

1999–2000  
**annual**  
**review**

**safe energy**  
**safe people**



**energysafety**service  
te ratonga whakaruru pūngao

1999-2000

the Energy Safety Service

**progress:** Ko te pipi te tuatahi, ko te kaunuku te tuarua - *A small wedge is used first, followed by a larger one*

## Vision

safe energy  
safe people

## Purpose

The Energy Safety Service works to ensure:

- electricity and gas are produced, distributed and used safely
- consumer and public rights to safe electrical and gas installations and appliances
- public rights to safety from electrical and gas equipment located in public places
- accurate and fair energy measurement
- the quality of petroleum fuels, and electricity and gas

It does this by promoting effective safety practices throughout the energy sector and by ensuring compliance and conformance with those practices.

The Energy Safety Service is aligned with the Ministry of Consumer Affairs.

**company:** Waiho i te toipoto, kua i te toiroa - *Let us keep close together, not wide apart*

This report covers the the five months prior to the creation of the Energy Safety Service and also its first seven months of operation. That first year to June 2000 laid the foundation for the Service and allowed us to take the first steps towards achieving our long-term goals. Looking back, there was a large amount of change, and a great deal of progress.

The precursor to the establishment of the Service was the Review of the Safety Regime for Electrical and Gas Work, which, in early 1999, recommended that a separate agency be established within the Ministry of Consumer Affairs to bring together safety, supply quality and measurement management across the electricity and gas sectors.

Whilst safety risks differ for each kind of energy, and each requires expert technical knowledge, there are significant advantages in pooling safety skills and expertise across the sectors. First, there is convergence in industry ownership; in particular, retailers are increasingly suppliers of both gas and electricity. Second, there is convergence in technology, where different forms of energy are used together. Third, and most importantly, many safety processes and skills are common across the sectors and, by understanding those processes and pooling those skills, we can provide greater assistance to compliance across the whole of energy safety.

The Energy Safety Service came into being on 1 December 1999, aligned with the Ministry of Consumer Affairs. In those first months, we put into place changes to enable the Service to achieve its vision of 'safe energy - safe people'.

Much of the effort in the first half of 2000 went into bringing the parts of the Service together, establishing systems and putting the management team in place. Although restructuring took time and effort, we were also determined that we would be outwardly focussed from the beginning.

Our major stakeholders had already clearly indicated a desire for better communication and more proactive working relationships with those who managed energy safety, and one major reason for creating the Energy Safety Service was to establish closer and more productive working relationships across the energy industry.

We, therefore, went to considerable effort to explain the changes to groups and individuals across the sector. In May 2000, we launched a major consultation programme on the recommendations of the *EnergySafe* Working Party. This process was probably the most concerted effort ever to draw out views on the safety management regime from the energy sector. We produced separate consultation documents targeted at the electricity and gas industries and also actively sought comment from consumer groups and the public at large. 'Have your say' was our theme.

When the period covered by this report came to a close, we were in the middle of that consultation process. We have since reported back to stakeholders on 'What you said' and have gone on to make a number of significant recommendations to Government designed to strengthen the effectiveness and accountability of energy safety in New Zealand.

I hope shortly to be able to report to you in more detail the progress on this and other areas in the Energy Safety Service's Annual Review for its first full year of operation. Meantime, this Annual Review is designed to give you an idea of the approach we are taking to energy safety, and serves as a reminder of the progress already made. For completeness, it covers energy safety work in the five months prior to the establishment of the ESS.

I take this opportunity to publicly acknowledge the work of the staff of the Service. They were asked to make some significant changes to the way they worked. They have shown professionalism in the way they have adopted those changes, whilst continuing to deliver vital safety, supply quality and measurement services to New Zealand.

