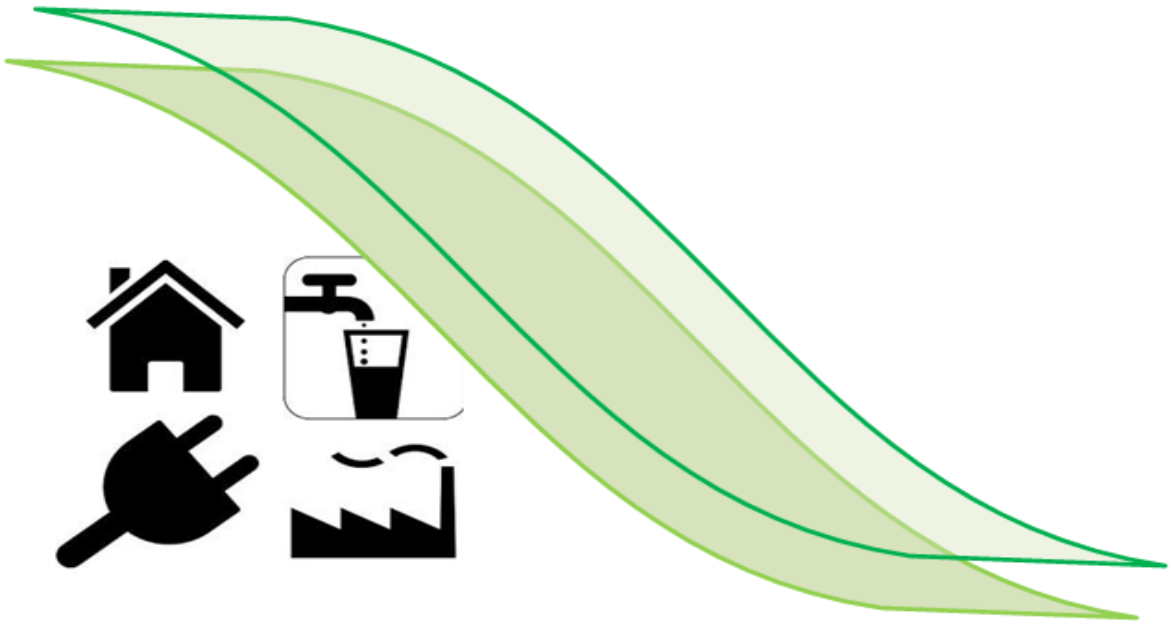
Authority's Decision and Commission Order

Case U-007-25_2

In the Matter of Vanuatu Utilities Infrastructure Limited (VUI) Customer Survey

November 2025



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1 Background

As the national regulator overseeing utility service providers for electricity and water in Vanuatu, the Utilities Regulatory Authority (the Authority) holds a mandate to ensure that utility companies operate in compliance with established standards and deliver services that are fair, efficient, and responsive to the needs of consumers. In fulfilling this mandate, the Authority is committed to strengthening its evidence-based regulatory approach by actively engaging with utility customers through structured feedback mechanisms.

To support this commitment, the Authority will be undertaking a Customer Survey aimed at assessing the reliability, safety and affordability of service delivery by regulated utility providers. This survey will serve as one of the tools in measuring the performance of utility companies from the consumer's perspective, identifying areas for improvement, and enhancing overall service outcomes.

The customer survey is being rolled out in phases across all utilities regulated under concession agreements, with this round marking the second phase, focusing on Vanuatu Utilities Infrastructure Limited (VUI). The survey is designed to be an ongoing initiative that will contribute to improved regulatory oversight and better alignment between service provision and consumer expectations.

1.1 Purpose & Structure of this document

The purpose of this document is to present the Authority's findings and recommendations on the VUI Ltd Customer Survey

This document is structured as follows:

Section 2 provide the Authority's methodology for the customer survey.

Section 3 provide the Authority's challenges faced during the survey.

Section 4 provides the Authority's customer's feedback on the electricity services provided by VUI Ltd.

Section 5 presents the Authority's insights and recommendations

2 Methodology

The Authority has designed a robust and inclusive methodology for the administration of the Customer Survey to ensure that results are reliable, representative, and aligned with regulatory objectives. The methodology focuses on reaching a broad demographic of electricity customers under the VUI concession area.

2.1 Survey Design

The survey instrument was developed to capture both quantitative and qualitative data on customer experiences. Questions were structured around key regulatory focus areas including:

- **Affordability**
- **Reliability**
- **Safety**

These core areas are critical to evaluating the effectiveness of utility service delivery and understanding how services are perceived by customers.

2.2 Mode of Administration

The survey was primarily conducted online, allowing customers to participate at their convenience and enhancing accessibility for a broad range of users. However, for some regulated utilities, the survey may be administered through alternative methods such as face-to-face interviews, depending on the nature of the utility

2.3 Survey Duration

The survey was open to the public for a period of **one month** which started on 12th May 2025, providing sufficient time for participation across different communities and customer types.

