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No. NEPRA/SA(M&E)/LAD-04/14693

November 17, 2025

Chief Executive Officer,
Faisalabad Electric Supply Company Ltd. (FESCO),
Abdullahpur, Canal Bank Road,
Faisalabad

SUBJECT: ORDER OF THE AUTHORITY IN THE MATTER OF SHOW CAUSE NOTICE ISSUED TO FESCO UNDER SECTION 27B OF THE NEPRA ACT READ WITH OTHER RELEVANT RULES & REGULATIONS OF THE NEPRA ACT REGARDING FATAL ACCIDENTS OCCURRED IN FESCO DURING THE FISCAL YEAR 2023-2024

Please find enclosed herewith, the Order of the Authority (total 10 pages) in the subject matter for information and compliance.

Enclosure: As above


(Wasim Anwar Bhinder)

NATIONAL ELECTRIC POWER REGULATORY AUTHORITY

ORDER

IN THE MATTER OF SHOW CAUSE NOTICE ISSUED TO FESCO UNDER SECTION 27B OF THE NEPRA ACT READ WITH OTHER RELEVANT RULES & REGULATIONS OF THE NEPRA ACT REGARDING FATAL ACCIDENTS OCCURRED IN FESCO DURING THE FISCAL YEAR 2023-2024.

1. Faisalabad Electric Supply Company (the "Licensee") is a distribution company that has been granted distribution licensee No. DL/02/2023 by the National Electric Power Regulatory Authority (the "Authority") under sections 20 and 21 of the Regulation of Generation, Transmission and Distribution of Electric Power Act, 1997 ("NEPRA Act"), for providing of the distribution services of electric power in its service territory.

2. Background

2.1. As per Sections 7.45.3 and 7.45.4 of the Power Safety Code 2021, the Licensee is required to report any incident involving an employee, contractor, or member of the general public to NEPRA within 24 hours through the NEPRA Incident Reporting Portal. Accordingly, the Licensee has submitted details of eight (8) accidents that occurred during the fiscal year (FY) 2023–2024 within Licensee's service territory, resulting in the loss of eight (8) human lives.

3. Summary of the Investigation

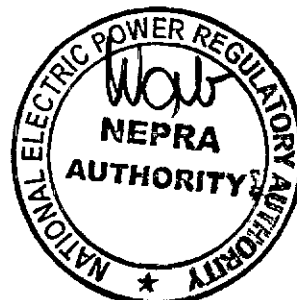
3.1. The Honorable Authority took serious notice of fatalities and constituted an Investigation Committee (the "IC") under Section 27A of the NEPRA Act. The IC was mandated to determine whether any violation or substantive non-compliance of the provision of law and applicable documents have been committed by the Licensee, and to ascertain the associated facts and cause(s) of actions. Accordingly, notice issued to the Licensee vide letter No. NEPRA/DG(M&E)/LAD-04/14765-66 dated Sep 20, 2024.

3.2. The IC conducted investigation and submitted its report before the Honorable Authority. After detail deliberations by the Honorable Authority, FESCO is held responsible for two (2) fatal accidents based on the investigation report and directed to initiate legal proceedings against the Licensee under Section 27B of the NEPRA Act.

Sr. No.	Description	Accident	Fatality	Accident Responsibility	
				FESCO	Non FESCO
1.	Employee	5	5	2	3
2.	Contractor	1	1	0	1
3.	Public	2	2	0	2
Total		8	8	2	6

3.2.1. Employee Accidents

Direct Cause: Electrocution



No.	Name	Root Causes
1	Mr. Jamil Ahmad (ALM Unauthorized)	• Failure to obtain PTW. • Failure to use PPE. • Lack of Supervision.

Direct Cause: Fall

No.	Name	Root Causes
2	Mr. Jaffar Hussain (ALM Unauthorized)	• Failure to use PPE. • Failure to Arrange Proper Equipment. • Lack of Supervision.