**Tony Leverton**  
Group Manager  
Energy Safety Service

May 2001

- July 1999 • *EnergySafe* Working Party established to develop broad agreement between stakeholders on a range of recommendations for change to safety regulation in the sectors.
- September 1999 • Completion of the APEC Electrical and Electronics Products Mutual Recognition Agreement.
- October 1999 • Electricity Amendment Regulations 1999 passed (updating Electrical Codes of Practice, Standards and the electrical declared articles regime)
- December 1999 • Energy Safety Service established
- February 2000 • NZS 3000 'road show' to venues around New Zealand explaining and introducing the new electrical domestic wiring installation standard.
- March 2000 • Gas and electricity levies reviewed and changes recommended to the levies to better reflect the costs of safety services to these areas.
- March 2000 • Consultation with industry on the Trans-Tasman mutual recognition regulatory regimes for electrical and gas appliances.
- May 2000 • Major consultation programme on the *EnergySafe* recommendations launched.



Energy Safety Service Management Team

from left to right

**Graham Boxall** Manager Operations, **Karen Howarth** Communications Advisor, **Keith Manch** General Manager Ministry of Consumer Affairs, **Tony Leverton** Group Manager, **George Ria** Projects Officer (Maori Liaison) / Kaitakawaenga Maori, **Jim Green** Senior Advisor, Operational Policy

absent

**Dale Wills** Finance and Corporate Management Officer

**ambition:** He rei nga niho, he paraoa nga kauae - *A whale's tooth in a whale's jaw*

Whilst the main focus of this Annual Review is the establishment of the Energy Safety Service (ESS) and its first seven months of operations, it covers the whole financial year to 30 June 2000.

The ESS was created over the five months leading up to December 1999, implementing a key recommendation of the Officials Review of the Safety Regime for Electrical and Gas Work, which had reported to Government in March 1999.

The new Service combined the former Offices of the Chief Electrical Engineer (OCEE) and the Chief Gas Engineer (OCGE) and the activities of these Offices from June to November 1999 are also covered in this document. The ESS is aligned with the Ministry of Consumer Affairs, but is accountable to the Minister of Energy.

The ESS commenced operations at the same time as the Electrical Workers Licensing Group, set up from a part of the former OCEE.

## Changes to legislation and standards

### *EnergySafe*

The establishment of the Energy Safety Service was only one of approximately 50 specific recommendations made by the Review of the Safety Regime for Electrical and Gas Work. Another major outcome of the Review's Report was the creation of the *EnergySafe* Working Party in July 1999. That Working Party brought together more than 20 key industry stakeholders representing licensing boards, training organisations, associations and representative bodies, manufacturers, union and consumer representatives, and government regulators. The Working Party was specifically asked to address the administrative and legislative changes that would be needed to rationalise the way electricity and gas safety was delivered. It was able to achieve broad agreement between stakeholders on the issues and proposed changes, and a major public consultation programme was launched in May 2000 on the *EnergySafe* proposals.

### *Changes to electricity regulations*

In November 1999 regulatory provision was made for a new supplier declaration scheme for electrical and electronic appliances. This scheme allows manufacturers to certify the safety of their products so long as they meet agreed standards. This reduces inspection costs to industry, while maintaining safety standards to ensure the protection of consumers.

Development of the scheme was closely associated with achieving agreement with Australia on mutual recognition of standards on such products.

### *Review of Electricity and Gas Levies*

During 1999/2000 work was completed on a review of electricity and gas levies under the Ministry of Energy Abolition Act. The review recommended a reduction in the electricity levy and an increase in the gas levy to better reflect the costs of the Service's programmes in these parts of the energy sector.

The recommendation for an increased gas levy was to enable significant 'Delivering Gas – Delivering Safety' (DGDS) initiatives to be implemented. DGDS was the Gas Industry Strategic Safety Plan, developed over the preceding two years through a consultative process that involved industry and consumers. The plan was completed in September 1999.

### *Standards development*

The development of standards and codes of practice for electricity and gas is an ongoing process closely tied to the work to align New Zealand's energy regulation with that of other countries, and especially with Australia. The citing in regulations of NZS 3000 Wiring Rules in October 1999 was an important step that enabled alignment of the New Zealand and Australian rules. A joint Standards NZ / ESS 'roadshow' was run in January and February 2000 to promote understanding of NZS 3000 amongst electrical workers.

