

The Yogurt Boom, Job Creation, and the Role of Dairy Farmworkers in the Finger Lakes Regional Economy 2014



A PathStone Corporation, Cornell Farmworker Program,
and Cornell Cooperative Extension Collaborative Research Project

A project of the New York State Office for New Americans



Cornell University
Cooperative Extension
NWN Dairy, Livestock & Field Crops Team





Message from the Secretary

Dear Colleagues,

In the year since Governor Andrew M. Cuomo convened the first Yogurt Summit, New York State has become the Silicon Valley of yogurt production, surpassing California as the number one yogurt producer and supplier in the nation. Yogurt has had a tremendous impact on our State's dairy industry. Meanwhile, the Governor has taken steps to further grow production by allowing smaller farms in the state to expand their herd size, capping agricultural land assessments at 2% a year, and supporting new farmer development and agricultural workforce training programs.

Today, dairy farming and processing represents an economic impact of \$8.9 billion on New York State's economy. Yet, the Yogurt Summit brought attention to the collective lack of understanding of the impact the dairy workforce has on their local economy. To address this need, the New York Department of State and the New York State Office for New Americans, with support of the New York State Department of Agriculture and Markets, partnered with PathStone Corporation, the Cornell Farmworker Program, and Cornell Cooperative Extension Collaborative Research Project to better assess the impact of the dairy workforce on the New York Finger Lakes regional economy.

We hope the "Yogurt Boom, Job Creation, and the Role of Dairy Farmworkers in the Finger Lakes Regional Economy" study will continue the conversation about how we can strengthen this important industry.

A handwritten signature in black ink that reads "Cesar A. Perales". The signature is written in a cursive, flowing style.

Cesar A. Perales
Secretary of State

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Introduction

Local governments, state legislators, Governor Cuomo, Cornell researchers, the New York State Farm Bureau and dairy producers are taking part in statewide conversations about how dairy farms can take advantage of the yogurt boom in New York State. Meanwhile, discussions have begun about the availability of a reliable labor supply for these dairy farms. In this report, researchers from PathStone Corporation, the Cornell Farmworker Program, and the Cornell Cooperative Extension Collaborative Research Project provide an overview and share observations of research with farmworkers, dairy farm owners, and yogurt company representatives. This project engaged farmworkers and farm owners in discussions of what incentives could be provided to create greater stability and satisfaction among the current dairy workforce. Specifically, this research explored the requirements to meet growing demand for milk. This report also provides insights on farmworkers' economic contributions to the Finger Lakes regional economy.

In this report we will provide an overview of:

- 1) The role of dairy production and manufacturing in New York State;
- 2) The contributions that the Finger Lakes region makes to the dairy industry; and
- 3) A summary of the obstacles to dairy farm expansion. We will then describe the results of our interviews with farmworkers and farm owners about the economic impact of farmworkers on the regional economy and conclude with recommendations.

Labor Demands Related to the Yogurt Boom

The conversation that surrounds the yogurt boom tends to center on two topics: 1) the number of jobs the plants and other related industries provide and will provide and 2) how to increase local milk production to allow dairy farms to take advantage of the economic opportunities of the industry. Limited attention is given to labor on the farms themselves. If farms increase their herd size, they will need more labor to milk, care for, and grow feed for their cows. Some media articles highlight how the lack of federal immigration reform presents obstacles to increasing the labor force on dairy farms. While these articles allude to the importance of immigrant labor to NYS agriculture, there is a scarcity of research that engages farmworkers' view on this issue.

PathStone Corporation, the Cornell Farmworker Program (CFP), and the North West New York Dairy Livestock and Field Crops Team of Cornell Cooperative Extension worked together from May 2012 until April 2013 to gain a better understanding of labor needs, farmworker contributions, and prospects for growth in dairy production. As part of a larger research project, the CFP collects information on how dairy farmworkers and farm owners view workplace relations.¹ The Cornell Farmworker Program conducts face to face interviews and focus group discussions with farmworkers to examine this topic. We are including relevant data from this research on: 1) farmworkers' commitment to remaining on dairy farms 2) farmworker earnings, spending patterns, and contributions to the local economy and 3) their overall satisfaction and well-being among other topics. We are also including data from Cornell Cooperative Extension surveys with dairy producers centered on salaries as well as other supports provided to farmworkers. This report on the Finger Lakes region, provides guidance to the Finger Lakes Regional Economic Development Council (REDC) and the State government as they examine opportunities for growth within the

¹ Cornell Farmworker Program receives partial funding support from the New York Farm Viability Institute to conduct research on workplace relations.

dairy industry.² We anticipate our recommendations will serve as a catalyst to devise strategies to increase labor satisfaction and growth in the dairy sector.

New York Yogurt and Dairy Production

To frame this research we analyzed overall trends within the New York State dairy industry and specifically within the Finger Lakes region. From 2001 to 2011 the number of manufacturing dairy processors in the state increased from 54 to 77.³

Yogurt Production in New York State

In 2011, New York produced more than 1.249 billion pounds of milk for yogurt production.⁴ Six of the major yogurt producing plants are owned by Fage, Agro Farma (Chobani), North Country Dairy—a subsidiary of Upstate Niagara Cooperative, Upstate Niagara’s West Seneca plant, HP Hood, and Emmi Roth in Penn Yan - a producer of Icelandic skyr yogurt.⁵ Alpina, a Colombian yogurt company, opened in September 2012 and is located in the Genesee Valley Agri-Business Park in Batavia, New York. Also located in the Genesee Valley Park is the recently opened (June 2013) Muller Quaker Dairy, a joint venture between Pepsi Co and Theo Muller Company. As of 2012, dairy manufacturers including those who produce cheese, butter, yogurt, and ice cream provided 8,626 jobs throughout the state and \$449,242,069 in wages.⁶ New York State Agriculture and Markets estimates more than 2000 people are employed by yogurt plants and in 2012 these plants produced 695 million pounds of yogurt.⁷

Dairy Production in New York State

In 2013, New York State reclaimed its status as the third largest producer of milk in the nation.⁸ New York State surpassed Idaho in milk production for the first time since 2009. To get to this level of production, New York State experienced four consecutive years of strong annual growth in milk production driven in part by increased production per cow and cow populations stabilizing since 2009.⁹

Additionally, New York ranks first in cottage cheese and cream cheese production and third in production of other cheeses.¹⁰ In 2011, there were 5,243 dairy farms in the state, the majority of which were family owned and operated.¹¹ Milk is New York’s leading agricultural product and is produced all across the state. Milk sales account for one-half of total agricultural receipts. Production in

Increase in
Dairy Processors

2001: 54
2011: 77

New York is the
third-largest
dairy producer
in the country
(2013)

2 Western NY is an area of the state that produces 40% of the state’s milk. Jessica Ziehm. 27 Feb. 2012. “Governor Cuomo announces Pepsico and Theo Muller Choose NYS to Launch Their Joint Venture into the Yogurt Business.” New York State Agriculture and Markets News. 5 Jun. 2012. <<http://www.agriculture.ny.gov/AD/release.asp?ReleaseID=1996>>

3 These dairy processors include cheese, yogurt, ice cream, butter and cottage cheese. Maynard Miran and David Delcogliano. New York State Department of Agriculture and Markets-Division of Milk Control and Dairy Statistics. New York State Dairy Statistics 2011 Annual Summary. 11 Sept 2012. <<http://www.agriculture.ny.gov/DI/NYSAnnStat2011.pdf>>

4 Maynard Miran and David Delcogliano. New York State Dairy Statistics 2011 Annual Summary.

5 New York State Department of Labor. June 2012. “Upstate New York is Magnet for Greek Yogurt Producers” Employment in New York State. 1 August 2012. <<http://www.labor.ny.gov/stats/PDF/enys0612.pdf>>

6 Bureau of Labor Statistics. 25 Sept. 2013. “Dairy Product Manufacturing” Quarterly Census of Employment and Wages of 2012. NAICS Industry Code 3115

7 Andrew M. Cuomo’s office. 29 Jan. 2014. “Governor Cuomo Announces New York State Reclaims Its Status as the Third Highest Producer of Milk in the Nation.” 6 January 2014. <https://www.governor.ny.gov/press/01292014-nys-third-highestproducer-of-milk>

8 Ibid.

9 Ibid.

10 Andrew M. Cuomo’s office. 29 Jan. 2014 and Tom R. Overton. “The New York Dairy Industry and Cornell.” Lecture. New York State Council on Food Policy. 20 Jun 2012. <http://www.nyscfp.org/docs/activities/Tom%20Overton_%20New-York-Dairy-Industry-and-Cornell.pdf>.

11 Maynard Miran and David Delcogliano. New York State Dairy Statistics 2011 Annual Summary. New York Yogurt and Dairy Production.

2012 was 13.2 billion pounds with a preliminary value of \$2.56 billion.¹² 78% of NYS dairy production is sold to in-state buyers, both fluid processors and manufacturers.¹³ The balance, 22%, is shipped directly to out-of-state plants, mostly in New England, New Jersey and Pennsylvania.

