



NABERS Baseline

Method Guide

Version 3.7, September 2025

ESS »

Acknowledgment of Country

IPART acknowledges the Traditional Owners of the lands where we live and work. Our office is located on Gadigal land and our work touches on Aboriginal lands and waterways across NSW.

We pay respect to their Elders both past and present, and recognise Aboriginal people's unique and continuing cultural connections, rights and relationships to land, water and Country.



Image taken on Worimi Country (Myall Lakes)

The Independent Pricing and Regulatory Tribunal

IPART's independence is underpinned by an Act of Parliament. Further information on IPART can be obtained from [IPART's website](#).

© Independent Pricing and Regulatory Tribunal (2025).

With the exception of any:

- a. coat of arms, logo, trade mark or other branding;
- b. photographs, icons or other images;
- c. third party intellectual property; and
- d. personal information such as photos of people,

this publication is licensed under the Creative Commons Attribution-NonCommercial-NoDerivs 3.0 Australia Licence.



The licence terms are available at the [Creative Commons website](https://creativecommons.org/licenses/by-nc-nd/3.0/au/)

IPART requires that it be attributed as creator of the licensed material in the following manner: © Independent Pricing and Regulatory Tribunal (2025).

The use of any material from this publication in a way not permitted by the above licence or otherwise allowed under the Copyright Act 1968 (Cth) may be an infringement of copyright. Where you wish to use the material in a way that is not permitted, you must lodge a request for further authorisation with IPART.

Disclaimer

Nothing in this document should be taken to indicate IPART's or the NSW Government's commitment to a particular course of action.

This document is published for the purpose of IPART fulfilling its statutory or delegated functions as set out in this document. Use of the information in this document for any other purpose is at the user's own risk, and is not endorsed by IPART.

ISBN 978-1-76049-851-1

Contents

1	About this document	1
1.1	Method overview	1
1.2	Legislative requirements	1
1.3	General requirements	2
1.4	Document control	2
2	Requirements that must be met	3
2.1	Energy saver	3
2.2	Implementation, implementation date and site	3
2.3	Eligible buildings	4
2.4	Calculation-specific eligibility requirements	4
3	Calculating energy savings	9
3.1	Calculate measured energy consumption	9
3.2	Calculate Benchmark NABERS Rating	10
3.3	Calculate benchmark electricity consumption and benchmark gas consumption	12
3.4	Calculate energy savings	13
3.5	Approval of calculations	16
4	Minimum required records	18
4.1	Record keeping requirements	18
4.2	Minimum required records	18
5	Glossary	21
A	Benchmark Rating Index on and before 29 March 2020 for Calculation Method 1	1

1 About this document

This document provides guidance about how the NABERS baseline sub-method (**NABERS method**) of the Energy Savings Scheme (ESS) operates, some of the key requirements that must be met when using the method, and how to calculate energy savings for a Recognised Energy Saving Activity (**RESA**) and create energy savings certificates (**ESCs**). This document should be used by:

- applicants seeking accreditation as a certificate provider, to assist them in completing their application^a
- those persons who are already Accredited Certificate Providers (**ACPs**), to assist them in accurately calculating energy savings using this method.

1.1 Method overview

The NABERS method provides a way to calculate and create ESCs that reflect the energy savings resulting from an improved NABERS rating for a building.^b It incentivises energy savers to improve the energy performance of their buildings through the use of more energy efficient equipment and/or improved building management.

The NABERS method also allows an energy saver to choose how it may create ESCs, using either of the three approaches below:

1. forward creation only for up to 3 years, with voluntary top-up in years 2 and 3
2. forward creation for up to 3 years (with voluntary top-up in years 2 and 3) and then annual creation for years 4 to 7
3. annual creation, for up to 7 years.

1.2 Legislative requirements

This document is not legal advice. The legal requirements for ACPs participating in the ESS are set out in:

- Schedule 4A to the Electricity Supply Act 1995 (**Act**)
- Part 6 of the Electricity Supply (General) Regulation 2014 (**Regulation**)
- the Energy Savings Scheme Rule of 2009 (**ESS Rule**).

ACPs are also required to meet any additional accreditation conditions as set out in their Accreditation Notice.

^a A full explanation of the application process is provided on the ESS website.

^b NABERS is the National Australian Built Environment Rating System. It is managed nationally by the NSW Office of Environment and Heritage, on behalf of Commonwealth, state and territory governments. For more information refer to: www.nabers.gov.au

1.3 General requirements

The [General Requirements Guide \(General Requirements\)](#) summarises the key requirements that apply to all ACPs irrespective of calculation method. You will need to refer to the General Requirements when preparing an application for accreditation and to understand the obligations of an ACP.