Although there were no significant changes to gas standards during the year, the industry identified priority standards for review and development as soon as funding became available.

**bravery:** Ka mahi te tawa uho ki te riri - *Bravo, warrior with the heart of a tawa*

## International relationships

### *APEC Electrical and Electronic Products Mutual Recognition Agreement*

One of the major achievements of New Zealand's hosting of APEC during 1999 was the conclusion of an Electrical and Electronic Products Mutual Recognition Agreement. The agreement was achieved under the chairmanship of Peter Morfee, Principal Technical Advisor and the facilitation of Graham Boxall, Manager Operations.

Peter has continued to chair a Joint Advisory Committee to oversee the implementation of the agreement.

### *Trans-Tasman Mutual Recognition Arrangement*

The introduction of the supplier declaration scheme for electrical appliances enabled New Zealand to negotiate mutual recognition of standards on electrical goods with Australia under the Trans-Tasman Mutual Recognition Arrangement (TTMRA). This arrangement means that electrical appliances that receive safety approval in one country automatically have safety approval in the other.

A similar arrangement covering gas appliances was also undertaken during the year. Although there are significant differences between the Australian and New Zealand safety regimes for gas appliances, mutual recognition is being sought. Gas appliances are currently one of five special exemptions under TTMRA.

### *International Gas Union - 21st World Gas Conference*

This was held in Nice, France on 6–9 June and was attended by Mehdi Yassaie, Principal Technical Advisor. Matters presented included: risk management practices, emergency response preparation, trench-less maintenance techniques, one-call system and reliability centred maintenance. Attendance at forums such as this is valuable for improving the ESS's understanding of developments in technology, safety and usage.

## Compliance

Safe energy use comes about when training, information and enforcement work together to develop and support safe systems and practices. Compliance work – including safety monitoring, accident investigation and reporting and, where warranted, prosecution – comprises the majority of ESS's work.

In many ways this is the 'bread and butter' activity that occurs mostly out of public view, but which is essential to overseeing a safe industry.

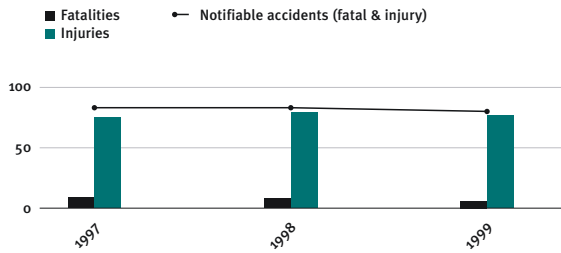
In terms of these activities 1999/2000 was an unremarkable year, with a routine level of compliance activity. The ESS initiated three prosecutions. Accident rates were also consistent with previous years. Analysis of accident statistics since 1993 shows no significant trend in rates of death or accidents in either electricity or gas (natural gas and LPG) over that period. Such trend information is more significant than year on year figures, as annual figures can vary considerably. Annual fluctuations are a factor of our small population, where one or two major accidents in a single year can greatly influence the outcome, and do not necessarily reflect changes in safety performance.

There were however, several notable events during the year.

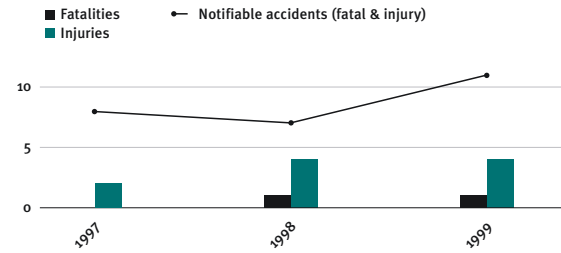
- A prosecution of an Auckland bakery resulted over the death of a worker in an LPG explosion. The accident occurred in July 1998 when a newly fitted gas oven was 'test run' by staff, who were not qualified gasfitters. One of the workers was killed when the oven door, which was blown off its hinges in the explosion, hit him.
- A fire resulted in the total loss of a Christchurch factory at an estimated cost to the owners of \$18 million in plant, material and lost profits. Four firemen were also injured in the incident. The fire was caused by overheating of the flue of a purpose built LPG roski fryer, due to negative ambient pressure. As a result of the finding, a warning was issued to factories about the problem of negative pressure.
- On 18 March 2000, three young people were injured when purchasing food from a 'Chinese Cuisine' food caravan at the Auckland Americas Cup Village. All were

