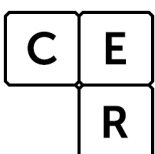




Australian Government
Clean Energy Regulator

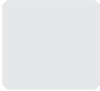
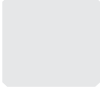
ANNUAL REPORT 2024–25



**CLEAN
ENERGY
REGULATOR**

**Accelerating carbon
abatement for Australia**

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Acknowledgement of Country

We acknowledge the Traditional Owners of Country throughout Australia and recognise their continuing connections to land, waters and culture. We pay our respects to them, and their Elders past and present.

About this report

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This document must be attributed as the *Clean Energy Regulator Annual Report 2024–25*. The Clean Energy Regulator asserts the right to be recognised as the author of the original material, and material used attributed as ‘Source: Clean Energy Regulator’.

This report describes our performance from 1 July 2024 to 30 June 2025.

We report on results achieved against our intended purpose, outcome, deliverables and performance criteria, which are detailed in our *Corporate Plan 2024–28* and *Portfolio Budget Statements 2024–25*. We also describe our management and accountability structures, our workforce, and financial performance, including audited financial statements, in accordance with *Resource Management Guide No. 135: Annual reports for non-corporate Commonwealth entities*.

Our annual reports are available on the Australian Government’s Transparency Portal – transparency.gov.au.

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Acknowledgements

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Thank you to all the Clean Energy Regulator staff involved in contributing to the 2024–25 Annual Report.

Cover images, clockwise from top right: **Wind turbine at Rottnest Island, Clean Energy Regulator. Nyngan Solar Plant, PARF. Adelaide Brighton Cement, South Australia, Chris Oaten. Bushfire in the outback of Kakadu National Park, Shutterstock. Sunset viewed through Eucalyptus trees, South Australia, myphotobank.com.au, Shutterstock. Small-scale solar installation, iStock.**



Letter of transmittal



Australian Government
Clean Energy Regulator

The Hon Chris Bowen MP
Minister for Climate Change and Energy

Senator the Hon Murray Watt MP
Minister for the Environment and Water

Senator the Hon Josh Wilson MP
Assistant Minister for Climate Change and Energy

Dear Ministers

I am pleased to submit the Clean Energy Regulator Annual Report 2024–25 in accordance with subsection 40(1) of the *Clean Energy Regulator Act 2011* for presentation to Parliament.

The report covers the operations of the Clean Energy Regulator for the financial year ended 30 June 2025. It was prepared for the purposes of section 46 of the *Public Governance, Performance and Accountability Act 2013*, in accordance with the Public Governance, Performance and Accountability Rule 2014 and Resource Management Guide No. 135 – Annual reports for non-corporate Commonwealth entities, published by the Department of Finance.

The report includes the Clean Energy Regulator audited financial statements as required by section 43 of the *Public Governance, Performance and Accountability Act 2013*.

As the Accountable Authority of the Clean Energy Regulator, I can advise that no significant issues have been identified or reported to the Minister under paragraph 19(1)(e) of the *Public Governance, Performance and Accountability Act 2013* in relation to non-compliance with the finance law in relation to the entity.

In addition, as required by section 10 of the Public Governance, Performance and Accountability Rule 2014, I certify that the Clean Energy Regulator has:

- prepared fraud and corruption risk assessments and control plans
- mechanisms in place for preventing, detecting incidents of, investigating or dealing with, and recording and reporting fraud and corruption, that meet the agency's specific needs
- taken all reasonable measures to appropriately deal with fraud and corruption.

The report also addresses the Regulator's reporting obligations under section 172 of the *Nature Repair Act 2023* for the financial year ended 30 June 2025.

Yours sincerely

David Parker AM
Chair, Clean Energy Regulator

30 September 2025



Chair's review



2024–25 was another busy and highly successful year for the Clean Energy Regulator (CER) as we continue to administer Australian Government schemes to measure, manage, and reduce greenhouse gas, grow renewable energy and offset carbon emissions in Australia. The CER is a steward of greenhouse gas information transparency, core energy transition certificate scheme quality and the carbon market administration in Australia.

Schemes we administer achieved abatement of 20.6 million tonnes of carbon dioxide equivalent (Mt CO₂-e) from ACCUs in 2024–25, and 54 million megawatt hours of renewable electricity from generators registered under the Large-scale Renewable Energy Target (LRET), with a further 3 gigawatts (GW) of installations under the Small-scale Renewable Energy Scheme (SRES). We estimate that this renewable output has displaced more than 58 Mt CO₂-e from the power system.

During 2024–25, we continued to support the decarbonisation of the electricity system with 4.7 GW of renewables accredited under the Renewable Energy Target (RET). Australians continue to invest in rooftop

solar with 3.0 GW of capacity added in 2024–25. Increasingly larger average installation sizes are helping consumers take greater control of their energy needs. Small generation units installed under the SRES are estimated to have a total capacity of over 26 GW. This capacity is estimated to send out around 15% of all grid electricity in Australia.

The first compliance year of the reformed Safeguard Mechanism delivered outcomes consistent with the reformed policy settings. Detailed data published by the CER on 15 April 2025, showed emissions from safeguard facilities reduced from 138.7 Mt CO₂-e in 2022–23, to 136 Mt CO₂-e and 142 facilities surrendered 1.4 million Safeguard Mechanism credit units (SMCs) and 7.1 million Australian carbon credit units (ACCUs) to manage their excess emissions. ACCUs surrendered for the 2023–24 compliance year surpassed all pre-reform years. Emissions from 5 facilities remain in excess due to those facilities being in administration or entering an enforceable undertaking to bring them into compliance following demonstration they did not have the financial capacity to meet their obligations by the due date.

Over the past financial year, we took on responsibility for new programs aimed at accelerating emissions reduction. The CER has mobilised to support the delivery of two major schemes: the Cheaper Home Batteries program, and the Guarantee of Origin (GO) scheme which includes both the Renewable Electricity Guarantee of Origin (REGO) and the Product Guarantee of Origin (PGO).

Significant consultation and preparation for the successful launch on 1 July 2025 of the Cheaper Home Batteries Program rounded off the 2024–25 financial year. This program expands the SRES and supports households and businesses installing small-scale battery systems. By offering financial incentives for battery installations, the program supports the government's goal of more affordable and accessible clean energy. When paired with rooftop solar, these batteries enable households to store excess energy, reducing reliance on grid electricity and helping to balance supply and demand—especially during peak periods. This not only enhances energy independence but also contributes to a more stable and resilient national grid.

The GO scheme will commence in late 2025 and will provide a robust certification framework for renewable energy and low and zero emissions products. REGO and PGO will enable the tracking and verifying of emissions associated with renewable electricity and hydrogen made in Australia. The REGO certificate mechanism for renewable energy will build on the large-scale generation certificate (LGC) framework. Over time, we expect PGO to expand to include a range of products such as metals, low emissions fuels and other low carbon products made in Australia.



The Nature Repair Market is underway, with the first method, the Replanting Native Forest and Woodland Ecosystems, available for project registration. Under this method, project proponents can replant on previously cleared native forest and woodland ecosystems with species native to the local area. Further methods will be developed and made available in the future. The Nature Repair Market encourages eligible participants including landholders and First Nations people to protect and restore Australia's natural environment and enables people and businesses to invest in nature repair projects that generate tradeable certificates.

Transparency has increased across our schemes in the past financial year. The Minister for Climate Change and Energy amended the Carbon Credits (Carbon Farming Initiative) Rule 2015 to allow the CER to publish new ACCU Scheme project data on the ACCU Scheme project register to improve transparency. We have also invested in independent audits and additional geospatial tools to enhance ACCU Scheme assurance as we continue to implement recommendations from the 2022–23 Independent Review of ACCUs (ACCU Review).

We have been progressively rebuilding all our core technology platforms and configuring these for new and existing schemes for emissions reduction and nature repair. As participation and interest in our schemes and carbon markets grows, we have adopted a whole-of-system perspective that allows us to be responsive to government policies and stakeholder needs. Our Integrated Transformation and Sustainment Investment (ITSI) program continues to transform our online services and deliver a coherent user experience.

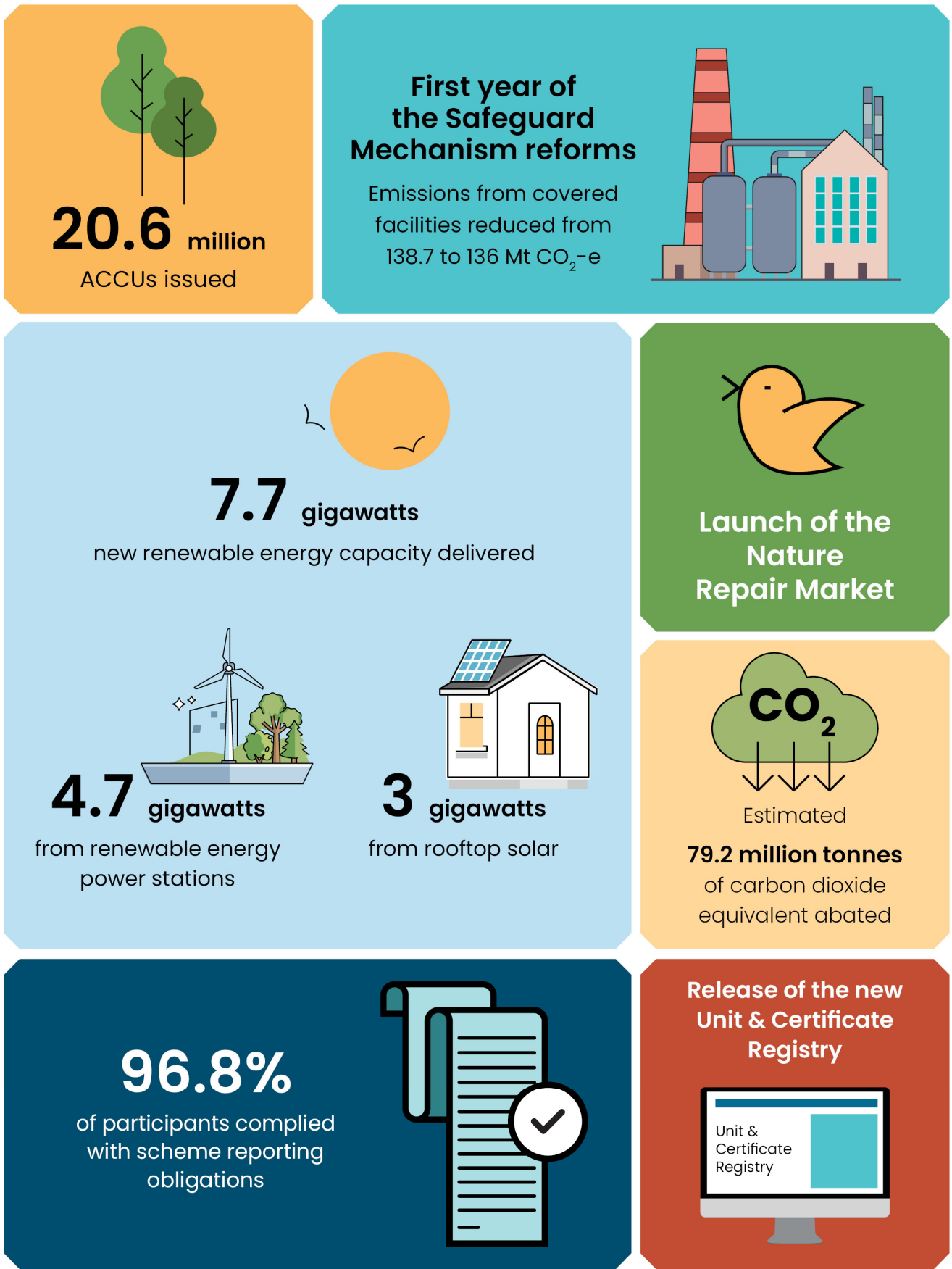
The new block-chain unit register is progressively coming online to form the transaction foundation of the primary carbon market. Together with our ongoing work to underpin ACCU integrity, the register will support a deep, liquid, well informed and high integrity carbon offset market.

David Parker, AM
Chair, Clean Energy Regulator



2024–25 highlights

Figure 1: 2024–25 highlights





Agency overview





Our role and functions

Established on 2 April 2012 by the *Clean Energy Regulator Act 2011*, the CER is a non-corporate Commonwealth entity and statutory authority. We are an economic regulator accelerating carbon abatement for Australia. We do this by administering Australian Government schemes to:

- measure, manage, reduce and offset carbon emissions in Australia
- encourage land management practices that improve biodiversity in Australia.

National Greenhouse and Energy Reporting Scheme

Established under the *National Greenhouse and Energy Reporting Act 2007* (NGER Act), the National Greenhouse and Energy Reporting (NGER) Scheme is a single, national framework that requires Australia's largest companies to report information about their greenhouse gas emissions, energy production and energy consumption.

The NGER data helps:

- inform the public about emissions and energy flows by corporations in Australia
- inform government policy, programs and activities at both the national and state and territory level
- the Australian Government meet its international reporting obligations and measure its progress against international commitments.

In administering the NGER Scheme, we:

- register and deregister companies for reporting
- provide education, advice and guidance
- collect reports using the Emissions and Energy Reporting System (EERS)
- monitor and enforce compliance
- apply the audit framework
- administer the National Greenhouse and Energy Register
- publish and disclose NGER data.

Safeguard Mechanism

The Safeguard Mechanism is designed to ensure that Australia's largest facilities reduce their emissions in line with Australia's emissions reduction targets.

The Safeguard Mechanism applies to facilities that emit more than 100,000 tonnes of CO₂-e covered emissions in a year. Safeguard facilities are required to keep their annual emissions at or below a declining baseline. Facilities with annual emissions below their baseline are eligible to earn SMC units. Facilities that exceed their baseline may surrender ACCUs and/or SMCs to meet their Safeguard obligations.

We regulate the Safeguard Mechanism by:

- making emissions-intensity determinations (EID)
- assessing excess emissions management applications
- monitoring and enforcing compliance
- issuing SMCs
- publishing Safeguard facility data
- providing education and guidance.

Australian Carbon Credit Unit Scheme

The ACCU Scheme was established under the *Carbon Credits (Carbon Farming Initiative) Act 2011* (CFI Act). The ACCU Scheme encourages people and businesses across a range of sectors to run projects that reduce or avoid emissions, or store carbon. Participants can earn ACCUs that can then be sold on the secondary market or to the Australian Government through a carbon abatement contract.



We administer the ACCU Scheme by:

- assessing project applications for registrations
- assessing project reporting
- ensuring scheme compliance
- issuing ACCUs
- managing carbon abatement contracts
- publishing the ACCU Scheme project and contract registers.

Renewable Energy Target

Established under the *Renewable Energy (Electricity) Act 2000* (REE Act), the RET consists of 2 certificate schemes that encourage additional electricity generation from renewable sources. The objectives of the schemes are to reduce emissions in the electricity sector and ensure that renewable energy sources are ecologically sustainable.

Large-scale Renewable Energy Target

The LRET incentivises the development of renewable energy power stations in Australia through a renewable energy certificate market for the creation and sale of LGCs.

We administer the LRET by:

- managing registration of participants
- managing the creation, registration, transfer and surrender of LGCs
- accrediting large-scale renewable energy projects as power stations
- determining the liability of electricity retailers to surrender LGCs
- monitoring compliance of liable entities and power stations
- facilitating market transparency by publishing information about LGCs.

Small-scale Renewable Energy Scheme

The SRES supports the installation of small-scale renewables, such as household solar rooftop panels, efficient hot water systems and from 1 July 2025, solar batteries. Under the scheme, eligible systems can earn small-scale technology certificates (STCs) based on how much electricity they generate or displace.

We administer the SRES by:

- educating industry on how the scheme works
- managing registration of participants
- reviewing STC applications
- managing system inspections
- keeping the register of solar water heaters
- determining the liability of electricity retailers to surrender STCs
- ensuring scheme compliance
- taking compliance action where necessary.

Guarantee of Origin

Established under the *Future Made in Australia (Guarantee of Origin) Act 2024*, GO is an internationally aligned assurance scheme being developed to track and verify emissions associated with hydrogen and renewable electricity made in Australia. Over time, it will expand to include a range of products such as metals, low emissions fuels and other products made in Australia.

We are developing the GO Scheme in partnership with the Department of Climate Change, Energy, the Environment and Water (DCCEEW).



Product GO scheme

When an eligible product like hydrogen is produced and the scheme requirements are met, a PGO digital certificate will be issued that travels through the supply chain until it is sold and the certificate consumed.

The PGO certificate for the product will show:

- where it was made
- what it was made from
- how it was transported.

At each stage, details of greenhouse gas emissions and other information are added to the certificate. We will validate these details to ensure the integrity of each certificate.

Renewable Electricity GO scheme

The REGO certificate mechanism builds on the LGC framework, which ends in 2030. The REGO certificate mechanism will provide certainty for renewable electricity investment and procurement, and support Australia’s energy transformation.

Nature Repair Market

The *Nature Repair Act 2023* came into effect on 15 December 2023. It established the framework for the Nature Repair Market, a world-first, legislated, national, voluntary biodiversity market. The Nature Repair Market is designed to make it easier for people and businesses to voluntarily invest in nature repair projects across Australia and protect our natural environment.

Our responsibilities include:

- publishing scheme information and education activities to support the Nature Repair Market
- assessing applications to register, vary or cancel projects
- issuing biodiversity certificates
- performing ongoing assurance, monitoring and compliance activities
- maintaining the public register of biodiversity projects and certificates.

Other functions

We are committed to supporting market integrity by ensuring all units and certificates are validly created, generated and issued. The systems we use under each scheme form an integral part of this process, including how we register and track units and certificates. These systems are the:

- Unit and Certificate Registry
- Renewable Energy Certificate (REC) Registry
- Australian National Registry of Emissions Units (ANREU).

Portfolio and ministers

The CER operated within the Climate Change, Energy, the Environment and Water portfolio during the 2024–25 reporting year. As at 30 June 2025, 2 ministers and one assistant minister had responsibilities for this portfolio:

- the Hon Chris Bowen MP, Minister for Climate Change and Energy
- Senator the Hon Murray Watt, Minister for the Environment and Water
- the Hon Josh Wilson MP, Assistant Minister for Climate Change and Energy.

Statements of Expectations and Intent

The Ministerial Statement of Expectations (SOE) to the CER was issued by the Hon Chris Bowen MP on 16 October 2024. It outlines the Australian Government’s expectations of how we will achieve our objectives, carry out our regulatory functions and exercise our powers.



Our Regulator Statement of Intent (SOI) details our response to the Ministerial SOE and outlines how we will continue to meet expectations.

The SOE and SOI are published on our website at cer.gov.au/about-us/our-reports-and-accountability/statement-expectations-and-intent.

Outcomes and programs

In 2024–25, we were responsible for contributing to the delivery of 2 outcomes for the Australian community:

1. A reduction in Australia’s net greenhouse gas emissions.
2. The sustainable management of natural resources and the environment.

Table 1 describes the outcome and program structure as set out in the *Climate Change, Energy, the Environment and Water Portfolio Budget Statements 2024–25*.

Table 1: Outcome and program structure, 2024–25

Outcome	Program
Outcome 1: Contribute to a reduction in Australia’s net greenhouse gas emissions, including through the administration of market-based mechanisms that incentivise reduction in emissions and the promotion of additional renewable electricity generation.	Program 1.1 Reduce Australia’s greenhouse gas emissions.
Outcome 2: Contribute to the sustainable management of Australia’s biodiversity through the administration of market-based mechanisms that incentivise the preservation and improvement of diverse ecosystems.	Program 2.1 Conserve, protect and sustainably manage Australia’s natural environment through a nature positive approach.

Our strategies for delivering these outcomes and achieving our purpose are to:

- Invest in more streamlined and easier to use systems for participants.
- Invest in preparing education and guidance materials to help participants comply.
- Set clear and consistent expectations.
- Further develop tools that assist self-selection for voluntary schemes based on capacity and capability to meet requirements and achieve the anticipated results.
- Ensure our infrastructure is reliable, resilient and flexible enough to be reused in response to policy or operational change.
- Protect the integrity and utility of the core elements of our schemes, including greenhouse and energy data, contracts, units and certificates.
- Use the data we hold to provide transparent public information and insights to support the effective operation of carbon and nature markets.
- Use data analysis and compliance monitoring tools to make lawful, consistent and robust decisions.
- Communicate our regulatory responses and the actions we take to address non-compliance, including the use of targeted enforcements.
- Build and sustain our reputation and impact through sound stakeholder relationships and partnerships with other relevant institutions and regulatory bodies.
- Use risk-based and continuous improvement approaches to deploy agency resources to best effect.
- Maintain and enhance the skills and expertise of our people and encourage innovation to benefit the CER and scheme participants.



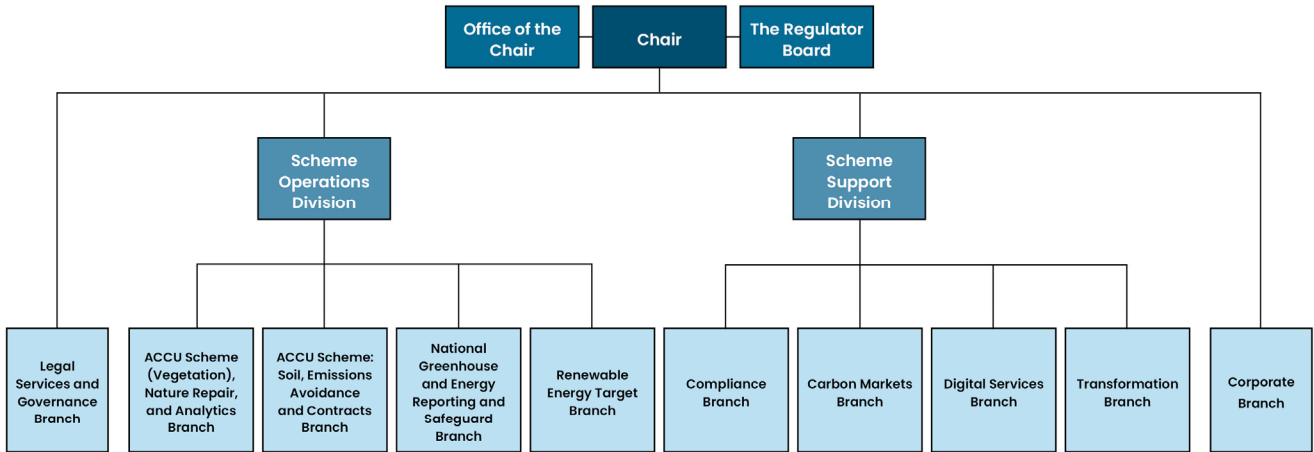
Our structure

The CER is made up of:

- a Government-appointed Regulator Board – which sets the strategic direction for the agency and is accountable for regulatory decisions
- agency staff who carry out day-to-day operations and support the Regulator Board in performing its duties.

Our organisational structure (see Figure 2) equips us to administer and implement the areas of legislation that are our responsibility.

Figure 2: Organisational structure as at 30 June 2025





Management and accountability





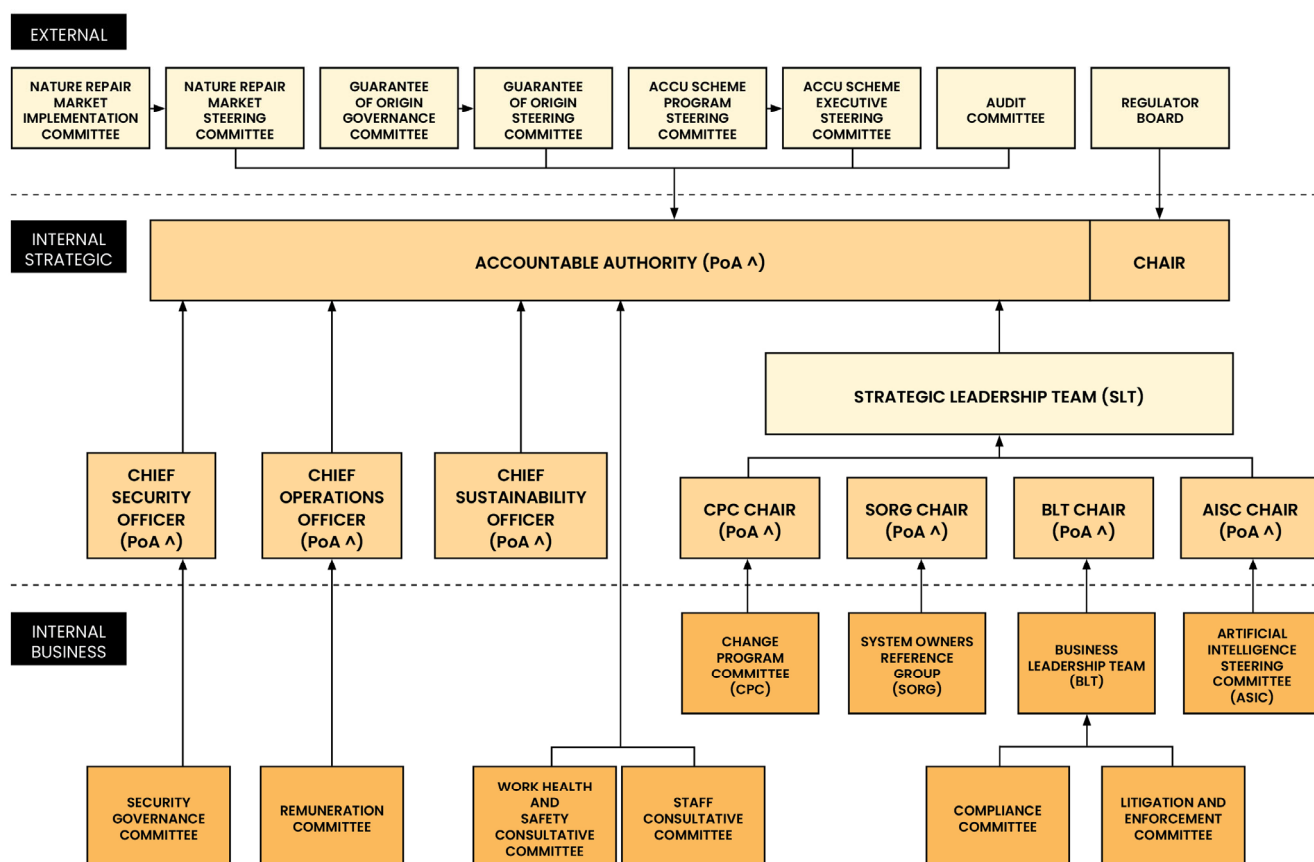
Corporate governance

The agency's governance framework outlines the principles, processes and responsibilities that enable us to reflect the highest standards of integrity in meeting our legislative, policy and regulatory obligations.

The framework is an essential part of our compliance with the *Public Governance, Performance and Accountability Act 2013* (PGPA Act) and puts in place effective planning, risk management and accountability mechanisms to ensure we meet our legal requirements and the expectations of government, scheme participants and the public. The framework sets out leadership roles and responsibilities, our corporate and governance committee structure, plans, policies, assurance processes, and important interdependencies and relationships.

The governance committee structure shown in Figure 3 provides a foundation for strong leadership and effective, collaborative decision-making across the agency through good governance and clear lines of accountability.

Figure 3: Our governance committee structure as at 30 June 2025



Note: Positions of Accountability (PoA) have responsibility for ensuring the exercise of good judgement to appropriately escalate matters in a timely manner.

Our governance structure and processes comply with statutory requirements and are regularly reviewed to ensure they remain effective.

Our primary strategic planning document, the *Corporate Plan 2024–28* (see cer.gov.au/corporate-plan) outlines our program objectives and the key activities that will enable us to achieve our purpose over the next 4 years. Each business unit also develops plans to provide a clear line of sight between our purpose and objectives and the contribution of each staff member, section, branch and division within the agency.

The Strategic Leadership Team, Regulator Board and Audit Committee are responsible for monitoring agency performance. The Annual performance Statement section of this report details the results achieved against the performance measures published in our corporate plan and *Portfolio Budget Statements 2024–25*.

Accountable Authority

Details of the CER's Accountable Authority during the 2024–25 reporting period are outlined in Table 2.

Table 2: Accountable authority of the CER during 2024–25

Name	Position	Start date	End date
David Parker AM	Chair	1 July 2024 1 December 2024	31 August 2024 30 June 2025
Mark Williamson	Acting Chair	1 September 2024	20 October 2024
Carl Binning	Acting Chair	21 October 2024	30 November 2024

Regulator Board and executive committees

Regulator Board

The Regulator Board determines the agency's strategic direction, monitors our performance and is accountable for regulatory decisions made under the legislation we administer.

Members of the Regulator Board are appointed under the *Clean Energy Regulator Act 2011* by the responsible minister and are each required to have substantial experience or knowledge and significant standing in a relevant field. The Chair holds office on a full-time basis. All other members hold office on a part-time basis.

The Regulator Board members for 2024–25 were:

- Mr David Parker AM, Chair
- Mr Matt Cahill (appointed to a 3-year term commencing on 4 April 2025)
- Mr Oliver Costello (appointed to a 3-year term commencing on 3 February 2025)
- Ms Anna Hancock (appointed to a 3-year term commencing on 3 February 2025)
- Ms Jo Sheppard (appointed to a 3-year term commencing on 3 February 2025)
- Mr John Kettle (term ended 3 April 2025)
- Ms Katherine Vidgen (term ended 31 December 2024)
- Mr Charles Kiefel AM (term ended 23 November 2024).

The Regulator Board met 7 times in 2024–25.

Figure 4: Chair and members of the Regulator Board as at 30 June 2025



Left to right: Mr Oliver Costello, Ms Jo Sheppard, Mr David Parker AM (Chair), Mr Matt Cahill and Ms Anna Hancock.



Audit Committee

The Audit Committee provides independent advice to the Chair, as the Accountable Authority, on the appropriateness of these agency functions:

- financial reporting
- performance reporting
- system of risk oversight and management
- system of internal control.

The Audit Committee is comprised of 3 members: an independent Chair and 2 external members. Appendix D provides details on the Audit Committee membership for 2024–25.

Also attending every committee meeting are the Chief Operating Officer, Chief Risk Officer, Chief Financial Officer, Manager Internal Audit and a representative from the Australian National Audit Office (ANAO). The Audit Committee Charter is available on our website at cer.gov.au/audit-committee.

In 2024–25, the Audit Committee met 6 times.

Strategic Leadership Team

The Strategic Leadership Team is responsible for the leadership and management of the agency on a day-to-day basis. The team meet fortnightly to discuss, consider and advise the Chair on strategic and performance matters in relation to the PGPA Act and the *Public Service Act 1999* (PS Act).

As at 30 June 2025, the Strategic Leadership Team comprised:

- David Parker AM, Chair (as the Accountable Authority under the PGPA Act and Head of Agency under the PS Act)
- Carl Binning, Executive General Manager, Scheme Operations
- Mark Williamson, Executive General Manager, Scheme Support
- Bronwen Shelley, General Counsel and Chief Risk Advisor
- Liza Pegorer, Chief Operating Officer, Chief Security Officer and Chief Sustainability Officer.

ACCU Scheme committees

The ACCU Scheme Program Steering Committee provides an interagency forum with oversight of ACCU Scheme risks and benefits. It comprises Senior Executive Service (SES) officers from the agency and from our portfolio department. The committee identifies and analyses issues that may have a material effect on the scheme. It serves as a working body to support the ACCU Scheme Executive Steering Committee on the ACCU Scheme and related matters.

The ACCU Scheme Executive Steering Committee provides an interagency forum for high-level strategic oversight of the schemes we administer, including the management of the risks and benefits. The committee considers implications of significant developments in policy and regulatory functions and options for managing emerging trends, issues and risks within the policy and regulatory environment. This committee comprises the Chair and SES officers from the agency and our portfolio department.

Guarantee of Origin committees

The Guarantee of Origin Guidance Committee is a cross-agency forum that provides guidance and strategic direction to the GO Scheme, manages interagency risks and serves as an escalation point for critical issues. It guides the design and informs the development and implementation of the GO Scheme. This committee meets monthly and is chaired by the General Manager of our Carbon Markets Branch. Members include SES officers and various managers in the implementation team from the agency and DCCEEW.

The Guarantee of Origin Steering Committee comprises senior executives and general managers from both DCCEEW and the CER. This committee provides high-level oversight of the GO Scheme and acts as an escalation point for the Guarantee of Origin Guidance Committee to resolve issues impacting the critical timeline for implementation.

Nature Repair Market committees

The Nature Repair Market Implementation Committee provides a strategic forum to oversee and develop the design of the implementation of the Nature Repair Market.



The Nature Repair Market Steering Committee provides senior executive oversight of the Nature Repair Market implementation, risks and benefits, and serves as an escalation point for items identified by the Nature Repair Market Implementation Committee.

These committees comprise SES officers from the agency and DCCEEW.

Risk management

Our Risk Management Framework enables us to engage with risk in a positive and transparent way, consistent with the Commonwealth Risk Management Policy. The framework applies a consistent and effective approach to risk management and aims to:

- support the agency in risk-informed decision-making
- encourage innovation
- assist all employees to identify and manage risks that may undermine our ability to achieve our objectives and meet statutory obligations.

During 2024–25, our risk management activities focused on:

- providing risk guidance to support the agency's implementation of new schemes
- implementing the Control Assurance Plan through the commencement of control effectiveness reviews of critical agency controls
- embedding streamlined processes and systems for risk reporting
- undertaking regular reviews of our strategic and operational risks
- supporting the delivery of the agency's change initiatives on an ongoing basis.

A risk report is provided to the Regulator Board and Audit Committee each quarter.

The agency recorded an overall risk maturity of 'Advanced' in the 2025 Comcover Risk Management Benchmarking Program.

Fraud and corruption control

Our 2024–26 Fraud and Corruption Control Framework documents the strategic and operational approach we take in managing internal and external fraud and corruption risks in the agency.

The framework details our strategies to prevent, detect, respond to, monitor and report fraud and corruption, and provides information for all staff and contractors on their role in identifying and addressing fraud and corruption risks. It provides assurance that we are managing identified fraud and corruption risks and complying with our obligations under section 10 of the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule) as well as the Commonwealth Fraud Control Framework.

During 2024–25, our fraud and corruption control activities focused on:

- reviewing and updating our Fraud and Corruption Control Framework to align with the revised Commonwealth Fraud and Corruption Control Framework
- expanding our fraud control effectiveness testing program
- regularly raising awareness around fraud and corruption risks.

The Audit Committee is provided with a fraud and corruption report each quarter.

Internal audit

Our Internal Audit Charter provides the framework for the conduct of our internal audit function. The Internal Audit section provides an independent and objective assurance and consulting service to the Accountable Authority and the Audit Committee. Assurance is provided over controls designed to manage our risks and achieve our objectives of 'accelerating carbon abatement for Australia'.

Each year, an Internal Audit Work Program (IAWP) is prepared that outlines the approach to identifying areas of significant operational or financial risk and the arrangements to manage those risks. The IAWP is a dynamic and flexible program designed to quickly adapt to provide assurance over both known and emerging risks.



The Internal Audit section also performs control effectiveness testing of critical controls to provide evidence to management that the agency has an effective control environment – that is, the right controls are in place to manage the right risks and that these controls are effective in managing each risk. The results are discussed with the relevant business area and a high-level summary is given to the Audit Committee.

The Audit Committee is provided with the results of the audits completed, progress in implementing the IAWP and the implementation status of the agreed recommendations arising from internal and external audits every quarter.

Conflict of interest

All our employees and members of the Regulator Board are required to complete a conflict of interest declaration upon starting with the agency, annually, and ad hoc when their situation changes, including when starting a new role. This is an obligation under the PS Act and the PGPA Act, which require our employees and Board members to take reasonable steps to avoid any conflict of interest – real, potential or perceived – in connection with their employment.

It is standard practice for members at Regulator Board and governance committee meetings to declare any conflicts of interest before committee proceedings commence.

New employees are educated on their obligations during mandatory induction sessions, and we use a variety of internal channels to regularly remind employees of the need to disclose details of any material personal interest if their circumstances change.

All conflict declarations are recorded in a register.

Business continuity management

During 2024–25, we conducted a routine review of our business continuity management arrangements to ensure that the agency can continue to deliver critical and important business functions, meet our statutory obligations and achieve our objectives in a timely manner should a business disruption event occur.

Exercises and activities were conducted under a test program to assess our preparedness for a business disruption event. These arrangements enable the agency to restore business functions as soon as practical within time and resource constraints.

Finance law compliance reporting

Our approach to monitoring compliance with the finance framework, including financial delegations, procurement rules, PGPA Act and PGPA Rules, consists of:

- identifying existing controls and frameworks that serve to evidence our compliance, and reviewing these annually for suitability, robustness and currency in ensuring agency compliance
- where existing controls are considered insufficient to serve as evidence of compliance on their own, agency managers and executive complete a bi-annual declaration attesting to compliance for their cost centre
- the Accountable Authority reviewing all instances of non-compliance and notifying the minister of any significant issues that may affect the agency
- the Audit Committee review the appropriateness of the system of internal controls and frameworks and the instances of non-compliance.

We had no significant issues of non-compliance with finance law to be reported to the minister in 2024–25.

Information governance

Our Information Governance Framework 2023–2025 was developed to assist the agency to strategically manage information assets. The framework supports our staff to understand their responsibilities in information management and ensure they are supported by fit-for-purpose technology and defined processes.

Our framework aligns with the National Archives of Australia (NAA) Information Management Standard, which supports Australian Government agencies to create and manage information assets effectively. We participate in the annual NAA ‘Check-up’ survey designed to measure maturity and performance in managing information assets (records, information and data). Feedback from the survey helps identify what we need to focus on as we strive to improve our information management.



Our overall maturity score from the 2024 survey was 3.37 out of 5, down from 3.48 in 2023. A significant effort on both governance and culture is reflected in the maturity score. A decline was expected due to increased awareness of broader information assets and effort required for identifying records for either disposal or transfer to the NAA.

Freedom of information

The CER is subject to the *Freedom of Information Act 1982* (FOI Act) and is required to publish information to the public as part of the Information Publication Scheme (IPS). Our IPS Agency Plan is available on our website at cer.gov.au/IPS-agency-plan. It sets out what information we will publish in accordance with the IPS requirements.

External scrutiny

Our operations are subject to examination by tribunals or courts, parliamentary committees, the Commonwealth Ombudsman and the ANAO.

In 2024–25, there were no judicial decisions, decisions of administrative tribunals or decisions by the Australian Information Commissioner that impacted the agency's operations. Our operations were not subject to any parliamentary committee or the Commonwealth Ombudsman and no capability reviews of the agency were released.

