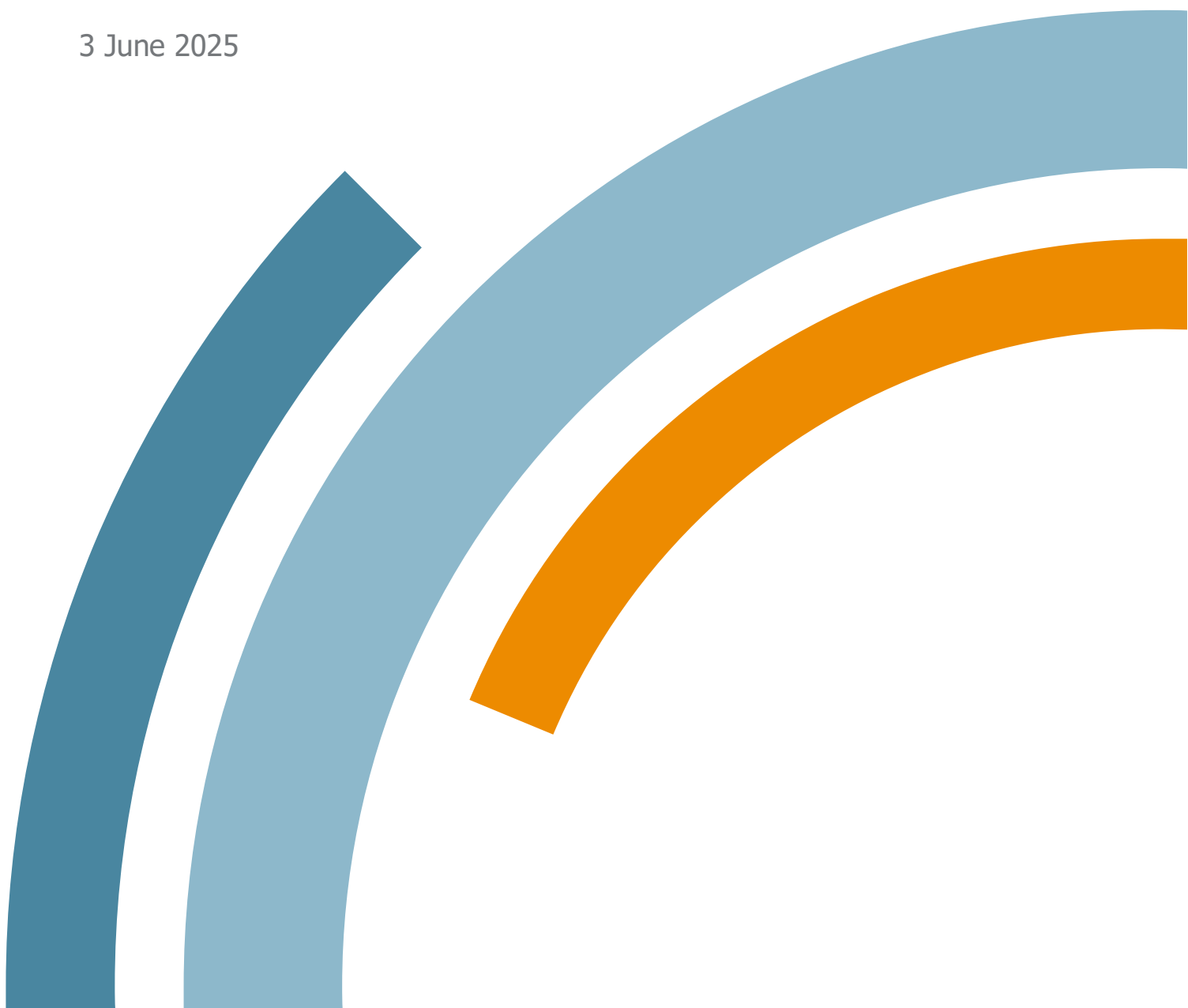




Obligations and Program Guide for Accredited Persons

3 June 2025



Acknowledgement

We acknowledge the Traditional Owners of the lands and waterways on which we work and live.

We acknowledge all Aboriginal and Torres Strait Islander communities, and pay our respects to Elders past and present.

As the First Peoples of this land, belonging to the world's oldest living cultures, we recognise and value their knowledge, and ongoing role in shaping and enriching the story of Victoria.

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Guide overview

This guide is intended to provide accredited persons (APs), and those considering becoming accredited, with key information about the Victorian Energy Upgrades program, their obligations as APs under the program and how to create Victorian energy efficiency certificates (VEECs) in accordance with the program's legislation.

About this guide

This Obligations and Program Guide for Accredited Persons provides information about the Victorian Energy Upgrades (VEU) program, summarises key requirements that apply to all accredited persons under the program and explains the creation and registration of Victorian energy efficiency certificates (VEECs).

The purpose of this guide is to promote a better understanding of the relevant legislative framework governing the VEU program, the VEEC creation and registration process, and to provide an overview of the obligations and the commission's expectations for those seeking to become accredited and remain accredited under the program.

For information on undertaking a specific activity under the program, you should review the relevant activity guide:

- Space Heating/Cooling and Water Heating Activity Guide (for activities 1, 3, 5, 6, 7, 9, 10, 23 and 28)
- Space Conditioning and Shower Rose Activity Guide (for activities 12, 13, 14, 15, and 17)
- Appliances Activity Guide (for activities 22, 24, 25, 26, 30, 31, 32, 33, 36 and 46)
- Building Based Lighting Upgrade Activity Guide (for activity 34)
- Non-Building Based Lighting Upgrade Activity Guide (for activity 35)
- Public Lighting Upgrade Activity Guide (for activity 27)
- Gas Efficiency Activity Guide (for activities 37, 38, 39, 40 and 41)
- Cold Room Activity Guide (for activity 43)
- Commercial and Industrial Heat Pump Water Heater Activity Guide (for activity 44)
- Home Energy Rating Assessment Activity Guide (for activity 45)
- Measurement and Verification Method Activity Guide
- Benchmark Rating Method Activity Guide.

These activity guides are available at www.esc.vic.gov.au/veu-activities.

New requirements for applying to be approved as an accredited provider came into effect from 1 July 2023 as a result of the *Victorian Energy Efficiency Target (Amendment) Act 2022*.

This includes applicants having to satisfy new ‘fit and proper person’ and ‘competent and capability’ requirements.

