Attachment 5: Alternative control services

Revised regulatory proposal for the Evoenergy electricity distribution determination 2024 to 2029

November 2023

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1. Metering

1.1. AER draft decision

For its draft decision, the Australian Energy Regulator (AER) substituted Evoenergy's proposed prices for type 5 (interval) and type 6 (accumulation) metering services (legacy metering services). The AER made draft decisions to:

- update Evoenergy's base year metering opex and revise the trend component of the forecast to reflect a metering volume forecast consistent with the Australian Energy Market Commission's (AEMC's) 2030 roll-out target;
- accept Evoenergy's proposal to accelerate the depreciation of the metering services regulatory asset base (RAB), but brought forward the depreciation schedule to the end of the 2024–29 regulatory period;
- revise Evoenergy's annual revenue requirement, which required updating to reflect changes to the return on capital, regulatory depreciation and opex building blocks; and
- not accept Evoenergy's price cap calculation for legacy metering services and substituted its price cap calculation to recover costs through a fixed fee charged to a wider customer base.

In its draft decision, the AER provided information about recent changes affecting metering services, including the outcome of a review of the regulatory framework for metering services conducted by the AEMC.

As part of the draft decision, the AER discussed the appropriate form of control for metering services. It considered that there had been a 'material change in circumstances' since its final Framework and Approach paper where legacy metering services were classified as alternative control services (ACS). The AER considered the AEMC's requirement to replace all legacy meters by 2030, which meant that it would be appropriate to reclassify legacy metering services as a standard control service (SCS).

1.2. Revised proposal

Evoenergy's revised proposal:

- Updates our base year operating expenditure forecast with actual data for 2022/23 (\$2.2 million).
- Accepts most components of the AER's method of forecasting operating expenditure, including:
 - using the base step trend method;
 - applying an 'economies of scale' factor of 60 per cent to the trend component of the forecast; and
 - accepting the AER's draft decision split between fixed (35 per cent) and variable costs (65 per cent).
- Updates the metering volume forecast by revising the 2022/23 estimate to an actual number.
- Does not accept the AER's approach to apply a logarithmic function to metering volume change and instead applies a simple rate of change.
- Maintains the alternative control service classification and price cap form of control.

Evoenergy's revised proposal metering revenue forecast is provided in Table 1.



	2024/25	2025/26	2026/27	2027/28	2028/29
Return on capital	\$1.77	\$1.44	\$1.09	\$0.74	\$0.38
Regulatory depreciation	\$5.41	\$5.58	\$5.75	\$5.92	\$6.10
Operating expenditure	\$2.28	\$2.10	\$1.88	\$1.60	\$1.23
Revenue adjustments	-	-	-	-	-
Tax allowance	\$0.41	\$0.42	\$0.44	\$0.45	\$0.46
Total revenue building block (unsmoothed)	\$9.87	\$9.55	\$9.16	\$8.71	\$8.16

Table 1 Revised proposal metering revenue building blocks (\$ million, 2023/24)

Our revised proposal calculation of the price caps for metering services uses a revenue forecast based on the building blocks from our post tax revenue model. The post tax revenue model (PTRM) calculates and smooths the forecast revenue over the 2024–29 regulatory period. The model determines the relevant capital and non-capital price caps for each type of meter.

Table 2 shows Evoenergy's proposed metering price caps by customer type and volume weighted average in the 2024–29 regulatory period.



Table 2 Revised proposal price cap per meter and customer type (cents per day per NMI)

Tariff	Service	Description	2024/25 Price
MP1	Type 6 metering non- capital rate read quarterly	This metering non-capital rate applies to all Type 6 meters read quarterly.	\$25.67
MP2	Type 6 metering non- capital rate read monthly	This metering non-capital rate applies to all Type 6 meters read monthly.	\$45.03
MP3	Type 5 small metering non-capital rate read monthly	This metering non-capital rate applies to Type 5 meters read monthly for non-demand tariffs.	\$45.03
MP4	Type 5 CT metering non-capital rate read monthly	This metering non-capital rate applies to LV/HV Current Transformer (CT) Type 5 meters recording at either 15 or 30 minute periods, read manually and processed monthly for demand tariffs.	\$364.34
MP7	Type 6 metering quarterly capital rate	This metering capital rate applies to all Type 6 meters read quarterly.	\$40.71
MP8	Type 6 metering monthly capital rate	This metering capital rate applies to Type 6 meters read monthly.	\$71.21
MP9	Type 5 small metering monthly capital rate	This metering capital rate applies to Type 5 meters for non-demand tariffs.	\$71.21
MP10	Type 5 CT metering monthly capital rate	This metering capital rate applies to LV/HV Current Transformer (CT) Type 5 meters recording at either 15 or 30 minute periods, read manually and processed monthly for demand tariffs.	\$574.82

Note: we have updated the service names and descriptions for metering tariffs to clarify their application.