4. Show Cause Notice

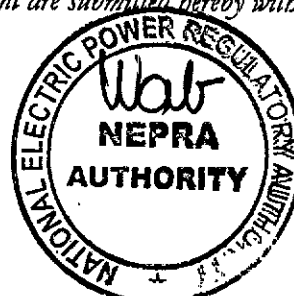
4.1. A Show Cause Notice bearing No. NEPRA/DG(M&E)/LAD-04/3862 was issued to Licensee on March 13, 2025. The key highlights of the Show Cause Notice are summarized below:

8. **WHEREAS**, according to the Investigation Report, it revealed that an accident of FESCO employee occurred due to electrocution, primarily caused by failure to obtain a PTW, failure to use Personal Protective Equipment (PPE), and lack of supervision, which resulted in the fatality of Mr. Jamil Ahmad (ALM). The Licensee has failed to adhere to statutory obligations, principles, and parameters established for prudent utility practices. Consequently, the Licensee is in violation of Section 21(2)(f) of the NEPRA Act, Article 19 of the Distribution License read with Rule 4(g) of the NEPRA Performance Standards (Distribution) Rules, 2005, Clause SR 4 of Safety Management Criteria of Distribution Code, Clause 7.12.5, 7.15.1, 7.15.5, 7.20.1, 7.20.4, and 7.22.1 of Power Safety Code 2021 and Chapter 12 of the Consumer Service Manual; and
9. **WHEREAS**, according to the Investigation Report, it revealed that an accident of FESCO employee occurred due to fall, primarily caused by failure to use PPE, failure to arrange proper equipment and lack of supervision, which resulted in the fatality of Mr. Jaffar Hussain (ALM). The Licensee has failed to adhere to statutory obligations, principles, and parameters established for prudent utility practices. Consequently, the Licensee is in violation of Section 21(2)(f) of the NEPRA Act, Article 19 of the Distribution License read with Rule 4(g) of the NEPRA Performance Standards (Distribution) Rules, 2005, Clause SR 4 of Safety Management Criteria of Distribution Code, Clause 7.12.5, 7.15.1, 7.15.5, 7.20.1, 7.20.4, and 7.22.1 of Power Safety Code 2021 and Chapter 12 of the Consumer Service Manual.

5. Response by Licensee

- 5.1. The Licensee, vide letter No. 17335/DDS dated April 03, 2025, submitted its response to the NEPRA Show Cause Notice. The key highlights of the Licensee's response are summarized below:

In order to elaborate further the following details of each incident are submitted hereby with utmost respect:

Mr. Jaffar Hussain (ALM)

During mid night of 18-07-2023 & 19-07-2023, Mr. Jaffar Hussain (Reverted to Lower Post from LM-II to ALM for 03 years vide XEN (Op) Chiniot Division No. 2655-59 dated 04-10-2022) was ordered for complaint duty from 22:00 hrs to 06:00 hrs along with Mr. Ghulam Shabbir LM-II on complaint duty (from 22:00 hrs to 06:00 hrs). Mr. Qamar Ali Driver under the supervision of Mr. Mr. Jahangir Khan LM-I/ Acting LS reached on Official vehicle (FSN. 9182) at Mohallah Rajywali near Jamia Masjid (known as Bandwali Masjid) to set right HT jumper of 200-KVA general duty transformer.

Mr. Jaffar Hussain ALM used safety boot, safety belt, leather protective and rubber insulating gloves and climbed up to HT steel structure without wearing safety hat for balancing the load of 200-KVA transformer. When he tried to fasten his safety belt with HT structure, Mr. Jaffar Hussain ALM unfortunately lost his body balance and fell down on ground/ tough tiles road, received head injury. At site, staff tried to rescue his breath by performing CPR meanwhile shifted him to DHQ Hospital Chiniot by Rescue 1122, where doctor checked and declared as "Received Expired".

