

Australian Government

Safety, Rehabilitation and Compensation Commission



COST RECOVERY IMPLEMENTATION STATEMENT

For activities and functions of the Safety, Rehabilitation and Compensation Commission and Comcare under the Safety, Rehabilitation and Compensation Act 1988 and Work Health and Safety Act 2011 relating to self-insured licensees under the Safety, Rehabilitation and Compensation Act 1988

2024-25

Cost recovery involves government entities charging individuals or non-government organisations some or all of the efficient costs of a specific government activity. This may include goods, services or regulation, or a combination of them. The Australian Government *Cost Recovery Guidelines 2014*¹ sets out the overarching framework under which government entities design, implement and review cost recovered activities.

¹ The Cost Recovery Guidelines are available at <u>https://www.finance.gov.au/resource-management/charging-</u> <u>framework/</u>

1. INTRODUCTION

1.1 Purpose of the Cost Recovery Implementation Statement (CRIS)

This CRIS provides information on how the Safety, Rehabilitation and Compensation Commission (Commission) and Comcare implement cost recovery for their activities and functions under the Safety, Rehabilitation and Compensation Act 1988 (SRC Act) and Work Health and Safety Act 2011 (WHS Act)2 relating to self-insured licensees under the SRC Act.

It also reports financial and non-financial performance information for these activities and contains financial forecasts for 2024-25 and three forward years. The Commission and Comcare will maintain the CRIS until the activities or cost recovery for the activities has been discontinued.

1.2 Description of the activity

The SRC Act establishes the Commission and Comcare.

Commission

The Commission is established under the SRC Act and is issuing authority and regulator of self-insurance licences under the SRC Act. The Commission is an 11-member body, with Members (other than the Chief Executive Officer of Safe Work Australia) appointed by the Minister for Employment and Workplace Relations. Members have experience relevant to the Commission's functions and can represent views of stakeholders in the Comcare scheme3.

Comcare

Comcare is established under the SRC Act and is a Corporate Commonwealth entity under the *Public Governance, Performance and Accountability Act 2013* (PGPA Act). Comcare is the national work health and safety regulator under the WHS Act. Comcare has responsibilities and functions in relation to its scheme and provides support to the Commission under the SRC Act.

Comcare and the Commission regulate entities that have been granted a self-insurance licence (licensees) under the Comcare scheme. These activities support licensees meeting the requirements of the SRC Act, the WHS Act and any requirements of a licensee's licence. Comcare and the Commission recover the costs of these activities through licence fees.

Cost recovery is appropriate because:

• the activities can be attributed to a defined group of users (licensees) and costs can be allocated to activities

²Most licensees commencing after 1 January 2012 are not covered by the WHS Act unless coverage under the WHS Act is prescribed by the Minister or provided for in legislation.

³ The scheme provides all scheme employers with an integrated safety, rehabilitation and compensation system, no matter what Australian state or Territory an employer operates in or where its employees are located.

in a reasonable and transparent manner;

- licensees hold the approval through their self-insurance licence to accept and manage their own workers compensation claims; and
- the application of cost recovery is consistent with the government's policy objectives.

Costs are payable by:

- organisations that have been granted a self-insurance licence (licensee); or
- organisations that apply for a self-insurance licence from the Commission (prospective licensee).

2. POLICY AND STATUTORY AUTHORITY TO COST RECOVER

2.1 Government policy approval to cost recover the activity

The legislative process, including Explanatory Memoranda for the original and amending legislation, and the passage of the SRC Act and the WHS Act by the Australian parliament, provides evidence of Government policy approval to cost recover activities related to licensees.

2.2 Statutory authority to charge

Licence Fees and Licence Application Fees

Section 104A of the <u>SRC Act</u> establishes the authority for the Commission to charge for its regulatory functions and activities, and the regulatory functions and activities of Comcare by issuing licence fees. Under section 89R(1) of the <u>SRC Act</u> Comcare's CEO is delegated authority to estimate the amount payable by each licensee in a financial year, and the amount payable for a licence application.

3. COST RECOVERY MODEL

The cost recovery model allocates costs to three main pools:

- Safety, Rehabilitation and Compensation Commission costs
- Comcare WHS Act functions and activities costs, and
- Comcare SRC Act functions and activities costs.

