Australian Government
Clean Energy Regulator

Emissions Reduction Plan

2026–27



CLEAN ENERGY REGULATOR

Acknowledgement of Country

We acknowledge the Traditional Owners of Country throughout Australia and recognise their enduring connection to land, waters and community. We pay our respects to the people, the cultures and the Elders past and present. We also acknowledge the First Nations deep tradition of stewardship that has guided the care of this country for tens of thousands of years.

Contents

Declaration of targets and Accountable Authority sign off 3

Emissions Reduction Plan 4

Purpose 4

Governance and reporting 4

Operational context 5

Engagement 6

Emissions inventory 6

Net Zero targets 8

Interim targets 9

Broader climate-related targets 9

Priorities and actions 13

OFFICIAL

Declaration of targets and Accountable Authority sign off

The Australian Government released the Net Zero in Government Operations (NZGO) Strategy (NZGO Strategy), in November 2023, setting out the overall approach and action required by Commonwealth entities to achieve the APS Net Zero 2030 target (2030 Target).

The NZGO Strategy represents a commitment by the Australian Government to lead by example on emissions reduction and contribute to the decarbonisation of Australia's economy.

The Clean Energy Regulator is committed to the 2030 Target, as per the NZGO Strategy.

The 2030 Target is the target set by the government to achieve net zero greenhouse gas emissions from government operations by the year 2030. It includes Scope 1 and Scope 2 emissions from activities in Australia and its territories, as described in the NZGO Strategy. It applies at the aggregate level to non-corporate Commonwealth entities and those Commonwealth entities and companies who opt-in and generally covers the entirety of the entity's organisation. From an organisational perspective, this means minimising the greenhouse gas emissions that are within our control. The Clean Energy Regulator is committed to the achievement of the government's 2030 Target.

This Emissions Reduction Plan describes the priorities and actions the Clean Energy Regulator is taking to reduce our operational emissions and contribute to the 2030 Target.



Tony Chappel

Chair and Chief Executive Officer
Accountable Authority
Clean Energy Regulator

OFFICIAL

Emissions Reduction Plan

The Clean Energy Regulator's (CER) 2026–27 Emissions Reduction Plan (ERP) builds on our 2024–25 ERP, reflecting progress made and updating our priorities, targets and actions to support the APS Net Zero 2030 Target. It also reports on progress in reducing Scope 1 and Scope 2 emissions associated with our operations and electricity use.

Purpose

The CER is implementing emissions reduction initiatives in line with the Australian Government's Net Zero in Government Operations (NZGO) Strategy, developed by the Department of Finance. The NZGO Strategy sets out the government's approach to achieving net zero greenhouse gas emissions from its operations by 2030, including the reinstatement of public emissions reporting.

The purpose of this ERP is to provide a pathway for the CER to contribute to the achievement of the APS Net Zero 2030 Target through emissions reduction activities. It encompasses both existing and new priorities and actions within the CER to reduce emissions.

This ERP has been developed in accordance with the NZGO Strategy, associated guidance and relevant reporting standards for annual emissions reporting.

Governance and reporting

To support accountability and transparency, we maintain governance and reporting arrangements that provide a consistent basis for monitoring progress against our ERP and preparing annual updates.

Progress towards the 2030 Target is monitored using Scope 1 and Scope 2 emissions data measured in tonnes of carbon dioxide equivalent (t CO_2-e), percentage change of this data from the baseline year and updates on priority emissions reduction activities. Although Scope 3 emissions are not included in the APS Net Zero 2030 Target, we consider business travel activity, ICT equipment management, procurement practices and waste management to support broader emissions reduction and sustainability outcomes.

The agency's Performance Reporting team coordinates ERP reporting, with quarterly status updates from responsible business areas on the actions they lead. This includes evidence of progress and any issues or dependencies. Updates are recorded in an action register to support monitoring, accountability and escalation where required, with executive oversight from the agency's Chief Sustainability Officer and inclusion in quarterly reporting to the Regulator Board.

Our emissions data, required under the Climate Action in Government Operations Emissions Reporting Framework, is collected annually through whole of government reporting arrangements and information provided by our property services provider. This data is subject to internal review against our records to support accuracy and identify any gaps, inconsistencies or limitations.

