

Republic of Palau Office of the President

Tommy E. Remengesau, Jr. *President* P.O. Box 6051, Palau, PW 96940 Tel. (680) 767-2403/2828 Fax. (680) 767-2424/1662 Email: rop.president@palaunet.com

April 17, 2018 Serial No. 18-583

The Honorable Sabino Anastacio Speaker of the House of Delegates 10th Olbiil Era Kelulau Ngerulmud, Palau National Capitol Republic of Palau 96939

Signing Statement Re: HB 10-76-5, HD1 – Conferring on the PEA Regulatory Authority Concerning Power Production, and Implementing Additional Determinations of the 2017 *Energy Summit.*

Dear Speaker Anastacio:

Today is a great day for the Republic of Palau, because today I have the pleasure of signing HB 10-76-5, HD 1, an important national policy measure, into law. I thank you and your colleagues in the Olbiil Era Kelulau not only for passing this bill, but for providing thoughtful amendments that serve to further secure the energy sector in our Republic.

By amending Chapters 4, 6, and 7 of Title 37 of the Palau National Code, as this bill does, Palau has taken the first essential step toward meeting its Nationally Determined Contributions under the Paris Agreement. In addition to harmonizing these three chapters, we have also conferred on the Palau Energy Administration the necessary regulatory authority over the PPUC and other energy producers, which was a specific demand of the 2017 Palau Energy Summit and Paris Agreement Implementation Workshop. The Energy Summit's Action Plan, in particular, made clear Palau's need for this legislation.

This bill has seen many hands throughout its short existence, from our own internal experts in the Palau National Energy Committee, to our friends at Earth Justice and our allies in the Sustainable Economic Development Division of the New Zealand Ministry of Foreign Affairs and Trade. The groundwork they laid, along with your many substantive revisions, has made this bill a success. The amendments put forth in the OEK, particularly those defining and clarifying "energy production" and "major business negotiations," have helped secure the specific intent behind the bill.

In order to enter into, and finalize, "major business negotiations," which is now defined to mean those specific negotiations that regard the "transfer of operating or managerial control to a party



other than the PPUC, including Grid Connection Agreement negotiations and Power Purchase Agreement negotiations," the PPUC will need to obtain PEA approval. It must be emphasized that the PEA will not have the ability to enter into contracts for the PPUC; the PEA will only have approval powers over those very limited instances in which the PPUC seeks to transfer "operating or managerial control." As the PEA will be tasked with setting up the approval process, there will no longer be any confusion as to the proper procedures for the PPUC to go through in negotiating and contracting with Independent Power Producers, such as hotels. Furthermore, by clarifying the definition of "major business negotiations," you help us demonstrate to the PPUC that it will maintain sole control over its day-to-day operations; as an easy example of the distinction between operating and regulatory decisions, fuel supply contracts do not need PEA approval, but agreements connecting hotels to the PPUC power grid do.

One notable exception to this is that the PPUC will now need to obtain PEA approval before raising the rates it charges customers. The OEK's amendments clarify this procedure as well. Now, if the PPUC elects to adjust electricity rates, it must notify the PEA of the proposed rate change, and obtain prior approval; if the PEA approves the proposed rate change, the PPUC must comply with the requirements already in place, such as providing notice to the public. With this change, the OEK will no longer need to spend such a disproportionate amount of its time examining PPUC fee changes, although you will unquestionably maintain oversight authority over the PEA and the PPUC, and we hope you continue to exercise that power when appropriate.

It is important to emphasize that in addition to the PPUC maintaining control over its day-to-day functions, the PEA only has regulatory authority over the energy sector. Although the PPUC has expressed concerns over this issue, the bill is clear that the PEA is an energy regulator, not a PPUC regulator. As Section 419 makes clear, the PEA has regulatory authority only over the energy sector. Furthermore, the definition of "major business negotiations" refers only to those negotiations that involve the "transfer of operating or managerial control to a party other than the PPUC." Thus, although I understand and appreciate the PPUC's concerns, this bill simply does not set the PEA up for water or wastewater contract review. I thank the OEK for their intelligent edits in this area, which helps clarify the PEA's status as an energy regulator specifically.