Diagram 1 shows this in further detail.

SAFETY, REHABILITATION AND COMPENSATION COMMISSION AND COMCARE COST RECOVERY—CONCEPTUAL OVERVIEW OF CHARGING ARRANGEMENTS

	SAFETY, REHABILITATION AND	COMPENSATION COMMISSION	COMCARE (WHS ACT FU	NCTIONS AND ACTIVITIES)	COMCARE (SRC ACT FU	NCTIONS AND ACTIVITIES)	
Functions and activities:	Ongoing functions: > Ensure equity of outcomes > Advise the Minister > Issue guidelines > Reviews (premiums etc) > Determine licence fees > Self-insurance licences (monitor) > WHS consultation forum	Variable functions: > Self-insurance licences (applications, financial monitoring and regulatory actions, renewal) > SRCC continuous improvement	Ongoing functions: > Advise the Minister > Advise and inform on WHS > Promote and support education and training > Collect, analyse and publish statistics relating to WHS > Encourage relationships between duty holders and persons to whom they owe duties > Information sharing across jurisdictions	Variable functions: > Monitor and enforce compliance > Comcare WHS continuous improvement	Ongoing functions: Variable functions: > Advise the Minister > Research (individual req > Cooperate with other bodies > Comcare SRC Act contin improvement > Promote rehabilitation strategies > Publish guidelines and materials > Determine regulatory contributions and collect > Collect licence fees > Maintain contact with rehabilitation authorities > Part III rehabilitation powers		
Types of operating costs	 SRCC costs SRCC support costs (eg secretoriat, account management, legal services) Corporate costs (property, ICT etc) 	 Licence application costs Monitoring and regulatory action costs Prudential and financial costs SRCC continuous improvement project costs 	 Comcare costs (WHS) Corporate costs (property, ICT etc) Legal costs (WHS) 	 Comcare costs for enforcement actions Comcare costs for WHS audits (premium payers) Comcare continuous improvement project costs 	 Comcare costs (SRC) Corporate costs (property, ICT etc) Legal costs (SRC) 	 Research requests costs Comcare costs for regulatory activities Comcare continuous improvement project costs 	
Paid by:	 Licensees Entities and Commonwealth Authorities 	 > Licence applicants > Licensees 	 Enlities, Commonwealth Authorities and Public Authorities Licensees covered by the WHS Act Australian Defence Force 	 Entities, Commonwealth Authorities and Public Authorities Licensees covered by the WHS Act Australian Defence Force 	 Entities and Commonwealth Authorities Licensees 	 Entities and Commonwealth Authorities Licensees 	
Charging methodology:	 Further distribute costs within licensees by entity Further distribute costs within Entitles and Commonwealth Authorities by FTE 	 > Licence application fees charged to licence applicants > Monitoring and regulatory action costs charged to licensees individually > Improvement projects costs negotiated per project subject to balance of cost recovered funds 	 > Split cost of functions and activities between groups (% split) > Further distribute costs within licensee group by 100% FTE > Further distribute costs within the Entities, Commonwealth Authorities and Public Authorities groups by 100% FTE > Apply ADF portion of costs to ADF only 	 Compliance costs charged to entities incurring Improvement projects costs negotiated per project subject to balance of cost recovered funds 	 > Split cost of functions and activities between Licensees and Entities and Commonwealth Authorities (% split) > Further distribute costs within licensee group by 100% FTE > Further distribute costs within the Entities and Commonwealth Authorities by 100%FTE 	 Regulatory costs charged to entities incurring Improvement projects costs negotiated per project subject to balance of cost recovered funds 	

3.1 Outcomes and business processes of the regulatory charging activity

Outcome

Comcare's purpose is to promote and enable safe and healthy work. To achieve this purpose, Comcare has five strategic priorities:

- excellence in service provision;
- engagement with our stakeholders
- prevention and early intervention across our scheme
- insight driven and risk and evidence-based practice; and
- being adaptive and sustainable in the face of change.

Licence fees fund the regulatory activities of the Commission and Comcare to ensure that licensees are compliant with the requirements of the SRC Act, the WHS Act and any conditions of their licence.

Business Process

There are three broad categories business processes:

- The Commission's functions and activities;
- Comcare WHS Act functions and activities, and
- Comcare SRC Act functions and activities.

