# Services to industry

## Overview

The services to industry assessment covers state and territory (state) expenses on business regulation and development and state COVID-19 business support. It includes the following components:

* agriculture regulation
* mining regulation
* other industries regulation
* business development
* COVID-19 business support.

The assessment recognises that services to industry expense needs are influenced by the following.

* Size of regulated industry— states with larger industries have higher expense needs.
* Population shares— each states’ expense needs are the same per person.
* Remoteness — states with remote workforces have higher expense needs.
* Wage costs— states facing greater wage cost pressures have higher spending needs.
* COVID-19 expenses — states with higher COVID-19 business support expenses covered by the national partnership agreements have higher expense needs.

## Actual state expenses

The first step in calculating assessed expenses is identifying actual state expenses.[[1]](#footnote-2) States collectively spent 3.8% of their total recurrent expenses on services to industry in 2022‑23. Table 1 shows expenses broken down by component and Table 2 outlines actual expenses by state in 2022–23.[[2]](#footnote-3)

Table 1 Services to industry expenses by component, 2022–23

|  |  |
| --- | --- |
|   | 2022-23 |
|   | $pc | $m |
| Agriculture regulation | 42 | 1,100 |
| Mining regulation | 34 | 899 |
| Other industries regulation | 138 | 3,632 |
| Business development | 219 | 5,771 |
| COVID-19 Business support | 8 | 222 |
| Total | 442 | 11,624 |
| Proportion of total expenses (%) |   | 3.8 |

Table 2 Services to industry expenses by state, 2022–23

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|   | NSW | Vic | Qld | WA | SA | Tas | ACT | NT | Total |
| Services to industry ($m) | 5,679 | 2,821 | 1,352 | 1,221 | 125 | 143 | 16 | 269 | 11,624 |
| Services to industry ($pc) | 688 | 420 | 251 | 431 | 68 | 249 | 35 | 1,072 | 442 |
| Proportion of total expenses (%) | 5.7 | 3.6 | 2.3 | 3.6 | 0.7 | 2.0 | 0.3 | 4.4 | 3.8 |

## Structure of assessment

Table 3 outlines the drivers that influence expenses in each component.

Table 3 Structure of the services to industry assessment

|  |  |  |
| --- | --- | --- |
| Component  | Driver  | Influence measured by driver  |
| Agriculture regulation | Economic environment | The cost of providing regulatory services is dependent on the level of economic activity as measured by the size of the sector. |
| Regional costs | The cost of providing services increases as the level of remoteness increases. |
| Wage costs | Differences in wage costs between states affect costs. |
| Mining regulation | Economic environment | The cost of providing regulatory services is dependent on the level of economic activity as measured by the size of the sector. |
| Regional costs | The cost of providing services increases as the level of remoteness increases. |
| Wage costs | Differences in wage costs between states affect costs. |
| Other industries regulation | Economic environment | The cost of providing regulatory services is dependent on the level of economic activity as measured by the size of the sector. |
| Population | Some regulatory functions such as consumer protection services target the total population rather than businesses or industries, which affects costs. |
| Regional costs | The cost of providing services increases as the level of remoteness increases. |
| Wage costs | Differences in wage costs between states affect costs. |
| Business development | Equal per capita  | Population drives the use and cost of services. |
| Wage costs | Differences in wage costs between states affect costs. |
| COVID-19 Business support | Actual Per Capita | State expenses reflect circumstances beyond state control. |

## Data

The data used in the assessment are outlined in Table 4.

Table 4 Data used in the services to industry assessment

|  |  |  |  |
| --- | --- | --- | --- |
| Source | Data | Updated | Component |
| ABS | Output of industries by state for 2021–22 | n/a | Agriculture regulation |
| Mining regulation |
| Other industries regulation |
| % change in chain volume measures of production by state by industry | Annually | Agriculture regulation |
| Mining regulation |
| Other industries regulation |
| Estimated resident population | Annually | Other industries regulation |
| Business development |
| States | State spending on business development by industry | 5-yearly | Agriculture regulation |
| Mining regulation |
| Other industries regulation |
| Business development |

Note: Data for the regional and wage costs adjustments are also included in this assessment.

