Response to the National Agriculture Workforce Strategy & Roadmap

Proposals to address workforce challenges in the fresh produce industry

March 2021



About the Australian Fresh Produce Alliance

The Australian Fresh Produce Alliance (AFPA) is made up of Australia's key fresh produce growers and suppliers. The members include:

- Costa Group •
- Perfection Fresh
- Montague
- One Harvest
- Pinata Farms
- Fresh Select
- Mackay's Banana Marketing

- Driscoll's
- 2PH Farms
- LaManna Premier Group
- **Rugby Farming**
- Freshmax
- Fresh Produce Group.

These businesses represent:

- half the industry turnover of the Australian fresh produce (fruit and vegetables) sector \$4.5 billion of the \$9.1 billion total
- a guarter of the volume of fresh produce grown in Australia 1 million of the 3.9 million tonne total
- more than a third of fresh produce exports \$410 million of the \$1.2 billion export total
- more than 1,000 growers through commercial arrangements, and
- more than 15,000 direct employees through peak harvest, and up to 25,000 employees in the grower network.

The key issues the AFPA is focusing on include:

- packaging and the role it plays in product shelf life and reducing food waste landfill,
- labour and the need for both a permanent and temporary supply of workers, •
- market access to key export markets for Australian produce, •
- product integrity both within and outside of the supply chain, •
- pollination and research into alternative sources, and •
- water security, including clear direction as to the allocation and trading of water rights. •

The AFPA's aim therefore is to become the first-choice fresh produce group that retailers and government go to for discussion and outcomes on issues involving the growing and supply of fresh produce.

Products grown by AFPA Member companies include:

Apples	Blueberries	Cherries	Nectarines	Raspberries
Apricots	Broccoli	Fioretto	Onions	Salad leaf
Asparagus	Broccolini	Green Beans	Oranges	Spinach
Avocado	Brussel Sprouts	Herbs	Peaches	Strawberries
Baby Broccoli	Butternut	Lemons	Pears	Sweet Corn
Baby Corn	Pumpkin	Lettuce	Pineapples	Table grapes
Baby Corn	Pumpkin	Lettuce	Pineapples	Table grapes
Bananas	Cabbage	Mandarins	Plums	Tomatoes
Beetroot	Cauliflower	Mango	Potatoes	Water Cress
Blackberries	Celery	Mushrooms	Cucumber	Wombok





Summary

The release of the National Agriculture Workforce Strategy has identified a number of opportunities and challenges for the horticulture industry, particularly around the engagement of more skilled and productive workers. In order to support the fresh produce industry to access an ongoing, skilled and productive workforce, the AFPA have recommended a number of programs to support industry and the implementation of the National Agriculture Workforce Strategy.

The recommendations outlined in the strategy and subsequent roadmap aim to:

- modernise agriculture's image
- create opportunities to attract, diversify and retain the workforce
- embrace innovation
- build skills for modern agriculture
- ensure agriculture workers are treated ethically and lawfully

In order to successfully address relevant recommendations from the report, the Australian government roadmap outlines four key themes. These themes will inform the shared focus for government and industry on strategies needed to realise a \$100 billion agriculture industry by 2030. The themes outlined are:

- 1. Securing the agricultural workforce
- 2. Skilling the agricultural workforce
- 3. Realising the potential of the agricultural workforce
- 4. Leadership and foundation work

In line with the themes identified for government and industry action, the AFPA have proposed a range of programs and initiatives to address each of these themes, and ultimately the recommendations in the workforce strategy report.

1. Securing an Agricultural Workforce

Focus on addressing challenges in securing the horticulture harvest workforce by addressing the importance of migrant workers through visa reform, specifically

- Increase and improve access to the Seasonal Worker Program and Pacific Labour Scheme
 Increase number of Seasonal Worker Program visas to 20,000 annually
- Introduce a Harvest Work Visa to reduce reliance on backpackers and provide better oversight of migrant employment

2. Skilling the agricultural workforce

Address the increased demand for skilled and technical roles in horticulture through the development of fit for purpose and job ready training and skills development programs

- Develop and fund a 'Horticulture Careers for Young Australians' program encouraging employers to provide further training and career development
- Build on graduate employment opportunities in industry to assist in attracting and retaining new graduates to the sector
- Address requirements for access to skilled, industry specific professionals in the food safety space by upskilling and training industry



3. Realising the potential of the agricultural workforce

Encourage greater compliance and workforce management within industry by ensuring industry can access relevant employment expertise and guidance