3.2 Costs of the regulatory charging activity

The regulatory charging activity consists of costs incurred by the Commission and Comcare in carrying out their respective functions under the SRC Act and WHS legislation⁴ that are reasonably referrable to a licensee.

Comcare splits these costs into ongoing and variable functions and activities.

Ongoing costs

Ongoing costs cannot be directly attributed to an individual licensee. In some cases, the data to support attribution at the individual licensee level is not available, or it would be inefficient and costly to develop and maintain a model that allows cost recovery to such a precise degree.

The cost of ongoing functions are the full operating costs of the business areas within Comcare that perform functions and activities for the categories of work identified in section 3.1.

The full operating costs comprise of:

⁴ The Occupational Health and Safety Act 1991, the Work Health and Safety Act 2011, and the Work Health and Safety (Transitional and Consequential Provisions) Act 2011.

- costs for staff working directly on the functions and activities;
- supplier expenses involved in the delivery of the functions or activities; and
- a proportion of Comcare's corporate costs (that is, a proportion of property, finance, human resources, information technology and other corporate costs).

Variable costs

These relate to variable activities that are performed for a specific licensee, for example, a scheduled review for a particular licensee. The main cost drivers for variable activities are the total direct labour effort of each activity. Total direct labour effort is calculated using hourly rates based on salaries outlined in Comcare's enterprise agreement and includes the full direct employee cost (direct costs) together with a proportion of Comcare's corporate costs. Resources included in direct costs are:

- employee's salary; and
- employee's superannuation and leave entitlement.

The tables below provide a breakdown of the total costs within the scope for cost recovery for this statement. The 2024-25 estimated cost for ongoing functions and activities is outlined below, as well as the 'per unit' cost of variable functions and activities.

Table 1. Safety Rehabilitation and Compensation Commission costs

Activities	Total estimated cost for 2024-25
Ongoing functions and activities	
Commission costs	\$2,711,451
This item includes Commission meeting costs, travel,	
member remuneration and supplier costs.	
Commission Support costs	\$493,079
This item includes secretariat, advice and support services.	
Commission data warehouse; scheme data management and reporting costs	\$366,073
This item includes management of data in Comcare's systems, maintenance and support of these systems, providing analysis and producing reports.	
Corporate costs	\$2,177,302
This item includes corporate costs for human resource management, property, information and communication technology, learning and development, finance.	
Legal costs	\$212,122
This item includes the costs of legal advice.	
Variable functions and activities	
Licence application costs	Actual cost of delivering activity.
This item includes the cost of assessing applications for licences and	
issuing licences throughout the year.	
Licence extension and variation costs	Actual cost of delivering activity.
This item includes the costs involved in an extension or variation of a current self-insured licensee's licence.	
Monitoring costs – Licence Compliance and Performance Model	Actual cost of delivering activity.
(LCPM)	
This item includes: 1. Scheduled Review Year Two	
 Scheduled Review Year Two Scheduled Review Year Six 	
3. Extensive Review	
4. Targeted Review	
5. Ad-hoc Review initiated by Comcare as required Extensive Review	
Prudential and financial costs	Per unit costs:
This item includes financial review and monitoring as prescribed by the Commission.	
 Annual monitoring against Commission financial indicators Quarterly continuous monitoring 	1. \$5,408 per report 2. \$3,227 per report

Table 2. Comcare – WHS Act functions and activities

Activities	Total estimated cost for 2024-25
Ongoing functions and activities	
Comcare costs	\$8,025,153
This item includes:	
 notifications management regulatory operational support activities collect, analyse, report, and publish statistics relating to WHS participating in multi-jurisdiction forums advice and support provided through the helpdesk and website providing information and advice in the field and national forums, targeted forums and presentations. 	
Corporate costs	\$4,703,107
This item includes corporate costs for human resource management, property, information and communication technology, learning and development, and finance.	
Legal costs	\$948,255
This item includes the costs of legal advice (not prosecutions, as this cost is appropriation funded).	
Variable functions and activities	
Comcare costs for targeted compliance and	Per unit costs:
 enforcement actions This item includes: 1. Investigation 2. Inspection 3. Responding to PIN disputes 4. Responding to entry permit holder disputes 5. Responding to Work Group and WHS Committee disputes 6. WHS Undertakings 7. Regulatory Programs 	 \$29,502 \$8,822 \$3,619 \$2,343 \$2,343 Actual cost of delivering activity Actual cost of delivering activity
 Note: Regulatory Programs are prospective programs where charging will only occur where the licensee has been consulted. 	