Further requirements applicable to the renewed accreditation of existing accredited persons and broadening of the commission’s power to regulate scheme participants will be introduced over time.

Who should use this guide?

You should use this guide if you are:

- considering, or seeking, accreditation to participate in the VEU program.
- accredited to undertake any of the activities under the program.

Legal context for this guide

This guide provides a general summary of requirements and VEEC creation information set out in:

- *Victorian Energy Efficiency Target Act 2007* (the VEET Act)
- Victorian Energy Efficiency Target Regulations 2018 (the VEET Regulations)
- Victorian Energy Efficiency Target (Project-Based Activities) Regulations 2017 (PBA Regulations)
- Victorian Energy Upgrades Specifications 2018 (VEU Specifications)
- Measurement and Verification in Victorian Energy Upgrades – Specifications (M&V Specifications)
- Benchmark Rating in Victorian Energy Upgrades – Specifications (Benchmark Rating Specifications)
- Victorian Energy Efficiency Target Guidelines (the VEET Guidelines).

Note: References to “the regulations” refer to both the VEET Regulations and the PBA Regulations. References to “the specifications” refer to the VEU Specifications, M&V Specifications, and the Benchmark Rating Specifications”.

View these documents at www.esc.vic.gov.au/veu-legislation.

This guide should not be relied upon as substitute for legal advice and should be read in conjunction with the above source documents. While the commission has made every effort to provide current and accurate information, you should obtain professional advice if you have any specific concern, before relying on the accuracy, currency or completeness of this information. In the event of inconsistency between this guide and the source documents, the content in the source documents apply.

About the Victorian Energy Upgrades program

The VEU program aims to reduce greenhouse gases by making energy efficiency improvements more affordable for consumers, as well as reducing their long-term energy consumption. It does this by providing access to discounted energy efficient products and services through a market-based energy-efficiency certificate program.

The program, which started on 1 January 2009, was established under the VEET Act. Changes to the VEET Act, the regulations and the specifications are the remit of the Department of Energy, Environment and Climate Action (DEECA).

The Essential Services Commission (commission) administers the VEET Act and regulates participants in the program. The commission's key goal is to safeguard the integrity of the program by maintaining confidence in the energy efficiency benefits delivered to consumers and by delivering a balanced, transparent and efficient program for participants.

Under the program, energy retailers, known as relevant entities, are required to acquire and surrender Victorian energy efficiency certificates (VEECs) to meet annual targets set in Victorian legislation. Accredited persons, being a person accredited by the commission under the program, that carry out certain energy efficiency activities in residential or non-residential premises can create VEECs. The number of VEECs able to be created is based on the greenhouse gas savings associated with the specific activity. The level of incentive or discount received by households and businesses varies depending on the market activity and VEEC price, as the VEU program is market-based.

1. How to participate in the program

1.1. Accreditation

To create VEECs under the VEU program, you must be an accredited person. To become accredited, you need to complete an accreditation application form via the [VEU Registry](#) and pay the required application fee.

The accreditation application fee for new applicants is \$3,000. Our accreditation assessment includes considering whether you are fit and proper, and competent and capable, to be accredited to participate in the VEU program

If your accreditation application is approved, your accreditation will be valid for 12 months from the date it is approved and will need to be renewed annually.

Please refer to the Application Guide for Accredited Persons to learn more about the accreditation process which is available at www.esc.vic.gov.au/become-veu-accredited.

1.2. Eligible activities and installation environment

There are different eligible activity types¹ under the VEU program, comprising deemed activities and project-based activities methods. Activities listed in the VEET Regulations are referred to as deemed activities, given a specified number of VEECs are deemed for a particular activity or activity scenario in the VEU Specifications.

The program also provides for project-based activities methods to be undertaken as set out in the PBA Regulations, specifically measurement and verification and benchmark rating.

Table 1 lists all activities which can be undertaken under the VEU program and the eligible installation environments, that is, whether the activity can be undertaken in residential premises and/or the business or the non-residential sector.

¹ The term 'activity' is used to refer to prescribed activities as defined in the VEET Act. The term 'installation' is used to refer to the act of installing and decommissioning a valid product in accordance with the requirements of an activity as defined in the program's legislation.

Table 1: Activities eligible under the Victorian Energy Upgrades program

No.	Activity category	Activity number(s)	Residential sector ²	Business/non-residential sector ³
1	Water heating	1 and 3,	Yes	Yes
2	Space heating and cooling	6, and 28	Yes	Yes
3	Underfloor insulation	12 ⁴	Yes	Yes
4	Windows	13 and 14	Yes	Yes
5	Weather sealing	15	Yes	No
6	Shower rose	17	Yes	Yes
7	Refrigerator or freezer	22	Yes	Yes
8	Television	24	Yes	Yes
9	Clothes dryer	25	Yes	Yes
10	Pool pumps	26	Yes	Yes
11	Public lighting upgrade	27	No	Yes
12	In-home displays (IHDs)	30	Yes	No
13	High efficiency motors	31	No	Yes
14	Refrigerated cabinets ⁵	32	No	Yes
15	Refrigeration and ventilation fan motors	33	No	Yes

² The 'residential sector' encompasses residential premises only, defined as buildings classified under Part A3 of the Building Code of Australia as Class 1, 2, 3, or 4 Buildings.

³ The 'business/non-residential sector' encompasses premises that are neither (i) a residential premises (as defined above) nor (ii) a 'scheduled activity premises' as defined in Regulation 4 of the VEET Regulations, unless it has been 'opted in' to the VEU program pursuant to Regulation 10AA of the VEET Regulations.

⁴ A review is pending relating to administrative and installation requirements for the underfloor insulation activity. This review will be undertaken when ceiling insulation is re-introduced into the program. Until this review is complete, VEECs cannot be created for this activity.

⁵ Refrigerated cabinet installations are subject to a discount factor of zero for installation of products belonging to class 1 to 11 inclusive under the GEMS (Refrigerated Cabinets) Determination 2020 (Cth) effective from 29 June 2022.