• Provide expert, on demand support for horticulture businesses in structuring their workforce legally, ethically and sustainably

4. Leadership and Foundation Work

Address the lack of available, suitable and affordable accommodation faced by industry and acknowledge this as a foundational challenge to the attraction and retention of an agricultural workforce across all skill levels

- Fund an accommodation audit across seven key horticulture production regions to understand availability of accommodation
- Work collaboratively across Federal, State and Local government to address accommodation challenges

The above policy and program proposals have been developed by the AFPA in consultation with members; this includes the General Manager (or equivalent) of Human Resources within each member business of the AFPA. Members of the AFPA are responsible for the direct employment of over 20,000 people annually and represent some of the largest employers in the horticulture sector.



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Introduction

Horticulture is the fastest growing sector in Australian agriculture, and in order to achieve the government's \$100 billion target, addressing challenges and realising opportunities in the horticulture sector is vital. In order to successfully address relevant recommendations from the report, the Australian government roadmap outlines four key themes. The themes outlined are:

- 1. Securing the agricultural workforce
- 2. Skilling the agricultural workforce
- 3. Realising the potential of the agricultural workforce
- 4. Leadership and foundation work

In line with the themes identified for government and industry action, the AFPA have proposed a range of programs and initiatives to address each of these themes, and ultimately the recommendations in the workforce strategy report.

Securing the agricultural workforce

The Australian Bureau of Statistics reports that Australian horticulture employs 72,800 people¹ across 11,490 individual businesses². Employment in horticulture can be separated into three distinct functional areas:

- 1. Harvest Labour: harvesting, picking, packing, planting and maintenance (e.g., pruning) of horticultural crops
- 2. Technical Expertise: skilled and semi-skilled roles including supervisors, agronomists, food technologists and food safety specialists
- 3. Management & Administration: farm managers, sales and marketing, category management, human resources and finance and accounting.

The fresh produce workforce is defined by a significant requirement for production/harvest labour roles, relative to output. This is demonstrated below in Figure 1.

TOTAL PRODUCTION					
HARVEST LABOUR 80%	TECHNICAL 15%	ADMIN & MANAGEMENT 5%			

Figure 1: Functional areas of fresh produce industry's workforce

In order to maintain and grow the output and profitability of the fresh produce industry, it is vital to consider how each component of the overall workforce functions. Workforce solutions and planning should be targeted at the three distinct areas of the overall fresh produce workforce:

- 1. The Harvest Workforce
- 2. Technical Roles
- 3. Managerial and Administrative Roles

The horticulture industry finds it challenging to secure and retain workers across the entire workforce, however, the challenges in securing harvest labour are increasingly acute and importantly underpin the viability of other higher skilled roles within industry. The majority of industry's harvest workforce is made up of migrant workers; in line with the themes in the government's roadmap, recognising that migrant workers will continue to play an important part in workforce composition is critical.

In order to address the importance of migrant workers to industry, visa reform is necessary.

Visa Reform: recognising the important role the migrant workforce plays

1. Increase access to Seasonal Worker Program and Pacific Labour Scheme

Objective: Increase industry's access to a productive, ongoing workforce and further enhance ties with the Pacific.

- Increase visas granted under the program to 20,000 annually
- Improve operation and administration of the programs



 $^{^{1}}$ ABARES (2018), Agricultural commodity statistics 2018

² ABS (2019). Agricultural Commodities 2017-18 Cat no 7121.0 Agriculture Workforce Strategy: Programs to address industry challenges 2021

2. Introduce a Harvest Work Visa

Objective: Appropriate address employers' requirements to source temporary migrants to fill roles with the harvest workforce

- Fill the gap between the WHM and SWP visa types to address industry's needs
- Create a 9-month visa type allowing workers from allocated countries to work in agriculture, with ability to return year on year
- Cap visas granted to 10,000 per year

Increase access to the Seasonal Worker Program and Pacific Labour Scheme

The Seasonal Worker Program allows workers to be employed in fresh produce for up to 9 months at a time on a returning basis. Many growers have had great success with this program. This program provides ongoing certainty to industry of the availability of a productive workforce while enhancing ties with the Pacific and Timor Leste. This program is critical to industry's success as it provides a regularly returning workforce; it is documented that returning workers are more productive than new entrants to industry.

Industry proposes to lift the number of workers that can be accessed annually through this program from 12,000 to 20,000 immediately to address the significant decrease in the number of WHM in Australia and provide more certainty to industry around access to a harvest workforce into the future.