 The adjusted budget data sources are outlined in the adjusted budget chapter of the Commission’s Assessment Methodology.

## Assessment method

The following section outlines the Commission’s method for deriving total state actual expenses for each regulation and business development component. It also describes the assessment method for each component.

### Deriving state regulation and development expenses by industry

The services to industry assessment includes both regulation and development expenses. However, state expenses on business regulation and development are not identified in ABS Government Finance Statistics (GFS). Instead, ABS GFS classify state expenses by industry. As a result, before it can assess state expense needs, the Commission must first estimate state expenses on agriculture, mining and other industries regulation and business development.

Aggregate expenses on agriculture, mining and other industries are sourced from ABS GFS. The classification codes of government expenses for each industry are presented in Table 5.

Table 5 The classification of the functions of government – Australia concordance for each industry category

|  |  |  |
| --- | --- | --- |
| Agriculture | Mining | Other industries |
| 421 Agriculture422 Forestry423 Fishing and hunting472 R&D – agriculture, forestry, fishing and hunting | 431 Coal and other solid mineral fuels432 Petroleum and natural gas433 Nuclear fuel434 Other fuels436 Non-electric energy439 Fuel and energy n.e.c441 Mining of mineral resources other than mineral fuels473 R&D – fuel and energy | 411 General economic and commercial affairs |
| 412 General labour affairs |
| 442 Manufacturing |
| 443 Construction |
|  | 461 Distributive trade, storage and warehouse |
|  | 462 Hotels and restaurants |
|  | 463 Tourism  |
|  | 464 Multipurpose development projects |
|  |  | 471 R&D – general economic, commercial and labour affairs |
|  |  | 474 R&D – mining, manufacturing and construction |
|  |  | 476 R&D – other industries |
|  |  | 499 Economic affairs n.e.c |

State expenses on business regulation and development are subsequently disaggregated using data provided by the states. Every 5 years, during a review, the Commission asks states to provide data on their business development expenses. These data are used to estimate the average share of national expenses on business regulation and development activities in each industry category. The proportions are held constant between reviews. Table 6 shows the state and national average shares of agriculture, mining and other industry spending that are for business regulation and development.

Table 6 Share of state services to industry expenses on business regulation and development by industry

|  |  |  |  |
| --- | --- | --- | --- |
|   | 2025 Review by State | 2025 Review | 2020 Review |
| NSW | Vic | Qld | WA | SA | Tas | ACT | NT |
|   | % | % | % | % | % | % | % | % | % | % |
| Agriculture |   |   |   |   |   |   |   |   |   |   |
|  Regulation | 15 | 73 | 49 | 97 | 58 | 27 | na | 6 | 44 | 50 |
|  Business development | 85 | 27 | 51 | 3 | 42 | 73 | na | 94 | 56 | 50 |
| Mining |   |   |   |   |   |   |   |   |   |   |
|  Regulation | 81 | 97 | 96 | 94 | 90 | 79 | na | 81 | 91 | 80 |
|  Business development | 19 | 3 | 4 | 6 | 10 | 21 | na | 19 | 9 | 20 |
| Other industries |  |  |  |  |  |  |  |  |  |   |
|  Regulation | 53 | 38 | 66 | 68 | 25 | 28 | 80 | 48 | 51 | 53 |
|  Business development | 47 | 62 | 34 | 32 | 75 | 72 | 20 | 52 | 49 | 47 |

Note: na = not available.

Source: Commission calculation using state and ABS Government Finance Statistics data.

The Commission does not assess disaggregated state expenses on agriculture, mining and other industry business development because they are assessed to have the same drivers of need. Instead, the Commission aggregates business development activities for all industries and assesses them using the same drivers.

