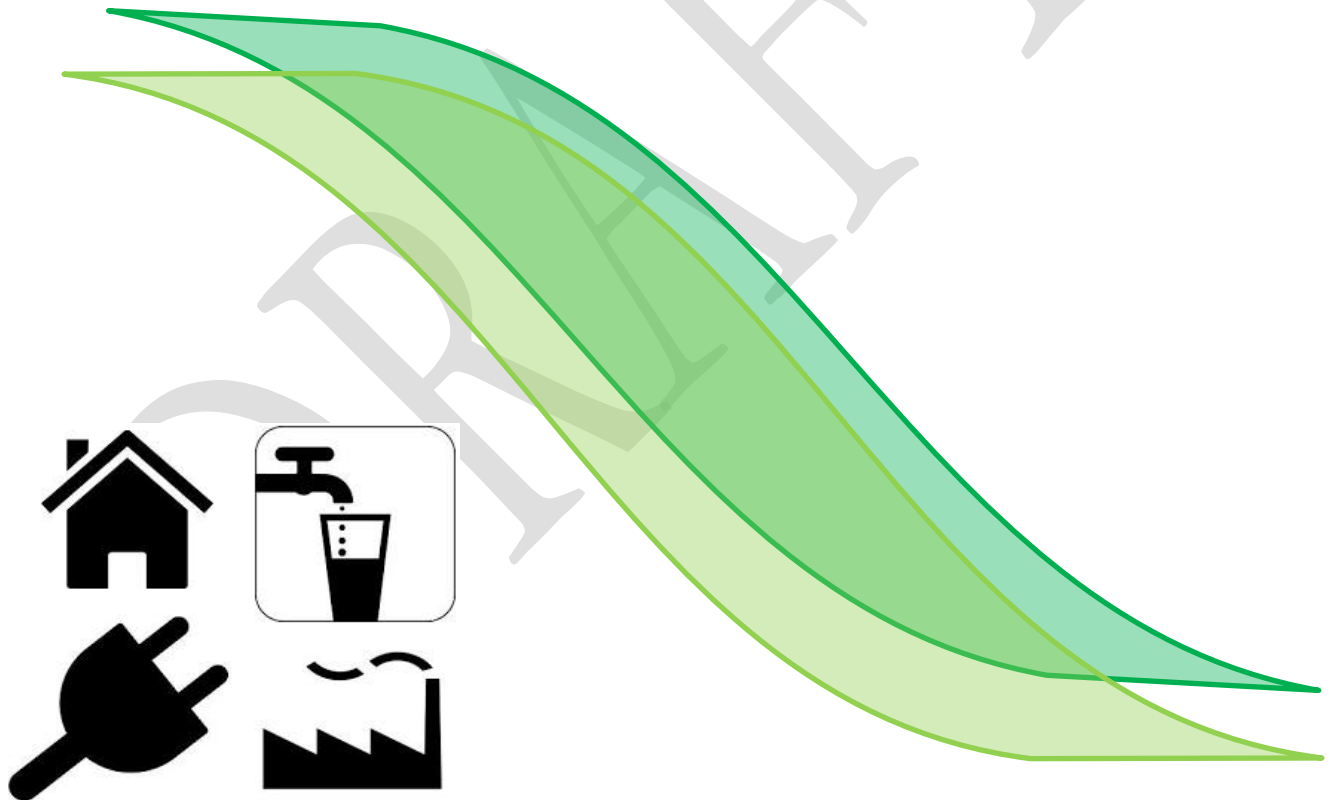




Small Water System Tariff Determination Guidelines

Case U-0008-26



April 2026

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Definition

Authority: Utilities Regulatory Authority

Customer: Any individual, household, or organization that receives water services from a regulated utility or supplier.

Customer Complaint: A voiced or written objection by a customer in regard to the application and/or computation of charges, facilities or service of a water utility made during its official hours to any of the water utility's employee on duty

CPI: Consumer Price Index (CPI), as defined and compiled by the Vanuatu Bureau of Statistics (VBoS), is a measure of the average change over time in the prices paid by households for a specific "basket" of consumer goods and services.

