



**Australian Government**

**Department of Agriculture,  
Fisheries and Forestry**

# **Biosecurity cost recovery implementation statement 2026–27**



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We acknowledge the continuous connection of First Nations Traditional Owners and Custodians to the lands, seas and waters of Australia. We recognise their care for and cultivation of Country. We pay respect to Elders past and present, and recognise their knowledge and contribution to the productivity, innovation and sustainability of Australia's agriculture, fisheries and forestry industries.

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# Introduction

Charging for regulatory activity involves government entities charging individuals or organisations in the non-government sector some or all of the minimum efficient costs of a specific government activity. The Australian Government Charging Framework along with the Australian Government Cost Recovery Policy sets out the policy under which government entities design, implement and review charging for regulatory activities. The cost recovery implementation statement ensures transparency and accountability for the level of charging by the Department of Agriculture, Fisheries and Forestry and demonstrates that the purpose for charging, as decided by government, is being achieved.

## Purpose

This cost recovery implementation statement (CRIS) provides information on how we implement cost recovery for biosecurity and imported food regulatory activities. It reports actual financial and non-financial performance information for these regulatory activities and contains financial and demand forecasts for 2026–27 and financial forecasts for 3 forward years.

# 1 Regulatory environment

## 1.1 Description of regulatory activity

The key policy objective for our cost-recovered regulatory activity is to:

safeguard Australia’s animal and plant health status to maintain overseas markets and protect the economy and environment from the impact of exotic pests and diseases, through risk assessment, inspection and certification, and the implementation of emergency response arrangements for Australian agricultural, food and fibre industries (DAFF 2026).

We cost recover for biosecurity and imported food regulatory activities to support key government objectives. These activities include:

- managing biosecurity risks arising from people, goods and conveyances (vessels and aircraft) entering Australia
- assessing compliance of imported food with relevant food standards and public health and safety requirements.

Our regulatory activities occur onshore, offshore and at the border. These activities are associated with measures and controls to manage and minimise the risk of pests, weeds and diseases entering, emerging, establishing or spreading within Australia. This in turn facilitates trade and the movement of plants, animals, people and products. Imported food regulatory activities are associated with protecting public health and safety.

The Australian Government continues to affirm full cost recovery as the appropriate level of cost recovery through the portfolio budget statements and budget processes each year.

## 1.2 Industry and regulatory groups

We impose cost recovery charges on 4 key groups that create the biosecurity risks we manage: importers, conveyance operators, biosecurity industry participants, and, to a limited extent, international travellers in relation to their baggage.

We charge these regulated entities to provide key activities:

- **Importers** – inspection, assessment and management of the risks associated with imported goods and packaging, including air and sea cargo, containers, food, live animals and plants. This includes husbandry activities we undertake, associated with the quarantine of live animals and plants prior to release into Australia, such as dogs, cats, hatching eggs, birds, ruminants, horses, bees, nursery stock and viable seeds.
- **Conveyance operators** – vessels and aircraft entering Australia. This includes assessments and inspections to manage the risks posed by the vessel itself, contaminants on the vessel, human biosecurity risks, ballast water and biofouling on vessels, and aircraft disinsection (where non-compliant on arrival) and assessment of conveyances for release from biosecurity control.

- **Biosecurity industry participants** – managing the administration as well as policy processes and condition setting for regulatory arrangements we approve, including biosecurity approved arrangements and imported food compliance agreements.
- **International travellers** – management of biosecurity risks associated with traveller baggage arriving from overseas, including storage of the goods under biosecurity control prior to a risk management action being taken.

Regulated entities may pay a combination of charges depending on how they participate in the biosecurity system and the level of intervention that is required.

## **1.3 Biosecurity system**

Our biosecurity system is critical in protecting Australia’s economy, environment and way of life. An effective biosecurity system reduces the impact of pests and diseases on Australia’s agricultural, fisheries and forestry industries supporting sustainability, profitability and competitiveness, which helps drive a stronger Australian economy.

### **1.3.1 A changing biosecurity system**

Our biosecurity environment is impacted by changes in the Australian and global economies, changing risk profiles, biosecurity threats (e.g. high pathogenicity avian influenza, foot-and-mouth disease), increased complexity of imports, changing industry practices and growing cargo volumes. These events present ongoing challenges, impact our operations and increase the cost of maintaining and continually improving our biosecurity system.

Learn more about our strategic vision for managing evolving biosecurity risks in the [DAFF Biosecurity 2030 Roadmap](#) and the [National Biosecurity Strategy](#).

## 2 Policy and statutory authority to cost recover

### 2.1 Government policy approval for regulatory activity

Consistent with government decisions, we have been required to recover the costs for most of our activities from users, beginning with 50% cost recovery from 1979, 60% from 1 July 1988 moving to 100% cost recovery for recoverable programs from 1 January 1991. The government requirement for full cost recovery was underpinned by a 1994 memorandum of understanding with the Department of Finance and a cost recovery policy framework.

We actively monitor the performance of the Biosecurity Cost Recovery Arrangement by reviewing revenue and expenditure against the budget each month and conducting a formal annual review of all regulatory charges. Through this ongoing monitoring and evaluation, we identify necessary adjustments in resourcing and charges, ensuring that charges reflect the efficient costs of delivering the activity and meet the government’s cost recovery targets.

Each Commonwealth budget cycle has reaffirmed and, in some cases, broaden, our continuing authority for cost recovery from industry participants who create biosecurity risk. This is further recognised through the inclusion of cost-recovered revenue in the Commonwealth budget process.

#### 2.1.1 Government approvals for cost recovery of biosecurity and imported food activities

Table 1 describes key government approvals for our continued and expanded cost recovery since 2017.

**Table 1 Summary of government approvals for cost recovery of biosecurity and imported food activities**

Approval date	Cost recovery activities
May 2023	Cost recovery for low-value goods
May 2021	Better manage the risk of hitchhiker pests and diseases
November 2019	Expansion of cost-recovered regulatory activities
October 2018	Charging for approved arrangements
May 2017	Vessel arrival charge

#### May 2023 – Cost recovery for low-value goods

As part of its election commitment to sustainably fund the Commonwealth biosecurity system, the government announced in the 2023–24 Budget that it will extend the biosecurity industry cost recovery arrangement to include low-value goods imported into Australian territory.

On 1 October 2024, the self-assessed clearance declaration charge of 36 cents for each declaration commenced.

## **May 2021 – Better manage the risk of hitchhiker pests and diseases**

The Australian Government committed \$96.9 million over 4 years to better manage the risk of hitchhiker pests and diseases that can cause considerable cost and disruption to agricultural production, the environment and the way of life of all Australians.

The program addresses the risk of major hitchhiker pests – for example, khapra beetle and brown marmorated stink bug, which can be carried in and on containers and their contents (around 2.5 million containers arrive each year).

Commencing 16 January 2023, the full import declaration charge for sea cargo increased from \$49 to \$58.

## **November 2019 – Expansion of cost-recovered regulatory activities**

The Australian Government decided to expand cost-recovered regulatory activities to include \$23 million per year of biosecurity activities. These directly relate to our regulatory framework.

From 1 January 2020, regulatory activities included in regulatory charges were expanded to include:

- **Assurance and verification activities** – to provide confidence in compliance controls and support enforcement of regulation, contributing to the efficiency and effectiveness of the biosecurity system that facilitates importers to bring goods safely into Australia. These activities included:
  - applying best practice regulatory procedures and monitoring their implementation to verify ongoing effectiveness of regulatory activity
  - implementing and maintaining a decision-making tool that allows us to calculate benefits and risks of change in regulatory activity
  - investigations of importer compliance with biosecurity regulation to maintain the integrity of the system, including provision and monitoring of corrective actions.
- **Increased analytics and intelligence activities** – including the use of data to identify trends to inform intervention and compliance activities. This was intended to minimise the risk of incursions and prevent harm to Australia’s agricultural production and environment.
  - These activities included the application, maintenance and refinement of algorithms and work processes that analyse biosecurity data and inform coordination of biosecurity risk management measures and compliance controls.
  - The intelligence helps us identify which imports are most likely to expose Australia to exotic pests and/or diseases. This allows for more targeted risk management activities that streamline the border experience for importers and reduces intervention with importers with minimal risk.
- **Provision of technical and scientific advice** – to maintain up-to-date biosecurity risk management information within our Biosecurity Import Condition (BICON) system. Through BICON, we provide a single source of truth for biosecurity officers and importers to identify goods quickly and easily, relevant import conditions and further biosecurity risk management options for the safe import of goods.

- **Import pest and disease risk mitigation planning** – to ensure we have the capability to mitigate the impact of pest and disease incursions that result from the import of goods. The activities included the development and maintenance of risk mitigation processes and plans, the maintenance of the capability required to implement actions in those plans, which facilitates the import of goods. Importers will be able to either choose to rely on publicly available plans or choose to develop their own plans subject to the granting of a permit.

The effect of this decision to expand cost recovery for biosecurity activities was an increase in 4 charges:

- 1) Full import declaration charge (air) – from \$33 to \$38.
- 2) Full import declaration charge (sea) – from \$42 to \$49.
- 3) Arrival charge for vessels greater than or equal to 25 metres – from \$920 to \$1,054.
- 4) Arrival charge for vessels less than 25 metres – from \$100 to \$120.

### **October 2018 – Charging for approved arrangements**

The Australian Government approved a change to regulatory charging for biosecurity approved arrangements. As part of this change, a new throughput charge was introduced, together with remissions for the annual charges payable by some industry participants.

The new throughput charge applies to each entry made under the Automatic Entry Processing (AEP) for Commodities (AEPCOMM). A rate of \$18 is charged for each entry by a person covered by an approved arrangement, for goods to be brought or imported into Australian territory.