He was himself responsible.

Jamil Ahmad (ALM)

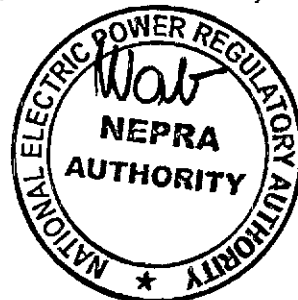
On 19-09-2023 at about 03:35 pm, Mr. Jamil Ahmad ALM of Millat Town Sub Division under Sheikhupura Road Division FESCO met with fatal accident while he was standing on ground and installing single phase meter bearing A/C No. 11-13183-0520983 (which was disconnected due to non-payment of 03 month bill Rs.3374/-), he received electric shock from 2/ core incoming cable which was energized from LT line of 100-KVA transformer located at Azafi Abadi Qasim Waris Town (Chak No. 117/JB Dhanola) near Girls Degree College Millat Road Faisalabad.

He was himself responsible.

9. In reply to the contents of SCN Paragraph 11, it is hereby, requested that FESCO has fully implemented "Line Staff Safety Handbook" and the "work Permit Form" in Urdu, and same was also recognized by the investigation team during their surprise visit at CHASHMA Grid Station.

6. Hearing

- 6.1. The Authority considered the response of the Licensee and decided to provide an opportunity for a hearing to the Licensee under Regulation 4(11) of the NEPRA (Fine) Regulations, 2021. Accordingly, hearing notice No. NEPRA/R/DG(M&E)/LAD-04/10982 was issued to Licensee on July 17, 2025 and hearing was held on July 24, 2025. During the hearing, the CEO of Licensee, along with his team made the following submissions:

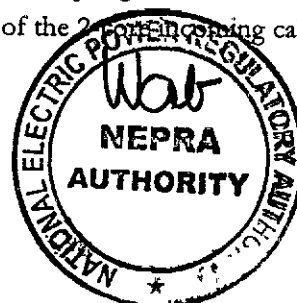


- 6.1.1. Licensee emphasized its commitment to achieving the goal of “Zero Accidents” within its service territory.
- 6.1.2. FESCO highlighted that, despite being understaffed, the company is making every effort to maintain the system and ensure compliance with regulatory requirements.
- 6.1.3. FESCO submitted that disciplinary action is initiated against employees found violating safety protocols.
- 6.1.4. FESCO affirmed that all possible efforts are being made to uphold safety standards and minimize the occurrence of accidents.

7. Findings/Analysis

In light of FESCO’s response to the Show Cause Notice and the submissions made during the hearing, following are the findings:

- 7.1. FESCO’s submission in response to the Show Cause Notice (SCN) has been thoroughly reviewed and found that, FESCO accepted the root causes of two employee accidents. FESCO’s leadership and staff are held responsible for two employee accidents, reflecting a systemic failure across the organization.
- 7.2. In the case of Mr. Jaffar Hussain (ALM Unauthorized), he had been reverted from LM-II to ALM by XEN (Operation) Chiniot Division vide Letter No. 2655-59 dated October 4, 2022, and was not authorized to work on a line, pole, or substation. Notably, Mr. Ghulam Shabbir (LM-II) was also present at the work site on the day of the accident. The direct cause of the accident was fall of Mr. Jaffar Hussain, ALM (unauthorized) from the steel-structured H-Pole due to the loss of balance while fastening his safety belt, resulting in severe head injuries and subsequent death. Mr. Jaffar Hussain was an unauthorized ALM and lacked formal authorization for working on HT structures. The decision to involve an unauthorized ALM by Mr. Jahangir Khan, LM-I/Acting LS, and Mr. Ghulam Shabbir, LM-II, created an unsafe situation and contributed to this accident. The victim, Mr. Jaffar Hussain, ALM (unauthorized) wore some PPE, such as safety boots and gloves, he was not wearing a safety helmet with a chin strap, which could have reduced the severity of his head injuries. The team lacked essential tools/equipment such as a ladder or a bucket-mounted vehicle, forcing Mr. Jaffar to climb the pole manually, increasing the risk of fall. The absence of effective site supervision by Mr. Jahangir Khan, LM-I/Acting LS, contributed to the accident. He failed to ensure proper preparation and the implementation of safe working practices, including the availability of a safe ladder, or a bucket-mounted vehicle.
- 7.3. In the case of Mr. Jamil Ahmad (ALM Unauthorized), he had been not authorized to work on a line, pole, or substation. The victim Mr. Jamil Ahmad, was assigned to the recovery team. He disconnected a single-phase meter due to non-payment of a three months bill. The outstanding amount was subsequently paid by the consumer. Mr. Jamil Ahmad (ALM Unauthorized) returned to the location to reinstall the meter. While standing on the ground and attempting to reconnect the single-phase meter without any PPE, he tried to remove the insulation of the 2-core power cable using a knife