### Agriculture regulation

The agriculture regulation assessment method has 3 steps:

* assess state agriculture regulation expenses using industry size
* apply the regional costs adjustment
* apply the wage costs adjustment.

The agriculture regulation method assumes a direct relationship between the size of the regulatory task and size of the regulated industry. It assumes that as industries grow the regulatory task increases and vice versa.

#### Assessing state agriculture regulation expenses using industry size

State expense needs for agriculture regulation are assessed using the output of the agriculture industry.

Each state’s share of national agriculture regulation expenses is equal to its share of national agriculture industry output. This means that the larger a state’s share of the output, the more a state is assessed to need to spend and vice versa.

Industry output for each state is measured using data sourced from the ABS through a special data request. The Commission obtained data for 2021–22. Data for years in the assessment period post 2021–22, are derived using the annual percentage change in the chain volume measure of industry value added. The percentage change in the chain volume measure represents the change in the volume of output of the measured industry.[[3]](#footnote-4) The percentage change in chain volume measures are constant over time, excluding data revisions from the ABS. This ensures that the volume‑based measure of industry output is contemporaneous with state expenses and reflects changes in the volume of activity in the regulated industries rather than changes in commodity prices.

#### Applying regional costs

In the agriculture regulation component, regional costs account for the additional costs states face in providing services in remote locations. The agriculture regulation component uses the general regional cost gradient because of **a lack of suitable data** to estimate a component-specific measure of regional costs. The general regional cost gradient is based on the average of regional cost gradients estimated from several sources. For details on how the general regional cost gradient is determined, see the geography chapter of the *Commission’s Assessment Methodology*.

The general regional cost gradient for the services to industry category is weighted for each state using the share of total state employment in each remoteness classification. This results in states with larger metropolitan areas having a lower regional cost adjustment compared to more regional/remote jurisdictions.

Regional costs are applied as a scaling factor to assessed expenses, increasing the assessed expenses for states with a greater share of employment in regional and remote areas and lowering the assessed expenses for states with employment centralised in capital cities.

#### Applying wage costs

Wages costs are a significant share of the total cost of providing agriculture regulation services. Differences in wage costs between states have a differential effect on the cost of providing agriculture services. The services to industry assessment uses the Commission’s general method for measuring the influence of wage costs. Details on how this is calculated are in the wage costs chapter.

### Mining regulation

The mining regulation assessment has 3 steps:

* assess state mining regulation expenses using industry size
* apply the regional costs adjustment
* apply the wage costs adjustment.

Like the agriculture regulation assessment, the mining regulation assessment method assumes a direct relationship between the size of the regulatory task and size of the regulated industry. It assumes that as industries grow the regulatory task increases and vice versa.

#### Assessing state mining regulation expenses using industry size

The assessment method for mining regulation is the same as for agriculture regulation, with each state’s assessed regulatory need based on its share of national mining activity.

The data sources and method of measuring mining industry size is identical to that for agriculture.

#### Applying regional costs

The regional cost factor is applied as outlined in paragraphs 16 to 18.

#### Applying wage costs

The wage cost factor is applied as outlined in paragraph 19.

### Other industries regulation

Other industries regulation includes regulation of all industries and activities in a state except for agriculture, mining and public administration.

The other industries regulation assessment method has 4 steps:

* assess 75% of state other industries expenses using industry size
* assess 25% of state other industries expenses using an equal per capita assessment
* apply the regional costs adjustment
* apply the wage costs adjustment.

Like the agriculture and mining regulation assessments, the other industries regulation industry size assessment method assumes a direct relationship between the size of the regulated industry and the regulatory task. It assumes that as industries grow the regulatory task increases and vice versa.

However, in contrast to the agriculture and mining regulation assessment, some state regulation affects the entire state population, such as fair trading, rental bond services and civil and administrative appeals tribunals. As a result, the Commission assesses the need for these services using state populations.

#### Assessing state other industries regulation expenses

Seventy-five percent of state expenses on other industry regulation are assessed using state shares of industry output like the agriculture and mining regulation assessments. Other industry output is measured as the sum of all industry output excluding agriculture, mining, public administration and ownership of dwellings.