The annual charge for biosecurity approved arrangements was set at \$2,900 per year. As part of the introduction of the throughput charge, the annual charges payable for some industry participants were able to be reduced by remission:

- approved arrangements operated at a single site – \$2,500
- approved arrangements operated as an AEP broker only – \$500
- AEP broker-only arrangement operators – throughput charge of \$18 for each AEP entry they process.

### **May 2017 – Vessel arrival charge**

As part of the 2017–18 Budget measures the government directed us to increase the international vessel arrival charge to address the volume forecast and cost recover the expenses of the expanded ballast water biosecurity activities.

From April 2018 the international vessel arrival charge for vessels over 25 metres in length increased from \$720 to \$920.

## **2.2 Statutory authority to charge**

The [Biosecurity Act 2015](#) is the primary biosecurity legislation in Australia. The [Imported Food Control Act 1992](#) is the primary food importation legislation in Australia. Fees and charges for biosecurity and imported food regulatory activities are recovered under separate charging legislation and provide the authority to cost recover for regulatory activities.

Authority to charge regulated entities comes from:

- Section 592 of the [Biosecurity Act 2015](#), which provides that regulations may prescribe fees that may be charged in relation to activities carried out by or on behalf of the Commonwealth in performing functions and exercising powers under the Biosecurity Act.
- Section 36 of the [Imported Food Control Act 1992](#), which provides that a person for whom a ‘chargeable service’ is provided is liable to pay to the Commonwealth the amount for the provision of that service as is prescribed.

### 2.2.1 Fees

Fees are prescribed in specific biosecurity and imported food regulations:

- Section 106 of the [Biosecurity Regulation 2016](#) prescribes fees that may be charged in relation to specified fee-bearing activities.
- Part 4 of the [Imported Food Control Regulations 2019](#) prescribe the payable amount for the provision of specified chargeable services.

### 2.2.2 Charges (levies)

Charges or levies are imposed through specific biosecurity and imported food charging Acts and delegated legislation, which provide powers to impose and collect charges for biosecurity and imported food regulatory matters.

#### Charging Acts

- [Biosecurity Charges Imposition \(Customs\) Act 2015](#)
- [Biosecurity Charges Imposition \(Excise\) Act 2015](#)
- [Biosecurity Charges Imposition \(General\) Act 2015](#)
- [Imported Food Charges \(Imposition—Customs\) Act 2015](#)
- [Imported Food Charges \(Imposition—Excise\) Act 2015](#)
- [Imported Food Charges \(Imposition—General\) Act 2015](#)
- [Imported Food Charges \(Collection\) Act 2015](#)

#### Regulations

Specific biosecurity charges are prescribed in the:

- [Biosecurity Charges Imposition \(Customs\) Regulation 2016](#)
- [Biosecurity Charges Imposition \(General\) Regulation 2016](#).

Specific imported food charges are prescribed in the:

- [Imported Food Charges \(Imposition—Customs\) Regulation 2015](#)
- [Imported Food Charges \(Imposition—General\) Regulation 2015](#).

## 3 Regulatory (cost recovery) charging model

### 3.1 Outputs and business processes of cost recovery

Our cost recovery modelling and processes are complex and varied due to the breadth of regulated entities and risks that we manage. Accordingly, our cost recovery model is determined considering the complexity, materiality and sensitivity of the environment in which we operate and the regulation we provide.

Our regulatory activities and outputs are grouped into 4 categories:

- 1) **Program management and administration** – administrative activities that support us to deliver our biosecurity and imported foods regulatory activities.
- 2) **Assurance** – activities that mitigate risks to collective user groups by assessing departmental controls of systems and processes to ensure they operate in accordance with their intended design.
- 3) **Incident management** – activities that respond to incidents concerning alleged breaches of Australian regulation or import conditions.
- 4) **Intervention** – inspection and assessment activities provided directly to a regulated entity, to meet import requirements.

Details of the activities and outputs used in our cost recovery model are described in [Appendix B](#).

Our activities and outputs are also grouped based on whether they relate to a fee-for-service activity or to a general charge for a biosecurity or imported food matter:

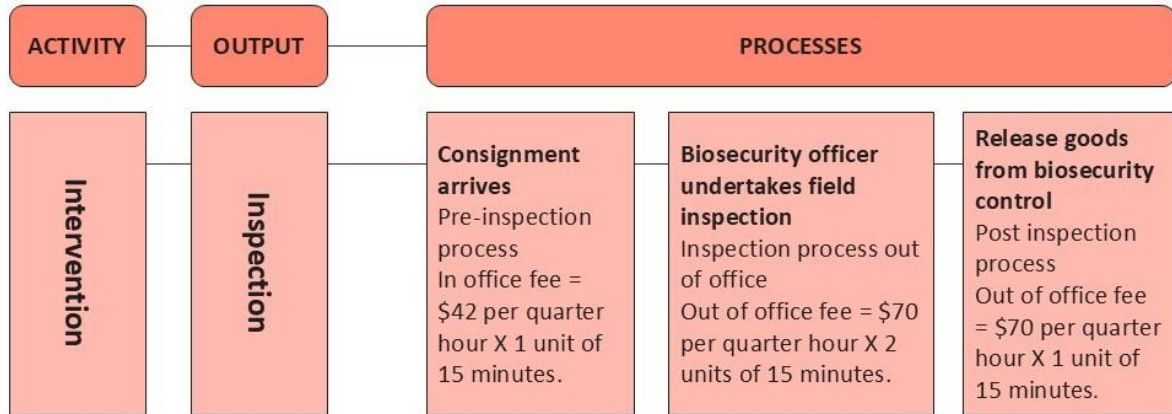
- Fees are used to recover the costs of direct intervention and certification activities undertaken for regulated entities.
- Charges are imposed when activities are provided to a group of regulated entities and used to recover costs associated with funding the overall biosecurity cost recovery arrangement.

#### 3.1.1 Fees

A fee is a charge for goods, services or regulation we provide to a specific person or organisation. The price of a fee reflects the efficient unit cost of a specific good or service where the revenue collected equals the expense incurred by the department.

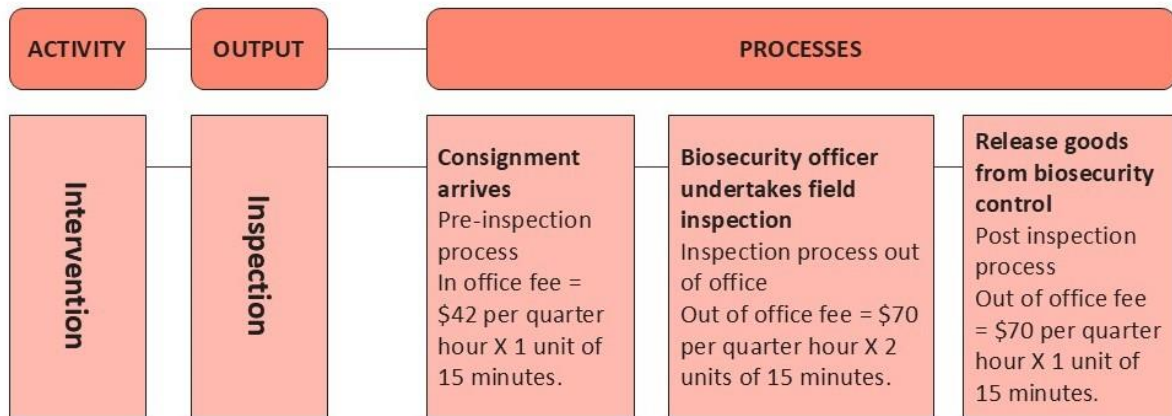
Examples include fee-for-service cargo clearance activities provided directly to a specific regulated entity or husbandry services for specific plants or animals housed at the post-entry quarantine (PEQ) facility.

Fee-for-service activities are charged in 15-minute units (or part thereof) in most instances, which represents the most efficient way to record the time taken to perform regulatory activities. Some out-of-hours activities may attract an initial 30-minute charge in line with pay conditions set for departmental staff.



shows the connection between the activity of intervention and output of inspection for an imported good and the fees that would apply through this process.

**Figure 1 Example of how a regulated entity would be charged for an intervention activity**



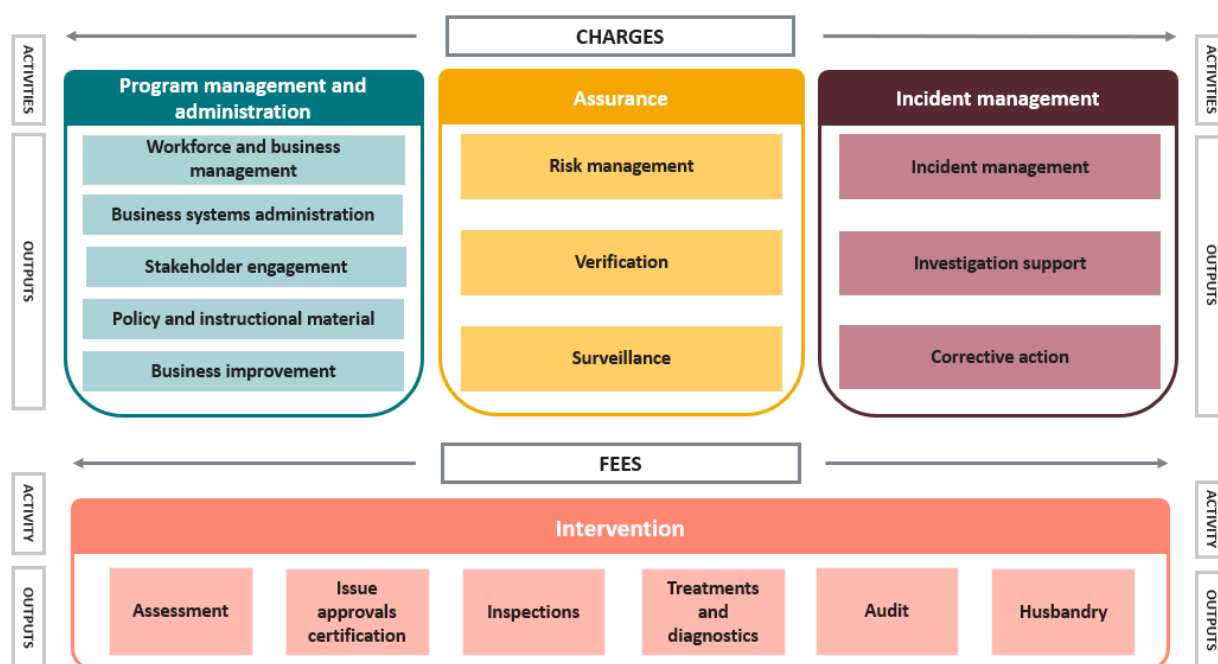
### 3.1.2 Charges

A cost recovery charge is a charge imposed when goods, services or regulations are provided to a group of regulated entities rather than to a specific regulated entity. A cost recovery charge is a tax imposed via a separate taxation Act. It differs from general taxation because it is earmarked to fund activities provided to the group that pays the charge.