and pliers with bare hands to insert it into the meter terminal. The 2-core incoming cable was energized from an LT line of a 100-KVA transformer. During the removal of the insulation, he received an electrical shock. He failed to follow the SOP for de-energizing the line by operating drop-out fuses (D-Fuse) to isolate the LT line. Additionally, a voltage tester was not used to confirm that the line is de-energized. He worked on an energized cable without PPE. There was no enforcement of safety SOPs to ensure that only authorized and trained personnel performed electrical tasks.

7.4. Failure of Duty of Care.

The FESCO's primary obligation under Section 21(2)(f) of the NEPRA Act and Article 19 of the Distribution License is to follow the performance standards laid down by the Authority for distribution and transmission of electric power, including safety, health and environmental protection instructions that a robust system of planning, supervision, and enforcement of safety procedures is implemented and maintained, obligations which the investigation clearly established were violated in two employee accidents. FESCO's failure to detect, intervene, and correct repeated SOP violations before they resulted in fatalities is clear evidence of systemic failure.

7.5. FESCO Management Deficiencies

Evidence shows that two employee fatalities occurred due to lack of supervision, failure to obtain permits to work, failure to use personal protective equipment, violation of safety procedure and unauthorized work/personnel involvement, directly implicate line management, and the highest executive offices of FESCO. These violations demonstrates gross negligence and willful disregard of NEPRA's Performance Standards and Power Safety Code obligations.

7.6. Invalidity of Quoting NEPRA HSE Performance Ratings.

The Licensee's reference to a previous HSE performance rating of "secured 88/100 marks" is irrelevant to the determination of liability in these specific fatal incidents. NEPRA's rating was based on submitted documents and does not override the statutory obligation to protect life through consistent, effective field implementation. Moreover, FESCO's HSE performance declined during the fiscal year 2023-24, further weakening its defense.

7.7. Despite NEPRA's safety initiatives in 2022, including the issuance of the "Line Staff Safety Handbook" and the "Work Permit Form" in Urdu language, FESCO's leadership only partially implemented or enforced these safety measures.

8. Legal Violations/ Non-Compliance Confirmed

The NEPRA Act and the distribution license issued to the Distribution Company impose a statutory obligation on the company to follow the safety standards laid down by the Authority in the NEPRA Performance Standards (Distribution) Rules, Distribution Code, Power Safety Code 2021, and Consumer Service Manual. The investigation unequivocally confirms the following violations and non-compliances by the Distribution Company:



8.1. NEPRA Act, Section 21(2)f

The Licensee shall follow the performance standards laid down by the Authority for distribution and transmission of electric power, including safety, health and environmental protection instructions issued by the Authority or any Governmental agency;

8.2. Distribution License, Article 19 - Compliance with Health, Safety and Environmental Standards

The Licensee shall follow the standards laid down by the Authority for distribution and transmission of electric power, including health, safety, and environmental protection in accordance with the Power Safety Code and such other instructions as may be issued by any Federal or Provincial Agency.