2.4 Sampling Approach

A mixed-method sampling strategy combining both random and targeted sampling was employed to ensure broad and representative coverage of VUI's customer base. The survey targeted:

- **Electricity**, including those responsible for electricity bills.
- **Urban and peri-urban households** are located within the VUI concession area.
- **All customer categories**, including domestic, commercial, and institutional users.

This approach was designed to ensure inclusivity across various demographic and usage profiles, allowing for a more accurate assessment of customer experiences and perceptions related to electricity services provided by VUI.

2.5 Data Confidentiality

All responses were collected anonymously to protect the privacy of participants. Data has been aggregated and analyzed solely for the purpose of informing regulatory review and service improvement.

3 Challenges Faced During the Survey

While the launch of the VUI Customer Survey has seen some encouraging initial participation, several key challenges were encountered that may affect the overall response rate and quality of data collected. These challenges highlight opportunities for improvement in both the current and future rounds of customer surveys that the Authority's will initiate:

1. **Low Participation and Awareness Gaps:**
   Despite efforts to promote the survey, participation rates remained lower than anticipated. Only 70% of those who started the survey completed it, indicating possible barriers to completion. This calls for increased awareness and outreach. Promotional SMS campaigns were scheduled with Vodafone and Digicel for Santo whereas for Vanua Lava, Ambae and Maewo, the authority conducted an onsite visit and carried out face-to-face interview. Also, additional visibility was created by boosting the survey poster on social media.

2. **Data Quality and Survey Completion Issues**
   The partial completion rate raises concerns about data quality and representativeness. Some entries may not fully align with the survey objectives, warranting a more thorough review and cleaning of the data before analysis.

3. **Technical Difficulties in Survey Form**
   Participants reported glitches in the online survey form. For instance, a fault was identified in the field requesting account or meter numbers of respondents were unable to proceed despite entering valid whole numbers. This may have discouraged otherwise willing participants from completing the survey.

4. **Accessibility and Inclusivity Barriers**
   The online mode of delivery, while efficient, may exclude individuals who are less tech-savvy or have limited internet access. Feedback indicated a need for a more inclusive approach that accommodates a broader demographic, potentially through more in-person interviews or paper-based options in future rounds.

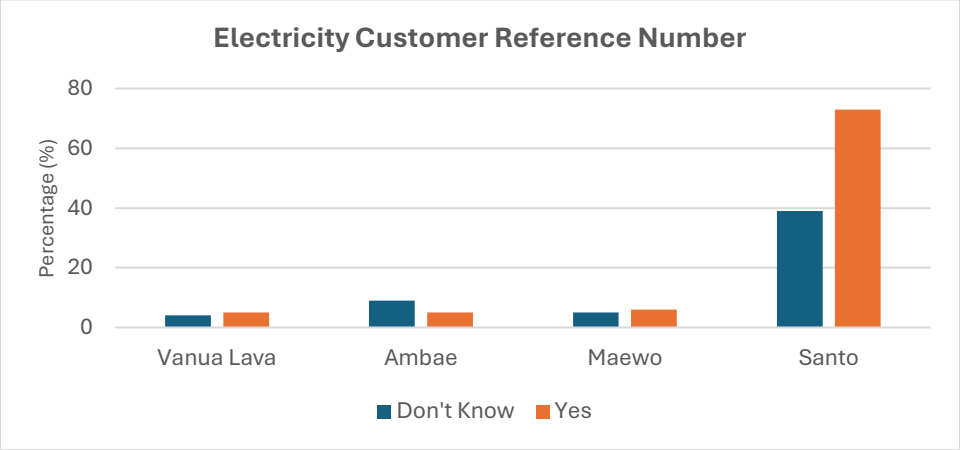
4 Key Findings

To set the context for the electricity service findings, it is worth noting the scope of the recent VUI customer survey. The survey recorded strong participation, with 146 respondents—each responsible for their household's electricity bills. This response base provides a solid foundation for the analysis presented in this section.

4.1 Customer Awareness of Electricity Customer Reference Numbers

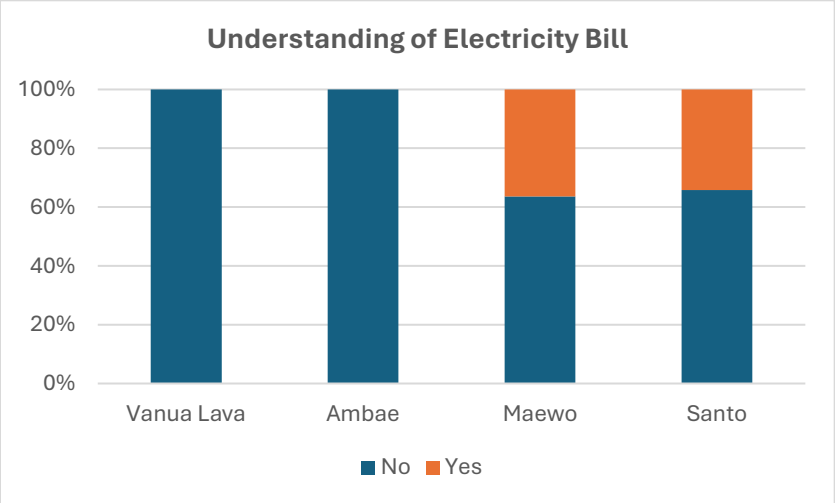
From the figure below, it shows that over 61 % of respondents know their customer reference number, while 39% stated that they do not know their customer reference number. Santo has the highest number of respondents who know their customer reference number.

