Unknown | 5 | 0 | 0 | 1 | 0 | 0 | 9 |

| | | <u>South Dakota</u> | <u>Tennessee</u> | <u>Texas</u> | <u>Utah</u> | <u>Vermont</u> | <u>Virginia</u> | <u>Washington</u> |
|-----------------------|------------------------------|---------------------|------------------|--------------|-------------|----------------|-----------------|-------------------|
| Projects | Number of Projects Per State | 1 | 17 | 22 | 2 | 79 | 2 | 24 |
| Units | Number of Units Per State | 0 | 22 | 1423 | 25 | 87 | 34 | 736 |
| Year of Operation | Before 1990 | 1 | 13 | 19 | 0 | 38 | 1 | 19 |
| | 1990 and After | 0 | 4 | 3 | 2 | 41 | 1 | 5 |
| Type of Housing | On-Farm | 1 | 17 | 4 | 0 | 75 | 1 | 5 |
| | Off-Farm | 0 | 0 | 11 | 2 | 0 | 1 | 10 |
| | Unknown | 0 | 0 | 7 | 0 | 4 | 0 | 9 |
| Ownership of Projects | Full-Profit | 0 | 1 | 0 | 0 | 74 | 0 | 5 |
| | Limited-Profit | 0 | 3 | 1 | 0 | 2 | 1 | 0 |
| | Non-Profit | 1 | 13 | 21 | 2 | 3 | 1 | 19 |
| Rental Assistance | Includes RA Units | 0 | 0 | 18 | 2 | 0 | 1 | 18 |
| | Does Not Include RA Units | 1 | 17 | 4 | 0 | 79 | 1 | 6 |
| Property Type | Family | 1 | 16 | 20 | 2 | 79 | 1 | 22 |
| | Group Home | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Mixed | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Unknown | 0 | 1 | 2 | 0 | 0 | 1 | 2 |

| | | <u>Wisconsin</u> |
|-----------------------|------------------------------|------------------|
| Projects | Number of Projects Per State | 8 |
| Units | Number of Units Per State | 83 |
| Year of Operation | Before 1990 | 3 |
| | 1990 and After | 5 |
| Type of Housing | On-Farm | 3 |
| | Off-Farm | 3 |
| | Unknown | 2 |
| Ownership of Projects | Full-Profit | 3 |
| | Limited-Profit | 0 |
| | Non-Profit | 5 |
| Rental Assistance | Includes RA Units | 5 |
| | Does Not Include RA Units | 3 |
| Property Type | Family | 8 |
| | Group Home | 0 |
| | Mixed | 0 |
| | Unknown | 0 |

Appendix B



The U.S. Department of Agriculture (USDA) Section 514/516 Farm Labor Housing Program provides funding to buy, build, improve, or repair housing for farm laborers. This research, conducted by the Housing Assistance Council (HAC), identifies and analyzes the location and general characteristics of the 2004 portfolio of USDA funded farmworker housing. The report provides an overview of the Section 514/516 Farm Labor Housing stock, as well as an exploration of current trends in the migrant population.

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