No.	Activity category	Activity number(s)	Residential sector ²	Business/non-residential sector ³
16	Building based lighting upgrade ⁶	34	No	Yes
17	Non building-based lighting upgrade	35	No	Yes
18	Pre-rinse spray valve	36	No	Yes
19	Gas-fired steam boiler ⁷	37	No	Yes
20	Gas-fired hot water boilers or gas-fired water heaters ⁹	38	No	Yes
21	Electronic gas/air ratio control ⁹	39	No	Yes
22	Combustion trim ⁹	40	No	Yes
23	Gas fired burners ⁹	41	No	Yes
24	Economisers ⁹	42	No	Yes
25	Cold room	43	No	Yes
26	Commercial and industrial heat pump water heater ⁸	44	No	Yes
27	Home energy rating assessment ⁹	45	Yes	No
28	Induction cooktops and freestanding combining induction cooking products	46	Yes	No
29	Project-based activities	N/A	No	Yes

1.3. Eligible products and the VEU Register of Products

The commission maintains a [VEU Register of Products](#) listing the product brand and model that can be installed under each of the relevant activities of the program. To be listed on the VEU Register of Products, a product must meet the minimum criteria specified in the VEET Regulations,

⁶ This activity is also allowed in a Class 3 building, or the common areas of a Class 2 building as classified under Part A6 of Volume One of the Building Code.

⁷ These activities are allowed in a Class 2 or 3 building as classified under Part A6 of Volume One of the Building Code.

⁸ This activity is also allowed in the common areas of a Class 2 building as classified under Part A6 of Volume One of the Building Code.

⁹ This activity is allowed in Class 1a or Class 2 building as classified under Part A6 of Volume One of the Building Code, and which is not situated on retirement village land within the meaning of the *Retirement Villages Act 1986*.

VEU Specifications and applicable matters specified by the commission in the product application guides.

Under the VEET Regulations, generally, VEECs can only be created for upgrades that involve installation of products that have been approved and listed on the VEU Register of Products. The exceptions are:

- certain products which are listed on the GEMS Register (product categories 22A-D, 24A, 25A, 31A and 32A)
- AEMO NEM load table for public lighting (product categories 27A and B)
- gas products (product categories 37A to 42A)
- cold room upgrades (product category 43A and B)

It is the responsibility of the accredited person to ensure that any certificates created relate to prescribed activities involving the installation of eligible products.

Please note that installing products not yet listed on the VEU Register of Products, carries the risk that VEECs for an activity may not be eligible to be created where the product is not subsequently approved. VEECs can only be created for activities involving approved products listed on the VEU Register of Products.

Information on applying to have a product listed on the VEU Register of Products is available at: www.esc.vic.gov.au/veu-product-applicants.

1.3.1. GEMS listed products

For some activities with products which are listed on the GEMS Register (product categories 22A-D, 24A, 25A, 31A and 32A), the VEET Regulations provide that the products only need to be listed on the GEMS Register at the time of installation and VEEC creation. However, the products need to be listed in the VEU Register of Products to enable the calculation and creation of VEECs for the installed product in the VEU Registry.

An accredited person can apply to the commission to list a GEMS-registered product on the register with minimal supporting documentation, such as a screenshot of the product listed in the GEMS Register showing its minimum performance criteria.

1.3.2. AEMO approved products

AEMO approved products to be installed under public lighting upgrade (product category 27A and B) are also not required by the VEET Regulations to be listed on the VEU Register of Products to be eligible to create VEECs. As the same systems considerations apply, an accredited person will need to apply to the commission, with minimal supporting documentation, to have a product listed on the VEU Register of Products prior to creating VEECs for these activities.

1.3.3. Removal of a product from the register

We may remove a product from the VEU Register of Products if we are satisfied that:

- the product may be unsafe
- the product may not be of acceptable quality
- the product may not be fit for its intended purpose
- information provided to the commission with the application to list the product on the VEU Register of Products was incorrect.

Once removed, the product is no longer eligible to create VEECs. You should familiarise yourself with the terms included in the VEU Registry disclaimer, available at

<https://veu.esc.vic.gov.au/vpr/s/disclaimer>

2. Your obligations as an accredited person under the program

2.1. Legal requirements overview

In addition to the requirements placed on accredited persons in the VEET Act, regulations and specifications, accredited persons must ensure that prescribed activities are undertaken in accordance with the:

- *Electricity Safety Act 1998* (Vic)
- *Gas Safety Act 1997* (Vic)
- *Building Act 1993* (Vic)
- *Occupational Health and Safety Act 2004* (Vic)
- *Australian Consumer Law* (Victoria)
- *Environmental Protection Act 2017* (Vic)
- *Ozone Protection, Synthetic Greenhouse Gas Management Act 1989* (Cth)

There are rules about the changes tenants can make to a property. They will often need permission from the landlord. Accredited persons should advise tenants to take steps to ensure that any proposed activity is consistent with their tenancy agreement.

2.2. Occupational health and safety legislation obligations

All activities under the VEU program must be undertaken in compliance with the Occupational Health and Safety Act 2004 (Vic). It is the responsibility of accredited persons and installers to be aware of, and understand their occupational health and safety (OHS) obligations.

Information on complying with OHS obligations can be found on the [WorkSafe Victoria website](#).

2.3. Training, competency and licence requirements

As part of the 'fit and proper person' and 'competent and capable' requirements, applicants are required to demonstrate anyone undertaking installations:

- has completed the required mandatory safety training requirements
- holds the appropriate license, qualification and/or accreditation

Accredited persons and scheme participants may be required to provide to the commission evidence of the relevant training, competency and licence requirements.

2.3.1. Mandatory safety training requirements

The commission requires that installers obtain units of competency prior to undertaking the following activities:

- double glazed window (activity 13)
- thermally efficient window product (activity 14)
- weather sealing (activity 15)
- low flow shower rose (activity 17)
- high efficiency pool pump (activity 26).

Referred to as 'mandatory safety training (MST) requirements', these units have been identified as a means of providing installers with the appropriate skills and understanding needed to carry out these activities safely. Installers are approved for certain program activities by obtaining a certificate of competency from a registered training organisation (RTO) for the relevant units. See Appendix A for list of MST units for these activities.

Licensed electricians and plumbers, and registered builders are exempt from most of these MST requirements. However, to undertake weather sealing (activity 15) under the program, licensed electricians, licensed plumbers (except those licensed to undertake gas fitting work, Type A appliance conversion work and/or Type A appliance servicing) and registered builders are required to complete the training module: Weather sealing safely with gas appliances.