It is recommended that the administration and operation of this program is improved to assist employers and SWP workers to have better certainty over working arrangements and management of worker health and wellbeing during employment in Australia. Improved administration and operation of the program would further assist in alleviating industry's workforce pressures.

Introduce a Harvest Work Visa

The current visa settings do not appropriately allow employers to source temporary migrants to fill roles within the harvest workforce. This has created a variety of unintended consequences, which have been highlighted during COVID19, such as an over-reliance on workers under the WHM program.

Industry requires a visa that takes the elements from both the WHM and SWP programs to address labour concerns. Principally; secures a workforce that wants to work and enables workers to move between employers at their own discretion.

At a high level, the Harvest Work Visa (HWV) proposes to allow visa holders to access roles within the agricultural harvest workforce for up to 9 months at a time, with the ability to return to Australia year on year, within the visa parameters. Importantly, this visa would offer visa holders the flexibility to work for an employer of their choice during their time in Australia. This enables workers to relocate according to work locations and seasonal peaks. It is proposed that this visa type allows workers from South East and North Asia to apply, with countries proposed to be included: Malaysia, Taiwan, Philippines, Thailand and Vietnam.

The program should initially be capped at 10,000 visas per year, with an opportunity to review these numbers. An outline of the visa is provided below:

Harvest Work Visa Outline

Stay: 9 months (aligned with SWP) Conditions:

Have proof of employment from an Australian employer that is either a:
 Farming Business; involved in primary production of food and fibre OR



- Labour Hire Companies that are:
 - Licensed under a federal, state or territory labour hire licensing scheme
 - Approved Employers under the Seasonal Worker Program or Pacific Labour Facility.
- Employment offer must be for a minimum of 12 weeks
- Applicants must undergo a police and health check before visa is granted and maintain health insurance while in Australia
- Applicants must be able to demonstrate financial resources to return home
- This visa can only be applied for outside of Australia
- Continue to satisfy the criteria for the visa (i.e. ongoing employment in an agricultural sector)

A full proposal for the Harvest Work Visa, including implementation options is available here.

Skilling the agricultural workforce

While the majority of roles in fresh produce are dominated by harvest labour positions in number, technical roles in fresh produce employ predominantly Australians and permanent residents in long term, full time roles in regional communities. As industry grows, both in terms of increased production and value, so do the requirements for skilled technical roles in fresh produce businesses.

Examples of these roles in the fresh produce industry are agronomists, entomologists, horticulture growers, engineers, quality assurance professionals, food technologists, technicians, electricians, irrigation specialists and machine operators.

While many of these roles are filled by Australians and permanent residents, the sector faces significant challenges in encouraging Australians to move to regional communities, even for ongoing fulltime roles. Further, the specialised skill sets of a number of technical roles in produce means there are often few professional training options and pathways for Australians.

The challenge with a number of technical roles in horticulture is that individual employers are responsible for training and skill development, in the absence of professional pathways. The Government's policy framework must support skills and training programs which ensure people are equipped to be job ready.

In recognizing the importance of skilling, the horticulture workforce across core areas, the AFPA have developed three program areas of skill development:

1. Introduce a Horticulture Careers for Young Australians program

Objective: support young Australians and employers to expand the careers in the horticulture industry. This program responds to the demands for Australian horticulture farmers, large and small, for skilled supervisors and technicians.

- 2 year trial program
- Up to 500 roles available for trainee supervisors (potential other roles are Quality Officers, Irrigation Technicians, Machinery Operators)
- Each applicant would be employed by a horticulture business for the two year period of the trial
- Each applicant would complete a Certificate III or IV in Production Horticulture within the two years completion of the program.

2. Introduce a Graduates for Fresh Produce Management Program

- Objective: continue the expansion of graduate roles in the fresh produce sector
 - 2 year trial program



- Up to 200 graduate roles for fresh produce businesses
- Up to \$20,000 payment to fresh produce employer

3. Build necessary skills and competency in food safety

Objective: Drive the adoption of food safety in Australian horticulture through knowledge sharing, workshops and training

- Develop a Food Safety Centre of Excellence to deliver industry led training to upskill existing workforce on food safety requirements
- Provide a platform for industry to share information and knowledge on food safety management
- Drive improved food safety culture through industry engagement and enhanced skills and knowledge

Horticulture Careers for Young Australians Program

The Australian horticulture industry is a rapidly growing sector providing employment opportunities across Australia. However, COVID19 is negatively affecting the employment opportunities for young Australians in rural and regional Australia, while employers are facing uncertainty which is affecting their ability to take on new employees.