We appeared before the Senate Environment and Communications Legislation Committee on one occasion and were released from appearing on one occasion during 2024–25.

Legislative reviews

On 18 December 2023, the Climate Change Authority (CCA) published its fourth legislative review of the CFI Act that underpins the ACCU Scheme. The review found the ACCU Scheme is fundamentally well designed and had robust governance, compliance and enforcement structures. The government's published response to the review on 28 August 2024 highlights the commitment to ensuring the ACCU Scheme maintains high integrity and delivers real emissions reductions.

Key recommendations for the CER included:

- enhancing the scheme's transparency, including by publishing more information about ACCU projects on the project register (such as project activities and project agents), and publishing more attributes of ACCUs (such as vintage) on the new Unit and Certificate Registry
- supporting First Nations, rural, regional and remote communities to participate in the scheme.

Also on 18 December 2023, the CCA published its fifth legislative review of the NGER legislation. The review found that the NGER Scheme is performing well and continues to be integral to meeting Australia's international energy and emissions reporting obligations. The government released its response to the review's recommendations in August 2024. For the CER, key recommendations will result in:

- increased scrutiny of methane emissions from open-cut coal mines
- increased transparency and accessibility of NGER data.

Our people

Our staff form a skilled, committed and motivated workforce, whose diverse capabilities, experiences and perspectives are highly valued. Achieving our purpose and objectives depends on effectively engaging and managing our people and investing in their development and support.

As at 30 June 2025, the agency had 442 employees. Appendix B provides statistics on our workforce.

Culture

Every member of the agency actively shapes our culture through the values, principles and behaviours they demonstrate in the workplace. Our cultural statement sets out how we aspire to undertake our role, which is to be 'practical, grounded, quick and commercially savvy'. Our cultural anchors (see Table 3) provide a framework for the way we interact and engage with each other. They support the agency in creating a positive and supportive working environment and guide our approach when responding to challenges and opportunities.

**Table 3: Our cultural anchors**

Our cultural anchors	
Delivering outcomes	Our people care about delivering agency objectives because our purpose matters.
Trust and accountability	Our people trust each other because we are all accountable for our actions.
Role clarity	Our people know who does what because role clarity is vital for productive collaboration.
Active development	Our people actively develop themselves and others because lifting capability makes a difference.

Every year, we recognise the outstanding efforts made by our employees through the annual Awards of Excellence program. In this program, teams and individuals are recognised for delivering quality outcomes while embodying the agency's culture and Australian Public Service (APS) values.

In August 2024, 5 awards and 2 honourable mentions were presented to recognise excellence in leadership, innovation, diversity and inclusion, and collaboration. In addition, the Regulator Board Outstanding Achievement award was presented to the website redevelopment team who demonstrated excellence in their contribution to achieving the agency's purpose.

In February 2025, 3 Australia Day Public Service Contribution Awards were presented to recognise employees who demonstrated the cultural anchors, as well as the Australia Day values of Respect, Reflect and Celebrate and the APS values.

Employment conditions

The Clean Energy Regulator Enterprise Agreement 2024–2027 sets out the terms and conditions of employment for all non-SES employees. As at 30 June 2025, 432 employees were covered by the enterprise agreement. Of these, 9 non-SES employees had an individual flexibility agreement in place.

Employment conditions for 10 SES officers are outlined by individual determinations made under section 24(1) of the PS Act. The position of Chair is a statutory appointment with conditions of employment determined by the Remuneration Tribunal.

Details of non-salary benefits available to our employees are in the enterprise agreement. Salaries for non-SES employees are shown in Table 4.

Table 4: Salary ranges APS1 to EL2 as at 30 June 2025

	Minimum salary (\$)	Maximum salary (\$)
APS 1	55,673	63,146
APS 2	66,306	70,752
APS 3	73,793	79,882
APS 4	82,926	87,490
APS 5	90,534	95,099
APS 6	98,905	112,596
EL 1	121,724	138,463
EL 2	145,311	171,175

In 2024–25, no performance payments in the form of one-off bonuses were awarded to SES officers. Non-SES officers who achieve a performance outcome of 'meets' or 'exceeds' expectations are recognised by incremental salary advancement, consistent with conditions outlined in the enterprise agreement. Executive remuneration information is provided at Appendix C.



Building capability

We continue to invest in our people and to build our collective capacity to deliver on our objectives and drive innovation. This is accomplished in part by adapting to and understanding policy and workforce requirements now and into the future.

Our People Capability Framework provides the foundations for achievement across all roles in the agency. Under the framework, employees are encouraged to complete an active development plan and to identify their own professional development needs and target solutions.

During 2024–25, our employees were given access to a range of formal and informal professional development opportunities. This included through the agency's LearnHub and Australian Public Service Commission's APS Academy platforms to build skills and knowledge unique and essential to working in the APS.

We also offered learning programs across a range of topics and formats, in online self-paced, virtual and face-to-face formats. These programs included:

- the induction program delivered to 52 new employees
- a 3-day graduate development program induction for 6 graduates and their managers
- regulatory practitioner training courses delivered to 22 employees to help strengthen our regulatory capability
- foundational management training delivered to emerging leaders across the agency
- executive training focused on building engagement and developing executive-level managers' coaching skills.

Mandatory training is undertaken annually by all employees to ensure updated knowledge is maintained on key topics, including:

- integrity at the APS
- Commonwealth Resource Management Framework
- security awareness
- fraud awareness
- Public Interest Disclosure Scheme
- work health and safety
- privacy awareness.

Financial support and/or study leave was provided to 9 employees during 2024–25 to undertake further studies aligned with their individual development. This education contributes to growing the capability of the agency and the APS more broadly.

Diversity and inclusion

We recognise that a diverse and inclusive workplace improves the experience of all our staff and enhances scheme participant interactions. We aim to create an environment that celebrates and values the contributions of people from different backgrounds with different experiences and perspectives.

We are committed to an organisational culture where all voices are heard, respected, valued and supported. Some key actions in 2024–25 included:

- providing training on diversity-related topics to raise awareness in cultivating an inclusive workplace culture
- a mandatory workshop for EL2s and SES to embed the skills, mindsets and capabilities to work more effectively with First Nations peoples in the agency and in the broader community
- building on recruitment strategies to attract people from the broader community, including targeted campaigns to attract Aboriginal and Torres Strait Islander people, people living with disability and mature-aged workers
- using employee surveys to capture information on topics such as workplace culture, support mechanisms, and satisfaction of career progression and development opportunities.

Our staff diversity and inclusion special interest groups are large contributors to our agency culture – the Disability and Neurodivergent Network, the First Nations Network, the Pride Network, the Gender Equity Network, the Wellbeing Network and our Cultural and Linguistic Diversity Network. These networks offer social connections for all staff and they:

- provide advocacy support for employees
- raise awareness of diversity and inclusion through initiatives such as National Reconciliation Week, International Day Against LGBTQIA+ Discrimination, National Autism Awareness Week and Harmony Week



- provide support and training for managers to create reasonable adjustments for employees
- work closely with other government agencies and stakeholder groups to improve diversity and inclusion outcomes
- support the agency to implement culturally appropriate strategies.

Our diversity and inclusion policies and practices reflect the principles of both the Australian Public Service Disability Employment Strategy 2020–25 and the Commonwealth Aboriginal and Torres Strait Islander Workforce Strategy 2020–2024.

In October 2024, we delivered our annual Gender Equality Report to the Workplace Gender Equality Agency under requirements for Commonwealth public sector employers with 100 or more employees to report against 6 gender equality indicators. The reporting program enables benchmarking and comparisons between employers in the public and private sectors.

Disability reporting

Australia's Disability Strategy 2021–2031 is the overarching framework for inclusive policies, programs and infrastructure. The strategy sets out where practical changes will be made to improve the lives of people with disability so that they can participate in all areas of Australian life. This reflects the aims of incorporating the United Nations Convention on the Rights of Persons with Disabilities into Australia's policies and programs that affect people with disability, their families and carers. A range of reports on the strategy's actions, progress and outcomes are published on the Australian Government Disability Gateway at disabilitygateway.gov.au/ads.

Disability reporting is included in the Australian Public Service Commission's State of the Service reports and the APS Statistical Bulletin. These reports are available at apsc.gov.au.

Work health and safety

We are committed to providing a safe work environment for all employees. We consider office-based and off-site (home-based) health and safety hazards may be physical or psychological. Our duty of care is to ensure the health and safety of all employees by meeting our legal obligations under the *Work Health and Safety Act 2011* (WHS Act). Our work health and safety (WHS) policy outlines our responsibilities, goals, mechanisms for communicating and resolving WHS matters, and our risk management process.

Our WHS Consultative Committee provides a participatory approach for the prevention of work-related injury and illness through cooperation between employee representatives and the agency. We continually review WHS policies and guidelines with the committee.

Our Health and Wellbeing Committee is a staff community group that promotes a workplace environment that supports healthy lifestyle choices and facilitates active participation in a range of initiatives that support health and wellbeing.

Our ongoing commitment to the health and safety of our employees is demonstrated through initiatives, including:

- an employee assistance program that provides free and confidential counselling services to all employees and their families
- workstation assessments that provide the correct set-up and ensure safe use of equipment
- access to flu vaccinations, skin and hearing checks for all employees
- online learning modules on workplace health, safety, bullying and harassment to educate and inform staff, which are provided annually
- a network of trained mental health first aid officers, first aid officers, health and safety representatives, and workplace harassment contact officers to support employees in the workplace.

During 2024–25, there were no notifiable incidents reported to Comcare under section 38 of the WHS Act and no notices were issued under part 10 of the WHS Act.

We provide ongoing complex case management support in partnership with third-party providers, employees and managers for non-compensation cases.

Environmental performance

Our 'Discovery House' office at 47 Bowes Street in Phillip, Canberra, holds a 5.5-star energy rating and 5-star water rating according to the National Australian Built Environment Rating System (NABERS). The office has energy efficient technologies such as light-emitting diode lighting, double-glazed windows and lighting and air conditioning controls to



ensure energy efficient operation and limit unnecessary energy use after hours. The building's power meters provide us with the ability to accurately analyse energy consumption and identify potential opportunities to improve energy efficiency.

Our travel policy requires that greenhouse gas emissions information must be considered when making travel plans. Official travel is only undertaken if travel is the most effective way to achieve the agency's objectives and where other communication tools, such as teleconferencing and videoconferencing, are not an effective option.

We support the sustainable management and conservation of Australia's environment and where it is practical under section 516A of the *Environment Protection and Biodiversity Conservation Act 1991*, we are committed to ecologically sustainable practices in our operations.

The building's 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.

During the year, we used a range of practical strategies to manage waste and reduce our impact on the environment by:

- installing container deposit scheme bins in our kitchens to recycle drink containers
- using sustainable high-use office supplies, including 100% carbon-neutral and recyclable print paper
- using energy-efficient IT and workplace equipment
- promoting electronic information management
- supplying paper and cardboard recycling bins
- providing recycling collections for printer toner, ink cartridges and dry-cell batteries
- providing organic waste collection bins in our kitchens.

The Net Zero in Government Operations Strategy sets out the Australian Government's approach to achieving net zero greenhouse gas emissions from its operations by 2030. In September 2024, we published our Emissions Reduction Plan that details the actions we will take to minimise the greenhouse gas emissions that are within our control and contribute to achieving the APS Net Zero 2030 target. See [cer.gov.au/about-us/our-reports-and-accountability/emissions-reduction-plans](https://www.cer.gov.au/about-us/our-reports-and-accountability/emissions-reduction-plans).

Appendix E provides an update on the actions to reduce emissions agreed to in our Emissions Reduction Plan. It also displays our greenhouse gas emissions as part of our reporting requirements under the Emissions Reporting Framework and our climate disclosure statement as part Commonwealth Climate Disclosure (CCD) requirements.

Digital services

We are responsible for the systems and registries that enable secure and convenient participation in our schemes and in the carbon market. These digital services authorise participants to register, report and receive carbon credits or RECs, acquit liabilities, and take part in the carbon market.

Our Digital Services Branch builds and maintains contemporary information and communications technology (ICT) platforms using cloud native technologies. These platforms provide the technology underpinnings to operate our core lines of business.

Our service design and delivery processes align with best-practice principles and standards published by the Australian Cyber Security Centre and the Digital Transformation Agency. These include the Information Security Manual, the Digital Service Standard, and the Australian Government's API Design Standards.

In 2024–25, our online systems and registries were available for 99.4% of the time – excluding periods of planned maintenance.

Digital transformation

Our ITS1 program is enabling the agency's largest digital transformation that will create a better experience for participants. The program includes a broad range of individual initiatives that will deliver new business and technological capability to accelerate carbon abatement and improved biodiversity outcomes for Australia.

The ITS1 program is:

- delivering a seamless and coherent user experience, reducing time and costs for participants
- preparing and enabling a capable, effective, practical, grounded and commercially savvy workforce
- supporting a growing and vibrant carbon market underpinned by a high degree of integrity.



We are creating a new way of working that is responsive to the government's set target of net zero by 2050. This will help Australia meet its emissions reduction goals effectively with world-leading carbon markets.

During 2024–25, the ITSI program delivered:

- the launch of our new Unit and Certificate Registry in November 2024 including the onboarding of SMCs in January 2025, allowing for account holders to manage and trade their holdings and facilitate greater investor access and trading in carbon and environmental markets
- changes to our REC Registry system to accommodate readiness for the 1 July 2025 launch of battery storage incentives under the SRES
- the pilot of our new EERS for selected participants and the broader rollout of new EERS for all participants to support the 2024–25 NGER reporting period between July and 31 October 2025
- the first method under the Nature Repair Market Scheme was released in March 2025 on our Online Services platform, which enabled people and businesses to apply to register projects that improve biodiversity outcomes for our natural environment.
- the transition of all ACCU Scheme methods to our Online Services platform to improve the experience for our scheme participants.

Artificial intelligence

We are committed to using technology, including artificial intelligence (AI), to enhance our capability to be an efficient and effective economic regulator accelerating carbon abatement for Australia. We have convened an AI steering committee, comprising our Chief Data Officer, Chief Information Officer and Chief Risk Officer, to consider the use of AI to provide analytics for, and insights into, the schemes we regulate on behalf of the Australian Government. The committee reports to the agency's Strategic Leadership Team to oversee and drive our AI capability maturity.

In 2024–25, we advanced our AI governance and initiatives that are expected to improve operational efficiency, transparency, and strategic alignment. The agency endorsed our first AI Transparency Statement, aligning with the Digital Transformation Agency and Organisation for Economic Co-operation and Development. The statement is available on our website at cer.gov.au/about-us/our-policies/artificial-intelligence-transparency-statement.

These efforts were informed by interagency collaboration, including shared learnings from the Department of Agriculture's Avana evaluation, which was part of a whole-of-government AI initiative.

Assets management

We manage assets in accordance with our asset management framework, Accountable Authority Instructions and relevant accounting standards. During 2024–25 we undertook:

- a stocktake of our asset base
- a desktop valuation of the agency's assets (excluding intangibles) through an independent expert in accordance with the requirements of the Australian Accounting Standards Board (AASB) 13 – *Fair Value Measurement*
- asset impairment testing and a review of the useful life ('re-life' assessment) of our assets, including ICT and non-ICT property, plant and equipment and intangibles, as required by AASB 116 – *Property, Plant and Equipment*, AASB 136 – *Impairment of Assets* and AASB 138 – *Intangible Assets*.

The outcomes of these activities are reported in the Finances section of this report.

Procurement

Our approach to purchasing and procurement, including engaging consultants, is consistent with the Commonwealth Procurement Rules and is designed to promote fairness, equity and value for money. The rules are applied to our operations through the Accountable Authority Instructions and procurement policies. This operational guidance is available to all employees via the agency's intranet and centralised procurement team.

Our Annual Procurement Plan provides information on the planned procurement activities for the financial year. It can be referenced by prospective suppliers wishing to work with the agency and is available on the AusTender website (tenders.gov.au/app/list) and is updated as required.



Consultancy and non-consultancy contract expenditure reporting

Decisions for engaging consultants in 2024–25 were made in accordance with relevant internal policies, the PGPA Act and related regulations such as the Commonwealth Procurement Rules.

We engage consultants when we need specialist expertise or when independent research, review or assessment is required. The agency generally selects consultants using panel arrangements.

Reportable consultancy contracts

As shown in Table 5, 5 new reportable consultancy contracts were entered into during 2024–25, involving a total actual expenditure of \$48,496.25 (GST inclusive). In addition, there were 3 ongoing reportable consultancy contracts entered into during a previous reporting period that were active during 2024–25, involving a total actual expenditure of \$182,557.10 (GST inclusive).

Table 5: Total reportable consultancy contract expenditure in 2024–25

Reportable consultancy contracts	Number of contracts	Expenditure (\$m)
New contracts entered into during the reporting period	5	0.048
Ongoing contracts entered into during a previous reporting period	3	0.182
Total	8	0.231

Table 6 shows the organisations that received the largest shares and organisations that received at least 5% of our total expenditure on reportable consultancy contracts during 2024–25.

Table 6: Organisations receiving a share of consultancy expenditure, 2024–25

Organisation	Expenditure (\$m)	Proportion of 2024–25 total consultancy spend
Jacobs Group (Australia) Pty Ltd	0.064	27.64%
Analytecon Pty Limited	0.062	26.66%
ACIL Allen Pty Limited	0.057	24.71%
Bevington Consulting Pty Ltd	0.048	20.99%

Our annual report contains information about actual expenditure on reportable consultancy contracts. Information on the value of reportable consultancy contracts is available on the AusTender website at tenders.gov.au.

Reportable non-consultancy contracts

As shown in Table 7, 180 new reportable non-consultancy contracts were entered into during 2024–25, involving a total actual expenditure of \$14.59 million (GST inclusive). In addition, 151 ongoing reportable non-consultancy contracts were active during the period, involving a total actual expenditure of \$50.71 million (GST inclusive).

Table 7: Total reportable non-consultancy contract expenditure in 2024–25

Reportable non-consultancy contracts	Number of contracts	Expenditure (\$m)
New contracts entered into during the reporting period	180	14.59
Ongoing contracts entered into during a previous reporting period	151	50.71
Total	331	65.30

Table 8 shows the organisations that received the 5 largest shares and organisations that received at least 5% of our total expenditure on reportable non-consultancy contracts during 2024–25.

**Table 8: Organisations receiving a share of non-consultancy expenditure, 2024–25**

Organisation	Expenditure (\$m)	Proportion of 2024–25 total non-consultancy spend
Chalfont Consulting Pty Ltd	8.90	13.59%
Pragma Partners Pty Ltd	6.44	9.84%
NTT Australia Digital Pty Ltd (novated to NTT Australia Pty Ltd)	4.79	7.31%
Digital61 Pty Ltd	4.69	7.16%
Data#3 Limited	3.85	5.88%
Jones Lang LaSalle (ACT) Pty Ltd	3.77	5.76%
Superior Software for Windows Pty Ltd	3.66	5.59%

Our annual report contains information about actual expenditure on reportable non-consultancy contracts. Information on the value of reportable non-consultancy contracts is available on the AusTender website at tenders.gov.au.

Strategic Commissioning Framework

In 2024–25, we took steps to bring core work in-house in line with the APS Strategic Commissioning Framework. Our targets for 2024–25 aimed to reduce our supplier expenditure in the ICT and Digital Solutions and Data and Research job families by \$1 million (excluding GST).

We converted 7 positions from external labour to APS employment and the reduction in supplier expenditure for these targeted conversions is \$894,591.75. While this is lower than our target under the Strategic Commissioning Framework, our overall expenditure on external contractors reduced from \$55 million to \$33 million in the financial year as we completed an ambitious digital transformation program using a materially smaller number of external contractors.

Australian National Audit Office access clauses

All contracts of \$100,000 (inclusive of GST) or more awarded during 2024–25 included a provision for the Auditor-General to have access to the contractor's premises.

Exempt contracts

In 2024–25, the Accountable Authority did not exempt any standing offer or contract in excess of \$10,000 (inclusive of GST) from being published on AusTender, noting that ACCU Scheme carbon abatement contracts are already exempt.

Small and medium-sized enterprises and Indigenous business support

We support small business participation in the Commonwealth Government procurement market. Small and medium enterprises (SMEs) and small enterprise participation statistics are available on the Department of Finance website (finance.gov.au/government/procurement/statistics-australian-government-procurement-contracts-).

We support SMEs by:

- complying with the Commonwealth Procurement Framework
- implementing the Indigenous Procurement Policy, noting that many Indigenous businesses are also SMEs
- using the Commonwealth Contracting Suite for low-risk procurements valued under \$200,000
- using credit cards for procurements valued under \$10,000
- applying Australian Industry Participation Plans in whole-of-government procurement, where applicable
- providing procurement information in clear, plain language and in an accessible format through adopting the Small Business Engagement Principles
- facilitating efficient and on-time payment to suppliers using electronic systems or other processes.

The CER recognises the importance of ensuring that small businesses are paid on time. The results of the Survey of Australian Government Payments to Small Business are available on the Treasury website at treasury.gov.au/small-business/pay-time-survey-performance-reports.



Regulator performance





Regulator performance principles

We are committed to meeting the regulator performance principles (RPP) outlined in the government’s Resource Management Guide – Regulator Performance (RMG128):

- RPP 1. **Continuous improvement and building trust:** Regulators adopt a whole-of-system perspective, continuously improving their performance, capability and culture to build trust and confidence in Australia’s regulatory settings.
- RPP 2. **Risk-based and data-driven:** Regulators manage risks proportionately and maintain essential safeguards while minimising regulatory burden and leveraging data and digital technology to support those they regulate to comply and grow.
- RPP 3. **Collaboration and engagement:** Regulators are transparent and responsive communicators, implementing regulations in a modern and collaborative way.

The case studies below help demonstrate our commitment to those principles and our role as a regulator. Additionally, each of our performance measures are aligned to the RPPs and the results are detailed in the Annual Performance Statement section of this report.

RPP 1: Continuous improvement and building trust

During 2024–25, we adopted a continuous improvement approach to our operations with a focus on effective stewardship of the markets we regulate. Integrity and transparency are vital to the success of the schemes we administer. We invested in independent audits and additional geospatial tools to enhance ACCU Scheme assurance and continued to implement the recommendations from the ACCU Review.

To meet our purpose, we are focused on being a trusted regulator by supporting transparency and continuous improvement as demonstrated in the following case study.

RPP 1 case study: ACCU integrity

The ACCU Scheme is committed to fostering a regulatory environment that is transparent, responsive, and trusted by all stakeholders. This commitment is reflected in a whole-of-system approach that prioritises continuous improvement in performance, capability and culture.

Transparency is a key aspect of this approach. In 2024–25, consistent with the ACCU Review, the agency published new data on the project register. To support this release, we provided clear communication on how projects within the ACCU Scheme operate and are regulated, as well as how they deliver ACCUs. This information helps ensure the new data is not only accessible but also meaningful. These practices help stakeholders understand the context and rationale behind regulatory decisions, reinforcing confidence in the integrity of the system and supporting Australia’s efforts to accelerate carbon abatement. We have increased efforts to encourage scheme participants to provide additional project information on a voluntary basis, further enhancing transparency.

Through the ‘Be ACCUrate’ outreach and education program, we worked closely with scheme participants and interested parties to improve understanding of the ACCU Scheme’s requirements and encourage the submission of complete and accurate applications. This enables faster processing and decision-making, including for ACCU issuance, and reduces administrative burden.

In 2024–25, we transitioned the ACCU Scheme to a new platform, Online Services, which offers a streamlined, single access point for project registration, reporting, and crediting. Enhanced features include intuitive, method-specific forms with automatic data validation and pre-filled fields, reducing errors and processing times. These upgrades support ease of participation and greater transparency of data.

In December 2024, the agency launched the ACCU Scheme Guidance Library – a centralised, searchable platform that consolidates all regulatory and educational guidance for scheme participants. This initiative improves accessibility, transparency and consistency in interpreting scheme requirements. Developed in response to the ACCU Review, the library supports better compliance and participation by simplifying access to complex information and offering clear, practical resources for every stage of a project’s lifecycle.

Together, these efforts support the agency to assess, verify, register and credit projects more effectively and efficiently. By embedding transparency and accuracy into our operations, we continue to build a regulatory culture that is open, capable and future focused. Through a culture of learning and adaptation, we are better positioned to respond to emerging challenges and opportunities, while maintaining the trust of participants, stakeholders and the broader community in Australia’s carbon market.



RPP 2: Risk-based and data-driven

Our compliance policy articulates our risk-based approach, and our digital first, ‘tell us once’ framework is aimed at minimising regulatory burden. Each year we publish compliance and enforcement priorities that describe our future focus. During 2024–25, we continued to invest in our data management, integrity and accessibility to ensure our decisions are based on clearly documented evidence.

Increasingly, our operations are becoming more and more data driven. We are sharing and publishing more scheme data and information to inform policy, help understand progress made in reducing emissions and evidence environmental claims. The following case study is an example of how data is critical to both our stakeholders and our credibility as a trusted regulator.

RPP 2 case study: Safeguard publications

In April 2025, we published the required data from the first year of the reformed Safeguard Mechanism. The data shows the Safeguard Mechanism is progressing well, and results align with the expectations established through the reformed policy settings.

We are committed to transparency for all the schemes we administer. The Safeguard publication provides detailed data that demonstrates the performance of the scheme and enhances transparency across carbon markets. This publication, in combination with our Quarterly Carbon Market Report (QCMR), represents key components of our ongoing efforts to keep stakeholders informed about the operation of carbon markets.

To improve accessibility and transparency, we published information about the Safeguard Mechanism at both an aggregated and granular level. To support this, we redeveloped our website content to make sure the information could be easily accessed.

Our Safeguard data insights document sets out the key outcomes and data from the 2023–24 period in a concise and accessible format. Some of the key findings from this included:

- Emissions reduced from 138.7 Mt CO₂-e in 2022–23, to 136.0 Mt CO₂-e in 2023–24.
- At a scheme level, the making of EIDs removed nearly all headroom from aggregate facility baselines, placing downward pressure on emissions.
- 62 facilities received an approximate total of 8.3 million SMCs.
- 142 facilities incurred a total liability of 9.2 Mt CO₂-e because their emissions were above their baseline.
- Overall compliance with the reformed Safeguard was strong.

In addition, we published extensive data relating to the Safeguard Mechanism for the 2023–24 year at a facility level. This included information about:

- facility baselines and emissions
- SMC issuances
- the use of flexibility measures, such as multi-year monitoring periods, trade-exposed baseline-adjusted facilities and baseline borrowing adjustments
- EIDs
- ACCU surrender methods
- the NGER methods used to report on fugitive emissions.

This granular data serves to provide a high degree of transparency around the operation of the Safeguard Mechanism and gives important information about how markets are functioning. We will continue to promote transparency in our administration of the Safeguard Mechanism.

RPP 3: Collaboration and engagement

Providing information and education on our schemes is one of our central roles and responsibilities. We publish key corporate documents and market and scheme materials to support education, participation, accountability and transparency across our schemes and the carbon markets. Considerable effort and resources are directed into engagement with participants and other stakeholders to seek their input as new systems and processes are developed.



Transparent and consistent communications help our scheme participants understand their obligations and voluntarily comply. The following case study is an example of how we achieved positive results through effective engagement.

RPP 3 case study: Safeguard Mechanism forums

During 2024–25, we undertook widespread communication activities through a range of channels to promote awareness of, and compliance with, the Safeguard Mechanism reforms. These actions played a key role in driving strong engagement from Safeguard responsible emitters and ultimately supported strong compliance in year one of the reformed scheme.

Our key education and engagement activities for the reforms included:

- a Safeguard focused webinar, that had over 150 attendees
- a letter from our Chair, David Parker AM, to controlling corporations of Safeguard facilities about the implications of compliance with the Safeguard Mechanism and the importance of on-site abatement
- comprehensive updates to the Safeguard content on our website
- releasing a range of guidelines, including for EIDs, Trade-Exposed Baseline-Adjusted applications, Borrowing applications, and carbon unit issuance and surrenders
- targeted email updates and reminders on key Safeguard obligations
- responding to a high volume of direct enquiries from responsible emitters.

A key element of our communication strategy was holding a series of forums across the country. Held in Melbourne, Sydney, Brisbane and Perth, the events brought together industry stakeholders to discuss the Safeguard Mechanism reforms. We published a video recording of the Sydney forum on our website for those who could not attend a forum in person.

The forums were well-attended and provided an excellent platform to present critical information. The engagement from attendees was strong. The attendance was also diverse, including representatives of Safeguard facilities, auditors, advisors, and broader participants in carbon markets.

Topics covered in the Safeguard Mechanism forums were:

- details of the scheme reforms
- the policy landscape
- compliance and reporting requirements
- participation in the ACCU Scheme and ACCU integrity
- development of carbon markets.

The forums played an important role in strengthening stakeholder relationships and awareness of the CER's role in regulating pathways to carbon abatement.

Early, clear and regular communication will continue to be an important feature of our approach to administering the Safeguard Mechanism.

Productivity improvements

The CER has a well-established record of improving productivity across our operations through innovation and creative problem-solving, demonstrating our commitment to the RPPs. We have designed and implemented fit-for-purpose solutions that reduce regulatory burden for scheme participants, improve service delivery, and strengthen operational performance.

In 2024–25, we continued to advance these efforts through our ITS1 program. This initiative is modernising platforms, services and tools to build a resilient, scalable and future-ready digital ecosystem. These technology-driven enhancements are lowering costs, increasing data transparency, and enabling more efficient participation in the schemes we administer. They also reinforce our role as a practical, grounded, quick and commercially savvy regulator – committed to maintaining integrity and trust while streamlining regulatory processes.



We encourage innovative thinking across all sections of the agency leading to other key initiatives including:

- Advanced data capabilities through integrated systems that manage increasing volumes of data, enable faster detection of non-compliance and more timely regulatory action.
- Using a staged approach to AI adoption with initial applications focused on streamlining service delivery, automating analytics and reporting, and improving internal workflows.

This work aligns with the Australian Government’s productivity agenda and reflects our ongoing efforts to deliver continuous improvement in our regulatory processes and performance.

Compliance and enforcement

The obligation to comply with the legislative requirements of the schemes we administer rests with the participants. Our approach to compliance and enforcement is central to maintaining the integrity, credibility and effectiveness of the schemes we administer. Through a combination of education, intelligence-led monitoring, and proportionate enforcement, we aim to foster a culture of voluntary compliance while ensuring that serious non-compliance is addressed decisively.

Our approach is built on a foundation of:

- education and support to encourage voluntary compliance
- risk-based monitoring to focus resources where they are most needed
- proportionate enforcement to maintain integrity and public confidence in the schemes we administer.

We work collaboratively with other regulatory agencies to support this approach by sharing knowledge, gathering intelligence and referring matters for law enforcement.

We collect a large volume of data through our business operations (scheme applications, reports and submissions, and information from third parties). We use this data to assist us to identify cases of possible fraud and non-compliance using sophisticated tools and well-developed monitoring, audit and assessment processes. These include:

- enhanced data matching
- geospatial imagery
- smart algorithms and large dataset analysis to identify trends
- submission reviews to identify anomalies and known behaviours
- audits, site visits and inspections
- intelligence from scheme participants and other government agencies, in particular regulators.

In some cases, we are legally obliged to publish information.

We are committed to maintaining the integrity and transparency of the schemes we administer and we publish the names of scheme participants who are found to be non-compliant. This includes, but is not limited to, in the event of:

- the commencement and outcomes of any criminal prosecutions and civil penalty proceedings
- the acceptance of enforceable undertakings
- participants who have been suspended or removed from our schemes
- late NGER reporters
- infringement notices.

Compliance priorities and outcomes

We publish our annual compliance and enforcement priorities and quarterly compliance updates on our website at cer.gov.au/compliance-priorities. These publications reflect a risk-based and adaptive approach and communicate to participants our key focus areas for the year ahead for each scheme.

Our priorities guide our compliance activities and ensure our enforcement actions are targeted and aligned with scheme objectives. In these documents, we are clearly stating what particular behaviours and practices are under scrutiny. Our aim is to encourage scheme participants to self-correct and proactively comply.

Summarised next are our compliance priorities for 2024–25, the activities undertaken in support of them and their outcomes.



NGER reporting and Safeguard Mechanism

Safeguard facilities – accuracy and management of excess emissions

Safeguard facilities must reduce their emissions in line with Australia's climate targets. Our key focus is ensuring that Safeguard facilities report their emissions and production levels accurately. If we are not satisfied that the facilities are reporting accurately, we may initiate an audit or take compliance and enforcement action.

Where facilities exceed their emissions limit (referred to as a 'baseline'), they must take action to manage their excess emissions. This may include buying and surrendering ACCUs and SMCs before the 1 April 2025 compliance deadline. Managing excess emissions is critical to the effective functioning of the Safeguard Mechanism and failure to do this by the deadline will result in compliance or enforcement action.

Activities	Priority assessment was given to NGER reports covering facilities eligible to receive SMCs. Early, targeted engagement was undertaken with Safeguard entities in an excess emissions situation, to ensure that these entities had the information they needed to manage their excess emissions well in advance of the 31 March deadline. This involved broad and targeted communication strategies, based on a range of data the CER holds. A wide range of education materials were developed and distributed to assist responsible emitters to comply with their obligations.
Outcomes	Assessment of NGER data reported for safeguard facilities eligible to receive SMCs resulted in the resubmission of inaccurate data in some instances. For the 2023–24 reporting year, 214 (98%) Safeguard facilities met their Safeguard Mechanism obligations. Of the 5 facilities that remained in excess after the deadline: – Three were under the operational control of 2 responsible emitters that are currently in voluntary administration. – Two were under the operational control of a responsible emitter Fitzroy (CQ) Pty Ltd, who entered into a court enforceable undertaking on 4 April 2025. They have committed to acquitting their obligations progressively, with the final surrender required by no later than 15 December 2025.

Inaccurate or late NGER Scheme reports

NGER Scheme reporters must provide accurate reports by the reporting deadline. Ensuring accurate and timely reporting is critical to maintaining the integrity of data within the scheme. Repeated failures to report on time or inaccuracies in reporting will trigger compliance or enforcement action.

Activities	<u>Accuracy</u> Compliance audits – under section 73 of the NGER Act – were used in relation to reporters with a history of repeated non-compliance. Under these audits, the CER requires an NGER Scheme participant to conduct an audit – at their own expense – and provide the audit report to the CER. The audits focused on checking whether reporters had the right systems and processes in place for accurate reporting, rather than just looking at the data from a single year. The annual audit program included audits on 7 open-cut coal mines' use of 'Method 2' for estimating fugitive methane emissions. This was done to test the application of this method by reporters. <u>Timeliness</u> We publish the details of organisations that submit late reports on our website and have the ability to take compliance action where appropriate.
Outcomes	<u>Accuracy</u> Two reporters were required to complete a section 73 compliance audit: – One received a qualified opinion with next steps under discussion. – One is due to provide its report in late 2025. The intent is to use the findings to help establish a baseline level of expectation in relation to the control framework that NGER reporters should have in place to ensure that their reporting is accurate and complete.



Seven reporters using Method 2 to estimate fugitive methane emissions from open-cut mines were included in the annual audit program. No major issues have been identified to date.

One report remained outstanding for 2023–24. The report was submitted on 18 June 2025. It is below threshold so does not impact on published NGER data.

Timeliness

In 2024–25, we published the names of 6 organisations that failed to report on time.

Failure to register

Entities must register under the NGER Scheme if they meet any of the thresholds for registration and reporting under the NGER Act. We research and monitor industries and companies to identify possible non-reporters and engage with them about reporting requirements and encourage registration prior to non-compliance. Where we suspect non-compliance, we may exercise our information gathering powers to check whether an entity meets a threshold. We may then take enforcement action as required to ensure compliance with reporting requirements.

Activities	Monitoring ‘entities of interest’ to track potential non-registrants for follow-up, relying on several inputs including: – cross-matching with data from other schemes we administer (e.g. RET power station registrations) – information from NGER deregistration applications (e.g. an entity applying to be deregistered on the basis it has a new controlling corporation or has sold its assets to a new company) – general intelligence about sectors of interest.
Outcomes	Fifty-one new controlling corporations registered for the 2023–24 reporting period, 2 of which had reporting obligations for earlier periods. Thirteen corporations deregistered as they no longer meet reporting thresholds (often these below-threshold reporters make up a large proportion of the group at risk of not meeting the reporting deadline each year). Targeted inquiries into thematic areas that may lead to further registrations including data centres and franchise arrangements.

ACCU Scheme

Human-induced regeneration gateway checks – proponent monitoring obligations

Human-induced regeneration (HIR) projects that have regeneration and forest cover attainment checks (gateway checks) are subject to gateway audits. Project proponents are expected to undertake appropriate care and diligence to monitor a project’s forest potential and report on its progress towards forest cover. If areas of land no longer have forest potential, they must re-stratify to remove those areas before reporting to us and applying for ACCUs.

Issues we identify through assessment of reports and audits are subject to compliance measures, including:

- requirements to re-stratify before ACCUs are issued
- pauses in crediting
- refusal of crediting applications
- relinquishment of ACCUs.

Non-compliant crediting applications will experience delays in processing times and may lead to other enforcement activities.

Activities	Forty projects had gateway audits that were finalised in 2024–25. Twenty-two of the audits were qualified with findings primarily around the process being used by the proponent/service provider or minor areas of project land with no forest potential identified during audit site visits. Of the 40 projects, 23 did not initially submit sufficient evidence to satisfy the CER that the projects had met their gateway requirements. For these projects, we issued requests for further information (RFI). ACCUs will only be issued to projects once we are satisfied with the response to the RFI.
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Outcomes	Thirty-four projects re-stratified their carbon estimation areas (CEAs), resulting in a combined reduction in CEAs of 57,259 ha or 7% (reducing from a combined 833,666 ha to 776,407 ha). Seventeen projects re-stratified their CEAs by a combined 7,753 ha in the next reporting period to address minor gateway audit findings that were finalised after the gateway check application had been assessed as compliant and ACCUs issued. The CER and carbon service providers have benefitted from gateway audits over the last 2 years. The gateway audits have supported our messaging to carbon service providers on the requirement for more robust processes and evidence to support regeneration. This has resulted in several carbon service providers updating their processes and mapping tools. Carbon service providers are applying the improvements initiated from audit outcomes to other projects within their portfolio, and overall, we are seeing better quality applications with additional areas being proactively identified and removed prior to an application being submitted. Of the 23 projects that initially failed to submit adequate evidence demonstrating compliance with gateway requirements, several experienced processing times exceeding 180 days due to delays in providing sufficient documentation or updating their gateway procedures. Strong applications, with extensive field work demonstrating regeneration are now being processed in under 90 days.
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Notification requirements

Project proponents must notify us in a timely manner following certain events relating to themselves (such as changes in their Fit and Proper Person (FPP) status) or their project (such as bushfires). Timely notifications are required to monitor the impact on participation and reporting. Project proponents must have appropriate systems in place to meet notification requirements, and failures to notify on time may result in enforcement action.