Where installers may be exposed to working at height risks, we strongly recommend that all installers (irrespective of their licence and qualifications) complete relevant working at heights training units. This will help ensure all installers have up-to-date training and the skills needed to work safely in this high-risk environment.

You should also note the following:

- The MST requirements do not replace any existing obligations you have under the *Occupational Health and Safety Act 2004* (Vic) or other applicable legislation. We expect you to take all steps necessary to comply with your OHS obligations.
- When applying for accreditation, you must provide information regarding the training of your installers, including management arrangements in place to ensure training is completed.

2.3.2. Licence requirements

Activities under the program must be undertaken in accordance with the *Building Act 1993*, *Electricity Safety Act 1998*, the *Ozone Protection and Synthetic Greenhouse Gas Management Act 1989* (Cth), and regulations made under any of those Acts. These include licence and registration requirements set out in the Plumbing Regulations 2018, Electricity Safety (Registration and Licensing) Regulations 2020 and Ozone Protection and Synthetic Greenhouse Gas Management

Regulations 1995, which are administered by the Victorian Building Authority (VBA), Energy Safe Victoria (ESV) and the Australian Refrigeration Council (ARC) respectively.

Licensing requirements under the VEU program are detailed in the relevant activity guide for water heating (activities 1 and 3), space heating and cooling (activity 6), refrigeration/ventilation fan motor (activity 33), lighting activities (activities 27, 34 and 35), gas efficiency (activities 37 to 42), cold room (activity 43) and commercial and industrial heat pump water heater (activity 44).

In addition, only licensed electricians registered with Energy Safe Victoria can complete the weather sealing activity - weather sealing – sealing existing ceiling or wall exhaust fan (activity 15D)

2.3.3. Lighting designer requirements

A qualified lighting designer may be required to undertake the design and/or installation of lighting upgrades (activity 27, 34 and 35) under the program. For more information on this requirement, please review the activity guides for the relevant light activity.

2.3.4. Accreditation requirements

Assessments undertaken under the home energy rating assessment (activity 45) must be conducted by an accredited Scorecard assessor under the Residential Energy Scorecard assessment program.

2.4. Registration of scheme participants

From 3 June 2025, accredited persons must register all installers, assessors and/or lighting designers, for all activities, as scheme participants in the [VEU Registry](#). Initially, only names and dates of birth will be required to register scheme participants in the system. You can register an installer as a scheme participant via the VEU Registry under 'My Account'. Accredited persons must keep your scheme participant register up to date and keep files on record to evidence their training, accreditation, qualification and/or license.

Accredited persons must register installers as scheme participants prior to creating VEECS for activities undertaken by the installer. This will streamline the activity submission process and ensure better tracking of scheme participants across the VEU program.

For scheme participants of most activities, they will be automatically registered and available to be assigned to an activity when creating VEECs for the activity. We may seek to verify the qualifications of the scheme participant through a Request for Further Information (RFI) process as part of assessing certificates for registration.

For registration of scheme participants for activities 13, 14, 15, 17, 26 and 45, we will review and approve registration for these activities¹⁰. To obtain approval, accredited persons must submit proof of the scheme participant's training qualifications and/or licence details, via their VEU account in the [VEU Registry](#).

See Appendix B for the list of scheme participants you will need to record when creating VEECs for an activity under the VEU program.

2.5. Code of conduct and other legislation governing marketing practices

Accredited persons, their employees, and any scheme participant must comply with the:

- Code of conduct provisions in Schedule 6 of the VEET Regulations
- Australian Consumer Law (ACL) when engaging in marketing practices permitted under the program, including not engaging in misleading or deceptive conduct, or false or misleading representations.
- [Telecommunications \(Telemarketing and Research Calls\) Industry Standard 2017](#) when engaging in telemarketing practices permitted under the program.
- [Spam Act 2003](#) and the [Spam Regulations 2021](#) when sending email or sms messages for lead generation or marketing purposes, including requirements around consent, making it easy to unsubscribe and identifying yourself in the message. A [summary of those obligations](#) is provided by the Australian Communications and Media Authority.

2.5.1. Code of conduct

A scheme participant is any person (other than the accredited person) who undertakes, or claims to undertake, any, or part of, a prescribed activity (upgrade) on behalf of an accredited person. This includes employees of an accredited person.

This remains true even if the accredited person's accreditation is suspended, expired or cancelled, or if their actions do not meet the full requirements of a prescribed activity.

Under the code of conduct, a scheme participant is anyone who undertakes any regulated action that contributes to the upgrade and subsequent creation of a certificate. Regulated actions cover any activities of an accredited person, or anyone acting on their behalf, which may lead to the creation of a certificate. Third parties do not need to have a formal agreement with an accredited person in place to be considered a scheme participant, however it is highly

¹⁰ Note: With the transition to the new VEU Registry system, installer registration for activities 13, 14, 15, 17, 26 and 45 will not be available in the new system until July 2025.

recommended that this occurs noting that it is an accredited person's responsibility to ensure scheme participants comply with the code of conduct.

The code of conduct (the Code) covers the behaviour of accredited persons, their employees, and any scheme participant when conducting 'regulated actions'. These actions encompass:

- lead generation and marketing
- entering into a contract for the sale or supply of a prescribed activity
- undertaking any part of a prescribed activity
- follow-on activities.

As a general principle, accredited persons, their employees, and any scheme participant must take reasonable steps to ensure:

- clear information is provided to the consumer about the VEU program and the role of the scheme participant
- the customer engaged is an adult during all stages of the upgrade
- the customer does not face difficulty understanding the information provided. This can be due to
 - mental illness
 - mental impairment
 - difficulty understanding the language

The Code prohibits accredited persons and scheme participants from engaging in:

- cold-calling (telephone) lead generation and marketing practices from 1 May 2024, and
- doorknocking lead generation and marketing practices from 1 August 2024.

Detailed requirements of what accredited persons, their employees, and scheme participants must do to comply with the code are set out in the [Code of Conduct Guideline](#). For assistance in meeting your obligations under the code of conduct, you should review supporting resources (including fact sheets and consumer resources) which are published on the [commission website](#).

2.5.2. Consequence of not complying with the Code or Australian Consumer Law

We take non-compliance with the Code very seriously and will actively investigate all complaints associated with non-compliance. Non-compliance with the Code could result in accredited persons not being able to register certificates. Regulation 15(2) of the VEET Regulations provides that a certificate cannot be created in relation to a prescribed activity if the code has not been complied with (in relation to that prescribed activity).

