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Climate Change Authority  
via Consultation Hub

### ***Submission on Issues Paper - Evidence Platform***

Thank you for the opportunity to make a submission to the Climate Change Authority's Issues Paper - *Evidence Platform* - on behalf of the Centre for Policy Development (CPD).

CPD has recently undertaken work in areas relevant to the development of an Evidence Platform to monitor Australia's progress towards a net zero future, including making policy recommendations for the Commonwealth Government to support the emergence of emissions reduction technologies in a way that is both fast and equitable. We will also soon be releasing work on the measures needed for a rapid deployment of renewable energy infrastructure to meet Australia's renewable energy and climate targets.

#### **General**

Overall, we welcome CCA's proposed Evidence Platform. Its purpose, and the scope of the metrics and benchmarks to be developed over time, are comprehensive. The five design principles proposed to guide the development of the platform are sound.

This submission proposes three sets of indicators that fall under the Critical Enablers domain. It is these enablers - such as structures, policies, information, and skills - that will determine future success against other metrics and ultimately in overall emissions reductions. Our submission discusses the enablers in the order they appear in the CCA's Issues Paper.

The first principle - Monitor early drivers of change - will be particularly important in the current phase of Australia's decarbonisation journey. As the issues paper notes, many of the important indicators identified are lagging indicators, akin to measuring 'what comes out of the end of the pipe', but other indicators will be needed to monitor 'the flow through the pipe' at earlier points to identify blockages and provide indications of future outflow. Two of our proposed indicators would enable the government to better monitor the flow 'through the pipe' to deliver emissions reductions.

### **Social equity and acceptance**

The inclusion of “social equity & acceptance” in the critical enablers domain shows that the CCA understands the importance of ensuring widespread social license for the transition across Australian communities.

A missing outcome for this enabler is one that relates to affordability. Australians will quickly lose confidence in the transition if their energy bills increase rapidly as a result of decarbonising the energy system – and there are early signs that this is indeed occurring due to unprecedented increases in network costs for example. Steps should be taken by governments to ensure that the transition does not lead to an increase in the percentage (and, ideally, number) of households experiencing energy hardship. This is consistent with such frameworks as the National Energy Equity Framework.

Therefore, the CCA should track relevant indicators of energy hardship over time. There is currently no single measure of energy hardship in Australia, however a 2025 report by Energy Consumers Australia examines the following indicators: share of household income spent on energy bills, perceived difficulty paying bills and experiencing financial stress, and reported behaviours such as reducing heating and cooling to save money.<sup>1</sup> They base these indicators on their Consumer Energy Report Card, which the CCA references as one way to track access to energy technologies. These measures align closely with countries that have tracked measures of fuel poverty for decades, such as the United Kingdom.

The CCA’s proposal to track access by renters to new energy decarbonisation technologies misses other cohorts that likewise face considerable barriers. Access to energy technologies does not only depend on renting. There are other barriers that are frequently cited as being important, for example living in an apartment and having low levels of income and wealth. The former makes it difficult to install technologies due to many people being involved in the decision and more complicated regulatory processes; the latter makes it difficult to afford the upfront costs of installing these technologies.

There is a need for more surveys that identify how Australians - particularly those in regional communities experiencing the roll-out of low-carbon projects - experience the net zero transition. While there are some cross-sectional surveys that have looked into identifying levels of support, there is no survey that tracks acceptance levels over time. CSIRO’s 2023 survey of Australians’ attitudes towards renewable energy transition could serve as a starting point for regular tracking.<sup>2</sup> In the meantime, there are surveys that measure the general health and wellbeing of the population, such as the annual ABS’s General Social Survey and the Household, Income and Labour Dynamics in Australia (HILDA) Survey, which could be used as a *weak* proxy measure by comparing the well-being of communities living in regional areas with new industries to the average population-wide results.

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<sup>1</sup> [Understanding and measuring energy hardship in Australia](#), Energy Consumers Australia, 2025.

<sup>2</sup> [CSIRO survey reveals Australians’ attitudes toward the renewable energy transition](#), CSIRO, 2024.

**Recommendation 1a:**

The Evidence Platform should include a metric to measure energy hardship.

**Recommendation 1b:**

The CCA should extend their proposed metric of access to new energy technologies by renters to also capture other cohorts that face considerable barriers, including those who live in apartments and who have low levels of income and wealth.

**Recommendation 1c:**

The CCA should advocate to the government to fund a regular survey to better understand how people are experiencing the net zero transition. The CCA should place emphasis on people living in communities experiencing green industry development firsthand.

**Finance and investment**

Under the critical enabler of finance & investment, the paper notes “While public funding remains essential, the scale of investment needed means that private finance will also be critical”, and goes on to propose “to focus on the finance and investment for emissions reduction, specifically focusing on monitoring private sector investment”.