As part of our response, we have submitted a metering roll-forward model, a metering post-tax revenue model and a metering opex model. Key components of our revised proposal are discussed further below.

Maintaining a price cap form of control

The AEMC's review into the regulatory framework for metering services, and subsequent rule change request will have a material impact on Evoenergy's legacy metering services. The rule change, if accepted, would see an accelerated roll-out of smart meters in National Electricity Market (NEM) jurisdictions, including the ACT, by 2030. Under the existing framework, which will not change following the review, Metering Coordinators are responsible for installing smart meters on behalf of energy retailers and customers.

Evoenergy will be required to play a greater role in the accelerated roll out of smart meters. This will include making a Legacy Meter Retirement Plan (LMRP) outlining the sequence of legacy meter



retirement in the ACT and coordinating the replacement of meters at some complex sites. Evoenergy has put forward a separate SCS opex step change proposal that outlines the additional costs required to meet the new and additional regulatory obligations.

Through the roll out, Evoenergy will continue to operate its legacy metering business, which includes conducting meter reading and testing and maintaining billing functions.

Evoenergy considers the additional costs it will incur to comply with the upcoming rule change are most appropriately classified as a SCS. Evoenergy proposes to maintain the ACS classification and price cap form of control for its legacy metering services.

In making our revised proposal, Evoenergy considered the impact on our customers and assessed the proposed approach against the factors the AER is required to consider under clause 6.2.5(d) (Control mechanisms for direct control services) and 6.18.5 (Pricing Principles) of the National Electricity Rules (NER).

Our assessment of customer price impacts found changing the control mechanism and form of control would, in theory:

- impose legacy metering services network charges on some customers for the first time, including customers that had installed a smart meter before contestability in metering commenced in the ACT on 1 December 2017;
- increase legacy metering services network charges for customers that already have a smart meter; and
- ensure all electricity customers in the ACT paid legacy metering charges, and did not disadvantage customers that may receive a smart meter earlier in the roll-out.

In preparing our revised proposal, Evoenergy also discussed legacy metering tariffs in the ACT with retailers. Some indicated they did not pass through network metering tariffs and that any changes were unlikely to impact their approach.

In considering our revised proposal against NER clause 6.2.5(d), Evoenergy found there were material administrative costs to implement the tariff reform to change the classification of legacy metering service. Further, we found the change to a revenue cap form of control and metering tariffs applied to all SCS customers, including HV customers, may not be consistent with some parts of the Pricing Principles in the NER.

While Evoenergy agrees with the AER that the new regulatory obligations constitute a material change in circumstances, we do not propose to change the form of control for legacy metering services. The AER's draft decision noted in section 20.1.1 that some customers may experience inequitable price increases due only to the timing of when they receive their smart meter. We consider this scenario to be unlikely because we found retailers are not passing through legacy metering network tariffs to individual customers and are instead smearing these costs across all residential customers in the ACT.

Evoenergy does, however, consider the costs to comply with the upcoming rule change to deliver an accelerated roll-out of smart meters in the NEM, which are appropriately classified as a SCS. As noted in the AEMC's report and the AER's draft decision, the roll-out of smart meters will provide whole-of-system benefits, and therefore, these costs should be recovered from all customers.¹

Applying a simple rate of change is more appropriate

Evoenergy's revised proposal is to apply a simple rate of change instead of the logarithmic functions applied by the AER to the metering volume change. This was discussed in detail in Evoenergy's Information request response #35 to the AER. In short, Evoenergy considers that the methodology of using a logarithmic function to estimate 'output growth' in the AER's metering opex model is not well

¹ AEMC, Final Report Metering Review, August 2023, p.,13.; AER Draft Decision Attachment 20, p.3.



founded. In the AER's metering expenditure model, the forecast output change uses the following function:²

Annual output change =
$$Ln\left(\frac{M_t}{M_{t-1}}\right) \times opex$$
 variable share

The formula calculates the annual fall in metering (M) output, with an adjustment for the share flowing through to variable costs (opex variable share), currently set at 65 per cent.

