

L. Wagner-Peyser Act Agricultural Services Plan for Program Year 2013-2014

I. Summary of Submission Requirements

The Agricultural Services Plan (Ag Plan) sets policies, and objectives in providing WPA services to the agricultural community, specifically Migrant and Seasonal Farmworkers (MSFWs). The EDD-WSB provides these services through the One-Stop system ensuring that MSFWs receive the full range of employment, training, and educational services on a basis that is qualitatively equivalent and quantitatively proportionate to services provided to non-MSFWs. This Ag Plan presents the following information:

- **Assessment of need:** A review of the previous year's agricultural, MSFW activity in the state, and projected levels of agricultural and MSFW activity in the coming year.
- **Outreach activities:** A review of the resources available for MSFW outreach and description of outreach efforts to be provided to MSFWs.
- **Services provided to MSFWs through the One-Stop system:** A description of ways the state will ensure that MSFWs have equal access to employment opportunities.
- **Services provided to agricultural employers through the One-Stop system:** A description of how the state will promote and provide labor exchange services and identify agricultural employers expected to employ MSFWs.
- **Review and comments from key stakeholders**

II. Assessment of Need

Value of Agricultural Production

The value of total agricultural production in California, crop and livestock production combined, totaled \$37.6 billion in 2010. This ranked California as the nation's largest agricultural producer in 2010, outpacing Iowa (\$22.6 billion) and Texas (\$20.8 billion). California alone accounted for about one-eighth (12.0 percent) of the nation's agricultural production. California was by far and away the nation's leader in crop production in 2010, with crops produced valued at \$27.7 billion. The state accounted for 16.1 percent of the total value of the nation's crop production. In contrast, Illinois and Iowa were the second and third largest crop producing states in 2010, each accounting for 7.2 percent of total

crop production. California’s livestock production was valued at \$9.9 billion in 2010, third-highest among all states after Texas and Iowa. Table 1 shows the nation’s largest total agriculture, crop, and livestock producing states in 2010.

Table 1
Largest Agricultural Producing States in the United States in 2010
 (Values are expressed as millions of dollars)

	Total		Crop Production Only			Livestock Production Only		
	Value	Share of U.S. Total		Value	Share of U.S. Total		Value	Share of U.S. Total
United States	\$312,784	--	United States	\$172,068	--	United States	\$140,716	--
California	\$37,556	12.0%	California	\$27,697	16.1%	Texas	\$11,769	8.4%
Iowa	\$22,630	7.2%	Illinois	\$12,454	7.2%	Iowa	\$10,193	7.2%
Texas	\$20,793	6.6%	Iowa	\$12,437	7.2%	California	\$9,859	7.0%
Nebraska	\$16,920	5.4%	Minnesota	\$9,198	5.3%	Nebraska	\$8,374	6.0%
Minnesota	\$15,415	4.9%	Texas	\$9,024	5.2%	Kansas	\$7,819	5.6%
Illinois	\$14,675	4.7%	Nebraska	\$8,546	5.0%	North Carolina	\$6,291	4.5%
Kansas	\$13,933	4.5%	Indiana	\$6,553	3.8%	Minnesota	\$6,216	4.4%
North Carolina	\$9,451	3.0%	Florida	\$6,457	3.8%	Wisconsin	\$5,970	4.2%
Indiana	\$9,409	3.0%	Kansas	\$6,114	3.6%	Georgia	\$4,480	3.2%
Wisconsin	\$9,193	2.9%	North Dakota	\$5,830	3.4%	Oklahoma	\$4,436	3.2%

Source: USDA, Economic Research Service.

California’s agricultural production increased in value by \$2.7 billion (7.8 percent) from 2009 to 2010. While crop production in California increased by just \$0.6 billion (2.1 percent) in value over the year, livestock production grew by \$2.1 billion (27.6 percent). Over the 5-year period from 2005 through 2010, California’s agricultural production rose in value by \$5.6 billion (17.2 percent). Crop production increased by \$4.2 billion (17.7 percent) and livestock production grew by \$1.4 billion (16.0 percent) in value over the 5-year period.

In 2010, crop production accounted for nearly three-quarters (73.8 percent) of total agricultural production in California in 2010. By commodity group, fruit and nut products were valued at \$13.5 billion in 2010, comprising over one-third (36.0 percent) of the total value of the state’s agricultural products and nearly half (48.8 percent) of the value of the crops produced in the state. Vegetables and melons were valued at nearly \$7.1 billion, accounting for one-quarter of the value of crops produced in California. Greenhouse and nursery products were valued at nearly \$3.8 billion.

Livestock and livestock products made up a little over one-quarter (26.2 percent) of the total value of California’s agricultural production in 2010. Dairy products were valued at \$5.9 billion, comprising three-fifths (60.2 percent) of total value of the state’s livestock

products. Hooved-livestock produced for meat, and poultry and egg products were valued at \$2.2 and \$1.4 billion respectively in 2010.

On an individual commodity basis, milk and cream (dairy products) were California's most valuable commodities in 2010 with cash receipts totaling \$5.9 billion. Grapes were California's second most valuable commodity, with cash receipts totaling \$3.2 billion. The cash receipts of 9 other California commodities exceeded \$1 billion in 2010: almonds, nursery products, cattle and calves, strawberries, lettuce, tomatoes, pistachios, walnuts, and flowers and foliage. Fourteen of California's 20 most valuable commodities in 2010 increased in value from the prior year. Cotton lint, pistachios, and avocados more than doubled in value from 2009 to 2010. Table 2 shows California's 20 most valuable agricultural commodities in 2010, as well as their value and ranking in 2009.