Although there is limited county specific data and no farm specific data from government sources, each year Cornell University's Dyson School of Applied Economics produces Dairy Farm Business Summary reports which surveys dairy farms in New York State as well as aggregate related statewide and regional data. The following graphs comprise data from the Western NYS region, which overlaps significantly with the counties in the Finger Lakes REDC. The Western NYS region for the Dairy Farm Business Summaries is composed of Cayuga, Chautauqua, Chemung, Cortland, Erie, Genesee, Livingston, Niagara, Onondaga, Ontario, Orleans, Schuyler, Steuben, Tioga, Tompkins, Wyoming, and Yates counties.¹⁴

The Finger Lakes region encompasses four of the top ten dairy producing counties in New York State including Genesee, Livingston, Ontario, with Wyoming County being the largest.¹⁵ In 2010, there were 145,300 cows that yielded 3.28 billion pounds of milk in the Finger Lakes region.¹⁶ Also in 2010 the average Western New York State dairy farm sold 30,000 more hundredweight. (cwt) than the average New York State dairy farms in other parts of the state.¹⁷ (Figure 1.1)

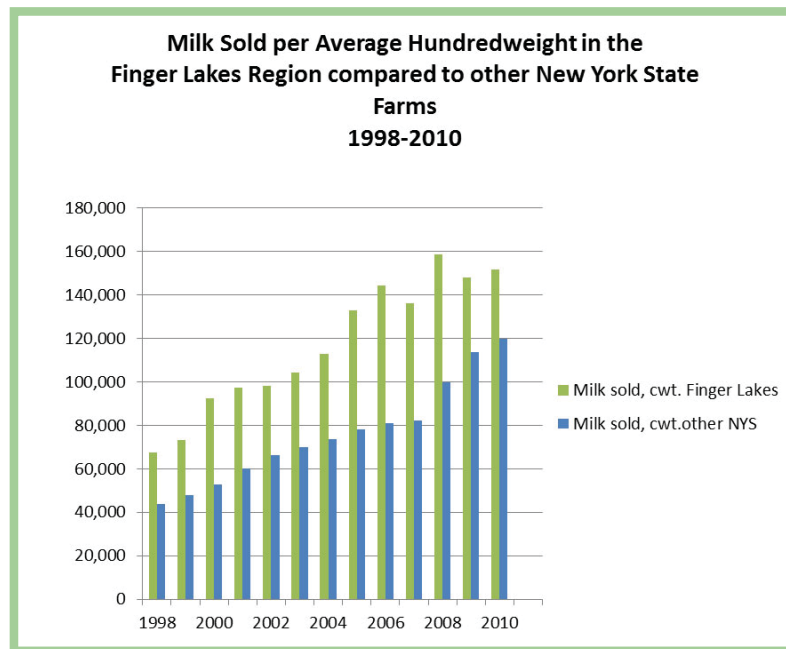


Figure 1.1 Source: Dairy Farm Business Summaries

12 USDA. National Agricultural Statistics Service. New York Field Office. 2012 State Agriculture Overview. <http://www.nass.usda.gov/Quick_Stats/Ag_Overview/stateOverview.php?state=NEW%20YORK>

13 Maynard Miran and David Delcogliano. New York State Dairy Statistics 2011 Annual Summary.

14 For purposes of this study we include data from the Western New York Region. Data collected from the Dairy Farm Business Summaries does not segregate by county.

15 Maynard Miran and David Delcogliano. New York State Dairy Statistics 2011 Annual Summary. The other six counties are Cayuga, St. Lawrence, Jefferson, Lewis, Onondaga and Oneida. USDA NASS. "MILK: Cows and Production by County, 2009-2010" (New York State) 9 Jul. 2012. <http://www.nass.usda.gov/Statistics_by_State/New_York/Publications/County_Estimates/2011/2011%20page88%20-%20Milk%20County%20Estimates.pdf>

16 USDA NASS. "MILK: Cows and Production by County, 2009-2010" (New York State)

17 Hundredweight is defined as 100 lbs. Cornell University Cooperative Extension Dairy Farm Business Summary (DFBS) Western New York report 2010

The net profits of Western NY dairy farms tend to be significantly higher than the New York average due to their size and efficiency. (Figure 1.2)

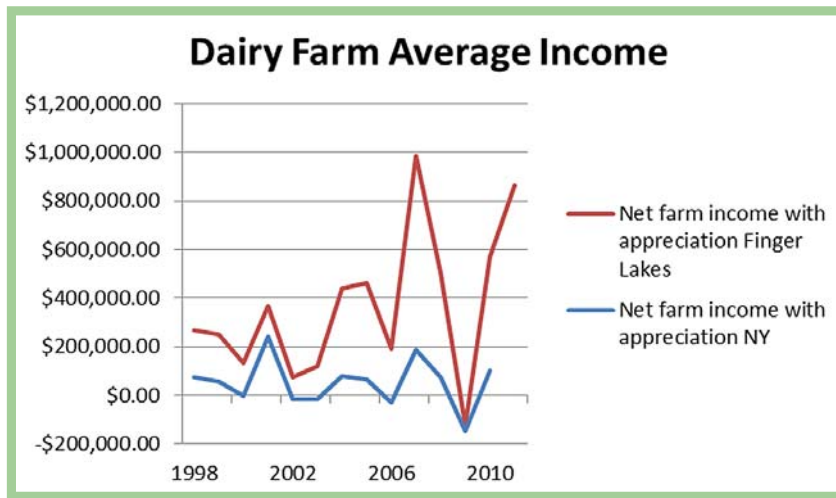


Figure 1.2 Source: Dairy Farm Business Summaries

Farms in the Finger Lakes perform better financially than others in the state for a number of reasons. The average size of dairy farms in Western NY is larger than those in other parts of New York State. Larger farms have lower labor costs per unit of production, lower feed costs because of discounts from larger purchases and higher milk production.¹⁸ (Figure 1.3)

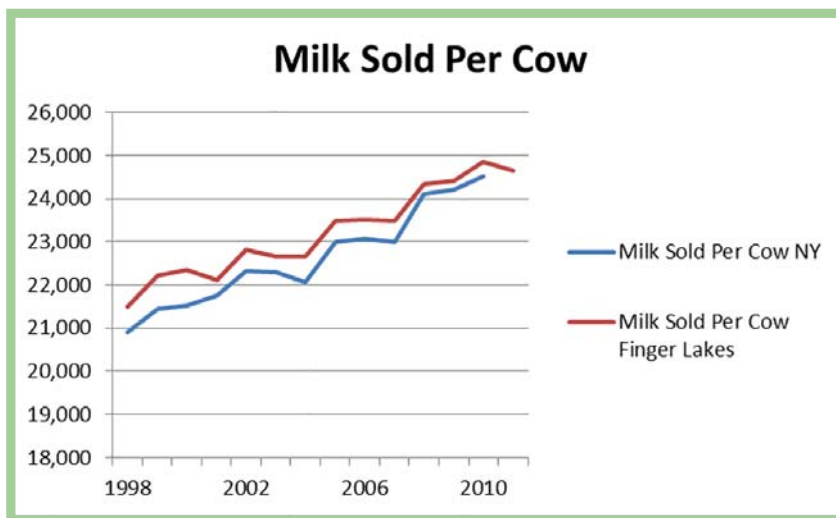


Figure 1.3 Source: Dairy Farm Business Summaries

¹⁸ Dairy Farm Business Summaries

The Dairy Farm Economic Multiplier in the Finger Lakes Region

According to a Cornell University study, the dairy economic multiplier for output is 1.67.¹⁹ This means that for every dollar in dairy farm sales \$0.67 in economic activity is created beyond the farm gate. The jobs multiplier is 1.4 for dairy farms. This translates to 0.4 jobs created off the farm for each new farm job. Hence, jobs on Finger Lakes dairies allow for economic growth in other businesses in the region. There are 3,230 people estimated to be employed on dairies across the region. An additional 1,290 people are estimated to be employed in the dairy output sector. Therefore, there are an estimated 4,520 jobs related to dairy farming and processing across the nine county Finger Lakes Regional Economic Development Council region. Milk sales are nearly \$600 million across the region resulting in total economic activity from dairy of \$985 million.

Growth Of The Dairy Processing Sector

The number of dairy processors has increased to respond to the high amount of milk produced in New York State. More recently, a number of these processors opened in the State to manufacture yogurt. Yogurt production also has more than doubled from 2005-2011.²⁰

Most notably, Chobani opened a plant in New Berlin, NY in 2005 and now employs 1,200 people and is in the process of expansion.²¹ Fage Greek Yogurt opened a plant in Johnstown in 2008 and currently employs 240 people with plans to add 150 more jobs.²² Economic and employment gains in dairy manufacturing are particularly important to the Finger Lakes regional economy because dairy processing has the highest economic multiplier in the state.²³ Cornell researchers estimate that dairy processors have a 5.72 economic multiplier effect, meaning for every job in dairy processing, 4.72 jobs in other industries are created.²⁴ Furthermore, dairy processing is shown to generate an additional \$1.26 for the surrounding community for each dollar of product sold.²⁵

Therefore, government officials and economic development staff are keen to find ways to attract dairy processing jobs and sales to New York State. The Genesee Valley Agri-Business Park in Batavia is the host of two new plants. Officials are hoping that the Muller Quaker Dairy plant, a joint venture of the Theo Muller Group and Pepsi Co., and the Alpina Foods plant will help to revitalize the Finger Lakes region. Both Alpina Foods and Muller Quaker chose to locate their plants near Batavia, NY because of: the local high quality milk supply; access to consumers throughout the highly populated Northeast; availability of transportation from the plants; a shovel ready building site; and a sufficient and available workforce.