Figure 1: Electricity Customer Reference Number



4.2 Understanding of Monthly Electricity Bills

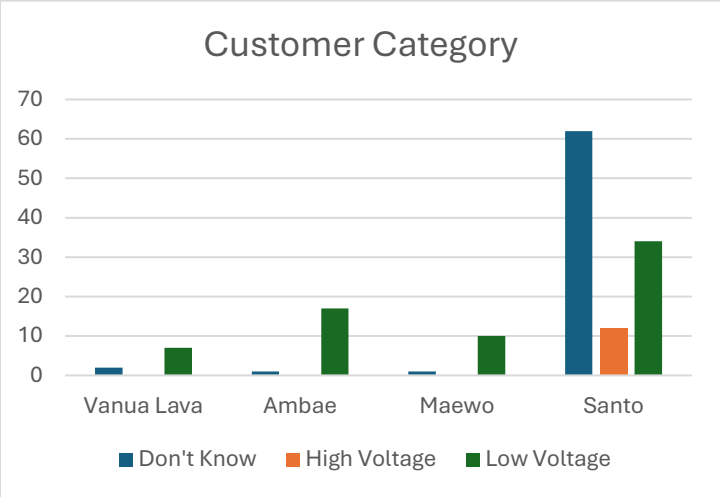
Figure 2: Understanding of Monthly Electricity Bills



In terms of understanding the electricity bill, 72% of respondents indicated they do not understand their bills, while 28% said they do. By island, most respondents in Vanua Lava and Ambae reported not understanding their electricity bill, whereas in Santo and Maewo, some respondents indicated they do understand it.

4.3 Type of Customer Category

Figure 3: Type of Customer Category



Of the customers who have responded, 47% are in the Low Voltage category, 8% in High Voltage category while 45% do not know which customer category they fall under.

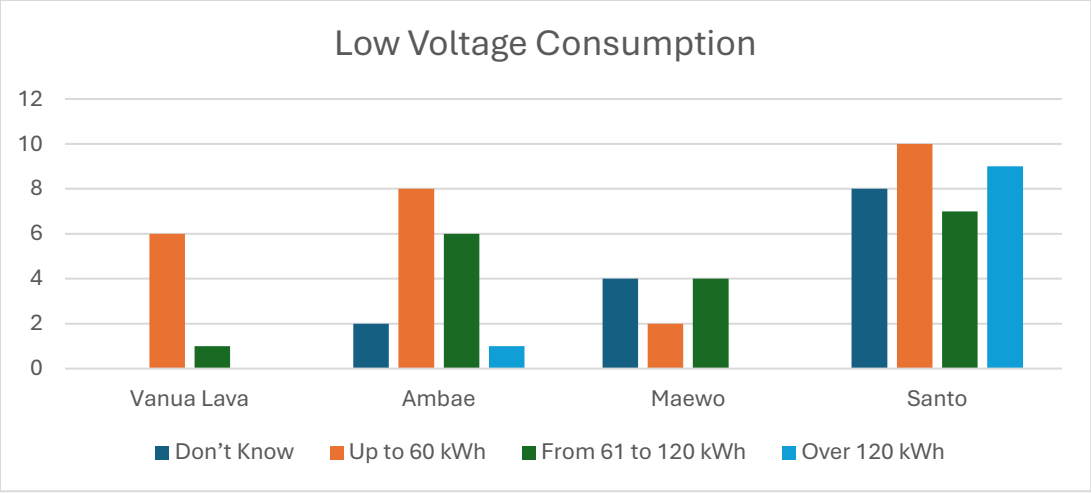
By island, Vanua lava, Ambae and Maewo respondents do not know which customer category they fall under. Santo has many customers who do not know, while some fall under Low Voltage and few under High Customer Category.

4.4 Average Monthly Electricity Consumption (in kWh) for Low Voltage Customer Category

In terms of consumption for the low Voltage, 38% consume up to 60 kWh, while 26% consume from 61 to 120 kWh and 15% consume over 120 kWh. 21% do not know their consumption.