The on-arrival vessel charge is an example of a charge set to fund regulatory activity, including risk profiling, surveillance and monitoring compliance associated with all vessels entering Australian territory. This charge does not fund direct intervention such as inspection, but it funds the costs of the overall regulation specific to vessels, such as policy development, risk assessments and costs to maintain the Maritime and Aircraft Reporting System.

Figure 2 shows how we attribute cost-recovered activities to either charges or fees.

**Figure 2 Charge and fee-related activities and associated outputs**



## 3.2 Cost of the regulatory activity

The [Australian Government Charging Framework](#) sets the rules and requirements governing how a regulator determines costs, sets and implements charges for regulatory activities. We apply these rules and requirements within the context of the arrangement to determine the costs of the regulatory activities.

### 3.2.1 Direct and indirect costs

Our expenses are categorised as either direct or indirect costs:

- **Indirect costs** – support the effective and necessary provision of our direct expense activity. They include corporate employee salaries, overheads such as information technology, finance, human resources, legal services, property and maintenance and depreciation expenses.
- **Direct costs** – can be directly attributed to the provision of an activity, for example, inspections and assessments. They comprise staff salaries, training, leave and superannuation and supplier costs such as office supplies, couriers, printing and small items of equipment.

Table 2 Biosecurity cost recovery arrangement cost breakdown, provides a cost breakdown for each output contribution to recover direct and indirect costs for 2026–27.

**Table 2 Biosecurity cost recovery arrangement cost breakdown, 2026–27**

Cost recovery activities	Direct (\$)	Indirect (\$)	Total (\$)
<b>Charges</b>	<b>260,272,757</b>	<b>125,681,417</b>	<b>385,954,174</b>
Full import declaration charges	179,520,643	82,581,283	262,101,926
Self-assessed clearance charges	42,874,206	24,368,123	67,242,329
Approved arrangements	6,190,227	2,847,566	9,037,793

<b>Cost recovery activities</b>	<b>Direct (\$)</b>	<b>Indirect (\$)</b>	<b>Total (\$)</b>
Vessel arrival charges	19,302,392	8,879,292	28,181,684
Permit application	1,331,960	612,715	1,944,675
Importation charges (PEQ)	11,053,329	6,392,438	17,445,767
<b>Fees</b>	<b>68,170,675</b>	<b>37,712,964</b>	<b>99,883,639</b>
Assessment	22,395,820	10,302,300	32,698,120
Issue approval certification	3,871,964	1,781,142	5,653,106
Inspection	36,367,029	16,729,195	53,096,224
Diagnostics and treatment	1,051,859	483,865	1,535,724
Audit	1,493,929	687,222	2,181,151
Husbandry	2,990,074	1,729,240	4,719,314
<b>Subtotal</b>	<b>328,443,432</b>	<b>157,394,381</b>	<b>485,837,813</b>
Less government appropriation for anti-smuggling measures	–	–	(1,618,084)
Less diagnostic consumables recovered at cost	–	–	(114,952)
Less costs paid on behalf of and recovered from companion animal importers	–	–	(1,000,000)
<b>Net costs to be recovered</b>	<b>–</b>	<b>–</b>	<b>483,104,777</b>

### 3.3 Cost drivers

We use an activity-based costing (ABC) system to determine the cost of regulatory activities. Our ABC allocation methodology reflects effort incurred in delivering activities to regulated entities. This provides an accountable and transparent allocation of costs that is also efficient and effective to administer.

The term ‘program’ is used to refer to the related activities provided to a regulated industry grouping. There are 4 programs under the arrangement and 3 sub-programs under the PEQ program:

- 1) Import clearance – cargo clearance and management activities for importers
- 2) Seaports – clearance activities for vessel operators
- 3) Self-assessed clearance – management activities for low-value cargo
- 4) PEQ users, including:
  - a) horse importers
  - b) importers of other animals – cats, dogs, bees, ruminants, live birds and hatching eggs
  - c) plant importers.

#### 3.3.1 Description of the cost allocation process

The cost allocation process apportions identified indirect and direct costs to the processes and activities defined in [Appendix B](#). Indirect costs are included in the cost base to reflect the staff, systems and supporting areas that assist with administration and benefit the whole arrangement.

The ABC system allocates costs in a 3-staged approach to programs. The steps are:

- 1) Indirect costs are allocated to direct cost centres using a cost driver that estimates the relative use of each activity.
  - a) Cost drivers are reviewed on an annual basis or as required. Changes to cost drivers are substantiated through effort or other data appropriate to the costs incurred.
- 2) Direct cost centre costs, which now include the indirect costs allocated in step 1, are allocated to a cost-recovered program and to the activity that best reflects the work undertaken.
- 3) The combination of activity and program costs from step 2 are allocated to charge points that identify the cost associated with that charge. The costs allocated to a charge point, when divided by the estimated volume of that activity, determine the price for that activity.

## 3.4 Output volume assumptions

Our forecast volumes for each output, represented through charge points, are derived by:

- analysing prior year volumes
- considering any matters that may have impacted volumes during the year
- analysing monthly trends
- determining global, economic or any other matters that may impact forward estimates
- verifying forecasts with operational areas.

The volume of cargo imports directly drives the level of fee-bearing activity. Changes in the supply chain, such as increased demand for specific goods, increase cargo volumes. Increased volumes, in turn drive greater demand for regulatory activities, including inspection, assessment and verification, to manage risk and achieve policy objectives.

Changes in market conditions can influence demand, although these effects may take many months to emerge. For example, reductions in Australia's cash interest rate may lead families to purchase more imported goods, increasing demand. However, households may not prioritise these purchases immediately.

Changes in the global and domestic economy also influence import charges by shaping consumer spending habits and demand for imports. Typically, a lag occurs between economic shifts and changes in import volumes. As a result, the impact becomes evident over time rather than through immediate changes in regulatory activity.

## 3.5 Design of regulatory charges

As described earlier, our cost recovery model is developed around allocating indirect and direct costs to programs and activities. Within each activity there are outputs, which are represented as charge points.

We monitor costs monthly for variances between forecast and actual expenses and regularly review and improve our workforce models, systems and processes. Monitoring informs our annual review of

regulatory charges, and we implement adjustments to regulatory charges within the parameters we are governed by.

The amounts payable shown in Table 3 reflect the volumes and estimated costs associated with biosecurity and imported food regulatory activities in 2026–27. Actual recovery of costs through an individual charge is dependent upon the costs incurred to provide that activity and the volume of transactions, imports or activities performed. Fees and charges are modelled to recover no more than the efficient costs of providing each activity, hence the estimated cost and estimated revenue are equal where a forecast volume can be reliably estimated.

For some animal imports at the PEQ, we do not have any forecast import volumes. However, there are fixed costs that cannot be avoided. These costs are not cross subsidised by other imports but are managed through other funding sources, typically government appropriation. A price is determined to recover some of those fixed costs along with the variable costs, should an import occur.

**Table 3 Fees and charges – estimated costs, volumes and revenue for biosecurity cost recovery arrangement, 2026–27**

Type of charge	Estimated total cost (\$)	Charge point	Unit	Price (\$)	Estimated volume (units)	Estimated total revenue (\$)
Charge	118,832,304	Full import declaration charge – air	Per import declaration	48	2,475,673	118,832,304
	143,269,622	Full import declaration charge – sea	Per import declaration	71	2,017,882	143,269,622
	67,242,329	Self-assessed clearance charge	Per import declaration	0.38	176,953,497	67,242,329
	1,944,675	Permit application charge	Per application	135	14,405	1,944,675
	564,672	Reservation charge – horses	Per animal	1,088	519	564,672
	2,258,688	Confirmation of reservation charge – horses	Per animal	4,352	519	2,258,688
	–	– Reservation charge – ruminants	Per animal	1,112	–	–
	–	– Confirmation of reservation charge – ruminants	Per animal	4,447	–	–
	2,214,546	Reservation charge – animals not covered by another item of this table (includes cats or dogs)	Per animal	282	7,853	2,214,546
	8,081,348	Confirmation of reservation charge – animals not covered by another item of this table (includes cats or dogs)	Per animal	1,132	7,139	8,081,348
	–	– Reservation charge – bees	Per bee consignment	926	–	–
	–	– Confirmation of reservation charge – bees	Per bee consignment	3,707	–	–
	–	– Reservation charge – live snails	Per live snail consignment	892	–	–
	–	– Confirmation of a reservation charge – live snails	Per live snail consignment	3,571	–	–
	–	– Reservation charge – avian (live birds)	Per biocontainment unit	5,209	–	–
	–	– Confirmation of reservation charge – avian (live birds)	Per biocontainment unit	20,832	–	–
	43,515	Reservation charge – avian (eggs for hatching)	Per hatching egg biocontainment unit	14,505	3	43,515
	174,054	Confirmation of reservation charge – avian (eggs for hatching)	Per hatching egg biocontainment unit	58,018	3	174,054
	1,490,860	Importation charge – plants	Per m <sup>2</sup> per month	322	4,630	1,490,860