Activities	In 2024, we introduced a series of online and in-person events aimed at helping participants improve their understanding of our expectations and 'Be ACCUrate' when running projects under the ACCU Scheme. This included an in-person workshop in March 2025 that covered: — FPP — legal right evidence requirements — requirement for project proponents to notify us on all relevant matters. In April 2025, we published guidance for participants and auditors about the 'other' matters that the CER may consider when making a FPP evaluation. This guidance was developed in consultation with legal and scheme-area stakeholders. A new capability has been developed to monitor disturbance events due to fire across all sequestration projects. This capability enables us to proactively identify and monitor projects that are subject to notification requirements due to reversals in carbon stock. The work to transfer our online notification form to the new Online Services platform provides a valuable opportunity to track and report on compliance.
Outcomes	Timely notifications ensure that significant events are recorded against the project. This gives both the CER and the proponent time to consider the risks to the project and the most appropriate course of action to address the notification event. We received 40–45 notifications in relation to the ACCU Scheme in each of the last 2 financial years. Projects that notify us of events may be subject to enhanced monitoring to ensure that they have been appropriately addressed. For example, when a disturbance event occurs, proponents are required to evaluate the impact of the disturbance and may be required to remove areas from CEAs or model disturbance events in the next offsets report submitted to reflect the changes to carbon stock resulting from the disturbance. Through our assessment function and geospatial monitoring capabilities we identified projects that failed to notify us of disturbance events and other notifiable incidents. We respond to these issues in accordance



with our compliance policy for education, monitoring and enforcement activities, to bring projects back into compliance or to undertake further remedial action as necessary.

To better support project proponents to meet their notifiable requirements, we will be introducing new forms in our Online Services system to support the submission of notifiable events.

Soil sampling

Project proponents need to carefully undertake soil sampling, preparation and testing in direct accordance with the soil carbon method and its supplement. We will work with project proponents to make clear the requirements for compliant sampling rounds. Failure to observe these requirements may result in invalid samples or sampling rounds. These cannot be used for carbon abatement calculations and ACCUs may not be issued.

Activities	Further outreach and education materials are being provided to support proponents in undertaking compliant sampling rounds. These include: – A pocket guide for samplers has been distributed to proponents. – A short break-out session on supplement calculations directly related to sampling was conducted at the in-person 'Be ACCUrate' workshop. – Automated proactive communications to proponents when sampling plans have been received by the CER to educate that baseline sampling cannot be conducted prior to the application being complete and submitted.
Outcomes	Through education activities, we have increased participant understanding of the technical requirements. We have observed fewer issues associated with sampling throughout the course of the year. This allows for accurate soil organic carbon stocks to be determined for baseline and subsequent sampling rounds and ensure the integrity of the ACCUs being issued.

RET

Liabe entities with outstanding shortfall debt

RET liable entities must meet their obligations to surrender LGCs and STCs on time. We will take action to recover debts from participants failing to surrender renewable energy certificates on time and then not paying shortfall charges, including winding up companies.

Activities	We continue to: – engage early with participants prior to deadlines to ensure that all liable entities (including appointed administrators/liquidators) understand their reporting and surrendering obligations – undertake detailed analysis of liability versus certificate holdings to inform targeted engagement – guide participants on how to source certificates from the open market or purchase directly from the STC clearing house – connect smaller liable entities with certificate aggregators to source smaller numbers of certificates to meet surrender obligations and avoid shortfall.
Outcomes	Our proactive effort in 2024–25 resulted in: – 100% STC surrender compliance for quarters 1–4 – 88.9% LGC surrender compliance – 100% shortfall charges paid on time – 99% of Energy Acquisition Statements (EAS) lodged on time. We continue to manage the liable entities under administration/liquidation. Proof-of-debt has been lodged for all liable entities that had not acquitted their liabilities. Ongoing case management has seen an increase in voluntary compliance.



Written statements for STC claims must not be false or misleading

Installers must provide sufficient evidence of attendance on-site and we expect that SRES agents will have systems and processes in place and will exercise appropriate care to prevent improper claims for STCs.

Activities	We continued to request and assess evidence of accredited installer attendance on site using our risk-based approach. An education-first approach is preferred in instances where minor non-compliance is observed. Where more serious non-compliance is found, agents are required to provide and demonstrate adherence to operating procedures to ensure they know and understand scheme requirements. If operating procedures are not available or adhered to, agents may be suspended or removed from participating in the SRES.
Outcomes	In 2024–25, we assessed over 8,000 applications for compliance paperwork and installer on-site verification and approximately: – 67% of the applications were compliant and STCs passed – 12% did not pass the assessment and STCs were subsequently failed – 21% are awaiting assessment or couldn't be assessed – this usually means the application needs to be failed prior to this assessment taking place. This compares to a pass rate of 74% in 2023–24. The change in pass rate is due to the utilisation of intelligence-driven checks guided by our risk-based approach.

Greenhouse and Energy Auditors

Compliance audits

Assurance provided through audits is a critical compliance monitoring measure. We may require participants in the NGER Scheme, Safeguard Mechanism and the ACCU Scheme to undergo audits for compliance purposes, including satisfying all their recordkeeping requirements.

Activities	In 2024–25, 2 compliance audits were undertaken in the ACCU Scheme and 2 in the NGER Scheme.
Outcomes	The ACCU Scheme audits both resulted in qualified conclusions. We took the appropriate compliance action in response to one audit and are finalising the outcome of the second. One NGER compliance audit was completed during 2024–25 and returned a qualified conclusion; the NGER reporter has committed to actions to ensure future compliance through an enforceable undertaking. The Case study: NGER compliance audits on page 40 covers this audit in detail. The second audit is expected to be completed late in 2025.

Auditors

We have high expectations as to the performance of our auditors, particularly those undertaking Safeguard Mechanism and ACCU Scheme audits. Registered auditors who have ongoing performance issues or do not comply with legislative requirements will be subject to compliance action. This could include conditions placed upon their registration, improvement notices, suspension or deregistration.

Activities	Our annual inspection program assesses the performance of Category 2 registered greenhouse and energy auditors. We monitor the compliance of all auditors with ongoing registration requirements and take compliance action to address any failures to meet those requirements.
Outcomes	Eight greenhouse and energy auditors were subject to inspections of their performance in 2024–25. No significant issues were identified requiring compliance action to place conditions, suspend registration or deregistration. Areas for auditor performance improvement identified through the inspections are being implemented. Separately, we deregistered one auditor for not being contactable.



Compliance action

We adopt an intelligence-led, risk-based approach that considers the behaviour and motivation of scheme participants to help determine the appropriate response to non-compliance. Our proportionate approach is in line with our published compliance policy for education, monitoring and enforcement activities to support trust and integrity in the schemes we administer (see cer.gov.au/compliance-approach).

Where substantive non-compliance is identified, our investigators collect evidence and recommend a compliance and enforcement response that can include the:

- suspension or removal of participants from our schemes
- acceptance of enforceable undertakings
- commencement of civil proceedings
- referral of a matter to the Office of the Commonwealth Director of Public Prosecutions for criminal prosecution.

Investigations are conducted in accordance with the Australian Government Investigations Standard 2022.

The results of our compliance activities in 2024–25 are summarised in Table 9.

Table 9: Results of compliance activity, 2024–25 and 2023–24

Compliance activity	2024–25	2023–24
Allegations received	173	155
Investigations opened	17	12
Investigations closed	20	13
Criminal convictions	3	1
Disclosures to partner agencies	61	50
‘Notices to produce’ issued to third parties	25	49
Briefs of evidence referred for litigation	1	5
Suspensions of registered persons	5	2
Installers declared ineligible	1	2
Enforceable undertakings executed	2	1
Enforceable undertakings finalised	2	3
Monitoring warrants executed	1	0

RET – Fit and Proper Person assessments

Registered agents are the primary point of control for correct creation of certificates and must ensure that they are fit and proper to participate in the RET. Failure to meet these requirements can result in the loss of their registration under the REE Act and the ability to create certificates in their REC Registry account. Where we have concerns about the capability of an applicant to ensure compliance, we will ask for further information to support consideration of their application.

This year, following FPP assessments, we rejected 19 registered persons due to incomplete or insufficient responses to agent capabilities in our requests for further information. We permanently suspended the registrations of the following entities as they are no longer fit and proper under the REE Act:

- Emerging Energy Solutions Group Pty Ltd
- NetZero Environmental Group Pty Ltd
- Universal Exim Pty Ltd
- JYCP Trading Pty Ltd
- Tanway Engineering Pty Ltd.



Certain acts are prescribed matters that we must consider in determining FPP status. This includes conviction for certain offences or breaches of schemes we administer. We also have wide discretion to take into account any other matter we consider relevant. This includes whether registered persons have, and continue to have:

- necessary skills
- capability and competency
- good business practices
- integrity and good character.

Following the suspension of the Greenbot Pty Ltd registration in June 2024, we subsequently suspended the registration of 2 related entities: Emerging Energy Solutions Group Pty Ltd and NetZero Environmental Group Pty Ltd. The 3 entities were closely intertwined, and we received numerous complaints regarding their conduct and failure to meet contractual payment obligations. Emerging Energy Solutions Group Pty Ltd later entered liquidation.

These matters represented a significant compliance concern and revealed a pattern of behaviour that fell short of the standards expected of registered persons. In response, we employed a range of regulatory tools and acted promptly and proportionately to address the risks posed. The suspension of these entities was necessary to prevent further harm to consumers, industry participants and the integrity of the scheme.

We continue to monitor scheme participation. Where we identify that a business is part of a network or linked to entities previously found not to be fit and proper – and whose registration has been permanently suspended under the REE Act – we will take further compliance action. We do not tolerate ongoing participation in our schemes by individuals or entities that have been deemed not to be fit and proper, including attempts to re-enter through associated or newly formed companies.

SRES – false or misleading statements

Reforms to the SRES under regulation 20AG of the Renewable Energy (Electricity) Regulations 2001 (REE Regulations), authorises the CER to disqualify accredited solar PV installers from participating in the SRES if they do not meet the requirements. Since the introduction of amendments, we have communicated extensively with the industry about the expected conduct of scheme participants. We continue to remind accredited installers and registered agents of their responsibilities and obligations, particularly adherence to local, state and territory government requirements.

Under the REE Regulations, where a person has given 3 or more false statements or failed to comply with the requirements of their accreditation, we may declare that person ineligible to participate in the scheme. This means that any small generation units installed by that person are not eligible for STCs.

During 2024–25, our investigation resulted in compliance action being taken against an accredited installer, Mr Rohit Kumar Jafal, and registered agent, Tanway Engineering Pty Ltd. On 30 April 2024, Mr Jafal was prosecuted and convicted of contravening regulation 52B(9)(b) of the Electricity (Licensing) Regulations 1991 (WA). Following the conviction, the CER found that on 25 occasions, Mr Jafal provided false or misleading statements and materially breached local, state or territory government requirements for the installation of solar PV installations. We also determined that Tanway Engineering Pty Ltd failed to meet its responsibilities and obligations as a registered agent under the REE Act.

On 6 June 2025, Mr Jafal was declared ineligible to install small generation units for the purposes of sub-regulation 20AC(2) of the REE Regulations for 3 months. We permanently suspended the registration of Tanway Engineering Pty Ltd under the REE Act, meaning it can no longer create STCs.

SRES – fraudulent installers

Our campaign to disrupt business models where companies and individuals profit from scheme fraud continued during 2024–25. We have zero tolerance for those in the SRES benefitting from solar photovoltaic (PV) installations that were not installed or supervised by accredited installers.

Our compliance work saw 4 investigations into SRES participants result in litigation in 2024–25:

- On 14 August 2024, Mr Pierre Bosman was convicted in the Perth Magistrates Court after pleading guilty to 9 offences of giving false information in compliance/purported compliance with a law of the Commonwealth, contrary to section 137.1(1) of the *Criminal Code Act 1995*. Mr Bosman used an expired electrical contractor's licence and installed non-compliant solar PV panels. He received a \$15,000 fine.

- On 6 December 2024, 330 charges were laid against a solar PV retailer and 2 individuals in Western Australia. It is alleged that between 8 August 2019 to 20 May 2022 the retail company, aided and abetted by 2 individuals, knowingly provided false information which was later relied upon to create STCs. This false information related to the onsite attendance of an accredited installer, who allowed the misuse of their accreditation details and provided false statements in Commonwealth statutory declarations. The Office of the Commonwealth Director of Public Prosecutions is prosecuting the matter following a referral from us.
- On 3 April 2025, Mr Liam Sheppard was convicted after pleading guilty to charges relating to 62 solar PV installations. Mr Sheppard falsely claimed to have installed or supervised these installations. In doing so, he submitted false or misleading STC assignment forms, along with certificates of electrical safety, to registered agents. The agents relied on this information to improperly create certificates for these installations. He received a conviction and reduced fine of \$3,500 due to his personal circumstances.
- On 12 June 2025, Mr Craig Burmeister was convicted after pleading guilty to 11 charges relating to 11 solar PV installations. Mr Burmeister, who was on a good behaviour bond at the time for the same type of offence, was not accredited to design or install solar PV systems. He procured other accredited installers and his employees to sign off on installations he himself completed. He was convicted for all 11 offences, received a Community Corrections Order requiring him to complete 200 hours of community service over a 2-year period and was fined \$5,500. He is not accredited to design or install solar PV systems and is no longer a licensed electrician.

Audit framework

The NGER audit framework helps ensure the integrity of reported data and assists us to prioritise compliance, education and intelligence actions. Audits provide assurance for NGER and Safeguard data (including EID applications under the reformed Safeguard Mechanism), the issuance of ACCUs under the ACCU Scheme, the issuance of biodiversity certificates under the Nature Repair Market and issuance of exemption certificates under the RET for emissions-intensive trade-exposed (EITE) facilities.

There are 2 auditor categories:

- Category 1 auditors are generally audit team members, particularly those with technical expertise. They are not eligible to perform as audit team leader or peer reviewer in an assurance engagement; however, they can perform those roles in verification engagements when a Category 2 auditor is not available. They are able to perform as team leader or peer reviewer in voluntary audits.
- Category 2 auditors can perform as audit team leaders, audit team members or peer reviewers. If they are conducting an audit as team leader they are responsible for providing an audit opinion and report. They are available to scheme participants to conduct assurance engagements, verification audits and voluntary audits.

As at 30 June 2025, we had 84 registered greenhouse and energy auditors – 72 were Category 2 auditors. All registered auditors must continue to meet eligibility requirements under the National Greenhouse and Energy Reporting Regulations 2008, including participation in reviews and inspections. In 2024–25, we conducted 8 auditor inspections, although only one of the inspections has been finalised with the auditor notified of the results. The auditor received several recommendations for minor improvements and we will monitor the implementation of these.

We continued implementing the Minister for Climate Change and Energy's Direction to conduct audits on regeneration gateway check reports submitted for HIR projects in the ACCU Scheme. During 2024–25, 497 audits were completed under the framework, including 49 gateway audits and 24 audit program audits initiated at our cost selected based on our risk-based approach. Of the 497 audits:

- 89% returned a clean opinion, indicating the participant was compliant with scheme requirements audited
- 10% returned a qualified opinion, indicating the participant was largely compliant
- less than 1% returned an adverse finding, where at least one material issue of significant non-compliance was identified.

We also completed 3 compliance audits – 2 in the ACCU Scheme under section 214 of the CFI Act and one in the NGER Scheme under section 73 of the NGER Act. A further compliance audit was initiated under the NGER Scheme and is still in progress. Under a compliance audit the CER can require a scheme participant to undertake an audit at their own expense and provide us with a copy of the report.



Case study: NGER compliance audits

Audits serve as a key tool for monitoring compliance and providing assurance across the schemes we administer. By independently assessing the accuracy and integrity of reported data, audits offer us valuable assurance that scheme participants are meeting their legislative obligations.

In 2024, as part of our maturing approach to compliance, we initiated the first compliance audit of a registered corporation reporting under the NGER Scheme.

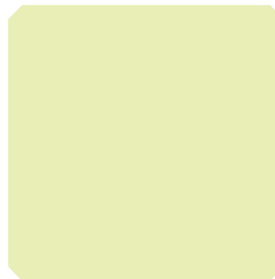
Under section 73 of the NGER Act, we may require a corporation to undertake a compliance audit when we have reasonable grounds to suspect the entity may not be complying with its legislative obligations. For a compliance audit, we nominate the auditors that may be used, the scope of the audit and the timeframe in which the audit must be completed. The entity bears the cost of the audit and must provide us with a copy of the audit report by the specified date. A failure to comply may attract civil penalties.

Beach Energy Pty Ltd was required to undertake a compliance audit as a result of issues identified in its NGER reports across multiple reporting periods. These errors suggested potential weaknesses in Beach Energy's internal control systems. The compliance audit was intended to provide assurance as to the adequacy of the controls in place to support accurate and compliant reporting of emissions and energy production and consumption. While the NGER Act does not explicitly require corporations to implement such controls, their absence can lead to persistent and significant reporting inaccuracies.

The audit resulted in a qualified audit opinion, highlighting material deficiencies in Beach Energy's control systems that support its NGER reporting. Following the audit findings and engagement, we accepted an enforceable undertaking under section 45 of the NGER Act. The enforceable undertaking requires Beach Energy to engage an external consultant to enhance its internal systems and procedures, and commission reasonable assurance audits of its next 3 annual NGER reports. As a result, we expect that future NGER reports will be supported by a system of controls capable of ensuring compliance and the accurate reporting of their emissions and energy production and consumption.



Annual performance statement





Introductory statement

I, David Parker, as the Accountable Authority of the Clean Energy Regulator, present the agency's 2024–25 annual performance statement, as required under paragraph 39(1)(a) of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act).

This statement reports our performance in 2024–25, including results against the performance measures in our *Corporate Plan 2024–28* and the *Climate Change, Energy, the Environment and Water Portfolio Budget Statements 2024–25*, and analysis against our purpose.

In my opinion, this performance statement is based on properly maintained records that accurately reflect the performance of the Clean Energy Regulator and comply with subsection 39(2) of the PGPA Act.

A handwritten signature in black ink, appearing to read 'David Parker'.

David Parker AM
Chair, Clean Energy Regulator
30 September 2025



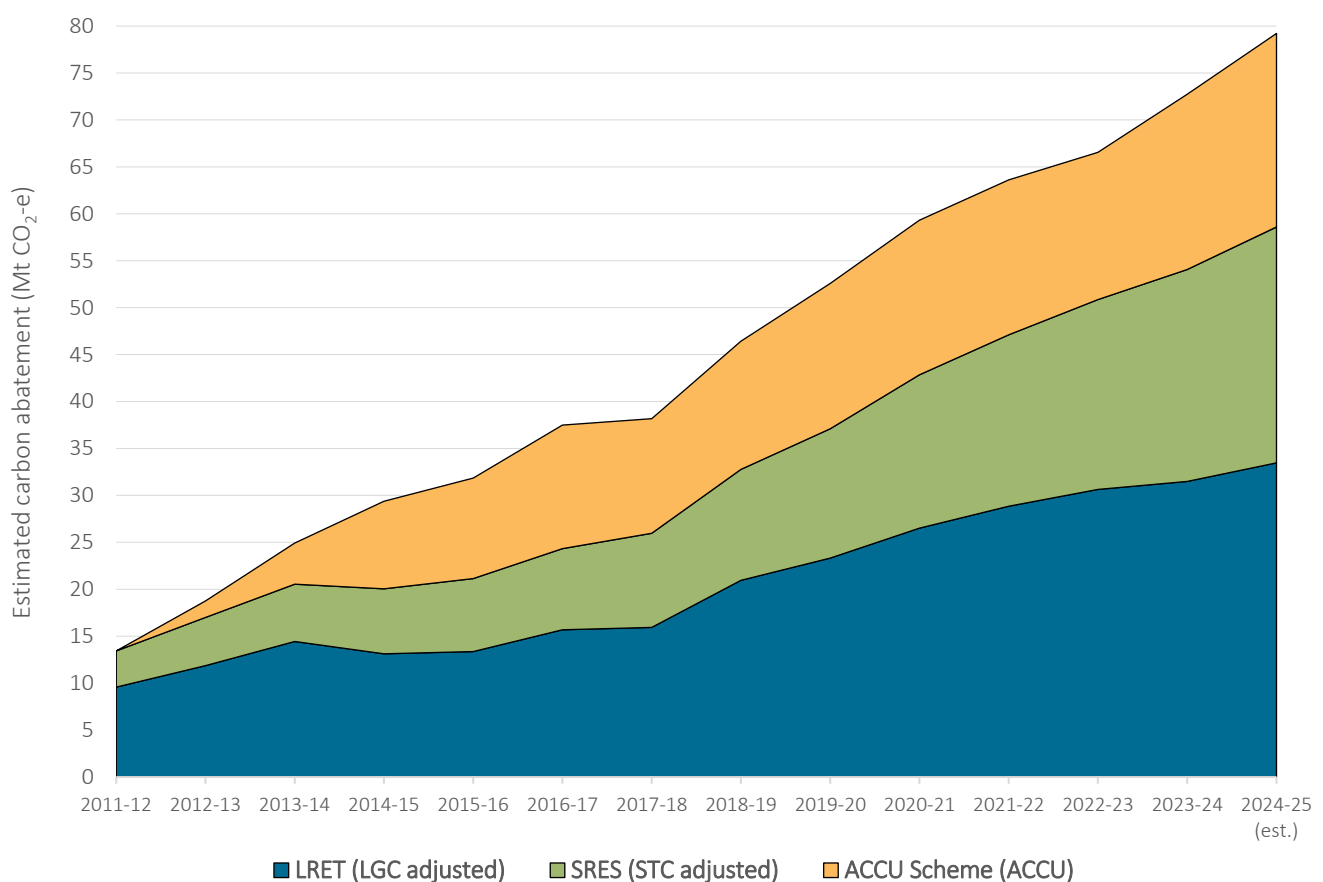
Analysis of our performance

The 2024–25 annual performance statement is an assessment of the agency's performance against our purpose in the *Corporate Plan 2024–28* and the *Climate Change, Energy, the Environment and Water Portfolio Budget Statements 2024–25*.

Our purpose is to accelerate carbon abatement for Australia. In 2024–25, we delivered on our purpose through the administration of a range of schemes that measure, manage, report and offset Australia's carbon emissions. As at 30 June 2025, carbon abatement from the schemes we administer was an estimated 79.2 Mt CO₂-e in 2024–25 (see Figure 5). This consists of abatement from the ACCU Scheme and estimated abatement from the LRET and SRES. Information on estimation methods and assumptions are detailed below.

The increase in the 2024–25 estimate relative to 2023–24 is driven by growth across all our schemes. This includes higher ACCU issuances as well as higher estimated abatement from the LRET and SRES.

Figure 5: Total carbon abatement from schemes we administer, 2024–25

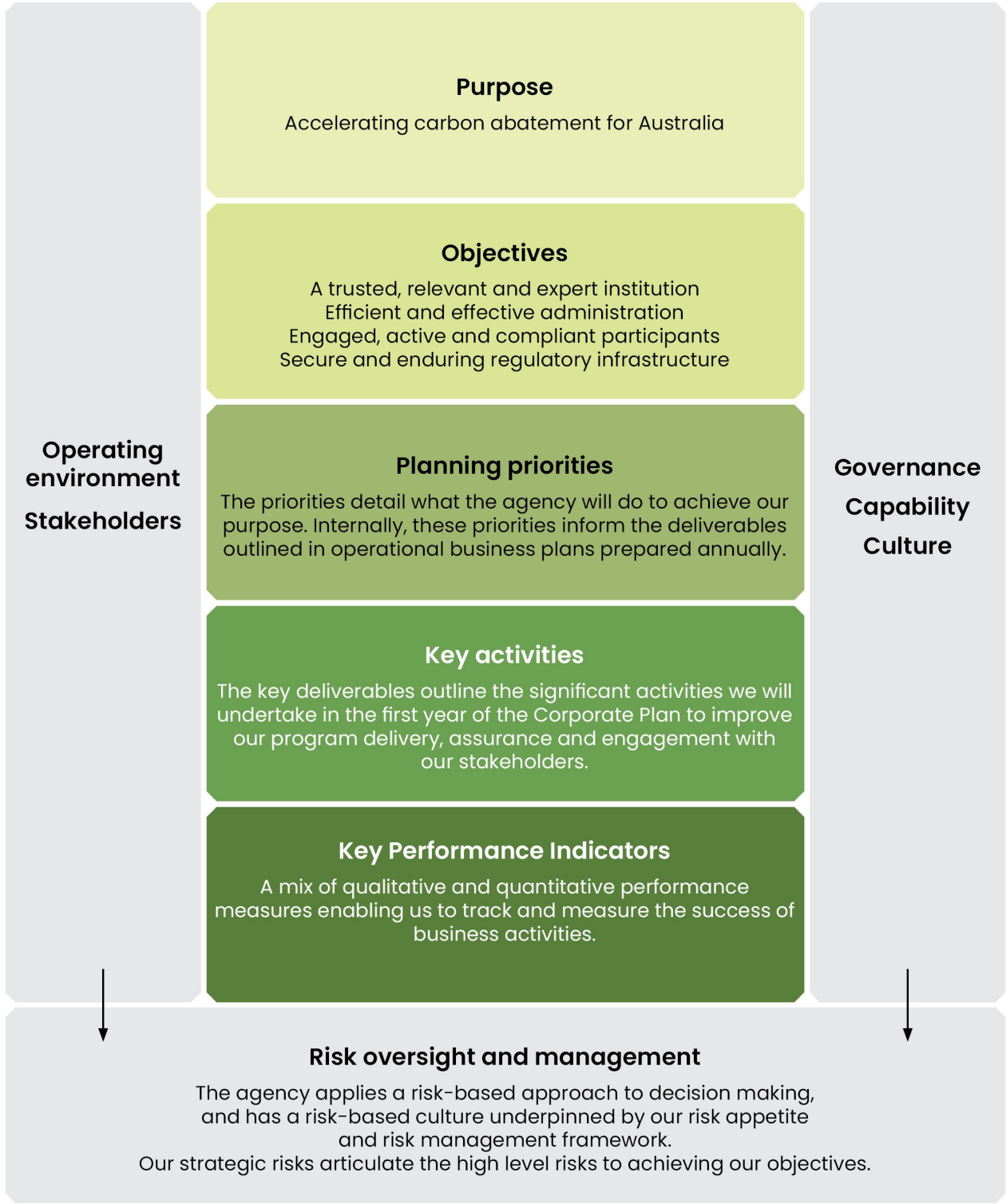


Note: Carbon abatement is estimated based on the time of issuance for ACCUs, an estimate of LGC generation and an estimate of generation and electricity displacement from small-scale technologies, regardless of the source of demand for the units and certificates. These are estimates as of 30 June 2025, and historical figures may change retrospectively. To convert the renewable generation into a carbon abatement equivalent value, each megawatt hour is multiplied by the average emissions intensity factor of the Australian electricity network. This is sourced from the National Greenhouse Accounts Factors. This approach provides an estimate using the average emissions intensity calculated over the full financial year. This does not consider the location nor timing of electricity generation and consumption. For instance, renewable electricity generated at night may have a different abatement impact compared with electricity generated in the middle of the day. For this reason, estimates of abatement from the LRET and SRES should be treated as indicative only. It is also possible to estimate abatement using the weighted average emissions intensity of coal and gas generation potentially displaced by renewables, including self-generation of rooftop solar. Abatement estimated using this method would be higher at about 106.7 Mt CO₂-e. Details on the calculation methodology for estimated abatement are set out in the Quarterly Carbon Market Report December Quarter 2024, available at cer.gov.au/QCMR.



The CER’s 2024–25 performance reporting is directed by the objectives, planning priorities, deliverables and performance measures set out in our *Corporate Plan 2024–28* and the 2024–25 Portfolio Budget Statement. Figure 6 displays the connection between these elements that drive our work to support vibrant carbon markets, accelerate carbon abatement and support nature repair for Australia.

Figure 6: Elements of our corporate plan



The CER performed well in 2024–25, demonstrating that we are achieving our objectives. Following is a snapshot showing the outcomes of our deliverables and performance measures aligned with each objective and planning priority. A detailed analysis of these results is provided in the Performance results section.

Objective: A trusted, relevant and expert institution



We publish and share relevant, accurate and timely data and other information to promote and enhance a well-functioning, vibrant and liquid carbon market and to inform future policy development. In doing so, our agency relies on and supports productive and collaborative relationships across governments, states and territories, and industry and stakeholder bodies.

Planning priority 1

Maintaining high integrity in our administered schemes and associated markets. Identifying and effectively mitigating emerging risks associated with administering our schemes and facilitating the markets we regulate.

Deliverables		2024–25 result
Successful implementation of reforms to the Safeguard Mechanism		Complete
Market sounding on a carbon exchange model		Complete
Performance measures	Target	2024–25 result
No significant breaches of government, administrative, legal and policy requirements	Zero	Zero
Improvements to the way we use and communicate data	Qualitative analysis	Achieved
Level of satisfaction with the quality and timeliness of market information	Qualitative analysis	Achieved

Objective: Efficient and effective administration



We administer our schemes in an efficient and effective way to encourage participation and compliance, reduce costs and meet the objectives of the legislation to accelerate carbon abatement.

Planning priority 2

Implementing best practice to deliver the programs we administer, using regulatory principles and data-driven, proportionate risk-based compliance approaches.

Deliverables		2024–25 result
Release a new Unit and Certificate Registry		Complete
Stand up the Nature Repair Market		Complete
Stand up the Guarantee of Origin Scheme		Good progress achieved
Release a new version of EERS for NGER reporters		Planned milestones met
Launch and progressively populate a new data platform that enables dynamic access to CER datasets		Complete
Performance measures	Target	2024–25 result
Level of contracted carbon abatement delivered by CER administered programs	Estimated 71.2 Mt CO ₂ -e	Estimated 79.2 Mt CO ₂ -e
Net covered emissions from the operation of each designated large facility does not exceed its Safeguard Mechanism baseline for the latest reporting year	100%	98%
Proportion of applications processed within statutory or agreed timeframes (excluding Nature Repair Market)	99.5%	92.9%
Proportion of Nature Repair applications processed within statutory timeframes	90%	n/a
Proportion of investigations completed within timeframes	80%	80%



Objective: Engaged, active and compliant participants



We achieve the best outcomes when the entities we regulate can successfully engage with us to participate in the schemes we administer, meet their obligations, and willingly contribute to our information gathering.

Planning priority 3

Working with scheme participants, service providers, communities, institutions and organisations to raise awareness and understanding of scheme requirements and leverage experience, insights and opportunities to enable productive engagement and innovation.

Deliverables	2024–25 result	
Delivery of audit program for Human-Induced Regeneration projects gateway checks	Complete	
Manage non-compliance and influence participant behaviour by communicating the regulatory responses and actions we take to address non-compliance, including the use of targeted enforcements to act as a deterrent	Complete	
Performance measures	Target	2024–25 result
Compliance levels by regulated and liable entities	≥ 95%	96.8%
Practical and timely guidance and outreach activities with our participants	Qualitative analysis	Achieved
Level of participant satisfaction with engagement and guidance provided	> 80%	72.8%

Objective: Secure and enduring regulatory infrastructure



Our processes, systems and infrastructure must be reliable and resilient, and able to respond flexibly to policy and/or operational changes. They must also be supported by capable, expert and adaptable people to ensure our agency can respond quickly to new policy demands, technological changes and participant expectations.

Planning priority 4

Strengthening the capability in people, processes and infrastructure across scheme regulation, compliance, enforcement and market facilitation.

Deliverables	2024–25 result	
Implementation of selected SRES product listing body	Complete	
Support the design and implementation of the developer rating scheme	Waiting policy design	
Finalise delivery of the CER's e-Carbon platform base functionality	Core functionality delivered	
Performance measures	Target	2024–25 result
Market, registry and data support services were delivered on time and met stakeholder expectations	Qualitative analysis	Achieved
Systems are available and secure as required by scheme participants, government standards and legislated need	99.5% availability and zero significant security breaches	99.4% availability and zero significant security breaches
Level of participant satisfaction with agency processes and systems	> 80%	70%
Flexibility and adaptability in our staff to meet current and future requirements	Qualitative analysis	Achieved



Stakeholder survey

Our performance is also measured through our stakeholder survey, which has run annually since 2014 by an independent research organisation. The survey seeks feedback from scheme participants, intermediaries and other interested parties to evaluate our performance against several key areas. The results provide highly valuable insights not only each year but tracked over the years to observe trends and changes.

This year's survey was run in March 2025 and a total of 782 responses were received. The high-level results revealed that:

- 82% of respondents were satisfied with how we perform our function as a regulator (up from 74% in 2024)
- 90% of respondents agreed that the agency is trustworthy (new question in 2025 survey)
- 83% of respondents agreed that we are doing a good job (up from 75% in 2024)
- 82% of respondents were satisfied overall with their interactions with our people (new question in 2025 survey).

The survey also drew attention to areas where we can do better. As stakeholder confidence is critical to the agency achieving its purpose, we are committed to:

- continuing to refine a more thorough and strategic approach to mapping engagement with stakeholders
- shaping and refining the ways in which we innovate and evolve to improve our services.

External influences on our performance

The 2024–25 financial year was both challenging and highly productive for the agency as we worked toward fulfilling our purpose. Our performance throughout the year was influenced by the following external factors:

- Implementation of the first year of the reformed Safeguard Mechanism.
- The Clean Energy Council (CEC) was announced as the new product listing body for eligible solar panels and inverters under SRES.
- Australia's largest wind farm, MacIntyre Wind Farm at 923 megawatts (MW) was approved in October 2024.
- On 30 September 2024, 3 ACCU Scheme methods expired with a further 10 methods expiring on 31 March 2025.
- The ACCU Scheme Reforestation by environmental or mallee plantings FullCAM 2024 method was made available.
- The GO scheme was established on 10 December 2024.
- Mandatory climate-related financial disclosure reporting took effect on 1 January 2025.
- An amendment to the Carbon Credits (Carbon Farming Initiative) Rule 2015 in February 2025 permitted the CER to publish more information on the ACCU Scheme.
- The first Nature Repair Market method was released on 1 March 2025.
- Carbon Credits (Carbon Farming Initiative) (Audit Thresholds) Instrument 2025 was registered on 19 March 2025.
- Amendments were made to the National Greenhouse and Energy Reporting (Measurement) Determination 2008.
- The Cheaper Home Batteries Program was announced in May 2025.

In response to the policy items, the agency prepared to implement and administer new and existing schemes by:

- collaborating with DCCEE, including supporting webinars and workshops
- directing our ITS program toward delivering new business and technological capabilities
- engaging with stakeholders to help them understand and adapt to new requirements
- developing and distributing guidance and educational materials to support the changes.

The Corporate Emissions Reduction Transparency (CERT) report was a voluntary initiative that shared the emissions-related commitments of some of Australia's largest and most well-known companies. The report detailed a company's net emissions position, renewable electricity use, carbon offsets and progress towards their emissions-related commitments.

The 2024 CERT report was published in October 2024 with 22 companies participating, representing a broad cross-section of Australia's economy, including energy, manufacturing, mining, retail, financial, transport, construction and research sectors. Of those companies:

- 21 had commitments to reach net zero emissions by 2050 or earlier
- 11 had scope 3 emissions reduction commitments
- 11 had commitments to reach 100% renewable electricity use by 2030.

With mandatory climate-related financial disclosure reporting taking effect from 1 January 2025, the CERT report's role has ceased and we are no longer publishing it.



Scheme performance

National Greenhouse and Energy Reporting Scheme

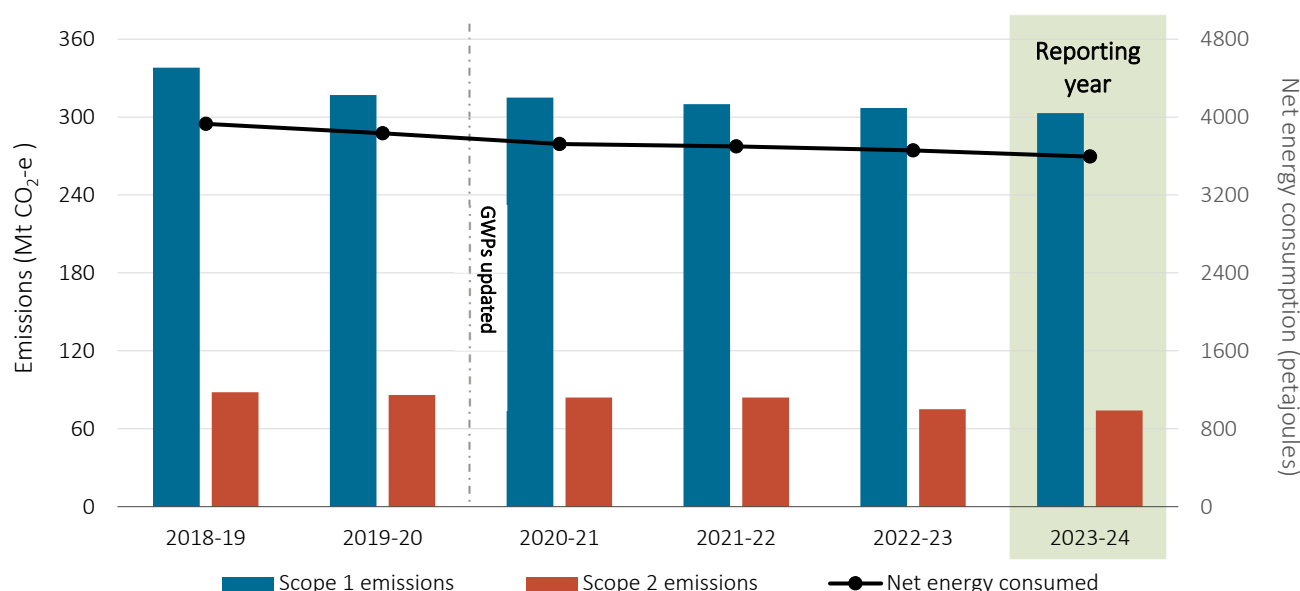
The NGER Scheme is a single national framework for reporting company information about greenhouse gas emissions, energy production and energy consumption. Australian companies that meet certain thresholds must report their emissions and energy information to us by 31 October each year. By the 2024 deadline, 98% of NGER reporters submitted their 2023–24 reporting period reports.