19 T.M. Schmit and N.L. Bills. Sept. 2012. "Agriculture-Based Economic Development in NYS: Trends and Prospects." Cornell University. 14 Nov. 2012 <<http://dyson.cornell.edu/outreach/extensionpdf/2012/Cornell-Dyson-eb1211.pdf>>

20 Maynard Miran and David Delcogliano New York State Dairy Statistics 2011 Annual Summary.

21 New York State Department of Labor. June 2012. "Upstate New York is Magnet for Greek Yogurt Producers."

22 William Neuman. Jan. 2012. "Greek Yogurt a Boon for New York State." New York Times. 19 Jun. 2012. <<http://www.nytimes.com/2012/01/13/business/demand-for-greek-style-helps-form-a-yogurt-cluster-in-new-york.html?pagewanted=all&r=0>>

23 Jessica Ziehm. 2010. "Commissioner Hooker Recognizes June as Dairy Month." Agricultural News. Albany, NY: New York State Department of Agriculture. 12 Jul. 2012. <<http://www.agriculture.ny.gov/AD/release.asp?ReleaseID=1896>> 11 Jul. 2012.>

24 New York State Department of Labor.

25 Jessica Ziehm. 2010. "Commissioner Hooker Recognizes June as Dairy Month."

The Alpina Foods plant is 42,000 square-feet and employs 50 people with plans to hire more workers.²⁶ In our research with yogurt producers, a representative of Alpina stated that all of the employees live within 30 miles of the Alpina Foods factory. The company says it will be working with and buying milk from only New York State dairy farmers and the Upstate Niagara Cooperative.²⁷ Presently Alpina is receiving its daily milk supply, approximately 20,000 gallons, from New York State farms within a one hundred mile radius.²⁸ The plant is shipping its yogurt to Chicago, New England, Philadelphia, Pittsburgh, and Washington D.C.²⁹ Alpina searched for local fruit suppliers and the closest is in Philadelphia, PA.³⁰ At the Cornell Yogurt Forum, Alpina also mentioned that New York State has more to offer than milk and they are trying to keep as local as possible from construction materials to honey. Alpina's spokesperson stated the only challenge Alpina sees for production so far is a lack of factory space. Milk supply is not yet an issue for the yogurt plant that opened in September 2012 and a company representative stated that dairy farm labor was not part of their considerations.³¹

The company invested \$15 million to build and equip the plant. In return for their investment, Alpina Foods received tax rebates and incentives equal to approximately 25% of the company's investment. Tax incentives included \$458,346 in property tax exemptions; \$260,000 in sales tax exemptions; \$48,750 in mortgage tax exemptions; and \$288,199 in Excelsior Job Credits.³² Alpina's projected needs for milk are around 50 million lbs. per year. For fiscal year 2013, the plant plans to produce about 16 million lbs. of yogurt.³³

The Muller Quaker Dairy plant is 363,000 square-feet and plans to create approximately 180 full time and part-time jobs. Muller Quaker is the largest manufacturing operation to locate in Genesee County in the past 50 years.³⁴ The plant is going to be one of the largest yogurt plants in the United States.³⁵ A company spokesperson stated that Muller Quaker hired some of their facility leadership team from the Upstate New York area. For Phase 1 of their facility, Muller Quaker plans to obtain the milk from New York State dairies. When we asked Muller Quaker for their projected annual needs for milk they stated that Phase 1 will have three high-speed yogurt lines.³⁶ Similar to Alpina, Muller Quaker did not consider constraints on area farm labor supply in the region in their decision to locate in Batavia.

The company invested \$206 million to build and equip the plant, while the state offered \$15.3 million in tax credits (\$3.3 million in Excelsior Jobs Program credits, \$1 million from NYS Homes & Community Renewal, \$10 million in NYS Investment Tax Credit, \$1 million investment from the

26 Deborah Jeanne Sergeant. 14 Jan 2012. "Colombian Yogurt Maker has Big Plans for New York." Lancaster Farming. 18 Jun 2012. <<http://lancasterfarming.com/news/northeedition/Colombian-Yogurt-Maker-Has-Big-Plans-for-New-York->>/Roger Parkhurst. U.S. Director of Operations. Alpina Foods. Survey. 27 Feb. 2013.

27 Roger Parkhurst Roger Parkhurst. Survey. 27 Feb. 2013.

28 Haley Viccaro. Roger Parkhurst. Survey. 27 Feb. 2013 24 Mar 2013 "Growing yogurt industry drawn to quality of milk produced". Rochester Democrat and Chronicle. 25 Mar 2013.<<http://www.democratandchronicle.com/article/20130324/NEWS01/303240052/Growing-yogurt-companies-drawn-quality-milk-produced> >

29 Ibid.

30 Roger Parkhurst. Survey.

31 Ibid.

32 Geoff Redick. 3 Jun. 2012. "GCEDC Releases Details on Alpina Incentive Package". WBTA AM 1490. 12 Jul. 2012. <<http://wbta.com/LocalNews/tabid/115/articleType/ArticleView/articleId/1223/GCEDC-Releases-Details-on-Alpina-Incentive-Package.aspx>>

33 Roger Parkhurst. Survey.

34 Howard Owens. 24 Jul. 2012. "Schumer announces \$1million public works investment for ag park." The Batavian. 9 Aug. 2012. <<http://thebatavian.com/howard-owens/schumer-announces-1-million-public-works-investment-ag-park/33028>>

35 Mark Astley. 8 Aug 2012. "Muller Quaker Dairy breaks ground on first US yogurt plant." Dairy Reporter. 10 Aug 2012. <<http://www.dairyreporter.com/Processing-Packaging/Muller-Quaker-Dairy-breaks-ground-on-first-US-yogurt-plant>>

36 Scott Gilmore. Communications. Muller Quaker Dairy. Survey. 26 Nov. 2012. In response to our request regarding projected milk needs for yogurt production, Muller Quaker was not willing to share this information.

Economic Development Administration (EDA) Public Works Program). Genesee County is contributing \$12 million in sales and property tax savings for the plant. Additionally, the USDA spent \$200,000 to build a service road and \$105,000 to upgrade a pump station for the two plants.³⁷

Yogurt Plants' Influence on the Finger Lakes Region

Alpina Foods and Muller Quaker Dairy, New York State and the federal government have all invested heavily in the new facilities. There are significant discussions related to job creation, including plant employment, as well as increased employment opportunities at companies who will manufacture supplies and equipment for yogurt processing.³⁸ However, when analyzing challenges to growth of milk production, farmers express concerns about the availability of general laborers for dairy farms.³⁹ Alpina produces Greek yogurt which requires three times the amount of milk than required for regular yogurt. When we communicated with representatives of both Alpina and Muller Quaker, they both expressed a commitment to obtaining their milk supply from New York State. Muller Quaker, the larger of the two plants, stated that they will source 100% of their milk supply for Phase 1 from New York State dairy farms. Alpina stated that all of their milk will come from New York State. State officials, County officials, the Farm Bureau, and Cornell researchers have all stated that New York State dairy farms are currently not producing enough milk to supply the yogurt factories.

Possibilities and Challenges for Growing the Dairy Industry

There are several reasons why NYS dairy farms are not producing enough milk. We summarize some of those reasons below.

Expense of Expansion

Many of the dairy farm owners interviewed for this report stated that price of land and land availability can make expanding their herd a formidable obstacle. When dairy farm owners buy land they are competing with crop farmers. Expanding their herd requires more land since operations typically require land for: housing herds; growing feed and managing manure. The topic of managing manure was at the forefront of the discussion at Governor Cuomo's Yogurt Summit.

If a dairy farm wants to expand their herd beyond 299 cows, they must obtain a permit to show their adherence of the New York State regulations for Concentrated Animal Feeding Operations (CAFO). According to the 2007 Census of Agriculture, approximately 33% of dairy farms had 50-99 cows and approximately 15% of farms had 100 to 199 cows.⁴⁰ Based on these statistics, CAFO regulations could currently affect at least 15% of New York State dairy farms. A dairy farm will typically have to expand their manure storage facilities and lagoons to adhere to these regulations as well as hire a certified CAFO planner to make the necessary changes on the farm. A hypothetical study conducted by Farm Credit East and Cornell Cooperative Extension analyzed the costs to expand a dairy of 190 cows to 290 cows.

37 Howard Owens. "Schumer announces \$1 million public works investment for ag park."

38 Andrea Deckert. 14 Sept. 2012. "Yogurt boom to boost firm's growth." Rochester Business Journal.

39 Alan Bjerga. 12 Mar. 2013. "Lack of Cow Milkers for Yogurt Drives Immigration Debate." Bloomberg. 12 Mar. 2013. <<http://www.bloomberg.com/news/2013-03-12/lack-of-cow-milkers-for-yogurt-drives-immigration-debate.html>>

40 USDA 2007 Census of Agriculture

In June 2012, they calculated the costs of herd expansion and CAFO compliance to be \$524,500.⁴¹ The seriousness of this decision to expand requires a careful analysis of market projections.

Price and Availability of Feed

The cost of feeding cows on a dairy farm operation is a considerable portion of the operator's budget. Purchased feed and direct crop expenses equaled 37% of milk receipts in 2011. Most dairy farms grow their forage, corn silage and hay. Those with enough land are able to reduce their grain purchases by growing some of their own corn, grain, and soybeans. However, there are labor, fuel and pesticide costs associated with growing these field crops. Those farms with limited land buy their feed at a higher price.

Changing weather patterns can influence the production of field crops for dairy farms. For example, the effects of the 2012 drought had a serious impact on farms' abilities to grow sufficient crops to feed their herds. As a result, some dairy farms slaughtered parts of their herds.

Aging of Dairy Producers

The advanced age of most dairy producers combined with dwindling farming interest among youth raises concerns for the New York State dairy industry. Farming is a graying profession. In New York State, the median age for farmers was approximately 53 years old.⁴² Nearly 32% of all New York farmers are over the age of 55.⁴³ As farm owners age, the decision to invest by buying more cows and land is closely linked to questions regarding future farm management. Policymakers such as former U.S. State Representative Kathy Hochul (NYS's 26th CD, 2011-2013) recommended recruiting young people by promoting farm work as a career choice in schools. Although she used the term "farm labor," she emphasized creating farm owners or managers rather than general laborers.⁴⁴ However, incentives for young people to take on the physical demands, long hours and financial risks of farm ownership are not readily available.



