



STATE OF WASHINGTON
DEPARTMENT OF COMMUNITY,
TRADE AND ECONOMIC DEVELOPMENT

FARMWORKER HOUSING IN WASHINGTON STATE: Safe, Decent and Affordable

March 2005



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In the summer of 1998, recognizing the critical need to increase the supply of safe, decent and affordable housing for migrant and seasonal farmworkers, Governor Gary Locke declared farmworker housing to be the top housing priority in the state. Locke included \$40 million for the development of farmworker housing in his 10-year capital plan and, in 1999, a legislative proviso established funding for a Farmworker Housing Program within the Housing Trust Fund at the Department of Community, Trade and Economic Development. This report provides a summary of the progress to date in addressing the housing needs of migrant and seasonal farmworkers in Washington State.

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Introduction

The state of Washington's agriculture industry generates more than \$5.3 billion in direct revenues, and has a total estimated economic impact on the state of more than \$28 billion each year. Taking into account all of its related industries, including food processing, distribution and retailing, agriculture is the largest employer in the state, with crop production accounting for nearly two-thirds of all agricultural employment.

It is estimated that as many as 187,000 migrant and seasonal farmworkers assist with the cultivation and harvest of Washington's crops each year. Approximately 35 percent of farmworkers are thought to be migrant, leaving their homes to follow the harvest from one area to another. Each year the rapid influx of migrant workers overwhelms agricultural communities, which lack the housing and other services to support them. While the demand for housing fluctuates with the seasonal variations of the agricultural industry, there is a persistent lack of safe, affordable housing available to migrant and seasonal farmworkers who generally do not earn enough to afford market-rate housing. As a result, homelessness, substandard and overcrowded housing conditions become epidemic in agricultural communities during peak harvest seasons. Hundreds of migrant workers and families resort to camping illegally, creating serious health and safety hazards, such as risk of wildfires and water contamination. The lack of housing can also impact the availability of labor, creating a shortage that can result in the loss of millions of dollars to farmers and the state's economy.

In the summer of 1998, recognizing the critical need for additional safe, decent and affordable housing for farmworkers, Governor Gary Locke declared farmworker housing to be the state's highest priority housing need and included \$40 million in his ten-year capital plan specifically for this purpose. In 1999, a proviso to the Housing Assistance, Weatherization, and Affordable Housing, Housing Trust Fund (HTF) portion of the capital budget, under RCW 43.185.060, established funding for a Farmworker Housing Program within the Department of Community, Trade and Economic Development. This program provides loans and grants to local governments and nonprofit organizations for capital investments in the development of permanent (year-round) housing for farmworkers; capital and operating investments in seasonal housing for migrant workers; and emergency assistance for migrant workers that are homeless and have no income immediately available.

Significant contributions have been made since 1999 to address the critical need for farmworker housing. State investments in farmworker housing have resulted in the creation of 1,015 units of permanent housing and 4,054 seasonal beds. Improved standards for temporary worker housing and increased technical assistance to housing providers have also been effective in improving the quality of housing available to migrant and seasonal farmworkers. Yet there is still much to be done. A 2002 report by Northwest Regional Facilitators, *Washington State Farmworker Housing Needs*, estimated a need for 46,549 new units of farmworker housing. Additional investments by both the public and private sectors are needed to ensure that safe, decent, affordable housing is available to all farmworkers in Washington State.

Agriculture in the State of Washington



Palouse wheat

There are nearly 36,000 farms in the state of Washington, encompassing 15.3 million acres, or 37 percent of the state's land mass. Agriculture is the second most valuable industry in the state, generating more than \$5.3 billion annually in direct revenues, and having a total estimated economic impact on the state of more than \$28 billion per year. While agriculture plays a major role in the state's economy, the majority of Washington's farms are small, family-operated farms, with 58 percent being smaller than 50 acres, and fewer than half of all farms earning more than \$5,000 in sales annually.

Washington is second only to California in the variety of crops it grows and is one of the nation's top producers of dozens of agricultural commodities. The state's top agricultural product is apples, accounting for 18.8 percent of all farm receipts in the state and 63.6 percent of all apple receipts in the nation. Other leading crops from Eastern Washington include wheat, potatoes, hay, sweet cherries, grapes, hops, onions, peas, lentils, pears, processing carrots and sweet corn, and spearmint and peppermint oils. Western Washington is a leading producer of red raspberries. Other major crops are blueberries, strawberries and cranberries. Nursery and greenhouse operations are also significant industries in Western Washington.

Since the mid-90s, some of Washington's crops have become less viable, leading some farmers to change crops. Asparagus production has fallen 59 percent since 1989, even though Washington is one of only three states contributing to domestic production. Increased reliance on foreign



J.W. Senseney Orchards in Wenatchee



Apples are the state's top agricultural product

asparagus, which is available year-round, has made domestic production unprofitable, causing many growers to shift from asparagus to grapes. The closure of two asparagus processing plants in 2004 in the Yakima Valley will likely cause this trend to continue. The rapid growth of Washington's prestigious wine industry has fueled an increase in wine grape production to meet the demand for quality grapes. Wine grape production peaked in 2002 with a record crop. The decreased market value of apples and demand for more diverse varieties has also led many orchards to shift crops, replacing Red Delicious apples with cherries, grapes or specialty varieties of apples, such as Gala, Pippin, MacIntosh and Cameo. Production of sweet cherries has increased dramatically, with more acreage being planted and new varieties being introduced to spread the harvest over a longer period of time. As these trends continue, the demand for agricultural labor will continue to be impacted.

The Agricultural Workforce

Agriculture and its related industries, including food processing, distribution and retailing, account for over 16 percent of jobs in the state, making it the state's largest employer. Almost 80 percent of agricultural workers are employed in Eastern Washington, where one out of every 10 workers is employed directly in agriculture. Nearly half of all agricultural employment in the state is in tree fruit farming.

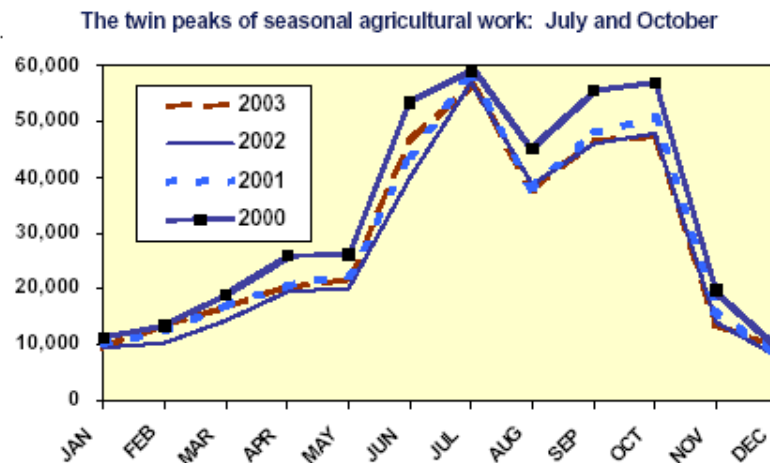


Apples employ more seasonal workers than any other crop in Washington State

Labor-intensive agriculture such as asparagus and tree fruits, particularly cherries, are highly dependent on seasonal farm labor. Although the total acreage of many labor-intensive crops has decreased, diversification and increases in other crops, such as

cherries, have extended the time that growers need seasonal labor. Apples employ, by far, the most seasonal workers, with cherries following second.