For the 2023–24 reporting year, 971 corporations reported a total of:

- 303 million tonnes of direct (scope 1) greenhouse gas emissions (CO₂-e) – a decrease of 4 million tonnes compared to the previous year
- 74 million tonnes of indirect (scope 2) greenhouse gas emissions (CO₂-e) – a decrease of 1 million tonnes compared to the previous year
- 3,595 petajoules of net energy consumed – a 1.7% decrease on the previous year.

The decrease in overall scope 1 emissions for 2023–24 was led by emissions reductions in the ‘Primary metal and metal product manufacturing’, ‘Chemicals and petroleum/coal products’ and ‘Coal mining’ sectors. Figure 7 displays the reported emissions and energy data from 2018–19 to 2023–24.

Figure 7: National overview of reported emissions and energy data



Note: GWP – Global warming potential

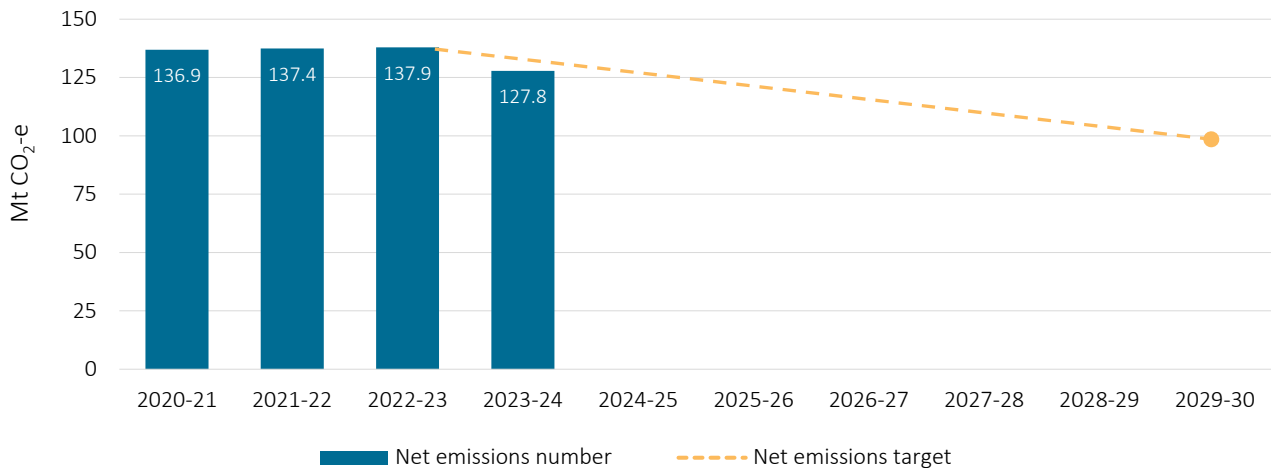
This data covers approximately 69% of Australia’s total emissions. Emissions from agricultural, forestry, private vehicle transport and residential activities are not collected under the NGER Scheme and therefore not included in this data. Further highlights from the 2023–24 NGER reporting data are on our website at cer.gov.au/NGER-data.

Safeguard Mechanism

The Safeguard Mechanism provides a framework to reduce emissions from Australia’s largest emitters. Industrial facilities emitting more than 100,000 tCO₂-e per year have an annual emissions baseline that will, in general, decline by 4.9% each year to 2030. If a Safeguard facility exceeds their baseline, they must manage any excess emissions. Facilities that are under their baselines may be eligible to earn SMCs.

For the 2023–24 compliance period, there were 219 facilities covered under the Safeguard Mechanism and 98% met their Safeguard obligations. We published the full details from the 2023–24 reporting period on our website at cer.gov.au/safeguard-facility-data. Data highlights are shown in the **RPP 2 case study: Safeguard publications** in the Regulator performance section of this report.

Under the Safeguard Mechanism, net emissions must reduce to 100 Mt CO₂-e by 2029–30. Figure 8 displays how this is tracking. We have seen increased investments in emissions reduction projects and will continue to track, analyse and publish information about Safeguard entities’ detailed compliance strategies, including for onsite abatement.

**Figure 8: Net emissions target**

ACCU Scheme

The ACCU Scheme supports projects that avoid the release of greenhouse gas emissions or remove and sequester carbon from the atmosphere. Projects can involve:

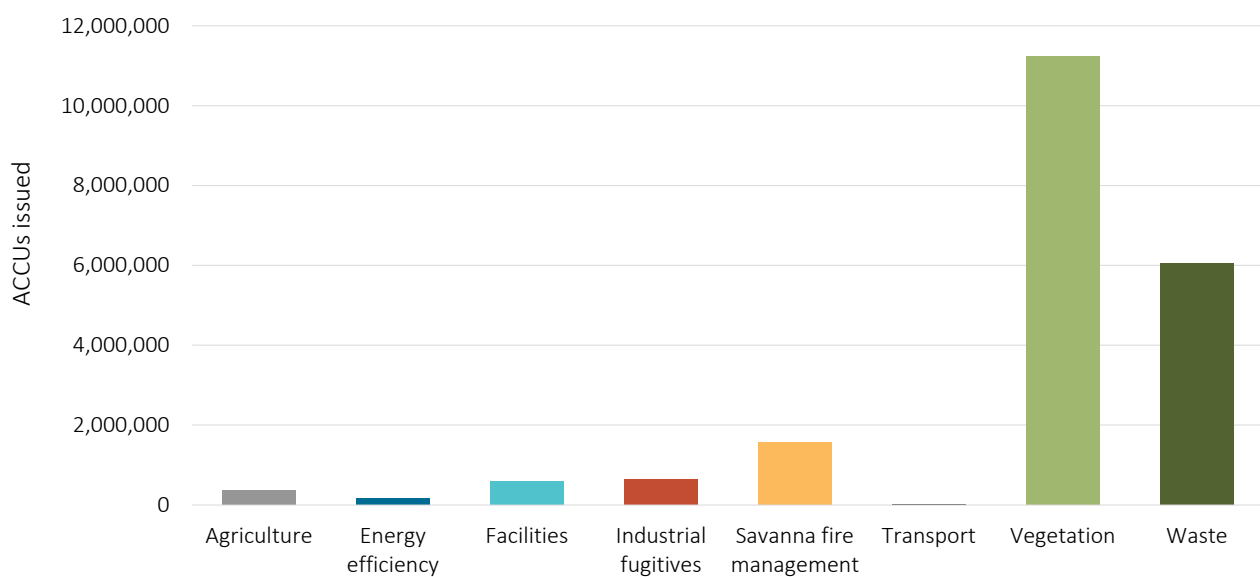
- changing the way vegetation is managed to store more carbon
- changing land management practices to avoid the release of greenhouse gas emissions
- installing new technology or upgrading equipment to reduce energy use or methane emissions.

Participants can earn an ACCU for every tonne of CO₂-e emissions stored or avoided by a project. ACCUs can be sold to private sector buyers and governments to generate income.

In November 2024, a new reforestation by environmental or mallee plantings FullCAM method 2024 was made available under the ACCU Scheme. The new method builds on the existing reforestation by environmental or mallee plantings FullCAM method 2014, which expired on 30 September 2024.

During 2024–25, we received over 380 applications to register new projects in the ACCU Scheme and processed 1,183 crediting applications.

There was a record 20.6 million ACCUs issued during 2024–25, 2 million up from 18.7 million issued in 2023–24. Of these, 11.2 million (54%) were from vegetation projects and 6.0 million (29%) were from waste projects. Figure 9 shows the ACCUs issued per method type for 2024–25.

Figure 9: ACCUs issued by method type, 2024–25

Note: Data is based on the year of ACCU issuance.



A total of 1.69 million tonnes of abatement were delivered under contract in 2024–25, to the value of \$22.6 million. During the fourth pilot exit window, for fixed delivery contract milestones between 1 July 2023 and 31 December 2024, 4.5 million tonnes of abatement were released. The cost containment measure holds 4.3 million ACCUs as at 30 June 2025.

In 2024–25, 8.5 million ACCUs were cancelled. This was driven by the 7.2 million ACCUs surrendered for Safeguard purposes. The amount of ACCUs surrendered in the first compliance year of the reformed Safeguard Mechanism has exceeded all the pre-reform years.

Renewable Energy Target

In 2024–25, there was an average of 41% renewable energy generation in Australia’s 2 largest electricity grids, the National Energy Market and Western Australia’s South-West Interconnected System.

Our administration of the RET supports the uptake of renewables in Australia. New renewable energy capacity delivered across Australia totalled 7.7 GW in 2024–25, an increase on the 2023–24 result of 5.9 GW, noting:

- there were 4.7 GW of approved new renewable energy power stations, higher than the 2.7 GW in 2023–24
- 3.0 GW[▽] of rooftop solar capacity – a decrease of 8% from 3.2 GW in 2023–24.

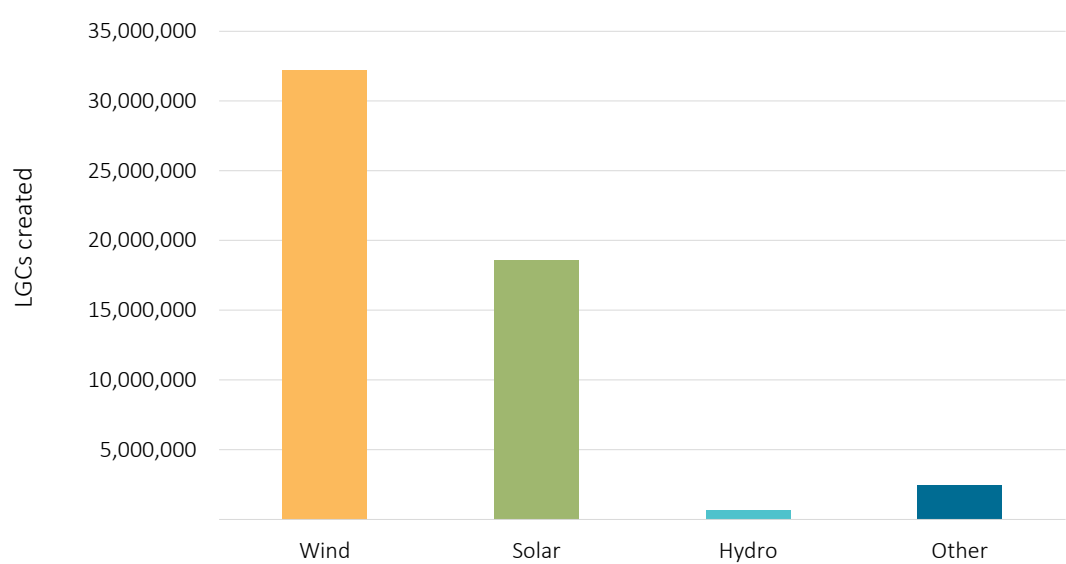
Large-scale Renewable Energy Target

The LRET incentivises investment in renewable energy power stations like wind and solar farms. These power stations can create LGCs for the eligible renewable electricity they produce. They can sell LGCs to liable entities (mainly electricity retailers) or companies that want to demonstrate renewable energy use for voluntary purposes.

Liable entities must purchase a certain percentage of electricity from renewable sources each year. They comply with this by buying LGCs and surrendering them to the CER.

The total LGCs created in 2024–25 was 54 million[▽], an 8% increase from 50 million in 2023–24. Figure 10 shows the LGCs created by technology type in 2024–25.

Figure 10: LGCs created by technology type, 2024–25



Note: One LGC is equivalent to 1 MWh of renewable electricity. Data refers to the number of validated LGCs by the year of generation. This is an estimate as of 30 June 2025 and historical figures may change retrospectively. The ‘Other’ category includes agricultural waste, bagasse, biomass-based components of municipal solid waste, black liquor energy crops, food processing waste, food waste, landfill gas, sewage gas and biomass-based components of sewage waste from processing of agricultural products and wood waste.

[▽] Estimate based on available data.



There were 11.8 million LGCs surrendered for non-RET purposes in 2024–25, a 27% increase to the 9.3 million in 2023–24. This was driven by strong growth in LGCs voluntarily surrendered by businesses and organisations to reduce scope 2 emissions, including to meet 100% renewable commitments.

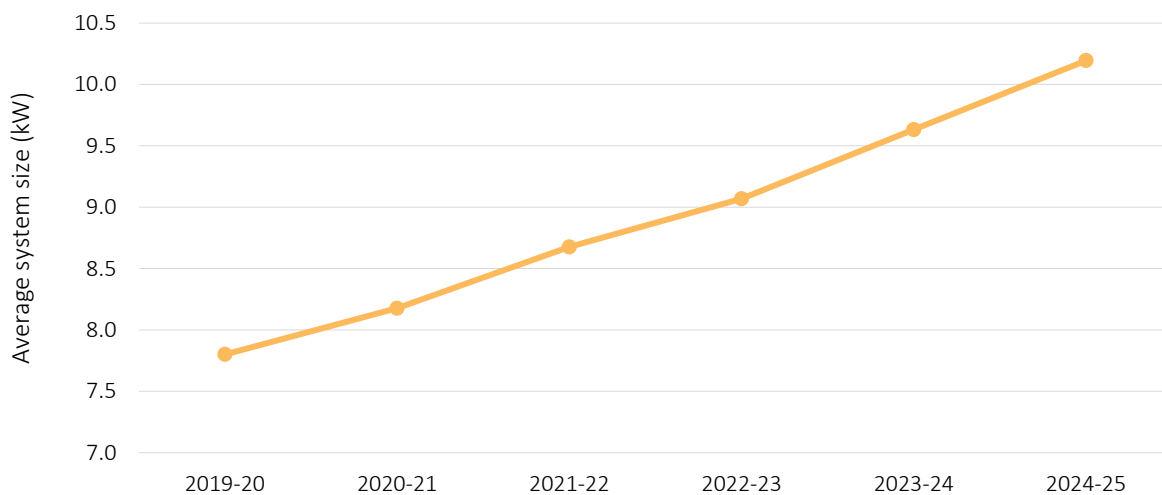
The CER's pipeline of committed large-scale renewable generation projects reached 6.6 GW at 30 June 2025. In 2024–25, 3.8 GW of large-scale capacity reached final investment decision (FID), an increase from 2.6 GW in 2023–24. FIDs depend on a range of commercial and planning factors. This means that the number and capacity of projects reaching FID is inherently lumpy.

Small-scale Renewable Energy Scheme

The SRES incentivises households and businesses to install small-scale renewable energy systems, including rooftop solar panels, and solar and heat pump water heaters. The value of the STCs created from installing eligible systems offsets a proportion of the installation cost. Liable entities (mainly electricity retailers) must surrender STCs to the CER each year.

There was 3 GW of small-scale solar PV capacity installed in 2024–25. Larger systems are becoming the norm as households continue the ongoing trend of electrification. This may include households opting for a larger system to prepare for a future home battery installation. This trend may continue with the start of the Cheaper Home Batteries Program on 1 July 2025, which will reduce the upfront cost of installing a home battery. Businesses are also contributing to the trend of larger systems. Figure 11 shows the changing trend in solar PV sizing from 2019–20 to 2024–25.

Figure 11: Small-scale rooftop solar capacity installed by system size



Note: Average system sizes in this graph are an estimate based on data currently available.

In 2024–25, installations of air-sourced heat pumps were over 30% lower than the number installed in 2023–24. This was largely driven by changes in state-based incentives.

Nature Repair Market Scheme

The Nature Repair Market is a voluntary national biodiversity market scheme. It encourages people and businesses to invest in projects that restore and protect our natural environment. The Nature Repair Market will deliver improved biodiversity outcomes, for example, by:

- planting trees on farmland
- re-establishing vegetation along waterways
- protecting and managing existing habitat or native vegetation
- encouraging the use of biodiversity Indigenous knowledge, guided by the knowledge owners.

The first method available under the scheme is the replanting native forest and woodland ecosystem method. This method covers projects designed to improve biodiversity by planting a mix of local species on a previously cleared area.

Since the scheme began in March 2025, we received 2 applications by 30 June 2025 to register new projects under the Nature Repair Market. Once applications are approved, the project details will be published in the Biodiversity Market Register on our website at cer.gov.au/markets/reports-and-data/biodiversity-market-register.



Reports about activities of the Regulator

In accordance with section 172 of the *Nature Repair Act 2023*, we must report on activities conducted by the CER during a financial year. During the 2024–25 financial year, to support the Nature Repair Market and the release of the first method in March 2025, the CER released a new online registration form, new web content and a case study. An information pack on the first method was also made available. In line with the functions of the CER, we have been working closely with the first group of potential projects to support them through the application process, including our online systems, and to understand the requirements of the first method and associated legislation.

Additionally, under section 110 of the *Nature Repair Rules 2024*, we must report on specific activities such as the number of biodiversity projects registered, project variations, project cancellations, and biodiversity certificates issued during the reporting year. As no projects were registered during this period, all activities prescribed under section 110 are recorded as zero.

Performance results



Objective: A trusted, relevant and expert institution

The Clean Energy Regulator publishes relevant, accurate and timely data and other information to promote and enhance a well-functioning, vibrant and liquid carbon market and to inform future policy development. In doing so, our agency relies on and supports productive and collaborative relationships across governments, states and territories, and industry and stakeholder bodies.

Planning priority 1

Maintaining high integrity in our administered schemes and associated markets. Identifying and effectively mitigating emerging risks associated with administering our schemes and facilitating the markets we regulate.

Source: *Corporate Plan 2024–28*

Deliverables

Successful implementation of reforms to the Safeguard Mechanism

The Australian Government reformed the Safeguard Mechanism to reduce emissions at Australia's largest industrial facilities, help Australia meet its climate targets and ensure Australia remains competitive in a decarbonising world. The reformed Safeguard Mechanism commenced on 1 July 2023. The reforms apply a decline rate to facilities' baselines so that they are reduced predictably and gradually over time on a trajectory consistent with achieving Australia's emission reduction targets of 43% below 2005 levels by 2030 and net zero by 2050.

During the first 2 quarters of 2024–25, all the systems and business processes required to implement the reforms to the Safeguard Mechanism were put into operation. This included elements to allow SMCs to be issued into the new Unit and Certificate Registry and the transfer and surrender of SMCs to be completed by ANREU account holders. This means that account holders with SMCs in their account can:

- view, filter and sort account holdings by attribute
- transfer SMCs between ANREU accounts
- surrender SMCs to meet the obligations of responsible emitters under the Safeguard Mechanism
- download holdings data, including attributes.

We undertook engagement with Safeguard entities with facilities with emissions that exceed their baseline, to ensure that they knew what they needed to do and were on track to surrender ACCUs/SMCs before the 1 April 2025 deadline.

RPP 3 case study: Safeguard Mechanism forums in the Regulator performance section details our effective engagement with stakeholders.

The first compliance period under the reformed Safeguard Mechanism was successfully completed, with all functions,



processes and capability in place and on time. Implementation was managed through our Online Services, and the first issuance of SMCs was processed through the Unit and Certificate Registry. Compliance was high, with 98% of the 219 Safeguard facilities not in an excess emissions situation on 1 April 2025.

On 15 April 2025, we published the 2023–24 Safeguard Data, including new, additional levels of granularity to provide greater transparency about emissions, surrender and issuance outcomes. **RPP 2 case study: Safeguard publication** in the Regulator performance section of this report details the data, showing the Safeguard Mechanism is progressing well, and that the results align with the expectations established through the reformed policy settings.

Further enhancements to the administration of the Safeguard Mechanism will be made by the release of the new EERS and migration of ACCUs into the Unit and Certificate Registry during 2025–26.

Market sounding on a carbon exchange model

Carbon markets play an important role in supporting Australia to meet its legislated climate targets. We support carbon markets through processes that record, track and monitor the trading of ACCUs, SMCs, LGCs and STCs.

On 11 October 2024, the consultation paper ‘Enabling deep, liquid, transparent and accessible carbon markets in Australia’ was released. The paper explored the potential for interoperability between our new Unit and Certificate Registry (and systems) and other existing (or future) digital platforms and exchanges. We sought to understand possible market benefits from interoperability and the potential operating models.

The paper sought stakeholder feedback to:

- identify market needs and priorities for establishing new market infrastructure for holding and trading certificates and units
- test the feasibility of an ACCU exchange trading model.

The Australian Securities Exchange (ASX) provided assistance on the options outlined in the paper for the exchange trading of ACCUs.

We received a total of 35 submissions and undertook 10 consultation roundtable discussions with industry associations, carbon market brokers and carbon project developers during the consultation period.

On 15 May 2025, we published responses to the consultation, along with non-confidential submissions to the consultation process and a summary of the next steps.

Overall, stakeholders noted that the registry should:

- be user friendly and easy to access
- provide enhanced visibility and management of account holdings
- have strong security verification and controls.

There was strong support for:

- transparent access to co-benefit data related to units and certificates
- secure access via application programming interface (API) for increased efficiency and enabling real-time analysis and trading.

Stakeholders noted the importance of a carbon exchange and its ability to facilitate more efficient trading. On the proposed exchange trading model, respondents identified issues and challenges associated with the option identified.

Given the support for interoperability expressed in the submissions, in next steps we are focusing on:

- interoperability and connectivity with external account holder systems and trading platforms
- transferring ACCUs from the existing ANREU system into the new registry, as this is a critical foundation for further interoperability.

We expect to finalise ACCU migration in late 2025. We will also work on REGO, PGO and biodiversity certificates during 2025–26.

Ongoing targeted consultation on interoperability will inform scoping of a draft ‘registry roadmap’ outlining prioritised features and functions (including co-benefits and the approach to verification).



Performance measures

No significant breaches of government, administrative, legal and policy requirements.

Source: *Corporate Plan 2024–28*

Rationale	In operating for the public good, we must operate within Australian Government administrative, legal and policy boundaries.
Target	Zero
2024–25 result	2023–24 result
Zero	Zero

Analysis of 2024–25 result

We conduct ongoing compliance monitoring across the agency to ensure alignment with regulatory requirements and internal policies, including:

- PGPA Act
- PS Act
- *Privacy Act 1989*
- *Public Interest Disclosure Act 2013*
- FOI Act
- WHS legislation
- Commonwealth Fraud and Corruption Control Framework
- Protective Security Policy Framework
- Legal Services Directions
- Disclosure and secrecy provisions.

Improvements to the way we use and communicate data.

Source: *Corporate Plan 2024–28*

Rationale	The agency must build on data quality and accessibility to support the integrity of well-functioning markets.
Target	Qualitative analysis
2024–25 result	2023–24 result
Activities undertaken to achieve this performance measure are outlined in the analysis below.	Qualitative result detailed in the 2023–24 Annual Performance Statement ‘Objective: A trusted, relevant and expert institution’.

Analysis of 2024–25 result

Data provides valuable insights into how stakeholders interact with our schemes and projects. It plays a key role in shaping and refining our innovations, enabling us to continuously improve the services we provide. It also underpins our commitment to transparency and accountability across all aspects of our work.

As at 30 June 2025, our Data Services website (data.cer.gov.au) held 67 datasets across the NGER Scheme, RET and CERT programs. These datasets are supported by 211 published terms and definitions, with comprehensive metadata provided at both the dataset and data attribute levels. This metadata framework is designed to enable users to effectively understand and interpret our published data.

To ensure data quality and consistency, a rigorous validation process was undertaken. Through this process, 303 data validation issues were identified and resolved, resulting in a consistent standard across all datasets in terms of presentation, formatting and data types.

We continue to support industry through the progressive population of Data Services – making it easier to find, access and understand our data.

Level of satisfaction with the quality and timeliness of market information.

Source: *Corporate Plan 2024–28*

Rationale	Providing information increases transparency and confidence in the operation of markets and underpins our role as a trusted, relevant and expert institution.
Target	Qualitative analysis
2024–25 result	2023–24 result
Activities undertaken to achieve this performance measure are outlined in the analysis below.	Qualitative result detailed in the 2024–25 Annual Performance Statement ‘Objective: A trusted, relevant and expert institution’.

Analysis of 2024–25 result

Regular carbon market reporting provides information on compliance, voluntary carbon market trends and opportunities, and helps inform market decisions.

We publish our Quarterly Carbon Markets Report (QCMR) and associated data workbooks to provide our stakeholders and the wider public with the latest information from Australia’s carbon markets. The QCMR has been published regularly since 2019 and is the leading source of data on supply and demand across the growing set of environmental, renewable energy and carbon markets the CER administers. In 2024–25, we responded to previous stakeholder feedback about the timeliness of information by publishing the quarterly data earlier after the conclusion of the relevant quarter, separately and ahead of the QCMR itself.

The quarterly data is now published a few weeks after the end of the quarter, providing more timely access to key data. The data releases and QCMRs are promoted via media release, stakeholder emails and via our website.

We also publish the following monthly data to inform markets and other interested stakeholders about the progress of our schemes:

- SRES installation postcode data, including small-scale installations and capacity by postcode
- LRET data including information about approved power stations, committed and probable projects and total LGCs in the REC Registry
- ACCU Scheme project data on the ACCU Scheme project and contract register.

These voluntary publications complement mandatory data publications across our schemes which also inform markets and scheme participants and the public.

We survey our stakeholders annually to measure their level of satisfaction on several key areas including the market information we provide. The 2025 stakeholder survey had over 780 respondents provide feedback on our performance. We asked 2 questions in the survey about our market updates – the results of these were:

- 84% agreed that our market updates were relevant and/or useful
- 80% agreed that our market updates were timely.

The results also told us that participants who had only been dealing with us for a short time wanted more timely updates. We will consider this feedback to improve our market updates in 2025–26.



Objective: Efficient and effective administration

The Clean Energy Regulator administers our schemes in an efficient and effective way to encourage participation and compliance, reduce costs and meet the objectives of the legislation to accelerate carbon abatement.

Planning priority 2

Implementing best practice to deliver the programs we administer, using regulatory principles and data-driven, proportionate risk-based compliance approaches.

Source: *Corporate Plan 2024–28*



Deliverables

Release a new Unit and Certificate Registry

With Australia's carbon and environmental markets evolving, we recognised the need for modernised infrastructure to hold and trade certificates and units. On 19 December 2023, we announced Trovio Group was selected to develop and deliver a modern Unit and Certificate Registry. The registry is built on Trovio's CorTenX – a scalable, customisable and interoperable digital registry technology designed exclusively for environmental assets.

The Unit and Certificate Registry will provide a modern, secure, single place to hold and transfer multiple unit and certificate types and will improve the:

- user experience for the management and transfer of holdings
- accessibility and visibility of unit and certificate attribute data to support a deep, liquid and well-informed market
- account creation and management experience
- ability of users to download, share and manage their registry data
- integration of the registry with our other online systems, which will give users a more seamless user experience.

The registry will have the capability to integrate with external digital trading platforms and other registries that hold 'co-benefit' information. As units and certificates are progressively made available in the registry, account holders will be able to manage and trade units and certificates in a single place. The current ANREU system will be transitioned to the new registry.

In November 2024, we successfully released the first stage of the registry, including migration of ANREU account details and permissions structure. Scheme participants with an existing account in the current ANREU system, have had the account automatically mirrored in the new registry.

By January 2025, all elements of the base registry functionality required to support the issuance, transfer and surrender of SMCs were delivered. This work was completed in time to meet new obligations under the reformed Safeguard Mechanism. ANREU account holders can now view their SMC holdings in the new registry.

Our focus is on the units and certificates that will be progressively added to the registry over 2025–26, including:

- ACCUs
- REGOs
- biodiversity certificates (for the new Nature Repair Market).

LGCs and STCs will remain in the REC Registry as these schemes end in 2030.

The release of the new Unit and Certificate Registry is a significant achievement for our agency, our stakeholders and Australia's expanding carbon and environmental markets. This world-class technology will enable account holders to manage and trade units and certificates in a single modern and secure place, improving the user experience of both buyers and sellers and make it easier to participate in Australia's expanding carbon and biodiversity markets.

Stand up the Nature Repair Market

The *Nature Repair Act 2023* came into effect on 15 December 2023. It established the framework for the Nature Repair Market, a world-first, legislated, national, voluntary biodiversity market. The Nature Repair Market is designed to make it easier for people and businesses to voluntarily invest in nature repair projects across Australia and protect our natural environment.

The establishment of the Nature Repair Market and the associated scheme is led by DCCEEW. This includes the development of methods that are legislative instruments that set out how Nature Repair Market projects must be carried out.

As an independent statutory authority, we are responsible for administering the scheme by:

- registering projects
- issuing biodiversity certificates
- ensuring compliance
- publishing project information on the Biodiversity Market Register.



Since the start of 2024, we worked closely with DCCEEW to implement this new scheme, including through the development of online registration forms and supporting web content. This work involved drawing on our frameworks and existing learnings from implementing the ACCU Scheme efficiencies, including the recommendations of the ACCU Review, particularly around transparency requirements.

On 1 March 2025, the first method 'Replanting native forest and woodland ecosystems' was made available. This method applies to projects that replant native forest and woodland ecosystems in previously cleared landscapes. Our preparation work enabled the registration form for the method to be available in Online Services and the supporting web content published on our website.

We worked closely with potential projects to support them in understanding the new method requirements and the application process to register a project under the scheme. Stakeholders have praised our transparent and collaborative case management approach, which has boosted confidence and participation.

We received 2 applications in 2024–25. When projects are approved, they will be published on the Biodiversity Market Register on our website.

Stand up the Guarantee of Origin Scheme

The *Future Made in Australia (Guarantee of Origin) Act 2024* received Royal Assent on 10 December 2024. The Act establishes the GO Scheme framework and the scheme's rules and methodologies are being developed by DCCEEW.

The GO Scheme is an internationally aligned assurance scheme designed to track and verify emissions associated with renewable electricity, hydrogen and other products made in Australia. The REGO Scheme will be open to those in the renewable electricity sector. The product GO Scheme will initially be open to the hydrogen industry and its derivatives. Over time, it will expand to include a range of products such as metals and biofuels.

Our role in administering the scheme will include:

- participant enrolment
- GO certificate creation and transfer
- compliance activities.

We have been working with DCCEEW to finalise the scheme administration and develop the system in preparation for the launch of the scheme. This includes developing:

- a new legislated certificate scheme framework, methodology, processes and certificate registry
- technology and regulatory capabilities to support the commercialisation of low emission hydrogen and other related products.

Release a new version of EERS for NGER reporters

Since 2012–13, NGER reporters have used the EERS to prepare and submit their reports. While the current EERS guides users through the reporting process, the interface is outdated and can be time consuming to use.

The new EERS solution will transition to the Online Services platform where the data entry process will be modernised, including:

- bulk data entry upload capability to reduce the data entry impost
- improved report pre-submission validations to reduce errors
- integration with reporter platforms via API.

By simplifying the interface and creating an optimal user experience, the changes to EERS will also support other scheme initiatives, such as GO.

On 2 September 2024, a small number of NGER reporters from a cross-section of industries piloted the beta system to test the calculations for the 2023–24 reporting period. The pilot was successfully concluded with reports submitted in the new system. Feedback sessions with all participants were conducted and the results compiled for consideration as part of the main release.

As at 30 June 2025, all required legislative updates and functionality for the 2024–25 reporting period have been implemented and testing for the EERS application has been completed.



Launch and progressively populate a new data platform that enables dynamic access to CER datasets

Our published data and information are critical in supporting effective and efficient carbon markets. Data Services (data.cer.gov.au) is the new home of our data. It is an open data platform that provides public access to our data assets. The beta Data Services platform went live on 31 October 2024. The aim of the platform is to:

- increase visibility and use of agency data to inform policy, program, and business decisions
- enhance relationships between government and the private sector, stimulating business activity
- modernise and streamline data sharing arrangements, improving the CER’s data service delivery.

Data Services provides access to over 60 datasets across our schemes and a business glossary describing key terms and concepts. Its features support viewing, sorting and filtering the raw tabular data in browsers. Data Services provides CSV and Parquet file format downloads and APIs for each dataset.

During the beta phase, users were encouraged to update and test their processes before we removed dataset download options from the website. We sought feedback from users to understand their experience using the site. This feedback is guiding refinements to Data Services to ensure it meets user needs and best practice.

Our goal to establish Data Services as the source of truth for externally shared datasets is progressing well. The team is now focusing on transitioning Data Services publishing to business-as-usual, ensuring the solution and processes are fit for purpose and minimally burdensome on business teams.

We are also working on several future developments including:

- designing and delivering components for authorisation and authentication to enable restricted dataset publishing
- ensuring the continued availability of EERS reporting post-EERS data migration
- providing a central location for sharing data with external parties.

Performance measures

Level of carbon abatement delivered by CER administered programs.
Source: *Corporate Plan 2024–28 and Portfolio Budget Statements 2024–25*

Rationale	This is an indicator of the effectiveness of our administration of the ACCU market, Safeguard Mechanism and the RET.	
Target	Estimated 71.2 Mt CO ₂ -e	
2024–25 result		2023–24 result
Estimated 79.2 Mt CO ₂ -e		Estimated 69 Mt CO ₂ -e

Analysis of 2024–25 result

The estimated abatement figure of 79.2 Mt CO₂-e is based on over 20.6 million ACCUs issued and 33.5 million LGCs and 25.1 million STCs generated. The figure includes estimates of LGCs by generation year and assumptions on the uptake of small-scale technologies during 2024–25. Due to reporting lags, historical figures may change retrospectively. Details on the calculations of carbon abatement are available in the Analysis of our performance section.

Net covered emissions from the operation of each designated large facility does not exceed its Safeguard Mechanism baseline for the latest reporting year (2023–24).
Source: *Corporate Plan 2024–28 and Portfolio Budget Statements 2024–25*

Rationale	This is an indicator of the effectiveness of our administration of the Safeguard Mechanism.	
Target	100%	
2024–25 result		2023–24 result
98%		n/a – new measure



Analysis of 2024–25 result

Compliance with the Safeguard Mechanism was high, with only 5 facilities under the operational control of 3 responsible emitters not meeting the 1 April 2025 surrender deadline. Of these responsible emitters, 2 are in voluntary administration and the remaining responsible emitter, Fitzroy (CQ) Pty Ltd, has entered into a court enforceable undertaking. Under the undertaking, Fitzroy has committed to acquitting its obligations progressively, with its final surrender required by no later than 15 December 2025.

Proportion of applications processed within statutory or agreed timeframes (excluding Nature Repair Market).

Source: *Corporate Plan 2024–28*

Rationale	Effective scheme administration is supported by the efficient processing of applications to meet statutory or administrative timeframes, streamline participant experience and achieve participant expectations.	
Target	99.5%	
2024–25 result		2023–24 result
92.9%		85.3%

Analysis of 2024–25 result

We continued to set ourselves a challenging target for this performance measure in 2024–25. During the year we focused on making improvements to our application processing to meet the expectations of scheme participants whilst protecting the integrity of our schemes.

For ACCU Scheme applications, we worked to increase the efficiency of our assessment processes, including alternative assurance supported by remote spatial data and machine learning, and implementing new smarter forms in Online Services. To support ACCU application processing teams, a risk-based approach to assessments was implemented that included focusing on higher risk applications and moving detailed assessment to key milestones during the crediting period. Based on this work, we processed 50% fewer ACCU Scheme applications outside of the 90-day statutory timeframe compared to 2023–24.

During 2024–25, we implemented a new internal tool to assess participant risk and streamline FPP assessments to reduce processing times while still maintaining a robust assessment to ensure integrity across the schemes. Overall, processing times for assessing participant suitability have reduced and internal validation has shown the tool to be effective in identifying high-risk applicants and meeting the needs of the agency.

Although the target figure was not achieved this year, our teams processed nearly 5,500 applications across all the schemes we administer. This was a 10% increase from 2023–24. Of note for 2024–25, we processed:

- 13% more ACCU Scheme applications compared to 2023–24
- 98% of ANREU applications within the 90-day deadline
- 100% of LRET power station accreditation and RET EITE exemption certificate applications in the required timeframe
- 100% of all Safeguard Mechanism applications within the 60-day timeframe.

Proportion of Nature Repair Market applications processed within statutory or agreed timeframes.

Source: *Corporate Plan 2024–28*

Rationale	Effective administration of the Nature Repair Market is supported by the efficient processing of applications within statutory timeframes, delivers value to participants by streamlining their experience and meeting their expectation.	
Target	> 90%	
2024–25 result		2023–24 result
Two applications were received in 2024–25. Processing of both applications was in progress as at 30 June 2025.		n/a – new measure



Analysis of 2024–25 result

The first method under the Nature Repair Market was made available on 1 March 2025. Since then, we have worked closely with stakeholders to grow their understanding of the scheme and the process to apply to register a project. We received 2 applications in the last quarter of 2024–25 and as at 30 June 2025, these applications were undergoing processing.

Proportion of investigations completed within timeframes.

Source: *Corporate Plan 2024–28*

Rationale	Timely completion of investigations helps resolve and correct non-compliance.	
Target	80%	
2024–25 result	2023–24 result	
80%	84.6%	

Analysis of 2024–25 result

Our approach to compliance activities under the schemes we administer is to ensure those activities are undertaken in a manner which is effective, timely and proportionate. The timely completion of investigations into potential non-compliance in our schemes helps maintain high levels of compliance and underpins confidence in the primary carbon and renewable energy markets we operate.

The measurement of this key performance indicator (KPI) is for the completion of complex investigations within 365 days and routine investigations within 180 days. During 2024–25, we completed 16 of our 20 finalised investigations within the agreed timeframes. Each of the investigations finalised outside of KPI timeframes was categorised as complex, involving multiple parties with numerous avenues of inquiry.



Objective: Engaged, active and compliant participants

The Clean Energy Regulator achieves the best outcomes when the entities we regulate can successfully engage with us to participate in the schemes we administer, meet their obligations, and willingly contribute to our information gathering.

Planning priority 3

Working with scheme participants, service providers, communities, institutions and organisations to raise awareness and understanding of scheme requirements and leverage experience, insights, and opportunities to enable productive engagement and innovation.

As we build new functions in the agency and meet new legislative requirements, we will share insights, and tailor engagement to optimise government administration and outcomes, and reduce regulatory burden for our new and existing participants.