1.4 Document control

Version number	Change description	Date published
V3.3	Updated to reflect amendments to the ESS Rule	March 2020
V3.4	Updated to: <ul style="list-style-type: none">• reflect amendments to the ESS Rule• remove content duplicated in the General Requirements Guide or on the ESS website.	January 2022
V3.5	Updated to reflect minor changes to processes following the introduction of The Energy Security Safeguard Application (TESSA)	September 2022
V3.6	Updated to reflect amendments to the ESS Rule	April 2023
V3.7	Updated to reflect addition of schools and retail centres	September 2025

2 Requirements that must be met

We have provided information below about the requirements of the NABERS method. This is not an exhaustive list of requirements, and ACPs should ensure that they are familiar with their obligations under the Act, Regulation, ESS Rule and any additional accreditation conditions of their accreditation.

2.1 Energy saver

An ACP can only calculate energy savings and create ESCs from an implementation if the ACP is the energy saver under the ESS Rule. The ACP must be the energy saver as at the implementation date. An energy saver can be the:

- **original energy saver** – which, under the NABERS method, is either:
 - the person specified on the NABERS rating certificate
 - the building owner or manager of the building or buildings identified on the NABERS rating certificate if the person's name is not identified on the NABERS rating certificate as issued by the NABERS National Administrator
- **nominated energy saver** – which is someone the original energy saver has nominated as the energy saver by completing a [nomination form](#).

See Section 5 of the General Requirements for requirements about energy saver, the nominated energy saver, and form and manner of nomination.

2.2 Implementation, implementation date and site

The ESS Rule defines implementations, implementation dates and sites (explained below). These concepts are used to determine the number of ESCs, and from when they can be created.

2.2.1 Implementation

An implementation is the delivery of a RESA^a at a site. Under the NABERS method, the RESA must result in an improved NABERS rating by at least 0.5 stars.

Energy savings from an implementation under the NABERS method are achieved by obtaining a NABERS rating for a building through any of the following NABERS tools:

- NABERS for offices (base building, tenancy, or whole building)
- NABERS for hotels
- NABERS for shopping centres

^a A RESA must meet all of the criteria set out in clause 5.3, 5.3A, 5.3B and 5.4 of the ESS Rule.

- NABERS for data centres (IT equipment, infrastructure, or whole facility)
- NABERS for hospitals
- NABERS for apartments
- NABERS for residential aged care
- NABERS for retirement living
- NABERS for warehouses
- NABERS for cold storage
- NABERS for schools
- NABERS for retail centres

2.2.2 Implementation date

Under the NABERS method, the implementation date is the end date of the first NABERS rating period for which energy savings will be calculated. The end date appears on the NABERS Energy Rating Report for a NABERS building and establishes the date from which the ACP can create ESCs in relation to that building (refer Box 2.1 below).

Box 2.1 Example: Determining the implementation date

An ACP wishes to calculate energy savings for a building that has achieved an improved NABERS rating.

The NABERS Energy Rating Report for the building notes that the first NABERS rating period is from 1/1/2020 to 31/12/2020. Therefore, the implementation date is 31/12/2020.

2.3 Eligible buildings

A building is eligible for the NABERS method if the building:

- is located in NSW
- has a NABERS rating, issued by the NABERS National Administrator.

2.4 Calculation-specific eligibility requirements

The NABERS method uses a Benchmark NABERS Rating to assist in calculating the benchmark (baseline) energy consumption for a NABERS building.

The NABERS method provides two calculation methods to calculate the Benchmark NABERS Rating:

- **Calculation Method 1:** the Benchmark NABERS Rating is listed in Table A20 of Schedule A of the ESS Rule.
- **Calculation Method 2:** the Benchmark NABERS Rating is calculated using a Historical Baseline NABERS Rating.

Each of these calculation methods has specific eligibility requirements that must be met as outlined below.

2.4.1 Calculation Method 1 – Benchmark NABERS Rating index

To use this calculation method, the NABERS rating must:

1. be the first NABERS rating for the building
2. exceed the relevant Benchmark NABERS Rating listed in Table A20 in Schedule A of the ESS Rule by at least 0.5 stars
3. must not be obtained for the purposes of complying with the Commercial Building Disclosure Program, or a Development Approval.

If the ACP is calculating energy savings for an implementation where the implementation date is:

- after 29 March 2020, Calculation Method 1 can only be used for one-off ESC creations (i.e. year 1). From year 2 – 7, Calculation Method 2 must be used for annual creation or top up,
- on or before 29 March 2020 and an application to register the ESCs was made on or before 30 June 2021, the relevant Benchmark NABERS Rating is Table A20 of the 2018 ESS Rule for years 2020-2022, and use 0.5 star higher index from 2023 and onwards (see [Appendix A](#)). This method only includes energy savings calculated within 7 years from the end date of the first NABERS Rating to use Calculation Method 1.^b

2.4.2 Calculation Method 2 – Historical Baseline NABERS Rating

Calculation Method 2 uses a Historical Baseline NABERS Rating to calculate the Benchmark NABERS Rating. The Historical Baseline NABERS Rating is a previous NABERS rating for the same NABERS building and similar configuration (see section 2.4.3 below).