This program 'Horticulture Careers for Young Australians' will support young Australians and employers to expand the careers in the horticulture industry through the recovery from COVID19. This program responds to the demands for Australian horticulture farmers, large and small, for skilled supervisors and technicians.

Structure

- 2 year trial program
- Up to 500 roles available for trainee supervisors
 - Potential other roles are Quality Officers, Irrigation Technicians, Machinery Operators
- Each applicant would be employed by a horticulture business for the two year period of the trial
- Each applicant would complete a Certificate III or IV in Production Horticulture within the two years completion of the program.

Eligibility

- Must be Australian Citizens or Permanent Residents
- Applicants must complete 20 days of employment with a prospective employer before being accepted into the program
 - This will ensure that the prospective employee and the employer enter into an agreement after suitable introductions

Funding

- The Australian Government would provide total payments of \$20,000 to the employing agricultural business over the two year period
- The costs of education (Certificate III or IV) would be met by existing arrangements for TAFE courses.

Employer Eligibility

- Have been in operation for 5 years or more
- Meet commitments to employ trainee on a permanent basis over the two year program

Restrictions

- No single employer can employ more than 4 trainees under the program
- The first round of applications from employers must be balanced across key horticulture growing regions, and balanced across a range of small, medium, and large employing farm businesses



- If the program is under subscribed, a second round of assessments will be undertaken to match potential employers with applicants, with the objective of filling the program.

Graduates for Fresh Produce Management

The Australian horticulture industry is a rapidly growing sector providing employment opportunities across Australia. However, COVID19 is negatively affecting the employment opportunities for young Australians in rural and regional Australia, while employers are facing uncertainty which is affecting their ability to take on new employees.

This program 'Graduates for Fresh Produce Management' will support young Australians and employers to expand the careers in the horticulture industry through the recovery from COVID19. This program responds to the demands for Australian horticulture businesses for middle management roles.

Structure

- 2 year trial program
- Up to 200 roles available for graduates
 - (Potential roles include sales and marketing, HR, Finance, Food Technology)
- Each applicant would be employed by a horticulture business for the two year period of the trial

Eligibility

- Must be Australian Citizens or Permanent Residents
- Applicants must complete 3 months of employment with a prospective employer before being accepted into the program
 - This will ensure that the prospective employee and the employer enter into an agreement after suitable introductions

Funding

 The Australian Government would provide total payments of \$20,000 to the employing agricultural business over the two year period

Employer Eligibility

- Have been in operation for 5 years or more
- Meet commitments to employ graduate on a permanent basis over the two year program

Restrictions

- No single employer can employ more than 2 graduates under the program
- The first round of applications from employers must be balanced across key horticulture growing regions, and balanced across a range of small, medium, and large employing farm businesses
- If the program is under subscribed, a second round of assessments will be undertaken to match potential employers with applicants, with the objective of filling the program.

Building necessary skills and competency in food safety

The production of safe food is critical to the ongoing growth of the fresh produce industry. It is vital that industry has access to expertise to better skill our workforce to ensure the ongoing production of safe food. While a number of larger businesses are able to invest in expertise and full-time roles in this area, a number of smaller businesses find it challenging to access this expertise on an ongoing basis.

The program aims to address the ongoing development of best practice through engagement via a regular with technical managers in horticulture, while providing an extension resource/s to then assist in upskilling industry with this latest best practice via workshops and training.



Structure:

Use an existing organization (such as the Fresh Produce Safety Centre) as a vehicle for creating a hub of food safety knowledge, expertise, and capability within industry.

The organisational vehicle for the centre of excellence must be independent, commercially led, which can demonstrate specialist expertise and operational engagement with industry.

Process:

The Food Safety Centre of Excellence will:

- Operate as a forum for national technical managers to discuss current challenges and opportunities, share knowledge and engage with the entire supply chain for the purposes of adoption of world best practice, and
- Share that knowledge with all businesses in the horticulture industry through workshops, training and industry communications

Outcome:

The entire Australian horticulture adopts best practice food safety practices throughout the supply chain.



Realising the potential of the agricultural workforce

The government's roadmap outlines the important of recognising and supporting initiatives to ensure workers and treated ethically and fairly, while also encouraging improvements in workforce planning, management practices and capability.

The figure below, demonstrates that there are approximately 6,000 fruit and vegetable growing business that employ up to 20 employees. This cohort of industry are small businesses and face similar challenges around access to affordable expertise as the rest of the economy.