By island, consumption patterns among low-voltage customers vary. In Vanua Lava, most customers consume less than 120 kWh. In Ambae, the majority consume up to 60 kWh, followed by those using between 61 and 120 kWh, a few who are unsure of their consumption, and only one customer exceeding 120 kWh. In Maewo, some customers use between 61 and 120 kWh, others up to 60 kWh, while a few are uncertain of their consumption. In Santo, the majority consume up to 60 kWh, followed by those using between 61 and 120 kWh, a few who are unsure, and some who consume above 120 kWh

Figure 4: Low Voltage Consumption (kWh)



4.5 High Voltage Customer Category

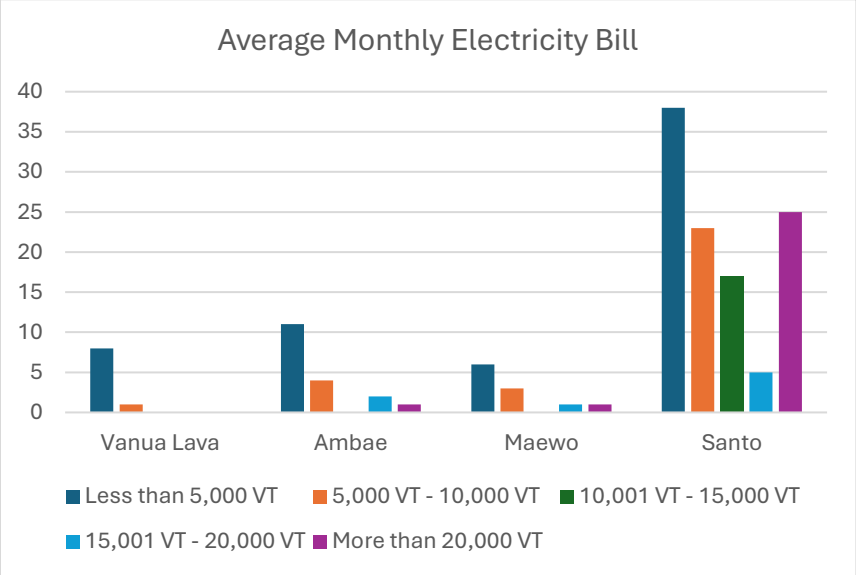
Table 1: Respondent from High Voltage Customer Category

Island	Monthly Fixed Charge and Unit Charge per kWh	Total
Vanua Lava	-	-
Ambae	-	-
Maewo	-	-
Santo	12	12
Total	**12**	**12**

All twelve respondents in the High Voltage customer category are from Santo, with no representation from the other islands.

4.6 Average Monthly Electricity Bill (in Vatu)

Figure 5: Average Monthly Electricity Bill



Overall, for the average monthly electricity bill, 43% of households spend less than 5,000 VT, 21% spend between 5,000–10,000 VT, 18% spend more than 20,000 VT, 12% spend between 10,001–15,000 VT, and 5% spend between 15,001–20,000 VT.

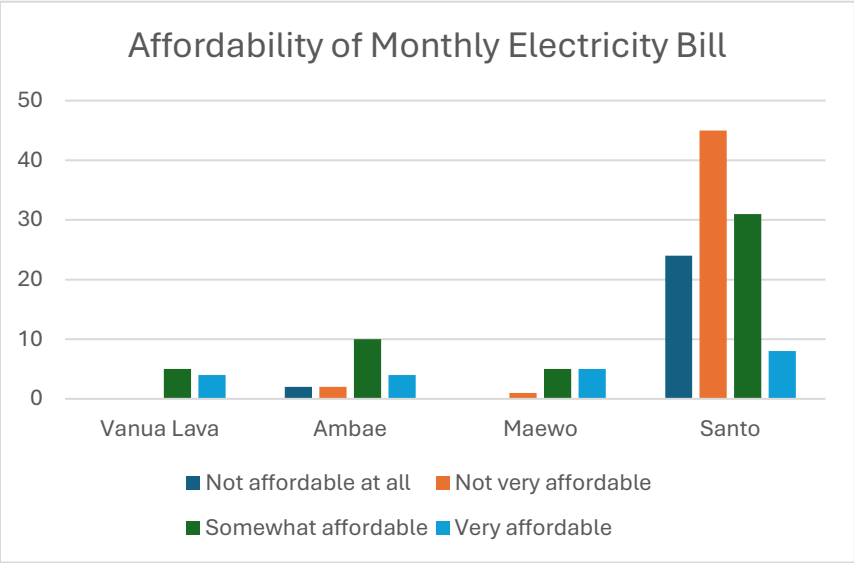
By island, Vanua Lava shows the lowest consumption levels, with almost all households (8 out of 9) spending less than 5,000 VT and only one spending between 5,000–10,000 VT. In Ambae, most households also fall into the lower spending categories, with 11 spending less than 5,000 VT and 4 between 5,000–10,000 VT. A few households report higher bills, with some spending between 15,001–20,000 VT and one exceeding 20,000 VT, showing greater variability.

In Maewo, most households are also at the lower end, with 6 spending less than 5,000 VT and 3 between 5,000–10,000 VT, while only 2 households report higher bills (one between 15,001–20,000 VT and one above 20,000 VT). Santo, as the largest group, displays the widest distribution. While 38 households spend less than 5,000 VT, there is significant representation across higher categories: 23 between 5,000–10,000 VT, 17 between

10,001–15,000 VT, 5 between 15,001–20,000 VT, and 25 above 20,000 VT. This reflects both broader electricity access and more diverse consumption patterns.