Increased Demand for General Laborers on Dairy Farms

Cornell researcher Michael Van Amburgh estimates that production needs to increase by 15% or 100,000 cows within five years to satisfy the demand of milk from the yogurt factories.⁴⁵ To meet this increased demand, using the Cornell Dairy Farm Business Summary estimate of one worker per 45 cows, dairy farms would need an additional 2,225 workers. Many farm owners are uncertain about the source of additional farmworkers to care for the cows particularly in

41 Farm Credit East and Cornell Pro-Dairy. June 2012. "Financial Implications of a Dairy Farm Expansion – 190 cows to 290 cows." 5 Nov 2012. <<https://www.farmcrediteast.com/News-and-Events/News/~media/Files/Knowledge%20Exchange/Reports/62012%20FCEast%20ProDairy%20CAFO%20Study.ashx>>

42 USDA 2007 Census of Agriculture. 31 Aug 2012. <<http://quickstats.nass.usda.gov/results/201B1E28-51D8-3CE8-9B17-D6CE8208E4B2>>

43 Ibid.

44 Howard Owens. 13 Jul. 2012. "Farm labor keys discussion at ag roundtable in Batavia sponsored by Kathy Hochul." The Batavian. 20 Jul. 2012. <<http://thebatavian.com/howard-owens/farm-labor-keys-discussion-ag-roundtable-batavia-sponsored-kathy-hochul/32852>>

45 Michael Van Amburgh. Associate Professor. Animal Science. Cornell University. This estimate was made with the assumption that fluid milk prices will continue to drop.

light of current labor shortages.⁴⁶ Not only do farm owners in New York State express concern regarding an unstable labor force, but it is a national concern in the dairy industry.⁴⁷

State Efforts to Address Farm Labor Shortages

Governor Cuomo has taken steps to address the need for new farmer owners and managers, as well as farmworkers. Through the State’s Office for New Americans, the Department of State, and the Appalachian Regional Commission, as well as local partners Groundswell, the Center for Transformative Action at Cornell University, Center for Agricultural Development and Entrepreneurship, Challenge Industries, GrowNYC, SUNY Cobleskill, the Cornell Cooperative Extension and the Center for Agricultural Development and Entrepreneurship, the State has supported four projects to expand agricultural opportunities for New Americans in New York’s Southern Tier.

- Groundswell New American Beginning Farmer Project: This project will provide detailed information to 120 New Americans in their primary language about opportunities for agri-business training and local access to resources to help them start-up small farm business. It will also support eight to 12 New American farmers through training and technical assistance in farm business management production and marketing, affordable access to agricultural land, infrastructure and equipment, marketing support, and personalized mentoring from established farmers and small business support providers.
- New Farmer Development for New Americans in the Southern Tier: This project will conduct workshops for 60 New Americans on agri-business opportunities and provide access to five agri-business mentors to assist prospective New American farm entrepreneurs with all aspects of entering independent farm business, from locating suitable farmland resources to providing technical, legal, and financial business assistance and referrals.
- Jobs in Agriculture for native Spanish-speaking New Americans: This project will work with 20 native Spanish-speaking New American agricultural workers and their employers in Chautauqua County to link agricultural workers to job placements, reduce cultural barriers, provide English language training, enroll eligible New Americans in job placement opportunities/subsidies, and link New Americans to job coaches, who provide on-the-job instruction and agricultural career development advice.
- A Path to Prosperity: This project will help 12 Burmese refugees, who were recently resettled in clusters to the Ithaca area, to improve English language skills and financial security. The project will offer training and apprenticeships to prepare participants to work in agricultural production, as well as financial assistance for agricultural entrepreneurship and land ownership.
- Refugee Milker Training Pilot Program: Some of the counties in and around the North Country do not have enough skilled milkers. Cornell Cooperative Extension of Wyoming County and Wyoming County Dairy Institute are receiving New York State Department of Agriculture and Market funds to run the Refugee Milker Training Pilot Program. Refugees taking part in the Milker Training Program are Bhutanese who have escaped ethnic cleansing in their home country. These refugees are being trained as milkers and are filling jobs with Synergy, LLC in Covington and near Arcade, and Noblehurst Farms Inc. in Linwood, as well as others farms. The program is helping to make a difference in not only the lives of the refugees and their families, but also the farmers who have employed them.

Dairy farms will need an additional 2,225 workers to meet the demand for milk.

⁴⁶ Alan Bjerga. "Lack of Cow Milkmen for Yogurt Drives Immigration Debate."

⁴⁷ Robert A. Smith. Farm Credit East. 4 Oct. 2011. Testimony. Senate Judiciary Committee on Immigration, Border Security and Refugees.

Trends for Non-Local Labor on Dairy Farms

Cornell Farmworker Program (CFP) interviews with dairy farm owners illustrate widespread concern among farmers about labor stability and availability. Farm owners express great uncertainty about future labor sources and consider limited labor supply a barrier to expansion.

Additional laborers would be required if farmers decide to increase their herd size. In order to expand, farmers would have to take into account increased labor costs. Labor is one of the largest expenses for farmers after feed and livestock. Labor comprises 15.6 % of total annual dairy farm expenses in Western New York.⁴⁸ Many farmers claim they cannot raise wages to attract new workers. Even at higher wages, many Americans are unwilling or unable to commit to the time-consuming, time-sensitive, remote, and physically demanding work of a dairy farmworker.⁴⁹ New York State is not alone in its struggle to stabilize the dairy farm workforce.

U.S. crop and dairy farms depend heavily on immigrant labor. Although there is no exact count, the National Agricultural Workers Survey estimates that 53% of agricultural crop farmworkers are unauthorized immigrants and 82% of crop farmworkers are foreign-born.⁵⁰ A study by the National Milk Producers Federation (NMPF) estimates that 50% of farms, which supply over 60% of the nation's milk supply use immigrant labor, primarily from Mexico. The NMPF reports that 41% of overall dairy labor is foreign-born with the majority coming from Mexico.⁵¹ Despite the surveys, the estimates of immigrant labor are not exact. Anecdotal evidence from the American Farm Bureau suggests the number of immigrant laborers is actually much higher.⁵²

The possibility that this immigrant workforce will become less available concerns many fruit, vegetable and dairy producers across the U.S. National trends indicate that Mexican migration has dropped considerably. In 2011, immigration from Mexico was half the rate of 1991 levels (Figure 2.1).

48 Cornell University Cooperative Extension Dairy Farm Business Summary (DFBS) New York State 2010.

49 Cornell Farmworker Program Interviews.

50 US Department of Labor. National Agricultural Workers Survey. 2001-2002. 5 Jun. 2012. <<http://www.doleta.gov/agworker/report9/chapter1.cfm#birthplace>>

51 Parr Rosson, Flynn Adcock, Dwi Susanto and David Anderson. June 2009. The Economic Impacts of Immigration on U.S. Dairy Farms. Agri Life Research Texas A&M System. 19 Jul. 2012. <<http://www.nmpf.org/files/file/NMPF%20Immigration%20Survey%20Web.pdf>>

52 American Farm Bureau Federation-Economic Analysis Team (AFBF). Feb 2006. Impact of Migrant Labor Restrictions on the Agriculture Sector. 11 Jul. 2012. <<http://www.fb.org/newsroom/nr/nr2006/02-07-06/labor%20study-feb06.pdf>>



Figure 2.1 Source: Pew Research Center

Net migration from Mexico recently reached approximately zero because just as many Mexican immigrants have decided to return to Mexico as new immigrants have successfully come to the U.S. (Figure 2.2).

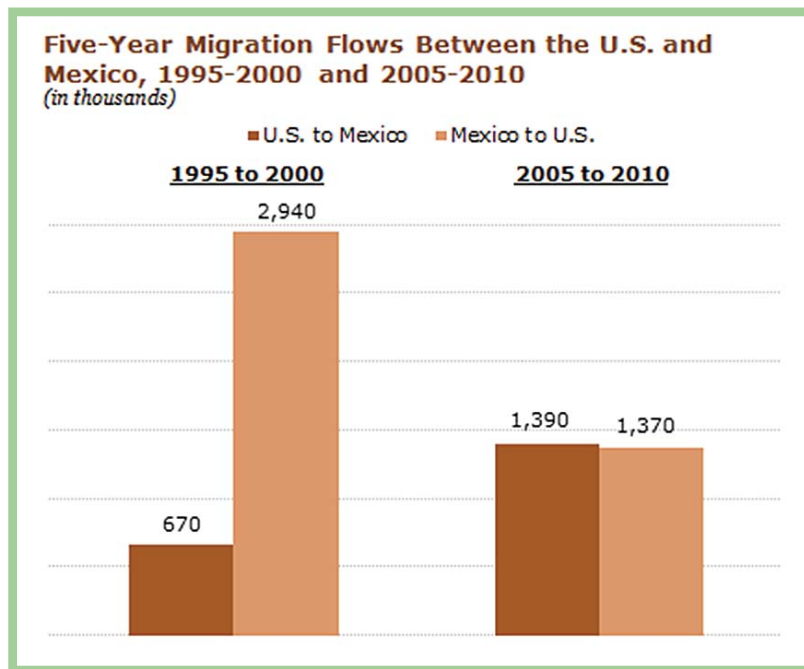


Figure 2.2 Source: Pew Research Center

With the economic crisis in the U.S., increased border and immigration enforcement, and more economic opportunities in Mexico, fewer Mexicans are successfully immigrating or choosing to immigrate. These dynamics affect the workforce that has traditionally worked on dairy farms.

A 2009 national level study by the National Milk Producers Federation (NMPF) found that 20% of dairy farmers experienced a labor shortage between 2007-2009.⁵³ A Farm Credit study suggests that 1,600 farms would go out of business in the Northeast alone if dairy labor needs cannot be met.⁵⁴

Decreased immigration and increased immigration enforcement has led to a decline in the dairy farm labor pool. Moreover, dairy farmers fear the labor crisis will deepen if legislation requiring E-verify and other enforcement only programs go into effect.⁵⁵ The same 2009 NMPF report ran simulations to assess the national impact that a reduction in immigrant labor would have on milk production. According to the study, a 50% reduction in immigrant labor would result in \$6.7 billion loss in milk sales and would reduce total economic output by \$11.3 billion.⁵⁶

The labor shortages and difficulty maintaining a workforce translate into real losses. The American Farm Bureau Federation predicts both short-term and long-term income and production losses in the agricultural sector in New York State if immigrant farm labor was completely eliminated (Figure 2.3). These dramatic losses ranging from \$29.8-\$238.2 million would cripple dairy production in New York State.