Utility Provider: A legal entity licensed or recognized by the Government to provide regulated water services within a concession or designated service area. This includes concessionaires, government-operated systems, and private suppliers.

Small Water Supply (SWS): A Small Water Supplier (SWS) refers to a small-scale or privately operated water supply system that provides, or intends to provide, water to end-users in Vanuatu for a fee. This includes systems such as subdivision water supplies or privately managed community but excludes large utilities such as UNELCO Engie and government-managed systems under the Department of Water Resources. A SWS must obtain approval under Section 11(1)(a) of the Water Resource Management Act (WRMA Approval) and be registered with the Vanuatu Financial Services Commission in accordance with the nature of its operations. The SWS shall also have an identified operator responsible for managing the system's operations and day-to-day activities in delivering water services to its customers.

Community-Based Water Utilities: A small water supply system in Vanuatu that collects, stores, and supplies water to end-users, and is owned and managed by a local community or village. These systems are generally non-commercial and operated for community benefit. A Community-Based Water Utility is classified under the broader category of Small Water Supply (SWS).

Small Water Utility: A commercial, private, or government-operated water supply system in Vanuatu that collects, stores, treats, and supplies water to end-users for a fee. Such systems are typically operated on a commercial or cost-recovery basis and fall within the definition of Small Water Supply (SWS).

OPEX: These are the operating and maintenance costs of the utility, excluding fuel and labour, associated with the operation and maintenance of the water system. This includes materials and tools used and consumed in providing services.

URA: Utilities Regulatory Authority

1. Introduction

1.1 Background

This guideline was developed in alignment with the Vanuatu Government’s National Sustainable Development Plan (2016–2030), specifically to SOC 6.4 which aims to “strengthen national institutions to ensure they are cost-effective and well-resourced to deliver quality public services”¹ and with the Authority strategic Plan, which emphasizes strengthening regulatory effectiveness.

There is a growing number of small water supplies throughout Vanuatu. This increase underscores the need for stronger regulatory oversight to ensure that these systems effectively balance customer affordability with the financial sustainability of utilities.

However, limited data availability presents a key challenge in determining appropriate tariffs for small water suppliers. Tariff reviews can be time-consuming and require reliable data to establish tariffs that promote affordability while safeguarding the interests of the utility.

In this context, this guideline aims to support a standardized approach to the oversight of small water systems, promote financially sustainable and efficient tariff setting, and contribute to improved service quality.

1.2 Purpose of this document

The guidelines serve as an administrative framework for the URA to standardize the oversight of small water suppliers by establishing clear procedures, criteria, and documentation requirements for tariff setting, monitoring, and compliance

This document is structured as follows:

Section 1	Introduction
Section 2	Legal and Institutional Framework
Section 3	Small Water System Tariff Determination Process
Section 4	Monitoring, Reporting and Review
Section 5	Bibliography
Section 6	Annex

¹ Vanuatu 2030

2. Legal and Institutional Framework

2.1 Legal Framework

The Utilities Regulatory Authority Act

Section 18(1) of the Act gives the Commission the right to set the maximum price that can be charged for a regulated service in any place. To apply this right provided by the Act, the Commission will require the necessary documents and information from the utilities.

Water Supply Act

Section 11 of the Water Supply Act states that “the charges in respect of water supplied by pipe to a consumer’s premises shall be prescribed by Order made by the Minister”. This section of the Water Supply Act falls under section 20(2) of the URA Act, where the Commission is assigned rights exercisable by the Government upon receipt of written approval by the relevant Minister.

Water Resource Management Act

As required by Divisions 2 & 3 of the Water Resource management Act, the SWS (referred to as a water utility) should obtain a Water Use Permit and a Water Works Permit from the Department of Water Resources (DoWR) before it can extract and sell water to customers.

Section 14 of the Water Resources Management Act details the functions and powers of the Director of the Department of Water Resources. The section includes in the Director’s functions, the conduct of investigations, research and monitoring of water supply.