While the mobilisation of private capital will be essential to the broad scale implementation of many emissions reduction technologies, it is also true that many of those technologies have not matured to the point of being able to easily attract private capital. Until this point is reached, public funding is vital to ensure these technologies have the potential to progress through the entire cycle of innovation, from early-stage R&D to piloting of new ideas, scale-up, and eventually onto mass adoption.

As noted in CPD’s report *Ideas to Industries*<sup>3</sup>, private capital is most readily available at the speculative early stage of technology development - where high risks are offset by high rewards - and when the technology is mature - and risk is reduced. Public financing’s most important role is to bridge the “valley of death” between the two as technology is trialled, scaled-up, and demonstrated - activities that do not readily attract private capital.

In the reports *Ideas to Industries* and *Risk and Reward*<sup>4</sup> CPD identified that much of the funding from the government’s industry development special investment vehicles (SIVs) e.g. the Clean Energy Finance Corporation (CEFC) and National Reconstruction Fund (NRF) currently skews towards technologies that have already or are close to achieving commercial viability. The mandates for the CEFC and NRF push them towards safe bets and guaranteed commercial returns—the kinds of investments that private capital is already willing to make.

Expanding the amount of funding for early-stage innovation is essential for developing new industries to ensure future national prosperity. Shifting more funding from SIVs like the CEFC and NRF towards earlier stages of innovation is essential. It would require these SIVs to provide innovative forms of finance such as concessional loans and equity to fund high-risk, high-reward

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<sup>3</sup> M Hammerle, T Phillips and A Dibley, [Ideas to industries: How to get the most out of public money for industrial development](#), Centre for Policy Development, 2024.

<sup>4</sup> M Hammerle and T Phillips [Risk and Reward: Getting more from Australia’s specialist investment vehicles](#), CPD, 2026.

projects so that new technologies and applications reach the point where broader private financing becomes viable. Alternatively, more funding could be deployed through vehicles like the Australian Renewable Energy Agency.

Data on how the government funds the development of new industries is readily available. Examples of relevant resources include the Science, Research and Innovation (SRI) Budget Tables produced by the Department of Industry, Science and Resources, the Portfolio Budget Statements produced by the Department of Climate Change, Energy, the Environment and Water, and the SIV's own annual reports.<sup>5</sup> The CCA should use these resources to compile indicators to track the amount and types of funding by the government to support emerging new green industries.<sup>6</sup>

Private financing levels can be thought of as an 'end of pipe' metric. At this point in the development of emissions reduction technologies and projects, it should be supplemented with an 'early flow' metric around the application of public financing.

**Recommendation 2a:**

The CCA should include a metric that tracks the amount of funding for the development of clean technologies from government special investment vehicles (SIVs) that is not simple commercial-grade debt, such as equity, concessional loans, financial guarantees and venture capital.

**Recommendation 2b:**

The metric should be disaggregated by technology type, to understand whether funding is assisting a range of technologies to bridge the valley of death and not just the safest or most mature.

**Policy and governance**

Under outcome ER3 in the paper - Electricity sector emissions fall in line with Australia's NDC - one lagging indicator is identified along with appropriate leading indicators that cover additions of energy storage, approvals of renewable energy projects, and progress of transmission projects. These leading indicators are rightly proposed to be benchmarked against the Step Change scenario in AEMO's Integrated System Plan.

However, given the early indications that progress against these benchmarks will be significantly behind schedule for many years at least, it would be appropriate to include metrics in the Critical Enablers domain (policy & governance) that track progress in resolving barriers that are currently preventing the Step Change scenario.

The CCA could develop indicators that track progress in:

- streamlining planning approvals - e.g. average lead-times in renewable energy projects;
- widening the energy workforce pipeline - e.g. percentage of work on renewable energy projects performed by apprentices; and

<sup>5</sup> See e.g. 'Statutory reports', CEFC, 2026.

<sup>6</sup> See for example an application by CPD in Appendix A of M Hammerle, T Phillips and A Dibley, [Ideas to industries: How to get the most out of public money for industrial development](#), Centre for Policy Development, 2024.

- securing supply of key inputs - e.g. percentage of materials used in renewable energy projects that are locally sourced.

We would be pleased to provide further information on this point when our report on rapid deployment of renewable energy infrastructure is released.

**Recommendation 3:**

The CCA should develop indicators that track progress towards resolving barriers to renewable energy roll-out e.g. in planning approvals, energy workforce and supply of key inputs.

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For the Authority's information, two of our cited recent reports - *Ideas to Industry* and *Risk and Reward* - can be accessed through the links in the footnotes of this submission. We will also provide a copy of our upcoming report on the measures needed for a rapid deployment of renewable energy infrastructure when it is released.

We are particularly interested in engaging with the Authority on its future work, flagged in the paper, that will further develop metrics within the Green Growth domain and policy & governance outcomes within the Critical Enablers domain.

Thank you for the opportunity to make a submission to the Inquiry. We welcome the opportunity to engage further on these issues with the Authority.

Yours sincerely,

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