Table 2
California's Top 20 Agricultural Commodities in Value, 2009-2010
 (Cash receipt values are expressed as millions of dollars)

Commodity	2009		2010	
	Value	Rank	Value	Rank
Milk and Cream	\$4,537	1	\$5,928	1
Grapes, All	\$3,261	2	\$3,200	2
Almonds (Shelled)	\$2,294	4	\$2,839	3
Nursery	\$2,510	3	\$2,745	4
Cattle and Calves	\$1,676	7	\$2,089	5
Berries, All Strawberries	\$1,725	6	\$1,797	6
Lettuce, All	\$1,744	5	\$1,642	7
Tomatoes, All	\$1,540	8	\$1,274	8
Pistachios	\$593	16	\$1,159	9
Walnuts	\$747	12	\$1,061	10
Flowers and Foliage	\$937	11	\$1,012	11
Hay, All	\$927	10	\$971	12
Rice	\$937	9	\$789	13
Chickens, All	\$692	14	\$722	14
Oranges, All	\$596	15	\$716	15
Cotton Lint, All	\$286	24	\$610	16
Broccoli	\$751	13	\$606	17
Carrots	\$500	17	\$526	18
Avocados	\$200	33	\$409	19
Celery	\$389	18	\$381	20

Source: USDA, National Agricultural Statistics Service, California Field Office. California Agricultural Statistics, Crop Year 2010

On a cash receipt basis, California produced all of the nation's almonds, pistachios, and walnuts in 2010. Nine additional California commodities comprised more than four-fifths of national cash receipts: plums and prunes, garlic, avocados, celery, broccoli, lemons, grapes, carrots, and strawberries. Lettuce and tomatoes from California accounted for nearly

three-quarters (72.5 percent) and over half (54.9 percent) of national cash receipts, respectively. Table 3 shows the shares of cash receipts for California commodities as a share of national totals.

Table 3
**Leading California Agricultural Commodities in 2010:
 California Cash Receipts as a Percent of the Nation's**
 (Values are expressed as millions of dollars)

Commodity	Value of California Receipts	Value of U.S. Receipts	California's Share of U.S. Receipts (%)
Almonds	\$2,839	\$2,839	100.0
Pistachios	\$1,159	\$1,159	100.0
Walnuts	\$1,061	\$1,061	100.0
Plums and prunes	\$274	\$279	98.2
Garlic	\$260	\$266	97.8
Avocados	\$409	\$427	95.9
Celery	\$381	\$399	95.5
Broccoli	\$606	\$649	93.4
Lemons	\$338	\$373	90.8
Grapes	\$3,200	\$3,627	88.2
Carrots	\$526	\$639	82.3
Strawberries	\$1,797	\$2,246	80.0
Lettuce	\$1,642	\$2,265	72.5
Tomatoes	\$1,274	\$2,320	54.9
Peaches	\$289	\$615	47.0
Oranges	\$704	\$1,963	35.9
Rice	\$896	\$3,014	29.7
Greenhouse/nursery products	\$3,765	\$15,585	24.2
Milk and cream	\$5,928	\$31,361	18.9
Hay	\$729	\$5,402	13.5

Source: USDA, Economic Research Service

The estimated value of California's exported agricultural products totaled \$12.8 billion in federal fiscal year¹ (FY) 2010. In value terms, California's exports comprised one-eighth (11.8 percent) of total U.S. agricultural exports in FY 2010. California topped all other states as the nation's top agricultural exporter in 2010, with exports valued nearly twice those of Iowa. Table 4 shows the estimated value of the 10 top states in terms of agricultural exports from FY 2006 through FY 2010.

¹ The federal fiscal year is defined as the 12-month period ending on September 30th (e.g.: the 2010 fiscal year covers the 12-month period ending on September 30, 2010).

Table 4
**Largest Agriculture Exporting States in the United States:
 FY 2006 - FY 2010**

(Estimated values are expressed as millions of dollars)

Area	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010
United States	\$68,594	\$82,217	\$114,910	\$96,295	\$108,664
California	\$9,361	\$10,019	\$11,852	\$11,229	\$12,794
Iowa	\$4,140	\$5,166	\$7,382	\$6,545	\$7,041
Texas	\$3,448	\$5,003	\$5,784	\$4,645	\$6,125
Illinois	\$3,426	\$4,238	\$6,838	\$5,023	\$5,786
Nebraska	\$3,040	\$3,911	\$5,606	\$4,871	\$5,317
Minnesota	\$2,739	\$3,368	\$5,110	\$4,136	\$5,037
Kansas	\$2,945	\$3,729	\$5,766	\$4,734	\$4,866
Indiana	\$1,952	\$2,356	\$3,647	\$3,116	\$3,422
North Dakota	\$1,543	\$2,327	\$3,687	\$2,893	\$3,245
Missouri	\$1,626	\$2,031	\$3,085	\$2,738	\$2,861

Source: USDA, Economic Research Service

California's agricultural exports increased by \$1.6 billion (13.9 percent) from FY 2009 through FY 2010. California's agricultural exports grew in value even as the non-farm economy fell into a deep recession, increasing by \$3.4 billion (36.7 percent) from FY 2006 through FY 2010. Tree nuts were California's most valuable export crop in FY 2010 with an estimated value of \$3.7 billion, followed by fruits and preparations (\$3.2 billion), vegetables and preparations (\$2.1 billion), and other products (\$1.1 billion), which includes greenhouse and nursery products, and wine.

Fresno was the largest agriculture producing county in both California and the nation in 2010, with agricultural production valued at over \$5.9 billion. The value of agricultural production exceeded \$4 billion each in Tulare, Kern, and Monterey counties and exceeded \$2.5 billion each in Merced and Stanislaus Counties. A total of 14 California counties each produced agricultural products valued at more than \$1 billion in 2010. These counties are shown in Table 5.

The value of agricultural production increased from 2009 to 2010 in 11 of California's 14 largest agricultural counties. Madera County experienced the largest over-the-year increase in the value of its agricultural production, followed by Kings, Kern, and Tulare counties. In contrast, the value of agricultural production in San Joaquin, Santa Barbara, and Monterey counties fell slightly over-the-year.