Where reporting relies on shared infrastructure or external providers, we work with IP Australia as the lead tenant of our building, the building landlord through our property services provider and the Department of Finance to improve data quality and validate inputs.

The CER reports progress annually through ERP updates, our Climate Disclosure Report and Annual Report. Our emissions data also contributes to whole-of-Australian Government emissions reporting coordinated by the Department of Finance.

OFFICIAL

Operational context

The CER's operations are delivered primarily from our office in the Australian Capital Territory (ACT). As at 30 June 2026, we have 508 employees, and of these, 362 have working from home arrangements. We do not operate a Commonwealth vehicle fleet.

Building

The CER sub-leases 5,937 m^2 of office space across 3 floors of the 'Discovery House' building from IP Australia. The building has a National Australian Built Environment Rating System (NABERS) Energy rating of 5.5 stars and a 5-star water rating. Our property service provider has determined that our tenancy is currently performing as a 6.0 star indicatively rated NABERS Energy tenancy.

The office space has energy efficient features such as light-emitting diode (LED) lighting, double-glazed windows, and lighting and air conditioning controls to ensure energy efficient operation. Sustainability features include water conservation methods in bathrooms with motion-active hand basins and 4A-rated dual flush toilets, as well as bike cages and changing facilities to encourage riding to work.

Energy

The building's power metering system supports analysis of energy consumption and helps identify opportunities to improve efficiency and reduce emissions. The CER participates in the Whole of Government Electricity Contract through an agreement signed by IP Australia, as the lead tenant of Discovery House.

Base building gas is used for air conditioning, heating and hot water. Base building electricity use includes building lifts, exterior and basement lighting, end of trip facilities, security and fire systems, and power supply and backup for communications rooms. Access to base building consumption data attributable to the CER has matured over time and is estimated based on the net lettable area (NLA) occupied by the CER.

Information and communications technology

We deliver our digital services primarily through cloud-hosted platforms located within Australian Microsoft regions. We do not operate data centres and rely on government procurement arrangements and cloud service providers that support applicable sustainability requirements. Settings on our information and communication technology (ICT) equipment have been optimised to balance energy efficiency and usability.

Travel

Official travel is only undertaken where there is a clear business or operational need, and the intended outcome cannot reasonably be achieved through alternatives such as teleconferencing or videoconferencing.

In line with the NZGO Strategy, environmental impacts are considered alongside value for money when planning and booking official travel. Where practical, lower-emissions options are considered, including:

- selecting direct flights to reduce emissions associated with additional take-offs and landings
- considering accommodation sustainability measures, including NABERS ratings where available
- selecting low or zero-emission vehicles when hiring a vehicle
- using lower-emission ground transport options, including for travel to and from airports.

OFFICIAL

Procurement

We comply with the Commonwealth Procurement Rules and applicable Commonwealth policies, including the Environmentally Sustainable Procurement Policy. Environmental considerations, including energy efficiency, climate impacts, use of recycled products and circular economy principles are incorporated into procurement requirements and evaluation processes where relevant. Staff are also encouraged to undertake environmentally sustainable procurement and planning training.

People, Culture and Capability

The CER's Chief Operating Officer is the agency's Chief Sustainability Officer, championing the NZGO Strategy and initiatives that support climate action in government operations.

An internal sustainability working group supports ongoing emissions reduction initiatives and helps to identify opportunities to improve organisational sustainability and encourages staff-led action to embed sustainable practices into day-to-day operations.

The agency uses practical strategies to manage waste and reduce its environmental impact, including promoting electronic record keeping, defaulting printers to black and white, recycling paper and cardboard, collecting organic kitchen waste and recycling toner and ink cartridges.

Engagement

In developing this ERP, the CER collaborated with a range of internal and external stakeholders, including:

- Department of Finance - Climate Action in Government Operations team to ensure this plan aligns with the NZGO Strategy.
- IP Australia to discuss options for the shared location at Discovery House, and any associated opportunities to lower emissions.
- Our property services provider to obtain property related information and assist with considerations for possible opportunities to improve energy efficiency and reduce emissions.