The demand for seasonal labor fluctuates with crop activity, with peak demand occurring in July. This is due to the number of labor-intensive crop activities, such as the cherry harvest, apple thinning and onion harvest in Eastern Washington, and raspberry and strawberry harvests in Western Washington.



Source: Employment Security Department

In Eastern Washington, the asparagus harvest is the earliest major crop activity, beginning in March. Because asparagus season extends well into the cherry harvest, which begins in June, asparagus has to compete for labor with early sweet cherries. As the cherry harvest tapers off at the end of July, apples and pears begin to take over. Some workers are able to use peaches and apricots to extend their work time between the end of cherries and start of apples and pears. Hops, onions and potatoes provide later season employment as well, generally running from August through November. Grapes have a unique pattern that provides more consistent year-round employment.

In Western Washington, early season agricultural activity is primarily nursery and greenhouse related. The increased demand for seasonal labor generally begins with bulbs in March and shifts to berries in June. Berries, broccoli and other miscellaneous

vegetable crops provide the primary employment through mid-September, when potatoes become the main crop. Many workers in Western Washington are able to round out their seasonal work with nursery employment between seasons.

Recent studies estimate that the number of seasonal agricultural workers in Washington State ranges from 125,000 to 187,000, or 67,300 households. Seasonal farmworkers typically move from farm to farm, following crops across the state, as the harvest of one ends and another begins. Roughly 35 percent of this workforce is thought to be migrant; that is, they work away from their permanent place of residence, requiring temporary housing wherever they work. As many as one third of migrant workers travel from within the state, but most come from Texas, California, and Mexico. Most migrant workers are single Hispanic males, have little fluency in English and have low levels of formal education.



Strawberry workers in Skagit County

Agricultural workers typically have very low incomes, both as a result of low hourly wages and the number of hours worked. Many seasonal workers are paid a “piece rate” and make more than minimum wage during a peak harvest activity; however, even during peak employment periods, most workers work less than 40 hours a week. In 2003, the average annual income of agricultural workers in Washington State was \$9,948. Less than a third of workers earned more than \$10,000. By any standard, this income is too low for a worker to be able to adequately support himself, let alone a family. Most agricultural workers are likely to supplement their incomes by working in other states or in non-agricultural work, and many share living expenses with other workers. Many are supporting families that live elsewhere; however, the proportion of workers with families settling in Central Washington has increased steadily since the mid-90s.

The Need for Farmworker Housing

Each year, thousands of migrant workers pour into Washington's agricultural communities to cultivate and harvest crops. The sudden influx can be overwhelming to rural communities, which are unable to meet the increased demand for housing and other services. During peak harvest seasons, a critical shortage of housing forces hundreds of migrant workers and their families to live in substandard and overcrowded housing, or to camp illegally, posing health and safety hazards to themselves and to the community. The lack of adequate housing can also impact the availability of labor, resulting in the loss of millions of dollars to farmers and to the state's economy.



Illegal campsite on Department of Natural Resources land in Chelan County

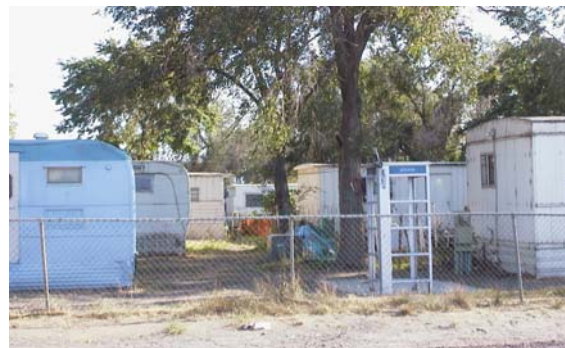
Although for many years there has been an awareness of the inadequate housing available to migrant workers, it has only been within the last 10 years that state policy has begun to formulate solutions to the problem. Up until this time, only a limited number of nonprofit organizations and housing authorities were focusing effort on the issue, leaving it largely up to growers and the private market to provide housing for migrant workers. Yet no assistance or incentives were offered to help them meet this need.

Many growers had long provided housing for their workers but, due to lack of regulation, much on-farm housing was substandard. As attention to standards increased, the farmworker housing crisis escalated. Confusing regulations and the inconsistent interpretation of them frustrated growers. The expense of compliance, particularly the cost of providing the necessary infrastructure for water and wastewater facilities, coupled with complicated permitting processes and the added burden of managing on-

farm housing, resulted in many growers shutting down their camps. Water issues and the cost of infrastructure, such as wastewater systems, continue to be primary impediments to the development of on-farm housing.

The unique nature of the migrant workforce makes it difficult for their housing needs to be met by the private rental market. For one thing, their incomes are extremely low, and many arrive in an area with no money at all, still looking for work. In addition, many of them are supporting a family back home, which means that they are already paying year-round housing expenses elsewhere, in addition to their temporary housing costs. They are not able to afford market rate rents, let alone pay a deposit or first and last months' rent, as is typically required. Second, their need for housing in any one area may range from a few weeks to a few months and landlords are not inclined to rent to tenants on such a short-term basis. And finally, many areas simply do not have enough rental housing to meet the demand.

Although some migrant workers stay in motels and campgrounds, the greatest demand for temporary housing falls at a time when tourism is also at its highest. The high costs and limited availability of these accommodations make them largely inaccessible to migrant workers.



Substandard rental housing in Mattawa

Community-based solutions to the need for housing also present challenges. Many areas face local opposition to the development of housing for migrant workers. This NIMBYism ("not in my back yard") often makes it difficult for community-based organizations to obtain the necessary support of their local governments to produce rental housing for farmworkers. Where organizations are successful, cost is a primary factor. Because of workers' low incomes, and the fact that the housing is occupied only part of the year, rental revenues are not sufficient to support the ongoing operating costs. Significant rental and operating subsidies, as well as local government support,

are needed in order for community-based organizations to be able to develop and sustain housing for seasonal occupancy by migrant workers.