Table 5
**Top California Counties as Ranked by Gross
 Value of Agricultural Production, 2009-2010**
 (Values are expressed as millions of dollars)

County	2009		2010		Percent Change: 2009 to 2010
	Value	Rank	Value	Rank	
Fresno	\$5,346	1	\$5,944	1	11.2%
Tulare	\$4,046	2	\$4,864	2	20.2%
Kern	\$3,615	4	\$4,757	3	31.6%
Monterey	\$4,034	3	\$4,006	4	-0.7%
Merced	\$2,460	5	\$2,733	5	11.1%
Stanislaus	\$2,313	6	\$2,572	6	11.2%
San Joaquin	\$2,000	7	\$1,961	7	-2.0%
Ventura	\$1,622	8	\$1,857	8	14.5%
Kings	\$1,320	11	\$1,718	9	30.1%
San Diego	\$1,548	9	\$1,649	10	6.5%
Imperial	\$1,453	10	\$1,599	11	10.0%
Madera	\$963	14	\$1,348	12	40.0%
Santa Barbara	\$1,241	12	\$1,220	13	-1.7%
Riverside	\$1,016	13	\$1,094	14	7.7%

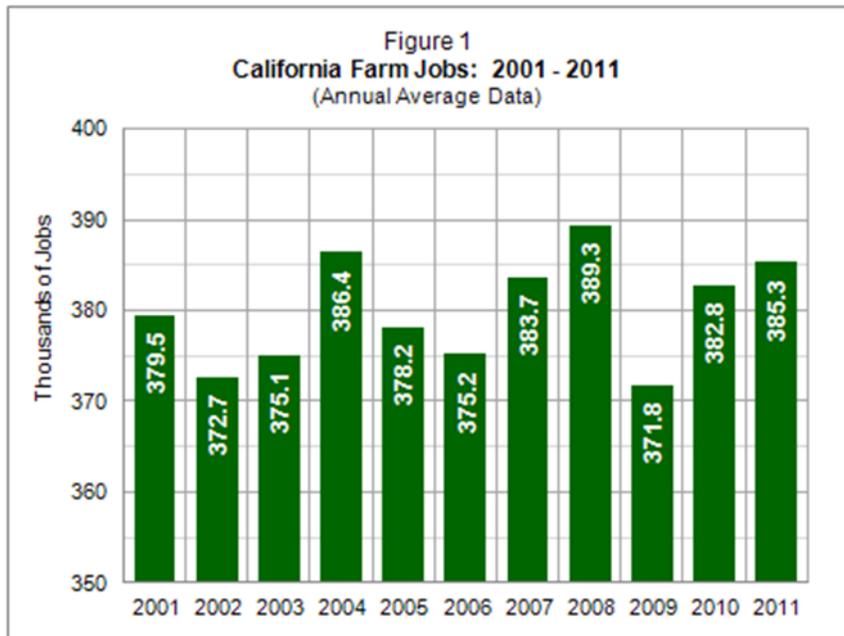
Source: USDA, National Agricultural Statistical Service, California Field Office; County Agricultural Commissioners' Reports and State Board of Equalization, Timber Tax Division.

Agricultural Employment in California

Employment in agriculture is inherently difficult to estimate because agricultural production crop production in particular, is characterized by seasonal spikes in the demand for farm labor, some of which are often of short duration. For example, most crops must be planted at certain times of the year, weeded and pruned, and perhaps most importantly, harvested and prepared for market as they ripen. As a result, California agriculture-based employers have traditionally employed large numbers of seasonal, and often migrant, farmworkers who move from farm to farm and region to region. Employment in this industry has also been affected by mechanization, disappearing agricultural land, and the exporting of some fruit and vegetable operations to Mexico. This has eroded the total agricultural workforce – amounting to slow and ongoing dislocation of some workers within the industry. However, official estimates of agricultural employment are derived from a survey of agricultural establishments that participate in the unemployment insurance system, and are thus more likely to count more permanent agricultural workers than MSFWs.

According to official estimates from the EDD, payrolls in California’s farm sector totaled 385,300 jobs in 2011. Farm jobs made up just 2.7 percent of California’s total industry employment in 2011.

On an annual average basis, California farm payrolls increased by 2,500 jobs (0.7 percent) from 2010 to 2011, and by 13,500 jobs (3.6 percent) from 2009 to 2011. However, annual average farm employment in 2011 was 3,000 jobs less than in 2008, underscoring the variable nature of agricultural employment estimates. Total farm employment has been remarkably stable over the last decade amidst this year-to-year variability. From 2001 through 2011, annual average total farm employment in California grew by 5,800 jobs (1.5 percent), or by an average of less than 600 jobs per year. Figure 1 shows the number of farm jobs in California from 2001 through 2011, as officially estimated.

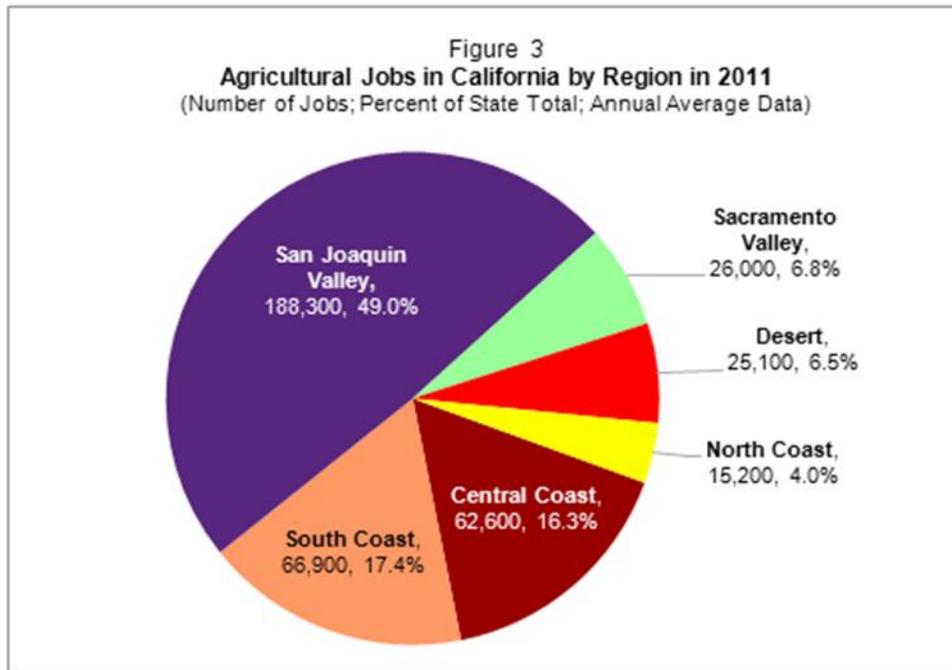


Source: Employment Development Department, Current Employment Statistics Data.