8.3. NEPRA Performance Standards (Distribution) Rules

Rule 4(g), Overall Standards 7-(Safety (OS7):

- (i) *All distribution facilities of a distribution company shall be constructed, operated, controlled and remained in a manner consistent with the applicable documents.*
- (ii) *A distribution company shall ensure that its distribution facilities do not cause any leakage of electrical current or step potential beyond a level that can cause harm to human life, as laid down in the relevant IEEE/IEC Standards; prevent accessibility of live conductors or equipment; and prevent development of a situation due to breakdown of equipment which results in voltage or leakage current that can cause harm to human life, property and general public including without limitation, employees and property of the distribution company.*
- (iii) *A distribution company shall implement suitable, necessary, and appropriate rules, regulations and working practices, as outlined in its Distribution Code or applicable documents, to ensure the safety of its staff and members of the public. This shall also include suitable training for familiarity and understanding of the rules, regulations, practices, and training to use any special equipment that may be required for such purposes including without limitation basic first aid training.*
- (iv)

8.4. Distribution Code

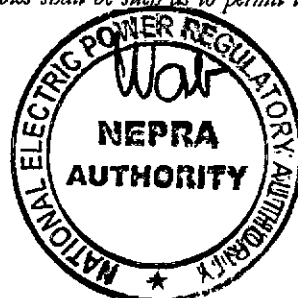
8.4.1. DDC 2.2 Distribution Design Code

Design Criteria for Distribution Lines These criteria shall apply to all distribution and sub-transmission lines and to be operated and maintained by the Licensee up to and including 132kV for both overhead lines and underground cables. The lines shall be designed and constructed in accordance with relevant provisions of IEC Standard or subsequent approved standards applicable to overhead lines and under-ground cables.

8.4.2. DDC 3 Design Principles

3.1 Specification of Equipment, Overhead Lines and Underground Cables

- a. *The principles of design, manufacturing, testing and installation of Distribution Equipment, overhead lines and underground cables, including quality requirements, shall conform to applicable standards such as IEC, IEEE, Pakistan Standards or approved current practices of the Licensee.*
- b. *The specifications of Equipment, overhead lines and cables shall be such as to permit the Operation of the Licensee Distribution System in the following manner;*



- i. *within the safety limits as included in the approved Safety Code of the Licensee or the relevant provisions of the Performance Standards (Distribution);*

8.4.3. SR 4, Safety Management Criteria

- a. *All distribution facilities of a distribution company shall be constructed, operated, controlled and remained in a manner consistent with the applicable documents.*
- b. *A distribution company shall ensure that its distribution facilities do not cause any leakage of Electrical Current or Step Potential beyond a level that can cause harm to human life, as laid down in the relevant IEEE/IEC Standards; prevent accessibility of live conductors or equipment; and prevent development of a situation due to breakdown of equipment which results in voltage or leakage current that can cause harm to human life, property and general public including without limitation, employees and property of the distribution company.*
- c. *A distribution company shall implement suitable, necessary, and appropriate rules, regulations and working practices, as outlined in its Distribution Code or applicable documents, to ensure the safety of its staff and members of the public. This shall also include suitable training for familiarity and understanding of the rules, regulations, practices, and training to use any special equipment that may be required for such purposes including without limitation basic first aid training.*

8.4.4. SC 1, System Construction Code

Each Licensee shall prepare a comprehensive and exhaustive Operating / Construction manual in accordance with DISCOs/KESC approved standard based on relevant international standards like IEC, IEEE, and ASI, Consumer Service Manual, Grid Code and Distribution Code dealing with all material aspects to the design specifications, safe constructing practices, and sound engineering technical principles for construction of Distribution System and connections to consumer installation/ system. In particular due regard shall be had for the following but not limited to: -