**diversity:** Ko Awa whare rau - There are many houses of Ngati Awa

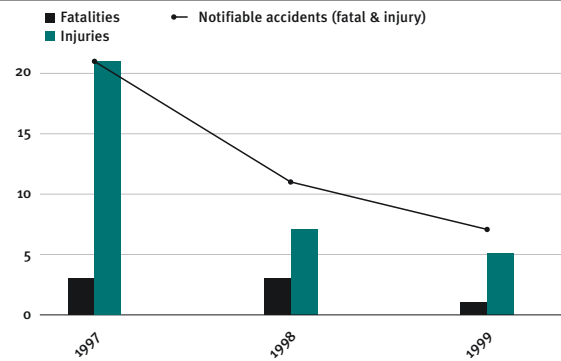
**Non-fire Notifiable Electrical Accidents 1997 - 1999**



**Notifiable Natural Gas Accidents 1997 - 1999**



**Notifiable LPG Accidents 1997 - 1999**



admitted to hospital. The vehicle did not have a current Electrical Warrant of Fitness. The supply lead was non-compliant, and there was an open circuit in the earth conductor to the inlet socket. The food warming cabinet had a short between phase and earth on account of perished wiring. There was no RCD protection from the temporary power supply. As a result of the investigation, two prosecutions were undertaken - one being successful and the other withdrawn.

Whilst much of the work of the Service is demand driven (for example accident investigations, or inquiries to its industry freefax line), some compliance activities have

**Case study** Grey Street gas leak

On 11 May 2000, a gas leak in Grey Street caused major disruption to part of central Wellington and led ESS to make a number of safety recommendations. The main concern was that it took more than five hours from discovery of the leak to disconnection of the gas, due to confusion over which of the two gas suppliers operating in the street was responsible for the pipe. The gas was not shut off until 8 am and the all-clear was not given by the Fire Service until around 11:30 am because of the risks of fire or explosion. As a result of the lessons learnt from the incident, ESS recommended:

- The Fire Service calls out all gas suppliers operating in an area when there is a leak.
- Gas Suppliers to have the ability to readily contact and bring in more than one staff member to major leaks.
- Improving the equipment and training of gas network operators' call-out staff.
- Gas companies keep all gas reticulation plans up-to-date and advise competitors of their plans.
- Each company have a fully workable emergency response plan.

A series of useful discussions was held with the emergency authorities and gas suppliers' representatives. These have resulted in a commitment to improvements in emergency preparedness, worker training and cross-company cooperation.

performance targets. For instance in 1999-2000, the Service undertook 25 gas and 76 electricity audits, inspections or investigations (against targets of 20 and 55 respectively). In the area of petroleum fuel quality monitoring, 342 fuel sample tests were carried out against a target of 250.

**quality not quantity:** He iti ra, he iti mapihi pounamu - *I may be small, but I am an ornament of greenstone*

### Case study *Christmas lights*

On 20 December 1999 the ESS became aware of unsafe Christmas lights being sold to the public as a charity fundraising venture. The Foremost 100 lights presented a safety hazard. The possible use of these lights to decorate Christmas trees, and the dangers from contact with tinsel, together with a North American-style socket and adaptor arrangements, led the ESS to request a product recall, and to issue a public warning. Approximately 1200 sets that had already been sold were recalled and extensive publicity ensued.

The supplier undertook to consult with ESS before any further seasonal sale.