California agricultural employment estimates are broken out into 5 regions: Central Coast; Desert, North Coast; Sacramento Valley; San Joaquin Valley; and South Coast. These regions are displayed on the map in Figure 2.

Nearly half (49.0 percent) of California’s agricultural jobs were in the San Joaquin Valley Region in 2011. It is important to note that if the Asian Citrus Psyllid (ASP) gains ground in California, this pest acts as a carrier or vector spreading “huanglongbing” (HLB), it could have a devastating effect on the region’s citrus crops. Employers in the South Coast and Central Coast regions accounted for about one-third (33.7 percent) of the state’s

agricultural jobs. Individually, the South Coast and Central Coast Regions accounted for 17.4 and 16.3 percent of total agricultural employment, respectively. California's remaining agricultural jobs were distributed across the smaller Sacramento Valley, Desert, and North Coast Regions, each of which accounted for less than 7 percent of the state's agricultural jobs. Figure 3 displays the distribution of California agricultural jobs by region in 2011 by number and as a percentage share of total agricultural employment.



Source: Employment Development Department, Agricultural Employment Data Series.

Table 6 shows the mean and median wages of agricultural occupations in California in the fourth quarter of 2011, with the occupations ranked by mean annual wage. The data were derived from information collected through the Occupational Employment Statistics (OES) Program, a federally sponsored survey program conducted through a cooperative agreement between the BLS and the EDD.

Table 6
Agricultural Wages by Occupation in California: Fourth Quarter 2011

Occupational Title	May 2010 Employment Estimates	Mean Hourly Wage	Mean Annual Wage	Percentile (Median) Hourly Wage	Percentile (Median) Annual Wage
Farmers, Ranchers, and Other Agricultural Managers	950	\$39.64	\$82,456	\$35.17	\$73,152
Agricultural Inspectors	1,640	\$23.05	\$47,948	\$22.45	\$46,676
First-Line Supervisors/Managers of Farming, Fishing, and Forestry Workers	5,840	\$20.42	\$42,488	\$17.61	\$36,626
Animal Breeders	130	\$20.13	\$41,874	\$20.75	\$43,165
Farm Labor Contractors	310	\$16.49	\$34,302	\$14.41	\$29,977
Farmworkers, Farm and Ranch Animals	3,030	\$13.62	\$28,334	\$11.16	\$23,226
Agricultural Workers, All Other	1,600	\$13.27	\$27,593	\$11.90	\$24,740
Agricultural Equipment Operators	5,520	\$12.01	\$24,976	\$11.31	\$23,542
Farming, Fishing, and Forestry Occupations	177,300	\$10.32	\$21,484	\$9.22	\$19,188
Farmworkers and Laborers, Crop, Nursery, and Greenhouse	145,060	\$9.57	\$19,900	\$9.14	\$19,015
Graders and Sorters, Agricultural Products	10,570	\$9.56	\$19,879	\$9.17	\$19,084

Source: Employment Development Department, Occupational Employment Statistics (OES) Survey.

By a very large margin, farmers, ranchers, and other agricultural managers, with a mean annual wage of \$82,456, earned the highest wages in agriculture. This occupational group comprised just 0.3 percent of overall agricultural employment in May 2010. The next highest paying agricultural occupations were: agricultural inspectors (\$47,948); first-line supervisors or managers of farming, fishing, and forestry workers (\$42,488), and animal breeders (\$41,874). As a group, the four highest paying agricultural occupations comprised just 2.4 percent of total estimated agricultural employment in May 2010.

Most California farmworkers earn low wages. The median annual wage in the three largest agricultural occupational groups, in terms of employment, was less than \$20,000 in the fourth quarter of 2011: farming, fishing, and forestry occupations (\$19,188); graders and sorters of agricultural products (\$19,084); and crop, nursery, and greenhouse farmworkers and laborers (\$19,015). According to OES employment estimates, these three occupational groups comprised 94.6 percent of total agricultural employment.

Major labor-intensive crops in California include strawberries, lettuce, and grapes for raisins. The harvesting of these commodities is either exclusively done by hand or only partially mechanized.

Strawberries are produced year round in California, particularly in the Central and South Coast regions.² Average annual production has steadily increased from 1990-92 to 2005-07 and per capita consumption rose 75 percent during that same period.³ California strawberry growers produce for the fresh market and use the processing market for strawberries that cannot be sold fresh.

California's lettuce production is concentrated in the Central Coast region during the spring to fall seasons, with both California's Coachella Valley and Arizona supplying lettuce during the winter season. Baby leaf lettuce is mostly mechanically harvested, resulting in rapid growth of this particular industry. The rest of the lettuce industry still uses hand harvesting.