I also thank the OEK for its amendments to the Net-Metering Act, which clarifies the roles of the PEA and the PPUC. Although the PEA will now be responsible for setting regulations that establish a maximum limit for the installed capacity of net metered renewable energy systems connected to the PPUC grid, it will do so with a "view to both accelerating deployment of renewable energy and maintaining the financial viability of the PPUC." To help the PEA maintain this delicate balance, the PPUC will "advise the PEA regarding its current operating conditions and financial viability... [and] provide any recommendations for preferred maximum limit." Your amendments thus strike at the heart of the bill: the PEA and the PPUC must work together in order to succeed.





As your Committee on Energy, Communication & Transportation noted, prior to this act, there was no separate governmental organization that regulated the activities of the PPUC. As we learned in the *Energy Summit*, this is not a viable way to properly ensure sustainable and renewable energy security. Regulation and appropriate oversight are needed. Accordingly, as the *Summit* concluded, the PEA will now assume regulatory authority over all energy producers, including the PPUC. As your Committee explained, "conferring regulatory authority over the energy sector to the Palau Energy Administration will enhance the accountability of the energy sector and focus the efforts of PPUC on consistent, high-quality service and accessibility."

Furthermore, as the Senate's Standing Committee on Youth and Social Welfare noted, one of the purposes of the *Summit*, and therefore of this bill as well, "was to accelerate Palau's transition to clean energy to ensure the nation's security and resilience to climate change." The Senate's speedy passage of this bill, while concurring with "the amendments made by the House of Delegates to further clarify and ensure efficient and effective implementation of this Act," shows how strong our national leadership is, and further strengthens Palau's resolve to commit to an accelerated transition to clean energy.

I thank you and your colleagues for your prompt and careful consideration of this piece of legislation. With it, not only will the PPUC and PEA be secure in their future, but the citizens of Palau will also enjoy the benefits of a reformed and more efficient energy sector, with an enhanced potential to attract valuable new partners and investments.

Thank you, again, for your hard work to move Palau into the future.

Sincerely, Tommy F. Remengesau, President of the Republic of Palau



Republic of Palau Office of the President

Tommy E. Remengesau, Jr. *President*

> April 17, 2018 Serial No. 18-583

P.O. Box 6051, Palau, PW 96940 Tel. (680) 767-2403/2828 Fax. (680) 767-2424/1662 Email: rop.president@palaunet.com

The Honorable Hokkons Baules President of the Senate 10th Olbiil Era Kelulau Ngerulmud, Palau National Capitol Republic of Palau 96939

Signing Statement Re: HB 10-76-5, HD1 – Conferring on the PEA Regulatory Authority Concerning Power Production, and Implementing Additional Determinations of the 2017 Energy Summit.

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Thank you, again, for your hard work to move Palau into the future.

Sincerely. esau, Jr. Formv E of the Republic of Palau President



TENTH OLBIIL ERA KELULAU

RPPL NO.

SIXTH REGULAR SESSION

APRIL 2018

HOUSE BILL NO. 10-76-5, HD1

AN ACT

SEE TITLE INSIDE

OFFERED BY AKKKAKKAKK ROP President Tommy E. Remengesau, Jr.

ET AL,

10-23

DATE INTRODUCED January 31, 2018

HOUSE ACTION

FIRST READING: REFERRED TO: STANDING COMMITTEE REPORT NO: DATE ADOPTED: SECOND READING: LEGAL FORMAT: **REVIEW:** THIRD READING: FINAL ACTION:

January 31, 2018 Energy, Communication and Transportation 10-47 March 19, 2018 March 19, 2018 Proper

March 19, 2018 March 20, 2018

SENATE ACTION

FIRST READING: REFERRED TO: STANDING COMMITTEE REPORT NO: DATE ADOPTED: SECOND READING: LEGAL FORMAT: **REVIEW:** THIRD READING: FINAL ACTION:

March 22, 2018 Youth and Social Welfare 10-108 April 5, 2018 April 5, 2018 Proper April 10, 2018 April 11, 2018

CONFERENCE COMMITTEE ACTION DATE: None COMMITTEE REPORT: None

DATE PASSED: Marcello Ngirkelau HOUSE CLERK

None

SENATE CLERK

TENTH OLBIIL ERA KELULAU

Fifth Regular Session, January 2018

RPPL No. <u>10–23</u> (Passed as House Bill No. 10-76-5, HD1)

AN ACT

To amend Chapters 4, 6, and 7 of Title 37 of the Palau National Code conferring on the Palau Energy Administration regulatory authority concerning power production, and to implement additional determinations of the 2017 Palau Energy Summit and Paris Agreement Implementation Workshop.