Evoenergy notes that if a simple output change formula were used, essentially the above formula but without the use of a logarithmic function, then the resulting annual output series is substantially different. The AER's formula leads to a significantly steeper fall in opex, than if a simple ratio of meters from year to year was used.

Evoenergy considers using a simple rate of change is better than using a logarithmic function in the context of a significantly declining metering demand forecast. Evoenergy included examples of why this is the case in our response to information request #35, including that the log formula could result in negative forecast opex.

2. Ancillary network services

2.3. AER draft decision

The AER's draft decision was to:

- Maintain the price cap form of control for ancillary network services, including setting a schedule of price caps for fee-based services and maximum labour rates for quoted services.
- Accept Evoenergy's proposal to remove 18 fee-based services and add eight new services.³
- Accept 12 of Evoenergy's proposed fee-based and quoted services labour rates and substitute five with the AER's benchmark.
- Not accept the application of a margin allowance of six per cent, outside of the overhead rate for fee-based services.
- Not accept the proposed crew size of three to perform certain network connection fee-based services.
- Accept that the approach to contractor costs were reasonable but requested that sufficient evidence to support the proposed costs.
- Request further information to demonstrate the material costs to provide network connection services are efficient.

2.4. Revised proposal

Evoenergy accepts the AER's draft decision in relation to:

- the form of control for ancillary network services;
- fee-based quoted services labour rates;
- the margin allowance that the AER considers is already accounted for in the overhead rate; and

² AER 2023, AER – Draft decision – Evoenergy distribution determination 2024-29 – Metering expenditure model – September 2023, at row 24 of tab 'Calc | Opex'.

³ Most of the services were removed due to low usage or consolidated into other services.



• the approach to deriving labour price growth forecasts using revised assumptions.

Evoenergy does not accept the AER's draft decision to:

- maintain the amount of labour to perform network connection fee-based services; and
- not include proposed material and contractor costs for all network connection fee-based services including supply abolishment and removal.

We provide further information below to outline why our labour allocation and inclusion of material and contractor costs are prudent and efficient. The revised proposal schedule of ANS rates is provided in our indicative pricing schedule and ANS cost build-up model.

Labour allocation for network connection fee-based services

Evoenergy is focused on providing efficient services to our customers while maintaining a focus on the safety of our workers, the network, and our customer above all else. Evoenergy maintains that a crew of three is required to deliver network connection services in a prudent and efficient manner that is safe for our workers and customers.

A crew of two Lineworkers and one Electrical Fitter is required for connection services to comply with all the safety requirements of the task and ensures compliance with regulatory requirements. Reducing the crew to two would not be consistent with our safety assessment and would present an unacceptable risk to the crew and customer safety. It would also result in Evoenergy delivering less services at a higher cost to our customers.

Our proposed crew size is required to deliver the service safely

Evoenergy acknowledges the AER's view that a crew of two may appear more efficient and is common in other jurisdictions. However, there are jurisdictional specific circumstances, including regulatory obligations and the ACT's backyard reticulating network that require Evoenergy to use a crew of three to perform connection services safely.

To undertake connection services in the ACT, it is a requirement to have a minimum of a Lineworker and an Electrical Fitter on site. The Lineworker is responsible for the connection of the service to the distribution network at the pole as well as termination of the conductor at the point of attachment end in an overhead configuration. The Electrical Fitter is responsible for working at the network boundary as works in this area require an ACT electrical licence, something a Lineworker is not qualified to hold. The Electrical Fitter is also responsible for undertaking works at a point of entry in an underground configuration.

Evoenergy's safety practices require employees working on live assets to have a standby person observing. This approach is consistent with standard industry safety practices as well as adhering to relevant Work Health and Safety (WHS) obligations and our commitment to the safety of our staff and the community.