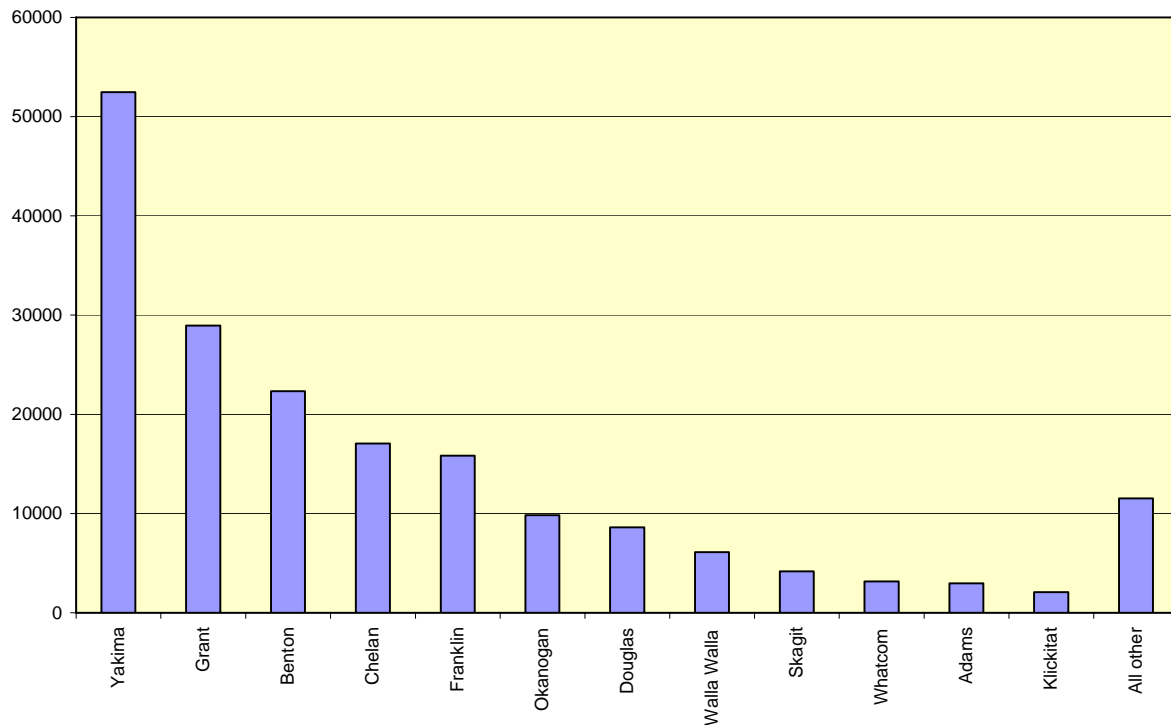
San Isidoro Plaza in Yakima

In addition to housing that is seasonally available, an increased supply of permanent housing is needed in order to enable farmworkers to settle down with their families. Workers living in an area year-round have increased employment opportunities and can provide a more stable life for their families. The year-round presence of farmworkers also ensures a more stable workforce to growers, an issue of growing concern over recent years.

The availability of affordable rental and homeownership opportunities for farmworkers is critical to rural communities whose economies rely on the agricultural workforce.

A number of studies have attempted to determine the extent of the farmworker housing shortage. In 1994, the Department of Community, Trade and Economic Development estimated a need for 57,194 additional units of housing, or 257,000 beds, for migrant and seasonal agricultural workers. A 1995 study by the Department of Health estimated that 37,700 workers lacked housing, and that another 120,000 lived in substandard conditions. More recently, a 2002 study (Washington State Farmworker Housing Needs, Northwest Regional Facilitators, February 2002) estimated a need for 46,659 new units of farmworker housing. The need for seasonal housing is most severe during the labor-intensive cherry harvest, which generally runs from mid-June through mid-August. The variation in demand between these studies can be attributed to annual changes in production levels due to both cyclical and structural changes in the industry. More work needs to be done to develop consistent methodologies for linking production estimates with demand for workers. Although estimates vary, all of the studies clearly show that the need for additional farmworker housing is both severe and persistent.

Estimated Migrant and Seasonal Farmworker Population by County



Source: Migrant and Seasonal farmworker Enumeration Profiles Study-Washington, Alice C. Larson, Ph.D.; September 2000

In order to meet the broad range of housing needs of the agricultural work force, a wide variety of housing options must be provided. Types of assistance needed cover a full range from emergency overnight shelter to homeownership, but tend to fall into three broad categories:

- Permanent housing, including the development of rental housing and homeownership assistance;
- Seasonal housing, including the development and operation of seasonal camps and community-based housing, and the development of on-farm housing; and
- Emergency housing, including short-term shelter for migrant workers that are homeless and have no immediate income or that have been displaced for health and safety reasons.

In developing each of these types of housing, consideration must be given to the unique culture of the farmworker population, as well as their need for other services, including childcare, transportation and health care.



Families often accompany migrant workers and require support services such as childcare, transportation and health care

Legislative Actions to Address the Shortage of Farmworker Housing

Standards for Temporary Worker Housing



On-farm housing at Kyle Mathison Orchards in Wenatchee

In 1995, the state legislature enacted legislation intended to encourage the development of safe and decent temporary and permanent farmworker housing (Chapter 70.114A RCW). The legislation called for the development of clear rules and streamlined processes

for the regulation of temporary worker housing. The Board of Health and State Building Code Council were directed to develop standards for temporary worker housing that complied with, but did not exceed, the Washington Industrial Safety and Health Act (WISHA). Rules were adopted in January 1996, but the existence of multiple sets of rules, conflicting interpretations, and overlapping responsibilities for enforcement, led to confusion and frustration. Growers complained that the difficulty of obtaining the required licenses and permits from state and local governments discouraged them from providing on-farm housing. Faced with the costs and complex processes of building or improving housing to comply with the ever-changing regulations, or potential fines for noncompliance, many growers chose instead not to offer housing to their workers.

In an effort to encourage participation by cherry growers, the Department of Health (DOH) implemented a provisional licensing program in 1995. This pilot project was intended to test alternative housing standards for cherry harvest camps, while still ensuring basic public health protections. Under the project, growers could allow workers to camp in



Farmworker tent camp in Eastern Washington

tents on their farms during the short-term cherry harvest, provided all other site and infrastructure requirements in the regulations were met. There were no standards for the tents themselves. A total of 18 growers participated in the project, providing housing for 1,900 workers. Up until this time, no cherry growers had provided licensed on-farm housing. The controversial program drew opposition from some advocates, who felt that the program allowed for housing that was substandard, if not illegal. Complaints to the U.S. Department of Labor led to stricter enforcement by the Department of Labor and Industries, which ultimately resulted in many camps being shut down. When the project ended in 1998, an estimated 1,000 beds of on-farm housing were lost, once again leaving many workers without any housing at all.

In response to the many concerns raised over regulatory issues, the legislature directed the Department of Health (DOH) to analyze and make recommendations regarding the role of state and local governments in the regulation of farmworker housing and how the process could be streamlined. DOH found through their analysis, which included interviews with growers and local governments, that permitting processes were less of a



On-farm housing at Blank Orchards in Okanogan County

barrier to the development of on-farm housing than the costs associated with compliance with the existing standards. Nonetheless, state and local officials agreed that more help should be provided to growers to help them understand the requirements and processes for licensing temporary worker housing. DOH also concluded that, in order to increase grower

participation, new rules were needed that were more reasonable and affordable to growers, while still maintaining essential public health protections. DOH recommended that a single set of rules for temporary worker housing be established, and that resources be allocated for providing technical assistance, permitting and enforcement activities.