Activities	Total estin	nated cost for 2024-25
Matters charged for under Schedule 2 of the WHS Regulations	Per unit costs	Total items utilised
1.1 Approval of course of training in work health and safety	1.1 \$5,500 2.1 \$550	1.1- 0 2.1- 0
2.1 Approval of course of training in workplace entry byWHS entry permit holders2.1 A Application for high risk work licence	2.1 A \$65 2.1B \$30 2.1C \$30	2.1 A - 0 2.1 B - 0 2.1 C - 0
2.1 B Application for replacement licence document 2.1 C Application for renewal of high-risk work licence	2.2 \$90 2.3 \$100 2.4 \$100	2.2 - 3 2.3 - 700 2.4 - 423
2.2 Application for registration2.3 Application for registration2.4 Application for renewal	2.5 \$30	2.5 - 0
2.5 Application for a general construction induction training card		
These services are charged on an as used basis separate to the license fees.		

Table 3. Comcare – SRC Act functions and activities

Activities	Total estimated cost for 2024-25					
Ongoing functions and activities						
Comcare costs	\$2,959,506					
This item includes:						
 research, information and statistics management – collect, analyse, report, share policy and regulatory practice advice and support – scheme guidance, Permanent Incapacity guide participate in multi-jurisdiction forums – Safe Work Australia, Technical Advisory Groups, Special Interest Groups, Heads of Worker Compensation Authorities advice and support education, forums, presentations oversight of rehabilitation providers reporting – for example, corporate governance, Commission, Ministerial, Safe Work Australia. 						
Corporate costs	\$1,157,572					
This item includes corporate costs for human resource management, property, information and communication technology, learning and development, finance.						
Legal costs (SRC)	\$502,857					
This item includes scheme significant litigation management and legal advice.						

3.3 Design of cost recovery charges

The licence fee is a regulatory charge that aims to recover the costs associated with the regulation of licensees by Comcare and the Commission.

Cost recovery arrangements are used to drive improved performance and compliance across licensees through increased licence fees (driven by an increase in variable activities) for licensees who do not meet compliance and performance benchmarks and targets.

Commission Ongoing Functions and Activity Costs

Most of the ongoing function and activity costs of the Commission are allocated to licensees due to the role the Commission plays in their regulation under the SRC Act. These ongoing costs are distributed across licensees at the start of the financial year by dividing the total estimated cost by the total number of entities.

Commission Variable Functions and Activity Costs

Variable functions and activities are charged in arrears for those activities conducted between 1 January 2023 and 31 December 2023 in the regulation of individual licensees, when determining the 2024-25 licence fees.

Comcare Ongoing Functions and Activity Costs

The costs of Comcare's SRC and WHS ongoing functions and activities in regulating licensees are distributed across those licensees according to their coverage at the start of the financial year on a total full time equivalent (FTE) pro rata basis.

A 100 percent FTE split has been adopted for ongoing costs as the number of FTE of an entity is a large driver for the activities of Comcare with respect to that entity. The FTE total used to calculate costs represents FTE as reported by licensees.

Comcare Variable Functions and Activity Costs

Variable functions and activities are either costed by a fixed per-activity cost, or on a time and material basis (at cost).

A fixed per-activity cost is used for activities where the process is highly predictable. This type of charge covers the estimated direct and corporate costs of a Comcare officer performing the activity.

At cost charging is used for activities where the time and effort required varies significantly and must be assessed on a case-by-case basis.

All variable functions and activities (fixed per-activity and at cost) are charged in arrears for actual activities conducted between 1 January 2023 and 31 December 2023 when determining the 2024-25 licence fees.

Comcare charged licensees for plant licenses and high-risk work licenses on an as used basis separate from the licence fees.

New entrant application and licence fees

Applicants for a self-insurance licence will pay:

• a licence application fee as determined by Comcare.