Other compliance and enforcement actions are also available to the commission. These will be undertaken in a manner consistent with the commission's [Compliance and Enforcement Policy](#).

We may also refer relevant potential breaches of Australian Consumer Law (ACL) to Consumer Affairs Victoria for consideration. The ACL and accompanying legislation provide a range of enforcement options to deal with minor to very serious breaches of those laws. Penalties for a breach include:

- issuing formal warnings and infringement notices
- seeking enforceable undertakings
- taking civil court action.

Criminal and civil penalties for companies for breach of ACL may be imposed for any false claims that you are a government representative for obtaining a consumer's agreement.

For further information on Australian consumer requirements and required sales practices, visit the following websites:

- Consumer Affairs Victoria (www.consumer.vic.gov.au)
- Australian Competition & Consumer Commission (www.accc.gov.au/consumers).

2.6. VEEC assignment form requirements

Accredited persons must obtain a completed and signed VEEC assignment form from the consumer for any activity undertaken under the program. The assignment form collects the necessary information for the creation of VEECs.

A VEEC assignment form template for all activities is available on the commission's website.

Accredited persons can customise the form to incorporate additional text, logos and to incorporate different information requirements into the one form. For example, a business that installs lamps, low flow shower roses and space heating products in both the residential and business sectors may create their own assignment form to capture the information requirements of each activity for both sectors.

Persons applying for accreditation will need to provide a copy of their VEEC assignment form to the commission for review as part of the accreditation application process. The commission may also request you submit amended assignment forms for review and approval further to any updates made to our mandatory information for VEEC assignment form documents changes.

A copy of the VEEC assignment form (or a document containing the same information) must be provided to consumers at the time of signing (written assignment) or within 10 business days of signing (electronic assignment). Accredited persons should consider taking steps to ensure that all personal information collected in the VEEC assignment form is held in accordance with the Information Privacy Principles (IPPs) under the *Privacy and Data Protection Act 2014* (Vic). Details of how to comply can be found at www.ovic.vic.gov.au.

You should note that the VEEC assignment form is a legal document. Any changes to the details recorded on the form after it is first signed by the consumer must be initialled and dated by all signatories.

If changes are made to the VEEC assignment form without the written consent of the signatories, the commission may consider the VEEC assignment form invalid.

When completing VEEC assignment forms in individual dwellings and common areas¹¹ of Class 3 buildings, accredited persons must complete two separate forms:

- A residential premises VEEC assignment form detailing the total quantity of products installed into residential areas, accompanied by a document providing a complete breakdown of the numbers and products for each individual dwelling.
- A business and non-residential premises VEEC assignment form detailing the total quantity of products installed into common areas, accompanied by a document providing a complete breakdown of the numbers and products installed for each area.

2.7. Decommissioning declaration

Accredited persons, and scheme participants must not install a product for the purposes of decommissioning it as part of an activity under the program.

For an activity requiring a product(s) to be decommissioned, both the installer (on behalf of the accredited person) and the consumer will need to provide a declaration stating that the decommissioned product was not installed for the purposes of decommissioning it as part of an activity under the program. This declaration must be made as part of the VEEC assignment form between the energy consumer and the installer either in electronic or in written form.

2.8. Disposal requirements

2.8.1. Disposal requirements for water heating and space heating and cooling products

Products decommissioned under water heating (activities 1 and 3) and space heating and cooling (activity 6) in the VEU program, together with any waste or debris generated from the activity, must be removed from the consumer's premises (where it is practical and safe to remove the product)

¹¹ The definition of common areas is as follows:

- for buildings owned under strata title, the common property as defined in the Owner Corporations Act 2006 (Vic)
- for buildings not owned under strata title (e.g. under company title), the non-residential property of BCA Class 2 buildings.

and disposed of in accordance with the waste management requirements of the Environment Protection Act 2017 and fluorocarbon refrigerant disposal requirements under the Ozone Protection and Synthetic Greenhouse Gas Management Act, and the regulations under any of those Acts (where relevant).

Obligations to manage waste in accordance with the applicable waste management legislation are known as 'waste duties'. Find out more about waste duties on the [Environment Protection Authority Victoria's \(EPA\) website](#) and in [EPA's publication on managing industrial waste](#).

2.8.2. Recycling requirements for mercury-containing lighting equipment

For activities involving decommissioning of lighting equipment, we can require disposal of particular lighting equipment in a waste disposal facility of a class determined by the commission prior to VEEC creation.

Table 2 sets out the class of waste disposal facilities the commission has determined are suitable for particular lighting equipment decommissioned under the program.

Table 2: Eligible disposal facilities for lighting equipment decommissioned under the VEU program

Type of lighting equipment	Eligible disposal facilities
Mercury-containing equipment: lamps that use mercury for their operation and any other lighting equipment potentially contaminated with mercury (for example, as a result of in-house recycling or disassembling attempts.	A licensed recycling facility ¹² : a facility licensed by the EPA to accept D120 waste for the purpose of recycling at that facility (has a license for treatment code R4) or a facility licensed to recycle mercury containing wastes by the relevant environmental protection regulator in other jurisdictions.

This requirement does not preclude transportation of lighting equipment to a licensed temporary holding facility¹³ that will forward the lighting equipment to a licensed recycling facility for recycling. As evidence of proper disposal and decommissioning, a recycling invoice from the licensed recycling facility for the decommissioned lighting equipment must be obtained prior to VEEC creation.

¹² Facilities licensed to recycle mercury-containing waste by the relevant environmental protection regulator in other jurisdictions, are also considered a licensed recycling facility for the purposes of this determination.

¹³ A facility licensed by the EPA to accept D120 waste for storage pending recycling or accumulation of material intended for recycling (i.e. has a license with treatment codes D15 and/or R13 for D120 waste).

2.9. Record-keeping requirements

Accredited persons have an obligation to collect and retain records relating to the carrying out of activities under the VEU program.

Table 3 provides an overview of the record-keeping requirements. More specific details of the specific records to be kept for each activity are detailed in the VEET Guidelines and relevant activity guide.