Biosecurity cost recovery implementation statement 2026–27

Type of charge	Estimated total cost (\$)	Charge point	Unit	Price (\$)	Estimated volume (units)	Estimated total revenue (\$)
	35,260	Approved arrangement/compliance agreement application charge	Per application	215	164	35,260
	1,531,690	Approved arrangement – multiple – including food import compliance agreements – full year	Per item	3,442	445	1,531,690
	–	Approved arrangement – multiple – including food import compliance agreements – part year	Per item	1,721	–	–
	236,014	Approved arrangement – class 19 – full year	Per item	593	398	236,014
	593	Approved arrangement – class 19 – part year	Per item	296.5	2	593
	3,683,772	Approved arrangement – single– including food import compliance agreements – full year	Per item	2,966	1,242	3,683,772
	68,218	Approved arrangement – single – including food import compliance agreements – part year	Per item	1,483	46	68,218
	3,482,246	Approved arrangement – class 19 entry	Per item	23	151,402	3,482,246
	97,641	Non-commercial vessel arrival charge-	Per vessel	171	571	97,641
	27,782,466	Vessel, other than a non-commercial vessel arrival charge	Per vessel	1,499	18,534	27,782,466
	149,810	Vessel diagnostic charge –Roll-on-Roll off (Ro/Ro) vessels	Per vessel	710	211	149,810
	151,767	Vessel diagnostic charge – all other vessel	Per vessel	189	803	151,767
Fee for service – inspection (including virtual inspections), examination, document assessment, analysis, diagnostic activity, clearance of cargo, treatment, audit, supervision and training	28,939,218	In-office fee during ordinary hours of duty	Per 15 minutes	42	689,029	28,939,218
	477,240	In-office fee outside ordinary hours – weekday for continuous activity provided immediately before or after ordinary hours	Per 15 minutes	60	7,954	477,240
	1,958,760	In-office fee outside ordinary hours – weekday for non-continuous activity provided before or after ordinary hours only	Per 30 minutes	120	16,323	1,958,760
	2,116,790	In-office fee outside ordinary hours – weekend or departmental holiday	Per 30 minutes	130	16,283	2,116,790
	4,093,830	In office fee outside ordinary hours, after the first 30 minutes – weekend or departmental holiday	Per 15 minutes	65	62,982	4,093,830

Biosecurity cost recovery implementation statement 2026–27

Type of charge	Estimated total cost (\$)	Charge point	Unit	Price (\$)	Estimated volume (units)	Estimated total revenue (\$)
	177,530	Assessment category 1 permit application	Per application	82	2,165	177,530
	1,218,236	Assessment category 2 permit application	Per application	164	6,289	1,218,236
	37,278	Assessment category 3 permit application	Per application	327	114	37,278
	3,874,972	Assessment category 4 permit application	Per application	491	7,892	3,874,972
	216,150	Assessment category 5 permit application	Per application	655	330	216,150
	128,940	Assessment of a permit application not completed within the initial assessment period for the application in ordinary hours	Per 15 minutes	42	3,070	128,940
	50,644,020	Out-of-office fee during ordinary hours of duty	Per 15 minutes	70	723,486	50,644,020
	698,467	Out-of-office fee during ordinary hours of duty	Daily	1,351	517	698,467
	4,752	Out-of-office fee outside ordinary hours – weekday for continuous activity provided immediately before or after ordinary hours only	Per 15 minutes	88	54	4,752
	359,216	Out-of-office fee outside ordinary hours – weekday for non-continuous activity provided before or after ordinary hours only	Per 30 minutes	176	2,041	359,216
	91,512	Out-of-office fee outside ordinary hours – weekend or departmental holiday	Per 30 minutes	186	492	91,512
	12,462	Out-of-office fee outside ordinary hours – weekend or departmental holiday after the first 30 minutes	Per 15 minutes	93	134	12,462
	114,952	Provision of consumable materials used in performing a diagnostic activity	A fee equivalent to the cost of the consumable materials	At cost	10,862	114,952
	–	Temporary storage at premises owned or managed by the Commonwealth, of baggage brought into Australian territory	Per 30 days per item of baggage	50	–	–
Fee for service – husbandry	–	Husbandry fee – ruminants	Per animal per day	112	–	–
	4,398,016	Husbandry fee – cats or dogs or animals not covered by another item of this table	Per animal per day	56	78,536	4,398,016

Biosecurity cost recovery implementation statement 2026–27

Type of charge	Estimated total cost (\$)	Charge point	Unit	Price (\$)	Estimated volume (units)	Estimated total revenue (\$)
		Husbandry fee – bees	Per bee consignment per month (or part thereof)	519	–	–
		Husbandry fee – live snails	For each live snail consignment for each month (or part thereof)	2,470	–	–
	–	Husbandry fee – avian (live birds)	Per biocontainment unit per day	62	–	–
	22,428	Husbandry fee – avian (eggs for hatching)	Per biocontainment unit per day	84	267	22,428
	298,870	Husbandry fee – plants	Per m <sup>2</sup> per month (or part thereof)	65	4,598	298,870
<b>Total</b>	<b>483,219,729</b>	–	–	–	–	<b>483,219,729</b>

**Table 4 Fee for service on demand prices, 2026–27**

Type of charge	Estimated total cost (\$)	Charge point	Unit	Price (\$)
Fee for service – temporary storage in relation to international travellers and their baggage	n/a	Temporary storage at premises owned or managed by the Commonwealth for baggage brought into Australian territory	Per 30 days per item of baggage	50
Fee for service – special processing areas, agreed fee for international travellers and their baggage	Any period up to 3 hours during which one or more fee bearing activities are carried out	First 3 hours for each person carrying out those activities	Per first 3 hours	At least 571, but not more than 1,142
	Immediately following the first 3 hours during which those activities are carried out	Per 15 minutes immediately following first 3 hours for each person carrying out those activities	Per each 15 minutes after the first 3 hours	At least 48 but not more than 95

Note: These fee-for-service activities will only apply when the activity is requested by industry.

Table 5 provides a breakdown of the modelled costs of the arrangement by charge type, activity and output. For a detailed description of activities and outputs, see [Appendix B](#).

**Table 5 Cost type breakdown by activity and output**

Charge type and activity	Output	Expense (\$)
Charges – program management and administration	Workforce and business administration	194,534,498
	Business system administration	27,117,589
	Stakeholder engagement	27,152,918
	Policy and instructional material	41,245,362
	Business improvement	20,730,866
	<b>Subtotal</b>	<b>310,781,234</b>
Charges – assurance	Risk management	23,861,225
	Verification	19,355,837
	Surveillance	20,945,989
	<b>Subtotal</b>	<b>64,163,051</b>
Charges – incident management	Incident management	4,219,375
	Investigative support	1,890,600
	Corrective action	4,899,915
	<b>Subtotal</b>	<b>11,009,889</b>
<b>Total charges</b>		<b>385,954,174</b>
Fees – intervention	Assessment	32,698,120
	Issue approvals/certification	5,653,106
	Inspection	53,096,224
	Treatment	1,535,724
	Audit	2,181,151
	Husbandry	4,719,314

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<b>Charge type and activity</b>	<b>Output</b>	<b>Expense (\$)</b>
	<b>Subtotal</b>	<b>99,883,639</b>
	<b>Total fee for service</b>	<b>99,883,639</b>
<b>Subtotal</b>	–	<b>485,837,813</b>
Less government appropriation for anti-smuggling measures	–	<b>(1,618,084)</b>
Less diagnostic consumables recovered at cost	–	(114,952)
Less costs paid on behalf of and recovered from companion animal importers	–	(1,000,000)
<b>Net costs to be recovered</b>	–	<b>483,104,777</b>

## 4 Changes to regulatory charging in 2026–27

This chapter provides information to regulated entities on agreed charges for the upcoming financial year and on any other matters relating to these charges that have changed since 2025–26.

In 2023–24 we embedded the annual review cycle of the arrangement. The review included monitoring and analysis of the impact of changes introduced on 1 July 2023. Recognising that our costs do not remain static and to avoid large increases in the future, legislation was amended in 2023 to introduce indexation of prices annually, based on the all-groups CPI published by the [Australian Bureau of Statistics](#).

In 2024–25 prices for all regulatory charges increased by 4.1%, aligning with the CPI. In 2025–26 prices were indexed by 2.4% and in 2026–27 most prices have been indexed by a further 3.8%. Prices are published on our [biosecurity cost recovery implementation statements](#) webpage and listed in Table 3. The methodology used to determine the indexation factor, and price calculation is set out in [Appendix C](#).

Since 2024–25 indexation has been the primary mechanism used to support annual price increases, as outlined in [Appendix C](#). In addition, we undertake regular reviews to ensure charges continue to reflect the cost of delivering regulatory activities over time. This includes monitoring actual costs and revenue each year to identify any over- or under-recovery, which can inform adjustments to charges in future years. A more detailed review of cost recovery arrangements is planned for 2026–27 to further assess the appropriateness of settings and ensure regulatory charges reflect the efficient cost of delivering the activity.