Source: *Corporate Plan 2024–28*

Deliverables

Delivery of audit program for Human-Induced Regeneration projects gateway checks

The independent ACCU Review in 2022–23, made recommendations to support the strengthening of the ACCU Scheme through the addition of an audit program of HIR method projects. HIR projects undergo regular gateway checks to show that only land that is progressing towards forest cover is being issued ACCUs. The gateway checks are then subject to section 215 (of the CFI Act) gateway audits which provide additional information and assurance to the CER that the method requirements have been met and vegetation is regenerating.



In September 2023, we engaged Associate Professor (Honorary) Cris Brack from the Australian National University to undertake regular independent reviews of gateway checks for HIR projects. These reviews consider:

- information and evidence provided in the projects' offsets reports
- geospatial data
- our assessment of gateway checks
- reasonable assurance audit reports provided by independent auditors.

Following his initial review in December 2023, Assoc Prof Brack found HIR projects demonstrated regeneration, and that independent audit reports and the CER's reviews of HIR projects provided strong assurance that projects meet the requirements of the method.

Assoc Prof Brack completed another 2 reviews in 2024–25:

- The August 2024 review found that independent audit reports and our assessments continue to provide strong assurance that HIR projects are being managed properly.
- The December 2024 review found that the CER's assessment of the HIR project gateway checks remains robust. He also found re-stratification of CEAs is key to the integrity of the HIR portfolio and to ensure that only regenerating CEAs are issued ACCUs.

Independent verification of HIR projects provides confidence in the integrity of the projects. All the reports are published on our website.

Funding for the HIR audits ceased at the end of 2024–25. Alternative mechanisms are being considered to achieve a similar level of assurance over the integrity of the HIR project applications.

In February 2025, we published the paper, 'Human-induced regeneration method- Managing project risk to deliver carbon abatement for Australia' on our website. The paper describes how projects registered under the HIR method earn carbon credits based on the carbon sequestration in native vegetation. It provides an overview of the robust framework for large-scale sequestration throughout Australia. It also highlights the uncertainty and risks associated with running a HIR project and outlines the key compliance and crediting controls in place to mitigate these risks.

Throughout 2024–25, we have observed improvements in the quality of HIR project applications submitted.

Manage non-compliance and influence participant behaviour by communicating the regulatory responses and actions we take to address non-compliance, including the use of targeted enforcements to act as a deterrent

Our approach to compliance with the schemes we administer is that:

- the obligation to comply with legislative requirements rests with participants
- our enforcement responses to participant non-compliance are proportionate and we consider the impact of non-compliance on scheme objectives
- where we detect non-compliance, we will actively take enforcement action drawing from the full suite of compliance and enforcement powers as reflected in our compliance policy for education, monitoring and enforcement activities.

The agency takes targeted enforcement action to instances of non-compliance to maintain the trust and confidence of all stakeholders. The actions taken during 2024–25 are detailed in the 'Compliance action' section of this report.

To deter non-compliance, we publish news items on our website on our compliance responses and actions and compliance updates each quarter (cer.gov.au/compliance-approach). These updates showcase some of the actions we have taken to ensure that our schemes operate fairly and effectively and help scheme participants understand how we are implementing our compliance priorities.

By sharing these updates, we aim to influence participant behaviours and nudge those who may be accidentally or opportunistically non-compliant back into compliance by highlighting the consequences of non-compliance.



Performance measures

Compliance levels by regulated and liable entities.

Source: *Corporate Plan 2024–28 and Portfolio Budget Statements 2024–25*

Rationale	Compliance levels are an indicator of participant behaviour and of the reputation of the agency as a regulator, to ensure we are seen as trusted, relevant and expert by government, participants and the community.	
Target	≥ 95%	
2024–25 result		2023–24 result
96.8%		97.2%

Analysis of 2024–25 result

This KPI measures the proportion of entities that successfully met their reporting obligations under the NGER Scheme or the RET by the required deadlines, including:

- NGER reports for the 2023–24 reporting year
- LGCs and STCs surrendered
- accredited power stations submission of Electricity Generation Returns
- liable entities lodging EAS.

Our performance against this KPI is a result of effective guidance and communication activities that support participants to comply with their obligations, and our people and systems that are valuable in facilitating the requirements. This result also reflects positively on the industries and organisations we regulate, demonstrating that regulated and liable entities are highly compliant with the requirements of our schemes.

Of note:

- 98% of NGER reporters submitted their reports by the deadline.
- 99% of EASs were lodged on time – with one entity under administration and beyond the team’s reach.
- 89% of LGCs were surrendered on time. Six entities went into shortfall (choosing not to surrender the required number of LGCs) by 10% or more, resulting in over \$248 million in shortfall charges, which were paid on time.
- 100% of STCs were surrendered on time.
- 98% of power stations submitted their EGRs by the required timeframe.
- 2,873 EGRs were required to be submitted in 2024–25 – an increase of 22.5% from 2023–24.

Practical and timely guidance and outreach activities with our participants.

Source: *Corporate Plan 2024–28*

Rationale	Our provision of targeted and timely guidance and outreach activities enables our participants to successfully participate in the schemes we administer.	
Target	Qualitative analysis	
2024–25 result		2023–24 result
Activities undertaken to achieve this performance measure are outlined in the analysis below.		Qualitative result detailed in the 2023–24 Annual Performance Statement ‘Objective: Engaged, active and compliant participants’.

Analysis of 2024–25 result

We aim to provide accurate, consistent and clear information that explains how schemes work and what participants need to do to comply with scheme requirements. Following are key activities undertaken during 2024–25 that supported the successful participation in the schemes we administer.



National Greenhouse and Energy Reporting

The agency undertakes an annual NGER reporting campaign that is made up of a number of education and engagement channels. For the 2023–24 reporting period this included:

- updates to guidance material and calculators
- publication of webinars and training videos
- consolidating available material into a single view on the new reporter support dashboard on our website
- hosting a series of Q&A sessions where reporters could sign up to speak with members of the NGER team
- targeted engagement campaign with regular email updates and reminders.

The 2023–24 NGER reporting period saw the continuation of high compliance levels with the NGER reporting deadline, with 98% of reporters submitting their reports on time.

Safeguard Mechanism

During 2024–25, we undertook a number of education and engagement activities to help Safeguard entities understand their obligations under the reformed Safeguard Mechanism and to ensure that the carbon market more generally was ready to support Safeguard entities meet these obligations. For the 2023–24 compliance period this included:

- publication of detailed guidance material to assist Safeguard entities in completing Safeguard applications
- targeted engagement campaign throughout the reporting period with regular email updates and reminders.

Central to our stakeholder engagement plan was a series of Safeguard forums, held across September and October 2024. These events gave Safeguard entities, auditors, consultants, legal advisors and carbon market participants the opportunity for face-to-face engagement with the agency's senior executive and Safeguard and Carbon Market subject matter experts.

RPP 3 case study: Safeguard Mechanism forums in the Regulator performance section provides details of these important engagement forums, including the topics that were covered. The events were well attended with more than 100 participants attending each session.

Compliance with the first year of the reformed Safeguard Mechanism was high, with 98% of the 219 Safeguard facilities not in an excess emissions situation on 1 April 2025.

Over the wide range of engagements that the agency has had with Safeguard entities over the course of the year, we observed a significant uplift in their planning for the development and implementation of emissions reduction strategies.

ACCU Scheme

During 2024–25, we hosted a series of webinars and events aimed at helping ACCU Scheme participants 'Be ACCUrate' when running projects under the scheme. The 'Be ACCUrate' series covered a range of topics, including:

- steps participants could take to ensure their project applications were accurate and complete, including evidence requirements
- legislation and compliance requirements to ensure projects are eligible to receive ACCUs
- audit requirements
- using Online Services
- risks and responsibilities of running an ACCU Scheme project
- the CER's role in administering the ACCU Scheme.

In December 2024, the agency launched the ACCU Scheme guidance library, which is a new centralised resource to improve accessibility and help with overall information transparency in regulatory and educational information. The guidance library supports a common and consistent interpretation and understanding of ACCU Scheme requirements for stakeholders and follows a recommendation from the ACCU Review. Several key guidance documents were added, including guidance on post crediting period obligations for sequestration projects, and project reporting and audits.

We ran targeted communication campaigns to inform ACCU Scheme participants of the expiry of methods, including avoided clearing of native regrowth, coal mine waste gas and landfill gas. The campaigns included:

- emails to scheme subscribers and relevant project proponents
- targeted messaging on relevant method webpages
- publication of an updated guidance about the impact of method expiry on scheme participants.



Other engagement activities throughout the year sought input into key updates to the ACCU Scheme, including public consultation on the Audit Thresholds Instrument 2025 and alternative assurance arrangements for low-risk projects under the Carbon Credits (Carbon Farming Initiative) (Reforestation by Environmental or Mallee Plantings–FullCAM) Methodology Determination 2024.

We continued to promote the ACCU Scheme through engagement with current and potential scheme participants at conferences and field days.

During 2024–25, ACCU Scheme services were moved to our new Online Services platform. Online Services offers an improved experience for scheme participants completing and submitting applications. Method-specific forms provide automatic data validation and pre-filled fields. More structure for collecting supporting information enables the agency to publish additional data on the ACCU Scheme project register to increase scheme transparency. The move to Online Services also supports faster application processing times.

Consistent with these reforms, we published extra data on the ACCU Scheme project register in May and June 2025. To support this release, we provided a clear narrative on how projects within the ACCU Scheme operate and are regulated, as well as how they deliver ACCUs. Scheme participants were also encouraged to voluntarily provide additional project information for publication on the project register.

Large-scale Renewable Energy Target

The EGR is the annual reporting obligation for all accredited power stations in the LRET. The 2024 EGR campaign was the most successful to date, with the team consolidating learnings from previous campaigns and producing a strong compliance outcome. Our approach was:

- early engagement with LRET participants in collaboration with the Communications section, with both general reminders and targeted emails to a select audience
- follow-up phone calls in the days leading up to the deadline
- rapid auto-assessment of low-risk EGRs
- categorisation of remaining EGRs and escalation to Delegate, or request for further information, where required.

The results were:

- > 96% of EGRs were submitted by the legislated deadline (with > 98% submitted as at 30 June 2025)
- 99% of submitted EGRs were assessed prior to the end of June – compared to the previous campaign’s goal of assessing EGRs by the end of the calendar year
- 48 power stations were suspended for failing to submit the 2024 EGR.

Disengaged power stations were suspended from the scheme, reducing the future administrative burden on the LRET team. Active scheme participants received prompt feedback on their EGR lodgements and were reminded of their ongoing compliance and reporting obligations in LRET.

Small-scale Renewable Energy Scheme

To support industry readiness for the rollout of the Cheaper Home Batteries Program, the agency developed a comprehensive communications strategy. This strategy focused on engaging key industry stakeholders to ensure the safe and seamless integration of batteries into the SRES.

In addition to extensive email and website communications, the team conducted targeted engagement activities and workshops to address concerns and promote broader regulatory preparedness. These included:

- General industry briefing. An open briefing session for all scheme participants attracted over 1,500 attendees and was very well received. Feedback and questions from this session informed regulatory drafting and enhanced industry communications, including the development of a detailed FAQ.
- Regulatory workshops. Two workshops were held with federal, state and territory regulators across safety, electrical, consumer protection and fair-trading domains. These sessions provided valuable insights and strengthened regulatory collaboration.
- Emergency services engagement. A dedicated workshop with emergency services and fire and rescue personnel focused on emergency response protocols and consumer safety considerations.
- Industry body collaboration. Ongoing engagement with key industry bodies, including the Smart Energy Council and the CEC, ensured consistent messaging and provided important feedback channels.

Stakeholder meetings and guidance materials will continue to be updated as the scheme progresses.



Renewable Energy Target liability and emissions-intensive trade-exposed exemption

During 2024–25, our strategic focus on targeted engagement and proactive stakeholder support continued to deliver strong outcomes in line with our compliance and operational objectives.

Our engagement approach led to a 30% reduction in requests for further information, enabling assessments to be completed well ahead of key milestones. This not only improved turnaround times but also reduced the administrative burden on internal staff and participants. Key highlights included:

- 100% certificate surrender compliance rate across multiple deadlines.
- All EITE applications and energy acquisition statements were received on time, reflecting high levels of stakeholder preparedness and clarity in our guidance. This includes new applicants applying under the new hydrogen by electrolysis EITE activity.
- EITE exemptions were issued without delay, demonstrating streamlined internal processes and effective coordination with participants to provide accurate metering data.
- All outstanding debts were recovered, underscoring the effectiveness of our internal processes and stakeholder cooperation.

Nature Repair Market

Since the scheme began on 1 March 2025, the agency has supported project registration through a successful case management approach. The case management approach supports participation in the Nature Repair Market by offering targeted assistance to help individuals and organisations to understand and meet scheme requirements. The CER welcomes enquiries and we actively encourage people to contact us with specific project questions or circumstances.

Our support includes ongoing communication and regular meetings with interested parties to foster collaboration throughout the process to register a project. Stakeholders have praised the approach for its transparency and collaboration, boosting confidence and participation. Several key guidance documents were also developed to support participation in the new scheme.

Level of participant satisfaction with engagement and guidance provided.

Source: *Corporate Plan 2024–28*

Rationale	Providing accurate, timely and relevant guidance and engagement informs and educates our participants to understand their obligations or entitlements to successfully participate in our schemes.	
Target	> 80%	
2024–25 result		2023–24 result
72.8%		85.9%

Analysis of 2024–25 result

This KPI is measured by asking the following attitudinal question in our annual stakeholder survey:

Based on experiences in the last 12 months, rate the extent to which you agree or disagree with the following statements:

- > The CER engages effectively with its stakeholders.
- > The guidance provided by the CER meets my needs.

The averaged results were:

- 72.8% agreed with the statements
- 18.6% were mixed
- 8.6% disagreed with the statements.

Verbatim comments provided in the survey praised our proactive engagement around submission deadlines and surrender timelines. Additionally, some of the comments provided areas of improvement:

- ‘Guiding workshops and tutorials on how to do it yourself as someone new into the market.’
- ‘Improve communication and education on environmental regulations.’
- ‘Facilitate open forums for all affected parties to provide feedback on regulatory changes.’



Objective: Secure and enduring regulatory infrastructure

The Clean Energy Regulator's processes, systems and infrastructure must be reliable and resilient, and able to respond flexibly to policy and/or operational changes. They must also be supported by capable, expert and adaptable people to ensure our agency can respond quickly to new policy demands, technological changes and participant expectations.

Planning priority 4

Strengthening the capability in people, processes and infrastructure across scheme regulation, compliance, enforcement and market facilitation.

Continuously assessing capabilities to meet current and emerging operational requirements and tailoring workforce and infrastructure planning accordingly.

Source: *Corporate Plan 2024–28*

Deliverables

Implementation of selected SRES product listing body

Phase 2 of the implementation of SRES reforms involved strengthening requirements for installers, retailers, agents and manufacturers, and helping safeguard those businesses by removing dishonest operators from the market. The product listing body (PLB) plays a critical role in ensuring Australians maintain confidence in the quality standards of renewable energy products for households and small businesses. Solar panels and inverters must be approved by the PLB to be eligible for STCs.

In June 2023, we called for applications from individuals and organisations to serve as the PLB. Applications were assessed by an evaluation committee against mandatory evaluation criteria to ensure delivery of the improvements industry needed. On 15 July 2024, we advised of our intent to nominate the CEC and opened a 28-day consultation period for affected persons. During the consultation period we received 175 submissions from many different industry roles and the final nomination process considered those submissions.

On 31 October 2024, we confirmed the CEC as the PLB for eligible solar panels and inverters under the SRES. As the nominated PLB, it must deliver the new service it committed to in their application. This includes:

- faster application processing times
- a technology uplift to improve data quality and visibility of application processing
- support for applicants when additional technical assessment is required and to track application progress
- better technical support for industry by employing more engineers.

The CEC will transition their existing arrangement to the new and improved scheme. Work has started on enhancements including staffing and improved user experience through the online product listings, with more to come.

Our role has been strengthened to oversee the ongoing delivery of the SRES through regular reporting, measurement against key performance indicators and process reviews. This will support the CEC's performance and delivery of the improvements to which it has committed. We will continue to support the CEC, state and territory regulators and industry with the new arrangement.

Support the design and implementation of the developer rating scheme

The developer rating system will allow renewable energy and transmission project developers to voluntarily sign up to a code of conduct.

The design of the developer rating scheme is continuing to be scoped by DCCEEW. During 2024–25, we provided support and knowledge into the design of the scheme.

Finalise delivery of the CER's e-Carbon platform base functionality

The e-Carbon platform brings together both the front-end client interaction and back-end in-house processing for agency staff. The e-Carbon platform encompasses:

- Online Services, which is the core system that allows scheme participants to interact with the CER to meet their scheme obligations
- Data Services portal to host datasets and allow access to improved search and download functions
- Customer Relationship Management system via Dynamics 365 which allows staff to process and record participant and applicant information, interactions and enquiries.

Core functionality of the platform was progressively delivered throughout 2024–25, along with critical business features.

Access management and the payment module represent the last foundational pieces for baseline capability of the e-Carbon system. There is an ongoing forward commitment to maintain a robust e-Carbon platform and iteratively improve functionality in line with internal and external user needs.

Performance measures

Market, registry and data support services were delivered on time and met stakeholder expectations.

Source: *Corporate Plan 2024–28*

Rationale	The market, registry and data support services we provide are integral in enabling our stakeholders to successfully achieve environmental based outcomes.
Target	Qualitative analysis
2024–25 result	2023–24 result
Activities undertaken to achieve this performance measure are outlined in the analysis below.	n/a – new measure

Analysis of 2024–25 result

The base capability for the new Unit and Certificate Registry was released in November 2024, followed by the issuance of SMCs – the first type of unit to be issued into the Unit and Certificate Registry in January 2025. The new Unit and Certificate Registry successfully supported the trading and surrender of SMCs to support the first compliance period under the reformed Safeguard Mechanism.

We ran a consultation process in October and November 2024, seeking views on key market needs and priorities for the establishment of new market infrastructure and to test the feasibility of establishing a mechanism for exchange trading of ACCUs.

Non-confidential responses to the consultation and a summary of next steps were published on our website in May 2025. Given the support for interoperability expressed in the submissions, our focus is on:

- transferring ACCUs from the existing ANREU system into the Unit and Certificate Registry, as this is a critical foundation for further interoperability
- interoperability and connectivity with external account holder systems and trading platforms.

The new Data Services (data.cer.gov.au) is now available with increasing levels of data available through the service making it simpler for our data to be consumed and analysed by users.

- Of the 114 NGER and Safeguard datasets, 55 are published and 49 are transitioning through the approval process. This constitutes 73% of all datasets. The remaining datasets are expected to be released in the 2025–26 financial year.
- There were 45 NGER related terms and definitions published in the Data Services Business Glossary. Each dataset includes complete detailed metadata.
- Since Data Services launched in January, the NGER pages have received 523 views and 118 downloads.



Systems available and secure as required by scheme participants, government standards and legislated need.

Source: *Corporate Plan 2024–28*

Rationale	Maintaining secure systems with ongoing access enables scheme participants to meet their obligations, stakeholders to access scheme and market information and agency obligations to be met.
Target	99.5% availability and zero significant security breaches
2024–25 result	2023–24 result
99.4% availability and zero significant security breaches	99.7% availability and zero significant security breaches

Analysis of 2024–25 result

We partially achieved this performance measure by having no significant security breaches during 2024–25 and only narrowly missing the target for systems availability.

The agency was impacted by 2 system issues that affected the outcome of this performance measure:

- In January 2025, the EERS was unavailable for approximately 2 weeks to allow for rectification of an identified vulnerability relating to authorisation rules. The vulnerability allowed inadvertent access to participant information by unauthorised users. A small number of unauthorised access incidents were identified, which were followed up and confirmation received that no unauthorised data was used or retained.
- On 19 March 2025, the agency experienced a physical issue with the network cabling coming into Discovery House and a configuration fault with our network provider that prevented users from accessing the CER Network and Online Services.

Our Digital Services Branch worked actively to progress sustainable long-term improvements to address these issues. This included progression of the implementation of Cloud Gateway initiative to modernise the agency's Secure Internet Gateway. This enhances resilience, scalability and alignment with whole-of-government cyber initiatives.

We also strengthened our cyber security posture through targeted initiatives, including the establishment of a threat hunting capability to proactively detect and investigate suspicious activity. Logging and monitoring were enhanced to improve visibility and support timely threat response, while back-end access controls were tightened to ensure secure, auditable access to business systems.

Level of participant satisfaction with agency processes and systems.

Source: *Corporate Plan 2024–28*

Rationale	We provide efficient and effective processes and systems to enable our participants to interact with us more easily.
Target	> 80%
2024–25 result	2023–24 result
2025 stakeholder survey recorded an average result of 70% satisfied for questions related to agency processes and systems.	2024 stakeholder survey recorded an average result of 85% satisfied for questions related to agency processes and systems.

Analysis of 2024–25 result

This KPI is measured by asking attitudinal questions on satisfaction with the agency's systems and processes in our annual stakeholder survey.

SYSTEMS

We asked stakeholders who had used our Online Service, Client Portal, the ANREU, REC Registry, EERS and Data Services platform, how satisfied they were with the systems. The averaged results were:

- 71.9% were satisfied or very satisfied
- 22.7% had mixed response
- 5.5% were dissatisfied or very dissatisfied.



Respondents cited their experience with technical issues and having to operate between Online Services and the Client Portal as key issues. However, there was praise for the improvements we had made to our systems including adding application forms to Online Services.

PROCESSES

We asked about satisfaction with our regulatory, application, notification and consultation processes and the averaged results were:

- 69% were satisfied or very satisfied
- 18.6% were mixed
- 10.4% were dissatisfied or very dissatisfied.

Some of the comments we received from stakeholders on our processes were that our notifications were timely and that our engagement with industry in our consultations works well. However, respondents told us that our application process was an area for improvement, particularly around processing times. This is an area that the agency is addressing with enhancements already made to improve online application forms.

The feedback provided on our systems and processes is being evaluated as part of our commitment to ongoing improvement.

Flexibility and adaptability in our staff to meet current and future requirements

Source: *Corporate Plan 2024–28*

Rationale	Ongoing investment in our people and developing our workforce ensures we have the right mix of capabilities and behaviours to meet current and future requirements.	
Target	Qualitative analysis	
2024–25 result		2023–24 result
Activities undertaken to achieve this performance measure are outlined in the analysis below.		Qualitative result detailed in the 2023–24 Annual Performance Statement ‘Objective: Secure and enduring regulatory infrastructure’.

Analysis of 2024–25 result

Workforce planning in 2024–25 continued to shape centralised learning at the CER, enhancing our organisational capability. Our hybrid training model supports the delivery of core programs, including inductions and courses on safety, diversity and wellbeing.

Staff engagement in learning and development remained strong, with 91% attendance in agency-led courses. This reflects a well-established culture of continuous learning that is actively supported by managers.

Our regulatory training program also evolved during 2024–25 to align with the growing expertise of our officers, strengthening decision-making, investigative capabilities and regulatory practice.

The 2024 APS Census confirmed strong employee engagement and leadership outcomes, with 92% of staff confident in flexible work practices. Effective communication and leadership also contributed to positive perceptions of change management within the CER.

Our staff continue to be flexible in how we approach our work to ensure that agency outcomes and goals are met. This includes the creation of tiger teams to take quick action on urgent items, our graduates undertaking a surge rotation to provide concentrated assistance where needed, and individual sections reprioritising and reallocating resources.

We continually monitor developments to identify future needs of the workforce, such as the increase in technical skills and capabilities that will be required as AI becomes more embedded into the work of the agency.

We are growing our internal capabilities by harnessing the opportunities presented through the use of AI tools and adapting our processes to incorporate the use of AI. As the agency transitions to a digital-first culture and integrates AI tools into business-as-usual work, we will evaluate ongoing development and recruitment needs to ensure that we maintain our capable, adaptive workforce. The establishment of a specific AI function within the agency will guide this work.



We made strategic adjustments to our recruitment practices and have continued to drive retention of skills and corporate knowledge. In 2024–25, the agency made a concentrated effort to increase the security of employment by reducing the number of non-ongoing employees in roles where the work is ongoing in nature. Converting non-ongoing employees to ongoing employees helps retain valuable skills and corporate knowledge. We also finessed our recruiting strategies by incorporating innovative application and assessment processes to expand access to a more inclusive and diverse talent base.

Overall, the agency's employee value proposition is attractive. This enables us to have a diverse workplace that brings benefits including increasing innovation, improving problem-solving, enhancing employee engagement, and a stronger employer brand.



Finances





Financial overview

During 2024–25, we continued to focus on budget management and resource allocation to ensure the successful delivery of schemes administered on behalf of the government. The agency continued to manage its finances and resources in a manner that ensures it will remain financially sustainable and can continue to deliver operational efficiencies over the forward estimates.

Summary of financial performance

Departmental finances

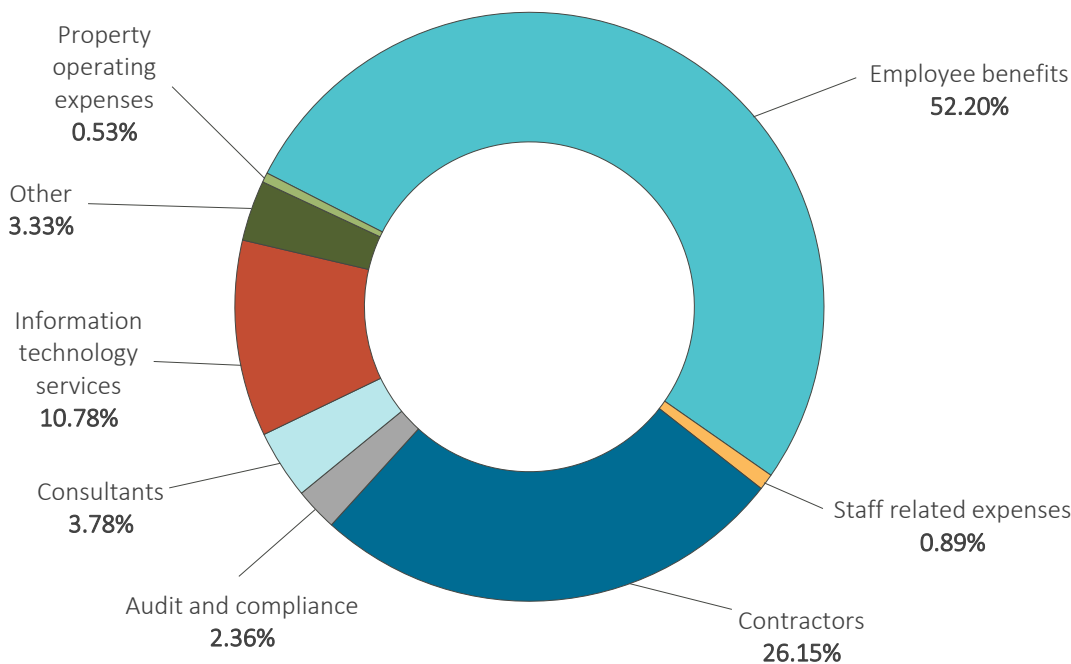
Overview of financial performance

The agency is funded predominately by government appropriations with departmental appropriation revenue decreasing from \$133.8 million in 2023–24 to \$115.6 million in the current year. This reduction was a result of lapsing programs and efficiency dividends applied at a whole of government level.

During 2024–25, this funding was used to continue streamlining our operations and to develop ICT systems to support compliance and administration of these programs. The CER’s own source revenue was \$0.4 million and was in line with the previous year revenue.

Operating expenditure excluding depreciation and amortisation was \$112.4 million, a reduction of some \$15.9 million from the 2023–24 year. This occurred primarily as a result of a reduction in expenditure on ICT contractors, partially offset by increases in employee expenditure consistent with the government’s desire to move away from a contracted workforce into permanent full-time equivalents. Figure 12 displays the percentage of 2024–25 operating expenditure by expense type.

Figure 12: Operating expenditure, 2024–25



During the year, the government provided funding to support our ongoing ICT transformation change program. This focus on digitalisation and improvement in ICT systems, ICT contractors and employee costs continued to provide a high proportion of the agency’s total spend.

Refer to the Statement of Comprehensive Income and Note 1.1 of the financial statements.

Financial position and future financial viability

The CER remains in a sound financial position. As at 30 June 2025, total equity was \$19.6 million (2024: \$20.0 million). This balance reflected \$64.5 million of assets offset by \$44.9 million of liabilities. A large proportion of the asset base relates to appropriation and other receivables (\$35.3 million) and leasehold improvements (\$25.4 million). The agency's liabilities relate predominately to employee provisions (\$13.0 million) and finance leases (\$25.5 million).

Based on the continuation of appropriation funding from government, the agency can continue to operate with sufficient cash reserves to fund all liabilities and commitments as and when they fall due, thus satisfying the obligation to continue operating as a going concern.

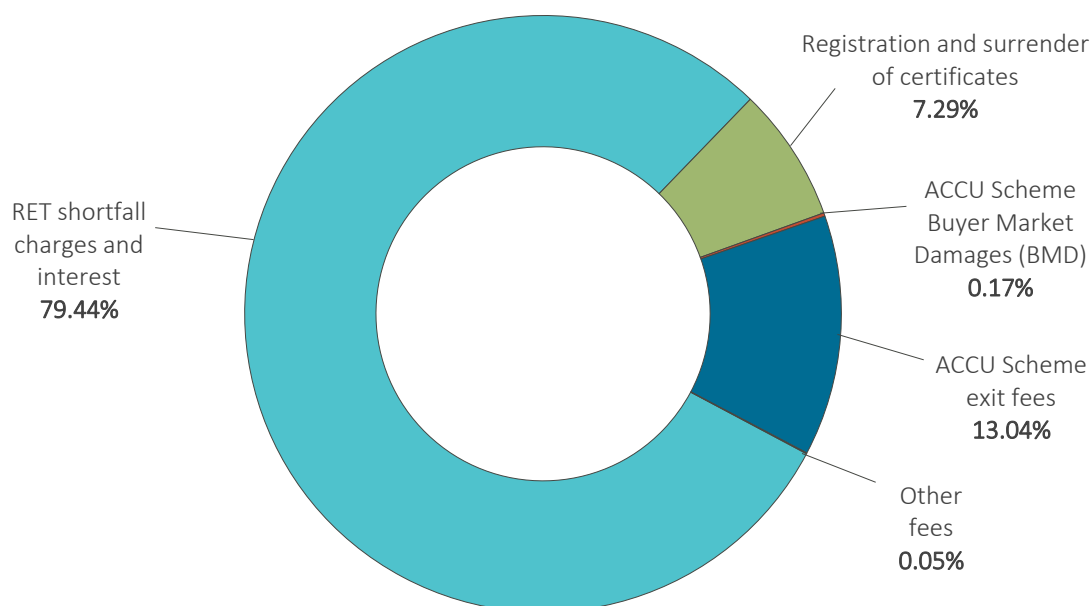
Administered finances

During the year, we continued to administer the ACCU Scheme and the RET on behalf of the government. A summary of the income and revenue results are included below.

Administered income

Total administered income for the period ended 30 June 2025 was \$313.9 million. Most of this revenue related to the administration of the RET scheme. During 2021–22, changes around the administration of fixed delivery carbon abatement contracts came into effect. These changes meant that eligible sellers were able to make an exit payment to be released from delivery of an upcoming milestone. Figure 13 displays the percentage of 2024–25 administered income by income type.

Figure 13: Administered income, 2024–25



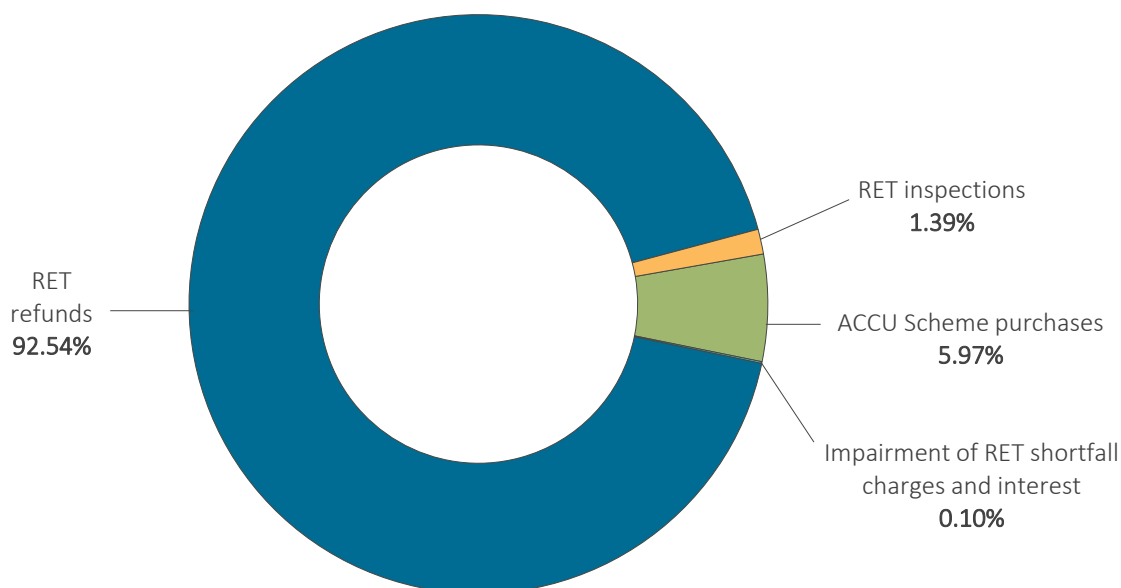
Administered expenses

Administered expenses totalled \$266.2 million for the period ended 30 June 2025. A large portion of this amount relates to the recognition of a provision for refund – large-scale shortfall and the payment of contracts under the ACCU Scheme. Over the past years, the ACCU market has matured, and the nature of contracts offered by the CER has expanded to include both fixed and optional delivery contracts.

ACCU voluntary holdings by entities that do not have contracts with the CER have increased along with the trade of these units on the secondary market. This change required a reassessment of the way that liabilities and the associated expenditure are recognised for the ACCU Scheme. The accounting policy is explained in the overview note of the financial statements. Figure 14 displays the percentage of 2024–25 administered expenses by expense type.



Figure 14: Administered expenses, 2024–25



Entity resource statement

The entity resource statement provides additional information about the various funding sources that we may draw upon during the year. Appendix A: Entity resource statement and expenses by outcome, details the resources available to us during 2024–25 and sets out our summary of total expenses for Outcomes 1 and 2.

Financial statements

We received an unqualified audit report from the Australian National Audit Office for our 2024–25 financial statements.

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INDEPENDENT AUDITOR'S REPORT

To the Minister for Climate Change and Energy

Opinion

In my opinion, the financial statements of the Clean Energy Regulator (the Entity) for the year ended 30 June 2025:

- (a) comply with Australian Accounting Standards – Simplified Disclosures and the *Public Governance, Performance and Accountability (Financial Reporting) Rule 2015*; and
- (b) present fairly the financial position of the Entity as at 30 June 2025 and its financial performance and cash flows for the year then ended.

The financial statements of the Entity, which I have audited, comprise the following as at 30 June 2025 and for the year then ended:

- Statement by the Accountable Authority and Chief Financial Officer;
- Statement of Comprehensive Income;
- Statement of Financial Position;
- Statement of Changes in Equity;
- Cash Flow Statement;
- Administered Schedule of Comprehensive Income;
- Administered Schedule of Assets and Liabilities;
- Administered Reconciliation Schedule;
- Administered Cash Flow Statement; and
- Notes to the financial statements, comprising material accounting policy information and other explanatory information.

Basis for opinion

I conducted my audit in accordance with the Australian National Audit Office Auditing Standards, which incorporate the Australian Auditing Standards. My responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of my report. I am independent of the Entity in accordance with the relevant ethical requirements for financial statement audits conducted by the Auditor-General and their delegates. These include the relevant independence requirements of the Accounting Professional and Ethical Standards Board's APES 110 *Code of Ethics for Professional Accountants (including Independence Standards)* (the Code) to the extent that they are not in conflict with the *Auditor-General Act 1997*. I have also fulfilled my other responsibilities in accordance with the Code. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Accountable Authority's responsibility for the financial statements

As the Accountable Authority of the Entity, the Chair is responsible under the *Public Governance, Performance and Accountability Act 2013* (the Act) for the preparation and fair presentation of annual financial statements that comply with Australian Accounting Standards – Simplified Disclosures and the rules made under the Act. The Chair is also responsible for such internal control as the Chair determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.



In preparing the financial statements, the Chair is responsible for assessing the ability of the Entity to continue as a going concern, taking into account whether the Entity's operations will cease as a result of an administrative restructure or for any other reason. The Chair is also responsible for disclosing, as applicable, matters related to going concern and using the going concern basis of accounting, unless the assessment indicates that it is not appropriate.

Auditor's responsibilities for the audit of the financial statements

My objective is to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the Australian National Audit Office Auditing Standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of the financial statements.

As part of an audit in accordance with the Australian National Audit Office Auditing Standards, I exercise professional judgement and maintain professional scepticism throughout the audit. I also:

- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control;
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Entity's internal control;
- evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the Accountable Authority;
- conclude on the appropriateness of the Accountable Authority's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Entity's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the Entity to cease to continue as a going concern; and
- evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with the Accountable Authority regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

Australian National Audit Office

Philip Collier
Acting Executive Director
Delegate of the Auditor-General

Canberra
1 September 2025

**Clean Energy Regulator****STATEMENT BY THE ACCOUNTABLE AUTHORITY AND CHIEF FINANCIAL OFFICER**

In our opinion, the attached financial statements for the year ended 30 June 2025 comply with subsection 42(2) of the *Public Governance, Performance and Accountability Act 2013* (PGPA Act), and are based on properly maintained financial records as per subsection 41(2) of the PGPA Act.

In our opinion, at the date of this statement, there are reasonable grounds to believe that the Clean Energy Regulator will be able to pay its debts as and when they fall due.

A handwritten signature in black ink, appearing to read 'David Parker'.

David Parker

Accountable Authority

28 August 2025

A handwritten signature in black ink, appearing to read 'N. Smith'.