The following divisions and branches within the CER were involved in developing the ERP:

- Sustainability Working Group
- Corporate Branch
- Carbon Markets Branch
- Digital Services Branch

Emissions inventory

The CER's baseline emissions for electricity were established using data from the 2022–23 financial year. For natural gas, the baseline year is 2024–25, as this was the first year natural gas emissions were reported. These baseline years remain the reference point for measuring progress against emissions reduction actions.

The CER does not operate a Commonwealth vehicle fleet and therefore has no related emissions.

Refrigerant reporting is being phased in based on the NLA thresholds in the Emissions Reporting Framework. In 2025–26 this was applicable to entities with a NLA above 15,000m^2 and therefore not yet applicable to the CER.

OFFICIAL

No emissions were reported from other energy sources during the reporting period. These emissions sources will continue to be monitored as part of our ongoing emissions reporting and reduction activities.

Baseline Scope 1 and Scope 2 emissions are presented in Table 1.

Table 1: Baseline Emissions

APS Net Zero 2030 Target emission sources	Baseline t CO_2-e	Baseline year
Scope 1		
Natural gas	34.79	Baseline year is 2024–25
Fleet and other vehicles	n/a	
Refrigerants	n/a	
Other energy	n/a	
Scope 2		
Electricity (market-based)	9.1	Baseline year is 2022–23
Electricity (location-based)	111.35	Baseline year is 2022–23
Scope 1 and Scope 2 composite baseline total	43.89	

The CER's 2025–26 emissions inventory reflects its operations from leased office space in Canberra and includes its attributable share of base building emissions where data is available. Table 2 shows that the 2025–26 total Scope 1 and Scope 2 emissions were 38.74 t CO_2-e, 11.7% below the composite baseline of 43.89 t CO_2-e and 4.28% above 2024–25.

Table 2: Greenhouse gas emissions inventory and Annual Progress Towards Net Zero Emissions

Emissions Source	Baseline year t CO_2-e	FY2024–25 t CO_2-e	FY2025–26 t CO_2-e	Percentage change since baseline	Percentage change 2nd year vs 3rd year
Electricity (market-based approach)	9.1	2.36[1]	4.48[2]	- 50.8%	+ 89.83%
Natural Gas	34.79[3]	34.79	34.26	- 1.5%	n/a
Refrigerants	n/a	n/a[4]	n/a[5]	-	
Fleet and Other Vehicles	n/a	n/a	n/a	-	
Other Energy	n/a	n/a	n/a	-	
Total t CO_2-e	43.89	37.15	38.74	- 11.7%	+ 4.28%

1. A portion of electricity data was unable to be separated from landlord data and has not been included.
2. Base building electricity emissions are being reported for the first time in 2025–26 as the collection of this data improved. Base building electricity consumption data was estimated based on the NLA of the CER.
3. Base building natural gas emissions are being reported for the first time in 2024–25 as the collection of this data improved. Base building natural gas consumption data was estimated based on the NLA of the CER.
4. Reporting on refrigerants is being phased in over time as emissions reporting matures. In 2024–25 this is applicable to entities with NLA above 20,000m^2 as per the Emissions Reporting Framework.
5. Reporting on refrigerants is being phased in over time as emissions reporting matures. In 2025–26 this is applicable to entities with a NLA above 15,000m^2 as per the Emissions Reporting Framework.

OFFICIAL

The agency's Scope 1 emissions comprise our NLA-based share of natural gas used for base building services. Natural gas was first included in the inventory in 2024–25 when attributable consumption data became available. In 2025–26, Scope 1 natural gas emissions were 34.26 t CO_2-e, 1.5% below the 2024–25 baseline of 34.79 t CO_2-e.

The agency's Scope 2 emissions comprise our metered electricity use and NLA-based share of base building electricity consumption. Base building electricity was first included in 2025–26 when attributable consumption data became available. Market-based Scope 2 electricity emissions were 4.48 t CO_2-e, 50.8% below the 2022–23 baseline of 9.1 t CO_2-e, reflecting the continuing benefit of the ACT's renewable energy arrangements. However, the increase from 2024–25 primarily reflects the addition of base building electricity and is not directly comparable with the CER's metered electricity use in 2024–25.