Projected Losses in the \$Millions from Labor Shortages

Short-term

State	Production Lost Low	Production Loss High	Income Loss Low	Income loss High
New York	\$99.2	\$178.6	\$29.8	\$99.2

Projected Losses in the \$Millions from Labor Shortages

Long-term

State	Production Lost Low	Production Loss High	Income Loss Low	Income loss High
New York	\$129	\$238.2	\$49.6	\$158.8

A 50% reduction in immigrant labor would result in \$6.7 billion loss in milk sales and would reduce total economic output by \$11.3 billion.

Figure 2.3 Source: American Farm Bureau Federation-Economic Analysis Team

In the same report, the American Farm Bureau asserts that dairy would be one of the sectors most affected by the labor restrictions.⁵⁷ New York State is identified as one of the 10 states that would most need to address labor shortages.

53 Parr Rosson, Flynn Adcock, Dwi Susanto and David Anderson.
 54 David Natzke. "Ag groups criticize mandatory e-verify without program to supply farm labor." Dairy Business. 27 Jun 2012. <<http://dairybusiness.com/headlines/ag-groups-criticize-mandatory-e-verify-without-program-to-supply-farm-labor?>>
 55 Ibid.
 56 Parr Rosson, Flynn Adcock, Dwi Susanto and David Anderson. The Economic Impacts of Immigration on U.S. Dairy Farms.
 57 American Farm Bureau.

The current and potential labor shortages become increasingly important as the state looks to dairy farms to increase milk production. As stated previously, if New York State dairy farms increase their herds by 100,000, that would require 2,225 more workers. Considering farmers are struggling to maintain current labor pools and with restrictive federal labor legislation, such as E-verify, on the table, labor will be a limiting factor in expansion.⁵⁸

1,049 New York farms are highly vulnerable to going out of business or being severely forced to cut back their operations due to a labor shortage caused by an aggressive enforcement only immigration policy

In New York State, farmers consistently discuss issues regarding farm labor shortages. In light of this expressed concern, former Congresswoman Hochul, who served on the House Dairy Caucus, hosted agricultural roundtable discussions with farmers throughout the State. At her July 2012 roundtable in Batavia, farmers expressed frustration and concern regarding a shortage of farmworkers.⁵⁹ Farm Credit East, a financial institution that works with farms across the Northeast, published a report in August of 2011 that summarizes the importance of immigrant workers to the agriculture industry in New York State. In their report they state that:

- 1,049 New York Farms are highly vulnerable to going out of business or being severely forced to cut back their operations due to a labor shortage caused by an aggressive enforcement-only immigration policy.
- 10,510 full-time, year-round positions could be eliminated.
- 23,685 off-farm jobs in agriculture related businesses throughout the state could be impacted.⁶⁰

Farm Credit East testified before Congress using similar data for the entire Northeast. They make the point that without immigration reform not only would farms who hire immigrant workers be affected, but also processors, truckers and countless other businesses.

The Dairy Farm Labor Force in the Finger Lakes Region

Farmworkers are vital to the continued functioning of New York State dairy farms. Below are some general trends regarding the farmworker population. General laborers on farms include: milkers, calf pushers, feeders, assistant herdsmen, lead milkers, and those who care for the calves. Typically cows are milked three times a day. Each farm owner determines the work schedules and farmworkers we interviewed worked a range of hours from eight hour shifts to 12 hour shifts. For purposes of this research, we drew upon observations from interviews with milkers and pushers, and some farmworkers who hold positions with greater responsibility.⁶¹ Many immigrant farmworkers come from agricultural backgrounds. All of the farmworkers included in this study worked on farms with 500 or more milking cows.

⁵⁸ These concerns were expressed in CFP interviews and the Cornell Yogurt Forum.

⁵⁹ Howard Owens.

⁶⁰ Farm Credit East Knowledge Exchange Report. "Farm Labor and Immigration Enforcement: Economic Impact to New York Agriculture." August 2011.

⁶¹ This research was conducted with farmworkers who volunteered to be interviewed. The research utilizes an ethnographic protocol and all researchers were approved for social behavioral studies involving human participants as part of Mary Jo Dudley's research project. CFP analyzes research utilizing Atlas TI. Confidentiality is promised to all research participants and data cannot be released without their consent.

These general laborer positions have been filled increasingly by workers of Hispanic origin. To better understand this dynamic, CFP research with farm owners examined transitions within the workforce. This research indicates that dairy farms turned to a mostly Hispanic labor force around 2000. In interviews with farm owners, they expressed the importance of the presence of Hispanic farmworkers. In one interview, a Finger Lakes dairy farm owner stated that before hiring Hispanic workers the American workforce would “hold them hostage” by saying they would quit “if you make us start fore-stripping the cows and things like that. So you accepted mediocrity for fear of not having any labor. And when this new labor force came they were eager to learn....” Before transitioning from a local workforce to an immigrant workforce, employers cited problems with a high turnover, poor work ethic, and employee absences. One employer stated that “between 1995-2000, we hired an average of 37 workers per year to fill 13 positions. Once the Hispanic workers showed up, we have had little or no turnover with some workers staying as long as ten years.” When farm owners spoke to CFP about the positive side of employing Hispanic farmworkers they mentioned their improved quality of life in knowing they have workers on the farm they can depend on. Although farmers express satisfaction with their current workforce, they are concerned about how long they will remain in agriculture due to immigration enforcement.

There are several trends we have noted among the current farmworker population. Many come from Mexico and Guatemala. The dairy farmworkers we interviewed in the Finger Lakes region are recent arrivals to that region of the State. The majority live in on-farm housing and express great hesitancy to leave the farm unless necessary. This is further exacerbated by the undocumented status of some farmworkers. Several farmworkers stated in their interviews that the safest place for them to be was on the farm because of the perceived decreased risk of being detained by law enforcement officials.

Dairy Farmworkers’ Economic Impact on the Local Economy

Not only is non-local labor vital to agricultural production and sales, it also impacts the rural economy. Farmworkers live and shop where they work. Where and how farmworkers spend their money can increase employment and income in the region.⁶² This research is unique in that we collected data from farmworkers about their earnings; how much they spend locally; and where they shop. We also ask employers to estimate their investment in farmworker housing.

From the financial data we collected from 37 farmworkers, we found dairy farmworkers in the Finger Lakes region contribute to the local economy in the following ways. The bulk of farmworkers consumption is in the form of supermarket food. The average worker spends approximately 20% of their average net income on food from supermarkets. Farmworkers explained that decisions about where they shop are influenced by transportation, prices, and opportunities to buy non-food items. Most respondents reported spending at Walmart followed by Tops, Price-Chopper, and Aldi’s. It is common that farmworkers purchase clothing at Walmart, (5% of their average net income) to avoid paying for transportation to a second location. Some farms provide transportation for their employees. Other farmworkers hire *rideterros*, typically unemployed or underemployed local residents that charge \$25-\$50 (about 5% of their average net income) for round-trip

1,600 farms in the Northeast could be lost if labor needs are not met.

⁶² Researchers in Wisconsin, Michigan and Virginia produced reports on the economic impact of migrant workers in these states. The University of Wisconsin published a report on the tasks, shifts, wages, and benefits of dairy farmworkers in Wisconsin. Thomas Maloney and Nelson Bills wrote a report in 2011 entitled the “Survey of New York Dairy Farm Employers 2009” which includes data on the salaries of dairy farmworkers and number of hours worked.

transportation from the farm to the commercial district. Farmworkers also purchase goods from individuals who frequently come to the farms to sell Mexican and Guatemalan products, pre-made food, and phone cards (makes up 1.8% of worker's average net income). When workers leave the farm, they not only go food shopping but they may also typically frequent area restaurants. Our surveys showed that workers remit 42.5% of their after-tax income. To send \$1,000 to Mexico, farmworkers typically have to spend a \$10-\$12 fee for transfers through Western Union or other transfer services. The majority of the farmworkers we surveyed were males who did not have wives or children in the U.S. Only six of the farmworkers we interviewed had spouses and children living with them or nearby. Those with spouses and children tended to spend more of their income on supermarket food, prepared food, clothes, and school supplies. These workers also tended to send less of their earnings to family in their countries of origin.

Farmworker Average Monthly Income and Expenses:

Monthly Salary	\$2,094.33	Clothes	\$93.17
Monthly Salary After Taxes	\$1,867.57	Transportation	\$87.15
Hours Worked per week	\$65.84	Entertainment	\$19.92
Hourly Wage	\$8.13	Prepared food	\$13.67
Rent	\$20.29	Mexican groceries	\$9.33
Utilities	\$5.14	Other	\$46.35
Food	\$368.86	Total expenses	\$654.50
International Phone Cards	\$10.27	Money sent home	\$819.64
		Savings	\$393.43
		Phone	\$48.94

Source: Cornell Farmworker Program

Barriers to Shopping and Banking Locally

The majority of farmworkers surveyed cited transportation limitations as a major barrier to shopping when and where they want. Unauthorized farmworkers do not generally have drivers' licenses and must depend on employers, friends, or locals for transportation (rideterros). Taking time off the farm is also a concern. Each time unauthorized farmworkers leave the farm, they are taking a risk of being detained by law enforcement. Many farmworkers report that they go shopping only twice a month. Transportation is typically to one-stop shops, such as Walmart. Another barrier to shopping locally is limited knowledge. Many farmworkers are not aware of closer stores in town. Finally, farmworkers report that local institutions do not have the services available that farmworkers need. This is most true of local banks and credit unions that do not have the capacity to send money to Mexico and Guatemala.

Use of Public Services

While there is a public perception that immigrant farmworkers heavily utilize public services, our research highlights that very few use public services. Farmworkers tend to receive medical care provided by federally-funded migrant healthcare programs instead of going to hospitals. There is also a widespread perception that unauthorized workers seek care at hospital emergency rooms. In our surveys only one farmworker went to a hospital emergency room. When asked about medical care for their employees, some farmers stated that in the case of an urgent medical issue farm

The average worker spends approximately 20% of their average net income on food from supermarkets.

owners take employees to local clinics and pay expenses at the time of service. Only one worker who has children that are U.S. citizens reported receiving food stamps. Only U.S. born children attended public schools.