To use this calculation method:

1. the NABERS rating must exceed the Historical Baseline NABERS Rating by at least 0.5 stars
2. the Historical Baseline NABERS Rating must meet the 'similar configuration' criteria that has been determined by the Scheme Administrator and is listed in section 2.4.3 of this guide,^c and:
 - a. if using forward creation at step 5 of Method 4 of the NABERS method, be a fixed Historical Baseline Rating which was calculated with an end date of no more than 15 months before the end date of the NABERS rating, or

^b ESS Rule, cl 11.13

^c ESS Rule, cl 8.8.4(c)

- b. if using top-up or annual creation at step 4 of Method 4 of the NABERS method, be a fixed Historical Baseline Rating which was calculated no more than 7 years before the end date of the Current Rating Year.

Forward creation of Energy Savings

The forward creation of ESCs in respect of Energy Savings for an Implementation must be calculated using Calculation Method 2.^d The maximum time period for the forward creation of ESCs is 3 years.^e

Resetting the baseline when calculating additional Energy Savings

The use of a fixed Historical Baseline Rating is limited and must be reset to a new fixed Historical Baseline when calculating Additional Energy Savings.^f Refer to Box 2.2 below for examples of resetting the baseline.

Annual Creation (no forward creation)

If Calculation Method 2 is used for Additional Energy Savings and the fixed Historical Baseline NABERS Rating was calculated more than 7 years before the end date of the Current Rating Year, it must be reset using a previous NABERS rating that is at least 7 years later than the end date of the Rating Period for the previous fixed Historical Baseline NABERS Rating.^g

After Forward creation

If the fixed Historical Baseline NABERS Rating is used for the purposes of Calculation Method 2 at steps 4 and 5 of Method 4, it must be reset no later than 7 years after the end date of the fixed Historical Baseline NABERS Rating.^h

When calculating energy savings using Calculation Method 2 at step 5 of Method 4, a NABERS rating of the same value can only be used once to set a fixed Historical Baseline NABERS Rating for a NABERS building. A lower rating cannot be used as a new fixed Historical Baseline NABERS Rating in the future.ⁱ

^d ESS Rule, cl 8.8.2(f)

^e ESS Rule, cl 8.8.10(a)

^f Additional Energy Savings means, in respect of clause 8, energy savings for which no ESCs have been created, but which arise from an implementation in relation to which ESCs have been created.

^g ESS Rule, cl 8.8.4(b)

^h ESS Rule, cl 8.8.11(b)

ⁱ ESS Rule, cl 8.8.10(c)

Box 2.2 Example: re-setting a baseline NABERS rating

Annual creation only

An ACP previously calculated energy savings annually from a NABERS rating that ended 31/12/20. The end date of the fixed Historical Baseline NABERS Rating was 31/12/13.

The ACP now wishes to calculate Additional Energy Savings using this method for a NABERS rating that ends on 31/12/22. If the end date of the fixed Historical Baseline NABERS Rating was calculated more than seven years before the end date of the Current Rating Year, it must be reset using a previous NABERS rating that is at least 7 years later than the end date of the Rating Period for the previous fixed Historical Baseline NABERS Rating, to calculate energy savings. The new fixed Historical Baseline NABERS Rating may be reset using the NABERS rating that ended on either 31/12/20 or 31/12/21, provided that it meets the eligibility criteria.

After Forward creation

An ACP forward created energy savings from a NABERS rating that ended 31/12/20. The end date of the fixed Historical Baseline NABERS Rating was 31/12/19. The ACP can use the fixed baseline for the purposes of Calculation Method 2 at steps 4 and 5 of Method 4, but it must be reset no later than 7 years after the end date of the fixed Historical Baseline NABERS Rating. The latest date to reset it is 31/12/26.

Further, when the ACP wishes to reset a fixed Historical Baseline NABERS Rating it can only use a NABERS rating of the same value once to set a fixed Historical Baseline NABERS Rating for a NABERS building and a lower rating cannot be used as a new fixed Historical Baseline NABERS Rating in the future. Therefore, if an ACP used a 2-star NABERS rating to set the previous fixed Historical Baseline NABERS Rating, it can only use a 2.5 star or higher star rating to reset the future Historical Baseline NABERS Rating.

2.4.3 Similar configuration

For a NABERS building, the Historical Baseline NABERS Rating has a similar configuration to the current NABERS rating if the following criteria are met:

1. the difference in each rated input between each rating is 5% or less
2. the sub-metering arrangements and on-site generation systems are the same, where present.

For criterion 2, a NABERS building's sub-metering arrangements and on-site generation systems are considered the same if the following criteria are met:

- sub-metering arrangements (if any) covered the same space as determined by the NABERS assessor for each rating, using the evidence relevant to the type of NABERS rating specified in the 'NABERS Rules for collecting and using data'
- nameplate capacity for each type of generation (if any) system was the same.

Options available when a previous rating is not a similar configuration

The ACP can ask the Scheme Administrator to accept the use of the Historical Baseline NABERS Rating if the similar configuration criteria for the relevant NABERS rating cannot be met and Calculation Method 1 cannot be used. In this instance, the ACP must be able to demonstrate that the difference in the maximum allowable electricity consumption between the ratings is 5% or less.