Table 3: Record-keeping requirements

Requirement	Reference
A person who is an accredited person must keep records that record and explain all transactions and other acts engaged in, or required to be engaged in, by the accredited person under the VEET Act.	s 72(1) of the VEET Act
<p>The records kept by an accredited person must include any documents relevant to ascertaining:</p> <ul style="list-style-type: none">• details of all VEECs created by the accredited person during the year• records in relation to assignment of rights to create VEECs• sales, purchase and/or service records of each product or service for which VEECs have been created, including make and model number if applicable, and street address and postcode of consumer• the street address and postcode of the consumer (if in a residential premises) or the ABN, business name, address and postcode (if in a business or non-residential premises)• evidence of removal or destruction of existing products where removal or destruction is required by the VEET Regulations• evidence of mandatory safety training units conducted by relevant installers• express prior consent given by the consumer to be telephoned or called on by the accredited person or scheme participant for the purpose of obtaining information about the prescribed activity(ies) (where the accredited person or scheme participant obtains consent to telephone or call on the consumer to carry out a lead generation or marketing activity in relation to prescribed activity(ies))• any additional record-keeping requirement set out in our activity guides as published on our website.	<ul style="list-style-type: none">• s 72(2) of the VEET Act• cl 13.1 of the VEET Guidelines• cl 7 of the VEET Guidelines
Records must be kept in writing in the English language or be readily accessible and convertible into writing in the English language.	s 72(4) of the VEET Act

Requirement	Reference
An accredited person must retain any records required to be kept under the Act until the end of 6 years after those records were made, or the completion of transactions to which the records relate, whichever is later.	s 72(5) of the VEET Act

When applying for, or renewing existing, accreditation, accredited persons need to provide a description of their record-keeping policy, including a description of the methods of collecting and storing relevant information associated with activities undertaken under the program.

These records may be the subject of audits or compliance investigations as detailed in the VEET Guidelines.

2.10. Audit obligations

2.10.1. Assurance audits for accredited persons – requirement from 1 July 2024

Accredited persons are required to undergo an independent assurance audit at least once every two years. Assurance audits ensure accredited persons comply with regulatory standards and strengthen the program's delivery of cost-saving outcomes to Victorian consumers.

The commission publishes the assurance audit schedule on the [VEU audit page of the commission website](#). The schedule outlines the month when accredited persons can expect a notice requiring them to undertake an assurance audit.

Key information about assurance audits

- The commission will, at least every 12 months, review and update the assurance audit schedule.
- Accredited persons are required to use an auditor approved by the commission to conduct assurance audits from the commission's [independent auditor list – compliance and assurance audits](#), and cover the costs associated with the audit, including auditor fees.
- The audit scope seeks to balance the need for a representative activity sample size, with the cost and time impost on the accredited person.

2.10.2. Compliance audits for accredited persons

Where the commission suspects non-compliance with the VEET Act or regulations made under the Act, accredited persons may be required to conduct a compliance audit.

Compliance audits can be undertaken by the commission, or the commission may require the accredited person to appoint an auditor to undertake such an audit. Accredited persons must select

an auditor that is approved by the commission to conduct compliance audits from the commission's [independent auditor list – compliance and assurance audits](#).

3. Calculating the number of eligible VEECs

3.1. VEEC calculations for deemed activities

The VEU Specifications sets out methods and variables for determining abatement (the amount of carbon dioxide equivalent (CO₂-e), in tonnes, of greenhouse gas emissions) reduced by each 'deemed' activity under the program (not including project based activities), and therefore the number of VEECs able to be created for each activity given one VEEC is the equivalent of one tonne of CO₂-e abated.

Rounding is applied to the calculation of VEECs for each activity. For instance, 2.51 is rounded up to 3 VEECs, whilst 2.49 is rounded down to 2 VEECs.

To assist with VEEC calculations, a VEEC Calculator is available on the website at www.veu-registry.vic.gov.au/calculators¹⁴. To use the calculator, you will need to have product details on hand, such as the type of decommissioned product, installed product brand and model number and the installation postcode.

Another way to calculate how many VEECs will be created for an activity is to submit an activity in the VEU Registry. This is particularly useful for complex activities like the lighting upgrade activities (for example, activities 27, 34 and 35) where the VEEC Calculator may not be able to accommodate a complex installation, such as where there is more than one baseline or upgrade zone. You must not submit an activity for creation unless the activity has been validly undertaken.

For more detailed information about the methods and variables which apply to each activity, access the VEU Specifications at www.esc.vic.gov.au/veu-legislation.

¹⁴ Note with transition to the new VEU Registry system, the VEEC calculator only includes products approved for installation or purchase under the VEU program up to 23 May 2025.

4. Creating and registering VEECs

4.1. Who can create VEECs and assign the rights for VEECs?

Only accredited persons can create VEECs under the VEU program. If you are an accredited person, you can only create VEECs if you have been assigned the right to create a VEEC by the energy consumer that benefits from that installation. The energy consumer can be:

- a tenant of the premises (whether or not they are named on the bill)
- the landlord of the premises
- the owner of the premises being constructed or renovated which are not currently connected for electricity or gas
- for business consumers, an authorised signatory of the business.

In a rental property, the person responsible to assign VEECs depends on who is involved in the activity. Tenants must seek the permission of the landlord prior to entering into any contractual arrangement related to an upgrade and the subsequent VEEC/s created

While energy consumers can become accredited and create VEECs, they would then have to comply with a range of obligations under the VEET Act, VEET Regulations and other legislation (as detailed in this guide). Large energy consumers may wish to take up this option. Generally, consumers are more likely to access the energy efficiency benefits of the program if they assign their rights to an accredited person in exchange for some financial benefit.

The energy consumer needs to complete and sign a VEEC assignment form when assigning their right to create VEECs to an accredited person. The assignment form must comply with requirements as set out in Section 2.6.

4.2. When are VEECs not able to be created?

Clauses 15 to 27 of the VEET Regulations state various conditions for when a VEEC cannot be created. Of note are the clauses which prohibit accredited persons from creating VEECs in the following circumstances:

- if, at the time the activity is undertaken, the person proposing to create the VEEC is a person whose accreditation is suspended
- if the activity is not undertaken in accordance with the provisions of the *Australian Consumer Law*, the *Electricity Safety Act 1998*, the *Gas Safety Act 1997*, the *Occupational Health and Safety Act 2004* or the *Building Act 1993*, and regulations under any of these Acts
- if any person who undertakes any part of an activity has not complied with the code of conduct
- if the product installed is not listed on the VEU Register of Products at the time the VEEC is created - with the exception of certain products which are listed on the GEMS register (products

installed under activities 22, 24, 25, 31 and 32), AEMO approved products for public lighting upgrade (under activity 27), gas products installed under activities 37 to 42 of the program and all products installed under the PBA methods except for lighting products

- if the activity is undertaken in a scheduled activity premises unless the activity is undertaken on or after the day on which a notice is given in relation to those premises.