4.7 Affordability of Monthly Electricity Bill

Figure 6: Affordability of Monthly Electricity Bill



For the Affordability of Monthly Electricity Bill: 35% find it somewhat affordable followed by 14 % of customers who find it very affordable. On the other hand, 33% find it not very affordable while 18% find it not affordable at all.

In Vanua Lava, all respondents reported electricity to be either somewhat affordable (5) or very affordable (4), with no affordability challenges noted. This suggests that electricity costs are generally manageable for all surveyed households. In Ambae, opinions are more mixed. While most households found electricity somewhat affordable (10) or very affordable (4), four households reported difficulties, with two rating it as not affordable at all and two as not very affordable. This indicates some affordability concerns, though the majority still see electricity as reasonably priced. In Maewo, responses were balanced: five households found electricity somewhat affordable, five considered it very affordable, and only one reported it as not very affordable. Overall, affordability in Maewo remains positive, with only minor concerns.

Santo stands out with the most significant challenges. Out of 108 households, 24 rated electricity as not affordable at all and 45 as not very affordable. Together, this accounts for nearly two-thirds (64%) of households struggling with costs. In contrast, 31 households found it somewhat affordable and only 8 considered it very affordable. This indicates that Santo faces the greatest affordability pressures, likely linked to higher consumption levels or income disparities among households.

4.8 Solar Panels Impact on the Monthly Electricity Bill

Overall adoption of solar panels: Only 6 households (4% of the 147) reported having installed solar panels that reduced their electricity bill. This indicates low adoption across the surveyed islands.

Impact of solar on bills: 2 households (1.4%) reported that solar reduced bills significantly reduced. 2 households (1.4%) reported it reduced bills somewhat reduced.

Households without solar: A large majority (114 households, 78%) reported not having solar installed. Santo dominates this with 81 households. Vanua Lava, Ambae, and Maewo have smaller but still significant numbers of non-users.

Future interest in solar: 22 households (15%) are planning to install solar, most of these are from Santo (21), showing high interest.

Table 2: Impact of Solar Panels on the Monthly Electricity Bill

Solar Panels Installed and Reduce of Electricity Bill	Vanua Lava	Ambae	Maewo	Santo	Total
Yes	**1**	**-**	**-**	**5**	**6**
No, it hasn't made a difference	-	-	-	1	1
Yes, significantly	1	-	-	1	2
Yes, somewhat	-	-	-	2	2
No	**5**	**17**	**11**	**81**	**114**
Planning to Install	-	**1**	**-**	**21**	**22**
Total	**7**	**18**	**11**	**111**	**147**

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4.9 Power Outage and Notification of Planned Power Outages

In terms of outage frequency, the most common experience among households is once or twice a month, reported by 91 households (62%). Another 38 households (26%) experienced outages less than once a month, while 11 households (7.5%) faced weekly outages, indicating more severe reliability issues for some communities. A small group of 6 households (4%) reported never experiencing outages, showing that uninterrupted supply is rare but possible in certain areas.

When it comes to notification about outages, only 49 households (34%) said they were informed beforehand, compared to 91 households (62%) who were not notified when outages occurred. This highlights a significant communication gap, with most customers left uninformed about service interruptions.

Looking across islands, outage reliability and communication vary. Santo shows the widest spread of experiences and the poorest notification rates, making it the most affected area. Maewo, on the other hand, performs better in terms of communication, as most respondents there reported receiving notifications before outages. Ambae and Vanua Lava fall in between, with moderate impacts from outages but still insufficient notification systems. Overall, while monthly outages are the most frequent pattern, the lack of consistent and reliable communication with customers remains a key issue across all islands

Table 3: Power Outage and Notification of planned power outages

Power Outage and Notified of Planned Power Outage	Vanua Lava	Ambae	Maewo	Santo	Total
Power Outage Several times a week	**-**	**-**	**-**	**2**	**2**
No	-	-	-	1	1
Yes	-	-	-	1	1
Power Outage Once a week	**1**	**-**	**-**	**8**	**9**
No	1	-	-	6	7
Yes	-	-	-	2	2
Power Outage Once or twice a month	**6**	**14**	**10**	**61**	**91**
No	4	10	2	48	64
Yes	2	4	8	13	27
Power Outage Less than once a month	**2**	**2**	**1**	**33**	**38**
No	1	2	-	16	19
Yes	1	-	1	17	19
Never	-	2		4	6
Total	**9**	**16**	**11**	**104**	**140**