### 4.1 New charges for live snails housed at PEQ

Amendments to biosecurity charging legislation introduced new regulatory charges for live garden snails. Charges have been developed based on the expected effort and costs associated with the management of a consignment of live snails housed at the PEQ facility. The level of effort reflects the risk management activities required when live snails are imported as described in [Importation of live garden snails \(\*Cornu aspersum\*\) for heliciculture](#).

These charges apply if an importer chooses to house a consignment of live snails at the PEQ facility. The proposed new fees and charges are described in Table 6.

**Table 6 Fees and charges for live snails**

Type of charge	Charge point	Unit	Price (\$)
Fee	Husbandry activities in relation to a consignment of live snails which would include activities such as: <ul style="list-style-type: none"> <li>• monitoring snail health during stay at PEQ</li> <li>• removal of dead or diseased snails</li> <li>• transport of snails</li> </ul>	Per calendar month or part thereof, for each consignment	2,470

Type of charge	Charge point	Unit	Price (\$)
	<ul style="list-style-type: none"> <li>feeding and watering snails</li> <li>cleaning and maintenance of the snail enclosure throughout the duration of the stay at the PEQ facility.</li> </ul>		
Charge	Reservation of a place in a post entry quarantine facility for a consignment of live snails, and administration and management of biosecurity activities in relation to the consignment.	Per consignment	892
	Confirmation of a reservation of a place in a post entry quarantine facility for a consignment of live snails, and administration and management of biosecurity activities in relation to the consignment.	Per consignment	3,571

## 4.2 Clarity on cost recovery for avians

The recent reviews of cost recovery legislation identified amendments needed to ensure charging for avian imports provides a clearer reflection of the costs of the services delivered and clarity on the application of cost recovery charges.

Charges for avian imports include a reservation charge, a confirmation of reservation charge and a daily husbandry fee. Existing provisions in biosecurity charging legislation set the application of regulatory charges for husbandry services and avian biosecurity activities on a per consignment basis. The proposed amendments would instead charge for those activities per biocontainment unit:

- A single consignment may occupy one or multiple biocontainment units at the PEQ facility.
- The cost to manage the biosecurity risk varies depending on how many biocontainment units are needed to house a consignment.
- Importers nominate the number of biocontainment units needed to house a consignment.

To ensure the cost recovery charges better reflect the costs of the services delivered, the charges for avian consignments need to be applied based on the number of biocontainment units occupied.

This change provides clarity on the application of fees and charges for avian imports.

## 4.3 Removing redundant provisions in legislation

We are removing 3 provisions relating to the application of cost recovery fees that are no longer applied (Table 7).

**Table 7 Redundant provisions in legislation**

Type of charge	Application	Rationale for removal
Fee	Husbandry activities in relation to a horse in a post entry quarantine facility, for each day after the initial 14 day period during which the horse stayed at the post entry quarantine facility	We do not provide husbandry services for horses during their stay in the post entry quarantine facility.
	Assessment of a permit application provided on a weekday outside ordinary hours of duty	This activity rarely occurs outside ordinary hours on a weekday; in the event it does an existing provision allows the department to charge for the activity.
	Assessment of a permit application provided on a Saturday, Sunday or a departmental holiday	This activity rarely occurs on a weekend or departmental holiday, in the event it does an

Type of charge	Application	Rationale for removal
		existing provision allows the department to charge for the activity.

### 4.3.1 Improvements to cost recovery for regulatory diagnostic activity

In 2023 we reviewed our cost recovery arrangements for regulatory diagnostic activities (i.e. tests, identification) undertaken to manage biosecurity risks associated with goods and international vessels and aircraft. The review identified gaps in cost recovery, including activities that were not charged or only partially charged for under current arrangements.

The cumulative impact of this amounts to a gap in recovery of our costs. For example, there are instances where no fees have been applied, or importers were only charged for 2 × 15-minute intervals (\$80, 2025–26 rates), which does not reflect the actual effort or cost to undertake diagnostic work.

The current charging approach does not reflect the complexity of import pathways, nor provide clear or predictable pricing for industry, and does not adequately recognise the highly variable and technical nature of diagnostic work, compared to other regulatory activities such as inspections or document assessment.

To support sustainable funding, we are improving cost recovery for diagnostic activities in 2026–27 through a phased approach:

- **Phase 1** – Introduce new charges for diagnostic activities associated with international vessels.
- **Phase 2** – Revise the fee structure and introduce fixed fees for most diagnostic activities for imported cargo.

While originally planned to commence in 2025, implementation was delayed due to the complexity of vessel and cargo pathways and the need to enhance billing systems to ensure transparent and consistent charging. The revised approach aims to minimise the impacts on industry, while allowing us to recover the cost of delivering diagnostics to manage biosecurity risk associated with goods and conveyances.

Some stakeholders may experience increased costs, particularly where diagnostic activities were previously not charged or only partially charged.

### 4.3.2 Phase 1 New international vessel charges

Two new charges have been introduced to recover the cost of the diagnostic capability required to assess and manage the biosecurity risk associated with international vessels.

This is a revision of the current cost recovery structure and provides an alternative more effective charging structure for regulatory activities already undertaken in relation to vessels.

- Time-based fees will no longer apply for diagnostic activities undertaken in relation to vessels.
- Cost to deliver the regulatory activities will be recovered through charges.

- Applied once per vessel if regulatory diagnostic activity is required during the vessel’s voyage in Australian territory.
- Charge commences 1 July 2026.

**Table 8 Charges for diagnostic activity in relation to vessels**

Category	Application	Unit	Rate (\$)
Ro/Ro vessel	One off charge applied in relation to diagnostics activity to assess and manage biosecurity risk.	Per vessel	710
All other vessels	One off charge applied in relation to diagnostics activity to assess and manage biosecurity risk.	Per vessel	189

The distinction between the 2 charges is based on the effort and cost to deliver diagnostic activity. Larger numbers of specimens are typically collected from Ro/Ro cargo vessels during inspections, when compared to other types of vessels. Samples collected from Ro/Ro vessels also contain greater diversity and can require complex assessment relating to seasonal pest measures. Consequently, these vessels require significantly more diagnostics effort to assess and manage biosecurity risk.

### 4.3.3 Phase 2 Revised fee structure for imported goods

The proposal to revise the current fee structure represents an alternative and more effective charging structure for regulatory activities already undertaken and charged for under the current cost recovery arrangement.

Subject to the approval of legislation, new charge points will be added to legislation for each specific diagnostic activity, including a description of what each activity covers and the rate at which the activity is charged per unit (for example, for each test, diagnostic examination or activity).

- Most diagnostic activities (tests, examinations) will have a legislated fee with the current rate published on our website, meaning most prices will be known ahead of time.
- There will be a tiered structure for some tests, resulting in cheaper rates per test when larger numbers are tested in the one batch.
- The fee for some activities will change and may increase or reduce importer’s costs.
- Total cost will vary depending on the number of activities that are carried out.
- Fees for activities provided will be itemised on an invoice.

Some diagnostic activities will continue to be charged under the current arrangements (in 15-minute intervals plus the cost of any consumable material required) due to the variable and complex nature of this work.

Subject to approval of legislation, implementation of the revised fee structure is proposed to commence on 1 November 2026.

Table 9 sets out the proposed new charge points for diagnostic activities, including a description of the activity, the unit to which the fee will apply and the price, calculated using 2026–27 rates.

**Table 9 Proposed charge points and prices for specified diagnostic activities**

<b>Diagnostic activity</b>	<b>Description of activity</b>	<b>Unit</b>	<b>2026–27 price (\$)</b>
Sample handling	Receive and handle a sample, including one or more of the following: <ul style="list-style-type: none"> <li>a) labelling the sample</li> <li>b) prioritising the sample) re-packaging the sample preserving specimens in the sample</li> <li>c) undertaking data entry in relation to the sample</li> <li>d) recording and communicating diagnostic results and associated advice on biosecurity risk and biosecurity measures in respect of the sample</li> <li>e) storing the sample</li> <li>f) disposal of the sample.</li> </ul>	For each sample	84
Specialist sample collection	Collect and package a sample that requires specialist skills in pest or symptom recognition.	For each activity	9
Basic examination	Carry out a basic examination of a sample or subsample, including making clinical observations in relation to the sample or subsample and one of the following: <ul style="list-style-type: none"> <li>a) a visual examination of the sample or sub-sample</li> <li>b) simple microscopic examination of the sample or sub-sample</li> <li>c) visual and simple microscopic examination of the sample or sub-sample.</li> </ul>	For each examination	18
Intermediate examination	Carry out an intermediate examination of a sample or subsample, including the activities described in a basic examination and one or more of the following: <ul style="list-style-type: none"> <li>a) slide mounting</li> <li>b) simple dissection</li> <li>c) humidification or incubation</li> <li>d) imaging of specimens or symptoms</li> <li>e) undertaking morphological identification procedures.</li> </ul>	For each examination	130
Complex examination	Carry out a complex examination of a sample or sub-sample, including the activities described in the intermediate examination and one or more of the following: <ul style="list-style-type: none"> <li>a) sourcing diagnostic literature required for identification and resolution of biosecurity risk</li> <li>b) ) sourcing assistance from external taxonomic expert</li> <li>c) preparing and sending the sample, or part of the sample, to one or more external locations</li> <li>d) undertaking internal or external consultation to resolve biosecurity risk or biosecurity measures</li> <li>e) complex dissection to determine sex, reproductive potential or morbidity status.</li> </ul>	For each examination	340