For more information about scheduled activity premises and their requirements under the program, access our large energy users' [scheduled activity premises guide](#) at www.esc.vic.gov.au/veu-sap.

4.3. When can accredited persons create VEECs?

Accredited persons can only create VEECs after completing an activity in accordance with all applicable requirements. Schedule 3 of the VEET Regulations and section 13 of the PBA Regulations identify when the activity is deemed to have been undertaken.

Accredited persons can create VEECs up to 30 June in the year after completing the activity.

4.4. Creating VEECs in the VEU Registry

To create VEECs in the [VEU Registry](#), you can upload the activity using either bulk submissions completed through an Application Programming Interface (API) connector or the online activity submission form in the VEU Registry. Prior to engaging in an activity, we encourage accredited persons to familiarise themselves with the fields you will need to complete to create VEECs for an activity as an accredited person. See Appendix B for the list of scheme participants you will need to record when creating VEECs for an activity under the VEU program.

Once the accredited person submits the creation form through their VEU Registry account, the system automatically calculates the number of VEECs eligible to be created based on the methodology detailed in the VEU Specifications. VEEC calculations are rounded up from 0.5, or otherwise rounded down to the nearest number.

Once VEECs are created in an accredited person's VEU Registry account, they will appear in the 'Activities' queue.

A certificate creation fee of \$2.33 per certificate applies to VEECs created by an accredited person. We issue invoices on Tuesdays and Thursdays each week for VEECs created by accredited persons. If you identify an issue with activities you have submitted for creation, to avoid being charged a creation fee for VEECs you have created, you will need to withdraw the VEECs before 6am on Tuesday and Thursdays.

4.5. VEEC validation processes

The commission's key goals include safeguarding the integrity of the VEU program by:

- maintaining confidence in the energy efficiency benefits delivered to consumers

- delivering a balanced, transparent and efficient program that ensures a level playing field for program participants.

The commission seeks to maintain the integrity of the program through an effective and integrated risk-based compliance program before and after VEEC creation and registration.

4.5.1. VEEC validation checks

Once VEECs are created in the VEU Registry and the certificate creation fees paid, the commission assesses and validates VEEC claims for registration. Automated checks, manual checks, and desktop audits of the VEEC creation information are conducted as part of this process.

These assessments are based on considerations such as:

- anomalies in the data or installation patterns of the activities
- whether the addresses at which the activities are undertaken are residential premises or business premises.

Additionally, we will review an accredited person's early VEEC creation claims closely to verify the claims are undertaken in compliance with the program requirements.

VEECs are assessed in groups based on fee ID's and activity type. The time taken to process VEECs can range from seven to 42 days depending on risk rating of the activity. This timeframe may exceed this time frame if critical issues are identified in assessment.

Requests for further information

We may issue requests for further information and documents (RFIs) to assess the eligibility of the VEECs that have been created for registration. Where documents and information are requested by the commission, they are identified in the RFI section of the activity record in the VEU Registry.

Any information requested must be provided within the time specified in the request, unless otherwise agreed. If the information is not provided within the requested timeframe, the target timeframe no longer applies. We may also require production of information and documents using its compulsory information gathering powers.

The evidence provided in response to a request is then assessed for compliance against the VEET Act and regulations.

Duplicate verification

It is a commission expectation that an accredited person will investigate and be able to provide valid reasons for the duplicate installation supported by evidentiary documents such as VEEC assignment forms, geo-tagged photos and/or phone audit records.

Failure to provide adequate justification and the requested evidence may result in delays or a refusal to register VEECs.

Critical issues

The information an accredited person provides as part of the VEEC creation process is classified as a pass, or a non-critical issue or critical issue is flagged. If an activity is assessed as having a critical issue, the activity will be returned for further action. Accredited persons will find the details of the critical issue listed on the right-hand side of the activity page in the VEU Registry. Click the dropdown to view the description and instructions on how to respond to the issue.

If one activity within a fee ID has a critical issue, the target timeframe no longer applies.

4.6. Registering VEECs

Once the commission is satisfied that the VEECs have been created in compliance with the VEET Act and regulations, the VEECs will be accepted for registration. The VEECs will be issued with a unique identification code.

Once registered, accredited persons can trade VEECs to other market participants holding a VEET scheme registry account or surrender them to us.

4.7. Audit and compliance on registered VEECs

Even after VEECs are registered, they may be subject to further scrutiny by the commission.

The post-registration compliance functions undertaken by the commission include the undertaking of audits and other compliance monitoring activities, this may be promoted by concerns of potential compliance failings but, will not be limited to where that is the case.

Further information on the commission's approach to promoting and enforcing compliance with the VEET Act and regulations is provided in the Compliance and Enforcement Policy available at www.esc.vic.gov.au/veu-audit-compliance.

Appendix A: Mandatory Safety Training (MST) Units

Mandatory Safety Training unit requirements

Mandatory safety training units				
Activities and Schedules	GROUP A	GROUP B		
	VU23076 Retrofit to improve energy and water efficiency	CPCCCM2012 Work safely at heights	CPCCCM2010 Work safely on scaffolding higher than two meters	RIIWHS204E Work safely at heights
Installers require to complete:				
External window activities (Activities 13 & 14)	The above unit, and	one of the above units.		
Weather sealing (Activities 15A, 15B, 15C, 15E, 15F, 15G, 15H)	The above unit, and	one of the above units.		
Shower rose (Activity 17)	The above unit.	<i>Not required</i>		
Pool pumps (Activity 26)	The above unit.	<i>Not required</i>		

Appendix B: Scheme participants to be recorded on an activity's creation form

Activities	Licensed Electrician	Licensed or Registered Plumber	MST installer	Trained installer	Accredited Scorecard assessor	Lighting Designer / Lighting level verifier	Refrigerant handling license issued by ARC	Number of scheme participants to be recorded on an activity's creation form
Water heating (activities 1 and 3)	1	1						2
Space heating and cooling (activity 6)	1	1					1 ¹⁵	2 or 3
Window and weather sealing (13, 14 and 15)			1					1
Low flow shower rose (activity 17)								