In 1999, the legislature directed DOH and the Department of Labor and Industries to jointly establish rules for the licensing, operation and inspection of temporary worker housing. The agencies were further directed to establish a formal agreement that identifies the role of each agency in enforcing the rules. Drawing on research and input from growers, workers, advocates and other state agencies, a single set of rules was adopted. In addition, lessons learned from the provisional license pilot project were used to establish separate standards for cherry harvest camps, which were agreed upon by the U.S. Department of Labor. DOH was given authority for implementation and enforcement of the rules.



Interior of OSHA-approved cherry harvest tent

Technical assistance

The temporary worker housing legislation enacted in 1995 included a section directing the Department of Community, Trade and Economic Development (CTED) to contract with nonprofit organizations to provide technical assistance to private individuals and nonprofit organizations wishing to construct seasonal or permanent farmworker housing (RCW 70.114A.070). In 1999, the legislature further directed CTED to establish a “One-Stop Clearinghouse” to coordinate state assistance related to the development of farmworker housing. The clearinghouse provides technical assistance directly to



Common kitchen facility at licensed on-farm housing site

growers, housing authorities and nonprofit organizations on planning and design, building codes, temporary worker housing regulations, financing options, and management of farmworker housing. In addition, the clearinghouse provides educational materials and services to local governments on Washington State laws concerning farmworker housing.

Economic Incentives

Tax credits

In 1996, the legislature provided an economic incentive for the development of housing for agricultural workers by enacting a retail sales and use tax exemption on labor, services and materials used to build or improve farmworker housing.

An additional incentive was provided in 1998 when the Washington State Housing Finance Commission (WSHFC) established the development of permanent housing for farmworkers as a priority under the Low Income Housing Tax Credit (LIHTC) program, which provides tax credits to owners and investors in low-income housing. LIHTC projects are also carefully screened to ensure that project sponsors have a demonstrated ability to holistically serve the farmworker population with appropriate linkages to other services and to the community at large. Since establishing farmworker housing as a priority, the WSHFC has allocated tax credits to 30 projects, providing nearly 900 units of affordable permanent rental housing for farmworkers.



Construction underway for new units of permanent housing in Yakima

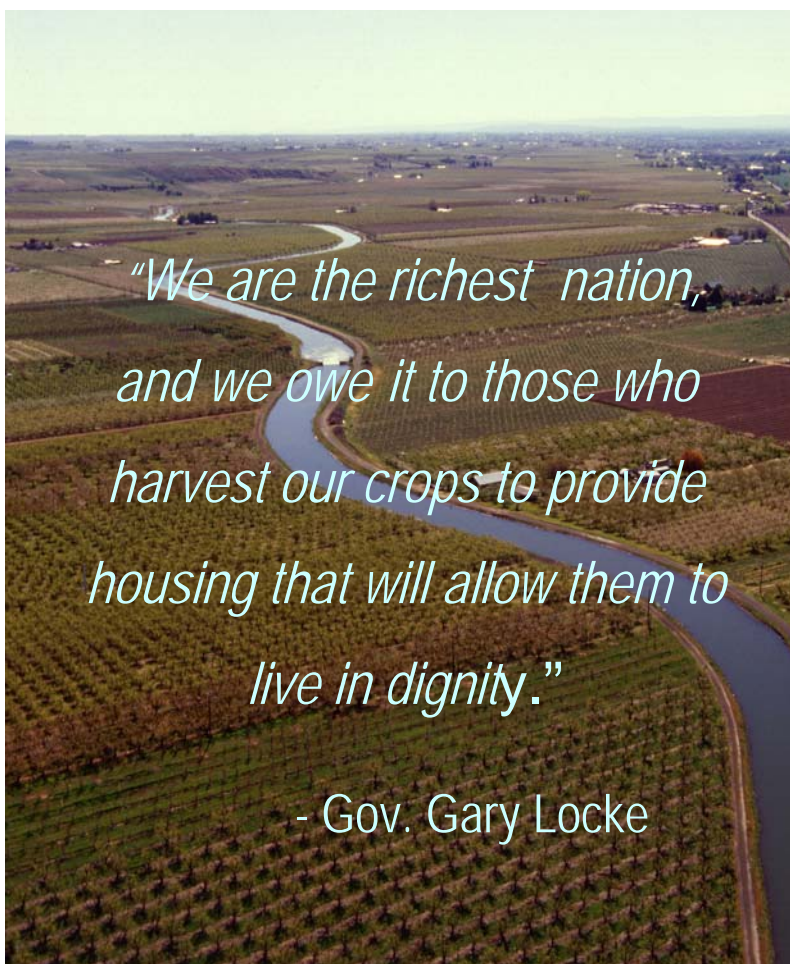
Funding appropriations

In 1996, the legislature appropriated \$2 million from the State Legalization Impact Assistance Grant (SLIAG) for new investments in farmworker housing. This federal grant had been provided to states as reimbursement for state funds used to assist immigrants who attained legal status in the 1980s. The availability of these dedicated funds was effective in stimulating interest and leveraging new public and private investments in the development of farmworker housing; however, the funds were quickly exhausted. In 1997, the Legislature set aside \$1 million in capital funds from the Housing Trust Fund, administered by the Department of Community, Trade and

Economic Development, and appropriated an additional \$1 million from the 1998 State General Fund supplemental budget for farmworker housing.

State capital fund proviso

In the summer of 1998, Governor Gary Locke declared farmworker housing to be the top housing priority in the state. Recognizing the critical need to increase the supply of safe, decent and affordable housing for migrant and seasonal farmworkers, Locke included \$40 million for the development of farmworker housing in his 10-year capital plan. In 1999, a legislative proviso established funding for a Farmworker Housing program within the Housing Trust Fund. Honoring Governor Locke's 10-year commitment, the legislature has appropriated \$8 million biennially since that time, providing a total of \$24 million to date for the development of housing for migrant and seasonal farmworkers.



*"We are the richest nation,
and we owe it to those who
harvest our crops to provide
housing that will allow them to
live in dignity."*





- Gov. Gary Locke

A Comprehensive Strategy

Through his declaration and 10-year commitment to farmworker housing in 1998, Governor Locke sought to achieve a long-term solution to the crisis at hand. A cabinet level task force was charged with developing a long-term comprehensive strategy to improve housing conditions for farmworkers. The task force worked with the legislature, local and federal government agencies, grower organizations, farmworker advocates, and other key stakeholders to develop goals, objectives, strategies and measurable outcomes for assessing the state's progress in addressing farmworker housing issues.