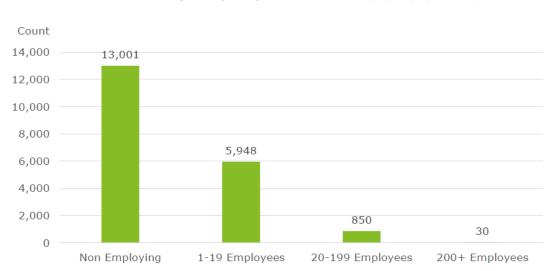


Chart 2-3: Number of fruit and vegetable growing business in Australia, by employee count, 2019

Source: ABS Counts of Australian Business, including Entries and Exits, Cat. No. 8165.0, June 2019 Notes: includes same categories as above. Totals may not add due to rounding and other discrepancies. Count includes persons who receive remuneration in wage or salaries or are paid a retainer fee by their employer. Excludes non-salaried directors, volunteers, persons paid by commission only, and self-employed persons such as consultants and contractors.

In order to address the objective outlined in the roadmap of encouraging improvements in workforce management practices and ensuring compliance with legal and ethical employment industry, the AFPA have provided an outline of a draft program that would provide assistance to support industry to better structure their workforce.

1. Support greater structuring of industry workforce

Objective: Assist horticulture producers need to structure their workforce legally, ethically, profitably and for the long term

- a. Provide expert, on demand, support for up to 2,000 horticulture businesses
- b. improve industry practice and reputation, and improved conditions for workers.

Support greater structuring of industry workforce

Horticulture producers need to structure their workforce legally, ethically, profitably and for the long term. With the changes to the horticulture award and the continued expansion of the industry it is vital that producers draw on appropriate external HR and legal advice. As industry implements modern HR practices and processes, this program will support growers to adopt the required changes.

Proposal

The Government deliver a one-off 2 year program to establish links between producers and professional advisors.



Structure

- Up to 2,000 growers have access to 10 hours HR or legal advice with independent firms contracted to provide advice.
- Producers must grow horticultural produce, employ people and have fewer than 100 employees (Full Time Equivalent)

Process

- Undertake a tender process to select 3 independent, qualified firms to provide the advice to growers
- First 1,000 producers to apply in the first year receive up 10 hours HR or legal advice which must be used in a 12-month period
- Growers contact one of the three nominated HR and legal providers
- In the second year, the program is open to another 1,000 producers

Outcome

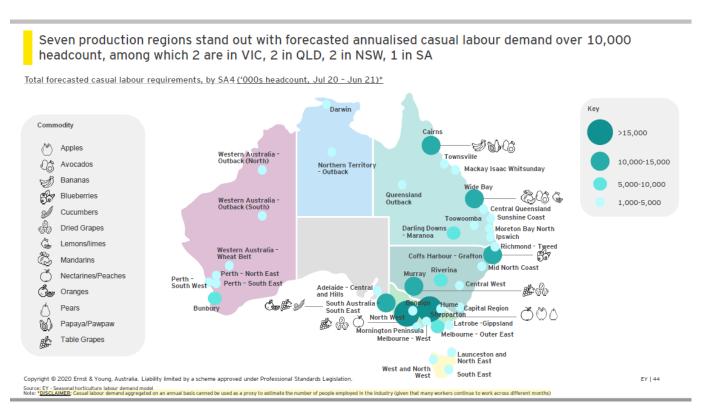
Horticultural producers receive qualified HR and legal advice on structuring their workforce, which will improve industry practice and reputation, and improved conditions for workers.



Leadership and foundation work

The government's roadmap to address the National Agriculture Workforce Strategy, outlines that there is a requirement for foundation work and leadership to underpin delivery of the strategy and roadmap themes. Identified in the Workforce Strategy and Roadmap is the importance of data in providing a benchmark to understand workforce supply and demand.

The AFPA supports this objective and the importance of data in understanding workforce. Data collected by industry to date, demonstrates that there are seven regions across Australia that have an annualized labour demand of over 10,000 people.



These seven regions should be considered areas of priority in industry, given they represent significant areas of employment and production. The AFPA believe that accommodation, in terms of access, quality, cost and availability, is a critical and foundational challenge in the horticulture industry.