Farmworkers' Contributions to Tax Revenue and Social Security

Although few of the farmworkers we interviewed use public services, all of the farmworkers had taxes deducted from their pay checks and contribute taxes in other ways i.e. sales tax. All farmworkers interviewed had federal, state and local taxes deducted from their pay checks.⁶³ They also have deductions for social security despite their overall inability to collect from social security. While individual data may vary slightly depending on number of hours worked per week, a typical example shows federal withholding for a typical work week is \$22, Social Security is \$47.15, Medicare deductions are \$11.03 and New York State withholding is \$26.89. This is a total of \$107.07. Most farmworkers are completely ineligible from being reimbursed or collecting on these payments which total \$3343 per year per worker. Based on data collected farmworkers contributed \$1030 per individual to New York State. In addition to FICA taxes, employers must also pay both state and federal unemployment insurance taxes. We estimate individual farmworkers also contribute approximately \$628 a year in state sales tax. We were unable to estimate federal, state, and local cellphone taxes. Those farmworkers who with a work authorization that have Individual Tax Identification Numbers or ITINs can file tax returns. However, the majority of the farmworkers we interviewed did not have an ITIN. This data provides a snapshot of the period of when we conducted research.

Results from Farm Owner Interviews/ Surveys

In addition to wages, employers provide other economic support to farmworkers. Many farm owners provide housing. To gain insights on the value of these in-kind contributions, the Cornell Farmworker Program (CFP) surveyed owners about how much they spend on housing and transportation. Larger farms tend to employ more immigrant workers and therefore spend more on housing. From the nine farms that CFP interviewed, the average cost on maintaining housing was \$3,732 per worker per year. After the first few years of transporting immigrant workers to town, most immigrant workers now find and pay for their own rides to do their errands. For the farms that do provide transportation, farmers estimate that "in-kind" contributions for transportation can be valued at \$50-\$100 per round trip taking into account the driver's time (\$1,200-\$9,600 a year). Other expenses related to the employment of primarily Spanish-speaking workers are for hiring interpreters for trainings and important farm meetings.

The Cornell Cooperative Extension's NWNYS Dairy Livestock and Field Crops Team contacted 16 farms in the Finger Lakes region to gather more in depth information to augment data collected for annual farm business surveys. After repeated requests from the dairy team, only four responded with complete information. Due to the uncertain immigration status of Hispanic workers, employers appeared reluctant to divulge information about the ethnicity of their workforce.⁶⁴ Unfortunately, this is not enough farms to draw any industry wide conclusions.

However, this information does provide four case studies of the economic impact of Hispanic

⁶³ The interviewers asked farmworkers to see copies of their paychecks.

⁶⁴ Previous research conducted by the Cornell Farmworker Program (CFP) through the "farmworker needs assessment" highlights the high prevalence of farmworkers of Mexican and Guatemalan origin on dairy farms in the Finger Lakes region.

workers on dairy farm businesses in 2012. Two of the farms that responded had more than 1000 cows and two had less than 600 cows. The smaller farms generated \$17 in milk sales for each dollar spent on Hispanic wages. The larger farms generated \$13 in milk sales for each dollar spent on Hispanic wages. Collectively, 50 Hispanic workers made up about 60% of the workforce on these four farms. All of these farms but one employed more Hispanic workers than any other workers in 2012.

Cost of housing ranged from \$0 to almost \$2,000 per worker annually for each of the four farms. Each situation was extremely different. The cost of benefits such as workers compensation, unemployment insurance, the farm's share of social security and Medicare taxes for Hispanic workers consume an additional 1% of milk revenue in aggregate for the case study farms.

When you look at the aggregate impact of these four case studies on the economy of Western New York, it can be determined by applying economic multipliers for output and employment that they generate \$24.2 million of economic activity in the region. From an employment perspective, 0.4 of farm jobs are created for every one farm job. Therefore, the 50 Hispanic workers on these farms create 20 additional jobs beyond the farm gate. When coupled with the total workforce on these farms, 80 people, yields 32 more jobs in the surrounding area. This means four farm businesses are generating \$24.2 million in economic activity and generate total employment of 112 people. In addition to tax payments social security is deducted from all paychecks and unauthorized workers cannot access these funds. These payments illustrate generally invisible contributions of unauthorized dairy workers to federal, state, and local governments.

Workplace Satisfaction

The Cornell Farmworker Program is conducting research on creating a positive work environment on farms in New York State. Addressing the concerns of farmworkers will positively contribute to farm labor stability. Although this research is still underway, some initial observations point to commonalities on both small and large dairy farms.

For example, when we surveyed farmworkers about what they need to create a more positive workplace, they highlighted: more opportunities to improve their English; increasing the frequency, quantity and quality of communication with farm owners; access to affordable and safe transportation; greater understanding of opportunities for training and advancement; and most importantly to have proper work authorization.

Although many of the dairy farmworkers have been working in the U.S. for several years, they self-identify as speaking little or no English. They attribute this to be a result of long working hours resulting in not having the time or energy to learn English. However, farmworkers noted that improved English language skills would improve communication with English speaking co-workers and would likely increase their chances of promotion.

Among the reasons why farmworkers seek employment elsewhere is related to the quality of their housing. Other workers mentioned the desire to have more direct communication with the owner. When asked what support could be provided for them to stay at their current job, most stated that if they could get proper work authorization they would prolong their stay.

Social isolation also has a negative impact on their quality of life. Farmworkers' experiences off the farms are mostly limited to trips to grocery stores and restaurants. While some attend church or play soccer off the farm, others are afraid to leave the farm or do not have the time or energy.

Recommendations

There are opportunities to address the needs of the current farmworker population at local, state and federal levels. First and foremost, farm specific changes can lead to greater satisfaction at the workplace.

Local Businesses and Other Local Programs

Farm specific changes can lead to greater satisfaction at the workplace. One of the results of CFP research on workplace satisfaction will be a guide for employers with step by step information based on research results and the CFP will develop farm specific plans with interested employers.

Workplace satisfaction is influenced by:

- Proper work authorization
- Availability of transportation
- Communication with farm owner
- Opportunity to improve English
- Ability to engage socially
- Quality of housing

At the local level, employers can work with farmworker support agencies to address the needs that farmworkers specified, including English-for-Speakers-of-Other-Languages training, transportation, and increasing banking opportunities. Local governments and businesses can take steps to improve the quality of life for farmworkers and encourage them to spend locally. To overcome transportation barriers, counties can provide shuttles similar to that in Livingston County called the Livingston Area Transportation Service (LATS). This has the potential to allow farmworkers more freedom, to diminish their dependence on others for rides and to decrease their transportation costs. However, it is important to engage farmworkers in a discussion about how to structure the program to meet their needs and to alleviate their concerns about law enforcement involvement in the program.

From the data we collected on farmworkers spending patterns, we can conclude that farmworkers do have an impact on the regional economy and local businesses could do more to take advantage of this impact. Farmworker service providers and support agencies could assist regional planners in making information available to farmworkers about local businesses and services. Cornell Cooperative Extension, Geneseo Migrant Center, local chambers of commerce and businesses could collaborate to educate farmworkers about the local shops and services. Some farmworkers stated they go to Walmart because they can find Mexican products there. If businesses provide products and services that cater to this population, they may find a new market. Some banks are exploring opportunities of the banking needs of immigrant workers.

Federal Immigration Reform

We are writing this report at a time when the President and Congress are debating changes to the country's immigration laws. Serious consideration must be given to an immigration reform approach that will allow successful workers to remain and to provide viable approaches for future labor demands. Should the dairy industry consider a temporary guest worker program, great care should be taken to ensure that any flaws of the current program are eliminated. Any reform should contemplate assisting the States with immigrant integration.

Integrating Immigrants

As the public dialogue about comprehensive immigration reform intensifies, there must be renewed emphasis on strengthening services for all immigrants, including those potentially covered under a reform agenda. These include services such as English-for-Speakers-of-Other-Languages training and civic education, entrepreneurial and job skills development, and programming that promotes relationship-building between the immigrant and receiving communities.

Governor Cuomo has taken steps in this effort to help integrate immigrants by establishing the New York State Office for New Americans (ONA). This new office has built a service delivery infrastructure of 27 neighborhood-based Opportunity Centers with the capacity to dramatically increase immigrant integration in New York. ONA provides a state model for integration that may be replicated by others.

The state government should further develop ONA to ensure that all newcomers in the State are aware of the services the ONA Opportunity Centers offer, including the New York State New Americans hotline. Further, the ONA should explore the implementation of a pilot program to provide ESOL training to farmworkers, taking into account transportation issues affecting these new comers. This need was highlighted by farmers and farmworker advocates at the Governor's recent Yogurt Summit.

Authors Acknowledgments

PathStone Corporation is a non-for-profit community development and human service organization headquartered in Rochester, NY that provides services to low income families and economically depressed communities throughout New York, Pennsylvania, New Jersey, Ohio, Indiana, Virginia, Vermont and Puerto Rico.

Emily Hamilton is a Farmworker Housing Developer for PathStone. She served as a researcher and interviewer while managing the research project. Emily is also co-author of the final report entitled: "The Yogurt Boom, Job Creation, and the Role of Dairy Farmworkers in the Finger Lakes Regional Economy".

The Cornell Farmworker Program is dedicated to improving the living and working conditions of farmworkers and their families. We also seek recognition for farmworkers' contributions to society and their acceptance and full participation in local communities.

Mary Jo Dudley is the Director of the Cornell Farmworker Program and a faculty member in the Department of Development Sociology. As director of the Program her work focuses on improving the living and working conditions of farmworkers and their families. The program conducts research that examines the contributions of farmworkers to the economic and social fabric of New York State. The research provides guidance for the development of materials and activities (primarily on-farm workshops) that address farmworker concerns on topics related to health, safety, language, cultural, and immigration issues. She also directs a research/action project on improving workplace relations and communications on dairy farms.

