



CONGRESS OF THE FEDERATED STATES OF MICRONESIA

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COMMITTEE ON
JUDICIARY AND
GOVERNMENTAL OPERATIONS

STANDING COMMITTEE REPORT NO. 24-29

RE: C.B. No. 24-15/J&GO

SUBJECT: TO FURTHER AMEND TITLE 11 OF THE CODE OF THE
FEDERATED STATES OF MICRONESIA, (ANNOTATED), AS
AMENDED BY PUBLIC LAWS NOS. 11-72 AND 17-38, BY
CREATING NEW CHAPTER 13 THEREOF, DEFINING SEVERAL
NATIONAL CRIMES RELATING TO CYBER ACTIVITIES.

MAY 20, 2026

The Honorable Esmond B. Moses
Speaker, Twenty-Fourth Congress
Federated States of Micronesia
Fourth Regular Session, 2026

Dear Speaker:

Your Committee on Judiciary and Governmental Operations, to
which was referred Congressional Bill No. 24-15, entitled:

"TO FURTHER AMEND TITLE 11 OF THE CODE OF THE
FEDERATED STATES OF MICRONESIA, (ANNOTATED), AS
AMENDED BY PUBLIC LAWS NOS. 11-72 AND 17-38, BY
CREATING NEW CHAPTER 13 THEREOF, DEFINING SEVERAL
NATIONAL CRIMES RELATING TO CYBER ACTIVITIES INCLUDING
UNAUTHORIZED ACCESS TO A PROTECTED COMPUTER SYSTEM;
UNAUTHORIZED INTERCEPTION OF COMPUTER DATA;
UNAUTHORIZED INTERFERENCE IN RELATION TO COMPUTER DATA
OR PROTECTED COMPUTER SYSTEMS; UNLAWFUL SUPPLY OR
POSSESSION OF COMPUTER SYSTEM, COMPUTER, COMPUTER DATA
OR COMPUTER PROGRAM; COMPUTER-RELATED FORGERY;
COMPUTER-RELATED EXTORTION AND FRAUD; POSSESSION,
ACCESS, REPRODUCTION, DISTRIBUTION, SOLICITATION, AND
FACILITATION OF CHILD PORNOGRAPHY; PRODUCTION OF CHILD
PORNOGRAPHY; CORRUPTION OF CHILDREN; CYBER HARASSMENT;
CYBERSTALKING; NONCONSENSUAL SHARING OF INTIMATE
IMAGERY; ESTABLISHING PROVISIONS THAT ENABLE NATIONAL

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LAW ENFORCEMENT AGENCIES AND AUTHORITIES TO CONDUCT INVESTIGATION OF CYBERCRIMES, PROMOTING INTERNATIONAL COOPERATION MEASURES IN RELATION TO CYBERCRIMES; AND FOR OTHER PURPOSES.”,

begs leave to report as follows:

The intent and purpose of this bill are expressed in its title.

Your Committee received Congress Bill No. 24-15 that proposes to establish several new National crimes related to cyber activities.

Your Committee held public hearings in Yap (November 25, 2025), Chuuk (November 28, 2025), and Kosrae (December 2, 2025) to meet with the Legislative branch, Executive branch, and the general public to brief them on all the cybersecurity bills and to solicit comments. Chairman of the J&GO Committee, Senator Andy P. Choor, who served as head of the delegation, and Senator Perpetua S. Konman. Senator Yoslyn G. Sigrah joined your Committee in Kosrae. Your Committee was joined by the Secretary of the Department of Transportation, Communications, and Infrastructure (hereafter “TC&I”), Carl Apis; Assistant Secretary for TC&I, Edward Albert for all the hearings and Assistant Secretary of the Department of Justice’s Cybersecurity Division (hereafter “DOJ”), Minoru Stephen, joined the hearings in Yap and Kosrae. Your delegation was supported by Congress Staff Attorney Catherine Allen and Legislative Counsel for the Congress of the Federated States of Micronesia, Yancy Cottrill.

November 25, 2025, Yap State Legislative Chamber

At the November hearing in Yap, Chairman Choor mentioned that a lot of the topics and solutions being discussed previous in the hearing may be addressed in the Cyber-Crimes Bill, C.B. 24-15. He went on to explain the purpose of this bill and pointed out several issues that this bill if passed

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as written would bring to the forefront. Most importantly he pointed out that some of these crimes would allow the National Government to enforce crimes that were previously designated to the states to enforce.