Alternatively, an ACP can refix the Historical Baseline NABERS Rating using a previous NABERS rating, but only if it:

- meets the similar configuration criteria
- is greater than seven years than the current fixed Historical Baseline NABERS Rating.

3 Calculating energy savings

Under the ESS Rule, energy savings comprise electricity savings, gas savings, diesel savings, biofuel savings, biogas savings, biomass savings, on-site renewables savings or a combination of two or more of these.

Under the NABERS method, energy savings comprise electricity savings and gas savings. Energy savings under the NABERS method are calculated using Method 4 under clause 8.8 of the Rule.

Once an ACP has a NABERS rating, there are four steps to calculate energy savings:

1. calculate the measured energy consumption, which consists of the measured electricity consumption and measured gas consumption
2. calculate the Benchmark NABERS Rating
3. calculate the benchmark energy consumption, which consists of the benchmark electricity consumption and benchmark gas consumption
4. calculate energy savings by:
 - a. forward creation only
 - b. forward creation with top-up in years 2 and/or 3, or
 - c. annual creation.

An ACP does not have to top-up energy savings after it has forward created, if it chooses not to do so. It may also choose to annually create ESCs after the forward creation period has ended.

3.1 Calculate measured energy consumption

Measured energy consumption is calculated using step 1 of Method 4 of the ESS Rule and is measured in megawatt hours (**MWh**). It may consist of measured electricity consumption and measured gas consumption.

3.1.1 Measured electricity consumption

Measured electricity consumption is calculated using the formula below:

$$\text{Measured electricity consumption (MWh)} = \text{NABERS electricity (MWh)} + \text{on-site unaccounted electricity (MWh)}$$

NABERS electricity is the electricity purchased or imported from the electricity network and accounted for in the NABERS rating, including electricity purchased as GreenPower. It is reported as 'Electricity' under the energy consumption details found on the NABERS Energy Rating Report. It is usually reported in kWh, so it must be converted to MWh to complete the calculation.

On-site unaccounted electricity is the electricity generated on-site from a source that has not been accounted for in the NABERS rating. This may include solar PV or biogas generation where the fuel input has not been included in the rated energy consumption reported on the NABERS Energy Rating Report but excludes gas generators where the imported gas has been accounted for in the NABERS rating. All energy consumption must be converted to MWh.

3.1.2 Measured gas consumption

Measured gas consumption is calculated using the formula below:

$$\text{Measured gas consumption (MWh)} = \text{NABERS gas (MWh)}$$

NABERS gas is the gas which is accounted for in the NABERS rating. It is reported as 'Gas' under the energy consumption details found on the NABERS Energy Rating Report. This is usually reported in megajoules (**MJ**), so it must be converted to MWh to complete the calculation of energy savings (using standard conversion factors).

3.2 Calculate Benchmark NABERS Rating

Calculate the Benchmark NABERS Rating using one of the two calculation methods provided at step 2 in Method 4 in the ESS Rule.

3.2.1 Calculation Method 1

The Benchmark NABERS Rating is the value in Table A20 in Schedule A of the ESS Rule that corresponds to:

1. the NABERS rating tool used to determine the rating
2. the Current Rating Year, which is the year for which ESCs will be created and is the year that the rating period ended for the NABERS rating
3. the building category for the rating.

3.2.2 Calculation Method 2

The Benchmark NABERS Rating is calculated using the following inputs:

- Historical Baseline NABERS Rating
- Baseline Rating Year^a
- Current Rating Year
- Annual Rating Adjustment provided in Table A21 in Schedule A of the ESS Rule.^b The Benchmark NABERS Rating is calculated as follows:

^a The year that corresponds to the end date of the Historical Baseline NABERS Rating.

^b For the relevant building category, NABERS rating tool and age of Historical Baseline NABERS Rating

$$\text{Benchmark NABERS Rating} = \text{Historical Baseline NABERS Rating} + \text{Annual Rating Adjustment} \times (\text{Current Rating Year} - \text{Baseline Rating Year})$$

Box 3.1 provides an example calculation when using Calculation Method 2 to calculate the Benchmark NABERS Rating.

Box 3.1 Example: Calculate Benchmark NABERS Rating using Calculation Method 2

An ACP has a building with a 4-star rating for NABERS Offices – base building.

The current NABERS rating ends on 31/12/20.

It has a 2-star rating for NABERS Offices – base building that ended on 31/12/14, which the ACP wishes to use as a Historical Baseline NABERS Rating to calculate on an annual basis.

The Baseline Rating Year end date is less than seven years from the end date of the Current Rating Year and therefore it is eligible for use in this method, assuming it is a similar configuration.