She provided leadership for the agricultural labor research team and is co-author of the final report entitled: "The Yogurt Boom, Job Creation, and the Role of Dairy Farmworkers in the Finger Lakes Regional Economy".

Mary Jo has received numerous awards and distinctions at Cornell University, and in 2012 she was awarded the 2012 White House Champion of Change Cesar Chavez Legacy Award by President Obama.

This report includes excerpts from a full research report which is on the Cornell Farmworker Program website.

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Appendix A

About the New York State Office for New Americans

New York Governor Andrew M. Cuomo established the Office for New Americans (ONA) to assist newcomers to New York State who are eager to contribute to our economy and become part of the family of New York State.

The New York State Office for New Americans helps New Americans fully participate in New York State civic and economic life. We are committed to strengthening New York State's welcoming environment for New Americans and facilitating their success by:

- Creating a network of neighborhood-based "Opportunity" Centers.
- Increasing access to English-for-Speakers-of-other-Languages (ESOL) training.
- Preparing New Americans for the naturalization process.
- Connecting New Americans to business resources to harness their entrepreneurial spirit.
- Developing and leveraging the professional skills of New Americans.
- Maximizing the number of young people receiving Deferred Action for Childhood Arrivals.
- Strengthening the connections between New Americans and their communities through civic engagement and other opportunities.
- Reducing exploitation of New Americans by scammers and con artists.
- Marshaling State resources to better serve New Americans.

Appendix B

New York State Office for New Americans Opportunity Center Network

The cornerstone of the Office is the establishment of a network of 27 neighborhood-based Opportunity Centers throughout the State hosted within an existing and diverse array of community-based organizations. Located in places with high concentrations of newcomers, the ONA Opportunity Centers support New Americans through the use of unique programming, including the use of professional staff, in-class technology and community volunteers, to expand English-for-Speakers-of-Other-Languages (ESOL); help eligible youth participate in the new federal deferred action process; support interested eligible New Americans through the naturalization application process; and, open entrepreneurship opportunities to New Americans.

ONA Opportunity Centers partner with other community-based and government agencies to coordinate and/or host additional programming and support for New American communities. These Opportunity Centers are the focal point for communities to embrace New Americans by volunteering their valuable time to support newcomers.

Supporting these ONA Opportunity Centers are a team of attorneys who help expand the availability of pro-bono immigration lawyers while building the capacity of immigrant service providers around the State. There is also a multi-lingual, toll-free New York New Americans assistance hotline to respond to general questions about immigration and naturalization requirements, procedures and benefits.



ONA Opportunity Center – Albany

Albany Public Library - 161 Washington Avenue, 2nd Floor

Albany, New York 12210

REDC: Capital Region

Host Organization/Partners: Literacy New York - Greater Capital Region, Albany Community Action Partnership, The Legal Project, Public Library System, Legal Aid Society Northeast NY

Phone Number: (518) 427-4300

ONA Opportunity Center – Bronx

2155 University Avenue

Bronx, NY 10453

REDC: New York City

Host Organization/Partners: Research Foundation of CUNY/Bronx Community College

Phone Number: (718) 289-5100

ONA Opportunity Center – Bronx

401 East 145th St.

Bronx, New York 10454

REDC: New York City

Host Organization/Partners: Mercy Center

Phone Number: (718) 993-2789

ONA Opportunity Center – Dutchess

218 Church Street
Poughkeepsie, New York 12601
REDC: Mid-Hudson
Host Organization/Partners: Catholic Charities - Dutchess Community College
Phone Number: (845) 452-1400

ONA Opportunity Center – Erie

20 Herkimer Street
Buffalo, NY 14213
REDC: Western New York
Host Organization/Partners: Catholic Charities of Buffalo
Phone Number: (716) 842-0270

ONA Opportunity Center – Brooklyn

938 Kings Highway
Brooklyn, NY 11223
REDC: New York City
Host Organization/Partners: FEGS
Phone Number: (718) 998-3235

ONA Opportunity Center – Brooklyn

25 Thornton Street
Brooklyn, NY 11206
REDC: New York City
Host Organization/Partners: Opportunities for Better Tomorrow
Phone Number: (718) 387-1600

ONA Opportunity Center – Brooklyn

7111 5th Avenue
Brooklyn, NY 11209
REDC: New York City
Host Organization/Partners: Arab American Association
Phone Number: (718) 745-3523

ONA Opportunity Center – Monroe

87 North Clinton
Rochester, NY 14604
REDC: Finger Lakes
Host Organization/Partners: Rochester Collaborative for New Americans (Catholic Family Center), Rochester Public Library, Somali Community Western NY
Phone Number: (585) 232-1840

ONA Opportunity Center – Nassau

134 Jackson Street
Hempstead, NY 11550
REDC: Long Island
Host Organization/Partners: Economic Opportunity Commission of Nassau County
Phone Number: (516) 623-1472

ONA Opportunity Center – Nassau

187 Smith Street
Freeport, NY 11520
REDC: Long Island
Host Organization/Partners: Literacy Nassau
Phone Number: (516) 867-3584

ONA Opportunity Center – Manhattan

55 Exchange Place

New York, New York 10005

REDC: New York City

Host Organization/Partners: Hispanic Federation, Northern Manhattan Coalition for Immigrant Rights, ASPIRA, Community Association of Progressive Dominicans (ACDP)

Phone Number: (212) 233-8955

ONA Opportunity Center – Manhattan

560 West 181st Street

New York, NY 10005

REDC: New York City

Host Organization/Partners: Research Foundation of CUNY/Manhattan

Phone Number: (212) 568-4692

ONA Opportunity Center – Manhattan

165 Eldridge St.

New York, NY 10002

REDC: New York City

Host Organization/Partners: Chinese American Planning Council

Phone Number: (212) 941-0920

ONA Opportunity Center – Utica

309 Genesee Street

Utica, NY 13501

REDC: Mohawk

Host Organization/Partners: Mohawk Valley Resource Center for Refugees

Phone Number: (315) 738-1083

ONA Opportunity Center – Onondaga

527 Salina Street

Syracuse, NY 13202

REDC: Central New York

Host Organization/Partners: Catholic Charities of Onondaga County, Literacy Volunteers of Greater Syracuse, Interfaith Works of Central NY, & the Spanish Action League of Onondaga County

Phone Number: (315) 474-7428

ONA Opportunity Center – Orange

115 South Street

Middletown, NY 10940

REDC: Mid-Hudson

Host Organization/Partners: Catholic Charities - Orange County, Orange County Community College

Phone Number: (845) 344-6222

ONA Opportunity Center – Queens

92-10 Roosevelt Avenue

Jackson Heights, NY 11237

REDC: New York City

Host Organization/Partners: Make the Road

Phone Number: (718) 565-8500

ONA Opportunity Center – Queens

35-56 159th Street

Flushing, NY 11358

REDC: New York City

Host Organization/Partners: Korean Community Services, Chinese American Planning Council & MinKwon Center for Community Action

Phone Number: (718) 939-6137

ONA Opportunity Center – Queens

138-46 Northern Boulevard

Flushing, NY 11354

REDC: New York City

Host Organization/Partners: Young Men's Christian Association of Greater New York (YMCA)

Phone Number: (718) 961-6880

ONA Opportunity Center – Queens

74-09 37th Ave

Jackson Heights, NY 11372

REDC: New York City

Host Organization/Partners: Queens Community House

Phone Number: (718) 898-7461

ONA Opportunity Center - Staten Island

285 Vanderbilt Avenue

Staten Island, NY 10301

REDC: New York City

Host Organization/Partners: Young Men's Christian Association of Greater New York (YMCA)

Phone Number: (718) 981-4382

ONA Opportunity Center – Rockland

24 West Street

Spring Valley, NY 12231

REDC: Mid-Hudson

Host Organization/Partners: Haitian American Cultural and Social Organization

Phone Number: 845-352-5897

ONA Opportunity Center – Suffolk

1090 Suffolk Avenue

Brentwood, NY 11717

REDC: Long Island

Host Organization/Partners: Make The Road, CARECERN

Phone Number: (631) 231-2220

ONA Opportunity Center – Tompkins

315 North Cayuga Street

Ithaca, NY 14850

REDC: Southern Tier

Host Organization/Partners: Catholic Charities Tompkins/Tioga

Phone Number: (607) 272-5062

ONA Opportunity Center – Westchester

360 North Avenue

New Rochelle, NY 10801

REDC: Mid-Hudson

Host Organization/Partners: United Community Center of Westchester, New Rochelle Public Library

Phone Number: (914) 813-2896

ONA Opportunity Center – Westchester

46 Waller Ave

White Plains, NY 10605

REDC: Mid-Hudson

Host Organization/Partners: Westchester Hispanic Coalition, Westchester Community

Phone Number: (914) 948-8466

Appendix C

Summary of New York State Office for New Americans Agricultural Initiatives

Through the New York State Office for New Americans and the New York Department of State, New York State allocated \$300,000 in federal funds from the Appalachian Regional Commission (ARC) for agricultural entrepreneurship programs and business and workforce development projects that help New Americans contribute to the Southern Tier economy. Through this special New York State initiative, ARC resources are being used to provide New Americans with training and technical assistance in farm business management, production and marketing, affordable access to agricultural land, infrastructure and equipment, marketing support, and personalized mentoring from established farmers and small business support providers, as well as job placements and English-for-speakers-of-other-languages training and focused on communication in agriculture workplace.

The ARC is a federal partnership program that covers all or a portion of 13 states throughout the spine of the Appalachian Mountains and its foothills. New York State's federally defined Appalachian region consists of the following 14 counties: Allegany, Broome, Cattaraugus, Chautauqua, Chemung, Cortland, Chenango, Delaware, Otsego, Schoharie, Schuyler, Steuben, Tioga, and Tompkins. Organizations in the Southern Tier are further assisted by three Local Development Districts: Southern Tier East Regional Planning and Development Board headquartered in Binghamton, Southern Tier Central Regional Planning and Development Board headquartered in Corning, and Southern Tier West Regional Planning and Development Board headquartered in Salamanca. In New York State, the ARC provides support to communities and not-for-profit organizations in the Southern Tier to promote economic development, including workforce development partnerships.