A member of the Yap Legislature expressed concerns regarding some of the penalties and fees imposed under this bill. He also questioned the ability of the DOJ to actually capture the perpetrators of some of these cybercrimes. He mentioned having more powers at the state level for the traditional chiefs and local government to determine the appropriate sentence.

Chairman Choor explained that several years ago there was a referendum that passed amending the FSM Constitution to give Major Crimes to the states. This bill would attempt to take some of those back, which could raise constitutional issues. He also explained the need to not punish citizens because they have access to new technology and are unaware of what may be illegal under this bill. He also mentioned the costs that would be passed down to the states in helping to enforce these laws.

The Yap Acting Governor raised a question about foreign governments gaining sensitive information about our citizens and if that would be considered a cyber-crime.

Chairman Choor addressed this concern stating that even without the cyber-crime bill, theft is a crime at the state level that can be prosecuted. He mentioned that the cyber-crime bill will require software to gather evidence and to identify the individuals who are committing these offenses online. Attorney Allen raised the issue of how the prosecution would take place when part of an offense such as stalking, if done online, could result in concurrent jurisdiction in terms of prosecutorial authority.

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Assistant Secretary Stephen then spoke on several investigations that the Cybersecurity unit is undertaking involving Facebook. There were questions from the panel and the Yap Legislature about under what law are these crimes being investigated and what authority they are investigating. He explained that the Facebook police are looking into these incidents, but it was unclear as to under what authority or what laws these incidents are being investigated.

A member of the Yap Legislature asked if cultural rights or other forms of intellectual property and indigenous knowledge that is being stolen would be covered by these bills. Chairman Choor stated that with the FSM becoming a member of the World Intellectual Property Organization (WIPO) that there may be some protections through that organization but R&D is taking the lead on that. He further noted that the Committee will take into consideration the concerns raised and relay that to DOJ.

The Yap Acting Governor asked if the definitions in the bill would result in making some of the cultural dances and practices illegal. Legislative Counsel cautioned that the Department of Justice drafted the bill and no one from their legal team is there to testify as to the intent at drafting, but generally it would not be considered illegal as it does not meet the standards under the law.

November 28, 2025, Chuuk State Legislative Chamber

During the November 28th hearing, Chairman Choor explained the Cybercrimes Act, C.B. No. 24-15 by giving a brief summary of the bill and listing some of the concerns that the committee had. Assistant Secretary Albert gave some background as to how the bill was drafted and the logic behind it. Similar concerns as in Yap were voiced, such as

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the fines being too low and citizens being targeted. There was a brief discussion regarding the types of software needed to assist in prosecution and the costs.

December 2, 2025, Kosrae State Legislative Chamber

The Governor stated that with C.B. 24-15, the state has no experience with cybercrimes so they will need trainings and the National Governments will need to work with them. He further explained that the states cannot enforce these mandates. Chairman Choor explained that even the National Government will not have the capacity or capability at first and will contract to outside firms or governments.

The Attorney General for Kosrae stated that he believed there were competing interests with the states and National Government in C.B. 24-15. He also mentioned the importance of having safeguards available for the states.

There was a general inquiry from a participant asking about how to prosecute cybercriminals. There was no one from the legal department from DOJ to attempt to answer that question. A member of the Kosrae Legislature suggested incorporating in some of the aspects alluded to by the Kosrae Attorney General. The Governor mentioned that the states will need to know what specific roles that they will play in implementing these bills if they become laws. Chairman Choor stated that the states will need to tell this Committee what roles that they want to play, so we can see if they match with the proposed legislation.

Pohnpei and Comments

Your Committee was unable to schedule at time with the Pohnpei Legislature to hold a public hearing on Pohnpei. Your Committee sent a letter to the Pohnpei Legislature, the Pohnpei State Supreme Court, and to the Governor's office on April 8, 2026, soliciting comments on all the cybersecurity

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bills. As of date, your Committee has not received any
comments from Pohnpei state.