Building upon those efforts, in July 2000, the governor-appointed Affordable Housing Advisory Board (AHAB) established a Farmworker Housing Subcommittee. Consisting of representatives from the agriculture industry, local government, farmworker advocates and nonprofit service providers and housing developers, the subcommittee's purpose was to recommend a comprehensive statewide policy on farmworker housing and a strategy for putting that policy into effect.

Farmworker Housing Subcabinet Goals

-  All farmworkers and their families have access to safe and adequate housing.
-  The public health of farmworkers and their families is protected, as well as the public and environmental health of surrounding communities.
-  Housing for farmworkers is a resource for the economic success of Washington State agriculture.
-  Local communities value farmworkers as part of their communities.

The strategies developed by the sub-cabinet task force and the recommendations developed by the AHAB subcommittee have provided the basis for the state's investments in farmworker housing since 1999. What emerged was a three-pronged

approach to addressing the continuum of housing needs of migrant and seasonal farmworkers that includes:

- Capital investments in permanent (year-round) housing for farmworkers;
- Capital and operating investments in seasonal housing for migrant workers; and
- Emergency assistance for homeless migrant workers.

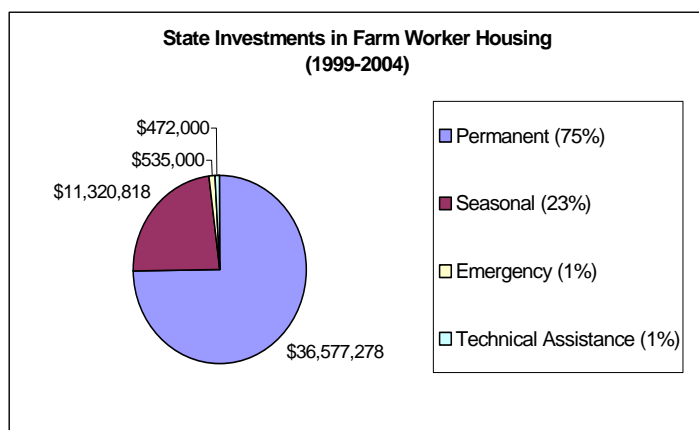
In addition, technical assistance is provided to growers and nonprofit organizations on the development of farmworker housing.



New Life Villa in Mabton

Accomplishments

The establishment of the farmworker housing program in 1999, and the commitment of funds dedicated to this purpose, has significantly increased investments in farmworker housing. Although the Housing Trust Fund had been created in 1987 to provide funding for the development of low-income and special needs housing, only \$6.2 million had been committed to farmworker housing projects through the end of 1998. Since that time, CTED has committed \$38.2 million in state and federal resources to farmworker housing, including \$26.4 million for the development of permanent housing and \$11.8



million for seasonal and emergency housing for migrant workers. In addition, the Washington State Housing Finance Commission has allocated \$10.2 million in Low Income Housing Tax Credits for permanent farmworker housing. These investments have resulted in the creation of 1,015 units of

permanent housing and 4,054 seasonal beds for migrant and seasonal farmworkers. In addition, more than 3,059 bednights of shelter have been provided through the use of emergency housing vouchers. Funds have also been used to provide technical assistance on the development of on-farm housing for migrant workers. Some of the key accomplishments of the past several years include:

Programs

Infrastructure Loan Program

In 1999, CTED applied for and received a one-time federal grant from the US Department of Housing and Urban Development to provide loans to growers for the development of infrastructure in



support of on-farm housing for migrant workers. Operated in conjunction with the One-Stop Clearinghouse (discussed on page 13), the program distributed over \$2 million to support the preservation or creation of 2,662 seasonal beds on farms and leveraged \$5.5 million in private investments. Funds for this program were exhausted in 2004; however, stakeholders indicate that there is a continued need for this type of assistance in order to leverage private investments in on-farm housing.

Emergency Housing Voucher Assistance

In 1999, CTED entered into an agreement with the Department of Health to provide emergency housing vouchers to migrant workers that are displaced due to health and safety reasons and who don't have sufficient income to pay for housing. Vouchers are used to provide up to 10 days of emergency shelter at licensed migrant camps, community-based shelters or motels. To date, 3,059 bednights of emergency shelter have been provided through the use of these vouchers.



Migrant workers found camping at this illegal camp site were provided vouchers to stay at a local motel or licensed camp

Rent-a-Tent

The Rent-a-Tent program was created in 2000 as an innovative approach to increasing the availability of on-farm housing during the cherry harvest season. Under the program, growers lease OSHA-



approved tents and cots to provide on-farm housing for their workers. Growers must provide the infrastructure and amenities required under state licensing standards. In 2004, the program rented 134 tents to 12 growers, providing 804 on-farm seasonal beds. The program is operated by the Washington Growers League under a contract with CTED.

Projects

Esperanza



Esperanza is a 40-unit, 240 bed, seasonally-occupied housing development located in Mattawa. This project was developed in 1999 in partnership with the Housing Authority of

Grant County. Under this pilot project, 40-foot cargo containers were converted to housing units with windows, heating and air conditioning, bathroom and kitchen facilities. The camp is owned and operated by the Housing Authority.

Pangborn Cherry Harvest Camp

The cherry harvest camp at Pangborn Field in East Wenatchee was first established in 2000 as a pilot project to use public lands for temporary housing during the cherry harvest. Fifty specially designed tents, each housing up to six persons, as well as bathroom, kitchen, shower, and laundry facilities made up the camp. This camp was licensed to operate under the newly established state standards for temporary worker housing in cherry harvest camps. The camp operated for two years, with the facilities being relocated to Monitor Park in 2001.

In 2004, Pangborn was reestablished in response to a locally identified need for emergency housing during the cherry harvest. Increasing numbers of cherry harvest workers and a shortage of housing had resulted in illegal camping and unsafe conditions in the previous year. A local consortium of growers, housing organizations, social service providers, advocates, and state and local officials identified reopening Pangborn as a key strategy to addressing the seasonal housing shortage until more permanent solutions can be implemented. The 300-bed camp is currently operated by Douglas County under a five-year agreement with CTED that will expire in 2008.

Monitor Park

Monitor Park is a seasonal migrant camp located on the Wenatchee River that began operation in 2001. It operates from June, when cherry harvest begins, through November, when apple and pear harvests end.



The camp includes 25 bunkhouse trailers and 30 cherry harvest tents, providing 380 beds during cherry harvest and 200 beds for the remainder of the season. The park property is leased from Chelan County, who currently operates the camp under a contractual agreement with CTED. The current contract will expire in 2007.

East Oroville Harvest Park

Established in 2001, this 90-bed seasonal migrant camp near the Canadian border is operated by the Oroville Housing Authority. The camp offers bunkhouse-style accommodations to migrant workers and families from June through November.