¹⁵ Only required to be recorded if upgrade involves handling of fluorocarbon refrigerant which must be undertaken by a person holding a refrigerant handling licence under the *Ozone Protection and Synthetic Greenhouse Gas Management Regulations 1995*

Activities	Licensed Electrician	Licensed or Registered Plumber	MST installer	Trained installer	Accredited Scorecard assessor	Lighting Designer / Lighting level verifier	Refrigerant handling license issued by ARC	Number of scheme participants to be recorded on an activity's creation form
Pool pumps (activity 26)	1 ¹⁶	OR	1					1
Gas heating ductwork (activity 28)		1						1
In-home display (activity 30)	1 ¹⁷	OR		1				1
High efficiency motor (activity 31)	1							1

¹⁶ Only required to be recorded if upgrade involves electrical work required to be undertaken by a licensed electrician under the *Electricity Safety (Registration and Licensing) Regulations 2020*

¹⁷ Only required to be recorded for installation of certain type of in-home display units (clamp on units and those requiring modification to electrical circuit or meter box)

Activities	Licensed Electrician	Licensed or Registered Plumber	MST installer	Trained installer	Accredited Scorecard assessor	Lighting Designer / Lighting level verifier	Refrigerant handling license issued by ARC	Number of scheme participants to be recorded on an activity's creation form
Refrigerated cabinet (activity 32)	1 ¹⁸	1 ¹⁹					1 ²⁰	1 to 3
Refrigeration/ventilation fan motor (activity 33)	1	1						2
Public lighting upgrade (activity 27)	1 ²¹					1		2

¹⁸ Only required to be recorded if upgrade involves electrical work required to be undertaken by a licensed electrician under the *Electricity Safety (Registration and Licensing) Regulations 2020*

¹⁹ Only required to be recorded if upgrade involves work required to be undertaken by a registered or licensed plumber under the *Plumbing Regulations 2018*

²⁰ Only required to be recorded if upgrade involves handling of fluorocarbon refrigerant which must be undertaken by a person holding a refrigerant handling licence under the *Ozone Protection and Synthetic Greenhouse Gas Management Regulations 1995*

²¹ This individual could be an A Grade licensed electrician or line worker approved by a relevant body (with training and qualification sets by the Victorian Electricity Supply Industry (VESI) who is the supervisor up the upgrade

Activities	Licensed Electrician	Licensed or Registered Plumber	MST installer	Trained installer	Accredited Scorecard assessor	Lighting Designer / Lighting level verifier	Refrigerant handling license issued by ARC	Number of scheme participants to be recorded on an activity's creation form
Building based lighting upgrade (activity 34)	1					1 ²²		1 or 2
Non-building based lighting upgrade (activity 35)	1					1		2
Water efficient prerinse spray valve (activity 36)				1				1
Gas efficiency (activities 37 to 42)		1						1

²² Only required if a lighting designer/light level verifier is required for the upgrade (i.e. for upgrades or 100 VEECs or more)

Activities	Licensed Electrician	Licensed or Registered Plumber	MST installer	Trained installer	Accredited Scorecard assessor	Lighting Designer / Lighting level verifier	Refrigerant handling license issued by ARC	Number of scheme participants to be recorded on an activity's creation form
Cold room (activity 43)	1 ²³	1 ²⁴					1 ²⁵	1 to 3
Commercial and industrial heat pump water heater (activity 44)	1 ²³	1					1 ²⁵	1 to 3
Home energy rating assessment (activity 45)					1			1

²³ Only required to be recorded if upgrade involves work required to be undertaken by a licensed electrician under the *Electricity Safety (Registration and Licensing) Regulations 2020*

²⁴ Only required if upgrade involves work required to be undertaken by a registered or licensed plumber under the *Plumbing Regulations 2018*

²⁵ Only required to be recorded if upgrade involves handling of fluorocarbon refrigerant which must be undertaken by a person holding a refrigerant handling licence under the *Ozone Protection and Synthetic Greenhouse Gas Management Regulations 1995*

Document version control

Version	Amendments made	Date published
1.0	First release	10 December 2018
1.1	'Safe use and care of portable ladders' section in Appendix A updated to clarify occupational health and safety requirements	3 May 2019
1.2	Update to include e-waste management requirements introduced by the Waste Management Policy (E-Waste)	1 July 2019
1.3	Update to training/licensing requirements for lighting activity 21A	16 August 2019
1.4	Update to: <ul style="list-style-type: none"> include duplicate verification process info under section 4.5.1 include emergency measure legislative requirements under section 2.1 include minor changes to section 2.4 	2 December 2020
1.5	Update to remove activity 19: Destruction of pre-1996 refrigerator or freezer	10 December 2020
1.6	Update to reflect changes in MST course units	22 January 2021
1.7	Update to reflect inclusion of cold room activity into the VEU program	17 August 2021
1.8	Update to reflect revision to refrigerated cabinet activity 32 with release of VEU Specifications v. 11	30 October 2021
1.9	Update to reflect inclusion of commercial and industrial heat pump water heater activity into the VEU program	1 February 2022
2.0	Update to include Australian Consumer Law requirements relating to misleading conduct (section 2.4.2)	31 March 2022
2.1	Update to include the new code of conduct requirements effective 1 July 2022	1 July 2022
2.2	Update to reflect VEU Specifications – version 14.0	31 January 2023
2.3	Update to reflect amendments to VEET Regulations arising from Victorian Energy Efficiency Target Amendment (Electrification and Home Energy Rating Assessment) Regulations 2023; VEU Specifications – version 15.0 and other minor changes.	31 May 2023
2.4	Update to reflect changes under the VEET Amendment Act 2022 effective 1 July 2023	1 July 2023
2.5	Revision to reflect changes to VEEC creation fee and invoicing process	1 November 2023
2.7	Updated to reflect amendment to VEET regulations banning 'cold-call' telemarketing and doorknocking under the program	1 May 2024

Version	Amendments made	Date published
2.8	Update to reflect changes to the VEET Regulations and VEU Specifications – version 18.0 to introduce the new induction cooktop activity (activity 46).	25 October 2024
3.0	Update to reflect updated URL links and processes with transition to new VEU Registry system	3 June 2025