Section 37 of part 7 of the Water Resources management Act gives the Government the authority to regulate water supply services. The Commission under section 20(3) of the URA Act, where the Commission is assigned contractual rights exercisable by the Government in relation to a regulated service.

Commission Order – Registration of Small water suppliers

As outlined in Sections 1 and 2 of the Commission Order on the Registration of Small Water Suppliers, the Order establishes the applicability of the rules to small water suppliers and sets out the procedures governing their registration.

3. Small Water Supply Tariff Determination Process

To support tariff assessment and effective regulatory oversight, all new small water utilities must satisfy the required prerequisites before the Authority can proceed to the next stage of issuing an interim tariff for the utility.

3.1 Pre-requisites for Small Water Supply

There are several prerequisites that any small water utility must meet, which the Authority will need to assess before commencing the tariff determination process:

Registration Requirement:

- In accordance with section 3 of the Commission order on the Registration of Small Water Suppliers, the small water supplier shall submit the form to URA, form available on the URA website. See Registration Form in the Appendix
- The small water utility must be formally registered as a business and hold a valid business licence in accordance with the provisions of the Business Licence Act. This ensures that the utility is legally recognized and authorized to operate within its jurisdiction.

Management Structure: The utility must have a clearly identified management structure responsible for the operation, maintenance, and administration of the water supply system. This requirement supports accountability and governance in line with the principles of service provision under the Utilities Regulatory Authority Act.

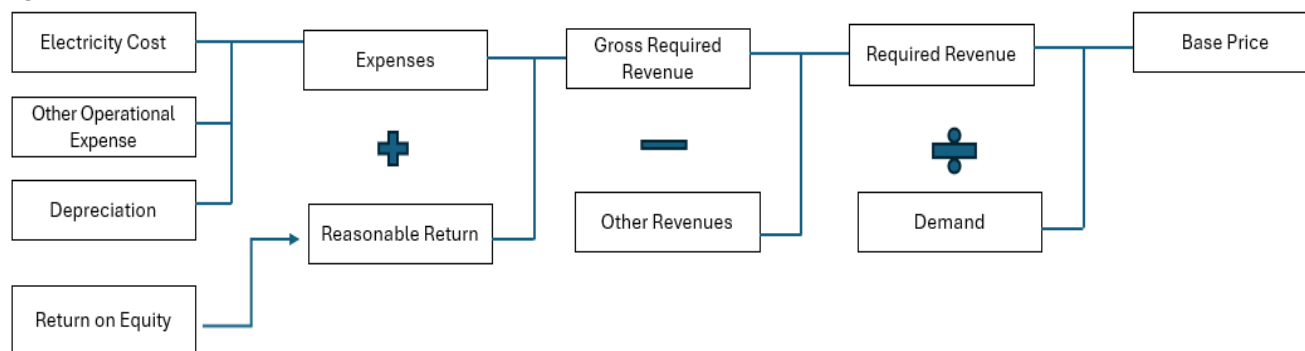
Standard Operating Procedures (SOPs): For small water utilities, Standard Operating Procedures (SOPs) must be established and maintained for system operation, maintenance, and service delivery to ensure the safe and reliable provision of water services, in line with the management and protection objectives set out in the Water Resources Management Act.

3.2 Interim Tariff Determination Process

In setting tariffs for small water supply, the Authority applies a rate of return approach. During the early stages of a utility's operations, only selected tariff components may be used to determine an interim tariff, as complete and reliable data may not yet be available. It is therefore necessary to establish an interim tariff as a transitional measure before undertaking a full tariff review.

To ensure the tariff is financially sustainable balancing the interests of the operator while maintaining affordability for customers several essential components must be incorporated. The key building block components to be applied in the tariff determination process are outlined below:

Figure 1: Tariff Model



The interim tariff shall apply for a period of twelve (12) months, after which the Authority will initiate a tariff review to determine a revised tariff. A spreadsheet tool developed by the Authority is available to input the required data, and it will generate an interim tariff for review after the 12-month period. The appropriate tariff for the initial twelve (12) month period shall be determined at the discretion of the Authority based on the data submitted and the specific circumstances of the utility.