The inputs for the equation above are:

- Historical Baseline NABERS Rating = 2
- Annual Rating Adjustment = 0.09 (Offices NABERS Rating tool, Adjustment for Historical Baseline NABERS Rating that is 2–7 years old).
- Baseline Rating Year = 2014
- Current Rating Year = 2020

Using the equation:

$$\text{Benchmark NABERS Rating} = \text{Historical Baseline NABERS Rating} + \text{Annual Rating Adjustment} \times (\text{Current Rating Year} - \text{Baseline Rating Year})$$

- Benchmark NABERS Rating = $2 + 0.09 \times (2020 - 2014)$
- Benchmark NABERS Rating = $2 + 0.09 \times 6$
- Benchmark NABERS Rating = $2 + 0.54$

The Benchmark NABERS Rating is 2.54.

3.3 Calculate benchmark electricity consumption and benchmark gas consumption

The benchmark electricity consumption and benchmark gas consumption are calculated by using the NABERS reverse calculator^c for the relevant NABERS building, setting the target star rating to the Benchmark NABERS Rating, and giving all other input parameters the same value as for the actual NABERS rating over that rating period, including:

- rating type
- building information
- percentage breakdown of energy consumption (on an energy use basis in MWh).

Benchmark electricity consumption is the electricity consumption that would be required for that same NABERS building to achieve the Benchmark NABERS Rating over the rating period, assuming the same breakdown of energy consumption. It is the electricity component of maximum allowable energy consumption, converted to MWh.

Benchmark gas consumption is the gas consumption that would be required for that same NABERS building to achieve the Benchmark NABERS Rating over the rating period, assuming the same breakdown of energy consumption. It is the gas component of maximum allowable energy consumption, converted to MWh.

NABERS reverse calculators are updated regularly so ACPs will need to check and download the most recent version of each calculator from the NABERS website.

Some of the NABERS reverse calculators may only accept star ratings that are in half or whole star increments. If the Benchmark NABERS Rating is not accepted by a calculator, then round it down to the nearest half star or whole star.

3.3.1 Rating type

The rating type is listed on the NABERS rating certificate or NABERS Energy Rating Report, and is one of the following:

- NABERS for offices (either base building, tenancy, or whole building)
- NABERS for hotels
- NABERS for shopping centres
- NABERS for data centres (either IT equipment, infrastructure, or whole facility)
- NABERS for hospitals
- NABERS for apartments
- NABERS for residential aged care
- NABERS for retirement living

^c These can be downloaded from the NABERS website, www.nabers.gov.au. The NABERS Hospital reverse calculator must be requested via email: nabers@environment.nsw.gov.au

- NABERS for warehouses
- NABERS for cold storage
- NABERS for schools
- NABERS for retail centres.

3.3.2 Building information

The building information is listed on the NABERS Energy Rating Report and is:

- the rated inputs
- the postcode.

3.3.3 Percentage breakdown of energy consumption

All fuel types covered by the NABERS rating are listed on the NABERS Energy Rating Report and each fuel type is expressed in a different unit of measurement. The percentage breakdown for each fuel type is expressed in MWh. Therefore, each fuel type must be converted to MWh using the following fuel conversion factors:

- to convert kWh of electricity to MWh: $\text{MWh} = \text{electricity (kWh)} / 1,000$
- to convert MJ of gas to MWh: $\text{MWh} = \text{gas (MJ)} / 3,600$
- to convert L of diesel to MWh: $\text{MWh} = [\text{diesel (L)} \times 38.6] / 3,600$
- to convert kg of coal to MWh: $\text{MWh} = [\text{coal (kg)} / 1000] \times [\text{energy content factor (GJ/t)}] \times [1 / 3.6]$.

The relevant energy content factor for coal should be sourced from the current version of the National Greenhouse Accounts (**NGA**) Factors.^d

Once all fuel types have been converted to MWh:

- add up the consumption from all fuel types in MWh
- calculate electricity consumption, gas consumption, coal and oil/diesel consumption as a percentage of building energy consumption.

3.4 Calculate energy savings

An ACP may calculate energy savings for each eligible NABERS building by:

- forward creation only
- forward creation with top-up in years 2 and 3, or
- annual creation.

^d Department of Climate Change, Energy, the Environment and Water (Aust. Govt.), *National Greenhouse Accounts Factors*, <https://www.dcceew.gov.au/climate-change/publications/national-greenhouse-accounts-factors>

3.4.1 Forward creation

Energy savings may be forward created in accordance with step 5 of Method 4. The forward creation of ESCs must be calculated using Calculation Method 2 (see step 2 of Method 4).

The Maximum Time Period for Forward Creation of ESCs in respect of energy savings for an implementation is 3 years.^e However, an ACP can choose to forward create for two years and then continue to annually create ESCs from year three, using step 4 of Method 4.