Your Committee encouraged all the states to send us comments
and formal suggestions to improve the cybersecurity
legislation. Your Committee received detailed suggestions
and comments from the Kosrae State Government on January 14,
2026. Please find their comments attached to this report.
To date, your Committee has not received any correspondence
from the Yap or Chuuk governments regarding any of the
cybersecurity bills.

CONCLUSION

Your Committee on Committee on Judiciary and Governmental
Operations has carefully reviewed C.B. No. 24-15, held
public hearings in three of the states, solicited comments,
and does not recommend passage of the bill in its current
form. Your Committee recommends that the Executive works
with their counterparts in the four states to avoid
legislating issues which are constitutionally left to the
states to legislate.

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Respectfully submitted,



Andy P. Choor, chairman

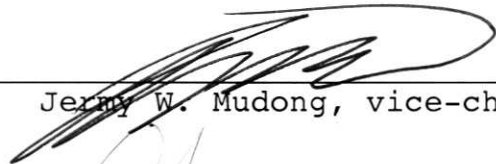


Yoslyn G. Sigrah, member



Julio M. Marar, member

Robson U. Romolow, member



Jerry W. Mudong, vice-chairman



Esmond B. Moses, member



Perpetua S. Konman, member



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January 14, 2026

Chairman Choor
FSM Congressman
FSM Congress
Palikir, Pohnpei FSM 96941

Re: Transmittal of State of Kosrae Submission on National Digital Governance Bills.

Dear Honorable Chairman Choor,

Warm greetings from the State of Kosrae.

On behalf of the Government of the State of Kosrae, I respectfully transmit herewith the State's formal submission on the package of national legislation presently before Congress concerning cybersecurity, cybercrime, electronic transactions, digital identity, electronic signatures, and personal data protection (C.B. Nos. 24-14, 24-15, 24-17, 24-23, and 24-94).

Kosrae supports the overarching objective of modernizing the Nation's digital legal framework to strengthen cybersecurity resilience, enhance digital trust, safeguard citizens, and promote reliable electronic government services and commerce. At the same time, the enclosed submission respectfully highlights the importance of maintaining constitutional balance between the National Government and the States, ensuring meaningful State participation in governance structures, avoiding unintended centralization, and providing adequate capacity and funding support for State-level implementation.

Kosrae offers these views in the spirit of constructive partnership and cooperative federalism. We respectfully request the Committee's consideration of the attached submission as it continues its review and deliberations on these important measures. **The State remains available to provide clarification, technical assistance, or further engagement as the Committee may require.**

We thank the Committee for its leadership and service, and we appreciate the ~~opportunity to contribute to this important national legislative process.~~

With highest respect,



Tulensa W. Palik
Governor
State of Kosrae

The Honorable Chairperson
Judiciary and Governmental Operations Committee
Congress of the Federated States of Micronesia
Palikir, Pohnpei, FM 96941

RE: State Submission on Cybersecurity, Cybercrime, Electronic Transactions, Digital Identity, Electronic Signatures, and Personal Data Protection Bills (C.B. Nos. 24-14, 24-15, 24-17, 24-23, 24-94)

The Honorable Chairman Choor and Members of the Committee,

The Government of the State of Kosrae respectfully submits this position on the package of legislative measures currently before Congress relating to cybersecurity, cybercrime, electronic transactions, digital identity, electronic signatures, and personal data protection. These measures include **C.B. No. 24-14**, establishing a national cybersecurity and critical information infrastructure framework; **C.B. No. 24-15**, creating a comprehensive set of cybercrime offences and enforcement powers; **C.B. No. 24-17**, enacting the FSM Personal Data Protection Act of 2025 under Title 16; **C.B. No. 24-23**, providing a framework for electronic transactions, electronic records and an enabling digital identity and trust regime; and **C.B. No. 24-94**, recognizing electronic signatures as legally equivalent to handwritten signatures and providing for their implementation by regulation.

1. Appreciation and Recognition

Kosrae wishes at the outset to acknowledge and commend Congress for taking on this complex and important reform agenda. Together, these bills seek to modernize the legal framework of the Federated States of Micronesia so that it can better address cybersecurity threats, improve the safety and integrity of information systems, define and ~~punish cyber-enabled crime, enable secure electronic transactions~~ and records, recognize electronic signatures, and safeguard the personal data and privacy of natural persons.