4.10 Means of Notifying Customers About Planned Power Outages

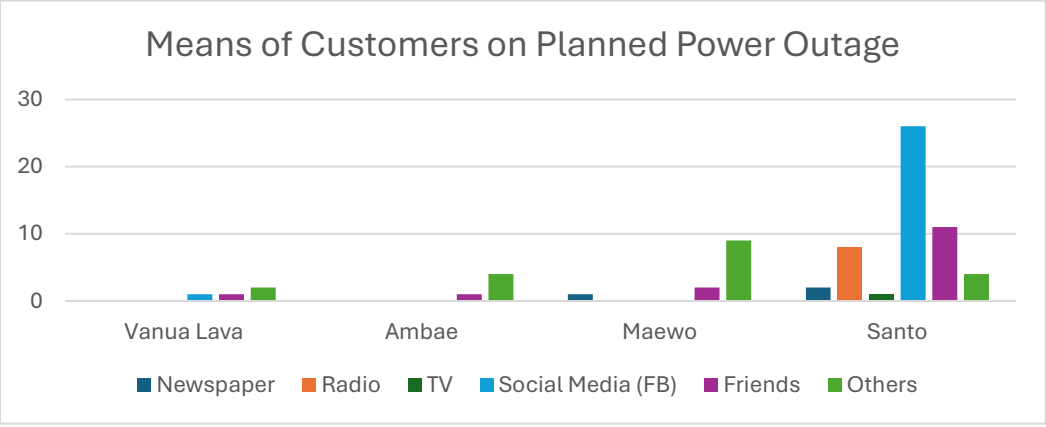
Understanding the communication channels used to inform customers about planned outages helps identify the most effective platforms and highlights areas for improvement in outreach.

Most common notifications channels: social media is the dominant source accounting for 37%, with Santo showing reliance on online platforms. Others (unspecified means like community leaders, phone calls, notices, etc.) are also widely used (19 households, 26%). Friends play a key role in informal communication (15 households, 21%).

Traditional media: Radio (8 households, all in Santo) is still relevant, though less dominant than social media. Newspaper (3) and TV (1) are least used, showing minimal influence in outage communication.

Social media is the top formal channel, especially in Santo, suggesting digital platforms are the most effective way to reach consumers. Informal channels (friends + others) still account for 47% of notifications, showing gaps in formal communication systems. Radio has niche strength in Santo, but almost no relevance elsewhere. Newspaper and TV are largely ineffective as communication tools for outages.

Figure 7: Means of notifying customers about planned power outages



4.11 Satisfaction with Time to Restore Power and Duration of Power Outage Restoration

The data indicates satisfaction with the time it takes to restore power after an outage and the time taken to restore power.

Satisfaction with restoration times: Overall, 111 households (79%) are satisfied, while 29 (21%) are dissatisfied.

Restoration time experiences: 17 households (mostly Ambae: 6, Santo: 11) have stated that it takes less than 2 hours to restore power. 12 households (Santo: 10, Vanua Lava: 1, Ambae: 1) states that it took 3-4 hours to restore power. No entries beyond 4 hours, suggesting most outages are resolved relatively quickly.

Overall satisfaction is high (4 in 5 households), but dissatisfaction persists in Ambae and Santo. Ambae shows a mismatch: quick restoration times but higher dissatisfaction – this may point to repeated outages being the issue rather than restoration delays. Santo, being the largest area, has more mixed experiences – quick fixes for some, longer waits for others, with 1 in 5 dissatisfied. Vanua Lava and Maewo show the best performance, with very high satisfaction.

Table 4: Satisfaction with time to restore power and duration of power outage

Satisfied with duration to Restore to Power and Duration to Restore Power	Vanua Lava	Ambae	Maewo	Santo	Total
Yes	**8**	**9**	**11**	**83**	**111**
No	**1**	**7**	**-**	**21**	**29**
3 to 4 hours	1	1	-	10	12
Less than 2 hours	-	6	-	11	17
Total	**9**	**18**	**11**	**108**	**146**

4.12 Types of Electricity Issues Reported

Most Common Issue – Flickering Lights: Reported by 38 respondents, with Santo (27 cases) being the most affected. This suggests possible instability in voltage supply or wiring conditions.

Damaged Electronics – A Serious Concern, 26 households reported damaged devices, mostly from Santo (21 cases).

Dimming Lights & Faulty Meters, dimming lights (22) and faulty meters (17) were also reported, again concentrated in Santo. Could indicate inconsistent supply quality or old faulty meters that need replacement.

Santo has the highest number of complaints across all issue types, showing widespread quality and reliability concerns. Maewo & Ambae has smaller but noticeable reports of flickering and other issues. Vanua Lava has lower issue reporting, though still affected (especially damaged devices and faulty meters).

Table 5: Types of Electricity Issues

Electricity Issue	Vanua Lava	Ambae	Maewo	Santo	Total
Flicking light	1	4	6	27	38
Bulb blown up	1	7	1	15	24
Damaged Electronic device	-	3	2	21	26
Unexpected dimming lights	1	-	1	20	22
Faulty Electricity Meter	2	1	-	14	17
Others	-	-	1	9	10
None	5	7	2	47	61
Total	**10**	**22**	**13**	**153**	**198**

4.13 Action Taken When Experiencing Electricity Issues with its Outcome

High Rate of Inaction: A significant number of 90 respondents took no action, with Santo (71 cases) dominating this group. Which could mean that there were no issues reported so therefore no action was taken. This may indicate lack of awareness, difficulty accessing service providers, or low confidence in getting issues resolved.