The New York Department of State administers the New York State's Appalachian Regional Development Program. The Department sets the project goals, accepts and reviews applications, and submits projects to the ARC for federal assistance.

The New York State Office for New Americans agricultural initiatives include:

1. Groundswell New American Beginning Farmers Project

- a. Sponsor Name: Center for Transformative Action.
- b. Project Location/Service Area: Central NY region including Broome, Chemung, Chenango, Cortland, Schuyler, Steuben, Tioga and Tompkins.

This project will support the successful development of New American beginning farmers in the Central New York region through customized training and technical assistance in farm business management; production and marketing; affordable access to agricultural land; infrastructure and equipment marketing support; and personalized mentoring from established farmers and small business support providers. Groundswell has a strong commitment to training and supporting a new generation of farmers that reflects the diversity of culture, color, and class in our region and has developed practical and accessible training programs, mentoring networks and a farm business incubation system to support diverse new farmers. Support from the New Americans Initiative will help the sponsor address the language and cultural barriers and to target outreach and programs to more effectively serve New American beginning farmers.

Groundswell's new farmer training programs are similar to those of Grow NYC's New Farmer Development Training Project (<http://www.grownyc.org/greenmarket>) which educates and supports immigrants with agricultural experience to establish their own economically and environmentally sustainable small farm businesses.

Project outputs are projected as follows: eight-12 diverse "clusters" of New Americans in the service area will be identified and mapped; eight-12 support organizations and agencies in the service area will be engaged in helping Groundswell connect with potential trainees in cluster; 120 New Americans in the service area will receive detailed information, in their primary language, about opportunities for training and land access through the Groundswell Center; 12 New Americans will receive training in farm production, marketing and management, with translation/interpretation as needed. Project outcomes will include the following: A 10-acre Farm Enterprise Incubator site will be made available to New Americans; four New Americans will be assisted in actually establishing an agricultural enterprise at the Groundswell Farm Enterprise Incubator, where they will gain critical management experience while receiving ongoing support and mentoring 120 New Americans throughout the service area will have significantly greater awareness of and access to the training, resources, and support networks necessary for them to participate fully as producers in the growing local foods economy.

The demographics of farmers in our area will become more diversified in terms of culture, race, and ethnicity.

2. Establishing New Farmer Development for New Americans in the Southern Tier

- a. Sponsor Name: Southern Tier East Regional Planning Development Board (STE)
- b. Project Location/Service Area: Broome, Chenango, Cortland, Delaware, Otsego, Schoharie, Tompkins, & Tioga

This project will identify, educate and assist New Americans including refugees, legal immigrants, and new citizens in establishing economically and environmentally sustainable family farms along with value-added products in the Southern Tier. It will help the Center for Agricultural Development and Entrepreneurship (CADE) develop a partnership between STE, GrowNYC, SUNY Cobleskill, the Cornell Cooperative Extension, and others to accomplish five objectives.

- Build capacity to support New Americans
- Conduct outreach to and assessment of New American community needs in the region
- Deliver training and education to the New American community
- Identify farmland resources for New Americans
- Provide technical, legal and financial assistance and referrals

The anticipated outputs for STE's CADE Project will include the development of a whole farm planning course; three separate workshops on agribusiness essentials (20 participants per workshop); identification of five participant mentors; matching participants to mentors; development of strategies for farmland identification and matching; three land matches for New American farmers in the Southern Tier East; three new immigrant-owned farm businesses established; five aspiring New American farmers create budgets; three loan applications completed by New American farmers; three insurance applications completed by New American farmers; and five New American participants enrolled in English classes.

3. Jobs in Agriculture for Native Spanish-Speaking New Americans

- a. Sponsor Name: Cornell Cooperative Extension of Chautauqua County
- b. Project Location/Service Area: Chautauqua, Cattaraugus and Alleghany Counties

This project will enhance literacy, provide job skills training, recruit participants, work with local Farmers on Spanish speaking skill and cultural barriers, provide ESL Training, Tractor Training and Safety, OSHA for General Industry, Basic Animal Science, Basic Plant Science and/or Dairy Science training; and placement in on-site farm internships/work experiences through TANF or other job placement opportunities/subsidies. In addition a Job Coach/Instructor will act as liaison for farms and participants for follow-up and job retention.

Specific outputs include the following: 20 Hispanic Workers enroll in training; six-10 Farms are recruited for job placements; ten Hispanic Workers interview for internships/job; eight Hispanic Workers enroll in three months of job coaching/instruction while on the job.

Outcomes include: 15 of 20 successfully complete six classes; six Farms select workers and begin internships/jobs; eight are placed into internships/jobs; six successfully complete three months in internships/jobs and are hired.

4. A Path to Prosperity

- a. Sponsor Name: Challenge Industries, Inc.
- b. Project Location/Service Area: The project will be located in Tompkins County and will primarily serve recent legal Burmese immigrants been resettled in Tompkins County.

This project will bring together local educational, job training, business and financial, organizations to create a program to assist Burmese refugees who have resettled in the Ithaca, New York area to gain the language skills, career advisement, work experience and supports to achieve long-term financial security for project participants and their families. The project will offer training and apprenticeships that will prepare participants to help expand agricultural production in the Southern Tier and support, including financial assistance that will create opportunities for agricultural entrepreneurship and land ownership. The project will also provide assistance to participants to obtain employment in other growing sectors of the regional economy.

Specific outputs include the following: 15 participants will be enrolled in the project, develop a career plan and receive service coordination to connect with needed services and supports; 13 participants will successfully complete at least 60 days of transitional work experience; 12 participants will attend ESL or other academic skills training for minimum of

60 days; 10 participants will take part in at least one farm, business, or financial class; eight participants will take part in farm apprenticeships; six participants will attend at least four weeks of Job Club; and six participants will receive training/technical assistance to develop a start-up business, including development of a business plan. Outcome measures include the following: a. 12 participants will be employed with regular income within 12 months of enrollment, working for Challenge, another employer, or self-employed; b. ten participants and their supervisors will report significant gains in English skills; c. eight participants will continue to receive ESL or other literacy training for longer than six months; d. six participants will have IDA accounts, and four participants will lease land or purchase land, rent space or purchase equipment for a start-up business.

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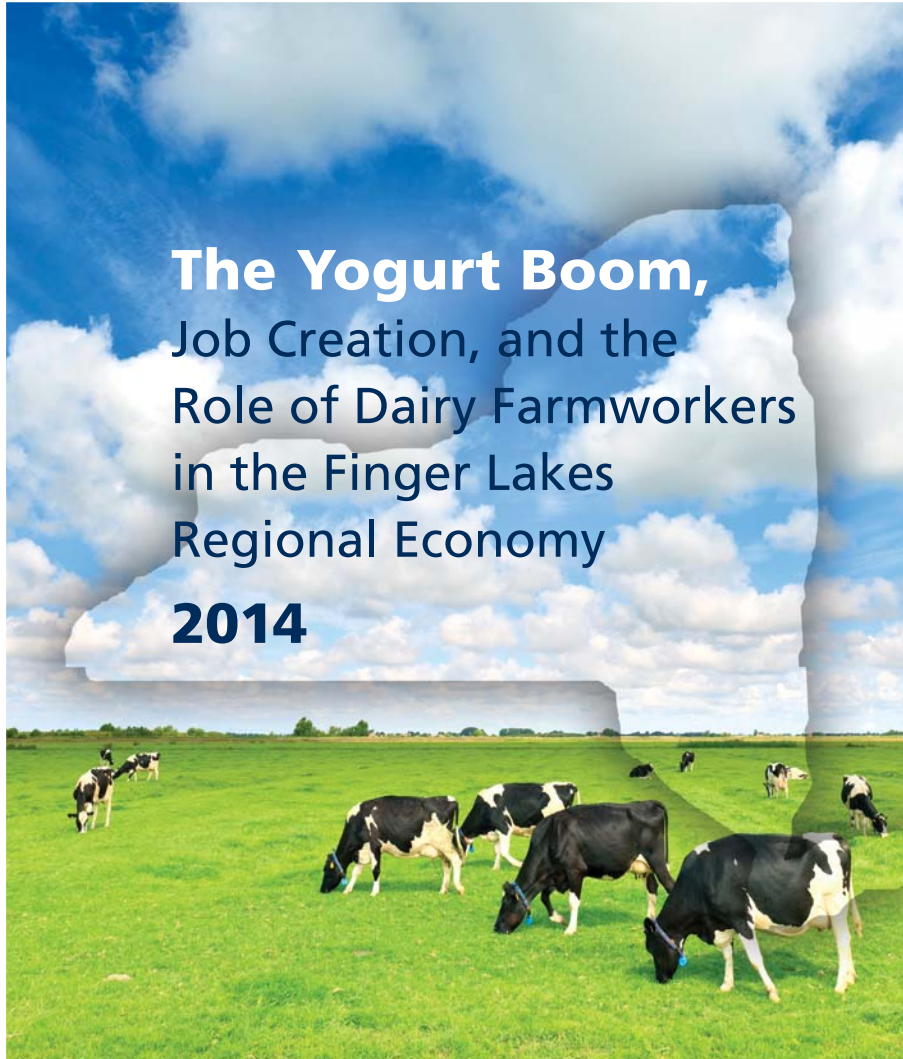
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Jorge I. Montalvo, Director, New York State Office for New Americans



The Yogurt Boom, Job Creation, and the Role of Dairy Farmworkers in the Finger Lakes Regional Economy **2014**

A PathStone Corporation, Cornell Farmworker Program,
and Cornell Cooperative Extension Collaborative Research Project

A project of the New York State Office for New Americans



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NWN Dairy, Livestock & Field Crops Team