Permanent Housing

Since 1999, the Housing Trust Fund has invested \$26.4 million in the development of permanent housing for agricultural workers that remain in the area year-round. Capital



Heritage Glen in East Wenatchee

investments in rental and homeownership projects targeted to farmworkers, coupled with \$10.2 million in low-income housing tax credits, have resulted in the creation of 1,015 housing units.

Through effective leveraging of federal and local resources for rent and operating subsidies, successful models have also been developed that include units for both seasonal and year-round occupancy, such as Heritage Glen in East Wenatchee and New Life Villa in Mabton (photo, p. 17).

Partnerships

Collaboration among state, local and federal governments, nonprofit housing providers, housing developers, housing authorities, grower organizations, and farmworker advocates has been key to addressing the complex issues surrounding the development of farmworker housing:

- State and federal funding for loans, grants and technical assistance to nonprofit housing providers, housing authorities, and local governments has resulted in the development of innovative farmworker housing models that are responsive to local needs.
- Programs like the Infrastructure Loan Program, One-Stop Center, and Rent-a-Tent, have fostered relationships with the private sector while leveraging private investments in on-farm housing for migrant workers. Partnerships with grower organizations, such as the Washington Growers League, are working towards new models for increasing grower participation in the housing effort.
- Increased collaboration among state agencies, including the Departments of Health, Labor and Industries, Employment Security, and Community, Trade and Economic Development, has resulted in streamlined processes and improved service delivery at the local level.
- A partnership between CTED and the Washington State Association of Counties has been successful in facilitating local government support and implementation of community-based farmworker housing projects.
- A partnership with the Washington State Farmworker Housing Trust, a broad-based coalition of growers, farmworker advocates, housing providers, financial institutions and community leaders, is helping to further efforts to develop a comprehensive strategy and resources for expanding the supply of farmworker housing in the state.

Unmet Needs

Although significant progress has been made toward increasing the supply of safe, decent and affordable housing for farmworkers, there is still much to be done. A 1996 report by the Department of Health, *Common Sense and Science: New Directions in the Regulation of Temporary Worker Housing*, estimated that approximately 62,300 migrant farmworkers need housing at approximately 1,000 Washington farms per year. In 2003, only 6,415 seasonal beds were licensed by the Department of Health at 115 sites statewide. A 2002 study (*Washington State Farmworker Housing Needs*, Northwest Regional Facilitators, February 2002) estimated a need for 46,659 new units of farmworker housing.

There is more work needed in order to be able to continuously assess the need for additional farmworker housing and to measure our progress in meeting that need. Methodologies should be developed for linking crop production with the demand for labor and the resulting impact on the need for housing on an ongoing basis. By improving methods of collecting and analyzing data, we can be more strategic in how we target our resources in order to more effectively meet the needs of the farmworker community.

The state must maintain its commitment to creating partnerships and providing targeted financial and technical assistance that will increase both public and private investments in farmworker housing. Financial assistance should be provided to growers for capital investments that result in the creation or preservation of on-farm housing. In addition, it should remain a priority for the state to continue working directly



Sterling Meadows Apartments in Whatcom County

with organizations such as the Washington Growers League and the Office of Rural and Farmworker Housing to create new models for increasing grower investments in seasonal housing.

While maintaining as a priority the need to increase grower investments in on-farm housing, support for community-based and emergency housing must also be sustained. In addition to capital investments, ongoing rent and operating subsidies are needed to support the operation and maintenance of seasonal housing for migrant workers. As trends continue for seasonal workers to settle within the state, investments in year-round housing and homeownership assistance for farmworkers are also needed.

The state must continue its collaboration with local governments to develop seasonal housing projects that are responsive to the needs of local communities. In addition, the capacity of nonprofit housing developers must be expanded in order to help community-based organizations navigate the resources and requirements for developing and managing farmworker housing. Increased local capacity and coordination is also needed in order to address the need for more comprehensive services to farmworkers, including childcare, transportation and health care.



Inventory of State-Funded Migrant and Seasonal Farmworker (MSFW) Housing (1999-2004)

| County | Estimated # of MSFWs* | State Investment** | Permanent Units | Seasonal Beds |
|----------------------|--------------------------|-----------------------|--------------------|------------------|
| Adams | 2,962 | \$ 1,069,368 | 25 | 0 |
| Asotin | 63 | | | |
| Benton | 22,338 | \$ 1,053,781 | 23 | 48 |
| Chelan | 17,055 | \$ 4,472,082 | 76 | 698 |
| Clallam | 166 | | | |
| Clark | 1,428 | \$ 218,915 | | 287 |
| Columbia | 607 | | | |
| Cowlitz | 318 | \$ 4,457,186 | 125 | 382 |
| Douglas | 8,612 | \$ 5,439,776 | 53 | 290 |
| Ferry | 13 | | | |
| Franklin | 15,840 | \$ 1,037,028 | 45 | 79 |
| Garfield | 0 | | | |
| Grant | 28,941 | \$ 10,223,303 | 192 | 255 |
| Grays Harbor | 483 | | | |
| Island | 31 | | | |
| Jefferson | 2 | | | |
| King | 699 | | | |
| Kitsap | 235 | | | |
| Kittitas | 1,105 | | | |
| Klickitat | 2,079 | \$ 926,700 | 19 | |
| Lewis | 1,320 | \$ 1,967,346 | 45 | |
| Lincoln | 55 | | | |
| Mason | 222 | | | |
| Okanogan | 9,820 | \$ 2,884,307 | 52 | 378 |
| Pacific | 129 | | | |
| Pend Oreille | 0 | | | |
| Pierce | 1,631 | | | |
| San Juan | 18 | | | |
| Skagit | 4,175 | \$ 5,456,631 | 161 | 794 |
| Skamania | 248 | | | |
| Snohomish | 999 | | | |
| Spokane | 495 | | | |
| Stevens | 122 | | | |
| Thurston | 669 | | | |
| Wahkiakum | 0 | | | |
| Walla Walla | 6,111 | | | |
| Whatcom | 3,170 | \$ 1,840,333 | 74 | |
| Whitman | 451 | | | |
| Yakima | 52476 | \$ 6,592,656 | 125 | 39 |
| Rent-a-Tent (varies) | | \$ 784,107 | | 804 |
| Total State | 185,088 | \$ 48,423,520 | 1,015 | 4,054 |

* MSFW Enumeration Profiles Study, Alice C. Larson, PhD, September 2000

** State investments include Housing Trust Fund (HTF) and Community Development Block Grant (CDBG) funds from the Department of Community, Trade and Economic Development, and Low Income Housing Tax Credits (LIHTC) from the Washington State Housing Finance Commission.