An entity granted a self-insurance licence commencing on or after 1 July will pay:

- a licence application fee as determined by the Comcare and attributable to the licensee's application for a self-insurance licence; and
- a pro rata licence fee for the part of the year the licence will be granted. This amount includes ongoing function and activity costs for the part of the year the licensee will be self-insured.

4. **RISK ASSESSMENT**

4.1 Cost Recovery Risk Assessment

Comcare has undertaken a risk assessment for this CRIS, using the Better Practice Template for a Charging Risk Assessment (CRA) for regulatory activities, provided by the Department of Finance. The risk assessment is provided in Attachment A. The Commission and Comcare's Cost Recovery (licence fee) process is assessed as a medium risk.

5. STAKEHOLDER ENGAGEMENT

5.1 Stakeholders

The following stakeholder groups were identified for this CRIS:

Stakeholders
Primary:
Licensees
Secondary:
Department of Employment and Workplace Relations, Department of Finance.

5.2 Communication objectives

An ongoing communication strategy exists to ensure Comcare effectively engages, consults and communicates with self-insured licensees on their charges and any proposed changes to the charging methodology.

5.3 Engagement activities

Comcare supports licensees through tailored account management and engages with licensees as a group through quarterly Licensee Liaison Forums and License Fee Working Group meetings. Comcare advises licensees of indicative fees in April or May each year.

This advice is provided to enable:

- Consideration of predicted fees in licensees' budgeting processes, and
- An opportunity for licensees to review and provided feedback to Comcare prior to the issuance of final fees.

For the 2024-25 charging period there has been no change to the statutory authority, policy approval and cost recovery methodology used in previous years. Final fees for 2024-25 will be issued in June or July 2024.

Date	Activity	Feedback or Comments
	Comcare to send out indicative fee letters to all licensees for information and review.	Complete
	Comcare to consider feedback from licensees on indicative fees.	In progress
June 2024	 Licensee Liaison Forum 2023-24 Q3 financial performance reporting 2024-25 final licence fee update 	Not yet due
June or July 2024	Comcare to issue final fees to all licensees.	Not yet due

6. FINANCIAL ESTIMATES

The table below sets out financial estimates for the cost recovery arrangements for self-insured licensees for 2024-25 and three forward years.

	2024-25	2025-26#	2026-27#	2027-28#		
Expenses	\$28,240,000	\$29,367,000	\$29,019,000	\$29,481,000		
Revenue	\$28,240,000	\$29,367,000	\$29,019,000	\$29,481,000		
Balance	-	-	-	-		
Explain material variance⁵						
Explain balance management strategy	In 2024-25 and the forward estimates, Comcare's licence fees are based on the amount required to recover Comcare's expected business as usual and project costs. This is different to previous years when surplus' cost recovered funds were available to fund project costs.					

[#] Portfolio Budget Statement forward year estimates are based on an indicative increase in wage and supplier costs. These figures are subject to change, and do not reflect any efficiencies or reduction in costs achieved by the Commission or Comcare for the self-insured licensees.

7A. FINANCIAL PERFORMANCE

The table below sets out prior year revenue recovered for self-insured licensee functions and activities.

	Actual 2020-21	Actual 2021-22	Actual 2022-22	Estimated Actual 2023-24			
Licence	\$18,201,000	\$19,059,000	\$20,549,000	\$22,169,000			
fees							
Expenses	\$17,226,000	\$18,998,000	\$18,998,000 \$19,090,000				
Balance	\$975,000	\$61,000	\$1,459,000	-\$478,000			
Explain material variance ⁶	The balance amounts shown in the table above were due to surplus' and deficits in business- as-usual operations.						
	Note: as licence fees were based on the amount required to recover Comcare's business as usual costs in these years, only business as usual expenses (i.e. project expenses are not included) are included in the table above.						

7B. NON-FINANCIAL PERFORMANCE

The Australian Government has developed a framework to measure the performance of regulators. The <u>Regulator</u>

Performance Framework comprises six outcome-based key performance indicators (KPIs) to articulate the

Government's overarching expectations of regulator performance:

- KPI 1 Regulators do not unnecessarily impede the efficient operation of the regulated entities
- KPI 2 Communication with regulated entities is clear, targeted and effective
- KPI 3 Actions undertaken by regulators are proportionate to the regulatory risk being managed

⁵ As defined by AASB1031 and Division 12 – Materiality and Disclosure of the Finance Minister's Orders.