### Communication and consultation

Publicising energy safety, promoting safety education of energy workers and advising consumers and business about the safety of energy products and services, forms an important part of the work of ESS.

Safety advice is delivered through a wide range of media including pamphlets, information sheets, media releases, billboards, newsletters, web sites and video. Communication is usually targeted to specific audiences to address particular safety concerns or needs. Examples of targeted communications from 1999/2000 include production of a Home Safety fridge magnet, the production of the consumer brochure 'How good is your fuel?', participation in Kidsafe Week, education on the NZS 3000 wiring rules, inclusion of electrical safety segments in the 'Farming With Pictures' series of videos distributed free to the rural community, Plunket and SiteSafe advertising, publication of articles in 'Electrolink' and other industry magazines, and attendance at the 2000 Aotearoa Performing Arts Festival and Pasifika 2000, as well as several rural field days and community events.

However the most notable communication exercise of the year was the *EnergySafe* consultation programme launched in May 2000. This was a major undertaking and substantial resources were devoted to supporting the *EnergySafe*

Working Party, and to preparation of the main consultation document and three brochures covering issues for electrical workers, gas workers and the public respectively.

The outcome of the consultation will be reported in the 2000/2001 annual review.

### Research report *Are We Safe?*

In May 2000, the ESS commissioned a survey of the perceptions of New Zealanders about the safety of the electricity and gas installations and appliances in their households. A sample of 500 adult householders was randomly selected, of whom all were electricity users and 60% were gas users. From the results of this survey, the following key findings were observed:

- 93% of electricity and 98% of gas users felt safety was at least adequate – the remainder in each category felt safety was less than adequate
- of those who felt safety was less than adequate, 45% of electricity users felt the cause was older appliances and 24% felt the cause was a fuse blowing or faulty / broken fittings. Gas users in this category felt the lack of a permit or a safety check was the cause
- 68% of electricity and 79% of mains gas users had had some form of safety check in the last 10 years
- 34% of electricity users and 7% of mains gas users did not know when their last safety check had been carried out
- responsibility for a safety check rested with the owner (70% electricity users, 60% gas users) or the energy supplier (14% electricity users, 22% gas users)
- 68% of all users were prepared to pay \$50 or more for a household safety check; 47% were prepared to pay \$100 or more; and 24% were prepared to pay either \$200 (electricity safety check) or \$300 (combined safety check)
- 7% of gas users used portable gas heaters in bedrooms and 5% have gas water heaters in bathrooms.

This is the first of three safety surveys to be undertaken over a three-year period (the others being to obtain the views of industry and consumer organisations, and of tradespersons). The results of each survey, and when combined, will inform and assist the ESS's compliance and legislation review work.

**modesty:** Waiho ma te tangata e mihi - *Let someone else acknowledge your virtues*

### Summary of Financial Performance

The safety services provided by ESS are funded largely by industry. Careful management of those resources is therefore a priority for the Service and an important part of its accountability to its stakeholders.

The following tables and graphs provide a summary of the Service's financial performance in 1999/2000, including a breakdown of how money was used in the electricity, gas, LPG and petroleum products areas.

The brief notes provide more information on issues likely to be of interest to industry.

#### Electricity and Gas Levies

- A total of \$966,000 of excess electricity levy collected was refunded to levy payers. There was no excess gas levy collected.
- During the year Cabinet papers were prepared proposing Government approve a decrease in the electricity levy (from 1.15 to 1.05 cents per 100kWh) and an increase in the natural gas levy (from 1.31 to 2 cents per gigajoule). The new rates will come into effect during the 2000/01 financial year.

#### Electricity

- 42% (\$508,000) of electricity operating expenditure was expended on a contract with Standards New Zealand as contribution towards development of electrical Standards.
- 16% (\$190,000) of electricity operating expenditure was expended on electrical safety publicity and printing programmes.

#### LPG

- Cabinet approved an increase in appropriation of \$84,000 for LPG activities from 1 July 2000. This is to cover extra investigations, standards development and safety educational activities that were unable to be met from existing budgets.