Accommodation in the fresh produce industry is a key underpinning challenge that limits both workforce access through physical constraints (i.e., not enough available accommodation) as well as perceived attractiveness of roles (i.e., high cost of accommodation or suitability of accommodation). Understanding the importance of suitable regional accommodation in underpinning the workforce, the AFPA have outlined a specific initiative to assist in addressing this issue, as well as a broad brief on this challenge.

1. Address shortfall of regional accommodation

Objective: Address the critical shortfall of accommodation in 7 production regions that attract >10,000 harvest workers annually

- a. Undertake an "accommodation audit" that identifies existing suitable accommodation for harvest workers
- b. Develop planning principles and framework to support the development of accommodation for harvest workers across key regions, councils, and states
- c. Support the scoping of individual accommodation projects by developing proposals and work with commercial parties



Accommodation in the Fresh Produce Industry

Fruit and vegetable production is concentrated in regional and rural Australia. As a result of the regional locations of fresh produce production, there is a requirement for harvest workers to relocate to, and temporarily live-in regions to undertake horticulture work.

Changing employment practices, specifically the move away from exclusive use of labour hire contracts, and increased use of dedicated visa streams such as the Seasonal Worker Program are driving changes in the requirements for accommodation for horticulture workers.

To meet the challenges and opportunities for accommodation for horticulture workers, broad principles around accommodation must be considered when developing solutions and forward planning.

Employment Practices and Accommodation Requirements

Harvest roles in the fresh produce industry are regionally located and are seasonal. This means many harvest roles are short term, with many roles lasting between 6 weeks and 6 months. The harvest workforce in the fresh produce industry is made up of temporary visa holders and Australians. The predominant types of visa holders in the industry are:

- Working Holiday Makers (WHM)
- Seasonal Worker Program (SWP)
- o Alternative temporary visas as proposed by industry, e.g. Harvest Work Visa and Agriculture Visa

WHMs or "backpackers" in many instances are only engagement in horticulture work for 3 months, before returning to their holidays or other work types in Australia. These workers commonly utilise accommodation such as hostels and camping grounds. These types of group style accommodation are commonly used by these workers during their holidays in Australia.

SWP workers are employed in horticulture for the duration of their visa length, often working with only one employer for 9 months. The SWP program required the provision of suitable and approved accommodation for workers for the duration of their time in Australia. Unlike Australians, and WHM, the accommodation is the responsibility of the employer.

Australians that undertake harvest roles may in the first instance be local to the production location and therefore not typically require accommodation. Those that relocate regularly for harvest work are responsible for sourcing and paying for their own accommodation.

Industry is moving to direct employment of workforce, specifically, decreasing the use of labour hire providers. This means that increasingly growers are the direct employers of harvest workers, and are therefore more engaged in the provision of accommodation for their workforce.

Key Accommodation Principles

Appropriate accommodation is vital to attracting and retaining a harvest workforce in horticulture. The follow principles outline industry's position on accommodation:

- 1. Accommodation Standards
- 2. Development and increased use of on farm accommodation



3. Cooperation between stakeholders

Accommodation standards

Workforce accommodation must be fit for purpose and in good condition and meet minimum requirements. These standards should be applicable to all accommodation offered by growers and labour hire providers. Evidence of meeting all the following standards is required prior to occupancy:

- All building codes and standards;
- All health, safety and hygiene standards;
- All fire safety regulatory standards;
- Evidence that the accommodation has the relevant approvals for the number of people sought to be accommodated or utilising the building

In addition to the above all amenities should be maintained and cleaned to an appropriate standard for the use of those occupying the accommodation.

Development and increased use of on farm accommodation

Given the greater level of responsibility growers are undertaking in their employment practices, there will be an increased interest in providing on farm accommodation. On farm accommodation provides greater oversight of facilities, and ability to provide services and support than off site accommodation. Further development of on farm accommodation should be encouraged and supported by:

- Policy development allowing for the provision for this type of accommodation under planning requirements and regulations
- o Greater engagement with local communities around requirements for on farm accommodation

Cooperation between stakeholders

To best manage the challenges and opportunities for accommodation for harvest workers, all involved parties must be committed to cooperating to achieve the best outcomes. Accommodation stakeholders include growers, employers, local governments/councils, state and federal government.

Address shortfall of regional accommodation

Objective: Address the critical shortfall of accommodation in 7 production regions that attract >10,000 harvest workers annually

- a. Undertake an "accommodation audit" that identifies existing suitable accommodation for harvest workers
- b. Develop planning principles and framework to support the development of accommodation for harvest workers across key regions, councils, and states
- c. Support the scoping of individual accommodation projects by developing proposals and work with commercial parties