The key indicators for determining the interim tariff are based on the total network length (km) and the total number of customers served. For the purpose of setting the interim tariff, capital expenditure (CAPEX), electricity costs, and the use of renewable energy in the operation of the water service will not be considered. The interim tariff excludes CAPEX, electricity, and renewable energy costs to ensure simplicity, reliability, and transparency, while focusing on immediate operational cost recovery. Full cost components will be considered during the tariff review.

Using these indicators, the following table presents small water utilities according to their network length, along with the corresponding unit cost assumptions for operations and average daily water consumption (m³ per day).

Table 1: Benchmark of Small Water Utility Unit per Cost²

Small Water Supply	Network Length (Km)	Operational Expense per Km	Average Consumption (m ³) per day
Small Water Utility			
Bukura Water Supply	4.5	74,490	0.61
Teouma Water Supply	11.3	243,511	0.66
<i>Average</i>	7.9	159,000	0.64
Community Water Utility			
Laingetak Community Water System	1.2	108,400	0.04
Marae Community Water System	1.6	84,177	NA
<i>Average</i>	1.4	96,289	0.04

² All small water supply with the network length determined by URA.

To determine the interim tariff, URA will first establish the total network length and the number of customers served. These key indicators shall then be applied to the matrix below to calculate the interim tariff based on the required preliminary data.

Table 2: Small Water Supply Benchmark Cost

	Operator	Active Customer Base	Network Length (Km)	Benchmark	
Community Based Water Utility	Community committee	< 70	< 5 km	OPEX	96,289 Vt per Km
				Demand	0.04 m ³ per day
Small Water Utility	Private Entity	10 to 500	3 to 15 km	OPEX	159,000 Vt per Km
				Demand	0.64 m ³ per day

Below is the formula to calculate the interim formula for the small water supply.

Figure 2: Interim Tariff Determination

$$Interim\ Tariff = \frac{OPEX_{estimated}}{Demand_{estimated}}$$

Breakdown of OPEX estimated:

Figure 3: OPEX estimated Formula

$$OPEX_{estimated} = (OPEX_{Benchmark} \times (\frac{CPI_1}{CPI_0})) \times L$$

OPEX Benchmark: Benchmark value for operating expenditure based on the relevant type of small water supply system. This serves as the base value for comparison and assessment.

CPI₀: The base CPI Index will be Quarter 4 of 2025, Global CPI³ of 205.8.

CPI₁: The latest Quarter of Global CPI as published by the Vanuatu Bureau of Statistics (VBoS).

L: Total Length of the Network (km): The total length of the water distribution network expressed in kilometres.

The OPEX per kilometre shall be inflated to reflect changes in costs associated with the provision of water services.

Breakdown of Demand estimated:

Figure 4: Demand Estimate Formula

$$Demand_{estimated} = Demand_{benchmark} \times Cust \times d$$

Demand Benchmark: Benchmark value for water demand based on the relevant type of small water supply system. This serves as the base value for comparison and assessment.

³ Global CPI is used as it better reflects inflation in imported goods and equipment that drive utility operating cost

Cust – Number of Customers: The total number of customers currently receiving and consuming water from the utility.

d – Number of Days in a Year: Represents the total number of days in a year used for demand calculations.

In the event that the interim tariff for a small water utility is deemed by URA to be significantly higher, the tariff will be capped. This cap is intended to ensure an appropriate balance between customer affordability and the financial sustainability of the utility. The cap price will be set at twice the reference water tariff of UNELCO Engie for Quarter 1 of 2026⁴, which is VT 191.96, prevailing at the time these guidelines are established

Regulatory Condition:

T_p = Interim Tariff

T_{cap} = 191.96 vatu per m³ (twice the rate of UNELCO Engie water reference price for Quarter 1 of 2026)

If.