Table 3 provides further detail on the CER's 2025–26 electricity consumption, renewable electricity use, and location-based and market-based emissions.

Table 3: 2025–26 Electricity Greenhouse Gas Emissions

Emissions source	Scope 2 t CO_2-e	Scope 3 t CO_2-e	Total t CO_2-e	Electricity kWh
Location-based electricity emissions	148.03	6.97	154.96	231,284.20
Market-based electricity emissions	4.48	0.61	5.09	5,527.70
Total renewable energy consumed[1]	n/a	n/a	n/a	**225,756.50**
Renewable Power Percentage[2]	n/a	n/a	n/a	39,989.04
Jurisdictional Renewable Power[3]	n/a	n/a	n/a	185,767.50
GreenPower	n/a	n/a	n/a	–
Large-scale generation certificates (LGCs)	n/a	n/a	n/a	–

1. Excludes behind the meter solar other than generation used to create LGCs.
2. The renewable power percentage accounts for the portion of electricity used, from the grid, that falls within the Renewable Energy Target.
3. Jurisdictional Renewable Power refers to the Jurisdictional Renewable Power Percentage (JRPP). Currently, the Australian Capital Territory is the only jurisdiction with JRPP.

Net Zero targets

The APS Net Zero 2030 Target (2030 Target) is the target set by the Australian Government to achieve net zero greenhouse gas emissions from government operations by the year 2030.

The metric used to set the 2030 Target is t CO_2-e (tonnes of carbon dioxide equivalent).

The 2030 Target is defined in the NZGO Strategy as: *A target set by the Australian Government to achieve net zero greenhouse gas emissions from government operations by the year 2030.*

The objective of the 2030 Target is to reduce emissions to mitigate further impacts of climate change. It applies to all non-corporate Commonwealth entities, and any corporate Commonwealth entities or Commonwealth companies that opt-in. The organisational boundary is the whole entity, unless an exemption has been agreed for security or other reasons.

The timeframe for achieving the net greenhouse gas emissions target is from 16 June 2022 to 30 June 2031.

The initial baseline as per the NZGO Strategy is the 2022–23 financial year. The initial baseline may change as additional emissions sources are included in the future.

Our specific interim targets are detailed within this Emissions Reduction Plan.

The 2030 Target is an absolute target.

The 2030 Target forms part of Australia's international climate commitments, including Australia's Nationally Determined Contribution under the Paris Agreement.

The 2030 Target methodology has not been reviewed by a third party. The Net Zero in Government Operations Strategy noted that a 2026–27 mid-term review would be undertaken to consider overall progress to date, domestic expectations and any recommended changes to policy or strategy. If the outcomes of this review impact the 2030 Target, changes would be reflected in our entity's future disclosures. Interim metrics used to monitor performance are detailed within this ERP and our annual climate disclosure. Progress against the aggregated 2030 Target for the Australian Public Service, including metrics, is detailed within the Climate Action in Government Operations Annual Progress Report prepared by the Department of Finance.

During the reporting period there were no changes to the 2030 Target.

The following greenhouse gas emissions are included in the APS Net Zero Emissions Reporting Framework and 2030 Target:

- carbon dioxide (CO_2); methane (CH_4); nitrous oxide (N_2O); hydrofluorocarbons (HFCs); perfluorocarbons (PFCs); sulphur hexafluoride (SF_6); and nitrogen trifluoride (N_3).

The 2030 Target includes Scope 1 and Scope 2 emissions and is a net greenhouse gas emissions target. It was not derived using a sectoral decarbonisation approach.

As part of our commitment to the 2030 Target, we also commit to the relevant targets in the NZGO Strategy. This includes:

- developing an ERP and
- publishing our annual progress towards the 2030 Target, as measured by percentage of overall emissions reduction each year, in the annual updates to the ERP.

Additional interim targets are detailed within this ERP and subsequent ERPs.

The published locations of our previous ERPs are also included in this ERP.

Interim targets

The CER has not established formal interim emissions reduction targets. Progress towards the 2030 Target is instead monitored through implementation of the emissions reduction activities identified and annual reporting of Scope 1 and Scope 2 emissions.