The forward created energy savings are calculated for each electricity and gas separately:

1. Any energy savings for electricity are calculated using the following equation:

$$\text{Electricity savings (MWh)} = \sum_{NRYi} (\text{Benchmark electricity consumption} - \text{Measured electricity consumption}_{NRYi})$$

2. Any energy savings for gas^f are calculated using the following equation:

$$\text{Gas Savings (MWh)} = \sum_{NRYi} (\text{Benchmark Gas Consumption} - \text{Measured Gas Consumption}_{NRYi})$$

The inputs for each equation are:

- *NRYi* which is the NABERS Rating Year
- the summation is over each NABERS Rating Year *i* over the *Maximum Time Period for Forward Creation*
- *Benchmark Electricity Consumption & Benchmark Gas Consumption* is calculated at Calculation Method 2 at step 2 of Method 4.
- *Measured Electricity Consumption_{NRYi} & Measured Gas Consumption_{NRYi}* is the same for all NABERS Rating Years and is calculated at Calculation Method 2 at step 1 of Method 4 for NABERS Rating Year 1 when using the fixed Historical Baseline NABERS Rating.

3.4.2 Top-up

An ACP can choose to top-up energy savings in years two and three of the forward creation period, depending upon the time period over which forward creation occurred.

The process for forward creating energy savings is the same as that described in section 3.4.1.

Top-up energy savings are calculated for electricity and gas separately:

1. Any energy savings for electricity are calculated using the following equation:

$$\text{Electricity savings (MWh)} = (\text{Benchmark electricity consumption} - \text{Measured electricity consumption}) - \text{Counted Energy Savings}_{NRYi} + \text{Electricity Savings}_{NRYi-1}$$

2. Any energy savings for gas are calculated using the following equation:

^e As set out in clause 8.8.10(a)

^f Prior to 15 April 2016, ACPs accredited under the NABERS method were accredited to create ESCs from activities that saved electricity only. ACPs cannot create ESCs for gas savings unless they are accredited to do so.

$$\text{Gas Savings (MWh)} = \text{Benchmark Gas Consumption} - \text{Measured Gas Consumption} - \text{Counted Energy Savings}_{\text{NRYi}} + \text{Gas Savings}_{\text{NRYi-1}}$$

The inputs for each equation are:

- *NRYi* is the NABERS Rating Year
- *NRYi-1* is the NABERS Rating Year immediately preceding *NRYi* Counted Energy Savings_{NRYi} is:
 - total Electricity Savings for which ESCs have previously been created for the Implementation for the Rating Year *i* if calculating Electricity Savings; or
 - total Gas Savings for which ESCs have previously been created for the Implementation for the Rating Year *i* if calculating Gas Savings;
- *Electricity Savings_{NRYi-1}* or *Gas Savings_{NRYi-1}* should only be included in each formula if:
 - calculating from year 3 onwards of using the fixed Historical Baseline NABERS Rating
 - the term is a negative number.

3.4.3 Annual creation

An ACP may calculate energy savings annually in accordance with step 4 of Method 4.

Annual energy savings are calculated for electricity and gas separately:

1. Any energy savings for electricity are calculated using the following equation:

$$\text{Electricity savings (MWh)} = (\text{Benchmark electricity consumption} - \text{Measured electricity consumption}) - \text{Counted Energy Savings}_{\text{NRYi}} + \text{Electricity Savings}_{\text{NRYi-1}}$$

2. Any energy savings for gas are calculated using the following equation:

$$\text{Gas Savings (MWh)} = \text{Benchmark Gas Consumption} - \text{Measured Gas Consumption} - \text{Counted Energy Savings}_{\text{NRYi}} + \text{Gas Savings}_{\text{NRYi-1}}$$

The inputs for each equation are:

- *NRYi* is the NABERS Rating Year
- *NRYi-1* is the NABERS Rating Year immediately preceding *NRYi*
- *Electricity Savings_{NRYi-1}* or *Gas Savings_{NRYi-1}* should only be included in each formula if:
 - calculating from year 3 onwards of using the fixed Historical Baseline NABERS Rating
 - the term is a negative number.

Electricity Savings_{NRYi-1} and *Gas Savings_{NRYi-1}* must be calculated using the NABERS rating for the preceding year. An energy saver will need to obtain a NABERS rating every year (that is, there must be a continuous NABERS rating). This ensures that any negative energy savings are accounted for in the ESC claim.

Counted Energy Savings_{NRVt} is only included if top-up energy savings are being calculated using step 4 of Method 4 (see section 3.4.2 of this guide).^g

3.5 Determining ESC vintage

Energy savings are taken to occur on the date that the Scheme Administrator determines that the relevant NABERS rating was completed.^h This date determines the vintage of the ESCs for the purpose of registration (see section 3.6 for important information on registration in relation to vintage).

An ACP may apply to the Scheme Administrator to make a specific determination for a NABERS rating period, otherwise a default determination is applied.

3.5.1 Default determination

The Scheme Administrator determined that the date that a NABERS rating was completed (and therefore the date that the energy savings occurred) is:

- the date that is 365 days prior to the rating expiry date that is specified on the NABERS Energy Rating Report, or
- the start date of the NABERS validity period if specified on the NABERS Energy Rating Report, or
- the certification date if specified on the NABERS Energy Rating Report.