**STATE-FUNDED
MIGRANT AND SEASONAL FARMWORKER HOUSING PROJECTS
(1999-2004)**

PERMANENT HOUSING



| County | Project Name (Sponsor) | Units | State Resources* | | | Year |
|----------------|--|-------|------------------|-------|------|------|
| | | | HTF | LIHTC | CDBG | |
| Adams | | | | | | |
| | Desert Haven (Catholic Housing Services of Eastern Washington) | 25 | X | X | | 2002 |
| Benton | | | | | | |
| | Cherryhill Villas (Richland Housing Authority) | 23 | X | | | 2001 |
| Chelan | | | | | | |
| | Maple Street Apartments (MacDonald Ladd Development LLC) | 50 | | X | | 2001 |
| | Chelan Bluff Apartments (Chelan Co/Wenatchee Housing Authority) | 26 | X | | | 2004 |
| Cowlitz | | | | | | |
| | La Casa de San Juan Diego (Archdiocesan Housing Authority) | 50 | X | X | | 2002 |
| | Woodland Meadows (Public Private Partnerships, Inc.) | 50 | | X | | 2003 |
| | Kelso Family Housing (Archdiocesan Housing Authority) | 25 | | X | | 2004 |

* (HTF) Housing Trust Fund
 (LIHTC) Low Income Housing Tax Credits
 (CDBG) Community Development Block Grant

| County | Project Name (Sponsor) | Units | State Resources | | | Year |
|------------------|---|-------|-----------------|-------|------|------|
| | | | HTF | LIHTC | CDBG | |
| Douglas | | | | | | |
| | Heritage Glen (Chelan Co/Wenatchee Housing Authority) | 17 | X | | | 2000 |
| | Town Center Park (Chelan Co/Wenatchee Housing Authority) | 36 | X | | | 2001 |
| Franklin | | | | | | |
| | TheVineyards (Pacific Communities of Idaho, LLC) | 45 | | X | | 2003 |
| Grant | | | | | | |
| | Wahluke Slope Apartments (Grant County Housing Authority) | 25 | X | X | | 1999 |
| | Birch Street Apartments (PG Quincy Incorporated) | 25 | | X | | 1999 |
| | Frenchman Hills (Grant County Housing Authority) | 25 | X | | | 2000 |
| | Nueva Vida Demo Project (North Columbia CAC) | 9 | X | | X | 2001 |
| | Villa Santa Maria (Diocese of Yakima Housing Services) | 44 | X | X | | 2002 |
| | Jardin de Rosas (Housing Authority of Grant County) | 25 | X | X | | 2003 |
| | La Amistad (Diocese of Yakima Housing Services) | 29 | X | X | | 2003 |
| | Farmworker Homeownership (WA Agricultural Families Assistance) | 10 | X | | | 2003 |
| Klickitat | | | | | | |
| | Pueblo del Rio (Columbia Cascade Housing Corporation) | 19 | X | X | | 2003 |
| Lewis | | | | | | |
| | Centralia Family Housing (Archdiocesan Housing Authority) | 45 | X | X | | 2003 |
| Okanogan | | | | | | |
| | Similkameen Park (Oroville Housing Authority) | 21 | X | X | | 1999 |
| | East Village (East Prairie Incorporated) | 25 | | X | | 1999 |
| | IronStraw Model Project (IronStraw Group, Inc.) | 6 | X | | | 2001 |

| County | Project Name (Sponsor) | Units | State Resources | | | Year |
|----------------|---|-------|-----------------|-------|------|------|
| | | | HTF | LIHTC | CDBG | |
| Skagit | | | | | | |
| | La Casa de San Jose (Archdiocesan Housing Authority) | 50 | X | X | | 1999 |
| | Raspberry Ridge (Housing Authority of Skagit County) | 50 | X | X | | 2000 |
| | La Casa de Santa Rosa (Archdiocesan Housing Authority) | 15 | X | X | | 2000 |
| | Logan Park (Brickyard Creek, L.L.C.) | 46 | | X | | 2001 |
| Whatcom | | | | | | |
| | Lummi Homes I (Lummi Housing Division) | 24 | | X | | 2000 |
| | Sterling Meadows Apartments (Intercommunity Mercy Housing) | 50 | X | X | | 2000 |
| Yakima | | | | | | |
| | San Isidoro Plaza (Diocese of Yakima Housing Services) | 25 | X | X | | 2000 |
| | Casa del Sol (PG Sunnyside Housing, Inc.) | 25 | | X | | 2000 |
| | New Life Villa I (Diocese of Yakima Housing Services) | 25 | X | X | | 2001 |
| | Buena Nueva Agricultural Worker Housing (Diocese of Yakima Housing Services) | 25 | X | X | | 2001 |
| | Grandview Family Housing (Diocese of Yakima Housing Services) | 25 | | X | | 2004 |

SEASONAL HOUSING



| County | Project Name (Sponsor) | Units | State Resources | | Year |
|-----------|---|-------|-----------------|------|-----------|
| | | | HTF | CDBG | |
| Statewide | | | | | |
| | Rent-A-Tent (North Columbia CAC) | 588 | X | X | 2000-2002 |
| | Rent-A-Tent (Washington Growers League) | 804 | X | | 2003-2004 |
| | Infrastructure Loans (Impact Capital) | 2,662 | X | | 2000-2001 |
| Benton | | | | | |
| | Cherryhill Villas (Richland Housing Authority) | 4* | X | | 2001 |
| Chelan | | | | | |
| | Monitor Park (Chelan County) | 380 | X | | 2001-2004 |
| Douglas | | | | | |
| | Heritage Glen (Chelan Co/Wenatchee Housing Authority) | 80 | X | | 2000 |
| | Pangborn Cherry Harvest Camp (North Columbia CAC) | 300 | X | | 2001 |
| | Pangborn Cherry Harvest Camp (Douglas County) | 210 | X | | 2004 |
| Franklin | | | | | |
| | SeaMar Travel Inn (SeaMar Community Health Centers) | 31* | X | | 2002 |

| County | Project Name (Sponsor) | Units | State Resources | | Year |
|-----------------|--|-------|-----------------|------|-----------|
| | | | HTF | CDBG | |
| Grant | | | | | |
| | Esperanza (Grant County Housing Authority) | 240 | X | X | 1999 |
| Okanogan | | | | | |
| | Water system improvements in support of migrant housing (Okanogan County) | | | X | 2000 |
| | East Oroville Harvest Park (Oroville Housing Authority) | 90 | X | | 2001-2004 |
| Yakima | | | | | |
| | New Life Villa I (Diocese of Yakima Housing Services) | 10* | X | | 2001 |
| | Buena Nueva Agricultural Worker Housing (Diocese of Yakima Housing Services) | 10* | X | | 2001 |