T_p > T_{cap}: Then apply Adjustments

Adjustments:

Figure 5: Benchmark Adjustment Factor

$$\text{Benchmark Adjustment Factor} = \frac{T_{cap}}{T_p}$$

Figure 6: Adjusted Tariff formula

$$\text{Adjusted Tariff} = T_p \times \text{Benchmark Adjustment Factor}$$

For Community-Based Water Utilities, the interim tariff calculated may be expressed in VT per m³. However, given the nature of community-managed operations, this tariff structure may not be easily understood or implemented during the initial stages. Therefore, the Authority will assess such cases on a case-by-case basis.

It is essential that community-based utilities maintain a stable flow of revenue to ensure the sustainability of the water system. As such, it is recommended that the interim tariff be structured as a monthly charge. Under this approach, the estimated OPEX is divided by the total number of customers to determine the annual charge per customer. This amount is then divided by twelve months to determine the monthly contribution required from each customer.

3.3 Data Requirements for Tariff Review

During these 12 months period where the interim tariff is implemented, the operator is expected to collect and maintain records of all operational, financial, and customer data needed for tariff determination. After this period, the URA will conduct a tariff review and issue a revised tariff.

⁴ The reference water tariff of UNELCO Engie is VT 95.98, which serves as the benchmark rate at the time these guidelines are established.

The revised tariff shall remain in effect for a period to be determined following the first tariff review. Small water operators shall therefore maintain accurate and comprehensive records of these data drivers to support effective monitoring and any subsequent tariff review.

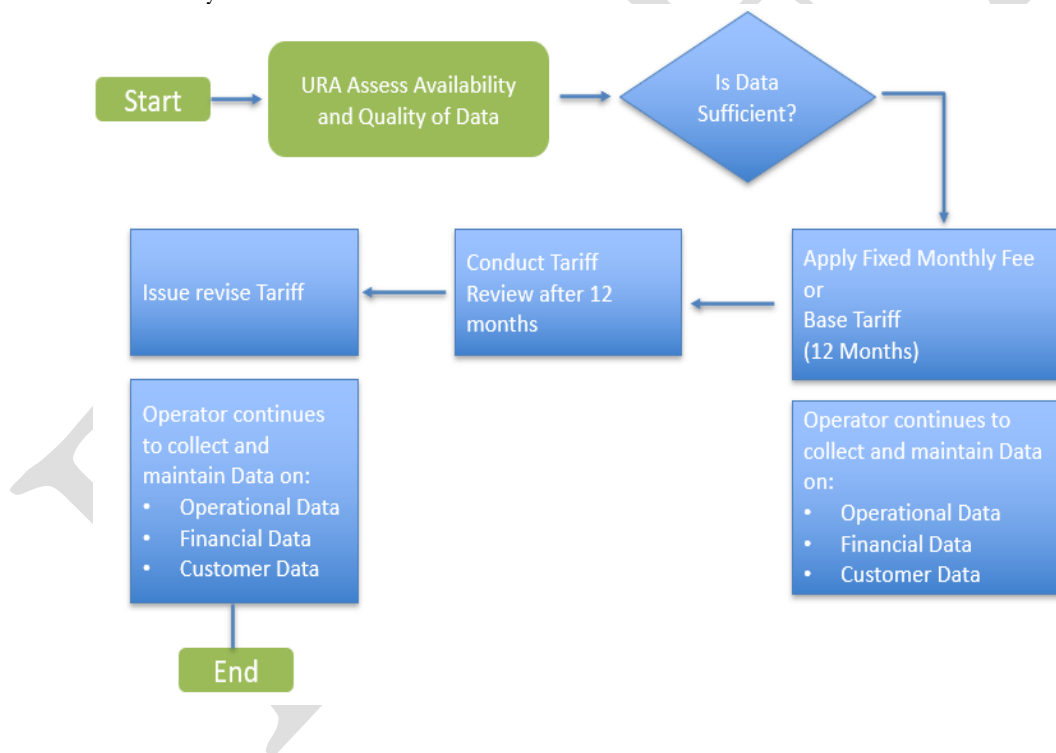
Where the operator fails to provide the required data within the 12-month period, the Authority may continue to apply the interim tariff until the required data is submitted to support a full tariff review.