C.B. 24-23 and **C.B. 24-94** are expressly directed toward increasing legal certainty and trust in electronic commerce and e-government. **C.B. 24-23** recognizes the validity and reliability of electronic records and transactions and sets out to provide a coherent legal basis for their use in government and the private sector. **C.B. 24-94** provides that electronic signatures may have the same legal effect as handwritten signatures, subject to implementing regulations that will set out technical and procedural safeguards. **C.B. 24-14** and **C.B. 24-15** respond to the growing threat environment by creating a cybersecurity governance framework and specific cybercrime offences with meaningful penalties. **C.B. 24-17**, the proposed Personal Data Protection Act, sets out a comprehensive framework for the protection of personal data held by core national government departments and agencies, including clear principles of legitimate purpose, data minimization, accuracy, retention, security and accountability, as well as a complaints and remedies structure for individuals.

Kosrae shares and supports the broad policy objectives of these measures: modernization of the legal framework, improved trust in digital systems, enhanced cyber resilience, protection of citizens, and stronger foundations for sustainable development and international engagement.

2. Overview of the Legislative Package and Its Institutional Effects

Taken together, these bills reshape the institutional landscape of digital governance in the Federated States of Micronesia.

C.B. 24-14 creates a national cybersecurity framework centered on national authorities. It empowers the Department of Justice to lead cybersecurity policy, designate and regulate critical information infrastructure, impose technical and organizational obligations on owners of such infrastructure, require reporting and audits, and develop regulations. It assigns technical and operational responsibilities, including management of the national Computer Emergency Response Team, to the Department of Transportation, Communications and Infrastructure. It establishes a National

Cybersecurity Committee which is chaired by national officials and is intended to coordinate policy and implementation across the national government and the States.

C.B. 24-15 inserts a new cybercrimes chapter in Title 11. It defines offences such as unauthorized access to protected computer systems, unauthorized interception of computer data, unauthorized interference with systems or data, unlawful possession or supply of tools used to commit cyber offences, and computer-related forgery. It provides for increased penalties where critical information infrastructure or protected systems are compromised. Crucially, it grants the FSM Department of Justice primary authority to investigate and enforce these offences, to issue instructions and orders, and to make rules and regulations to implement the chapter.

C.B. 24-23 provides the legal underpinnings for electronic transactions and records, including electronic communications with public bodies and an enabling framework for digital identity and trust services. It confers regulatory, supervisory and standard-setting powers on national authorities to ensure the reliability, security and integrity of electronic systems and identity mechanisms.

C.B. 24-94 complements this by confirming that electronic signatures, when they meet prescribed requirements, will have the same validity and effect as handwritten signatures under FSM law, with the details to be elaborated in subordinate regulations.

C.B. 24-17, the Personal Data Protection Act of 2025, renames Title 16 as "Data Protection" and inserts a new chapter entitled "Personal Data Protection". It declares objectives that include establishing an enabling legal framework to protect the personal data and privacy of natural persons in a manner consistent with constitutional privacy rights, providing guidance to natural persons and public bodies on personal data collection and processing, promoting transparency and certainty regarding data sharing, identifying a competent authority, and promoting public confidence and trust in the handling of personal data by government.

Importantly, **C.B. 24-17** clearly states that the chapter applies to “core National Government departments and agencies” that collect, use, store, process, disclose or transfer personal data of natural persons. It also expressly states that nothing in the chapter requires a State to adopt similar laws, nor prevents or prohibits a State from adopting its own laws on personal data protection applicable to purely intrastate activities or to State agencies that handle personal data. The Bill sets out exclusions for purely intrastate activities, national law-enforcement and national security purposes, non-personal data, and certain categories of publicly available lawful information. It then provides detailed definitions, designates the National Statistics Office under the Department of Resources and Development as the competent authority, confers duties and powers on that authority to educate, coordinate, enter into agreements, require information from national agencies and make rules to implement the chapter, and sets out personal data protection principles and a complaints and remedies framework, including a private right of action and judicial remedies such as injunction and mandamus against core national departments and agencies, coupled with reporting and compliance obligations and rules for internal data sharing and guidance.