THE PEOPLE OF PALAU REPRESENTED IN THE OLBIIL ERA KELULAU DO ENACT AS FOLLOWS:

- 1	
1	Section 1. Legislative Findings. As a result of the 2017 Palau Energy Summit
2	and Paris Agreement Implementation Workshop, the OEK acknowledges the need to
3	reconcile three chapters of Title 37 so as to establish the Palau Energy Administration as
4	the regulatory authority in the area of energy production, purchase, and sale.
5	Section 2. <u>Amendment</u> . Chapter 4 of Title 37 of the Palau National Code is
6	amended as follows:
7	"§402. Definitions.
8	In this chapter:
9	(a) "Board of Directors" or "Board" means the Board of Directors of the Palau
10	Public Utilities Corporation.
11	
12	(e) "Energy Production" means the field of activities focused on obtaining energy
13	from natural resources or processes. These activities include the production of energy
14	from conventional, alternative, and renewable sources of energy, and for the recovery
15	and reuse of energy that would otherwise be wasted.
16	(f) "Major business negotiations" means negotiations regarding the transfer of
17	operating or managerial control to a party other than the PPUC, including Grid
18	Connection Agreement negotiations and Power Purchase Agreement negotiations.
19	(g) "Palau Energy Administration" or "PEA" means the Administration as
20	established in Chapter 7 of this Title.
21	(h)
22	(i)
23	(j)
24	§403. Creation of corporation; general provisions.

1	(a) There is created a public corporation, to be called the Palau Public Utilities
2	Corporation (PPUC), which shall operate in the form and manner prescribed by this
3	chapter, and which shall be subject to regulations as promulgated by the Palau Energy
4	Administration.
5	(b) PPUC is exempt from all national and state taxes or fees. However, nothing in
6	this chapter shall exempt employees, suppliers, and independent contractors of PPUC
7	from their tax obligations, and PPUC shall be liable for employees' contributions to the
8	Social Security System, Medical Savings Fund, and the Civil Service Pension Plan of the
9	Republic in a manner provided by law.
10	§404. The PPUC Board of directors; terms, vacancies, quorum and
11	compensation.
12	(a) The affairs of the PPUC shall be directed, and its corporate powers exercised,
13	by a Board of Directors, as regulated by the Palau Energy Administration, per §419.
14	
15	(c) Composition.
16	(1) The Board shall consist of seven (7) voting members that shall be
17	called "Directors," which shall be appointed by the President with the advice and
18	consent of the Senate.
19	(2) Four (4) Board member positions shall be held by individuals in
20	possession of a bachelor degree and with at least two (2) years' experience in electric
21	utilities management, water utility management, waste water management, utility
22	engineering, finance, management, public administration, or law.
23	***
24	§ 406. Chief Executive Officer.
25	(a) The Board shall appoint one (1) person to be the Chief Executive Officer of
26	PPUC and to serve as a non-voting member of the Board. The Board shall use its best
27	efforts to appoint as Chief Executive Officer a person with appropriate training, broad
28	experience and demonstrated ability in the operational, financial, personnel, and other

aspects of managing an electricity, water and waste water services company, or similar installation.

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(c) The Chief Executive Officer shall have, in accordance with the oversight of and policies established by the Board, charge and control of the operation and maintenance of the facilities of the PPUC, and of construction of any additions, modifications in or replacement of any part of such PPUC facilities. The powers of the Chief Executive Officer shall include:

9 (1) To ensure that all rules and regulations of the PPUC, and all rules and
10 regulations governing the PPUC, are enforced;

§ 407. Review of contracts.

...