Evoenergy regularly assesses its work practices to ensure the safety of our workers. Evoenergy's Low Voltage Energised Works Manual, Safe Work Method Statements, and Job Safety Analysis document our assessment of the requirements to perform connection services in a safe way. Our assessments continue to find that a minimum of two Lineworkers are required to perform connection services due to a safety observer needing to be skilled in the task being undertaken to suitably observe the works.

This safety observer is required to provide additional support to the worker at the elevated position while also being required to undertake a rescue via the ladder or scaffolding, which cannot be manually lowered in the event of an emergency, or via the ground controls of a mobile elevated work platform. This results in two Lineworkers being required on site to meet safety requirements while managing the risk of a manual intervention up a live pole in the event of an emergency.



Backyard reticulation impacts Evoenergy's delivery costs

We undertook a comprehensive review to assess whether we could efficiently and safely deliver connection services with a crew of two, following an information request from the AER. We found the works could potentially be delivered with a crew of two with only a minor impact on safety, but that it would increase the amount of time it would take crews to deliver each service, and ultimately increase the cost of the service.

The ACT is a backyard reticulated network, meaning Evoenergy owned electricity infrastructure, including power poles, are in our customer's backyards. This adds additional complexity to delivering our network connection services. In practice it means Evoenergy crews do not have direct and immediate access to materials and tools that are stored on work vehicles to perform all tasks. Crews are required to move materials and tools from work vehicles to sites in customer backyards and contend with typical hazards that are present on private residences. Having a two person crew results in both workers needing to stop, to comply with safely obligations, if additional materials or tools need to be retrieved from the vehicles, whereas with an additional crew member work can continue with the safety observer still present.

The specific characteristics of Evoenergy's network mean our crews perform additional duties above and beyond the physical connection to the distribution network include running services across multiple neighbouring blocks and working in separate yards to connection points. With backyard reticulation in the ACT, the manual work of running services across backyards to the pole location requires additional care to avoid fences, clothes lines, sheds, gardens, pets, and other obstructions not present in other networks.

Backyard electricity reticulation in the ACT increases the time it takes Evoenergy crews to perform each connection service. As outlined in our response to the AER's Information Request #43, we undertook additional analysis to identify if connection services could be delivered with a crew of two. We found that we could deliver the service with a crew of two, but that it would increase the time on task from approximately two hours (with a crew of three) to three hours (with a crew of two). Our analysis is outlined below in Table 3.

Crew composition FTE Total time on task Labour cost Total cost of service 3 120 + 120 + 120 = 360 mins \$699.66 \$2,260.40 Lineworker (2); Electrical Fitter (1) 2 180 + 180 = 360 mins \$706.18 \$2,271.30 Line Worker (1); Dual Trade (Lineworker/ Electrical Fitter) (1)

Table 3 Service 541 cost comparison with a crew of three versus a crew of 2 (\$2024/25)

Average jobs completed per day by a crew.

We have since undertaken additional analysis to highlight the impact that reducing crew sizes has on Evoenergy's ability to deliver connection services. Table 4 shows that by reducing the crew size from three to two across these services, there is a flow-on effect across the year, which results in Evoenergy being able to complete 936 fewer jobs per year.



Crew Size	Jobs per day	Jobs per week ²	Jobs per year	Difference	Perceived impact across work crews
3	4	18	936		
2	3	13.5	702	-234	-936

Table 4 Comparison of crew size and hours to perform network connection services.

Note: Average jobs completed per day by a crew. Average jobs completed per week, noting a 9-day fortnight, or 4.5 working days/week.

While this decrease seems large, it does not consider the additional workers who are removed from the crews and making new crews of two. This would result in the overall number of crews *increasing* from four to six. By increasing the number of crews to six this would offset the reduction in jobs able to be completed and deliver the same volume of works with the same number of team members.

As noted in AER's information request #43, the reduction in crew members is offset by time on task that results in only a minor difference in overall cost. However, the key difference between the two approaches is the additional fleet, training and overhead costs that are incurred with a crew of two. By standing up two additional functioning crews it would mean additional fleet costs, including additional elevated work platforms, utility vehicles, and/or trucks, as well as tools and equipment. This cost would need to be passed on to the customer.

Should crews be required to operate in teams of two, we would require a Dual Trade Electrical Fitter/Lineworker on all jobs to comply with regulatory and safety obligations. This would result in Evoenergy needing one Lineworker and one Dual Trade Electrical Fitter/Lineworker on each crew.