Nearly 2,800 California raisin growers produce 99.5 percent of the nation's raisins and approximately 40 percent of the world's raisin crop is produced within a 100 mile radius of Fresno County in the San Joaquin Valley. Raisin growers began adopting mechanical harvesters in large numbers in 2001. This was in response to a 56 percent drop in the price of raisins in 2000, a tighter labor supply, and the introduction of improved mechanical harvesting equipment. Mechanical harvesting of grapes for raisins grew from 1 percent to 45 percent of production between 2000 and 2007.⁴

Number of Migrant and Seasonal Farmworkers in California

The official estimates of agricultural employment in this report are derived from agricultural labor data that the EDD, in collaboration with the USDA, compiles from monthly surveys of farm owner-operators in California. Agricultural employers who participate in the survey report the number of jobs filled by all workers in their establishments during the survey's reference week. However, given the crop cycle, demand for farmworkers tends to be highly seasonal, with peak periods of demand often lasting for periods of short duration. As a result, high job turnover and worker mobility are distinguishing features of the agricultural

² The Central Coast area extends northward from the San Luis Obispo-Monterey County line to San Francisco, including Salinas Valley – often called “the Salad Bowl” – between the Coast Range and the San Joaquin Valley. The South Coast area extends along the California coast including coastal valleys from San Diego County, at the Mexican border, northward through San Luis Obispo County.

³ Calvin, L. & Martin, P., **Labor-Intensive U.S. Fruit and Vegetable Industry Competes in a Global Market**, *Amber Waves*, December 2010.

⁴ [United States Department of Agriculture, California Ag Quest Consulting, 2009.](#)

labor market. While survey-based official employment estimates count permanent farm jobs and any jobs filled by MSFWs identified by employers as working during the survey's reporting week⁵, they do not necessarily count positions that are filled by MSFWs at other times of the month. Moreover, an analysis of public use data from the DOL's 2009-2010 National Agricultural Workers Survey (NAWS)⁶ indicated that 65.0 percent of California farmworkers were undocumented, many of whom were employed under informal work arrangements. As a result, it is believed that official estimates of agricultural jobs understate the actual number of individuals in California's agricultural workforce. This is particularly true of MSFWs.

This report provides a best estimate of the number of MSFWs in California in 2011 since data unavailability and limitations preclude making a precise estimate. This best estimate relies on official 2001 agricultural employment estimates and the 2003 study by the EDD's LMID: *California's Farm Labor Markets: A Cross-sectional Analysis of Employment and Earnings in 1991, 1996, and 2001*⁷ that estimated the actual number of farmworkers in 2001 to calculate a ratio of actual farmworkers to farm jobs, and also data from the 2009-10 NAWS survey to estimate the number of MSFWs. Given a lack of alternative or more up-to-date data, this report assumes that the observed relationship between the number of jobs and numbers of farmworkers in 2001 has been constant, or little changed, over the last decade. Actual trends in the official agricultural employment data offer support for this assumption.

Although displaying year-to-year variability, overall agricultural employment levels in California do not appear to have changed much over the last decade. Between 2001 and 2011, annual estimates of agricultural employment varied within a range of 17,500 jobs (4.7 percent) with a low of 371,800 jobs in 2009 and a high of 389,300 jobs in 2008. The estimates for 2001 and 2011 fall within this range. When expressed as a 3-year average to control for the year-to-year variability, total agricultural employment in California varied within a range of 7,000 jobs, or 1.9 percent, from 2003 through 2011. Total agricultural employment varied within a range of just 2,800 jobs, or 0.7 percent, from 2005 through 2011.

Employment in crop production also appears to have been stable over the last decade, although there have been changes in the pattern of hiring. The number of crop production

⁵ The survey reference week is always the week that includes the 12th of the month.

⁶ The 2009-2010 public use NAWS data are available from the U.S. DOL Website at: <http://www.doleta.gov/agworker/naws.cfm>.

⁷ Khan, M. Akhtar, Philip Martin, and Phil Hardiman, 2003. *California's Farm Labor Markets: A Cross-sectional Analysis of Employment and Earnings in 1991, 1996, and 2001*. LMID Working Paper, August 2003.

jobs, which are primarily reported by growers, fell by 21,700 from 2001 through 2011. In contrast, employment by farm labor contractors (FLCs), who supply crop workers to farms, rose by 16,400 jobs over the same period, and employment in support activities for crop production, which are often field-based, grew by 14,000 jobs. Combined, crop production and FLC jobs accounted for 76.0 percent of California's total agricultural employment in 2011 compared to 77.1 percent in 2001. However, the share of crop production and FLC jobs in total agricultural employment fluctuates from year-to-year and was also 76.0 percent as recently as 2004. It is also important to note that local unemployment rates in small agricultural communities can be staggeringly high. In March 2012, EDD reported that in many smaller agricultural communities, the unemployment rates ranged from 20 to 50 percent.

The EDD LMID's *California's Farm Labor Markets* study referenced above estimated the number of agricultural workers in California in 2001 based on an analysis of the comprehensive wage and employment records that are maintained by EDD. The study used social security numbers to identify and count the number of workers in agricultural establishments as coded under the Standard Industrial Classification (SIC) system.⁸ To minimize possible reporting errors, social security numbers reported by more than 50 employers and wage records displaying earnings of less than \$1.00 or more than \$75,000.00 in any calendar quarter were removed from the data estimates.

The LMID study estimated that there were 1,086,563 agricultural workers with some earnings in agricultural industries in 2001. Of these workers, 474,195 were engaged in crop production and 358,500 were employed by FLCs in 2001. This yielded a total of 832,715 agricultural employees who were primarily crop workers. In contrast, the official total of agricultural jobs was estimated at 385,700 in 2001. There were officially 191,500 jobs in crop production and 106,000 jobs accounted for by farm labor contractors. If one assumes that nearly all FLC jobs were in crop production, there were a total of 297,500 jobs in California crop production in 2001. The ratio of both total agricultural and crop production workers, as estimated by the LMID study, to the officially estimated jobs for both total agriculture and crop production were approximately 2.8 to 1 in 2001. This same ratio is assumed to hold true in 2011.

Assuming that most MSFWs are primarily crop workers employed by growers and FLCs, the estimate of the number of MSFWs in California in 2011 was calculated as follows:

⁸ EDD converted from SIC to the North American Industry Classification codes (NAICS) in 2003. However, the definitions of agricultural production industries were largely unchanged.