Kosrae welcomes the fact that **C.B. 24-17** is deliberately limited to core national institutions and explicitly preserves the freedom of States to develop their own data protection laws for State agencies and purely intrastate activities. This drafting approach is noteworthy because it demonstrates that it is possible to advance strong national standards while expressly respecting State autonomy.

3. Core Constitutional and Federal Balance Concerns

In supporting the policy goals of these measures, Kosrae must also respectfully express concerns about their implications for the constitutional balance between the National Government and the States.

The cybersecurity and cybercrime bills, **C.B. 24-14** and **C.B. 24-15**, together concentrate significant power over digital security policy, critical information infrastructure and

cybercrime enforcement in national agencies. The Department of Justice is empowered to designate which systems, including potentially systems owned or operated by State governments, constitute critical information infrastructure, and to impose mandatory technical and organizational requirements on their owners, as well as to require audits, reporting and remedial measures. The Department of Justice also has primary authority to investigate and prosecute cybercrime offences under the Cybercrimes chapter and to issue instructions, orders and regulations to implement that chapter.

The electronic transactions and digital identity bill, C.B. 24-23, similarly vests considerable rule-making, certification, supervisory and administrative powers in national bodies in relation to electronic records, transactions, and identity assurance frameworks. These authorities will, in practice, shape the technical and procedural environment within which both national and State systems will operate if they wish to interact fully with national platforms or participate in recognized electronic identity trust regimes.

Kosrae accepts that the National Government must have strong powers in areas of genuine national concern, such as cross-border cyber threats, international cooperation in cybercrime, and interoperability standards for national systems. However, there is a real risk that, absent clear statutory safeguards, these powers will be interpreted or applied in ways that intrude into areas traditionally falling within State administrative authority and public governance. This includes internal State government systems, State-owned utilities and infrastructure, and State-level service delivery platforms.

By contrast, C.B. 24-17 demonstrates a different approach. It confines the scope of the Personal Data Protection Act to core national departments and agencies and expressly states that it neither compels nor precludes the adoption of State-level data protection laws. It also excludes purely intrastate activities from its scope. Kosrae considers this an example of good federal legislative technique. It protects individuals' privacy when dealing with national institutions while affirming the separate sphere of State competence. Kosrae respectfully suggests that similar clarity and restraint be incorporated into C.B. 24-14, C.B. 24-15 and C.B. 24-23, so that national powers are clearly limited to national

institutions and matters of national and international concern, unless a State has formally agreed to be bound.

4. Concerns Regarding Cybersecurity Governance and Representation

Kosrae is particularly concerned about the governance structure of the National Cybersecurity Committee in **C.B. 24-14**. While the intention to include State representatives is welcomed, the Committee is co-chaired by national officials, its quorum rules require the presence of those officials, decisions are taken by simple majority, and in the event of a tie a deciding vote is reserved to a national officer. Additional members may also be appointed beyond the State representatives.

In practice, this ensures that national representatives will always retain control over outcomes, even if all State representatives share a different position. This structure risks turning what appears on paper to be a national–State coordinating body into a centrally dominated decision-making organ with only consultative roles for the States. Given that ~~cybersecurity designations and policies can significantly affect State-owned~~ infrastructure and services, Kosrae considers such imbalance to be constitutionally and practically problematic.

Kosrae therefore respectfully urges Congress to reconsider the composition and voting arrangements for the National Cybersecurity Committee so that they provide for equitable State participation and shared decision-making, and to ensure that no decisions affecting State systems are made without the meaningful input and agreement of the affected States.

5. Administrative and Implementation Realities

The successful implementation of these bills will require substantial administrative and ~~technical capacity on both the national and State sides.~~ Cybersecurity obligations for

critical information infrastructure, such as risk assessments, security controls, incident reporting and audit responses, require specialist expertise, modern equipment, and sustained budget support. Cybercrime enforcement demands trained investigators, prosecutors, digital forensics capabilities, and judicial familiarity with novel forms of evidence. Electronic transactions and electronic signatures frameworks require secure systems, reliable identity verification mechanisms, and well-governed registries or trust services. Personal data protection entails the development of policies, training and internal controls, and mechanisms to respond to complaints and access requests. Kosrae is concerned that, without explicit provision for capacity building and financial support for the States, these measures may result in unfunded obligations or create dependence on centrally operated systems in which States have little say. In particular, if State systems are designated as critical information infrastructure or are expected to connect to national identity or transaction platforms, the State will be expected to meet standards and obligations that may not be achievable without assistance.