This approach would result in the need to train additional people in a second trade which takes up to three years depending on the qualification already held. While undertaking the training the employee would require a qualified supervisor on site.

The need to deliver the service with a crew of three is being driven by the additional costs and complexity that backyard reticulation introduces. We note that the AER has incorporated and quantified an operating environment factor (OEF) for backyard reticulation in its opex benchmarking methodology to recognise the additional costs Evoenergy incurs to deliver its SCS. However, it has not recognised the additional costs required to deliver network connection services in customers backyards within our ACS ancillary network services.

Connection services in the ACT cannot be easily benchmarked against other jurisdictions or our previous regulatory proposal

In making its draft decision, the AER compared and benchmarked Evoenergy's connection services against other jurisdictions. Evoenergy notes that the circumstances under which it provides connection services are not comparable to any other jurisdiction. Table 5 compares the key features of each jurisdiction.

DNSP	Contestability	Backyard reticulation	Service for design works only
Evoenergy	×	\checkmark	×
Essential Energy	\checkmark	×	\checkmark
Ausgrid	\checkmark	×	\checkmark
Endeavour Energy	\checkmark	×	√
CitiPower	×	×	×
TasNetworks	×	×	×

Table 5 Comparison of factors impacting the cost to deliver network connection services between jurisdictions

In its draft decision the AER compared the cost of our connection services to TasNetworks' network which is not a backyard reticulated network. Crews performing connection services in Tasmania will be able to perform the connection service in much less time because they do not need to contend with the same hazards and barriers that crews performing a similar service in the ACT must perform.

Further, we note that there is no requirement in Tasmania for an Electrical Fitter to be present during connection services, which adds additional costs to the service in the ACT. Network configuration and differences in where jurisdictions define the customer connection point also contribute to the cost of the service. We discuss these differences further below in the material costs section.

It is also important to note that Evoenergy is required to provide a connection service to a customer within 20-business days as outlined in the Consumer Protection Code and the Model Standing Offer. If we are required to reduce the size of our crews, it will reduce our ability to comply with the ACT's Consumer Protection Code. We note that the guaranteed service levels provided by Evoenergy in the ACT and outlined in the Consumer Protection Code are greater than those in other jurisdictions. For example, the requirement in Victoria is to provide a customer connection on a day agreed with the customer, and does not specify a specific delivery timeframe and provides distributors with greater flexibility.

Evoenergy's crew structure for connection services allows us to complete the volume of connection services required to comply with the code and any changes could impact our ability to meet customer expectations and regulatory obligations.

Material costs

Since the draft decision, Evoenergy has conducted an additional review of the materials required during the delivery of services and their costs. Our review found the estimates provided in our initial proposal remain reasonable and cost reflective. We have undertaken both a bottom-up build of the materials for work types, and reviewed the actual materials used during the current regulatory period.



In making its draft decision the AER reviewed the proposed material costs and benchmarked them against material costs used by other distributors, namely TasNetworks. Evoenergy has undertaken a review to better understand the drivers of material costs between distribution networks.

Firstly, when comparing TasNetworks to Evoenergy, it should be noted that the connection point (also referred to as a network boundary) is different between these distribution networks. In TasNetworks' network, the connection point is the load side of the low voltage fuses located in the turret or pole supplying the connection. In the ACT, our network boundary is not located on our assets but instead is located at the connection point on the customer's premises.

This distinction affects the materials required to undertake the works. Customers that are connected to TasNetworks' network are required to pay their electrical contractor for the materials used to connect them from the distribution asset to the house.⁴ In the ACT, due to where the network boundary is defined, Evoenergy is required to provide these assets and should be able to recover the cost of all materials when performing a connection service.

As a second comparison, Evoenergy has looked at how network boundaries are defined in South Australia. The customer connection point in South Australia is like that in Tasmania, as outlined in the diagram in Figure 1.



Figure 1 Customer connection point in South Australia

Note: The *premises connection assets* for an Over to Under Service are the power line referred to above as the 'SA Power Networks Over to Under Service' and the item referred to above as the 'SA Power Networks Service Fuse Box'.