- a. *Standard clearance of all voltage lines upto 132kV (vertical as well horizontal) from grounds, buildings, from each other, railway crossing, road crossing etc.*
- b. *Maximum and minimum length of span of the lines of all the voltages upto 132kV at different locations and different areas.*

8.4.5. PR 1 Protection System Practices and System Co-ordination

The Licensee shall follow suitable and necessary provisions regarding protection system practices and co-ordination such as the following but not limited to achieve the aims of proper functioning of the distribution system of the Licensee at all times:

- a. *Protection co-ordination of distribution system, sub-transmission system and system upto the metering point of the User (wherever applicable).*
- b. *Intentions to protect the Licensees lines, sub-station facility and equipment against the effects of faults.*

.....

- b. *Provide protective earthing devices.*



8.5. Power Safety Code 2021

7.12.5. The licensee shall provide adequate training and supervision to ensure all employees and contractors understand the required steps as defined in the SOP/ work instructions and perform their work accordingly.

7.15.1. All critical high risk activities including, transformer, overhead lines, dead apparatus/ lines, working at height, shall be performed safely in compliance to Licensee Operation/ Maintenance Procedure, SOP, or Manufacturer's manual.

7.15.2. Licensee shall implement all necessary precautions to avoid any leakage of electrical current or hazardous energy from its system/ infrastructure to harm human life.

7.15.5. Licensee shall ensure effective coverage of critical high-risk activities under close and direct supervision to reduce incidents/ near misses.

7.20.1. Personal Protective Equipment (PPE)/ Tools & Plants (T&P) shall be in accordance to Hazard/ Risk Category and/or PPE/T&P Assessment study to provide protection from hazardous conditions.

7.20.4. Identify task specific PPE/ T&P in Task Risk Assessment/ JSA/ Permit to Work.

7.22.1. Only electrically experienced, trained and authorized employees/ contractors shall perform electrical work against approved "Permit to Work" under the continuous direction and supervision of the job in-charge.

7.25.1. Licensee shall apply Permit to Work System and the work shall be carried out only when there is a valid permit to work issued for corrective and preventive maintenance activities, etc.

7.28.2. All poles, towers and structure shall be carefully inspected before climbing to assure that they are in a safe condition for the work to be performed and that they are capable of sustaining the additional or unbalanced stresses to which they will be subjected. The types of abnormalities that should be checked are cracks, damages, and deteriorations in poles, towers and structure and its foundation.

7.28.3. If poles, towers and structure are unsafe for climbing, they shall not be climbed until made safe by guying, bracing or use mobile elevated aerial platform, man-baskets, man-lift or bucket mounted vehicle instead of ladder.

8.6. Consumer Service Manual

Chapter 12 Safety and Security

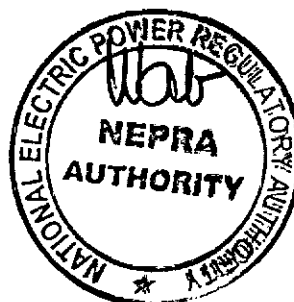
12.2 Obligation of DISCO

DISCO shall monitor and implement the safety and security plan for consumers. The safety and security objectives can be achieved by adopting good engineering practice, including measures as described below:

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12.2.1 Operation and maintenance of DISCO distribution system /Network shall be carried out only by the DISCO authorized and trained personnel.

12.2.2 DISCO system equipment, including overhead lines, poles/ structures/ towers underground cables, transformers, panels, cutouts, meters, service drops, etc. shall be installed and maintained in accordance with Grid Code, Distribution Code and other relevant documents.



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12.2.6 DISCO will issue a notice to the Consumer(s)/ Person(s), in case of illegal construction, extension of building under or near the distribution/ transmission lines for violation of safety standards.

12.4 Some Useful Safety Tips

12.4.6 Safe clearances from electricity conductors and equipment (e.g., hazardous extension of balconies at the upper stories of houses in mohallas which comes within close proximity of electric lines) must be maintained to avoid electrocution.