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Diagnostic activity	Description of activity	Unit	2026–27 price (\$)
Rapid antigen test (RAT) – single target	Carry out a rapid antigen test that detects a single species or a group of species, including the following: a) sampling the affected material b) preparing the sample c) adding the test strip d) recording the results of the test e) disposal of the test.	For each test	42
RAT – multiple targets	Carry out a rapid antigen test that detects single species or a group of species, using a single test comb, including the following: a) sampling the affected material b) preparing the sample c) adding the test strip d) recording the results of the test e) disposal of the test.	For each test	58
Microbial culturing – initial plating	Carry out initial step for isolation of microorganisms, which includes the initial plating.	For each activity	30
Microbial culturing – isolation of bacteria or fungi in pure culture, for each isolate	Carry out subculturing of a microorganism to obtain a pure isolate, excluding initial plating and identification.	For each isolation	32
Sheppard and Needham test	Conducting a Sheppard and Needham wash test to detect <i>Verticillium alfalfae</i> in lucerne seed, including sampling, washing, culturing microbes, incubating cultures, and screening cultures.	For each seed variety tested	1784
Extraction of nucleic acid	Carry out extraction of nucleic acid from a sample or subsample, either manually or robotically without purification.	For each extraction	41
Extraction and purification of nucleic acid – 1 to 2 samples	Carry out extraction and purification of nucleic acid from a sample or subsample, either manually or robotically.	For each extraction where 1 or 2 are carried out	107
Extraction and purification of nucleic acid – 3 to 10 samples	Carry out extraction and purification of nucleic acid from a sample or subsample, either manually or robotically.	For each extraction, where between 3 and 10 are carried out	64
Extraction and purification of nucleic acid – 11 or more samples	Carry out extraction and purification of nucleic acid from a sample or subsample, either manually or robotically.	For each extraction, where 11 or more are carried out	49
Loop-mediated amplification (LAMP) test	Carry out a loop-mediated amplification (LAMP) test of a sample.	For each test of a sample that is a single sample, or a first sample in a batch, including positive and negative controls	149
LAMP test	Carry out a LAMP test in relation to an additional sample in a batch.	For each test of an additional sample in a batch	43

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<b>Diagnostic activity</b>	<b>Description of activity</b>	<b>Unit</b>	<b>2026–27 price (\$)</b>
Polymerase chain reaction (PCR) or quantitative polymerase chain reaction (qPCR) – 1 to 2 samples	Carry out a PCR or qPCR reaction activity.	For each activity, where 1 or 2 are carried out	86
PCR or qPCR – 3 to 10 samples	Carry out a PCR or qPCR activity.	For each activity, where between 3 and 10 are carried out	35
PCR or qPCR – 11 or more samples	Carry out a PCR or qPCR activity.	For each activity, where 11 or more are carried out	13
Deoxyribonucleic acid (DNA) sequencing	Carry out sequencing of amplified DNA, derived from a sample of extracted and amplified DNA, but excluding matching to species in online databases, and analysis of sequence data.	For each sequencing	109
Electron microscopy	Carry out electron microscopy of a sample or subsample, including: a) preparing the sample b) electron microscopy of the sample c) analysis of the results.	For each sample	236
Nematode extraction	Carry out an extraction of nematodes from a sample of soil or plant material but excluding tests to identify the species present.	For each extraction	225
High throughput sequencing of small ribonucleic acid (RNA)	Carry out high throughput sequencing of small RNA from a sample of plant tissue, including analysis of small lengths of RNA, excluding RNA extraction.	For each sequencing	656
Herbaceous indexing	Carry out herbaceous indexing, including the following: a) inoculating indicator plants using plant tissue from the tested plant b) inoculating positive and negative control plants c) observing symptoms in the indicator plants.	For each plant tested	90
Woody indexing	Carry out woody indexing, including the following: a) inoculating indicator plants by grafting tissue from the tested plant onto the indicator plant b) grafting negative and positive control plants c) observing symptoms in the indicator plants.	For each plant tested	238
Shoot tip grafting	Carry out shoot tip grafting, including the following: a) preparing a seedling rootstock b) grafting a shoot tip from the tested plant onto the seedling c) monitoring growth.	For each grafting attempt	94
Enzyme-linked immunosorbent assay (ELISA) test extraction	Carry out an ELISA test extraction of a sample in preparation for an ELISA test, including: a) reagent preparation b) grinding plant tissue in a buffer bag.	For each extraction	10

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Diagnostic activity	Description of activity	Unit	2026–27 price (\$)
ELISA – 1 to 2 samples	Carry out an ELISA test of an extract of plant tissue, including the following: a) positive and negative controls b) incubating the extract with antibodies in a test plate c) analysis of results.	For each test, where 1 or 2 are carried out	164
ELISA – 3 to 10 samples	Carry out an ELISA test of an extract of plant tissue, including the following: a) positive and negative controls b) incubating the extract with antibodies in a test plate c) analysis of results.	For each test, where between 3 and 10 tests are carried out	51
ELISA – 11 or more samples	Carry out an ELISA test of an extract of plant tissue, including the following: a) positive and negative controls b) incubating the extract with antibodies in a test plate c) analysis of results.	For each test, where 11 or more tests are carried out	21
Nucleic acid quality check	Carry out a nucleic acid quality check of a sample including the following: a) assessing the quality and quantity of RNA or DNA extracted from a sample b) preparing a sub sample of the extraction product for analysis in an automated analysis instrument.	For each activity	11
Complementary DNA (cDNA) synthesis	Carry out the synthesis of cDNA from RNA extracted from a sample.	For each activity	14
Matrix-assisted laser desorption/ionisation time of flight test (MALDI ToF)	Carry out a MALDI ToF mass spectrometry test of a sample, including the following: a) handling of the sample b) preparing the sample c) testing the sample d) analysis of results.	For each test	29

Note: The intermediate examination fee includes all activities described in the basic examination, and a complex examination fee includes the activities described in the intermediate examination. Therefore, one type of examination fee is applied for the type of examination needed to assess the biosecurity risk of the specimen being examined.

Learn more about the new fees and charges, including scenarios, at [Biosecurity cost recovery implementation statements](#).

## 5 Risk assessment

### 5.1 Charging risk assessment and mitigation

A charging risk assessment (CRA) is required for any regulatory charging policy proposal, including for increases in the price for cost-recovered activities. As described earlier, most prices have increased by 3.8% in line with the annual movement in CPI for the December 2025 quarter. Australia is a growing economy, so there is also some growth built into the cost recovery model to reflect increased demand for our services.

The outcome of our assessment through the CRA process is an overall risk rating of medium. Prices have been set based on the minimum efficient costs for regulation.

We monitor the arrangement performance through monthly review of revenue and expenditure and a formalised annual review of all regulatory charges. This ongoing monitoring and evaluation identifies necessary adjustments and provides assurance that charges reflect only the ongoing efficient costs of delivering the activity. Where initial review indicates a misalignment, deeper investigation will be undertaken and prices reset in legislation.

Indexation was added to biosecurity and imported foods charging legislation in 2023 to support ongoing sustainable funding for biosecurity regulatory activities and reduce the reliance on appropriation funding from government. The annual review process also supports this objective.

### 5.2 Management of accumulated balances and under- or over-recovery

Regulatory charging is set to only recover the department's efficient costs; however, several factors can affect the difference between revenue and expenses. These factors include volume variances and changes in expenses based on risk profiles. Demand for commodities, overseas economic factors, and climatic events can all impact regulatory effort, costs and volumes of activities.

Each charge has been determined by creating a cost pool of the direct and indirect costs associated with that activity. When divided by the estimated volume, the price is established for that activity alone and avoids cross subsidisation with other activities.

Under-recoveries will result in the arrangement not recovering the costs of regulatory activities. This results in the arrangement operating at a loss and may adversely impact the accumulated balance for the arrangement at year's end. Ongoing under-recovery will lead to the need for further review of the regulatory charging arrangement to ensure its return to sustainable recovery for all regulatory costs. Any cash impact resulting from under-recovery is managed through the department's other funding sources and prior year losses are not recovered from regulated entities. Over-recovery is also reviewed and considered when setting prices for the following year and may lead to some charges remaining at their existing price or even reducing.

The annual review process of the arrangement's costs, volumes and prices is the mechanism used to set new or retain existing prices for regulatory activities. As prices are set in legislation, any changes

other than indexation to prices, requires additional work that means it is impractical to adjust prices any more than once per financial year.

A new CRIS is published prior to the commencement of a new financial year following consultation with industry and agreement from the minister. If it is apparent during a financial year that a price for an activity is recovering significantly more than the efficient costs, then we may consider other options, such as remissions for part of the fee or charge to reduce the amount paid by industry and be more reflective of the department's effort.

## 6 Stakeholder engagement

Stakeholder engagement plays an important role in the development and management of regulatory charging arrangements. Our stakeholders have unique insights into how our regulatory activities affect their businesses and can help us design efficient regulatory charging frameworks for these activities.

### 6.1 Engagement summary 2026–27

Stakeholders have been consulted on the proposed changes to regulatory charges for 2026–27 through a variety of communication channels. Consultation on changes to our cost recovery arrangements for diagnostics commenced in 2024 and continued in 2025. Consultation on all changes for 2026–27 commenced in April 2026 through industry consultative committees, advice notices and targeted communication to affected stakeholder groups.

Indexed prices for 2026–27 and detailed explanatory information on proposed amendments to legislation were published on our Have your Say consultation platform, which was open from 13 April 2026 to 5 May 2026.

One submission was received during public consultation, expressing opposition to indexation increases to the self-assessed clearance charge and increase to prices more broadly, and calling for a comprehensive review. We have considered this feedback, and these matters are the subject of ongoing discussions. Aside from this, feedback from stakeholders indicated they are generally unopposed to the changes.

Public awareness was further supported through a series of advice notices, targeting all stakeholder groups. The 2026–27 CRIS and pricing tables and explanatory information on the revised fee structure for diagnostic have been shared in advance of the 1 July 2026 commencement date, providing impacted stakeholders time to prepare for price increases and changes to current charging arrangements.