- In 2011, crop production and FLC payrolls totaled 169,800 and 122,400, respectively, for a total of 292,200 jobs in crop production. Assuming that there were 2.8 farmworkers for every officially estimated job, this implies that there were 818,200 crop workers in California in 2011.
- Analysis of the 2009-2010 NAWS public use data indicated that 44.7 percent of California farmworkers reported that they worked for their employer on a year-round basis, 42.6 percent reported they worked on a seasonal basis, and 12.7 percent reported that they did not know. Assuming that 42.6 percent of the farmworkers in the “don’t know” category also worked seasonally produces an overall estimate that 48.0 percent California’s agricultural crop workers were seasonal workers in 2009-2010.
- The 2009-2010 NAWS public use data also indicated that 23.6 percent of crop farmworkers in California were migrants.⁹ Applying the NAWS-derived estimated shares of crop workers who were seasonal and migrant to the estimated number of crop workers in 2011, yields an estimate that there were approximately 392,700 seasonal farmworkers in California in 2011, of whom 92,700 were MSFWs.
- Barring significant changes to national immigration policies, the estimated numbers of MSFWs in California are expected to remain near these same levels over the next two years.

These calculations are also summarized in tabular format below.

Estimated Number of Migrant and Seasonal Farmworkers in California in 2011
(Estimates are rounded to the nearest hundred)

Total Jobs in Crop Production (Official Estimates)	292,200
Assumed Farmworkers to Job Ratio	2.8
Estimated Number of Crop Workers in California	818,200
Share of Farmworkers Who Work Seasonally (NAWS)	48.0%
Estimated Number of Seasonal Workers in California	392,700
Percent of Farmworkers Who Are Migrants (NAWS)	23.6%
Estimated Number of Migrant Farmworkers in California	92,700

Source: Employment Development Department, Labor Market Information Division

⁹ The NAWS defines a migrant farmworker as one who travels more than 75 miles to obtain a job in U.S. agriculture.

III. Outreach Activities

The EDD has been able to successfully serve the agricultural community through an outreach program designed to contact MSFWs who are not being reached by normal intake activities conducted by the local Workforce Services (WS) sites. The MSFW Outreach Worker (OW) is trained in local office procedures, informal resolution of complaints, and in the services, benefits, and protections afforded to MSFWs.

The OW is fluent in Spanish and able to relate to the needs of MSFWs who may not be aware of community resources available to them. There are 27 OWs located in WS sites throughout the state to conduct a variety of MSFW outreach activities year-round. In addition, some WS sites have an alternate OW available to fill in when the primary OW is not available to conduct outreach activities.

The primary responsibility of the OW is to spend time in the service area contacting, explaining, and encouraging MSFWs to use the services and resources available in the One-Stop. The OWs search for MSFWs throughout the state, especially in rural areas where they live, work, and gather, such as markets, parks, and other locations. The many responsibilities of the OWs include the following:

- Educating MSFWs on rights with respect to terms and conditions of employment;
- Developing and maintaining links between MSFWs, WS, public and private community agencies, MSFW groups, and employers;
- Coordinating outreach efforts with MSFW community service providers, including WIA Section 167 providers;
- Assisting MSFWs with job search and placement, initiating job development contacts, and referrals to supportive services;
- Assisting with the completion of the California Job Opening Browse System (CalJOBSSM) registration, résumé, job applications, and other documents as needed;
- Providing assistance with obtaining UI benefits, information on the California Training Benefits program, and referrals to specific employment opportunities if MSFWs are unemployed;
- Making referrals to supportive services that MSFWs and their family members may be eligible to receive;

- Providing information regarding current and future employment opportunities that may be available in the future. This includes posting job orders and informing MSFWs about available H-2A Job Orders;
- Informing MSFWs of the full range of available services, including job training opportunities available through the One-Stop and local CBOs; and
- Informing MSFWs about the Job Service (JS) Complaint System and providing assistance with filing and processing complaints.

In addition, information from WIA Section 167 providers located in the One-Stops is included to help MSFWs receive a comprehensive blend of core, intensive, and training services designed to place them into full-time, non-seasonal employment or upgraded agricultural employment. The WS sites are heavily engaged in a number of JS activities including the recruitment efforts of domestic workers to H-2A vacancies. JS activities include:

- Sending CalJOBSSM letters that enables WS site staff to create and send formatted letters to job seekers who are registered in CalJOBSSM including recall job offers, recall job opportunities, and targeted recruitment letters;
- Performing various recruitment activities, including outreach, to find and refer qualified domestic workers in order to fill H-2A job openings; and
- Assisting with résumé searches and WS site staff-mediated services that encourage agricultural employers to publish their job openings using CalJOBSSM to fill their job openings locally, and/or through the H-2A program if necessary.

As part of its outreach activities, the EDD also partners with La Cooperativa Campesina de California (La Cooperativa). La Cooperativa is a statewide association of service providers implementing WIA Section 167 and Community Services Block Grant MSFW service programs. Their board of directors consists of representatives from its member agencies. La Cooperativa's member organizations provide a diverse array of training services to support MSFWs achieve self-sufficiency, such as: ESL, GED, adult and family literacy, basic education, and employment, as well as employer-based training. For PY 2012, EDD will pursue co-enrollment protocols between California's 167 grantees and EDD's WPA funded program that will assist the WIA 167 network with outreach and enrollment, and provide their mutual farmworker customers with an enhanced array of services.

La Cooperativa is currently a recipient of WIA 25 percent Dislocated Worker funding with a grant to serve over 1,000 dislocated MSFWs with a comprehensive program of core, intensive and training services designed to place them into full-time, non-seasonal employment or upgraded agricultural employment. This comprehensive program is implemented in coordination with California's WIA Section 167 grantees and its One-Stop career centers.