Broader climate-related targets

Over the reporting period, the CER progressed its priorities, targets and actions established in our initial Emissions Reduction Plan and those reported in our 2024–25 annual report. With electricity and property remaining the largest source of operational emissions, a number of actions were completed during the year, while others remain underway.

Table 4 summarises progress against 2025–26 actions and targets.

OFFICIAL

Table 4: Progress on action items to reduce emissions

Category	Action	Responsible	Timeframe	Status	Progress update
Electricity	Partnering with IP Australia (as the lead tenant) in its proposal to install rooftop solar PV on the Discovery House building.	Facilities	30 June 2027	On track	The project to install rooftop solar PV on Discovery House will commence following necessary rectification works on the building.
Electricity	Signing an agreement with IP Australia as lead tenant of Discovery House to procure renewable energy under the Whole of Government Electricity Contract.	Finance	1 July 2026	On track	IP Australia has received the commencement notice for the Whole of Government Electricity Contract electricity services arrangement for Discovery House.
Electricity	Reviewing the lighting, electrical appliances and air conditioning controls including sensor timings with building management to ensure energy efficient operation.	Facilities	30 June 2031	On track	Lighting controls on the ground floor are being reviewed to increase movement-activated zones and improve energy efficiency.
Electricity	Undertaking a night audit of electricity use to eliminate unnecessary use after hours.	Facilities	30 June 2031	On track	We are scheduling an annual night audit of our electricity use to identify and reduce unnecessary after-hours energy consumption.
Electricity	Investigating settings on ICT equipment to ensure optimum efficiency.	Digital Services	30 June 2031	On track	ICT equipment power settings have been optimised to balance energy efficiency and usability. Older equipment is progressively being replaced with newer, more energy-efficient devices that include sustainability-focused design features, such as improved energy performance, recycled materials and enhanced repairability to support longer lifespans and reduce environmental impact.
Electricity	Conduct a cost-benefit analysis on transitioning from dual monitors to single curved monitors with an ultra-wide aspect ratio to reduce energy consumption.	Digital Services	31 December 2025	Completed	As part of the 2025–26 monitor refresh program, we reviewed monitor size and compared single curved monitors with dual monitors. The review found little difference in energy use between the available options.

Category	Action	Responsible	Timeframe	Status	Progress update
Electricity	Sign on to the Commonwealth Government Energy Action Response (GEAR) protocol.	Facilities	31 December 2025	Completed	A Demand Response Action Plan has been developed for our participation in GEAR. If activated, we will look to undertake actions including turning off unnecessary lighting, powering down non-essential equipment including display screens, closing blinds to keep the temperature regulated, increasing cooling temperatures in summer and decreasing heating temperatures in winter.
Building	Working with IP Australia and the building landlord to ensure the efficient running of base building emission producing equipment. This includes: • upgrading LED lighting in storage and parking areas. • investigating opportunities to minimise energy consumption • improving insulation and reduce unwanted air flow.	Facilities	30 June 2031	On track	We continue to work with IP Australia and the building landlord to improve the efficiency of base building equipment and identify practical measures that reduce energy use within the constraints of a shared leased building environment. Improvements included emergency exit lighting and other fixtures replaced during 2025–26. Facade rectification works to improve insulation, window seals, etc around the building will take several years to complete however, when completed this should see an increase in energy efficiency within the building.
Waste	Reviewing our recycling and waste management.	Facilities	30 June 2026	At Risk	We are working with our property service provider to ensure the effective management of our bulk waste and recycling. This includes working with contractors to ensure accurate measurement and disposal of secure, recyclable and organic waste.
Procurement	Comply with the Environmentally Sustainable Procurement (ESP) Policy.	Procurement	30 June 2031	On track	Guidance on the ESP policy is provided to employees and contractors via our internal SharePoint site. The policy has not applied to any of our procurements, as we have not engaged in construction services procurements exceeding $7.5 million, or furniture, fittings and equipment, ICT goods, and textiles valued at $1 million or more.
Procurement	Staff involved in procurement to complete the ESP and Planning for Environmentally Sustainable Procurement courses through the APS Academy.	Procurement	30 June 2026	Completed	Since the modules became active, 11 staff undertook environmentally sustainable procurement training across the 2 courses.