### 6.2 Industry engagement

We have established [industry consultative committees](#) to represent industry views in relation to biosecurity and imported food. We consult with these committees on a number of different activities. The consultative committees include:

- Cargo Consultative Committee
- Biological Consultative Group
- Imported Food Consultative Committee
- Horse Industry Consultative Committee
- Post Entry Plant Consultative Committee
- Avian Imports Stakeholder Group.

We also engage with representatives for, cat and dog importers, and with other peak bodies, industry or individuals as necessary.

### **6.3 Ongoing engagement strategy**

We liaise with our stakeholders through a variety of communication channels, including:

- engaging with industry consultative committees through agreed terms of reference
- reporting periodically on regulatory charging performance, including explanations for material variances between budgeted and actual positions
- communicating with industry consultative committees on changes to regulatory charging before any revisions or updates are made to regulatory charges
- annual public consultation on key changes that result in price adjustments.

Information about new prices or changes in charging arrangements is published on our website each year and we provide ongoing updates through a variety of communication channels.

For more information on changes to regulatory charges, email [BioCRIS@aff.gov.au](mailto:BioCRIS@aff.gov.au).

# 7 Financial estimates

## 7.1 Annual estimates

A summary of the forecast annual operating position for the arrangement is provided in Table 10.

We maintain an accumulated balance for each program of the arrangement to assist with managing the alignment of revenue and expenses and variations to forecast volumes. In total, the accumulated balance reflects the combined accumulated results of the arrangement since its inception and the department reports at this highest level of aggregation.

**Table 10 Financial estimates for biosecurity cost recovery arrangement, 2025–26 to 2028–29**

Finance element	2025–26 (\$)	2026–27 (\$)	2027–28 (\$)	2028–29
Revenue = X	459,477,559	485,837,813	511,107,695	537,691,940
Expenses = Y	459,477,559	485,837,813	511,107,695	537,691,940
Balance = X – Y	0	0	0	0
Estimated opening accumulated results	13,667,376	13,667,376	13,667,376	13,667,376
Estimated closing accumulated results	13,667,376	13,667,376	13,667,376	13,667,376

### 7.1.1 Expenses to be cost-recovered

There are a number of inputs into our costs that make up the total value of the arrangement and the amounts to be recovered for each activity. Like most businesses, we incur costs for operating expenses such as:

- wages for APS staff
- payments to contractors engaged to provide specialised or short-term expertise
- supplier costs, including compulsory use of whole-of-government arrangements for certain suppliers (e.g. travel, stationery, IT equipment)
- rent on office and domestic properties
- depreciation on IT systems, property, plant and equipment.

As described in [section 3.3.1](#), these expenses are allocated to the activity and cost-recovered program that best reflects the activity undertaken. This forms a cost pool for that activity. Each cost pool is divided by the forecast volume for that activity to determine the fee or charge. The combined sum of all cost pools equals the cost for undertaking regulatory activities under the arrangement. Prices are set in conjunction with the forecast volumes to recover these costs.

The Biosecurity, Imported Food and Export Certification Special Account was established to manage the expenses and cost-recovered revenue for the department’s provision of:

- biosecurity, inspection and certification services for passengers, cargo, mail, animals, plants, and animal or plant products arriving in Australia
- agricultural products and food exported from Australia.

### 7.1.2 Volume forecasts

There is a high correlation between forecast costs and the volume of regulatory effort to deliver activities such as inspections, audits, process animal imports and carry out associated husbandry.

Volumes are derived from a combination of historical trends, current work programs for audit and compliance activities, information that might affect future activity such as economic impacts on consumer spending and, where appropriate, confirmation with industry such as volumes of horse imports.

The volumes for regulatory activities in 2026–27 reflect growth on prior years for most activities, using the Australian Bureau of Statistics rise in GDP for the period October 2024 to October 2025. We also take into consideration the current Australian and global economy, interest rate trends, and predictions and inflationary impacts on consumers (ABS 2025).

## 7.2 Financial performance

We consult with key industry stakeholders on financial performance indicators to assist in evaluating the performance of our regulatory charging arrangements. Table 11 includes financial performance of the arrangement since the 2021–22 financial year.

**Table 11 Financial performance of the biosecurity cost recovery arrangement, 2021–22 to 2024–25**

Finance element	2021–22 (\$)	2022–23 (\$)	2023–24 (\$)	2024–25 (\$)
Revenue = X	288,729,586	299,676,655	364,983,026	428,807,799
Expenses = Y	308,868,350	335,316,035	351,165,448	408,259,389
<b>Balance = X – Y</b>	<b>-20,138,764</b>	<b>-35,639,380</b>	<b>13,817,578</b>	<b>20,548,409</b>
<b>Accumulated results</b>	<b>14,940,769</b>	<b>-20,698,611</b>	<b>-6,881,033</b>	<b>13,667,376</b>

## 8 Non-financial performance

Our annual report 2024–25 provides comprehensive information on performance measures and performance results. It is not intended to duplicate the information in this document but rather to draw attention to the key objectives relevant to managing biosecurity risk.

Our biosecurity objective is to ‘strengthen our national biosecurity system to provide an appropriate level of protection to Australia’s people, our environment and economy from the biosecurity threats of today and tomorrow’.

Table 12 provides non-financial performance indicators for the biosecurity regulatory charging arrangement, consistent with the [Commonwealth Performance Framework](#). Additional detail on non-performance measures is included in the [annual report](#) and [corporate plan](#).

**Table 12 Non-financial performance measures for biosecurity arrangement, 2024–25**

Performance measure	Measure description	2024–25 performance
BI-01	Proportion of biosecurity risk assessments completed within regulatory and target timeframes.	Achieved
BI-02	The import permit service standard is met.	Achieved
BI-03	Increased pre-border biosecurity assurance arrangements to manage biosecurity risks in countries exporting to Australia.	Partially achieved
BI-04	Targeted public communication and engagement activities.	Achieved
BI-05	Strengthened emergency management capabilities.	Achieved
BI-06	Reduction in risk of significant disease threats because of biosecurity measures implemented by the department.	Partially achieved
BI-07	Number of consignments of imported goods with khapra beetle detections is reduced as a result of biosecurity measures implemented by the department.	Achieved
BI-08	Reduced levels of non-compliance with biosecurity regulations that apply to high value cargo.	Achieved
BI-09	Rates of non-compliance with regulations that apply to international travellers.	Partially achieved.
BI-10	Rates of non-compliance with regulations that apply to approved arrangements.	Not achieved
BI-11	Biosecurity service standards conducted at the border are met.	Partially achieved
BI-12	Investigate and respond to incidents of high-risk non-compliance through compliance and enforcement measures.	Achieved

Note: For a complete analysis of our performance measures, see the [Annual report 2024–25](#) (pp. 44–81) and the [Corporate Plan 2024–25](#) (pp. 42–63).

## 9 Key dates and events

We undertake regular reviews of our financial performance and conduct stakeholder engagement activities throughout the annual review cycle. Key forward dates for review of the arrangement are documented in Table 13.

**Table 13 Key forward dates and events**

<b>Event</b>	<b>Next scheduled update</b>
Portfolio charging review	2026
Portfolio charging review outcomes to be brought forward in Budget 2026–27	2026
Updated fees and charges implemented	1 July 2026
Review of arrangement	1 <sup>st</sup> quarter 2026–27
Consultation on 2027–28 CRIS	3 <sup>rd</sup> quarter 2026–27
Updated fees and charges implemented	1 July 2027

# 10 CRIS approval and change register

We publish an updated CRIS annually as recommended by the Australian Government Charging Framework and in conjunction with the key dates and events in [chapter 9](#). The change register in Table 14 provides a record of updates to this CRIS.

**Table 14 Change register**

Date	Document	Change	Approver	Basis for change
May 2023	CRIS: Biosecurity 2023–24	Certification of the CRIS	Secretary of the Department of Agriculture, Fisheries and Forestry	Increase to regulatory charges following a comprehensive review of the cost recovery arrangement, aligning actual costs, effort, risk and prices.
June 2023	CRIS: Biosecurity 2023–24	Approval for the CRIS release	Minister for Agriculture, Fisheries and Forestry	Medium risk rating for regulatory charging activities requiring portfolio minister approval only.
June 2024	CRIS: Biosecurity 2024–25	Certification of the CRIS	Secretary of the Department of Agriculture, Fisheries and Forestry	Apply indexation to increase regulatory fees and charges for the cost recovery arrangement, to continue to align actual costs, effort, risk and prices.
		Approval for the CRIS release	Minister for Agriculture, Fisheries and Forestry	Medium risk rating for regulatory charging activities requiring portfolio minister approval only.
June 2025	CRIS: Biosecurity 2025–26	Certification of the CRIS	Secretary of the Department of Agriculture, Fisheries and Forestry	Apply indexation to increase regulatory fees and charges for the cost recovery arrangement, to continue to align actual costs, effort, risk and prices. Introduced new charges for approved arrangements and compliance agreements.
		Approval for the CRIS release	Minister for Agriculture, Fisheries and Forestry	Medium risk rating for regulatory charging activities requiring portfolio minister approval only.
June 2026	CRIS: Biosecurity 2026–27	Certification of the CRIS	Secretary of the Department of Agriculture, Fisheries and Forestry	Apply indexation to increase regulatory fees and charges for the cost recovery arrangement, to continue to align actual costs, effort, risk and prices. Introduced new charges for live garden snails housed at the PEQ facility, remove redundant fees for outside ordinary hours import permit assessment and horse husbandry, revise provisions for avian imports and include provisions to support improved charging for diagnostic activities.
June 2026	CRIS: Biosecurity 2026–27	Approval for the CRIS release	Minister for Agriculture, Fisheries and Forestry	Medium risk rating for regulatory charging activities requiring portfolio minister approval only.