Reporting to VUI: 33 households reported issues to VUI, with Ambae (6), Maewo (7), and Santo (17) leading. However, not all cases were resolved, as shown by follow-up outcomes.

Unresolved Cases: 6 cases reported no response after action was taken. This suggests gaps in customer service follow-through.

Alternative Action (Technical Advice): 23 households sought independent technical advice, with Santo (20 cases) showing reliance on private solutions when VUI was not effective.
When comparing islands, Santo has the most inaction and reliance on private technicians while Ambae and Maewo have a more balanced mix of reporting to VUI and seeking external solutions. Lastly Vanua Lava has a few reports, but notable that most (6 out of 9) took no action.

Table 6: Action taken when experiencing electricity issues and its outcome

Action Taken and Outcome of Action	Vanua Lava	Ambae	Maewo	Santo	Total
No Action taken	**6**	**10**	**3**	**71**	**90**
Report to VUI	**3**	**6**	**7**	**17**	**33**
I got no response	1	-	-	5	6
The issue was resolved by Technician.	1	-	1	1	3
The issue was resolved by VUI.	1	6	6	11	24
Sought technical advice	**-**	**2**	**1**	**20**	**23**
I got no response	-	2	-	4	6
The issue was resolved by Technician.	-	-	-	12	12
The issue was resolved by VUI.	-	-	1	4	5
Total	**9**	**18**	**11**	**108**	**146**

4.14 Perception of VUI Electricity Safety

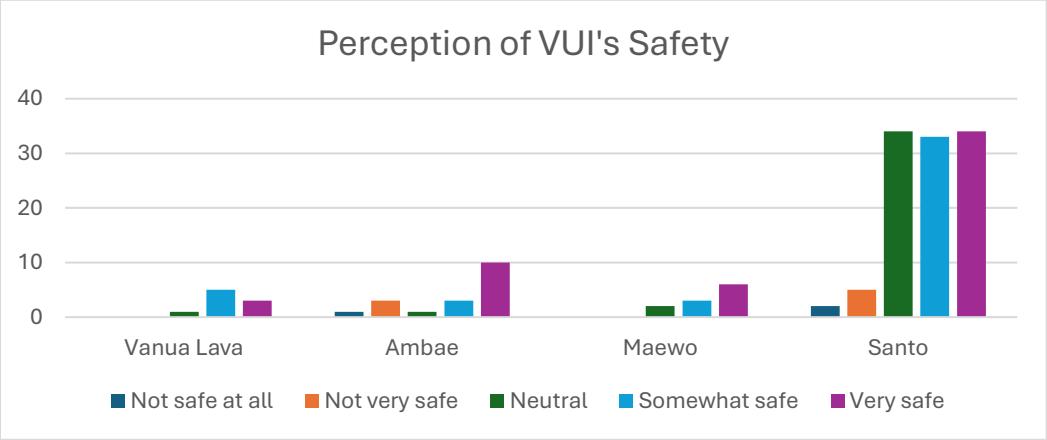
Overall Safety Perception: 53 respondents (36%) rated it "Very safe." 44 respondents (30%) rated it "Somewhat safe." Together, 67% of all respondents express confidence in VUI's safety.

Neutral Perceptions: 38 respondents (26%) remained neutral, with the largest concentration in Santo (34 cases). This suggests that while Santo has many users, many remain cautious or undecided about VUI's safety.

Negative Perceptions: Only 11 respondents (7%) felt VUI was unsafe, split between Ambae (4 cases) and Santo (7 cases). This shows that distrust exists but is relatively limited compared to positive views.

Confidence in VUI's safety is generally high, with two-thirds of respondents rating positively. Neutral responses are notably high in Santo, suggesting that more awareness or reassurance campaigns may be needed there. Negative perceptions are limited but still important to address, especially in Ambae and Santo where trust concerns appear more visible.

Figure 8: Perception of VUI's Safety



5 Insights and Recommendations

5.1 Insights

Affordability Remains the Primary Concern: The most significant issue raised by customers is the high cost of electricity, particularly in Santo, where 30% of respondents cited affordability as a concern. This indicates that despite improvements in service reliability, electricity remains a financial burden for many households.

Positive Perceptions of Reliability and Safety: About 21% of respondents provided positive feedback, describing electricity supply as reliable, affordable, and safe. This suggests that customer satisfaction is achieved when service is stable.

Communication Gaps During Power Outages: Around 16% of customers, mostly from Santo, raised issues about the lack of timely notification during power interruptions. This highlights a need for stronger communication channels and proactive customer updates to maintain trust.

Barriers to Access Due to High Connection Fees: 12% of respondents, particularly from Ambae and Santo, cited connection costs as a major barrier to accessing electricity. This shows that even where infrastructure is available, affordability of connections limits household electrification.