The data required to initiate a tariff review on water suppliers are outlined as follows:

- Customer and Service Data (operator must provide evidence that it has customer agreements between with all its customer too)
- Operational Cost (OPEX) Records
- Revenue Data
- Capital Investment (CAPEX) Information
- Supporting Technical and Performance Data

See Appendix for a full breakdown of the data requirements.

Figure 7: Small Water Utility Tariff Determination Process



3.4 Tariff Types

Once the interim tariff is implemented, the Authority will conduct a full tariff review to assess all components of the base price. It is essential that the tariff established following this review reflects the full cost of service. To ensure this, the Authority will evaluate the availability of data and operational observations to determine a revised and accurate tariff.

In terms of the type of tariff to be used for the small water supply, the preferred tariff type is Base Tariff. A Base Tariff is a standardized tariff applied across customers or customer categories based on a single

volumetric rate. The preferred approach is the Base Tariff rather than a tiered tariff structure, as tiered tariffs can introduce subjectivity in setting price blocks, create mismatches between increasing block prices and actual marginal costs, and lead to trade-offs between revenue sufficiency and economic efficiency (Boland & Whittington, 2007).

Table 3: Small Water Supply Tariff Matrix

Tariff Type	Type of Small Water Utility	Key Indicators Used	Availability of Data	Observed Condition / Decision Rule
Monthly Fee (Flat Charge)	Community-based utility	<ul style="list-style-type: none"> • Estimated customer count • Approximate water production • Basic network length • Volunteer/operator presence 	<ul style="list-style-type: none"> ✗ Very limited data ✗ No financial reporting ⚠ Informal records 	<ul style="list-style-type: none"> ✓ Informal management structure ✓ Small rural scheme ✓ Weak billing system <p>Apply flat monthly contribution for sustainability</p>
Base Tariff	Community-based utility	<ul style="list-style-type: none"> • Volunteer/operator presence • Water produced & sold • OPEX summary • Customer base • Service coverage 	<ul style="list-style-type: none"> ⚠ Moderate data availability ⚠ Partial asset information 	<ul style="list-style-type: none"> ✓ Improving reporting systems ✓ Functional billing system ✓ Cost tracking present but incomplete <p>Apply simplified volumetric tariff reflecting operating cost</p>
	Small Water Utility	<ul style="list-style-type: none"> • Operator presence • Water produced & sold • Detailed Revenue Data • Detailed OPEX • Fixed asset registry • CAPEX & depreciation • Network length 	<ul style="list-style-type: none"> ✓ Strong and reliable data ✓ Verified asset registry 	<ul style="list-style-type: none"> ✓ Experienced operator ✓ Strong governance & reporting ✓ Regular investment & expansion <p>Apply full cost-recovery tariff</p>
For utilities with an established history of applying this tariff structure.				
Tiered Tariff	Small Water Utility	<ul style="list-style-type: none"> • Operator presence • Water produced & sold • Detailed Revenue Data • Detailed OPEX • Fixed asset registry • CAPEX & depreciation • Network length 	<ul style="list-style-type: none"> ✓ Strong and reliable data ✓ Verified asset registry 	<ul style="list-style-type: none"> ✓ Experienced operator ✓ Strong governance & reporting ✓ Regular investment & expansion <p>Apply full cost-recovery tariff</p>

4. Monitoring, Reporting and Review

4.1 Monitoring

The Authority shall monitor the implementation and effectiveness of this guideline on an ongoing basis to ensure consistent application, regulatory compliance, and achievement of policy objectives. This monitoring will include utility's submission of Regulatory Reporting Requirement for small water utility periodic assessment of tariff reviews, operator compliance, and the performance of small water.

4.2 Transparency and Accountability

All small water suppliers must operate in a transparent and accountable manner by maintaining accurate records of operational, financial, and customer data and making relevant information available to the Authority upon request. Operators shall also ensure that customers are informed of applicable tariffs, service conditions, and any tariff adjustments through appropriate communication and consultation processes.