Nicholas Smith

Chief Financial Officer

28 August 2025


Clean Energy Regulator
STATEMENT OF COMPREHENSIVE INCOME

for the period ended 30 June 2025

	Notes	2025 \$'000	2024 \$'000	2025 Original Budget \$'000
NET COST OF SERVICES				
Expenses				
Employee benefits	1.1A	58,383	52,617	53,828
Suppliers	1.1B	53,276	74,898	58,645
Depreciation and amortisation	3.2A	3,998	4,079	4,172
Finance costs		740	812	740
Write-down and impairment of non-financial assets		26	-	-
Loss on disposal of assets		1	10	-
Total expenses		116,424	132,416	117,385
Own-Source Income				
Own-source revenue				
Other revenue	1.2A	425	432	-
Total own-source revenue		425	432	-
Gains				
Other gains		-	1	360
Total gains		-	1	360
Total own-source income		425	433	360
Net cost of services		(115,999)	(131,983)	(117,025)
Revenue from Government	1.2B	115,567	133,381	115,567
Surplus/(deficit) on continuing operations		(432)	1,398	(1,458)
OTHER COMPREHENSIVE INCOME				
Items not subject to subsequent reclassification to net cost of services				
Changes in asset revaluation reserve		209	-	-
Total comprehensive gain/(loss)		(223)	1,398	(1,458)

The above statement should be read in conjunction with the accompanying notes.



Clean Energy Regulator

STATEMENT OF FINANCIAL POSITION

as at 30 June 2025

	Notes	2025 \$'000	2024 \$'000	2025 Original Budget \$'000
ASSETS				
Financial assets				
Cash and cash equivalents	3.1A	373	389	349
Trade and other receivables	3.1B	35,267	36,637	33,061
Total financial assets		35,640	37,026	33,410
Non-financial assets¹				
Leasehold improvements	3.2A	25,419	28,747	25,306
Plant and equipment	3.2A	1,290	944	1,134
Intangibles	3.2A	69	153	184
Prepayments		2,041	1,565	1,732
Total non-financial assets		28,819	31,409	28,356
Total assets		64,459	68,435	61,766
LIABILITIES				
Payables				
Suppliers	3.3A	4,608	5,967	7,987
Other payables	3.3B	1,877	1,543	1,247
Total payables		6,485	7,510	9,234
Interest bearing liabilities				
Leases	3.4A	25,472	28,186	25,472
Total interest bearing liabilities		25,472	28,186	25,472
Provisions				
Employee provisions	6.1A	12,952	12,762	11,340
Total provisions		12,952	12,762	11,340
Total liabilities		44,909	48,458	46,046
Net assets		19,550	19,977	15,720
EQUITY				
Contributed equity		92,207	92,411	92,411
Asset revaluation reserve		10,040	9,831	9,832
Retained accumulated deficit		(82,697)	(82,265)	(86,523)
Total equity		19,550	19,977	15,720

¹ Right-of-use assets are included in Leasehold Improvements.

The above statement should be read in conjunction with the accompanying notes.



Clean Energy Regulator

STATEMENT OF CHANGES IN EQUITY

for the period ended 30 June 2025

	Accumulated Retained Deficit			Asset Revaluation Reserve			Contributed Equity			Total Equity	
	2025 \$'000	2024 \$'000	2025 Original Budget \$'000	2025 \$'000	2024 \$'000	2025 Original Budget \$'000	2025 \$'000	2024 \$'000	2025 Original Budget \$'000	2025 \$'000	2024 \$'000
Opening balance	(82,265)	(83,663)	(85,065)	9,831	9,831	9,832	92,411	99,534	92,411	19,977	25,702
Comprehensive income											
Surplus/(deficit) for the period	(432)	1,398	(1,458)	-	-	-	-	-	-	(432)	1,398
Other comprehensive gains	-	-	-	209	-	-	-	-	-	209	-
Total comprehensive (loss)/gain	(432)	1,398	(1,458)	209	-	-	-	-	-	(223)	1,398
Transactions with owners											
Contributions by owners											
Equity injection - Appropriations	-	-	-	-	-	-	-	7,491	-	-	7,491
Departmental capital budget	-	-	-	-	-	-	-	1,189	-	-	1,189
Distribution to owners											
Returns of Appropriations	-	-	-	-	-	-	(204) ¹	(15,803) ²	-	(204)	(15,803)
Total transactions with owners	-	-	-	-	-	-	(204)	(7,123)	-	(204)	(7,123)
Closing balance as at 30 June	(82,697)	(82,265)	(86,523)	10,040	9,831	9,832	92,207	92,411	92,411	19,550	19,977

¹ Supply Act (No.3) 2022-23 – DCB, this appropriation will lapse on 1 July 2025.

² Appropriation reclassification from prior year equity injection appropriations to operating funding in the 2023/24 Portfolio Additional Estimates Statements (PAES).

The above statement should be read in conjunction with the accompanying notes.

ACCOUNTING POLICY

Equity Injections

Amounts appropriated which are designated as 'equity injections' for a year (less any formal reductions) and Departmental Capital Budgets are recognised directly in contributed equity in that year.



Clean Energy Regulator

CASH FLOW STATEMENT

for the period ended 30 June 2025

	2025 \$'000	2024 \$'000	2025 Original Budget \$'000
OPERATING ACTIVITIES			
Cash received			
Appropriations	117,184	132,587	115,567
Other revenue	74	97	-
Net GST received	5,505	7,120	3,685
Total cash received	122,763	139,804	119,252
Cash used			
Employees	57,638	51,613	53,828
Suppliers	60,159	82,593	61,970
Interest payments on lease liabilities	740	812	740
Net GST paid	76	39	-
Section 74 receipts transferred to OPA	1,452	2,175	-
Total cash used	120,065	137,232	116,538
Net cash from operating activities	2,698	2,572	2,714
INVESTING ACTIVITIES			
Cash used			
Purchase of property, plant and equipment and intangibles	763	385	-
Total cash used	763	385	-
Net cash (used by) investing activities	(763)	(385)	-
FINANCING ACTIVITIES			
Cash received			
Contributed equity	763	385	-
Total cash received	763	385	-
Cash used			
Principal payments of lease liabilities	2,714	2,532	2,714
Total cash used	2,714	2,532	2,714
Net cash (used by)/from financing activities	(1,951)	(2,147)	(2,714)
Net (decrease) increase in cash held	(16)	40	-
Cash and cash equivalents at the beginning of the reporting period	389	349	349
Cash and cash equivalents at the end of the reporting period¹	373	389	349

¹ As shown in the Statement of Financial Position.

The above statement should be read in conjunction with the accompanying notes.



Clean Energy Regulator

BUDGET VARIANCES COMMENTARY

for the period ended 30 June 2025

The Clean Energy Regulator (CER) has disclosed major departmental variances against budget where the variance is greater than 10 per cent and \$0.250 million of an individual line item.

Statement of Comprehensive Income

Revenue: Own-source revenue & Other gains

These variances are due to classification difference between the budget and the financial statements. The CER budgeted for other gains with respect to resources received free of charge from Australian National Audit Office which are disclosed as own-source revenue and did not budget for reimbursement of half the costs for the Nature Repair Market Review received from the Department of Climate Change, Energy, the Environment and Water.

Employee benefits

The variance of \$6.2m against the budget relates to a moderate increase in the CER's ASL because of the conversion of contractors into full time equivalents. Additional work was undertaken at risk by the agency in respect of the cheaper home batteries initiative announced at the Federal election in May 2025.

Suppliers

The agency has converted a number of contractors into ASL (see above) which has resulted in a reduction of contractor spend of \$22.1m when compared to expenditure in the previous year. Further, some delays in expenditure in respect of system development led to an underspend within the agencies digital transformation program.

Statement of Financial Position

Assets: Prepayments

The increase in prepayments relates to the timing of subscription and other invoices received and recognised prior to 30 June 2025 that relate to 2025–26 costs.

Liabilities: Suppliers payable

The CER recognises payables and accrued expenditure at the end of the year for work performed but not yet paid (including salaries). The value of these liabilities changes from time to time and is dependent on the timing of payments. The decrease in payables is due primarily to a decrease in supplier accruals at 30 June 2025.

Liabilities: Other payables

The increase in other payables relates to the salary and wages accrued. The difference relates primarily to the timing of the final pay and the requirement to accrue additional days of the CER's salary and wages.

Liabilities: Employee provisions

The increase in the employee provision relates to higher staff numbers, and a 3.8 per cent pay increase during the year.

Statement of Changes in Equity and the Cash Flow Statement

The asset revaluation reserve has increased by \$0.209m because of the triennial valuation undertaken by independent valuers. Contributed equity decreased by \$0.204m DCB that will lapse on 1 July 2025. Retained earnings have been reduced by \$0.223m as a result of the operating loss after depreciation and amortisation incurred by the CER.

The differences between the final outcome and budget are a result of the explained variances for the statement of Comprehensive Income and the Statement of Financial Position.



Clean Energy Regulator				
ADMINISTERED SCHEDULE OF COMPREHENSIVE INCOME				
for the period ended 30 June 2025				
	Notes	2025 \$'000	2024 \$'000	2025 Original Budget \$'000
NET COST OF SERVICES				
Expenses				
Suppliers		3,698	3,806	4,326
Purchase of Australian Carbon Credit Units	4.3A	15,889	22,696	266,130
Renewable Energy Target refunds	4.3A	246,296	251,778	-
Impairment of taxation receivables	7.3B	271	2,355	-
Total expenses		266,154	280,635	270,456
Income				
Revenue				
Taxation revenue				
Renewable Energy Target shortfall charges and interest	2.1A	249,343	266,391	1,229
Total taxation revenue		249,343	266,391	1,229
Non-taxation revenue				
Renewable Energy fees	2.1B	22,886	24,439	24,921
Australian Carbon Credit Unit Scheme exit fees	2.1B	40,938	52,742	149,452
Australian Carbon Credit Unit Scheme BMD	2.1B	548	-	-
Other fees		148	80	-
Total non-taxation revenue		64,520	77,261	174,373
Total revenue		313,863	343,652	175,602
Gains				
Other gains		-	70	-
Total Gains		-	70	-
Total income		313,863	343,722	175,602
Net contribution by/(cost of) services		47,709	63,087	(94,854)
The above schedule should be read in conjunction with the accompanying notes.				


Clean Energy Regulator
ADMINISTERED SCHEDULE OF ASSETS AND LIABILITIES

as at 30 June 2025

	Notes	2025 \$'000	2024 \$'000	2025 Original Budget \$'000
ASSETS				
Financial assets				
Cash and cash equivalents	4.1A	41,788	53	113,472
Taxation receivables	4.1B	290	-	-
Trade and other receivables	4.1C	6,707	67	6,224
Total financial assets		48,785	120	119,696
Non-financial assets				
Prepayments		113	132	132
Total non-financial assets		113	132	132
Total assets administered on behalf of Government		48,898	252	119,828
LIABILITIES				
Payables				
Suppliers	4.2A	7,665	11	2,246
Other payables	4.2B	40,372	3,120	115,283
Total payables		48,037	3,131	117,529
Provisions				
Renewable Energy Target shortfall	4.3A	760,256	778,637	-
Purchase of Australian Carbon Credit Units	4.3A	35,168	42,057	-
Total provisions		795,424	820,694	981,771
Total liabilities administered on behalf of Government		843,461	823,825	1,099,300
Net liabilities		(794,563)	(823,573)	(979,472)

The above schedule should be read in conjunction with the accompanying notes.



Clean Energy Regulator

ADMINISTERED RECONCILIATION SCHEDULE

for the period ended 30 June 2025

	2025 \$'000	2024 \$'000
Opening assets less liabilities as at 1 July	(823,573)	(979,472)
Net cost of services		
Income	313,863	343,722
Expenses		
Payments to entities other than corporate Commonwealth entities	(266,154)	(280,635)
Transfers (to)/from the Australian Government		
Appropriation transfers from Official Public Account		
Annual appropriations		
Payments to entities other than corporate Commonwealth entities	29,669	33,259
Special appropriations (unlimited)		
Renewable Energy (Electricity) Act 2000, section 157 refunds	264,736	405,133
Refund of administered receipts - section 77 PGPA Act	31,042	21,270
Appropriation transfers to Official Public Account		
Transfers to Official Public Account	(344,146)	(366,850)
Closing assets less liabilities as at 30 June	(794,563)	(823,573)

The above schedule should be read in conjunction with the accompanying notes.

ACCOUNTING POLICY

Administered cash transfers to and from the Official Public Account

Revenue collected by the CER for use by the Government rather than the CER is administered revenue. Collections are transferred to the Official Public Account (OPA) maintained by the Department of Finance. Conversely, cash is drawn from the OPA to make payments under Parliamentary appropriation on behalf of Government. These transfers to and from the OPA are adjustments to the administered cash held by the CER on behalf of the Government and reported as such in the schedule of administered cash flows and in the administered reconciliation schedule.


Clean Energy Regulator
ADMINISTERED CASH FLOW STATEMENT

for the period ended 30 June 2025

	Notes	2025 \$'000	2024 \$'000
OPERATING ACTIVITIES			
Cash received			
Taxes (Renewable Energy Target shortfall charges and interest)		248,841	267,916
Fees		63,896	77,299
Net GST received		366	364
Net GST received by the special account		-	15,365
Total cash received		313,103	360,944
Cash used			
Suppliers		4,068	4,187
Purchase of Australian Carbon Credit Units		25,598	29,073
Renewable Energy Target refunds		264,736	405,133
Net GST paid by the special account		10,348	-
Total cash used		304,750	438,393
Net cash from/(to) operating activities		8,353	(77,449)
FINANCING ACTIVITIES			
Cash received			
Special account – receipts from buyers	5.2	966,571	616,742
Total cash received		966,571	616,742
Cash used			
Special account – payments to sellers	5.2	914,487	745,524
Total cash used		914,487	745,524
Net cash from/(to) financing activities		52,084	(128,782)
Cash from Official Public Account			
Appropriations		325,444	459,662
Total cash from official public account		325,444	459,662
Cash to Official Public Account			
Appropriations		(344,146)	(366,850)
Total cash to official public account		(344,146)	(366,850)
Net (decrease)/increase in cash held		41,735	(113,419)
Cash and cash equivalents at the beginning of the reporting period		53	113,472
Cash and cash equivalents at the end of the reporting period¹	4.1A	41,788	53

¹ As shown in the Statement of Financial Position.

The above schedule should be read in conjunction with the accompanying notes.

**Clean Energy Regulator****BUDGET VARIANCES COMMENTARY - ADMINISTERED**

for the period ended 30 June 2025

The CER has disclosed major administered variances against budget where the variance is greater than 10 per cent and \$0.500 million of an individual line item.

Administered Schedule of Comprehensive Income*Expenses: Suppliers Expense*

Budgeted suppliers expense includes an estimate for both the Renewable Energy Target (RET) refunds and audit inspections. Actual suppliers expense only relates to the audit inspections. Refer to *Expenses: RET Refunds* below for further detail.

Expenses: Purchase of Australian Carbon Credit Units

The administered budget is a “best estimate” of the number of Australian Carbon Credit Unit (ACCU) purchased. The number of ACCUs purchased this year has been lower than expected predominately due to the move from fixed delivery contracts to optional delivery contracts.

Expenses: RET Refunds

The CER has recognised a provision and corresponding expense for entities that may become entitled to a refund of their existing shortfall payments. This is subject to satisfying legislative requirements.

During 2024-25 a number of entities paid a large-scale generation shortfall charge (LGSC) to meet their large-scale renewable energy target (LRET) obligations rather than surrendering Renewable Energy Certificates (RECs).

Entities can receive a refund of their shortfall payments if they meet certain requirements under the legislation within the ‘allowable refund period’. The CER has raised a provision for entities that may become entitled to a refund of their shortfall payments that is net of an administration fee and is subject to satisfying legislative requirements. The budget assumes a low level of non-compliance with obligations to surrender RECs.

As such, shortfall revenue and corresponding recognition of expense and provision for refund of shortfall payments were not reflected in the 2024-25 budget position.

Revenue: RET Shortfall Charges and Interest

The budget assumes a low level of non-compliance with obligations to surrender RECs. In 2024-25 a number of entities elected to pay a shortfall charge rather than surrender RECs.

Revenue: ACCU Scheme Exit Fees

ACCU Scheme exit fees in 2024-25 were \$40.938 million as compared to the budget of \$174.000 million. The budget reflected a best estimate based on the information available at the time of preparation. Revenue was less than planned as the market moved away from fixed delivery contracts (to which exit fees relate) to favour of optional delivery contracts.

Revenue: ACCU Scheme Other Fees

ACCU Buyer Market Damages were implemented in the 2024-25 year. This ensures that if a seller fails to deliver the agreed quantity of carbon abatement units, the CER can use the funds from this debt to the Commonwealth to purchase the necessary units from other sources. This mechanism helps maintain the integrity and effectiveness of carbon abatement contracts by ensuring that the required emissions reductions are still achieved, even if the original seller defaults. The CER did not budget for this revenue item.



Clean Energy Regulator

BUDGET VARIANCES COMMENTARY – ADMINISTERED

for the period ended 30 June 2025

Administered schedule of assets and liabilities

Assets: Cash and Cash Equivalents

The CER operates the small-scale technology certificate (STC) clearing house to facilitate the purchase and sale of certificates between liable entities and individuals or agents installing small-scale solar, wind and hydro systems. The budget was prepared assuming that the clearing house would have sufficient seller certificates to meet buyer demand.

In 2024-25 the clearing house experienced a certificate deficit which was not planned for in the budget. As a result of the legislative requirements, the CER generated certificates to meet this demand. The CER generated certificates are retired as new public certificates are created.

The closing balance for cash represents the cash value of certificates yet to be replaced by new public certificates.

Liabilities: Supplier payables

This balance is subject to the timing of payments for Rec Registry transactions and will vary over time.

Liabilities: Other payables

CER's clearing house experienced a certificate deficit during the year which has resulted in the CER having to generate certificates to meet demand. The payables will decrease as new public certificates are created. Refer to: *Assets: Cash and cash equivalents*.

Provisions: RET shortfall

Entities can claim a refund of their shortfall payments if they meet certain requirements under the legislation within the 'allowable refund period'. The CER recognises a provision for entities that may become entitled to a refund of their shortfall payments net of an administration fee, subject to satisfying legislative requirements.

The amount of the provision is dependent on the number of entities paying and claiming shortfall charges during the year.

Provisions: Purchase of ACCU

This is a provision based on ACCU holdings where there is an active contract with outstanding fixed delivery commitments. The fall in units is expected as more participants move from fixed delivery contracts to optional delivery contracts, existing contracts are delivered earlier, or contracts are exited in accordance with defined exit window options.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Overview

Objectives of the Clean Energy Regulator

The CER contributes to a reduction in Australia's net greenhouse gas emissions and to the sustainable management of Australia's biodiversity, including through the administration of market-based mechanisms that incentivise reduction in emissions and the promotion of additional renewable electricity generation. The schemes administered by the CER work together to provide economic incentives, backed by robust data, to reduce greenhouse gas emissions and increase the use of renewable energy to achieve the agency's purpose of 'accelerating carbon abatement for Australia.' In administering its schemes, CER is actively supporting the Australian Government's commitment to addressing climate change while maintaining energy security and affordability.

The CER conducts the following administered activities on behalf of the Government.

- The ACCU Scheme (formerly the Emissions Reduction Fund), established under the *Carbon Credits (Carbon Farming Initiative) Act 2011*, provides incentives for a range of organisations and individuals to adopt new practices and technologies to reduce their emissions. Together with the reporting obligations under the *National Greenhouse and Energy Reporting Act 2007*, the Safeguard Mechanism complements the ACCU Scheme through providing a framework for Australia's largest emitters to measure, report and manage their emissions.
- The RET established by the *Renewable Energy (Electricity) Act 2000*, encourages the additional generation of electricity from renewable sources, reduces emissions of greenhouse gases in the electricity sector and ensures that renewable energy sources are ecologically sustainable.

The CER is an Australian Government controlled and not-for-profit entity domiciled in Australia. The CER's principal place of business is 47 Bowes Street, Phillip in the Australian Capital Territory.

The basis of preparation

The financial statements are required by section 42 of the *Public Governance, Performance and Accountability Act 2013*.

The financial statements have been prepared in accordance with:

- *Public Governance, Performance and Accountability (Financial Reporting) Rule 2015*, and
- Australian Accounting Standards and Interpretations – including simplified disclosures for Tier 2 Entities under AASB 1060 issued by the Australian Accounting Standards Board (AASB) that apply for the reporting period.

The financial statements have been prepared on an accrual basis and in accordance with the historical cost convention, except for certain assets and liabilities at fair value. Except where stated, no allowance is made for the effect of changing prices on the results or the financial position. The financial statements are presented in Australian dollars.

**Clean Energy Regulator****NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS****Overview (continued)****Taxation**

The CER is exempt from all forms of taxation except Fringe Benefits Tax (FBT) and the Goods and Services Tax (GST).

Events After the Reporting Period**Departmental**

There were no subsequent events between balance date and signing of the financial statements that had the potential to significantly affect the ongoing structure and financial activities of the CER.

Administered

There were no subsequent events between balance date and signing of the financial statements that had the potential to significantly affect the ongoing structure and financial activities of the CER.

Reporting of Administered activities

Administered revenues, expenses, assets, liabilities and cash flows are disclosed in the administered schedules and related notes.

Except where otherwise stated, administered items are accounted for on the same basis and using the same policies as for departmental items, including the application of Australian Accounting Standards.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

1. Financial performance

This section analyses the financial performance of the CER for the year ended 30 June 2025.

Note 1.1 - Expenses

	2025 \$'000	2024 \$'000
1.1A: Employee benefits		
Wages and salaries	44,119	40,245
Superannuation		
Defined contribution plans	6,360	5,559
Defined benefit plans	1,543	1,516
Leave and other entitlements	6,174	5,223
Other	187	74
Total employee benefits	58,383	52,617

ACCOUNTING POLICY

Accounting policies for employee related expenses are contained in the People and Relationships Note 6.

	2025 \$'000	2024 \$'000
1.1B: Suppliers		
Contractors	29,388	45,412
Information technology services	13,081	14,964
Consultants	3,833	6,973
Audit and compliance	2,278	2,918
Property operating expenses	770	717
Staff related expenses	1,493	1,681
Legal expenses	687	349
Subscriptions	197	162
Financial statement audit fee	370	360
Finance charges	86	113
Travel and accommodation	481	619
Other goods and services	364	416
Total goods and services supplied or rendered	53,028	74,684
Goods supplied	96	104
Services rendered	52,932	74,580
Total goods and services supplied or rendered	53,028	74,684
Other suppliers		
Workers compensation expenses	248	214
Total other suppliers	248	214
Total suppliers	53,276	74,898

The CER had no short-term lease (less than 12 months) commitments or leases of low-value assets (less than \$10,000) as at 30 June 2025.

The above lease disclosures should be read in conjunction with the accompanying notes 3.2A and 3.4A.


Clean Energy Regulator
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS
Note 1.2 - Own-source revenue and gains
Own-source revenue

<u>1.2A: Other revenue</u>	2025 \$'000	2024 \$'000
Resources received free of charge - Remuneration of auditors	370	360
Other	55	72
Total other revenue	425	432

<u>1.2B: Revenue from Government</u>	2025 \$'000	2024 \$'000
Appropriation	115,567	133,381
Total Revenue from Government	115,567	133,381

ACCOUNTING POLICY

Amounts appropriated for departmental appropriations for the year (adjusted for any formal additions and reductions) are recognised as Revenue from Government when the CER gains control of the appropriation, except for certain amounts that relate to activities that are reciprocal in nature, in which case revenue is recognised only when it has been earned.

Appropriation receivables are recognised at their nominal amounts.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

2. Income and expenses Administered on behalf of the Government

This section analyses the activities that the CER does not control but administers on behalf of the Government. Unless otherwise noted, the accounting policies adopted are consistent with those applied for departmental reporting.

Note 2.1 - Administered income**2.1A: Renewable Energy Target shortfall charges and interest****ACCOUNTING POLICY**

Liable entities who acquit less of their total LGCs or STCs surrender liability for an assessment year will incur a shortfall charge. Shortfall charges must be paid on time and will attract interest charges when they become overdue. RET Shortfall charges and any associated interest are recognised at the time they are imposed

<u>2.1B: Fees</u>	2025 \$'000	2024 \$'000
Renewable energy fees	22,886	24,439
Australian Carbon Credit Unit Scheme Exit Fees	40,938	52,742
Australian Carbon Credit Unit Scheme BDM	548	-
Other	148	80
Total Fees and Fines	64,520	77,261

ACCOUNTING POLICY**Renewable energy fees**

Renewable energy revenue is generated through the creation and surrender of RECs. Revenue is recognised when the underlying transaction occurs.

ACCU Scheme exit fees

Current holders of fixed delivery contracts are able to pay an exit fee to be released from fixed delivery obligations to the Commonwealth where they meet specified eligibility criteria set by the CER. Revenue is recognised when the exit fee payment has been received by the CER.

ACCU Scheme BMD

If a Seller fails to deliver the agreed quantity of carbon abatement units, the CER can raise a Buyer Market Damages debt to the Commonwealth and use the funds from this debt to the Commonwealth to purchase the necessary units from other sources. This mechanism helps maintain the integrity and effectiveness of carbon abatement contracts by ensuring that the required emissions reductions are still achieved, even if the original seller defaults.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

3. Financial position

This section analyses the CER's assets used to conduct its operations and the operating liabilities incurred as a result. Employee related information is disclosed in the People and Relationships section.

Note 3.1 - Financial assets

3.1A Cash and cash equivalents	2025 \$'000	2024 \$'000
Cash and cash equivalents	373	389
Total Cash and cash equivalents	373	389

ACCOUNTING POLICY

Cash is recognised at its nominal amount. Cash and cash equivalents include:

- cash on hand; and
- demand deposits in bank accounts with an original maturity of 3 months or less that are readily convertible to known amounts of cash and subject to insignificant risk of changes in value.

3.1B: Trade and other receivables	2025 \$'000	2024 \$'000
Services receivables		
Services	5	97
Total services receivables	5	97
Appropriation receivables		
Appropriation receivables	34,484	35,603
Total appropriation receivables	34,484	35,603
Other receivables		
GST receivable	778	937
Total other receivables	778	937
Total trade and other receivables (gross)	35,267	36,637
Total trade and other receivables (net)	35,267	36,637

Trade and other receivables (net) are expected to be recovered in no more than 12 months. Credit terms for goods and services were within 30 days (2024: 30 days). Impairment loss allowance Nil (2024: Nil).

ACCOUNTING POLICY

Financial assets

Trade and other receivables that are held for the purpose of collecting the contractual cash flows where they are solely payments of principal and interest and are not provided at below-market interest rates. These are measured at amortised cost using the effective interest method and subsequently adjusted for any loss allowance.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 3.2 - Non-financial assets

3.2A: Reconciliation of the opening and closing balances of Property, Plant and Equipment and Intangibles

	Leasehold improvements \$'000	Plant and equipment \$'000	Computer software \$'000	Total \$'000
As at 1 July 2024				
Gross book value	35,935	1,378	10,782	48,095
Accumulated depreciation, amortisation and impairment	(7,188)	(434)	(10,629)	(18,251)
Total as at 1 July 2024	28,747	944	153	29,844
Additions				
Purchase or internally developed	-	763	-	763
Revaluations and impairments recognised in other comprehensive income	156	53	-	209
Revaluations recognised in net cost of services	-	(26)	-	(26)
Depreciation and amortisation	(352)	(430)	(84)	(866)
Depreciation on right-of-use-assets	(3,132)	-	-	(3,132)
Disposals	-	(14)	-	(14)
Total as at 30 June 2025	25,419	1,290	69	26,778
Total as at 30 June 2025 represented by				
Gross book value	35,387	1,713	10,782	47,882
Accumulated depreciation, amortisation and impairment	(9,968)	(423)	(10,713)	(21,401)
Total as at 30 June 2025	25,419	1,290	69	26,778
Carrying amount of right-of-use assets	22,714	-	-	22,714

ACCOUNTING POLICY

Property, plant and equipment

Assets are recorded at cost on acquisition except as stated below. The cost of acquisition includes the fair value of assets transferred in exchange and liabilities undertaken.

Assets acquired at no cost, or for nominal consideration, are initially recognised as assets and income at their fair value at the date of acquisition.

Asset recognition threshold

Purchases of plant and equipment are recognised initially at cost in the statement of financial position, except for purchases costing less than \$2,000, which are expensed in the year of acquisition (other than where they form part of a group of similar items which are significant in total). The asset capitalisation threshold for leasehold improvements and computer software is \$50,000.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 3.2 - Non-financial assets (continued)

3.2A: Reconciliation of the opening and closing balances of Property, Plant and Equipment and Intangibles (continued)

Lease Right of Use (ROU) assets

Leased ROU assets are capitalised at the commencement date of the lease and comprise of the initial lease liability amount, initial direct costs incurred when entering into the lease less any lease incentives received. These assets are accounted for by Commonwealth lessees as separate asset classes to corresponding assets owned outright but included in the same column as where the corresponding underlying assets would be presented if they were owned.

Lease ROU assets continue to be measured at cost after initial recognition. An impairment review is undertaken annually for any lease ROU asset that maybe impaired.

Revaluations

Following initial recognition at cost, property, plant and equipment (excluding ROU assets) are carried at fair value (or an amount not materially different from fair value) less subsequent accumulated depreciation and accumulated impairment losses. Valuations are conducted with sufficient frequency to ensure that the carrying amounts of assets do not differ materially from the assets' fair values as at the reporting date. The regularity of independent valuations depends upon the volatility of movements in market values for the relevant assets.

Revaluation adjustments are made on a class basis. Any revaluation increment is credited to equity under the heading of asset revaluation reserve except to the extent that it reversed a previous revaluation decrement of the same asset class that was previously recognised in the surplus/deficit. Revaluation decrements for a class of assets are recognised directly in the surplus/deficit except to the extent that they reversed a previous revaluation increment for that class.

Any accumulated depreciation as at the revaluation date is eliminated against the gross carrying amount of the asset and the asset restated to the revalued amount.

An independent valuer conducted a revaluation of all asset classes as at 30 June 2025 in accordance with AASB 13 *Fair Value Measurement*. This has been reflected in the balances at 30 June 2025.

Fair value

All leasehold improvements (excluding ROU assets), plant and equipment are measured at fair value in the Statement of Financial Position. When estimating fair value, market prices (with adjustment) were used where available. Where market prices were not available, depreciated replacement cost was used (i.e., level 3).

Fair value is determined through the identification of all costs and relevant market evidence. Level 1, 2 and 3 inputs are identified and the movement, if any, between these levels are determined.

Level 3 measurements use inputs to estimate fair value where there are no observable market prices for the assets being valued. The future economic benefits of the CER's plant and equipment and leasehold improvements are not primarily dependent on their ability to generate cash flows. The CER has not disclosed quantitative information about the significant unobservable inputs for the level 3 measurements in these classes.

Material accounting judgements and estimates

The fair value of plant and equipment is assessed at market value or depreciated replacement cost as determined by an independent valuer, with the last valuation being performed on 30 June 2025. Fair value is subject to management assessment in between formal valuations.

Depreciation

Depreciable property, plant and equipment assets are written-off to their estimated residual values over their estimated useful lives to the CER using, in all cases, the straight-line method of depreciation.

Depreciation rates (useful lives), residual values and methods are reviewed at each reporting date and necessary adjustments are recognised in the current, or current and future reporting periods, as appropriate.

**Clean Energy Regulator****NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS****Note 3.2 - Non-financial assets (continued)****3.2A: Reconciliation of the opening and closing balances of Property, Plant and Equipment and Intangibles (continued)**

Depreciation rates applying to each class of depreciable asset are based on the following useful lives:

	2025	2024
Leasehold improvements	lease term	lease term
Plant and equipment	2 to 9 years	2 to 9 years

The depreciation rates for ROU assets are based on the commencement date to the earlier of the end of the useful life of the ROU asset or the end of the lease term.

Impairment

All assets were assessed for impairment at 30 June 2025. Where indications of impairment exist, the asset's recoverable amount is estimated, and an impairment adjustment made if the asset's recoverable amount is less than its carrying amount.

The recoverable amount of an asset is the higher of its fair value less costs of disposal and its value in use. Value in use is the present value of the future cash flows expected to be derived from the asset. Where the future economic benefit of an asset is not primarily dependent on the asset's ability to generate future cash flows, and the asset would be replaced if the CER were deprived of the asset, its value in use is taken to be its depreciated replacement cost.

Derecognition

An item of plant and equipment is derecognised upon disposal or when no further future economic benefits are expected from its use or disposal.

ACCOUNTING POLICY**Intangibles**

The CER's intangibles comprise internally developed software for internal use. These assets are carried at cost less accumulated amortisation and accumulated impairment losses.

The asset capitalisation threshold for internally developed software is \$50,000.

Software is amortised on a straight-line basis over its anticipated useful life. The useful lives of the CER's software are 2 to 10 years (2024: 2 to 10 years).

All software assets were assessed for indications of impairment as at 30 June 2025.

Software as a Service

Software-as-a-Service (SaaS) arrangements are service contracts providing the entity with the right to access the cloud provider's application software over the contract period. As such the CER does not recognise a software intangible asset. Fees for use of application software and customisation costs are recognised as an operating expense.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 3.3 - Payables

	2025 \$'000	2024 \$'000
3.3A: Suppliers		
Contractors	2,572	3,321
Trade Creditors and Accruals	1,348	2,152
Other Supplier Payables	689	493
Total other payables	4,608	5,967

Settlement of supplier payables is usually made within 20 days (2024: 20 days).

	2025 \$'000	2024 \$'000
3.3B: Other payables		
Salaries and wages	1,629	1,341
Superannuation	248	202
Total other payables	1,877	1,543

Note 3.4 - Interest bearing liabilities

	2025 \$'000	2024 \$'000
3.4A: Leases		
Lease liability	25,472	28,186
Total interest bearing liabilities	25,742	28,186

Maturity analysis - contractual undiscounted cash flows

Within 1 year	3,566	3,453
Between 1 to 5 years	15,460	14,973
More than 5 years	9,122	13,174
Total leases	28,418	31,600

Total cash outflow for leases are disclosed in the cash flow statement.

The CER in its capacity as lessee, entered into a sub-lease arrangement with IP Australia for a period of 10 years and four months (with one option of five years) commencing from 26 April 2022 in relation to 47 Bowes Street office premises. The rent is increased on 1 July of each year by 3.25%.

The above lease disclosures should be read in conjunction with the accompanying notes 1.1B and 3.2A.

ACCOUNTING POLICY

For all new contracts entered into, the CER considers whether the contract is, or contains a lease. A lease is defined as 'a contract, or part of a contract, that conveys the right to use an asset (the underlying asset) for a period of time in exchange for consideration'.

Once it has been determined that a contract is, or contains a lease, the lease liability is initially measured at the present value of the lease payments unpaid at the commencement date, discounted using the interest rate implicit in the lease, if that rate is readily determinable, or the CER's incremental borrowing rate.

Subsequent to initial measurement, the liability will be reduced for payments made and increased for interest. It is remeasured to reflect any reassessment or modification to the lease. When the lease liability is remeasured, the corresponding adjustment is reflected in the right-of-use asset or profit and loss depending on the nature of the reassessment or modification.

**Clean Energy Regulator****NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS****4. Assets and liabilities administered on behalf of the Government**

This section analyses assets and liabilities that the CER does not control but administers on behalf of the Government. Unless otherwise noted, the accounting policies adopted are consistent with those applied for departmental reporting.

Note 4.1 - Administered - Financial assets

<u>4.1A: Cash and cash equivalent</u>	2025 \$'000	2024 \$'000
Cash in special accounts	41,788	53
Total cash and cash equivalents	41,788	53
 <u>4.1B: Taxation receivables</u>	 2025 \$'000	 2024 \$'000
Other taxes		
Renewable Energy - shortfall charges and interest	14,194	13,711
Total taxation receivables	14,194	13,711
Less Impairment loss allowance	(13,904)	(13,711)
Total taxation receivables (net)	290	-

ACCOUNTING POLICY

Under the *Renewable Energy (Electricity) Act 2000* (REE Act) liable entities that pay a large-scale generation shortfall charge (LGC) may claim a refund for the shortfall charge less an administration fee. When a liable entity purchases certificates for surrender to the CER, a tax deduction is allowed for the purchase cost.

<u>4.1C: Trade and other receivables</u>	2025 \$'000	2024 \$'000
Other receivables		
ACCU-BMD Receivables	548	-
GST receivable	6,159	67
Total other receivables	6,707	67

Trade and other receivables (net) are expected to be recovered in no more than 12 months. Credit terms for goods and services were within 30 days (2024: 30 days).

ACCOUNTING POLICY

Receivables are carried at amortised cost using the effective interest method. Gains and losses due to impairment, derecognition and amortisation are recognised through profit or loss.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 4.2 - Administered - Payables

4.2A: Suppliers

Settlement of supplier payables is usually made within 20 days (2024: 20 days).

4.2B: Other payables

	2025 \$'000	2024 \$'000
Purchase of Australian Carbon Credit Units	197	3,033
Special account seller payables	40,175	87
Total Other Payables	40,375	3,120

ACCOUNTING POLICY

Purchase of Australian Carbon Credit Units

The CER will recognise an 'other payable' once a contractual milestone has been met under the contract and there is an unconditional obligation to pay the third party.

Special account seller payables

The CER operates the STC clearing house to facilitate the purchase and sale of certificates between liable entities and individuals or agents installing small-scale solar, wind and hydro systems. In 2024-25, the clearing house experienced a certificate deficit which resulted in the CER having to generate certificates to meet demand. The payable will increase when new public certificates are created and decrease when surrendered.

Note 4.3 - Administered - Provisions

4.3A: Provisions

	Renewable energy target shortfalls \$'000	Purchase of Australian Carbon Credit Units \$'000	Total \$'000
As at 1 July 2024	778,637	42,057	820,694
Additional provisions made	246,296	18,724	265,020
Amounts used	(264,677)	(25,613)	(290,290)
Total at 30 June 2025	760,256	35,168	795,424

ACCOUNTING POLICY

Renewable energy target shortfalls

The LRET creates a financial incentive for the establishment and growth of renewable energy power stations through the creation of LGCs.

Refunds are made to external providers on the basis of:

- surrender of LGCs during the 'allowable refund period', and/or
- a downward reassessment of a liable entity's certificate liability resulting in an overpayment.

Clean Energy Regulator**NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS**

A provision and expense for the refund of shortfall charges is recognised where the CER is satisfied that:

- a present obligation exists for a refund to be made where a liable entity meets the requirements of the three-year rule as detailed in sections 95-97 of the REE Act
- it is more likely than less likely that sufficient certificates will be available in future years to allow entities to meet their current year obligations and seek refund of shortfall charges, and
- the price of certificates is anticipated to be less than the tax effective cost of the shortfall charge.

Purchase of Australian Carbon Credit Units

The ACCU Scheme is a voluntary scheme that aims to provide incentives for a range of organisations and individuals to reduce their emissions.