⁶ As defined by AASB1031 and Division 12 – Materiality and Disclosure of the Finance Minister's Orders.

- KPI 4 Compliance and monitoring approaches are streamlined and coordinated
- KPI 5 Regulators are open and transparent in their dealings with regulated entities
- KPI 6 Regulators actively contribute to the continuous improvement of regulatory frameworks

This framework has been applied since 1 July 2015 with the first assessment period being the 2015-16 financial year. Comcare reports annually on its performance against a set of agreed KPIs. This is externally validated by the National Workplace Relations Consultative Committee.

Comcare also measures its WHS Regulation performance with the performance measures in the Portfolio Budget Statements. The final status against performance targets is reported in the Annual Report.

8. KEY FORWARD DATES AND EVENTS

A list of key dates and events necessary to maintain and implement the CRIS process throughout the year is below.

Any events that result in changes to the CRIS will be included in the CRIS approval and change register in the next section.

Date	Event
August 2024	Possible update of estimated financial results due to Mid-Year budget update.
April 2025	Indicative licence fees drafted for stakeholder consultation.
June 2025	Finalise 2025-26 licence fees.

9. CRIS APPROVAL AND CHANGE REGISTER

The Commission and Comcare will maintain an up-to-date CRIS approval and change register. This will allow changes to the CRIS due to changes to the cost recovered activity (for example, new policy decisions or changes to the cost recovery model) to be recorded.

Approval date	Approver	Approval Required	
16 May 2024	Comcare CEO	Certification of the CRIS.	
12 June 2024	Minister	Approval of the CRIS.	
25 June 2024	Commission	Noting of the approval of the CRIS.	

Attachment A - Comcare Charging Risk Assessment

lm	plementation risks		Lov	w		Me	dium		Hig	h
1.	What is the proposed change recovery revenue for the acti			<5%		Ø	5 < 10 %			>10% Or
										New
2.	What is the total proposed ar recovery revenue for the acti			0 - \$10m			\$10m < \$20m		Ø	\$20m +
3.	3. What does the policy proposal or change in the cost recovered activity involve?		V	Change in the le cost recovery ch			Change in the structure of existing cost recovery charges and/or composition of payers			Introduction of cost recovery for a new activity or for an existing activity (or its components) that has not been cost recovered previously
4.	What type of cost recovery c used?	charges will be		Levies only		Ø	Fees only or fee	es and levies		Fees, levies and other charges
5.	5. What legislative requirements are necessary for imposition of cost recovery charges?			Does not involve an Act of Parliament (e.g. Regulations, Determinations etc)		Ø	Involves an Act of Parliament (e.g. enabling Act or levy imposition Act)			Requires State/Territory legislative changes or referral of powers to the Commonwealth
6.	Does the proposal involve we other Commonwealth, State/ local government entities?		N	No			Yes - with Com only	monwealth entities		Yes – with Commonwealth and State/Territory entities
 What will be the expected impact of cost recovery on payers? 		npact of cost	Ø	Low			I Medium			High
Th	is may depend on, among othe	er things:								
• t	he change in the level of charg	rges								
• t	he number of people affected									
	he cumulative effect from othe charges/regulation	er government								
• t	he economic conditions etc.									
8.	What consultation has occur and other stakeholders abou cost recovery?		V	Consulted - no s raised	ignificant issues		Consulted – sig but can be addr	nificant issues raised ressed		Not consulted <u>or</u> consulted and significant issues raised but ongoing sensitivities
Overall CRA rating:			LOW		2 I	MEDIUM		🗖 HIGH		
Supporting analysis: Comcare's Cost Recovery (Licence I due to the annual revenue, the type of charges, the change Statement can be approved by the responsible Minister and Charging Risk Assessment Requirements.			ange is cost recov	ery activity and th	e leg	islative requirem	ents involved. A mediu	m ris	k means that he Cost Recovery Implementation	
Entity sign-off: Date: 16 May 2024			the CRIS financial c	and is in agreeme	nt wi rein.	th the methodolo The CFO assess	directly in the duration gy, budget and overhe ses that the CRA is of the outcome.		Date: 10 May 2024	