⁴ TasNetworks' approach is documented in the "Schedule – Contract Details: Underground Service, Single Phase, Fuse(s) Turret" located on the TasNetworks' website among other work types with similar documented connection points.



The above drawings show that what is considered a network cable in the ACT is considered a consumer's mains in South Australian Power Network's network. We note that the AER regulated price for a basic connection service in South Australia is almost \$1,600, which is 90 per cent higher than the AER's draft decision price cap for Evoenergy. We also note that pole top connection upgrades in South Australia are performed with a crew of 3 (which includes 2 lines workers and 1 electrician to complete the connection).

As a third comparison, Evoenergy reviewed the process and materials that would be required for works undertaken within Ausgrid's network in NSW. Ausgrid's connection service process is documented in its Contestable Connections Process Flowchart, which is available on their website and reproduced in Figure 2.



Figure 2 Ausgrid's Contestable Connections Process Flowchart

This process flow shows that Ausgrid does not need to charge for materials as the connection works are undertaken by Accredited Service Providers, which are engaged directly by customers. Customers in NSW are paying material costs, but just to contestable service providers and not directly to their DNSP.

Evoenergy considers it reasonable to recover the cost of materials as outlined in our initial proposal. In this section, we have outlined why other jurisdictions do not provide good comparators, as the scope of a basic network connection is significantly different between jurisdictions.

Evoenergy's procurement of materials is prudent and efficient

Evoenergy follows industry best practice procurement processes that are outlined in our procurement guidelines. We regularly market test both our large and small procurement arrangements for the materials used in our connection services.



Evoenergy's procurement practices are rigorous and risk based. We have in place appropriate controls to ensure purchases of all items are consistent with best practice and deliver value for our customers.

Contractor costs

The AER's draft decision considered Evoenergy's approach to allocate scaffolding costs across network connection services to be reasonable as it mitigates large price increases to any individual customer.

To supplement the details provided through the initial submission, and information requests since, Evoenergy is providing the below detail to show the process involved in engaging with these service providers to supplement our delivery and show that the proposed cost of \$247 is efficient for customers.

To ensure the efficiency of external services provided, Evoenergy undertakes tender processes via our Procurement Team prior to awarding contracts. Evoenergy went through this process for scaffolding services with the current supplier's engagement ending in June 2023. This tender process was finalised in July 2023.

This tender went out for a three-year period of engagement with the option of one additional year. Evoenergy's Procurement Team undertook market research in late 2022 with the incumbent supplier and other potential service providers. The initial interest from the sector was limited, due primarily to:

- Evoenergy's requirement for the provider to be available for limited 24/7 on-demand service for reactive works; and
- the current approach to pricing (single all up costs) does not align with industry practice, where quantity of scaffolding, time the scaffolding is on site, as well as erection and disassembly costs drive the pricing structure.

This led Evoenergy to using an open (or public) approach to market with a Request for Proposal (RFP) for this requirement. The reasons for preferring an open approach to market were to:

- reach organisations not captured in the market research conducted to date;
- reach organisations (e.g. larger construction firms) whose core business may not be scaffolding, but may have the capacity to deliver; and
- gain maximum exposure and increase the likelihood of competitive prices.

Despite out best efforts, including directly approaching 10 suppliers, only one supplier responded through our RFP process. The incumbent supplier chose not to provide a submission, with the main reasons provided being the disruptive nature of the reactive work to their organisation during business hours, and unwillingness to continue to be on call for the after-hours work packages that are required for fault response and storm works by Evoenergy.

Through this process, Evoenergy has seen a significant increase in unit prices for future delivery of this service. Despite these price increase, we do not propose to update our estimated contractor costs.



Our estimate of contractor costs captures scaffolding costs only and does not include additional civil works. Civil works are required from time to time on a limited basis, but are charged to customers as a quoted service.

Adding an additional service

Our revised proposal ANS cost build up model includes an additional service – Re-energise premises – site visit only. The total cost of this service is \$65.10. The service is required to recover costs when Evoenergy staff attend a customer site to re-energise or de-energise a premises but cannot access the site to perform the service.

Evoenergy crews experience approximately 400-800 instances per year where they attend a customer site, but are unable to access the site to perform the service. Evoenergy does not currently charge a fee for this service but proposes to begin charging for this service from 1 July 2025.