ACCUs are earned by participants through eligible projects for each tonne of carbon dioxide equivalent (tCO₂-e) stored or avoided.

Under the ACCU Scheme auction arrangements, participants entered into one of the following arrangements:

- Fixed delivery contract. Where the participant agreed to provide a set number of ACCUs at a set price for the duration of the contract. Participants of existing contracts have the choice whether to source the ACCUs through delivery of an identified project or through acquisition in the secondary market, or
- Optional delivery contract. The participant has the right, but not the obligation, to sell a set number of ACCUs at a set price. ACCUs provided under these contracts must be delivered through the identified project and cannot be sourced through the secondary market.

The CER 's accounting policy for ACCU Scheme transactions is:

- a liability will be recognised under the ACCU Scheme where it has a present obligation arising from a past event, and
- the obligating event is on ACCU's issued and where there is evidence the ACCU will be purchased under a carbon abatement contract.

A provision and expense are recognised on issuance of the ACCU to a contract holder, based on the best estimate of the amount required to settle that obligation. In most cases this is likely to be the fixed purchase price within the contract. A provision is recognised as there is uncertainty around timing and the amount as the contracted party may choose not to surrender generated ACCUs on the milestone delivery date.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

5. Funding

This section identifies the CER's funding structure.

Note 5.1 - Appropriations

5.1A: Annual appropriations ('Recoverable GST exclusive')

Annual appropriations for 2025	Annual appropriation \$'000	Adjustments to appropriation ¹ \$'000	Total appropriation \$'000	Appropriation applied in 2025 (current and prior years) \$'000	Variance \$'000
Departmental					
Ordinary annual services	115,567	1,452	117,019	117,183	(164)
Capital budget	-	-	-	751	(751)
Total departmental	115,567	1,452	117,019	117,934	(915)
Administered					
Ordinary annual services					
Administered items ²	269,947	-	269,947	29,297	240,650
Total administered	269,947	-	269,947	29,297	240,650

¹ Adjustments to appropriations includes adjustments to current year annual appropriations for PGPA Act section 74 receipts.

² The variance of \$240.65 million reflects changes in the profile of contracted payments under the Emissions Reduction Fund.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 5.1 – Appropriations (continued)

5.1A: Annual appropriations ('Recoverable GST exclusive') (continued)

Annual appropriations for 2024	Annual appropriation \$'000	Adjustments to appropriation ¹ \$'000	Total appropriation \$'000	Appropriation applied in 2024 (current and prior years) \$'000	Variance \$'000
Departmental					
Ordinary annual services	133,381	2,175	135,556	132,587	2,969
Capital budget ²	1,189	-	1,189	385	804
Other services					
Equity injections ³	7,491	-	7,491	-	7,491
Total departmental	142,061	2,175	144,236	132,972	11,264
Administered					
Ordinary annual services					
Administered items ⁴	332,743	-	332,743	32,879	299,864
Total administered	332,743	-	332,743	32,879	299,864

¹ Adjustments to appropriations includes adjustments to current year annual appropriations for PGPA Act section 74 receipts.

² Departmental Capital Budgets are appropriated through Supply Acts (No.1 and 3). They form part of ordinary annual services and are not separately identified in the Appropriation Acts.

³ The variance relates to \$7.491 million withheld under section 51 of the PGPA Act – Appropriation Act (No. 2) 2023-24. This amount was withheld due to a reclassification from equity injections to departmental operating funding.

⁴ The variance of \$299.864 million reflects changes in the profile of contracted payments under the Emissions Reduction Fund.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 5.1 - Appropriations (continued)

5.1B: Unspent annual appropriations ('Recoverable GST exclusive')

	2025 \$'000	2024 \$'000
Departmental		
Appropriation Act (No. 2) 2021-2022 ¹	-	5,746
Appropriation Act (No. 2) 2022-2023 ²	4,953	4,953
Supply Act (No. 1) 2022-2023 ³	1,156	1,156
Supply Act (No. 1) 2022-2023 - DCB	-	282
Supply Act (No. 2) 2022-2023 ⁴	4,869	4,869
Supply Act (No. 3) 2022-2023 ⁵	1,899	1,899
Supply Act (No. 3) 2022-2023 – DCB ⁶	204	673
Supply Act (No. 4) 2022-2023 ⁷	6,815	6,815
Appropriation Act (No. 1) 2023-2024	-	17,991
Appropriation Act (No. 1) 2023-2024 - DCB	1,189	1,189
Appropriation Act (No. 2) 2023-2024 ⁸	7,491	7,491
Appropriation Act (No. 3) 2023-2024	43	15,469
Appropriation Act (No. 1) 2024-2025	33,252	-
Cash and cash equivalents	373	389
Total departmental	62,244	68,922

¹ Appropriation Act (No.2) 2021-2022, this appropriation lapsed on 1 July 2024.

² Appropriation Act (No.2) 2022-23 includes unspent fund of \$4.953 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

³ Supply Act (No.1) 2022-23 includes unspent fund of \$1.156 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

⁴ Supply Act (No.2) 2022-23 includes unspent fund of \$4.869 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

⁵ Supply Act (No.3) 2022-23 includes unspent fund of \$1.899 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

⁶ Supply Act (No.3) 2022-23 – DCB, this appropriation will lapse on 1 July 2025.

⁷ Supply Act (No.4) 2022-23 includes unspent fund of \$6.815 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

⁸ Appropriation Act (No.2) 2023-24 includes unspent fund of \$7.491 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 5.1 - Appropriations (continued)

5.1B: Unspent annual appropriations ('Recoverable GST exclusive')

	2025 \$'000	2024 \$'000
Administered		
Appropriation Act (No. 1) 2021-2022 ¹	-	225,559
Appropriation Act (No. 1) 2022-2023 ²	1,229	1,229
Supply Act (No. 1) 2022-2023 ³	60,950	60,950
Supply Act (No. 3) 2022-2023 ⁴	131,264	131,264
Appropriation Act (No. 1) 2023-2024 ⁵	201,516	201,516
Appropriation Act (No. 3) 2023-2024 ⁶	98,452	98,452
Appropriation Act (No. 1) 2024-2025 ⁷	240,650	-
Total administered	734,061	718,970

¹ Appropriation Act (No.1) 2021-22, this appropriation lapsed on 1 July 2024.

² Appropriation Act (No.1) 2022-23, this appropriation will lapse on 1 July 2025.

³ Supply Act (No.1) 2022-23 includes unspent fund of \$60.413 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

⁴ Supply Act (No.1) 2022-23 includes unspent fund of \$131.264 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025. This appropriation will lapse on 1 July 2025.

⁵ Appropriation Act (No.1) 2023-24 includes unspent fund of \$201.516 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025.

⁶ Appropriation Act (No.3) 2023-24 includes unspent fund of \$13.883 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025.

⁷ Appropriation Act (No.1) 2024-25 includes unspent fund of \$202.739 million, the funds are subject to PGPA Act section 51 withholding quarantine and are considered legally available as at 30 June 2025.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 5.1 - Appropriations (continued)

5.1C: Special appropriations ('Recoverable GST exclusive')

Authority		Appropriation applied	
		2025 \$'000	2024 \$'000
<i>Renewable Energy (Electricity) Act 2000</i> , section 157, Administered, Unlimited amount	To enable payments in respect of: a) section 50 refunds of overpaid amounts b) section 98 refund of charge where certificates are surrendered c) section 121 compensation from damage to electronic equipment.	264,736	405,133
<i>Public Governance, Performance and Accountability Act 2013</i> , section 77, Administered, Refund	To provide an appropriation where an Act or other law requires or permits the repayment of an amount received by the Commonwealth and the Finance Minister is satisfied that, apart from this section, there is no specific appropriation for the repayment.	31,042	21,270
<i>Clean Energy Act 2011</i> , section 132, Administered, Unlimited amount ¹	To provide an appropriation for the refund of surplus surrender specified by section 132 of the <i>Clean Energy Act 2011</i> .	-	-
<i>Clean Energy Legislation (Carbon Tax Repeal) Act 2014</i> , section 343A(3), Administered, Unlimited amount	To provide an appropriation to pay for carbon units cancelled by section 343A of the <i>Clean Energy Legislation (Carbon Tax Repeal) Act 2014</i> .	-	-
Total special appropriations applied		295,778	426,403

¹ Section 132 of the *Clean Energy Act 2011* was not repealed by the *Clean Energy Legislation (Carbon Tax Repeal) Act 2014* (the Carbon Tax Repeal Act).



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 5.2 - Special account

	Renewable Energy Special Account (Administered) ¹	
(Recoverable GST exclusive)	2025 \$'000	2024 \$'000
Balance brought forward from previous period	53	117,192
Adjusted balance brought forward from previous period	53	117,192
Increases - receipts from buyers	878,711	560,707
Available for payments	878,764	677,899
Decreases - payments to sellers	(831,584)	(677,846)
Total balance carried to the next period	47,180	53
Balance represented by:		
Cash held in the Clean Energy Regulator's bank accounts ²	41,788	53
Net GST receivable	5,392	-
Total balance carried to the next period	47,180	53

¹ Appropriation: *Public Governance, Performance and Accountability Act 2013* section 80. Establishing Instrument: *Renewable Energy (Electricity) Act 2000*, section 30R.

The purposes of the Renewable Energy Special Account are:

- paying amounts under paragraph 30N(3)(b) in relation to the transfer of certificates
- paying amounts under subparagraph 30P(4)(b)(ii) in relation to the transfer of certificates
- refunding amounts under regulations made for the purpose of paragraph 30U(2)(i), and
- paying amounts of GST for which the Regulator is liable because of the creation of certificates for purchasers under section 30P.

Transactions related to the STC clearing house are reported in the Administered Schedule of Assets and Liabilities as Cash and cash equivalents and Supplier payables. This is because the CER is facilitating transactions between buyers and sellers through the STC clearing house and any net cash resulting is not revenue for Government.

² This balance is reflected in the cash in special accounts under Note 4.1A and relates to seller payables.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 5.3 - Regulatory charging summary

	2025 \$'000	2024 \$'000
External revenue		
Administered	23,035	24,520
Total external revenue	23,035	24,520

Departmental expenses are funded through annual appropriations. These resources generate administered revenue.

Regulatory charging activities

To participate in the RET schemes and access the REC Registry, users are required to pay a fee when they create and surrender STCs and LGCs. These fees are payable in accordance with the *Renewable Energy (Electricity) Regulations 2011*.

CER has developed a Cost Recovery Implementation Statement for the above activity and it is undergoing review prior to being published.

Note 5.4 - Net cash appropriation arrangements

Total comprehensive loss— as per the Statement of Comprehensive Income	(869)	1,398
Plus: depreciation/amortisation of assets funded through appropriations (departmental capital budget funding and /or equity injections) ¹	866	946
Plus: depreciation right-of-use assets ²	3,132	3,133
Less: lease principal repayments ²	(2,714)	(2,532)
Net Cash Operating Surplus/ (Deficit)	415	2,945

¹ The Government introduced net cash appropriation arrangements, where revenue appropriations for depreciation/amortisation expenses of non-corporate Commonwealth entities were replaced with a separate capital budget provided through equity appropriations. Capital budgets are to be appropriated in the period when cash payment for capital expenditure is required.

² The inclusion of depreciation/amortisation expenses related to ROU leased assets and the lease liability principal repayment amount reflects the cash impact of AASB 16 Leases, which does not directly reflect a change in appropriation arrangements.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

6. People and relationships

This section describes a range of employment and post-employment benefits provided to our people and our relationships with other key people.

Note 6.1 - Employee provisions

6.1A: Employee provisions	2025 \$'000	2024 \$'000
Leave	<u>12,952</u>	<u>12,762</u>
Total employee provisions	<u>12,952</u>	<u>12,762</u>

ACCOUNTING POLICY

Liabilities for short-term employee benefits and termination benefits expected within twelve months of the end of reporting period are measured at their nominal amount. The nominal amount is calculated on the rates expected to be paid on settlement of the liability.

Leave

The liability for employee benefits includes provision for annual leave and long service leave.

The leave liabilities are calculated on the basis of employees' remuneration at the estimated salary rates that will be applied at the time the leave is taken, including the CER's employer superannuation contribution rates to the extent that the leave is likely to be taken during service rather than paid out on termination.

The liability for long service leave has been determined using the shorthand method as prescribed in the *Financial Reporting Rule 2015*. The estimate of the present value of the liability considers attrition rates and pay increases through promotion and inflation.

Superannuation

The CER's staff are members of the Commonwealth Superannuation Scheme (CSS), the Public Sector Superannuation Scheme (PSS), or the PSS accumulation plan (PSSap), or other superannuation funds held outside the Australian Government.

The CSS and PSS are defined benefit schemes for the Australian Government. The PSSap is a defined contribution scheme.

The liability for defined benefits is recognised in the financial statements of the Australian Government and is settled by the Australian Government in due course. This liability is reported in the Department of Finance's administered schedules and notes.

The CER makes employer contributions to the employees' defined benefit superannuation scheme at rates determined by an actuary to be sufficient to meet the current cost to the Government. The CER accounts for the contributions as if they were contributions to defined contribution plans.

The liability for superannuation recognised as at 30 June 2025 represents outstanding contributions.

Material accounting judgements and estimates

Employee leave provisions involve assumptions based on the expected tenure of existing staff, pattern of leave claims and payouts, future salary movements and future discount rates.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 6.2 - Key management personnel remuneration

Key management personnel are those persons having authority and responsibility for planning, directing and controlling the activities of the CER, directly or indirectly, including any director (whether executive or otherwise) of the CER. The CER has determined the key management personnel to be the Chair, members of the Regulator, and members of the Strategic Leadership Team. Key management personnel remuneration is reported in the table below:

	2025 \$'000	2024 \$'000
Short-term employee benefits	1,946	2,083
Post-employment benefits	286	259
Other long-term employee benefits	139	41
Total key management personnel remuneration expenses¹	2,371	2,383

¹ The above key management personnel remuneration excludes the remuneration and other benefits of the Portfolio and Cabinet Ministers. Ministerial remuneration and other benefits are set by the Remuneration Tribunal and are not paid by the CER.

The total number of key management personnel that is included in the above table is 18 (2024: 17).

Total remuneration is calculated on a pro-rata basis equal to time spent in the role for those staff who acted during the reporting period in the role of a key management personnel.

Note 6.3 - Related parties

Related party relationships

The CER is an Australian Government controlled entity. Related parties to the CER are:

- key management personnel of the CER, their close family members, and entities controlled or jointly controlled by either;
- Portfolio and Cabinet Ministers- key management personnel for the consolidated Whole of Government accounts, and
- all other Australian Government entities.

Transactions with related parties

Significant transactions with related parties can include:

- purchase of goods and services
- asset purchases, sales, transfers or leases
- selling RECs under the renewable energy scheme following the installation of rooftop solar panels, and
- debts forgiven.

Upon consideration of relationships with related entities, and transactions entered into during the reporting period by the CER, it has been determined that there are no related party transactions to be disclosed other than key management personnel remuneration disclosed in Note 6.2.

**Clean Energy Regulator****NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS****7. Managing uncertainties**

This section analyses how the CER manages financial risks within its operating environment.

Note 7.1A - Contingent assets and liabilitiesQuantifiable Contingencies

There were no quantifiable contingent assets or liabilities as at 30 June 2025 (2024: Nil).

Unquantifiable Contingencies

There were no unquantifiable contingent assets or liabilities as at 30 June 2025 (2024: Nil).

ACCOUNTING POLICY

Contingent liabilities and contingent assets are not recognised in the statement of financial position but are reported in the notes. They may arise from uncertainty as to the existence of a liability or asset or represent an asset or liability in respect of which the amount cannot be reliably measured. Contingent assets are disclosed when settlement is probable but not virtually certain and contingent liabilities are disclosed when settlement is greater than remote.

Note 7.1B - Administered - Contingent assets and liabilities

	2025 \$'000	2024 \$'000
Contingent assets		
Balance from previous period	787	9,474
New contingent assets recognised	-	710
Assets realised	(787)	(9,397)
Total contingent assets	-	787
Contingent Liabilities		
Balance from previous period	348	1,273
New contingent liabilities recognised	105	-
Liabilities removed	(348)	(925)
Total contingent liabilities	105	348

Quantifiable Administered Contingencies

The above table contains \$0 million (2024: \$0.787 million) of contingent assets in respect to ACCU Scheme contractual obligations. Carbon abatement contract holders may elect to make an exit payment to the CER to release them from their contractual obligations. ACCU Scheme exit fee contingent assets are recognised where the CER assesses an exit fee application as eligible. The CER provides conditional approval for the exit fees to be paid dependent upon the exit fee being paid in full by the milestone delivery date.

The table also contains \$0.105 million (2024: \$0.348 million) of contingent liabilities in respect to shortfall payment refunds. Entities that have paid a large-scale generation shortfall charge may potentially be eligible for a refund under section 95 of the REE Act subject to meeting certain criteria. A case-by-case analysis was conducted to identify the entities potentially eligible for a refund and to determine the amount more probable than not to be claimed.



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 7.1B - Administered - Contingent assets and liabilities (continued)

Unquantifiable Administered Contingencies

Since 12 January 2023, s11A of the Carbon Credits (Carbon Farming Initiative) Rule 2015 has required ACCUs delivered under ACCU scheme carbon abatement contracts to accumulate in an account that may be used for Cost Containment Measure sales. As at 30 June 2025 there were 4.321 million ACCUs available in this account.

Total supply is limited to the number of ACCUs accumulated in the account and the volume available will be determined by commercial decisions on delivery against Commonwealth contracts.

Sales are restricted to entities that meet certain criteria, and the unit purchase price is set by the legislation at \$75 indexed each financial year beginning July 2024, by the CPI plus 2%. For 2024-25 the Cost Containment Measure ACCU Price is set at \$79.20. The indicative spot price for ACCUs at 30 June 2025 was \$34.45.

Based on the unknown timing and price of any unit sales under the Cost Containment Measure, the units are considered an unquantifiable contingent asset for reporting purposes.

Note 7.2 - Financial Instruments

7.2A: Categories of Financial Instruments	2025 \$'000	2024 \$'000
Financial assets at amortised cost		
Cash and cash equivalents	373	389
Trade receivables	5	97
Total financial assets at amortised cost	378	486
Total financial assets	378	486
Financial liabilities measured at amortised cost		
Trade creditors and accruals	4,608	5,967
Total financial liabilities measured at amortised cost	4,608	5,967
Total financial liabilities	4,608	5,967

ACCOUNTING POLICY

Financial assets

The CER classifies its financial assets as measured at amortised cost. The classification depends on both the CER's business model for managing the financial assets and contractual cash flow characteristics at the time of initial recognition.

Financial assets are recognised when the CER becomes a party to the contract and, as a consequence, has a legal right to receive or a legal obligation to pay cash and derecognised when the contractual rights to the cash flows from the financial asset expire or are transferred upon trade date.

Financial Assets at Amortised Cost

Financial assets included in this category need to meet two criteria.

1. The financial asset is held in order to collect the contractual cash flows.
2. The cash flows are solely payments of principal and interest (SPPI) on the principal outstanding amount.

Amortised cost is determined using the effective interest method.

Effective Interest Method

Income is recognised on an effective interest rate basis for financial assets that are recognised at amortised cost.

**Clean Energy Regulator****NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS****Note 7.2 - Financial Instruments (continued)***Impairment of Financial Assets*

The simplified approach for trade, contract and lease receivables is used. This approach always measures the loss allowance as the amount equal to the lifetime expected credit losses.

A write-off constitutes a de-recognition event where the write-off directly reduces the gross carrying amount of the financial asset.

Financial liabilities

Financial liabilities are classified as either financial liabilities 'at fair value through profit or loss' or other financial liabilities. Financial liabilities are recognised and derecognised upon 'trade date'.

Financial Liabilities at Amortised Cost

Financial liabilities are initially measured at fair value, net of transaction costs. These liabilities are subsequently measured at amortised cost using the effective interest method, with interest expense recognised on an effective interest basis.

Supplier and other payables are recognised at amortised cost. Liabilities are recognised to the extent that the goods or services have been received (and irrespective of having been invoiced).

Note 7.3 - Administered - Financial instruments

<u>7.3A: Categories of Financial Instruments</u>	2025 \$'000	2024 \$'000
Financial assets at amortised cost		
Cash on hand or on deposit	41,788	53
Total financial assets at amortised cost	41,788	53
Total financial assets	41,788	53
Financial liabilities measured at amortised cost		
Supplier payables	7,665	11
Purchase of Australian Carbon Credit Units	197	3,033
Special account seller payables	40,175	87
Total financial liabilities measured at amortised cost	48,037	3,131
Total financial liabilities	48,037	3,131
<u>7.3B: Net Losses on Financial Assets</u>	2025 \$'000	2024 \$'000
Financial assets at amortised cost		
Impairment of taxation receivables	271	2,355
Net losses on financial assets at amortised cost	271	2,355


Clean Energy Regulator
NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS
8. Other information
Note 8.1 - Current/non-current distinction for assets and liabilities

8.1A: Current/non-current distinction for assets and liabilities	2025 \$'000	2024 \$'000
Assets expected to be recovered in:		
No more than 12 months		
Cash and cash equivalents	373	389
Trade and other receivables	35,267	36,637
Leasehold improvements	2,705	2,901
Prepayments	1,822	1,503
Total no more than 12 months	40,167	41,430
More than 12 months		
Leasehold improvements	22,714	25,846
Plant and equipment	1,290	944
Intangibles	69	153
Prepayments	219	62
Total more than 12 months	24,292	27,005
Total assets	64,459	68,435
Liabilities expected to be settled in:		
No more than 12 months		
Suppliers	4,608	5,967
Other payables	1,877	1,543
Leases	2,904	2,714
Employee provisions	5,447	5,161
Total no more than 12 months	14,836	15,385
More than 12 months		
Leases	22,568	25,472
Employee Provisions	7,505	7,601
Total more than 12 months	30,073	33,073
Total liabilities	44,909	48,458



Clean Energy Regulator

NOTES TO AND FORMING PART OF THE FINANCIAL STATEMENTS

Note 8.1 - Current/non-current distinction for assets and liabilities (continued)

8.1B: Administered- Current/non-current distinction for assets and liabilities	2025 \$'000	2024 \$'000
Assets expected to be recovered in:		
No more than 12 months		
Cash and cash equivalents	41,788	53
Taxation receivables	290	-
Trade and other receivables	6,707	67
Prepayments	113	132
Total no more than 12 months	48,898	252
Total assets	48,898	252
Liabilities expected to be settled in:		
No more than 12 months		
Suppliers	7,665	11
Special account seller payables	40,372	3,120
Provision – Purchase of Australian Carbon Credit Units	35,168	42,057
Provision – Renewable Energy Target shortfall	470,280	595,223
Total no more than 12 months	553,485	640,411
More than 12 months		
Provision – Renewable Energy Target shortfall	289,976	183,414
Total more than 12 months	289,976	183,414
Total liabilities	843,461	823,825



Appendices





Appendix A: Entity resource statement and expenses by outcome

Table 10: Resource statement, 2024–25

	Actual available appropriation for 2024–25 \$'000 (a)	Payments made 2024–25 \$'000 (b)	Balance remaining 2024–25 \$'000 (a) – (b)
Departmental			
Annual appropriations – ordinary annual services ^{1,2}	151,071	117,183	33,888
Annual appropriations – other services – non-operating ³	1,940	751	1,189
Total departmental annual appropriations	153,011	117,934	35,077
Total departmental resourcing (A)	153,011	117,934	35,077
Administered			
Annual appropriations – ordinary annual services ¹	269,947	29,297	
Total administered annual appropriations	269,947	29,297	
Administered special appropriations			
<i>Public Governance, Performance and Accountability Act 2013 – section 77</i>	31,042	31,042	
<i>Renewable Energy (Electricity) Act 2000 – section 157</i>	264,736	264,736	
Total administered special appropriations	295,778	295,778	
Total administered resourcing (B)	565,725	325,075	
Total resourcing and payments for the Clean Energy Regulator (A+B)	718,736	443,009	

^{1.} Appropriation Act (No. 1) 2024–2025 and Appropriation Act (No. 3) 2023–2024. This may also include prior year departmental appropriation and section 74 external revenue.

^{2.} Departmental capital budgets are not separately identified and form part of ordinary annual services items. For accounting purposes, this amount has been designated as a 'contribution by owner'.

^{3.} Appropriation Act (No. 3) 2023–2024 and Appropriation Act (No. 1) 2023–2024. This may also include prior year departmental appropriation.

**Table 11: Summary of total expenses by Outcome 1, 2024–25**

Expenses for Outcome 1			
Outcome 1: Contribute to a reduction in Australia's net greenhouse gas emissions, including through the administration of market-based mechanisms that incentivise reduction in emissions and the promotion of additional renewable electricity generation.	Budget¹	Actual	Variations
	2024–25	2024–25	2024–25
	\$'000	\$'000	\$'000
	(a)	(b)	(a) – (b)
Program 1.1: Clean Energy Regulator			
Administered expenses			
Ordinary annual services (Appropriation Act No. 1)	269,947	19,858	250,089
Special appropriations	509	246,296	(245,787)
Administered total	270,456	266,154	4,302
Departmental expenses			
Departmental appropriation	109,067	112,57	(3,504)
Expenses not requiring appropriation in the Budget year ²	1,818	1,236	582
Departmental total	110,885	113,807	(2,922)
Total expenses for Program 1.1	381,341	379,961	1,380
Total expenses for Outcome 1	381,341	379,961	1,380

¹ Full-year budget, including any subsequent adjustment made to the 2024–25 budget.

² Expenses not requiring appropriation in the Budget year are made up of depreciation expenses, amortisation expenses and audit fees.

	2024–25	2023–24
Average staffing level (number)	387	378

Table 12: Summary of total expenses by Outcome 2, 2024–25

Expenses for Outcome 2			
Outcome 2: Contribute to the sustainable management of Australia's biodiversity through the administration of market-based mechanisms that incentivise the preservation and improvement of diverse ecosystems.	Budget¹	Actual	Variations
	2024–25	2024–25	2024–25
	\$'000	\$'000	\$'000
	(a)	(b)	(a) – (b)
Program 2.1: Clean Energy Regulator			
Departmental expenses			
Departmental appropriation	6,500	2,199	4,301
Departmental total	6,500	2,199	4,301
Total expenses for Program 2.1	6,500	2,199	4,301
Total expenses for Outcome 2	6,500	2,199	4,301

¹ Full-year budget, including any subsequent adjustment made to the 2024–25 budget.

	2024–25	2023–24
Average staffing level (number)	13	10



Appendix B: Workforce statistics

Indigenous employment

Table 13: Aboriginal and Torres Strait Islander employees, 2024–25 and 2023–24

	2024–25	2023–24
Ongoing	2	2
Non-ongoing	0	0
Total	2	2

Ongoing and non-ongoing employees by employment status and APS classification

Table 14: Ongoing and non-ongoing employment type by level, as at 30 June 2025

	Ongoing			Non-ongoing			Total
	Full time	Part time	Total	Full time	Part time	Total	
SES 2	2	0	2	0	0	0	2
SES 1	9	0	9	0	0	0	9
EL 2	39	5	44	1	0	1	45
EL 1	99	13	112	1	0	1	113
APS 6	103	21	124	3	1	4	128
APS 5	67	8	75	1	1	2	77
APS 4	43	3	46	9	1	10	56
APS 3	1	2	3	1	1	2	5
APS 2	1	0	1	0	0	0	1
APS 1	0	0	0	0	0	0	0
Graduates	6	0	6	0	0	0	6
Total	370	52	422	16	4	20	442

Table 15: Ongoing and non-ongoing employment type by level, as at 30 June 2024

	Ongoing			Non-ongoing			Total
	Full time	Part time	Total	Full time	Part time	Total	
SES 2	2	0	2	0	0	0	2
SES 1	9	0	9	0	0	0	9
EL 2	41	5	46	0	0	0	46
EL 1	89	7	96	2	1	3	99
APS 6	104	17	121	6	2	8	129
APS 5	53	12	65	2	0	2	67
APS 4	44	2	46	10	1	11	57
APS 3	0	2	2	7	8	15	17
APS 2	0	0	0	0	0	0	0
APS 1	0	0	0	0	0	0	0
Graduates	8	0	8	0	0	0	8
Total	350	45	395	27	12	39	434



Employees by gender, employment status and APS classification

Table 16: Ongoing employees by gender, employment status and APS classification, as at 30 June 2025

	Man/male			Woman/female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
SES 2	2	0	2	0	0	0	0	0	0	0	0	0	0	0	0	2
SES 1	2	0	2	7	0	7	0	0	0	0	0	0	0	0	0	9
EL 2	24	3	27	15	2	17	0	0	0	0	0	0	0	0	0	44
EL 1	42	3	45	57	10	67	0	0	0	0	0	0	0	0	0	112
APS 6	57	5	62	46	16	62	0	0	0	0	0	0	0	0	0	124
APS 5	22	1	23	45	7	52	0	0	0	0	0	0	0	0	0	75
APS 4	18	0	18	25	3	28	0	0	0	0	0	0	0	0	0	46
APS 3	1	0	1	0	2	2	0	0	0	0	0	0	0	0	0	3
APS 2	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
Graduates	2	0	2	4	0	4	0	0	0	0	0	0	0	0	0	6
Total	171	12	183	199	40	239	0	0	0	0	0	0	0	0	0	422

Table 17: Non-ongoing employees by gender, employment status and APS classification, as at 30 June 2025

	Man/male			Woman/female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
EL 2	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
EL 1	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
APS 6	2	0	2	0	1	1	0	0	0	0	0	0	1	0	1	4
APS 5	0	1	1	1	0	1	0	0	0	0	0	0	0	0	0	2
APS 4	6	0	6	3	1	4	0	0	0	0	0	0	0	0	0	10
APS 3	0	0	0	1	1	2	0	0	0	0	0	0	0	0	0	2
Total	10	1	11	5	3	8	0	0	0	0	0	0	1	0	1	20



Employees by gender and employment status

Table 18: Ongoing and non-ongoing employees by employment type and gender, as at 30 June 2025

	Man/male			Woman/female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
Ongoing	171	12	183	199	40	239	0	0	0	0	0	0	0	0	0	422
Non-ongoing	10	1	11	5	3	8	0	0	0	0	0	0	1	0	1	20
Total	181	13	194	204	43	247	0	0	0	0	0	0	1	0	1	442

Table 19: Ongoing and non-ongoing employees by employment type and gender, as at 30 June 2024

	Man/male			Woman/female			Non-binary			Prefers not to answer			Uses a different term			Total
	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	Full time	Part time	Total	
Ongoing	163	11	174	187	34	221	0	0	0	0	0	0	0	0	0	395
Non-ongoing	12	5	17	15	6	21	0	1	1	0	0	0	0	0	0	39
Total	175	16	191	202	40	242	0	1	1	0	0	0	0	0	0	434

Employment type by location

Table 20: Ongoing and non-ongoing employees by location, as at 30 June 2025

	Ongoing	Non-ongoing	Total
Australian Capital Territory	422	20	442
Total	422	20	442



Appendix C: Executive remuneration

Remuneration information is included for the following categories of officials:

- key management personnel
- senior executives
- other highly paid staff, whose total remuneration exceeds the threshold remuneration amount of \$260,000 for the reporting period.

During the reporting period ended 30 June 2025, the CER had 18 executives who met the definition of key management personnel (see Table 21).

Table 21: Key management personnel, 2024–25

Name	Position	Period in position
David Parker	Chair/Accountable Authority	01 July 2024 – 30 June 2025
Mark Williamson	Executive General Manager	01 July 2024 – 30 June 2025
Carl Binning	Executive General Manager	01 July 2024 – 30 June 2025
Bronwen Shelley	General Counsel	01 July 2024 – 30 June 2025
Liza Pegorer	Chief Operating Officer	01 July 2024 – 30 June 2025
Katherine Vidgen	Regulator member	01 July 2024 – 31 December 2024
Charles Kiefel	Regulator member	01 July 2024 – 24 November 2024
John Kettle	Regulator member	01 July 2024 – 03 April 2025
Matthew Cahill	Regulator member	04 February 2025 – 30 June 2025
Joanna Sheppard	Regulator member	03 February 2025 – 30 June 2025
Anne Hancock	Regulator member	03 February 2025 – 30 June 2025
Oliver Costello	Regulator member	03 February 2025 – 30 June 2025
Jane Wardlaw	Acting Executive General Manager	13 September 2024 – 03 December 2024
Piet Powell	Acting Executive General Manager	02 September 2024 – 11 November 2024
Katerina Tsiolkas	Acting General Counsel	22 July 2024 – 02 August 2024 05 August 2024 – 03 September 2024 24 February 2024 – 07 March 2025
Rizwan Akhund	Acting General Counsel	10 February 2025 – 21 February 2025
Leanne Rasheed	Acting Chief Operating Officer	06 January 2025 – 10 January 2025
Nicholas Smith	Acting Chief Operating Officer	16 April 2025 – 28 April 2025

In the notes to the financial statements for the period ended 30 June 2025, we have disclosed key management personnel expenses on an accruals basis (see Table 22).



Table 22: Key management personnel remuneration for the reporting period ended 30 June 2025

Note 6.2: Key management personnel remuneration for the reporting period		\$
Short-term benefits		
Base salary		1,936,747
Bonus		-
Other benefits and allowances ¹		9,021
Total short-term benefits		1,945,768
Post-employment benefits		
Superannuation		285,782
Total post-employment benefits		285,782
Other long-term benefits		
Long service leave		138,909
Total other long-term benefits		138,909
Termination benefits		
Total key management personnel remuneration		2,370,459

¹. Other benefits and allowances relate to car parking.

This information has been further disaggregated in Table 23.

**Table 23: Total remuneration by key management personnel, 2024–25**

Name	Position title	Short-term benefits			Post-employment benefits	Other long-term benefits	Termination benefits (\$)	Total remuneration (\$)
		Base salary (\$)	Bonuses (\$)	Other benefits and allowances including FBT (\$)	Superannuation contributions (\$)	Long service leave ¹ (\$)		
David Parker	Chair/Accountable Authority	472,329	-	1,681	75,860	33,110	-	582,980
Mark Williamson	Executive General Manager	340,844	-	1,681	44,389	11,811	-	398,725
Carl Binning	Executive General Manager	343,537	-	1,681	53,593	67,185	-	465,996
Bronwen Shelley	General Counsel	214,079	-	1,681	39,212	12,456	-	267,428
Liza Pegorer	Chief Operating Officer	273,620	-	1,681	39,939	7,064	-	318,304
Katherine Vidgen	Regulator member	31,032	-	-	3,577	-	-	34,609
Charles Kiefel	Regulator member	24,685	-	-	2,847	-	-	27,532
John Kettle	Regulator member	46,784	-	-	5,388	-	-	52,172
Matthew Cahill	Regulator member	14,576	-	-	1,460	-	-	16,036
Joanna Sheppard	Regulator member	23,039	-	-	2,650	-	-	25,689
Anne Hancock	Regulator member	24,920	-	-	2,650	-	-	27,570
Oliver Costello	Regulator member	24,920	-	-	2,650	-	-	27,570
Jane Wardlaw	Acting Executive General Manager	55,558	-	115	8,063	3,465	-	67,201
Piet Powell	Acting Executive General Manager	27,095	-	115	3,902	1,032	-	32,144
Katerina Tsiolkas	Acting General Counsel	4,638	-	249	729	355	-	5,971
Rizwan Akhund	Acting General Counsel	5,434	-	55	1,139	249	-	6,877
Leanne Rasheed	Acting Chief Operating Officer	6,121	-	23	1,062	2,094	-	9,300
Nicholas Smith	Acting Chief Operating Officer	3,536	-	60	672	88	-	4,356
Total		1,936,747	-	9,022	285,782	138,909	-	2,370,459

¹ Regulator members are not entitled to long service leave benefits under the relevant Remuneration Tribunal Determination.

Note: Some of the figures are impacted by the duration of service as key management personnel. Table 21 provides details of the length of service for officers that were classified as key management personnel.



Table 24: Remuneration paid to senior executives, 2024–25

Remuneration band	Number of senior executives	Short-term benefits			Post-employment benefits	Other long-term benefits	Average termination benefits (\$)	Average total remuneration ^{1,2} (\$)
		Average base salary (\$)	Average bonuses (\$)	Average other benefits and allowances (\$)	Average superannuation contributions (\$)	Average long service leave (\$)		
\$0 – \$220,000	13	31,475	-	319	5,686	15,088	-	52,568
\$220,001 – \$245,000	2	167,832	-	2,008	25,221	29,976	-	225,037
\$245,001 – \$270,000	1	223,616	-	2,014	28,719	11,957	-	266,306
\$295,001 – \$320,000	4	1,008,667	-	10,288	147,418	47,999	-	1,214,372
\$320,001 – \$345,000	1	274,806	-	2,129	43,938	18,238	-	339,111
\$370,001 – \$395,000	1	281,843	-	4,017	45,614	50,139	-	381,613
\$445,001 – \$470,000	1	212,165	-	-	37,601	214,130	-	463,896
Total	23							

¹ This table is prepared on an accrual basis. The table reports the average total remuneration of senior executives who received remuneration during the reporting period.

² Those senior executives classified as key management personnel as per Table 21, have not been included in this table disclosure. Remuneration for senior executives that was incurred whilst acting in a key management personnel position is also not included in this table. The remuneration band \$0 – 220,000 includes 13 short-term acting arrangements.

Remuneration paid to other highly paid staff, 2024–25

Staff are classified as ‘other highly paid staff’ if their average total remuneration exceeds \$260,000. There were no staff meeting the definition of other highly paid staff in 2024–25.