4.3 Complaints and Irregularities

The operator must establish and maintain a simple and accessible mechanism for receiving, recording, and resolving customer complaints related to tariffs, billing, reliability, and service quality. Operators must keep a register of complaints and actions taken and must provide such records to the Authority upon request.

All customer complaints and irregularities should be addressed through the Authority's current customer grievance redress mechanism.

4.4 Reporting

The operator must submit annual operational, financial, and technical reports to the Authority in accordance with the Regulatory Reporting requirements of this guideline. Reports will include key data on water production, water sales, customer numbers, operating costs, revenues, and any capital investments undertaken during the reporting period.

The URA may request additional information where necessary to support tariff assessment, monitoring, and compliance verification. Failure to submit required reports may result in regulatory action.

4.5 Review

The guideline shall be reviewed after 5 years, or earlier where significant changes occur in policy, legislation, or regulatory oversight affecting small water systems. Any proposed revisions or amendments shall be submitted to the URA Commission for consideration and endorsement.

Bibliography

Boland, J. L., & Whittington, D. (2007). *Water Tariff Design in Developing Countries: Disadvantage of Increasing Block Tariffs and Advantages of Uniform Price with Rebate (UPR) Designs*. Gothenburg: Enviroment for Development.

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Annex A: Data Requirements for SWS Tariff Review

1. Customer and Service Data

- Number of customers and meters by category (domestic, commercial, industrial)
- Metering status (metered vs non-metered connections)
- Average household or commercial water consumption (liters per day or m³ per month)

2. Operational Cost (OPEX) Records

Suppliers should provide documented or estimated records of operating expenses where available; if certain costs are not recorded or not applicable to the small utility's operations, this should be clearly noted.:

- Staff wages and allowances
- Electricity and fuel for pumping and treatment
- Chemicals and water treatment materials
- Routine repairs and maintenance costs
- Administrative and billing expenses
- Transport and operational logistics
- Outsourced services and contractor costs

3. Revenue Data

Suppliers should provide records of revenue collection, billing, and other income sources where available; if certain information is missing or not relevant, it may be marked as unavailable:

- Total revenue collected by customer category
- Billing and collection records
- Outstanding arrears and non-revenue water estimates
- Other income sources (connection fees, penalties, subsidies, donations)

4. Capital Investment (CAPEX) Information

Suppliers should provide records of assets, past investments, and planned capital works where available; if certain information is not recorded or does not apply to the small utility, this should be indicated.

- Asset inventory (pipes, pumps, tanks, treatment units, meters, buildings)
- Year of installation and estimated useful life of assets
- Historical capital investments and rehabilitation work
- Planned upgrades or expansion projects
- Estimated replacement costs and financing sources (grants, loans, community contribution)

5. Supporting Technical and Performance Data

Suppliers should provide records of water production, system capacity, non-revenue water, and asset conditions where available; if certain measurements are not recorded or not applicable to the system, this should be noted.

- Water production and system capacity
- Storage capacity
- Major breakdown history and asset condition notes
- Non-revenue water estimates (losses, leakages, illegal connections)