* Number represents units instead of beds

RESOURCES AND PARTNERS FOR MIGRANT AND SEASONAL FARMWORKER HOUSING

| ACTIVITY | DESCRIPTION | RESOURCES |
|--|--|--|
| Pre-development financing for permanent and seasonal community-based housing | Low interest loans to nonprofit developers and housing authorities | Impact Capital Rural Community Assistance Corporation Federal Home Loan Bank |
| Capital financing for permanent, community-based housing | Low interest loans and grants to nonprofit developers, housing authorities and local governments | WA Dept of Community, Trade and Economic Development <ul style="list-style-type: none"> ▪ Housing Trust Fund ▪ HOME ▪ CDBG WA Housing Finance Commission USDA Rural Development Federal Home Loan Bank Local governments Other public & private lenders |
| Capital financing for seasonal, community-based housing | Low interest loans and grants to nonprofit developers, housing authorities and local governments | WA Dept of Community, Trade and Economic Development <ul style="list-style-type: none"> ▪ Housing Trust Fund ▪ HOME ▪ CDBG USDA Rural Development Federal Home Loan Bank Local governments Other public & private lenders |
| Capital financing for permanent and seasonal on-farm housing | Low interest loans to growers and developers of on-farm housing | WA Community Reinvestment Association USDA Rural Development Private lenders |
| Infrastructure financing for permanent and seasonal community-based housing | Loans and grants for community water and wastewater systems, and to nonprofit developers of community-based farmworker housing | WA Dept of Community, Trade and Economic Development <ul style="list-style-type: none"> ▪ Public Works Trust Fund ▪ CDBG |
| Technical assistance for permanent and seasonal community-based housing | Consulting for project planning, market studies, feasibility analyses, land analyses, financial packaging and project development services | Office of Rural & Farmworker Housing HUD Technical Assistance Intermediaries (Consultants) Beacon Development |

| | | |
|---|---|--|
| Technical assistance for permanent and seasonal on-farm housing | Information/referral for growers, nonprofits and others about housing and infrastructure development, permitting and regulatory processes | One-Stop Clearinghouse WA State Department of Health Office of Rural and Farmworker Housing |
| Technical assistance for infrastructure development | Consulting for design, financing and approval of water, wastewater and electrical systems to support farmworker housing | WA Dept of Community, Trade and Economic Development ▪ Public Works Trust Fund WA State Department of Health Rural Community Assistance Corporation |
| Capacity building for developing and managing community-based housing | Staff costs, materials and supplies of nonprofit developers and housing authorities | Office of Rural & Farmworker Housing Community Frameworks Common Ground Impact Capital |

PARTNERS

Financing

Washington State Department of Community, Trade and Economic Development
Housing Trust Fund
Public Works Trust Fund
Community Development Block Grant
Washington State Housing Finance Commission
U.S. Dept of Housing and Urban Development
U.S. Dept of Agriculture Rural Development
Federal Home Loan Bank
WA Community Reinvestment Association
Impact Capital
Rural Community Assistance Corporation
Local governments
Private lenders

Development

Nonprofit developers
Housing authorities
Local governments
Growers and farmers
Washington Growers League
Washington Farm Bureau

Technical Assistance & Capacity Building

Washington State Department of Community, Trade and Economic Development
One-Stop Clearinghouse
Public Works Trust Fund
Washington State Department of Health
HUD TA Intermediaries
Common Ground
Community Frameworks
Impact Capital
Rural Community Assistance Corporation
Office of Rural and Farmworker Housing

Social Services

Washington State Department of Community, Trade and Economic Development
Washington State Department of Health
Washington State Department of Social and Health Services
Washington State Hispanic Affairs Commission
Community and Migrant Health Clinics
Community Action Agencies
Local Hispanic community organizations
Faith-based organizations
United Farmworkers Union
Columbia Legal Services

GLOSSARY

A variety of definitions can be found for the terms that are provided here; consequently, the source of each definition is noted in parentheses.

Agricultural Employee – Any person who renders personal services to, or under the direction of, an agricultural employer in connection with the employer's agricultural activity. (DOH)

Agricultural Employer – Any person engaged in agricultural activity, including the growing, producing, or harvesting of farm or nursery products, or engaged in the forestation or reforestation of lands, which includes, but is not limited to, the planting, transplanting, tubing, precommercial thinning, and thinning of trees and seedlings, the clearing, piling, and disposal of brush and slash, the harvest of Christmas trees, and other related activities. (DOH)

Agricultural Employment – Any service or activity defined as agricultural employment in the Fair Labor Standards Act and in the Internal Revenue Code of 1954. In addition, the handling, planting, drying, packing, packaging, processing, freezing, or grading prior to delivery for storage of any agricultural or horticultural commodity in its unmanufactured state. (ESD)

Cherry Harvest Camp – A place, area, or piece of land where sleeping places or camp sites are provided by an operator during the cherry harvest. (DOH)

Emergency Housing – Housing of a short-term nature, generally up to 10 days, that is provided to farmworkers who are at risk due to imminent health and safety hazards and who have insufficient income to pay for housing. (CTED)

Farm Work – Services in connection with cultivating soil, raising or harvesting, or in catching, netting, handling, planting, drying, packing, grading, storing, or in preserving in its unmanufactured state any agriculture or aquaculture commodity: or delivering to storage, market, or a carrier for transportation to market or to processing any agricultural or aquacultural commodity; or working in a processing plant and directly handling agricultural or aquacultural products. (WSHFC)

Farmworker Housing – Housing for persons whose income is derived from farm work in an amount not less than \$3,000 per year and whose household income at the time of initial occupancy of the housing is at or below 50 percent of the area median income. (CTED, WSHFC)

Migrant Camp – A place, area, or piece of land where sleeping places or camp sites are provided by an operator during the harvest season. (CTED)

Migrant Farmworker – A person employed in agricultural work of a seasonal or other temporary nature who is required to be absent overnight from his or her permanent place of residence. (ESD)

On-Farm Housing – Housing for farmworkers specific to the farm where they work. (USDA)

Permanent Housing – Housing that is available year-round to farmworkers. Permanent housing may be owned or rented and may be on or off-farm. (CTED)

Seasonal Farmworker – A person employed in agricultural work of a seasonal or other temporary nature who is not required to be absent from his or her permanent place of residence. (ESD)

Seasonal Housing – Housing that is occupied for less than 12 months a year by farmworkers. Seasonal housing includes rental units and may be on- or off-farm. (CTED)

Temporary Worker – An agricultural employee employed intermittently and not residing year-round at the same site. (DOH)

Temporary Worker Housing – A place, area, or piece of land where sleeping places or housing sites are provided by an agricultural employer for his or her agricultural employees or by another person, including a temporary worker housing operator, who is providing such accommodations for employees for temporary, seasonal occupancy. (DOH)

(CTED) Washington State Department of Community, Trade and Economic Development
 (DOH) Washington State Department of Health
 (ESD) Washington State Employment Security Department
 (USDA) U.S. Department of Agriculture
 (WSHFC) Washington State Housing Finance Commission

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Community Frameworks (formerly Northwest Regional Facilitators), *Washington State Farmworker Housing Needs*. February 2002.

Larson, Alice C., for the Migrant Health Program, Bureau of Primary Health Care, Health Resources and Services Administration. *Migrant and Seasonal Farmworker Enumeration Profiles Study, Washington*. September 2000.

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