Box 3.2 Example of default determination

A NABERS Energy Rating Report showed that the expiry date of a NABERS rating ends on 30 April 2022. The date that is 365 days prior to this date is 30 April 2021.

Therefore, the vintage of the ESCs is determined to be 2021 as the date that the NABERS rating is determined to have occurred is 30 April 2021.

3.5.2 Specific determination

An ACP may apply to the Scheme Administrator to make a determination specific to a particular NABERS rating period for a particular site, however it must be supported by evidence, including:

^g ESS Rule, cl 8.8.12

^h ESS Rule cl. 8.8.7

- the date that the NABERS Administrator certified the rating
- the relevant NABERS Rating period, and
- the relevant Site.

Applications for a specific determination should be made to ess_compliance@ipart.nsw.gov.au.

3.6 Register ESCs no more than 12 months after end date of rating period

Once an ACP has determined the vintage of the ESCs, and it has collected all required evidence, it may apply to register ESCs. However, it must register the ESCs in TESSA no more than 12 months after the end date of the NABERS rating period for which the energy savings were calculated.ⁱ

This requirement means that where an ACP determines the vintage of the ESCs for a particular calendar year, the ACP may not be able to register the ESCs in the 6 months after the end of that calendar year,^j as the 12-month deadline to register may fall before this date.

Box 3.3 Example - registering no more than 12 months after rating period end date

An ACP sought to register 1,000 ESCs for a NABERS building with a rating period of 1 January 2021 to 31 December 2021.

The ACP determined that the vintage of the ESCs was 2022.

Normally, an ACP has until 30 June 2023 to registers ESCs of 2022 vintage. However, because the ESS Rule requires that an ACP register ESCs no more than 12 months after the rating period end date, and the end date of the NABERS rating period is 31 December 2021, the ACP must register the ESCs by 31 December 2022.

ⁱ Clause 8.8.8 of the ESS Rule

^j Clause 34(3) of Schedule 4A to the *Electricity Supply Act 1995*

4 Minimum required records

4.1 Record keeping requirements

ACPs are required to keep records in respect of a RESA, including records of:

- the location in which the RESA occurred
- the energy savings arising from that RESA
- the methodology, data and assumptions used to calculate those energy savings
- any other records specified by the Scheme Administrator, including the minimum required records set out in section 4.2.^k

ACPs must retain records for at least six years, in a form and manner approved by the Scheme Administrator. Each ACP's Accreditation Notice may include a condition requiring that the ACP's record keeping arrangements are consistent with the *Record Keeping Guide*.^l

4.2 Minimum required records

Table 4.1 below describes the minimum documents ACPs are required to keep as a record of the energy savings from their project. ACPs must collect the required documents for each implementation of their activity. ACP's are encouraged to keep additional records to assist with auditing and may need to do so if the minimum required records are not adequate to demonstrate that a requirement has been met. For example, additional records may be necessary to clarify any inconsistencies between other records or for more complex projects.

^k *Electricity Supply (General) Regulation 2014*, cl 46

^l Available at: <https://www.energysustainabilityschemes.nsw.gov.au/Accredited-Certificate-Providers/Obligations-of-an-ACP/Record-keeping>

Table 4.1 Minimum required records for all implementations

Requirement	Documents acceptable for evidencing requirement	Description
Implementation address and implementation date	NABERS rating certificate and NABERS Energy Rating Report or NABERS rating data summary or NABERS for hospitals – rating spreadsheet ^a	Both documents must clearly show the address of the building. The NABERS Energy Rating Report or NABERS rating data summary must specify the end date of the rating period.
Energy saver	NABERS rating certificate	The document must clearly display the NABERS rating holder ^b
Nomination	Nomination form (not required if the ACP is the NABERS rating holder)	The nomination form must: <ul style="list-style-type: none"> • be the relevant template available from the ESS website • be signed by the NABERS rating holder • be completed on or before the implementation date.
Energy savings calculation	The spreadsheet or calculation summary used to calculate energy savings from each implementation.	The document must clearly show the calculation of energy savings, including all relevant inputs and outputs.
NABERS Electricity	NABERS Energy Rating Report or NABERS rating data summary or NABERS for hospitals – rating spreadsheet	The document must show the certified electricity consumption listed under energy consumption details.
NABERS Gas	NABERS Energy Rating Report or NABERS rating data summary or NABERS for hospitals – rating spreadsheet	The document must show the certified gas consumption listed under energy consumption details.
On-site unaccounted electricity	Utility, building owner or energy services company report	A report for the rating period showing: <ul style="list-style-type: none"> • the source of the on-site electricity generation • the amount of electricity generated that was consumed on-site for the rated building for the NABERS rating period • meter identifier, and whether it is a utility meter or sub-meter.