Appendix D: Audit Committee membership

Table 25: Audit Committee membership, 2024–25

Members	Number of meetings	Total annual remuneration (\$)
Mr Geoff Knuckey – Audit Committee Chair Mr Knuckey has extensive experience as an audit committee member and chair and is currently serving on audit committees for numerous government entities. He also has extensive experience as a director and serves on boards and audit committees of multiple private sector entities. Mr Knuckey has been a full-time company director and audit committee member since 2009. This follows a 32-year career with Ernst & Young, specialising in audit and assurance services in the public and private sectors across a range of industries.	6 eligible 6 attended	16,588.00
Ms Josephine Schumann – External member Ms Schumann has extensive experience in the public sector across a broad range of areas, including risk management, governance and assurance, finance, human resources, information technology, media and communications. Ms Schumann currently sits on other Commonwealth audit committees.	6 eligible 6 attended	13,200.00
Ms Anne T Brown – External member Ms Brown is an experienced Non-Executive Director and Audit Committee Chair/member in both the private and public sectors across financial markets, renewable energy and critical infrastructure. Ms Brown has substantial Non-Executive Director and executive expertise across a broad range of disciplines, including governance and assurance, risk management, regulatory compliance, finance, IT security and project management.	6 eligible 6 attended	17,358.61



Appendix E: Climate action reporting

Commonwealth climate disclosure

Climate statement

Commonwealth climate disclosure (CCD) is the government's policy for Commonwealth entities to publicly disclose their exposure to climate-related risks and opportunities, and their actions to manage them. The CCD serves to provide greater transparency, accountability and credibility in the way climate-related risks are managed across the Commonwealth public sector. This policy is in line with climate-related financial disclosure obligations for Australia's large businesses and financial institutions with some adaptation to reflect the operating environment that Commonwealth entities work in.

The CCD policy supports the achievement of Australia's emissions reduction targets under the Paris Agreement (unfccc.int/process-and-meetings/the-paris-agreement) and the government's APS Net Zero by 2030 target (finance.gov.au/government/climate-action-government-operations/aps-net-zero-emissions-2030). Through consultative processes, the CER has shared knowledge and expertise with the Department of Finance in the development of aspects of the APS Net Zero by 2030 and CCD policies. We will continue to collaborate across government to build our own capability and that of our colleagues in other agencies.

We have a central role in helping achieve the government's climate goals through the regulation of 6 emissions, renewable electricity and nature related schemes, which we administer on behalf of the government. In 2025–26, our responsibilities will expand to include the GO Scheme.

Our strategy to reduce our emissions aligns with the APS Net Zero in Government Operations Strategy and is set out in our publicly available Emissions Reduction Plan (cer.gov.au/about-us/our-reports-and-accountability/emissions-reduction-plans). Our 2024–25 climate disclosure has been prepared in accordance with the CCD Year 1 requirements and covers material information about climate-related risk and opportunities that have, or may have, a significant impact on the CER, its ability to deliver public policy and/or our financial prospects.

It is expected that the underlying processes to identify, monitor and manage climate-related risks and opportunities will mature over time.

Climate-related governance

The CER operates from a single office located in a commercial centre in Canberra. Effective governance is essential to supporting our Chair, as the Accountable Authority, in overseeing the agency's management of climate-related risks and opportunities. With comprehensive Corporate governance and Risk management frameworks already in place, we apply existing policies and procedures to manage all enterprise risks, including those associated with climate change. This includes ensuring the agency has the skills and competencies it needs:

- to identify, manage and monitor climate-related risks and implement initiatives to maximise climate related opportunities
- when assessing major initiatives and the prioritisation of funds.

We have refined our governance structure to ensure consideration of climate related risks and opportunities are embedded. In 2025–26, we will update our governance framework to clearly reflect responsibilities and accountability for climate-related risks and opportunities.

The Chief Operating Officer signs-off on the controls to manage our current climate-related risks. The climate-related targets are set collaboratively with the business areas, signed off by the Accountable Authority and reported annually; or more frequently if required. All enterprise risks are reported to the Board and Audit Committee on a quarterly basis by the Chief Risk Advisor. Further information on our risk management framework is under Climate-related risk management.

Climate-related strategy

Through our climate-related risk assessment using the Climate Risk and Opportunity Management Program (CROMP), we have identified and categorised our climate-related risks and opportunities. Given the size and nature of the CER's operations and the risks and opportunities facing the agency, the full adoption of CROMP is not appropriate.

The risks are mitigated through our business continuity planning which considers staff health and safety, access to infrastructure and assets, and the safety of them in extreme weather conditions.



The CER's organisational climate-related risks and opportunities are shown in Table 26 and are in line with the disclosure requirements.

Table 26: Categorisation of material climate-related risks and opportunities

Risk or Opportunity Statement	Risk/ Opportunity	Risk type	Risk ratings
Smoke released from bushfires may impact air quality in the Canberra office building, impacting staff health and wellbeing and disrupting office-based staff. (covered by the agency's business continuity plan)	Risk	Physical	Short term (2030) Medium risk Medium term (2050) High risk Long term (2090) High risk
Increasing incidences and severity of extreme weather events, such as storms and flooding, may impact the safe and reliable access to infrastructure and assets to enable business continuity. (covered by the agency's business continuity plan)	Risk	Physical	Short term (2030) Medium risk Medium term (2050) High risk Long term (2090) High risk
Increased changing weather patterns and events (heatwaves, floods etc.) may impact the health and safety of staff during site visits in remote locations.	Risk	Physical	Short term (2030) Medium risk Medium term (2050) High risk Long term (2090) High risk
Switching to renewable energy sources (see the agency's Emissions Reduction Plan)	Opportunity	Transition	N/A
Educating stakeholders in the role of carbon offsets in mitigating climate-related risks and leveraging the opportunities. (see the <i>Corporate Plan 2025–29</i>)	Opportunity	Transition	N/A

Effects on our operations

The current and anticipated effects of our identified material climate-related risks on the operations of the CER include:

- reduced staff productivity due to extreme weather events
- disruption to business continuity if extreme weather or natural disasters impact staff being able to safely access the Canberra office or the required technology to work remotely.

The majority of the agency's 442 staff are based in the Greater Canberra Region. Our systems and policies allow staff to work from the office or from home. In the event of extreme weather impacting the health of staff or their ability to access their home or the office, staff can continue to deliver services from another location.

Our business continuity, incident management, disaster recovery and cyber security plans detail the mitigation, redundancy and recovery actions that respond to the above risks. These plans demonstrate our readiness to protect staff and assets, and to continue delivering services. They will be reviewed and updated in 2025–26 to specifically consider climate-related risks and opportunities.

Our Emissions Reduction Plan outlines the actions the CER is taking in the short term (to 2030) to reduce emissions and to mitigate and manage climate-related risks, including support for the installation of solar PV panels on our leased office accommodation.



Climate-related risk management

The CER operates in a complex environment and recognises that risk and uncertainty are inherent in all we do. We also recognise that climate-related risks impact our work and integrating climate-related risk and opportunity management into different types of decisions will be important to support the achievement of our objectives.

Our Risk Management Policy and Framework enables us to engage with risk in a positive and transparent way; consistent with the Commonwealth Risk Management Policy and the *ISO 31000: 2018 Risk Management Guidelines*. The framework provides an effective approach to risk management and aims to:

- support the agency in risk-informed decision-making
- encourage innovation
- assist all staff to identify and manage risks that may undermine our ability to achieve our objectives and meet statutory obligations.

We have integrated climate-related risks and opportunities in our enterprise risk register. The climate-related risks and opportunities are prioritised, managed and monitored in-line with our existing risk management framework, and risk appetite and tolerance, as approved by our Regulator Board.

Each enterprise risk is owned by a member of the senior executive and managed by their respective line areas. The risks are monitored on an ongoing basis and reported as part of the Chief Risk Adviser's quarterly risk update report to our Regulator Board and Audit Committee. For 2025–26, these quarterly reports will include climate-related risks and opportunities.

In assessing the nature, likelihood and magnitude of the effects of climate-related risks, we considered the following inputs:

- past events
- the nature and location of our operations
- the effectiveness of our control environment
- the insights from CROMP.

For example, Canberra's bushland surroundings – and the smoke that entered the CER's office building during the 2019 bushfires – have influenced our assumption that a large bushfire event may occur again in the short to medium term.

We engage with the operational business areas and expert staff to identify climate-related opportunities. Our Emissions Reduction Plan contains potential opportunities for reducing our emissions. These opportunities are considered in the context of our available resources, the potential benefits they may provide, and the constraints of being in a leased office building.

This is the first year the CER has made climate-related disclosures. The explicit consideration of climate risks and opportunities will be incorporated into the periodic review of our risk appetite and tolerance statement set by the Regulator Board. Leading into Year 2 of the CCD obligations, the CER will look to continue maturing our climate-related risk reporting and guidance.

Targets and metrics

Details of the targets are summarised in the APS Net Zero Target Factsheet on the Department of Finance's website, including the target, scope, emissions sources and timeframes. The CER has not deviated from the approach in this factsheet.

APS Net Zero

APS Net Zero 2030 is the target set by the Australian Government to achieve net zero greenhouse gas emissions from government operations by the year 2030. We are committed to reducing our emissions to net zero by 2030 and reporting on our planned activities and initiatives to achieve this.

Our Emissions Reduction Plan sets out our planned actions to reduce emissions that are within our control and contribute to achieving the APS Net Zero 2030 target. Table 27 outlines progress on those actions for 2024–25.

**Table 27: Progress on action items in the agency's Emissions Reduction Plan**

Action	Progress/update
Partnering with IP Australia (as the lead tenant) in its proposal to install rooftop solar PV on the Discovery House building.	The project has been delayed until 2025–26.
Signing an agreement with IP Australia as lead tenant of Discovery House to procure renewable energy under the Whole of Government Electricity Contract.	Delays to the Whole of Government Electricity Contract required IP Australia to extend the existing arrangement under the Department of Defence electricity panel arrangement.
Working with IP Australia and the building landlord to ensure the efficient running of base building emission producing equipment:	
– Upgrade LED lighting in storage and parking areas.	Some storage and parking area lighting has been upgraded to LED lighting. There are still some fixtures that are not LED and will be replaced as they expire. The project to replace all building lighting and emergency exit lighting with LED lighting will be completed in 2025–26.
– Seek opportunities to minimise our energy consumption.	During 2024–25, the new building manager addressed maintenance issues to reduce any excess energy consumption due to faults etc.
– Improve insulation and reduce unwanted air flow.	These works require an engineer to investigate and identify the requirements; this will occur during 2025–26.
Reviewing the lighting, electrical appliances and air conditioning controls including sensor timings with building management to ensure energy efficient operation.	Investigation has revealed that the ground floor has only 2 lighting zones, and half of the floor turns on when activated by sensor. A proposal has been placed with the building manager to install zoning on this floor for more efficient localised lighting.
Undertaking a night audit of electricity use to eliminate unnecessary use after hours.	A night-time audit was undertaken during 2024–25, resulting in staff information televisions being scheduled to turn off outside of business hours.
Reviewing our recycling and waste management.	During 2024–25, we worked with our property service provider to ensure the effective management of our bulk waste and recycling. This included working with contractors to ensure accurate measurement and disposal of secure, recyclable and organic waste.
Investigating settings on ICT equipment to ensure optimum efficiency.	ICT equipment power settings are optimised to balance energy efficiency and usability. Older equipment is iteratively replaced with newer, more energy-efficient devices. New devices incorporate sustainability-focused design features, including improved energy performance, use of recycled materials, and enhanced reparability to support longer lifespans and reduce environmental impact.
Investigate electric vehicle charging options at Discovery House.	The building landlord has no current plans for electric vehicle charging options at Discovery House.



Action	Progress/update
Comply with the Environmentally Sustainable Procurement Policy.	In 2024–25, the policy did not apply to any of our procurements, as we did not engage in construction services procurements exceeding \$7.5 million. From 1 July 2025, we acknowledge that the scope of the Policy expands to include procurements of furniture, fittings and equipment, ICT goods, and textiles valued at \$1 million or more. Guidance on the policy is provided to employees and contractors via our internal SharePoint site.
Actively promoting sustainable travel obligations.	In 2024–25, we continued to encourage teleconferencing and videoconferencing as effective options for communicating instead of face-to-face meetings.

Emissions reporting

As part of the Net Zero in Government Operations Strategy, and the reporting requirements under section 516A of the *Environment Protection and Biodiversity Conservation Act 1999*, we are required to report on our operational greenhouse gas emissions.

Table 28 and Table 29 present greenhouse gas emissions over the 2024–25 financial year, calculated on the basis of tonnes of carbon dioxide equivalent (t CO₂-e), in line with the Emissions Reporting Framework and consistent with a Whole-of-Australian Government approach. Not all data sources were available at the time of the report and amendments may be required in future reports.

The electricity emissions reported in Table 28 use the location-based approach that calculates emissions from the local area in which the energy is consumed.

Table 28: 2024–25 greenhouse gas emissions inventory – location-based method

Emission source	Scope 1 t CO ₂ -e	Scope 2 t CO ₂ -e	Scope 3 t CO ₂ -e	Total t CO ₂ -e
Electricity (location-based approach) ¹	n/a	83.63	5.07	88.69
Natural gas ²	34.79	n/a	8.84	43.63
Solid waste	–	n/a	6.59	6.59
Refrigerants ³	n/a	n/a	n/a	n/a
Fleet and other vehicles	n/a	n/a	n/a	n/a
Domestic commercial flights	n/a	n/a	63.47	63.47
Domestic hire car	n/a	n/a	1.00	1.00
Domestic travel accommodation	n/a	n/a	22.56	22.56
Other energy	–	n/a	–	–
Total t CO₂-e	34.79	83.63	107.53	225.95

¹ A portion of electricity data was unable to be separated from landlord data and has not been included.

² Natural gas emissions are being reported for the first time in 2024–25 as the quality and completeness of this data and/or the calculation methodology has improved. Natural gas consumption data was estimated based on the net lettable area occupied by the CER.

³ Reporting on refrigerants is being phased in over time as emissions reporting matures. In 2024–25 this is applicable to entities with a net lettable area above 20,000m² as per the Emissions Reporting Framework.

Table 29 presents emissions related to electricity usage using both the location-based and the market-based accounting methods. The market-based approach accounts for electricity purchased through contractual instruments and assigns the associated emissions to the purchasing entity.

**Table 29: 2024–25 electricity greenhouse gas emissions**

	Scope 2 t CO ₂ -e	Scope 3 t CO ₂ -e	Total t CO ₂ -e	Electricity kWh
Electricity (Location Based Approach)	83.63	5.07	88.69	126,706.38
Market-based electricity emissions	2.36	0.32	2.68	2,907.91
Total renewable energy consumed	n/a	n/a	n/a	123,798.47
<i>Renewable Power Percentage¹</i>	n/a	n/a	n/a	23,054.23
<i>Jurisdictional Renewable Power Percentage^{2,3}</i>	n/a	n/a	n/a	100,744.24
<i>GreenPower²</i>	n/a	n/a	n/a	—
<i>Large-scale generation certificates²</i>	n/a	n/a	n/a	—
<i>Behind the meter solar⁴</i>	n/a	n/a	n/a	—
Total renewable energy produced	n/a	n/a	n/a	—
<i>Large-scale generation certificates²</i>	n/a	n/a	n/a	—
<i>Behind the meter solar⁴</i>	n/a	n/a	n/a	—

¹ Listed as mandatory renewables in the 2023–24 annual report. The renewable power percentage accounts for the portion of electricity used, from the grid, that falls within the RET.

² Listed as voluntary renewables in the 2023–24 annual report.

³ The Australian Capital Territory is currently the only state with a jurisdictional renewable power percentage.

⁴ Reporting behind the meter solar consumption and/or production is optional.

Opportunities

The climate-related opportunities shown in Table 30 are in addition to the actions listed in the agency's Emissions Reduction Plan.

Table 30: Commitment to new climate-related opportunities and actions

Action	Involved	June 2026	June 2027	June 2028	June 2029	June 2030
Establish a Net Zero Working Group/Sustainability Working Group with internal stakeholders, IP Australia (the lead tenant) and their external property manager to establish strategies and scope for initiatives that can be undertaken by the CER, and garner support to implement net zero initiatives that improve the building's emissions performance. Working group schedule: Biannually at a minimum.	CER Facilities IP Australia Facilities property manager CER sustainability representative					
Conduct a cost-benefit analysis on transitioning from dual monitors to single curved monitors with an ultra-wide aspect ratio to reduce energy consumption.	IT					
Update tender requirements for new tenders to include environment, sustainability and/or circular economy criteria where appropriate.	Procurement					
Encourage active transport by promoting Ride to Work and Walk to Work days.	HR Internal Communications					



Action	Involved	June 2026	June 2027	June 2028	June 2029	June 2030
Educate market participants on the schemes administered by the CER to increase informed participation in schemes that accelerate Australia's transition to net zero.	Carbon Markets Branch Scheme Operations Division					
Encourage staff to complete the climate modules in the APS Academy.	HR Internal Communications					
Staff involved in procurement to complete the Environmentally Sustainable Procurement and the Planning for Environmentally Sustainable Procurement courses through the APS Academy.	Finance					
Staff involved in procurement and building services to complete the Circular Economy and Environmentally Sustainable Procurement course through the APS Academy.	Finance Facilities					

The targets and metrics for the climate-related opportunities we have committed to for 2025–26 are shown in Table 31.

Table 31: Targets and metrics for climate related opportunities, 2025–26

Opportunity	Target and metric
Encourage active transport by promoting the Ride to Work and Walk to Workdays.	Target: Promote both events Metric: Number of events promoted
Educate market participants on the schemes administered by the CER to increase informed participation in schemes that accelerate Australia's transition to net zero.	Target: At least 5 webinars or hybrid events held in 2025–26 Metric: Number of educational activities undertaken
Encourage staff to complete some of the climate modules in the APS Academy. *Many CER staff have degrees and other qualifications related to climate change and emissions hence the small number relative to the overall staff numbers.	Target: 20 staff complete the courses* Metric: Number of staff that have completed the courses
Staff involved in procurement to complete the Environmentally Sustainable Procurement and the Planning for Environmentally Sustainable Procurement courses through the APS Academy.	Target: 100% of procurement staff have completed the modules Metric: Percentage of procurement staff that have completed the modules
Staff involved in procurement and facilities management to complete the Circular Economy and Environmentally Sustainable Procurement course through the APS Academy.	Target: 100% of staff in Procurement and Facilities Management complete the modules Metric: Percentage of staff in Procurement and Facilities Management that have completed the modules



Year 1 requirements

The location of information required under the Year 1 CCD requirements is displayed in Table 32.

Table 32: Year 1 CCD requirements index

Core Requirement	Overview	Location in report
G0	Governance objective	Achieved through G1
G1(a)	Identify Accountable Authority	Accountable Authority page 15 and Climate-related governance page 127
G1(a)i	Responsibilities of Accountable Authority	Accountable Authority page 15 and Climate-related governance page 127
G1(a)ii	Skills and Competencies	Climate-related governance page 127
G1(a)iii	Informing accountable authority	Climate-related governance page 127
G1(a)iv	Strategy and Risk Management	Climate-related governance page 127
G1(a)v	Setting Targets	Climate-related governance page 127
G1(a)vi	Risk Oversight	Climate-related risk management page 129
G1(b)	Controls and procedures	Internal audit page 17
G2(a)	Regard to CROMP Approach	Climate-related strategy page 127
G2(b)	Alignment with other policies	Climate statement page 127
S0	Strategy objective	Achieved through S1
S1(a)	Material information on climate risks and opportunities	Achieved through S2–3
S1(b)	Operational model effects	Achieved through S4
S2(a)	Progressive implementation schedule	Climate statement page 127
S2(b)	Physical and transition risks	Table 26: Categorisation of material climate-related risks and opportunities page 128
S2(c)	Time horizon specification	Table 26: Categorisation of material climate-related risks and opportunities page 128
S2(c)	Time horizon definition	Table 26: Categorisation of material climate-related risks and opportunities page 128
S3(a)	Climate Risk and Opportunity Management Program or alternative methodology	Climate-related strategy page 127
S4(a)	Current and anticipated effects on operational model	Effects on our operations page 128
S4(b)	Concentration of effects	Effects on our operations page 128
R0	Risk Management objective	Achieved through R1
R1(a)i	Risk assessment inputs and parameters	Climate-related risk management page 129
R1(a)ii	Nature, likelihood and magnitude of effects	Climate-related risk management page 129
R1(a)iii	Prioritising climate-related risks	Climate-related risk management page 129
R1(a)iv	Managing climate-related risks	Climate-related risk management page 129
R1(a)v	Monitoring climate-related risks	Climate-related risk management page 129
R1(a)vi	Changes to risk management processes	Climate-related risk management page 129
R1(b)	Risk management processes	Climate-related risk management page 129
R1(c)	Integration of processes	Climate-related risk management page 129
R2	CROMP	Climate-related strategy page 127



Core Requirement	Overview	Location in report
M0	Metrics and targets objective	Targets and metrics page 129
M1	Information on greenhouse gases	a) Not applicable b) Achieved through M3 c) Achieved through M5-9
M3	Climate-related metrics	Emissions reporting page 131
M5	Climate related targets	Targets and metrics page 129
M6	Approach to reviewing and monitoring targets	Targets and metrics page 129
M7	Not applicable	Not applicable
M8	Target scope	Targets and metrics page 129
M9	Voluntary and obligatory targets	Targets and metrics page 129



Appendix F: Legal services expenditure

This is a statement of the CER's expenditure on legal services, published in compliance with paragraph 11.1(ba) of the *Legal Services Directions 2017*.

Table 33: Legal services expenditure summary, 2024–25

Description	Amount (exclusive of GST)
Total (external and internal) expenditure	\$2,673,655
Total internal legal services expenditure	\$1,992,961
Total external legal services expenditure	\$680,694
Summary external legal services	
Number of counsel briefed	6
Total value of brief to counsel (A)	\$118,379
Total value of disbursements (excluding counsel) (B)	\$4,999
Total value of professional fees paid (C)	\$557,315
Total external legal services expenditure (A + B + C)	\$680,693



Appendix G: Advertising

During 2024–25, the CER conducted an advertising campaign for graduate recruitment. The agency did not undertake any advertising campaigns with expenditure in excess of \$250,000.

Under section 311A of the *Commonwealth Electoral Act 1918*, the CER is required to provide details of payments over \$16,900 (GST inclusive) to advertising agencies, market research organisations, polling organisations, direct mail organisations and media advertising agencies (see Table 34).

Table 34: Advertising payments of more than \$16,900, 2024–25

Organisation	Description of activity	Amount (GST inclusive)
Universal McCann	Graduate recruitment campaign	\$28,044



Reference material

List of requirements

The list of annual report requirements shown in Table 35 is prepared in accordance with the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule).

Table 35: List of annual report requirements, 2024–25

PGPA Rule reference	Page	Description	Requirement
17AD(g)	Letter of transmittal		
17AI	3	A copy of the letter of transmittal signed and dated by accountable authority on date final text approved, with statement that the report has been prepared in accordance with section 46 of the Act and any enabling legislation that specifies additional requirements in relation to the annual report.	Mandatory
17AD(h)	Aids to access		
17AJ(a)	1	Table of contents.	Mandatory
17AJ(b)	147	Alphabetical index.	Mandatory
17AJ(c)	143	Glossary of abbreviations and acronyms.	Mandatory
17AJ(d)	138	List of requirements.	Mandatory
17AJ(e)	2	Details of contact officer.	Mandatory
17AJ(f)	2	Entity's website address.	Mandatory
17AJ(g)	2	Electronic address of report.	Mandatory
17AD(a)	Review by accountable authority		
17AD(a)	4	A review by the accountable authority of the entity.	Mandatory
17AD(b)	Overview of the entity		
17AE(1)(a)(i)	8	A description of the role and functions of the entity.	Mandatory
17AE(1)(a)(ii)	12	A description of the organisational structure of the entity.	Mandatory
17AE(1)(a)(iii)	11	A description of the outcomes and programmes administered by the entity.	Mandatory
17AE(1)(a)(iv)	8	A description of the purposes of the entity as included in corporate plan.	Mandatory
17AE(1)(aa)(i)	15	Name of the accountable authority or each member of the accountable authority.	Mandatory
17AE(1)(aa)(ii)	15	Position title of the accountable authority or each member of the accountable authority.	Mandatory
17AE(1)(aa)(iii)	15	Period as the accountable authority or member of the accountable authority within the reporting period.	Mandatory
17AE(1)(b)	10	An outline of the structure of the portfolio of the entity.	Mandatory
17AE(2)	n/a	Where the outcomes and programs administered by the entity differ from any Portfolio Budget Statement, Portfolio Additional Estimates Statement or other portfolio estimates statement that was prepared for the entity for the period, include details of variation and reasons for change.	If applicable, mandatory
17AD(c)	Report on the Performance of the entity		
	Annual Performance Statements		
17AD(c)(i); 16F	41	Annual performance statement in accordance with paragraph 39(1)(b) of the Act and section 16F of the Rule.	Mandatory
	Report on financial performance		
17AF(1)(a)	72	A discussion and analysis of the entity's financial performance.	Mandatory



PGPA Rule reference	Page	Description	Requirement
17AF(1)(b)	117	A table summarising the total resources and total payments of the entity.	Mandatory
17AF(2)	n/a	If there may be significant changes in the financial results during or after the previous or current reporting period, information on those changes, including: the cause of any operating loss of the entity; how the entity has responded to the loss and the actions that have been taken in relation to the loss; and any matter or circumstances that it can reasonably be anticipated will have a significant impact on the entity's future operation or financial results.	If applicable, mandatory.
17AD(d)	Management and accountability		
	Corporate governance		
17AG(2)(a)	17	Information on compliance with section 10 (fraud systems).	Mandatory
17AG(2)(b)(i)	3	A certification by accountable authority that fraud risk assessments and fraud control plans have been prepared.	Mandatory
17AG(2)(b)(ii)	3	A certification by accountable authority that appropriate mechanisms for preventing, detecting incidents of, investigating or otherwise dealing with, and recording or reporting fraud that meet the specific needs of the entity are in place.	Mandatory
17AG(2)(b)(iii)	3	A certification by accountable authority that all reasonable measures have been taken to deal appropriately with fraud relating to the entity.	Mandatory
17AG(2)(c)	14	An outline of structures and processes in place for the entity to implement principles and objectives of corporate governance.	Mandatory
17AG(2)(d)–(e)	3	A statement of significant issues reported to Minister under paragraph 19(1)(e) of the Act that relates to non-compliance with Finance law and action taken to remedy non-compliance.	If applicable, mandatory
	Audit Committee		
17AG(2A)(a)	16	A direct electronic address of the charter determining the functions of the entity's audit committee.	Mandatory
17AG(2A)(b)	126	The name of each member of the entity's audit committee.	Mandatory
17AG(2A)(c)	126	The qualifications, knowledge, skills or experience of each member of the entity's audit committee.	Mandatory
17AG(2A)(d)	126	Information about the attendance of each member of the entity's audit committee at committee meetings.	Mandatory
17AG(2A)(e)	126	The remuneration of each member of the entity's audit committee.	Mandatory
	External scrutiny		
17AG(3)	19	Information on the most significant developments in external scrutiny and the entity's response to the scrutiny.	Mandatory
17AG(3)(a)	19	Information on judicial decisions and decisions of administrative tribunals and by the Australian Information Commissioner that may have a significant effect on the operations of the entity.	If applicable, mandatory
17AG(3)(b)	19	Information on any reports on operations of the entity by the Auditor-General (other than report under section 43 of the Act), a Parliamentary Committee, or the Commonwealth Ombudsman.	If applicable, mandatory
17AG(3)(c)	19	Information on any capability reviews on the entity that were released during the period.	If applicable, mandatory
	Management of human resources		
17AG(4)(a)	21	An assessment of the entity's effectiveness in managing and developing employees to achieve entity objectives.	Mandatory



PGPA Rule reference	Page	Description	Requirement
17AG(4)(aa)	119	Statistics on the entity's employees on an ongoing and non-ongoing basis, including the following: a) statistics on full-time employees; b) statistics on part-time employees; c) statistics on gender; d) statistics on staff location.	Mandatory
17AG(4)(b)	119	Statistics on the entity's APS employees on an ongoing and non-ongoing basis, including the following: a) statistics on staffing classification level; b) statistics on full-time employees; c) statistics on part-time employees; d) statistics on gender; e) statistics on staff location; f) statistics on employees who identify as Indigenous.	Mandatory
17AG(4)(c)	20	Information on any enterprise agreements, individual flexibility arrangements, Australian workplace agreements, common law contracts and determinations under subsection 24(1) of the PS Act.	Mandatory
17AG(4)(c)(i)	20	Information on the number of SES and non-SES employees covered by agreements etc identified in paragraph 17AG(4)(c).	Mandatory
17AG(4)(c)(ii)	20	The salary ranges available for APS employees by classification level.	Mandatory
17AG(4)(c)(iii)	20	A description of non-salary benefits provided to employees.	Mandatory
17AG(4)(d)(i)	n/a	Information on the number of employees at each classification level who received performance pay.	If applicable, mandatory
17AG(4)(d)(ii)	n/a	Information on aggregate amounts of performance pay at each classification level.	If applicable, mandatory
17AG(4)(d)(iii)	n/a	Information on the average amount of performance payment, and range of such payments, at each classification level.	If applicable, mandatory
17AG(4)(d)(iv)	n/a	Information on aggregate amount of performance payments.	If applicable, mandatory
Assets management			
17AG(5)	24	An assessment of effectiveness of assets management where asset management is a significant part of the entity's activities.	If applicable, mandatory
Purchasing			
17AG(6)	24	An assessment of entity performance against the <i>Commonwealth Procurement Rules</i> .	Mandatory
Reportable consultancy contracts			
17AG(7)(a)	25	A summary statement detailing the number of new reportable consultancy contracts entered into during the period; the total actual expenditure on all such contracts (inclusive of GST); the number of ongoing reportable consultancy contracts that were entered into during a previous reporting period; and the total actual expenditure in the reporting period on those ongoing contracts (inclusive of GST).	Mandatory
17AG(7)(b)	25	A statement that "During [reporting period], [specified number] new reportable consultancy contracts were entered into involving total actual expenditure of \$[specified million]. In addition, [specified number] ongoing reportable consultancy contracts were active during the period, involving total actual expenditure of \$[specified million]".	Mandatory
17AG(7)(c)	25	A summary of the policies and procedures for selecting and engaging consultants and the main categories of purposes for which consultants were selected and engaged.	Mandatory



PGPA Rule reference	Page	Description	Requirement
17AG(7)(d)	25	A statement that “Annual reports contain information about actual expenditure on reportable consultancy contracts. Information on the value of reportable consultancy contracts is available on the AusTender website.”	Mandatory
		Reportable non-consultancy contracts	
17AG(7A)(a)	25	A summary statement detailing the number of new reportable non-consultancy contracts entered into during the period; the total actual expenditure on such contracts (inclusive of GST); the number of ongoing reportable non-consultancy contracts that were entered into during a previous reporting period; and the total actual expenditure in the reporting period on those ongoing contracts (inclusive of GST).	Mandatory
17AG(7A)(b)	26	A statement that “Annual reports contain information about actual expenditure on reportable non-consultancy contracts. Information on the value of reportable non-consultancy contracts is available on the AusTender website.”	Mandatory
17AD(daa)		Additional information about organisations receiving amounts under reportable consultancy contracts or reportable non-consultancy contracts	
17AGA	25	Additional information, in accordance with section 17AGA, about organisations receiving amounts under reportable consultancy contracts or reportable non-consultancy contracts.	Mandatory
		Australian National Audit Office access clauses	
17AG(8)	26	If an entity entered into a contract with a value of more than \$100,000 (inclusive of GST) and the contract did not provide the Auditor-General with access to the contractor’s premises, the report must include the name of the contractor, purpose and value of the contract, and the reason why a clause allowing access was not included in the contract.	If applicable, mandatory
		Exempt contracts	
17AG(9)	26	If an entity entered into a contract or there is a standing offer with a value greater than \$10,000 (inclusive of GST) which has been exempted from being published in AusTender because it would disclose exempt matters under the FOI Act, the annual report must include a statement that the contract or standing offer has been exempted, and the value of the contract or standing offer, to the extent that doing so does not disclose the exempt matters.	If applicable, mandatory
		Small business	
17AG(10)(a)	26	A statement that “[Name of entity] supports small business participation in the Commonwealth Government procurement market. Small and Medium Enterprises (SME) and Small Enterprise participation statistics are available on the Department of Finance’s website.”	Mandatory
17AG(10)(b)	26	An outline of the ways in which the procurement practices of the entity support small and medium enterprises.	Mandatory
17AG(10)(c)	26	If the entity is considered by the Department administered by the Finance Minister as material in nature—a statement that “[Name of entity] recognises the importance of ensuring that small businesses are paid on time. The results of the Survey of Australian Government Payments to Small Business are available on the Treasury’s website.”	If applicable, mandatory
		Financial statements	
17AD(e)	74	Inclusion of the annual financial statements in accordance with subsection 43(4) of the Act.	Mandatory
		Executive remuneration	
17AD(da)	122	Information about executive remuneration in accordance with Subdivision C of Division 3A of Part 2-3 of the Rule.	Mandatory



PGPA Rule reference	Page	Description	Requirement
17AD(f)		Other mandatory information	
17AH(1)(a)(i)	n/a	If the entity conducted advertising campaigns, a statement that “During [reporting period], the [name of entity] conducted the following advertising campaigns: [name of advertising campaigns undertaken]. Further information on those advertising campaigns is available at [address of entity’s website] and in the reports on Australian Government advertising prepared by the Department of Finance. Those reports are available on the Department of Finance’s website.”	If applicable, mandatory
17AH(1)(a)(ii)	n/a	If the entity did not conduct advertising campaigns, a statement to that effect.	If applicable, mandatory
17AH(1)(b)	n/a	A statement that “Information on grants awarded by [name of entity] during [reporting period] is available at [address of entity’s website].”	If applicable, mandatory
17AH(1)(c)	22	Outline of mechanisms of disability reporting, including reference to website for further information.	Mandatory
17AH(1)(d)	19	Website reference to where the entity’s Information Publication Scheme statement pursuant to Part II of FOI Act can be found.	Mandatory
17AH(1)(e)	n/a	Correction of material errors in previous annual report	If applicable, mandatory
17AH(2)		Information required by other legislation.	Mandatory
	22	<i>Environment Protection and Biodiversity Conservation Act 1999.</i>	
	52	<i>Nature Repair Act 2023</i>	
	127	Commonwealth Climate Disclosure	
	129	APS Net Zero 2030.	
	22	<i>Work Health and Safety Act 2011.</i>	
	137	<i>Commonwealth Electoral Act 1918.</i>	



Glossary and abbreviations

Term	Definition
AASB	Australian Accounting Standards Board
ACCU	Australian carbon credit unit
ACCU Review	Independent Review of Australian Carbon Credit Units
ACCU Scheme	Australian Carbon Credit Unit Scheme
AI	Artificial intelligence
ANAO	Australian National Audit Office
ANREU	Australian National Registry of Emissions Units
API	Application programming interface
APS	Australian Public Service
ASX	Australian Securities Exchange
BDM	Buyer Market Damages
CCA	Climate Change Authority
CCD	Commonwealth Climate Disclosure
CEA	Carbon Estimation Area
CEC	Clean Energy Council
CER	Clean Energy Regulator
CERT	Corporate Emissions Reduction Transparency report
CFI Act	<i>Carbon Credits (Carbon Farming Initiative) Act 2011</i>
CO ₂ -e	Carbon dioxide equivalent – a universal unit of measurement to indicate the global warming potential of each greenhouse gas, expressed in terms of the global warming potential of one unit of carbon dioxide.
CROMP	Climate Risk and Opportunity Management Program
DCCEEW	Department of Climate Change, Energy, the Environment and Water
DTA	Digital Transformation Agency
EAS	Energy Acquisition Statements
EID	Emissions-intensity determination
EITE	Emissions-intensive trade-exposed
EERS	Emissions and Energy Reporting System for all reporting under the NGER Act
EL	Executive level
FID	Final investment decision
FOI Act	<i>Freedom of Information Act 1982</i>
FPP	Fit and Proper Person
Greenhouse gas emissions	Gases produced from human activity, such as carbon dioxide (CO ₂), methane (CH ₄) and nitrous oxide (N ₂ O).
GO	Guarantee of Origin
GST	Goods and Services Tax
GW	Gigawatt – a measurement of power. Power is the rate at which the energy is generated or used. One gigawatt is equal to 1,000 megawatts.
HIR	Human Induced Regeneration – a method under the ACCU Scheme
IAMP	Internal Audit Work Program
IPS	Information Publication Scheme
ICT	Information and communications technology
ITSI	Integrated Transformation and Sustainment Investment program
KPI	Key performance indicator
LGC	Large-scale generation certificate



Term	Definition
LRET	Large-scale Renewable Energy Target
Mt CO ₂ -e	Million tonnes of carbon dioxide equivalent
MW	Megawatt – a measurement of power. Power is the rate at which the energy is generated or used. One megawatt equals to 1,000 kilowatts.
MWh	Megawatt hour – a measurement of electrical energy equivalent to power consumption of one megawatt or 1,000 kilowatts for one hour.
NAA	National Archives of Australia
NABERS	National Australian Built Environment Rating System
NGER Act	<i>National Greenhouse and Energy Reporting Act 2007</i>
NGER Scheme	National Greenhouse and Energy Reporting Scheme
Non-ongoing employee	An employee who is engaged for a specified term or for the duration of a specified task.
OPA	Official Public Account
PAES	Portfolio Additional Estimates Statements
PGO	Product Guarantee of Origin
PGPA Act	<i>Public Governance, Performance and Accountability Act 2013</i>
PGPA Rule	Public Governance, Performance and Accountability Rule 2014
PLB	Product listing body
PoA	Position of Accountability
PS Act	<i>Public Service Act 1999</i>
PV	Photovoltaic – a power system designed to convert sunlight into usable electrical power by means of photovoltaic cells.
QCMR	Quarterly Carbon Market Report
REC	Renewable energy certificate
REC Registry	Renewable Energy Certificate Registry
REE Act	<i>Renewable Energy (Electricity) Act 2000</i>
REE Regulations	Renewable Energy (Electricity) Regulations 2001
REGO	Renewable Electricity Guarantee of Origin
RET	Renewable Energy Target
RFI	Requests for further information
RMG	Resource Management Guide
SaaS	Software-as-a-Service
Scope 1 emissions	Emissions released into the atmosphere as a direct result of the activity or activities that make up the facility, such as fuel combustion for electricity generation or cement production.
Scope 2 emissions	Emissions released into the atmosphere as a direct result of activities that generate electricity, heating, cooling or steam that is consumed by the facility but do not form part of the facility.
Scope 3 emissions	Emissions that occur outside of the boundary of a facility as a result of activities performed at the facility and are not Scope 2 emissions.
SES	Senior Executive Service
SMC	Safeguard Mechanism Credit
SME	Small and medium enterprise
SOE	Statement of Expectations
SOI	Statement of Intent
SRES	Small-scale Renewable Energy Scheme
STC	Small-scale technology certificate
t CO ₂ -e	Tonnes of carbon dioxide equivalent
WHS	Work Health and Safety
WHS Act	<i>Work Health and Safety Act 2011</i>



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