(a) The Chief Executive Officer and the Board shall ensure that all legal
agreements and contracts are reviewed and approved as to form and legality by an
attorney with responsibility for assisting the PPUC or by the Attorney General, subject to
subsection (b) of this section. For contracts requiring the prior approval of the PEA
pursuant to 37 PNC § 408, 37 PNC § 707, or any other provision of law, the PPUC shall
coordinate with the PEA to ensure timely submission of the contract to the PEA for
review.

(b) If the PPUC transfers any ownership interest or operating control to a private
entity, the Attorney General's Office shall no longer be eligible to review contracts under
this section.

23

§ 408. Review of major business negotiations.

(a) PPUC shall secure approval from the PEA before entering into major
business negotiations. If the PEA grants approval to enter into negotiations, PPUC shall
notify the President of the Republic of Palau and the presiding officers of the Olbiil Era
Kelulau in writing of these negotiations. The PEA shall create regulations establishing

the manner in which prior approval to enter into major business negotiations is reand subsequently granted or denied. (b) PPUC shall submit to PEA for review any contracts that finalize agrees resulting from major business negotiations. Such contracts may not be signed bundess PEA approves the contract. **********************************	eements PPUC
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(1) To generate, acquire, exchange, transport, distribute, mark	
otherwise supply electricity;	et, and
***	et, and
(7) To adopt electricity service regulations to set electrical standard	et, and
power system and any renewable energy systems, subject to approval by the PEA	
4	for the

1 (8) To refuse any substandard connection that does not meet the 2 requirements of subsection (7) above; 3 (9) To propose standards and guidelines for adoption by the Palau Energy 4 Administration, pursuant to applicable regulations, that allow the PPUC to receive 5 energy generated by hotels and other Independent Power Producers into the PPUC electrical grid; and 6 7 (10) To propose for adoption a structure of rates and to implement the rate 8 structure as established by the Palau Energy Administration as in § 704, for its electrical 9 services calculated to ensure that adequate and equitable charges are imposed for its 10 services. 11 . . . 12 § 412. Rates; rate making process; restriction of tariff raises by Palau Public 13 **Utilities Corporation.** (a) The rates set by PPUC for the electricity operations of the Republic that are 14 15 in effect on the effective date of the amendment of this Title shall be the rates of PPUC 16 on the effective date of the amendment of this Title, provided, however, that PPUC shall 17 not increase any tariffs on utilities until after June 30, 2018; PPUC shall also provide a 18 supplemental report to the President of the Republic, the Presiding Officers of the Olbiil 19 Era Kelulau, and the Office of the Public Auditor on or before May 31, 2018. Such 20 report shall include but not be limited to the following: 21 . . . 22 23 (c) Future electricity rates shall be designed on the equitable basis of meeting 24 PPUC's operational costs and recovering the cost of capital of PPUC. Future 25 electricity rates shall be established pursuant to the following procedure: 26 (1) If the Board elects to adjust electricity rates in the Republic, it shall 27 notify the PEA of the proposed rate change and seek prior approval.

(2) If PEA approves the proposed rate change, PPUC shall then comply with the requirements of subsection (f) of this section.

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(e) The Board may propose rates distinguishing between commercial and residential users and preferential rates for individuals or households with low demand or low income. Any proposed rate changes must comply with the procedural requirements of this section. Additionally, any proposed electricity rate changes must be consistent with any applicable PEA rules and regulations.

9 (f) Rate making process. Prior to the proposed adoption of new rates or a new rate
10 structure, the PPUC shall provide not less than thirty (30) calendar days' notice of the
11 proposed action by posting written notice at the President's Office, at the Judiciary
12 Building, all state offices and public bulletin boards on businesses, at least once a week in
13 a newspaper with national circulation, and announced on the radio at least four (4) times
14 daily on ten (10) consecutive business days, within the first twenty-five days after it is
15 posted.

(g) The notice required by subsection (f) shall include all of the following:

(1) The legal authority for the rate change.

(2) A short statement that sets forth the reasons for the rate increase.

(3) The time and place of the public hearing, as required in subsection (h).

(4) Where, when, and how interested persons may present their views on the rate increase.