OFFICIAL

Category	Action	Responsible	Timeframe	Status	Progress update
Procurement	Update tender requirements for new tenders to include environment, sustainability and/or circular economy criteria where appropriate.	Procurement	30 June 2026	Completed	Tender requirements were updated where appropriate during 2025–26, to include environment, sustainability and/or circular economy criteria. We also applied optional ESP clauses to relevant tender process including for solar battery testing. Templates for procurement and evaluation plans have also been updated to specify sustainability criteria as a default consideration.
Travel	Actively promoting sustainable travel obligations.	Travel	30 June 2031	On track	In 2025–26, we continued to promote teleconferencing and videoconferencing as effective options for communicating as part of the CER Official Travel Policy.
Sustainability	Establish a Net Zero Working Group/Sustainability Working Group	Chief Sustainability Officer	30 June 2026	Completed	Bi-monthly meetings are held with the government tenants of Discovery House to discuss facilities and building operations, including opportunities for improvements and enhanced energy efficiency. An internal sustainability working group has been established to develop initiatives that can be put forward through the tenant meetings.
Sustainability	Encourage active transport by promoting Ride-to-Work and Walk-to-Work days.	Human Resources	30 June 2031	On track	Staff were encouraged to reduce commuting-related emissions through the promotion of Winter Walk to Work Week in August 2025. The initiative supported lower-emissions travel choices by encouraging staff to walk to work, or include walking as part of their commute, where practical.
Sustainability	Encourage staff to complete climate related training modules via APS Academy.	Human Resources	30 June 2031	On track	Since 1 July 2025, 31 staff completed training across 3 climate related modules.
Education	Increase informed participation in CER administered schemes that accelerate Australia's transition to net zero.	Carbon Markets	30 June 2031	On track	We continued to educate market participants through the publication of our market information including the Quarterly Carbon Market Report and targeted communications and outreach activities.

OFFICIAL

Priorities and actions

Looking ahead, the CER will continue to build on the actions committed to in our ERP and focus on further activities to reduce operational emissions on the pathway to net zero.

Where emissions cannot be reasonably reduced through operational measures, the CER will consider the option to offset residual market-based emissions.

Table 5 outlines actions that have been identified and assessed in the context of available resources, expected benefits, complexity, and the constraints of operating in a shared leased office environment, where implementation of some measures is dependent on the building owner.

Table 5: Additional action items

Category	Measure	Responsible	Timeframe
Building	Maintain a register of proposed building and operational improvements to raise through tenant meetings with IP Australia, the building landlord and our property services provider.	Facilities	30 June 2027
Electricity	Track and report electricity consumption to monitor energy use trends.	Facilities	30 June 2027
Electricity	Undertake periodic reviews of tenancy-controlled electricity use to identify practical opportunities to reduce consumption.	Facilities	30 June 2031
Procurement	Develop a training framework for procurement and contract management, which supports the enrolment and completion of ESP training for relevant officials.	Procurement	30 June 2027
Procurement	Develop a process for assessing ICT and office equipment at end of life and directing items to reuse, refurbishment, recycling or responsible disposal pathways where available.	Procurement and Digital Services	30 June 2027
Procurement	Review current disposal arrangements for ICT and office equipment and document preferred reuse, refurbishment, recycling and secure disposal pathways for future equipment refreshes.	Procurement and Digital Services	30 June 2027
Sustainability	Map available emissions data sources, identify gaps in Scope 1 and Scope 2 reporting, and agree data owners and collection processes to improve annual ERP and climate disclosure reporting.	Performance Reporting	30 June 2027
Sustainability	Prepare a Sustainability Working Group work program that identifies priority initiatives of the group.	Chief Sustainability Officer	30 June 2027
Sustainability	Develop a short annual staff engagement campaign on practical low-emissions behaviours, linked to travel, printing, recycling, electricity use and active transport.	Chief Sustainability Officer	30 June 2027
Travel	Implement practical measures to improve adherence to business travel policy requirements, including consideration of virtual attendance, rail and other lower-emissions options before air travel is approved.	Finance - Travel	30 June 2027

OFFICIAL