6. Data Privacy and Citizen Protection

Kosrae strongly supports the objective of enhancing citizen protection, both in relation to cybercrime victimization and in the safeguarding of personal data and privacy. **C.B. 24-15** provides an important legal basis for the prosecution of serious cyber offences, including offences that target children and other vulnerable persons. **C.B. 24-17** establishes a principled framework for the protection of personal data held by core national departments and agencies, built around legitimate purpose, data minimization, accuracy, retention, integrity and security, and accountability. It creates a competent authority, sets out obligations on that authority and on national agencies, and provides for complaints, reporting and remedies, including a private right of action and judicial remedies.

Kosrae notes positively that **C.B. 24-17** is carefully crafted to apply only to core national institutions and explicitly preserves State freedom to enact analogous protections for State agencies and intrastate activities. However, many of the public services through

which citizens most regularly interact with government—such as education, local health services, utilities and local administration—are administered at the State level. In the **absence of coordinated State-level frameworks, citizens may enjoy robust protection in** their dealings with national agencies, but weaker or more fragmented protection in their dealings with State systems. Kosrae therefore views **C.B. 24-17** as a useful national model, but believes that there should also be explicit recognition and support for the development of complementary State personal data protection regimes, if and when States choose to adopt them.

7. Proposal for Cooperative Federal Implementation and Capacity Support

Kosrae believes that the long-term success of this legislative package depends on a cooperative federal model. Under such a model, the National Government would focus on setting principles, minimum standards, interoperability requirements and international cooperation arrangements, and on regulating national institutions, while the States would retain clear regulatory and administrative authority over their own systems and services.

In practical terms, Kosrae respectfully proposes that the bills should:

- i. ~~Make clear that national regulatory and enforcement powers~~ are directed at national institutions and matters of national or international concern, and do not automatically extend to State institutions without formal State consent.
- ii. Incorporate statutory language comparable to that used in **C.B. 24-17** to affirm that nothing in the Acts requires a State to adopt particular laws, nor prevents or prohibits a State from adopting its own laws in areas such as data protection, cybersecurity and electronic transactions as they apply to State agencies and purely intrastate activities.
- iii. Reform the governance structures, particularly the National Cybersecurity Committee, to ensure balanced State representation and genuine shared decision-making.
- iv. Establish a formal National–State Cyber and Data Governance Council or strengthen existing committee mandates to provide a structured forum for

ongoing consultation, joint policy development and coordination across cybersecurity, electronic transactions, identity, signatures and data protection.

Kosrae also respectfully requests that Congress provide for dedicated and ongoing financial and technical assistance to the States. This should include support for establishing State-level cybersecurity coordination units, developing State-level data protection and digital governance policies, training State officials, upgrading systems to meet agreed standards, and enabling State participation in national trust and identity frameworks where States choose to join them.

8. Conclusion

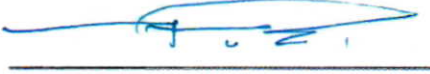
Kosrae reiterates its strong commitment to the national goals of strengthening cybersecurity and protection of critical systems, combatting cybercrime, modernizing electronic transactions and signatures, and safeguarding the personal data and privacy of citizens. The State of Kosrae wishes to be an active and constructive partner in this digital transformation.

At the same time, Kosrae respectfully urges Congress to ensure that these reforms are implemented in a manner that preserves the constitutional balance between the National Government and the States, respects the autonomy of State institutions, avoids imposing unfunded obligations, and supports the development of complementary State frameworks. In this regard, Kosrae commends the drafting approach of **C.B. 24-17**, which expressly limits its application to core national departments and agencies and affirms State freedom to legislate in their own sphere, and encourages Congress to adopt similar clarity in the other bills in this package.

The State of Kosrae stands ready to work collaboratively with Congress and national agencies to refine these important measures and to implement them in a way that benefits all levels of government and all citizens of the Federated States of Micronesia.

We thank Congress for its attention and consideration.

Respectfully submitted,



**The Honorable Tulensa W. Palik
The Governor- Kosrae State**



**The Honorable Semeon Phillip
The Speaker- 13th Legislature
Kosrae State**