(h) The Board shall conduct a public hearing at which the views of the public may
be heard. If the public hearing concerns a change in electricity rates, a representative of
the PEA shall also attend.

(i) Only after having complied with the provisions of this Section, including
securing prior approval from the PEA for any electricity rate change, may the PPUC
Board adopt the proposed tariff schedule. All rates and charges must be in the tariff
schedule, and shall be filed at the President's office. The effective date of the rates shall be

1	the day the tariff schedule is filed at the President's office. The new tariff schedule shall
2	also be publicized and be made available to the general public.
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•	§ 415. Prohibition of free or discounted services
	(a) No officer or employee of the Palau Public Utilities Corporation or the Palau
	Energy Administration may receive free utility service, or any discount for such service
	that is not generally available to customers of PPUC.
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	§419. Palau Energy Administration as energy regulator.
	The Palau Energy Administration shall have sole regulatory authority in the area
	of energy production, purchase, and sale, as further established in Chapters 6 and 7 of
	this Act. The PPUC shall have no authority to issue regulations governing energy
	production and any existing regulations governing energy production shall be rendered
	void upon the promulgation of regulations by PEA."
	Section 3. Amendment. Chapter 6 of Title 37 of the Palau National Code is
	amended as follows:
	"§ 603. Metering.
	Consistent with the other provisions of this chapter, electric energy measurement
	for net metering systems shall be calculated in the following manner:
	(a) The PPUC shall measure the net electricity produced or consumed during the
	customer's billing period using either multiple meters or a single meter designed for net
	metering use.
	(c) Where electricity generated by the customer exceeds the electricity supplied
	by the electric company, the customer shall be credited for the excess kilowatt-hours
	generated at the applicable tariff(s) to be adopted by the PEA pursuant to applicable
	regulations, during the billing period with this kilowatt-hour credit shown on the

following month's bill as an offset for kilowatt-hours supplied from the grid for that month.

§ 604. Implementation of this chapter by PPUC.

The PPUC:

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(a) shall develop a standard contract providing for net energy metering, which shall adhere to any applicable rules, guidelines, and regulations set forth by the Palau Energy Administration, and shall, upon request, make this contract available to eligible customer-generators;

9 (b) shall use appropriate technical standards for grid connection of renewable 10 energy systems, pursuant to any applicable rules, guidelines, and regulations set by the Palau Energy Administration, and inspect and provide a license for those renewable 11 energy installations that meet the technical standards developed by PPUC and the other 12 provisions of this Chapter. Issuance of a license shall be solely to show that the PPUC 13 14 has approved the interconnection of the customer's renewable energy system and the 15 PPUC grid and shall not be interpreted to impose liability or approval by the PPUC for any part of the renewable energy system, its design, or its method of implementation. 16 17 The technical standards imposed will be based solely on those necessary to ensure the 18 safety of PPUC personnel and for the maintenance of PPUC power quality. Standards 19 and technical requirements shall be consistent with existing technical practices for 20 similar types of installations in the United States, Australia, or the European Union.

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§ 605. Total capacity.

The PEA shall by regulation establish a maximum limit for the installed capacity of net metered renewable energy systems connected to the PPUC grid for each system of renewable energy technology and for residential and commercial classes. The limit set shall be reviewed every two (2) years by the PEA with a view to both accelerating deployment of renewable energy and maintaining the financial viability of the PPUC, and shall be adjusted as necessary in accordance with changes in renewable energy