In addition, EDD and La Cooperativa collaborate on a public information and awareness campaign designed to assist MSFWs with labor market and social service information. As part of this campaign, La Cooperativa publishes *La Voz del Campo* (The Voice of the Fields). *La Voz del Campo* is a newsletter written in English and Spanish targeted to MSFWs to provide information on agricultural issues, employment opportunities, crop activities, and federal and state services. There is a printing production of 40,000 copies of each issue, which is disseminated statewide through over 400 distribution points. La Cooperativa currently provides 8 issues of *La Voz del Campo* per year. The State hopes to expand this to 12 issues for PY 2012-13, and increase the number of copies of each issue to 50,000.

In addition to the *La Voz del Campo* publication, the broader multimedia approach for PY 2013-14 includes bilingual radio. *Radio Bilingué* is a non-commercial bilingual, Latino-owned and operated public radio network headquartered in Fresno and Oakland. *Radio Bilingué* will produce 8, live, 1-hour talk shows, each supporting one of the issues of *La Voz del Campo*. Other information that will be discussed on the air, in addition to the topics discussed in *La Voz del Campo*, will be information regarding the H-2A program and the agricultural jobs available statewide for MSFWs looking for work. *Radio Bilingué* has the capacity to reach 400,000 MSFWs in the central valley, coastal, and desert labor market areas.

The data gathered by OWs on the number of MSFWs contacted through outreach activities and by other agencies in the area are recorded and submitted to the Monitor Advocate Office (MAO). The MAO works directly with WS sites to ensure that these sites are in compliance with federal mandates and EDD's policies and procedures. During PY 2010-11, OWs contacted 52,397 MSFWs throughout California. As a result, EDD continues to meet and exceed its statewide goals in serving the MSFW community especially during the economic downturn which has resulted in high unemployment rates in many significant MSFW areas. Table 1 illustrates the total number of MSFW contacts made throughout California by agricultural region.

Table 7: MSFW Contacts Through Outreach Activities by Agricultural Region

Region (County)¹⁰	PY 2010-11
North Coast (Lake, Mendocino, Sonoma)	562
Sacramento Valley (Butte, Yolo, Yuba)	3,391
Central Coast (Monterey, San Benito, Santa Clara, Santa Cruz)	9,402
San Joaquin Valley (Fresno, Kern, Kings, Madera, Merced, San Joaquin, Stanislaus, Tulare)	30,521
South Coast (San Luis Obispo, Santa Barbara, Ventura)	4,000
Desert (Imperial, Riverside)	4,521
Total	52,397

Despite a slight decrease in the number of MSFW contacts (-1.58 percent) during PY 2010-11, EDD reached its goal of making contact with 51,000 MSFWs statewide. Additionally, EDD's dynamic collaboration with other CBOs, WIA Section 167 providers, and other MSFW groups present an opportunity to boost the number of services provided to MSFWs. The number of MSFWs contacted by other agencies through cooperative agreements totaled 8,406; an increase of 2,871 contacts from PY 2009-10. The state will work to considerably increase these types of contacts during PY 2013-14.

The minimum number of MSFW contacts by outreach staff per day, according to DOL guidelines, is a minimum of 5 contacts per 8 hours worked. California has consistently surpassed that requirement by maintaining 12 or more contacts per 8 hour day.

¹⁰ There are 31 WS sites designated as "significant and special circumstance" sites located in these counties. The total number of MSFW contacts is gathered by OW conducting outreach activities in these areas.

Table 8 details the budget allocated to the 31 EDD significant and special circumstance WS sites for MSFW activity.

Table 8: MSFW Outreach Budget Allocation for PY 2012-13

WS Site*	ARU	PE ¹¹	Hours	Days ¹²
Bakersfield, Delano, Porterville, Visalia	1350	6	10,314	1289
Fresno West, Hanford, Madera, Mendota, Reedley	1260	4.5	7,736	967
Lakeport, Marysville, Oroville	820	1.5	2,579	322
Paso Robles, Santa Maria	720	1.25	2,149	269
Gilroy	690	0.56	963	120
Hollister, Salinas, Watsonville	450	1.7	2,922	365
Blythe, Indio	1610	1	1,719	215
Calexico, El Centro	480	1	1,719	215
Los Banos, Merced, Modesto, Turlock	620	1	1,719	215
Santa Rosa, Ukiah	1290	1	1,719	215
Woodland	590	1	1,719	215
Manteca	1750	0.75	1,289	161
Oxnard	1360	0.75	1,289	161

* All 31 Significant and Special Circumstance WS sites contain bilingual staff

IV. Services Provided to MSFWs through the One-Stop System

California is required to make the services of the One-Stop centers available to all job seekers, including MSFWs, in an equitable manner. Each WS site must offer the full range of employment services, benefits and protections, including the full range of counseling, testing, and job and training referral services to MSFWs as are provided to non-MSFWs. Therefore, the services available from the WS sites, including all other DOL-funded WIA services, must be available to MSFWs in a manner appropriate to their needs as job seekers.

¹¹ PE = Personnel Equivalent. One PE is equal to 1,719 hours

¹² The formula to determine the number of days is (hours/8 = days) and is rounded up to the next number.

The DOLETA requires that states ensure equity of services for MSFWs and non-MSFWs. California's "Indicator of Compliance" reports record all service outcomes tracked for regular job seekers, including MSFWs, such as receiving staff assisted services, referrals to supportive services, referrals to jobs, career guidance, and job development contacts to ensure MSFWs continue to receive qualitatively equivalent and quantitatively proportion services.

California met all 5 equity indicators during PY 2010-11. To ensure that all equity indicators continue to be met, the MAO conducts annual programmatic reviews of all significant and special circumstance WS sites. After reviewing program performance data, the MAO contacts WS site managers to discuss findings and offer initial recommendations and appropriate technical assistance. If the MAO identifies a finding, a Corrective Action Plan is requested and the MAO follows up with each WS site to ensure the Corrective Action Plan is being implemented appropriately and is brought into full compliance.