The remaining 25% of state expenses is assessed equal per capita, such that each state is assessed to spend its population share of national other industries regulation expenses.

The data sources and method of measuring industry size are identical to those for agriculture and mining.

#### Applying regional costs

The regional cost factor is applied to both the industry size and equal per capita assessed expenses as outlined in paragraphs 16 to 18.

#### Applying wage costs

The wage cost factor is applied to both the industry size and equal per capita assessed expenses as outlined in paragraph 19.

### Business development

The assessment of business development is undertaken in 2 steps:

* assess state business development expenses equal per capita
* apply the wage costs adjustment.

Business development is a deliberative equal per capita assessment. This is because business development is aimed at supporting employment opportunities and development for state populations. Therefore, each state’s need for business development expenses are equal to its population share of national business development expenses.

#### Applying wage costs

The wage cost adjustment is applied as outlined in paragraph 19.

### COVID-19 business support

COVID-19 business support is assessed actual per capita. That is, assessed expenses are equal to the actual level of state expenses. An actual per capita assessment recognises that state expenses are driven by factors beyond state control and the Commonwealth distribution of COVID-19 business support payments reflects each state’s spending need.

The COVID-19 business support expenses considered in the assessment are the payments under the 2021–22 Commonwealth-state agreements on business support payments, and the matching own source state expenses.[[4]](#footnote-5) State COVID-19 business support expenses that are not covered by the national partnership agreements continue to be assessed where states report the expenses, predominately in the other industries regulation and business development assessments. COVID-19 business support will continue to be assessed while there is spending reported for the Commonwealth-state agreements.

## GST distribution in the 2025 Review

Table 7 shows the GST impact of the assessment in the 2025 Review.

Table 7 GST impact of the services to industry assessment, 2025–26

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|   | NSW | Vic | Qld | WA | SA | Tas | ACT | NT | Total effect |
|   | $m | $m | $m | $m | $m | $m | $m | $m | $m |
|  Agriculture regulation | -92 | -56 | 24 | 52 | 41 | 36 | -19 | 14 | 167 |
|  Mining regulation | -194 | -210 | 26 | 425 | -39 | -13 | -15 | 22 | 472 |
|  Other industries regulation | 79 | 6 | -60 | 45 | -49 | -22 | -2 | 2 | 133 |
|  Business development | 11 | 3 | -12 | 7 | -9 | -3 | 4 | 0 | 24 |
|  COVID-19 Business support | 1,017 | 1,146 | -1,043 | -606 | -398 | -97 | 35 | -54 | 2,198 |
| Total ($m) | 821 | 889 | -1,066 | -77 | -454 | -99 | 3 | -16 | 1,712 |
| Total ($pc) | 95 | 124 | -186 | -25 | -239 | -172 | 5 | -64 | 62 |

Note: Magnitude and direction of GST impact can change from year to year.

1. Adjusted budget calculations use ABS Government Finance Statistics data to determine actual state expenses. For further details see the adjusted budget chapter of the *Commission’s Assessment Methodology*. [↑](#footnote-ref-2)
2. Tables in this chapter, unless otherwise stated, use 2022–23 data. [↑](#footnote-ref-3)
3. Australian Bureau of Statistics (ABS), [*Western Australian Statistical Indicators Mar 2003 Demystifying Chain Volume Measures*](https://www.abs.gov.au/AUSSTATS/abs%40.nsf/7d12b0f6763c78caca257061001cc588/95ce2d6796bd15aeca256db800754639%21OpenDocument), ABS, 2003, accessed 11 July 2024. [↑](#footnote-ref-4)
4. Commonwealth-state business support payments include the Business support payment (JobSaver) - New South Wales agreement and similar agreements for each state. The agreements are available at the [Federal Financial relations website](https://federalfinancialrelations.gov.au/). [↑](#footnote-ref-5)