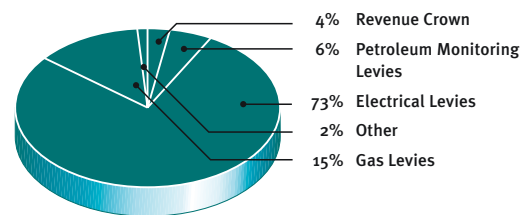
#### Petroleum monitoring

- Contract expenditure totalling \$173,000 for the testing of petroleum products comprises 96% of petroleum monitoring operational expenditure.

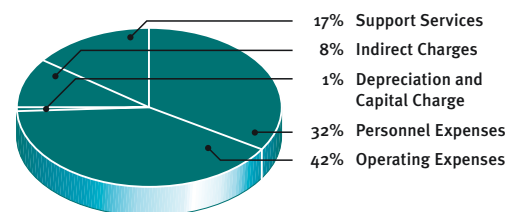
#### Re-organisation costs

- Provisions made in the previous financial year generally covered the costs of the former OCEE and OCGE re-organisation. Re-organisation costs in the 1999/2000 financial year mainly related to accommodation changes and totalled \$38,000, with a further \$4,000 expended on office equipment.

Revenue July 1999 - June 2000



Expenses July 1999 - June 2000



**Energy Safety Service**  
Summarised Statement of Financial Performance  
for the year ended 30 June 2000

|                             | 1999/00<br><i>Actual</i><br>\$ | 1999/00<br><i>Budget</i><br>\$ |
|-----------------------------|--------------------------------|--------------------------------|
| <b>Revenue</b>              |                                |                                |
| Revenue Crown (LPG)         | 144,300                        | 135,138                        |
| Petroleum monitoring levies | 232,117                        | 255,313                        |
| Electricity levies          | 2,668,393                      | 2,701,457                      |
| Natural Gas levies          | 548,119                        | 579,528                        |
| Other                       | 73,031                         | 67,883                         |
| <b>Total Revenue</b>        | <b>3,665,960</b>               | <b>3,739,319</b>               |
| <b>Expenses</b>             |                                |                                |
| Personnel expenses          | 1,152,526                      | 1,173,801                      |
| Operating expenses          | 1,528,864                      | 1,549,919                      |
| Depreciation                | 28,788                         | 31,329                         |
| Capital Charge              | 2,872                          | 5,090                          |
| Indirect charges            | 297,325                        | 297,823                        |
| Support services            | 609,205                        | 644,417                        |
| <b>Total Expenses</b>       | <b>3,619,580</b>               | <b>3,702,379</b>               |
| <b>Surplus / (Deficit)</b>  | <b>46,380</b>                  | <b>36,940</b>                  |

**Natural Gas**  
Statement of Financial Performance  
for the year ended 30 June 2000

|                            | 1999/00<br><i>Actual</i><br>\$ | 1999/00<br><i>Budget</i><br>\$ |
|----------------------------|--------------------------------|--------------------------------|
| <b>Revenue</b>             |                                |                                |
| Gas levies                 | 548,119                        | 579,528                        |
| Miscellaneous Revenue      | 17,207                         | 9,085                          |
| <b>Total Revenue</b>       | <b>565,326</b>                 | <b>588,613</b>                 |
| <b>Expenses</b>            |                                |                                |
| Personnel expenses         | 233,167                        | 251,830                        |
| Operating expenses         | 112,020                        | 122,471                        |
| Depreciation               | 6,496                          | 6,733                          |
| Capital charge             | 1,252                          | 1,545                          |
| Indirect charges           | 74,129                         | 74,251                         |
| Support services           | 115,139                        | 121,991                        |
| <b>Total Expenses</b>      | <b>542,203</b>                 | <b>578,821</b>                 |
| <b>Surplus / (Deficit)</b> | <b>23,123</b>                  | <b>9,792</b>                   |