Annex B: Small Water Supply Regulatory Reporting Requirement

Technical Report (Semestral data)			
Utility name:		Year:	
	Unit	Semester 1	Semester 2
Production			
Number of submersible pumps	no.		
Number of Boreholes	no.		
Installed storage capacity in m ³			
Storage # 1	m ³		If you have more than 2 storage capacity, list them down
Storage # 2	m ³		
Location of storage facility			
Storage # 1			If you have more than 2 storage facility, list them down
Storage # 2			
Nominal Capacity of the pump motors			
Submersible Pump 1	kWh		If you have more than 2 submersible pump, list them down
Submersible Pump 2	kWh		
Energy consumed in pumping per submersible pumps (in kWh)			
Submersible Pump 1	kWh		If you have more than 2 submersible pump, list them down
Submersible Pump 2	kWh		
Total actual m ³ pumped per submersible pump			
Submersible Pump 1	m ³		If you have more than 2 submersible pump, list them down
Submersible Pump 2	m ³		
Peak Demand in m ³	m ³		
Hours of operation per submersible pump per day			
Submersible Pump 1	Hrs		If you have more than 2 submersible pump, list them down
Submersible Pump 2	Hrs		
Length of pipe(s) from main-pumping stations to storage facility in km			
Km to Storage # 1	km		
Km to Storage # 2	km		
Size of pipe(s) from main-pumping station to storage facility in mm			
Type A pipes:	mm		
Type B pipes:	mm		
Distribution			
Total distribution network length in km	km		
Sales and customer service, quality, staff and safety			
Reconnection fee	VT		
Standard deposit fee per customer	VT		
Number of agreement termination customer category	no.		
Total number of employees			
Management	no.		
Administrative	no.		
Technical	no.		

Profit and Loss Statement for the year ended dd/mm/yyyy	
Utility name:	
(1) Operating Revenue	
	Year (Vatu)
Sales of Water	[X]
Service Charge (fixed charge)	[X]
Revenue from connection and meter installation fees	[X]
Revenue from reconnection fees	[X]
Other Operating revenues	[X]
Total Revenues	[X]
(2) Cost of Sales	
Electricity cost (from pumping stations)	[X]
Water Testing Cost	[X]
Repairs, maintenance & consumables used	[X]
Subcontracted labour (other than consulting and legal)	[X]
Total Cost of Sales	[X]
(3) Personnel Expenses	
Gross Salary/Wages	[X]
Total Superannuation Cost	[X]
Annual Provision - Severance & Retirement	[X]
Total Personnel Expenses	[X]
(4) Other Operating & Administrative Expenses	
Office & Administrative Expenses	[X]
Accounting & Audit Fees	[X]
Electricity cost - Admin Office	[X]
Rental expense	[X]
Telephone Charges	[X]
Bad Debts Written Off	[X]
Bank fees	[X]
Lisence	[X]
Other expenses (Give Breakdown)	[X]
Total Operating & Administrative Expenses	[X]

Annex C: Small Water Supply Registration Form



UTILITIES REGULATORY AUTHORITY

**APPLICATION FORM
REGISTRATION OF SMALL WATER SUPPLIER
(Rule 3 of the Small Water Suppliers (Registration) Rules 2014)**

Small Water Suppliers are advised to read the Small Water Suppliers (Registration) Rules 2014, Commission Order No. U-0011-14, before filling out this form. A copy of the Rules is available on URA's website.

You may contact URA if you have any questions.

Additional instructions when filling out the form:

- Complete the form in its entirety
- Do not submit original papers
- Attach any additional explanation

Date: _____

1.	Details of Small Water Supplier	
(a)	Full name (if Small Water Supplier is a legal entity, also provide name and designation of contact person)	
(b)	Address	
(c)	Phone number(s)	
(d)	E-mail address	
2.	Description of the area(s) served/ to be served (strike out part not relevant)	
3.	Number of customers by category served/ to be served (strike out part not relevant) (in numbers and words)	
	Domestic _____	
	Commercial _____	
	Industrial _____	
4.	Number of meters by category (in numbers and words)	
	Domestic _____	
	Commercial _____	
	Industrial _____	

5.	Price charged/ to be charged for each service category, vatu/m3 (strike out part not relevant) (in numbers and words) Domestic _____ Commercial _____ Industrial _____
6.	Source or catchment of water supply
7.	Description of water treatment facility and quality testing program
8.	Copy of the authorization received from the appropriate authority to supply water services enclosed

Declaration

1. I have carefully read and understand the Rules.
2. I confirm that all information in this application is true and accurate. I have not concealed and/or misrepresented any fact in respect of the supply of water to consumers by the aforementioned Small Water Supplier.

Signature

Name:

Designation:

For and on behalf of:

Date:

To be filled by the URA

Registration No.:

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Utilities Regulatory Authority

Vanuatu