Requirement	Documents acceptable for evidencing requirement	Description
NABERS Star Rating & Rating Type	NABERS rating certificate and NABERS Energy Rating Report or NABERS rating data summary or NABERS for hospitals – rating spreadsheet	The documents must clearly show the star rating of the building, excluding GreenPower.
Building information	NABERS Energy Rating Report or NABERS rating data summary (must be provided for method 2). or NABERS for hospitals – rating spreadsheet	The document must show the inputs required to calculate the maximum allowable electricity use from the NABERS reverse calculator. The NABERS rating data summary must describe any on-site generation or sub-meters that exclude energy consumption.
Similar Configuration (must be provided if using Calculation Method 2)	The following documents (as relevant to the site): <ul style="list-style-type: none"> • NABERS Energy Rating Report • NABERS rating data summary • Single line diagram (sub-metering) • Installation or commissioning documentation (on-site generation) • NABERS for hospitals – rating spreadsheet 	Refer to 'similar configuration' in section 2.4.3.
Maximum allowable electricity use	NABERS reverse calculator	Must show all inputs required from other sources of documentation to calculate the maximum allowable electricity use for each building for which ESCs are created.
Maximum allowable gas consumption	NABERS reverse calculator	Must show all inputs required from other sources of documentation to calculate the maximum allowable gas use for each building for which ESCs are created.
Built date prior to 1 November 2006 (required where the Benchmark NABERS Rating is calculated using Calculation Method 1)	One of the following documents: <ul style="list-style-type: none"> • Compliance certificate • Final occupation certificate • Tenancy agreement • Survey plan drawn to Building Owners and Management Association (BOMA) or Property Council of Australia (PCA) standard • As-built plans • Photo of building commemoration plaque • Utility bill (electricity, gas or water) • Previous NABERS rating certificate • Property valuation 	The document must show that the built date is prior to 1 November 2006.

a. ACPs will need to contact the NABERS team about the NABERS Hospital – rating spreadsheet.

b. The energy saver can be a person or building owner or manager names on the NABERS rating certificate (refer section 2.1 of this guide)

5 Glossary

Term	Definition
Accreditation Notice	The accreditation notice issued by the Scheme Administrator to an ACP stating the conditions that apply to the ACP's accreditation
ACP	Accredited Certificate Provider
Act	<i>Electricity Supply Act 1995 (NSW)</i>
End-User Equipment	The eligible fuel consuming equipment, processes and systems and other equipment or products that cause, control or influence the consumption of one or more eligible fuels.
Energy Saver	Refer to Section 2.1 of this document
ESC	Energy Savings Certificate
ESS	Energy Savings Scheme
ESS Rule	Energy Savings Scheme Rule of 2009
Implementation	Refer to section 2.2.1 of this document
Implementation Date	Refer to section 2.2.2 of this document
NSW	New South Wales
Regulation	<i>Electricity Supply (General) Regulation 2014 (NSW)</i>
RESA	Recognised Energy Saving Activity
Site	The location of the End-User Equipment included in a RESA, as defined by either: <ul style="list-style-type: none"> • an address • a unique identifier, as specified for the relevant Implementation that identifies the affected End-User Equipment • a method accepted by the Scheme Administrator.

Appendices



A Benchmark Rating Index on and before 29 March 2020 for Calculation Method 1

This table presents the Benchmark Rating Index of the relevant NABERS Rating tool and Building Category of 2020 (Table A20 of the 2018 ESS Rule) for years 2020-2022 and use 0.5 star higher Index from 2023 and onwards.

NABERS Rating tool	Building category	Year of NABERS Rating End Date								2023 and later
		2015	2016	2017	2018	2019	2020	2021	2022	
Offices	Built prior to 1 November 2006	4.0	4.0	4.5	4.5	4.5	5.0	5.0	5.0	5.5
Offices	Built on or after 1 November 2006	5.0	5.0	5.5	5.5	5.5	6.0	6.0	6.0	6.5
Hotels	Built prior to 1 November 2006	3.0	3.5	3.5	3.5	3.5	4.0	4.0	4.0	4.5
Hotels	Built on or after 1 November 2006	4.0	4.5	4.5	4.5	4.5	5.0	5.0	5.0	5.5
Shopping Centres	Built prior to 1 November 2006	3.5	4.0	4.0	4.0	4.0	4.5	4.5	4.5	5.0
Shopping Centres	Built on or after 1 November 2006	4.5	5.0	5.0	5.0	5.0	5.5	5.5	5.5	6.0
Data Centres	Built prior to 1 November 2006	3.5	3.5	3.5	4.0	4.0	4.0	4.0	4.0	4.5
Data Centres	Built on or after 1 November 2006	4.5	4.5	4.5	5.0	5.0	5.0	5.0	5.0	5.5
Hospitals	Built prior to 1 November 2006	3	3	3.5	3.5	3.5	3.5	3.5	3.5	4.0
Hospitals	Built on or after 1 November 2006	4	4	4.5	4.5	4.5	4.5	4.5	4.5	5.0
Apartment Buildings	Built prior to 1 November 2006	3	3	3	3.5	3.5	3.5	3.5	3.5	4.0
Apartment Buildings	Built on or after 1 November 2006	4	4	4	4.5	4.5	4.5	4.5	4.5	5.0