**Liquified Petroleum Gas**  
Statement of Financial Performance  
for the year ended 30 June 2000

|                            | 1999/00<br><i>Actual</i><br>\$ | 1999/00<br><i>Budget</i><br>\$ |
|----------------------------|--------------------------------|--------------------------------|
| <b>Revenue</b>             |                                |                                |
| Revenue Crown              | 144,300                        | 135,138                        |
| <b>Expenses</b>            |                                |                                |
| Personnel expenses         | 64,066                         | 71,525                         |
| Operating expenses         | 29,102                         | 7,322                          |
| Depreciation               | 97                             | 412                            |
| Capital charge             | 221                            | 316                            |
| Indirect charges           | 19,028                         | 19,060                         |
| Support services           | 31,786                         | 33,594                         |
| <b>Total Expenses</b>      | <b>144,300</b>                 | <b>132,229</b>                 |
| <b>Surplus / (Deficit)</b> | <b>0</b>                       | <b>2,909</b>                   |

**Petroleum Monitoring**  
Statement of Financial Performance  
for the year ended 30 June 2000

|                             | 1999/00<br><i>Actual</i><br>\$ | 1999/00<br><i>Budget</i><br>\$ |
|-----------------------------|--------------------------------|--------------------------------|
| <b>Revenue</b>              |                                |                                |
| Petroleum monitoring levies | 232,117                        | 255,313                        |
| Miscellaneous Revenue       | 712                            | 708                            |
| <b>Total Revenue</b>        | <b>232,829</b>                 | <b>256,021</b>                 |
| <b>Expenses</b>             |                                |                                |
| Personnel expenses          | 29,548                         | 39,337                         |
| Operating expenses          | 179,947                        | 191,275                        |
| Depreciation                | 44                             | 115                            |
| Capital charge              | 15                             | 178                            |
| Indirect charges            | 9,211                          | 9,224                          |
| Support services            | 14,064                         | 14,913                         |
| <b>Total Expenses</b>       | <b>232,829</b>                 | <b>255,042</b>                 |
| <b>Surplus / (Deficit)</b>  | <b>0</b>                       | <b>979</b>                     |

**Electricity Monitoring**  
Statement of Financial Performance  
for the year ended 30 June 2000

|                               | 1999/00<br><i>Actual</i><br>\$ | 1999/00<br><i>Budget</i><br>\$ |
|-------------------------------|--------------------------------|--------------------------------|
| <b>Revenue</b>                |                                |                                |
| Electricity monitoring levies | 2,668,393                      | 2,701,457                      |
| Miscellaneous revenue         | 55,112                         | 58,090                         |
| <b>Total Revenue</b>          | <b>2,723,505</b>               | <b>2,759,547</b>               |
| <b>Expenses</b>               |                                |                                |
| Personnel expenses            | 825,745                        | 811,109                        |
| Operating expenses            | 1,207,792                      | 1,228,851                      |
| Depreciation                  | 22,150                         | 24,069                         |
| Capital charge                | 1,384                          | 3,051                          |
| Indirect charges              | 194,958                        | 195,288                        |
| Support services              | 448,216                        | 473,919                        |
| <b>Total Expenses</b>         | <b>2,700,245</b>               | <b>2,736,287</b>               |
| <b>Surplus / (Deficit)</b>    | <b>23,260</b>                  | <b>23,260</b>                  |

**Tony Leverton**

Energy Safety Service  
Group Manager

**Graham Boxall**

Manager Operations

**Peter Morfee****Mehdi Yassaie**

Principal Technical Advisors

**Jim Green****Caroline Parlane**

Senior Advisors, Operational Policy

**Karen Howarth**

Communications Advisor

**George Ria**

Projects Officer (Maori Liaison) / Kaitakawaenga Maori

**Dale Wills**

Finance & Corporate Management Officer

The Energy Safety Service is aligned with the Ministry of Consumer Affairs. The Group Manager, ESS reports to Keith Manch, General Manager, Ministry of Consumer Affairs.

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**Accident reporting** - To report electricity and gas accidents

Free phone: 0800 10 44 77