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1	technologies and in accordance with the current operating conditions of the PPUC. The
2	PPUC shall advise the PEA regarding its current operating conditions and financial
3	viability during the maximum limit review and shall provide any recommendations for
4	preferred maximum limit.
5	§ 606. Regulations.
6	Within one hundred and eighty (180) days of the effective date of the amendment
7	of this Title, the Palau Energy Administration shall promulgate rules and regulations
8	necessary or appropriate to effectuate the provisions of this chapter. Such regulations
9	shall be exempt from the notice and hearing requirements set forth in 37 PNC § 413(a),
10	and shall be promulgated in accordance with the Administrative Procedures Act, 6 PNC
11	Chapter 1. Such rules and regulations shall have the force and effect of law."
12	Section 4. <u>Amendment</u> . Chapter 7 of Title 37 of the Palau National Code is
13	amended as follows:
14	"§ 703. Definitions.
15	(a) "Central electricity grid" means the electricity infrastructure that is operated
16	by the Palau Public Utilities Corporation for the purpose of supplying electricity to
17	customers in Koror, Babeldaob, Iouldaob, and the outer islands.
18	(b) "Energy Administration" or "Palau Energy Administration" means the key
19	agency within the executive branch of the Government of Palau with responsibility for
20	the regulation of the energy sector.
21	•••
22	§ 704. Energy Administration; establishment, duties and power.
23	(a) There is established an Energy Administration which shall:
24	(1) be a separate entity within the Ministry of Public Infrastructure,
25	Industries and Commerce;
26	(2) be responsible for the proper and effective administration of this Act;
27	(3) report to the Minister on its key regulatory responsibilities; and
28	(4) promulgate standards, rules, or regulations for all matters related to

1	energy production, as defined in Chapter 4, transmission, storage, and sale in the
2	Republic of Palau, such as, but not limited to, establishing:
3	(i) appropriate technical standards for grid connection of
4	renewable-energy systems between the PPUC and any hotel or other
5	Independent Power Producer;
6	(ii) other relevant grid connection standards, such as, but not
7	limited to, procedures that ensure compliance with Sections 707(d) and
8	(e);
9	(iii) rules and rates for net electricity metering, feed-in tariffs,
10	capacity limits, and related rules;
11	(iv) procedures for approving or denying rate changes, and
12	changes to total capacity, proposed by the PPUC;
13	(v) standards related to the sale and purchase of oil, propane, and
14	other fuel sources; and
15	(vi) Minimum requirements for Power Purchase Agreements with
16	hotels and any other Independent Power Producers.
17	(b) The general duties and powers of the Energy Administration are to:
18	(1) monitor all energy-related matters in the Republic and prepare the
19	Palau Annual Energy Report, as specified by Section 706 of this Act;
20	
21	(5) coordinate maintenance contracts for solar-facilities owned by the
22	Government of Palau;
23	(6) regulate and establish electricity and service guidelines, including, but
24	not limited to, those related to net metering, feed-in, and electricity tariff
25	standards, and electrical standards for the power system and any
26	renewable-energy systems; and
27	(7) promulgate additional regulations as necessary to carry out the
28	provisions of this Act.

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(e) Standards, rules, and regulations established in compliance with this section shall be binding on any and all energy producers and generating bodies, including, but not limited to, the PPUC and any hotel or other Independent Power Producer.

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§ 707. Independent Power Producers.

(a) The Energy Administration shall set standards for different categories of renewable-energy providers, and shall provide the information necessary for Independent Power Producers to participate in a solicited or unsolicited process whereby a proposal is made for the development of a renewable-energy project.

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(d) Grid connection with PPUC shall require the approval of the PPUC and the
PEA. Applications for grid connection shall first be reviewed by the PPUC. If the PPUC
approves an application, the PPUC shall submit the application to the Palau Energy
Administration for approval, as required by Section 408(a) of this Title. The PEA shall
approve or deny the application for grid connection and shall respond to PPUC within
forty-five days. PPUC shall communicate the final decision in writing to the applicant
within sixty (60) days of the date PPUC submitted the application to PEA for review.

19 (e) The PPUC may enter into a Grid Connection Agreement and Power Purchase
20 Agreement after securing approval from the PEA as required by Section 408(b) of this
21 Title.

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§ 708. Electricity tariffs.

(a) The Energy Administration shall promulgate regulations under which it will
review and approve or deny the PPUC's proposed electricity tariff schedule and tariff
formula.

27 (b) Any change to the electricity tariff schedule requires approval by the Palau
28 Energy Administration prior to implementation."

RPPL No. 10–23 (Passed as House Bill No. 10-76-5, HD1)

Section 5. <u>Effective Date</u>. These amendments will take effect upon their approval by the President of the Republic, or upon becoming law without such approval.

PASSED: April 23, 2018

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yh APRIL Approved this 1 __, 2018 a H. E. Fommy E. Remengesau, Jr. President of the Republic of Palau