# Appendix A: Summary of key regulatory activity volumes

During 2024–25, over 154 million cargo declarations were made, of which 4.5 million were full import declarations and 150.3 million were for low-value cargo under \$1,000 in value. Over 109,000 international flights arrived at international airports and over 19,000 international vessels entered seaports around the country. Around 18,500 import permit applications were submitted and nearly 9,000 animals were processed at PEQ facilities.

This data may differ to other reported figures due to updates associated with data reporting protocols and corrections arising and made from time to time.

**Table A1 Vessel and aircraft volumes, 2021–22 to 2024–25**

Year	Total number of international voyages	Number of voyage inspections	Total number of international aircraft arrivals
2024–25	19,195	10,803	109,803
2023–24	19,822	11,089	104,530
2022–23	19,320	10,951	81,990
2021–22	18,253	10,851	38,046

Note: For 2022–23, the ‘Number of voyage inspections’ data has been revised to reflect an updated methodology. The measure is now calculated based on the number of conveyances inspected following international arrival, rather than the total number of inspection activities, which may have included multiple inspections of a single conveyance.

**Table A2 Cargo volumes, 2021–22 to 2024–25**

Year	Total international cargo import declarations	Number of cargo imports assessed	Number of cargo import inspections	Total high-value cargo import declarations	Total low-value cargo import declarations
2024–25	154,827,890	658,413	288,225	4,513,368	150,314,522
2023–24	124,043,244	620,823	273,832	4,353,716	119,689,528
2022–23	89,875,509	679,307	271,491	4,327,283	85,548,226
2021–22	88,955,196	496,263	334,337	4,385,366	84,569,830

Note: Cargo import declarations are profiled for biosecurity and food safety risks. Declarations that match a profile are referred to the department for action.

**Table A3 Import permit applications and animals processed at PEQ, 2021–22 to 2024–25**

Year	Total volume of permit applications submitted and paid to the department	Number of animals (cats, dogs & horses) processed at the PEQ
2024–25	18,525	8,877
2023–24	18,734	9,066
2022–23	19,030	8,292
2021–22	17,555	7,841

# Appendix B: Cost-model activities

This section details the cost-model activities included under our regulatory charging arrangements.

## **Program management and administration activities (charge)** **Workforce and business management**

- Workforce management – staff supervision, allocating workforce resources, managing employee performance, leave, training and other conditions, managing work, health and safety requirements, recruitment and termination.
- Business management – business planning and continuity, requesting legal advice, procurement and contracts, program and project administration, assurance, design and management, management of fixtures, facilities, equipment, supplies and logistics.
- Financial management – billing and accounting, budgeting, charges and payments, collections and receivables, debt management, financial accounts, reporting and policy development.
- Information management – data management, information and records management, and information sharing and collaboration.

## **Business systems administration**

This activity includes developing, acquiring, testing, implementing, and supporting applications and business systems. It encompasses technical support and maintenance of all business systems, including information and communication technology.

## **Stakeholder engagement**

This activity involves proactive engagement with any person, business, or organisation, including any associated travel. It includes engaging with peak industry bodies, secretariat support and attendance at industry consultative committee meetings, consultation on new standards and requirements, publishing website content and other information.

## **Policy and instructional material**

This activity includes developing, maintaining, and communicating our policy and instructional material, such as operational and corporate policies, scientific advice, guidelines and work instructions, and associated training development and delivery. Examples include developing or revising policy, processes and developing new instructional material.

## **Business improvement**

This activity includes assessment, monitoring and development of initiatives to improve performance. Examples include adjustments to improve program and service delivery, business performance reports against key performance indicators and similar activities.

## **Assurance activities (charge)**

### **Risk management**

Assessing and managing the risks posed to Australia’s biosecurity and imported food systems. This includes communicating strategic intelligence advice to the department’s decision makers, results of risk analysis, modelling and forecasting to operational areas and the collection, receipt and use of data, information and intelligence to meet our compliance objectives. This work also includes any associated travel and client assistance work, such as assessment of threats and risks associated with cargo, vessels, plants, animals, food, biological and genetic material.

### **Verification**

Activities that provide our executive and stakeholders with confidence that our systems and processes are operating in accordance with their intended design and associated documentation and managing the identified risk. For example, internal quality assurance systems and verification activities to ensure officers are following procedures, processes or instructional material and are making appropriate decisions.

### **Surveillance**

Formal and informal monitoring to detect changes in Australia’s pest or disease status, or the presence of food safety concerns which may affect imports and onshore production. Surveillance differs from an inspection as it is not conducted for a specific client.

It includes all pre and post work, travel and client assistance in relation to surveillance. Examples include deploying detector dogs, wharf surveillance, vector monitoring at proclaimed ports, new car surveillance, break bulk surveillance, monitoring the entry of exotic pests, weeds and disease across passenger and cargo pathways, monitoring of animal welfare issues and monitoring for microbiological or chemical hazards in food.

## **Incident management activities (charge)**

### **Incident management**

Coordination and management of any incident, including post-border detections and biosecurity and imported food incidents. This includes all associated pre and post work, travel and client assistance in relation to an incident. It excludes cost-sharing for emergency responses under the formal national disease and pest response arrangements.

### **Investigation support**

Support for enforcement activities relating to an alleged breach of portfolio legislation, including any related client assistance and travel. It does not include the work of the enforcement officers. Examples of investigation support include data extraction and analysis to support an investigation.

### **Corrective action**

Actions taken in response to non-compliance with or contravention of legislation or procedures that are managed without a formal investigation by an Enforcement officer. Corrective action activities include advice and support to operational staff and clients on the management of non-compliance and the development of options to effectively manage the risk.

## **Intervention activities (fee)**

### **Assessment**

Assessing information to determine if it meets the department's requirements. This includes the assessment of import-related documentation for cargo, conveyances, plants, animals, food, biological and genetic material, including administration of applications.

### **Issue approvals and certification**

Issuing of a decision in relation to an assessment for cargo, conveyances, plants, animals, food, biological and genetic material. This includes the work from the end of the assessment period to the completion of the decision-notification process.

### **Inspection**

Physical examination and supervision of a physical examination, of cargo, conveyances, plants, animals, food, biological and genetic material, to determine compliance with biosecurity and food safety requirements. Inspections also include activities related to post-quarantine detections of biosecurity-risk goods.

### **Treatments**

Physical treatment of cargo, vessels, plants, animals, food, biological and genetic material, other conveyances or premises, to prevent an adverse biosecurity outcome from occurring.

### **Husbandry**

Activities relating to the care of plants and animals that we are responsible for, including transport of plants and animals, housing, daily monitoring, feeding, cleaning of facilities, administering of medication, bookings and client assistance.

### **Audit**

Systematic and functionally independent examination of industry systems and processes to determine whether activities and related results comply with legislative or documented requirements. This includes desktop audits, remote audits, site audits (including travel), reviews of standard operating procedures for new and existing approved arrangement sites, overseas manufacturing facilities and pre-export quarantine facilities and their procedures.

# Appendix C: Indexation

This section provides details of the application of indexation and sets out how it is applied to calculate new prices for regulatory charges.

## Legislation

New prices for regulatory charges have been calculated using methodology prescribed in legislation:

- Biosecurity Regulation 2016 – Chapter 9, Part 2, Division 1, Section 107A ‘Indexation of fees’.
- Biosecurity Charges Imposition (Customs) Regulation 2016, and Biosecurity Charges Imposition (General) Regulation 2016 – Part 2, Section 9A ‘Indexation of charges’.
- Imported Food Control Regulations 2019 – Part 4, Section 30A ‘Indexation of charges’.
- Imported Food Charges (Imposition – Customs) Regulation 2015 and the Imported Food Charges (Imposition – General) Regulation 2015 – Part 2, Section 6A ‘Indexation of charges’.

## Price calculation methodology

Indexation provisions in biosecurity and imported food legislation provide the methodology for determining if indexation will increase the prices (fees and charges) for cost-recovered regulatory activities. This is a 2-step process where the indexation factor is calculated and, if greater than 1, is used to calculate new indexed fee or charge.

### Step 1 Calculate the ‘indexation factor’ for 1 July 2026

The indexation factor for 1 July 2025 is calculated using the [All-Groups Consumer Price Index \(CPI\) number](#) for the 2025 December quarter and the CPI for the 2024 December quarter. The formula is:

$$\text{CPI for the 2025 December quarter (reference quarter)} \div \text{CPI for the 2024 December quarter (base quarter)} = \text{Indexation factor } (100.97 \div 97.31 = 1.038)$$

Based on this formula, the indexation factor for July 2026 is 1.038.

### Step 2 Calculate the ‘indexed amount’ for the fee or charge in question

Because the indexation factor for 1 July 2026 is greater than 1, fees and charges covered by an indexation provision will be indexed using:

$$\text{the dollar amount of the relevant fee or charge immediately before 1 July 2026} \times \text{the indexation factor for 1 July 2026 } (1.038).$$

The indexed amount of the fee is to the nearest whole dollar. The indexed amount for a charge is rounded to:

- a) the nearest cent if the amount is below \$1 (rounding 0.5 cents upwards) or
- b) In any other case, the nearest whole dollar (rounding 50 cents upwards).

# References

DAFF 2026, [Portfolio Budget Statements 2026–27](#), Department of Agriculture Fisheries and Forestry, Canberra, May, accessed 15 May 2026.

ABS 2025, [Australian National Accounts: National Income, Expenditure and Product](#), Australian Bureau of Statistics, accessed 15 May 2026.