V. Services Provided to Agricultural Employers through the One-Stop System

The EDD recognizes the importance of the agricultural industry in California and has devoted resources to meet the labor needs of agricultural employers and MSFWs. Funding for agricultural services comes from WPA and Foreign Labor Certification funds granted to the states annually. WPA funds are given to California based on a formula basis. The Foreign Labor Certification funds are provided by DOLETA to California to process foreign labor application requests, conduct housing inspections, conduct agricultural wage and prevailing practice surveys, and collect agricultural crop and labor information.

The EDD provides special services to employers on an individual, as needed basis. These services are in addition to the CalJOBSSM electronic job listing system. In addition to providing services to MSFWs, OWs inform agricultural employers about the services available to them including:

- Generate CalJOBSSM letters that enable WS site staff to create and send formatted letters to job seekers who are registered in CalJOBSSM including recall job offers, recall job opportunities, and targeted recruitment letters;
- Perform recruitment activities to find and refer qualified MSFWs in order to fill the labor needs of agricultural employers;

- Assist with résumé searches and WS site staff mediated services that encourage agricultural employers to publish their job openings using CalJOBSSM to fill their job openings;
- Provide labor market information with such data as supply and demand, salaries, training requirements, new and emergent occupations, and industry growth; and
- Provide Rapid Response services due to plant closure or mass layoffs. These services are offered to workers at the employer's job site and include information on assistance that can be provided at the One-Stop centers.

VI. Review and Comment by Key Stakeholders

The California MAO works full-time by overseeing the operations of the EDD to ensure that MSFWs receive equal employment services in both quality and quantity as those employment services provided to non-MSFWs. The MAO staff works both as monitors and advocates for MSFWs.

In their role as advocates, the MAO promotes the needs and concerns of MSFWs to EDD administrators. Additionally, the MAO reviews and comments on directives and policy changes that affect MSFWs. The EDD has duly afforded the MAO with the opportunity to comment on this Ag Plan as required by 20 CFR 653.111(h).

The EDD has also afforded La Cooperativa and its WIA 167 member organizations with the opportunity to comment on this Ag Plan as required by 20 CFR 653.111(d); a summary of their comments and their disposition is included as Attachment A to this plan.

ATTACHMENT A FORMAL REVIEW AND COMMENTS BY THE STATE MONITOR ADVOCATE (SMA) AND CALIFORNIA'S WIA 167 ORGANIZATIONS

The California MAO office approved the PY 2012 Agricultural Outreach Plan (Ag Plan) on June 12, 2012. The MAO proposed various formatting and related edits to the State Ag Plan, all of which were incorporated.

WIA 167 Organizations – Formal Comments

California's WIA 167 grantees offered the following comments and recommendations:

- More emphasis is needed on the ongoing and often hidden dislocations within agriculture.
- The threat to the citrus industry should be recognized.
- While averages can be useful, need to recognize that local unemployment rates in the small agricultural communities can be staggeringly high.
- Using Dislocated Worker funding to create an Ag Corps program.
- The Ag Plan would be enhanced if agriculture and farmworkers were viewed as an integral part of regional employment and business clusters.
- Career employment opportunities within agriculture.
- The plan could consider the One-Stop Center in Lodi as a potential "significant" MSFW office.
- Pursue opportunities for greater client co-enrollment between the WIA 167 Program and the WPA MSFW program.
- The plan should consider potential impacts on the agricultural labor force from multiple immigration reform efforts.

Responses to Commenting Parties

EDD carefully reviewed all the comments and recommendations provided by the WIA 167 organizations in light of the criteria as set forth in 20 CFR 653.107 as it relates to the planning of outreach activities and its objectives, the WIA Title I final regulations, the WIA and WPA Integrated Workforce Planning Guidance, the Unified Planning Guidance, and applicable WIA Workforce Development regulations. The following responds to each one of the items listed above:

More emphasis is needed on the ongoing and often hidden dislocations within agriculture.

The “Agricultural Employment in California” section was revised to include a reference to these dislocations.

The threat to the citrus industry should be recognized.

This threat is referenced in the “Agricultural Employment in California” section of the plan.

While averages can be useful we also observed that local unemployment rates in the small agricultural communities we serve are staggeringly high.

This observation is referenced in the “Number of Migrant and Seasonal Farmworkers” section of the plan.

Using Dislocated Worker funding to create an Ag Corps program.

The recommendation the commenter is proposing would likely enhance the services available to the MSFW community, especially in rural areas where unemployment rates are high. The State can consider additional assistance in the implementation of a program like this. The planning of this project will be further explored by the commenter, EDD, and staff from the State Board.

The Ag Plan would be enhanced if agriculture and farmworkers were viewed as an integral part of regional employment and business clusters.

Due to the timing of the State Strategic Workforce Development Plan having to be published shortly and the time involved in the implementation of this suggestion, the state will not be ready to incorporate this change to this year’s Ag Plan. The state will give consideration to incorporating this concept in the local planning instructions that LWIAs will have to respond to for PY 2012.

Career employment opportunities within agriculture.

The state can consider Additional Assistance in the implementation of a program like this. The planning of this project will be further explored by the commenter, EDD, and staff from the State Board.

Consider the One-Stop Center in Lodi as a “significant” MSFW office.

Only the DOLETA can make this designation. The EDD will submit updated information to DOLETA regarding the demographics in terms of MSFW presence in that region. Currently there is no EDD presence at the Lodi One Stop, although it has a *Comprehensive* level of service. Other administrative and budgetary factors may also need to be taken into consideration at the state level to determine the feasibility of having an EDD presence in that center.

There is an opportunity for greater client co-enrollment between the WIA 167 Program and the WPA MSFW outreach plan.

The commitment to pursue this opportunity is referenced on page 15 of the plan.

Finally, the plan should consider potential impacts on the agricultural labor force from multiple immigration reform efforts.

Unfortunately the recent legislative efforts on immigration reform have not been successful in arriving at any consensus by our elected officials. EDD believes it would be inappropriate to try to predict the outcome of the various legislative proposals that are being considered to address this issue.