12.4.9 In case of non-compliance of safety standards or already issued notices by DISCO to the consumer, local building department/ concerned civic authority is responsible to demolish the illegal constructed/ extended building near or under the transmission/ distribution lines after receiving information from concerned DISCO.

9. Authority Decision

9.1. Based on the investigation report and the foregoing analysis and findings, it is concluded that FESCO has failed to submit a satisfactory response or solid factual evidence to the Show Cause Notice and is, therefore, concludes that FESCO is in violation of the NEPRA Act, Distribution License, Performance Standards (Distribution) Rules 2005, Distribution Code, Power Safety Code 2021, and Consumer Service Manual. Despite considerable efforts done by FESCO to strengthen its safety culture, critical gaps persist and need to be addressed under the law.

9.2. The investigation establishes beyond doubt that:

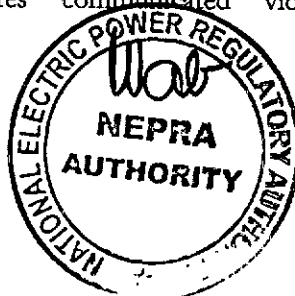
9.2.1. The "duty of care" lies with the Licensee, and the failure to ensure compliance establishes gross negligence under the law. There was a consistent failure at every level of line management and a complete absence of effective safety culture enforcement from FESCO's top leadership downwards.

9.2.2. The fatalities were entirely preventable, if FESCO's line management had properly planned the job, obtained the necessary permits to work, ensured effective supervision, and enforced the use of PPE. In this case, there were 100% chances of saving victims' lives.

9.2.3. The Licensee failed to submit any credible evidence to contradict the investigation's findings.

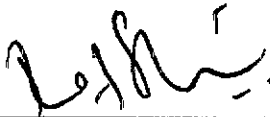
9.3. In light of the investigation findings, the evidence available on record, and FESCO's failure to provide any solid factual evidence or legal defense in response to the Show Cause Notice, the Authority hereby rejects the Licensee's reply to the Show Cause Notice bearing No. NEPRA/DG(M&E)/LAD-04/3862 dated March 13, 2025. Consequently, the Authority imposes a fine of Rupees Ten Million (Rs. 10,000,000) on the Licensee under Section 27C(B) of the NEPRA Act, the NEPRA (Fine) Regulations, 2021, for non-compliance with the NEPRA Act, Terms & Conditions of the License, Performance Standards (Distribution) Rules, 2005, Distribution Code, Power Safety Code 2021, Consumer Service Manual, and other applicable regulatory documents.

9.4. Furthermore, FESCO shall also be directed, under Section 27C(c) of the NEPRA Act, to implement the technical corrective and preventive measures communicated vide letter No.

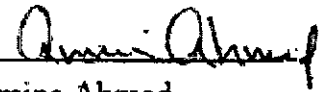


NEPRA/DG(M&E)/LAD-04/3861 dated March 13, 2025 to rectify the FESCO identified deficiencies, ensuring the safety of the public, employees, contractors, and facilities.

- 9.5. The Licensee is hereby directed to deposit the fine amount of Rupees Ten Million (Rs. 10,000,000) in the designated bank account of the NEPRA within fifteen (15) days from the date of issuance of this Order. A copy of the paid instrument shall be submitted to the Registrar's Office for record and verification. Failure to comply with this directive within the stipulated period shall render the Licensee liable for recovery of the outstanding amount under Section 41 of the NEPRA Act, as arrears of land revenue, or through any other lawful means deemed appropriate by the Authority. Furthermore, the Authority reserves the right to initiate additional legal or regulatory proceedings against the Licensee for non-compliance with this Order.



Rafique Ahmed Shaikh
Member



Amina Ahmed
Member



Engr. Maqsood Anwar Khan
Member



Waseem Mukhtar
Chairman