Need for Greater Billing Transparency: 10% of respondents expressed confusion or concern over how their electricity bills are calculated. A lack of clear information can contribute to customer dissatisfaction and mistrust, even when billing is accurate.

Other Operational Concerns: While smaller in number, issues such as outdated meter boxes, and misunderstanding of solar billing highlight areas where targeted technical and customer service improvements could make a difference.

5.2 Recommendations:

Strengthen Access Affordability Measures: Explore targeted subsidies or increased customer connection discounts (such as the 80% discount initiative) to make electricity more affordable.

Enhance Customer Communication: To consider other alternative means of communication systems such as SMS alerts, social media updates, or radio announcements to inform customers ahead of planned outages or maintenance work.

Increase Billing Transparency and Customer Education: Conduct public awareness campaigns to help customers understand tariff structures, billing components, and energy-saving practices.

Sustain Reliability and Service Improvements: Encourage utilities to maintain and upgrade infrastructure, focusing on replacing old meters and improving street lighting to strengthen overall service quality and customer satisfaction.

Future customer surveys should be designed to capture responses based on specific customer categories. This approach will allow for more meaningful analysis and insights, helping the Authority better understand the unique challenges and priorities of each customer group

6 Appendix

6.1 VUI Customer Survey Questionnaire

Introduction:

Q1. Please state your name. _____
Q2. Please state your gender. Male/Female
Q3. Please select the island where you currently reside from the list below.

- Santo
- Ambae
- Maewo
- Vanua Lava

Q4. State the area/village you are currently living in? _____
Q5. Are you a customer of Vanuatu Utilities and Infrastructure LTD (VUI)?

- Yes ------> go to Q5a
- No -----> End Survey

Q5a. As a Customer of Vanuatu Utilities and Infrastructure LTD (VUI), are you responsible for the electricity bill?

- Yes -----> Go to the electricity section
- No -----> End Survey

Electricity Section
Q1. Do you know your Customer Reference Number (or Electricity Meter Number)?

- Yes-----> Q1a
- No -----> End Survey
- Don't Know -----> Continue to Q2

Q1a. If yes, please state the Customer Reference Number (or Electricity Meter Number)?

_____

Q2. Do you understand how your electricity bills are computed? Yes/No
Q3. Do you have a rooftop solar panel installed at your home or business?

- Yes ------> opens up Q7
- No ------> continue with survey but skip over Q7
- Planning to install ----> continue with survey but skip over Q7

Q4. Do you know which customer category you fall under? If yes, please indicate the type of connection.

- Low Voltage -----> go to Q4a
- High Voltage ----->go to Q4b
- Don't Know -----> go Q5

Q4a. If you have selected Low Voltage, what is your average monthly electricity consumption (in kWh) .

- Up to 60 kWh
- From 61 to 120 kWh
- Over 120 kWh
- Don't Know

Q4b. If you have selected High Voltage, what is your average monthly electricity consumption (in kWh) .

- Unit Charge per kWh

- Monthly Fixed Charge
- Don't Know

Q5. What is your average monthly electricity bill?

- Less than 5,000 VT
- 5,000 VT - 10,000 VT
- 10,001 VT - 15,000 VT
- 15,001 VT - 20,000 VT
- More than 20,000 VT

Q6. How affordable do you find your monthly total electricity bill?

- Very affordable
- Somewhat affordable
- Not very affordable
- Not affordable at all

Q7. If you have rooftop solar, has it helped reduce your electricity bill?

- Yes, significantly
- Yes, somewhat
- No, it hasn't made a difference

Q8. How often do you experience power outages from VUI in your area?

- Several times a week
- Once a week
- Once or twice a month
- Less than once a month
- Never --------> go to Q11

Q9. Were you notified in advance about any planned power outages from VUI in your area?

- Yes -----> go to Q9a.
- No ---> go to Q10

Q9a. If yes, how were you notified (You can select more than one)

- Newspaper
- Radio
- Social media (e.g. FB)
- Friends
- Others

Q10. Are you satisfied with the time VUI takes to restore power after an outage?

- Yes
- No -----> go to Q10a

Q10a. If not, how long did it take to restore the power?

- Less than 2 hours
- 3 to 4 hours
- More than 4 hours
- 1 full day
- More than 1 day

Q11. Can you confirm if you have experienced any of the following issues in the last few months?

- Flicking light
- Bulb blown up

- Damaged Electronic device
- Unexpected dimming lights
- Faulty Electricity Meter
- Others
- None

Q12. What do you do when you experience these issues?

- Sought technical advice ---> go to Q13
- Report to VUI ----> go to Q13
- No Action taken ------> go to Q14

Q13. If you reported the matter to VUI or sought technical advice, what was the outcome?

- The issue was resolved by Technician.
- The issue was resolved by VUI.
- I got no response

Q14. How safe do you think VUI's electricity services are, including maintenance and hazard prevention?

- Very safe
- Somewhat safe
- Neutral
- Not very safe

Q15. If you have any comments about Vanuatu Utilities and Infrastructure LTD (VUI)'s electricity service, please share them below:

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