

# Terminal Evaluation

## Oceania

### 1. Outline of the Project

**Country:**

Federated States of Micronesia

**Project title:**

Fisheries Training Project in the Federated States of Micronesia

**Issue/Sector:**

Fisheries

**Cooperation scheme:**

Project-Type Technical Cooperation

**Division in charge:**

Fisheries and Environment Division, Forestry and Natural Environment Department

**Total cost:**

400 million yen

**Period of Cooperation**

1 August 2000 - 31 July 2003  
(R/D) 2 March 2000

**Partner Country's Implementing Organization:**

Fisheries and Maritime Institute (FMI), College of Micronesia (COM)

**Supporting Organization in Japan:**

Ministry of Agriculture, Forestry and Fisheries of Japan (MAFF) (Fisheries Agency)

**Related Cooperation:****1-1 Background of the Project**

Since its independence in 1986, the Federated States of Micronesia (FSM) has been provided with financial assistance called compact money via Compact of Free Association with the United States (US). Currently, the compact money covers approximately 70% of the financial revenue of the Micronesian government, but the Compact of Free Association with the US will terminate in 2001. Therefore, it is an urgent task to assure an alternative financial resource in order to become more self-sufficient as a nation. (At present, it is decided that financial help will continue through Compact Money 2.) FSM, which consists of small islands scattered over a vast ocean area, has scarce natural resources and has had difficulty fostering industry, owing to its geographical conditions, and fishery is one of the few industries that have any realistic possibilities of being developed. The government of Micronesia has recognized the importance of fostering seafarers, and has promoted the industry of commercial fishery (especially tuna fishery) by establishing a public fishery corporation. However, the tuna fishery industry in FSM is operated by licensed foreign vessels at present, and its domestic tuna clippers management has made little progress in increasing the number of Micronesian crew members. Under these circumstances, the Micronesian government made a request to the Japanese government for a project-type technical cooperation on fisheries training to elevate the level of its fishery training center and to promote employment of Micronesians. Based on this request, JICA has started this three-year project in August 2000.

**1-2 Project Overview****(1) Overall Goal**

To develop human resources in the fisheries sector.

**(2) Project Purpose**

To enhance the training system on fishing, navigation and marine engineering of FMI.

**(3) Outputs**

- 1) Facilities and equipment necessary for training at FMI are set up.
- 2) Training curriculum of FMI is developed and supplied.
- 3) Teaching materials for FMI are developed and supplied.
- 4) Instructors of FMI are trained.
- 5) Administrative system of FMI is enhanced.

(4)Input

Japanese Side:

Long-Term Experts 4 Equipment 107 million yen

Short-Term Experts 7 Local Cost 24 million yen

Trainees Received 8

Micronesian side:

Counterparts 12

Land and Facilities training facilities at FMI

Local Cost 203 million yen

## 2. Evaluation Team

### Members of the Evaluation Team

(1) Japanese Side:

Team Leader: Kazuo SUDO, Director, Planning Division, Forestry and Natural Environment Department, JICA

Fishing and Navigation: Eiichi INUI, Former Captain of Training Ship "Koyomaru," National Fisheries University

Fisheries Administration: Ryutaro YAMAMOTO, Deputy Director, Fisheries Infrastructure Department, Fisheries Agency

Evaluation Analysis: Masanori DOI, Executive Director, Item Consulting Co., LTD.

Planning Evaluation: Ryutaro KOBAYASHI, Officer, Fisheries and Environment Division, Forestry and Natural Environment Department, JICA

(2) Micronesian side:

Sebastian Anefal, Secretary, the Department of Economic Affairs

Lorin Robert, Deputy Secretary, The Department of Foreign Affairs

Weiner Haddley, Assistant Secretary, The Department of Transportation, Communication & Infrastructure

Joe Habuchimai, Lieutenant Governor, Yap State

Valentin Martinn, Marine Resources Conservation and Management Officer, The Department of Economic and Affairs

Michael Tatum, President, College of Micronesia

### Period of Evaluation

28 January 2003 - 14  
February 2003

### Type of Evaluation:

Terminal Evaluation

## 3. Results of Evaluation

### 3-1 Summary of Evaluation Results

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#### (1) Relevance

The Fisheries Policy of FSM (1997) indicated the direction of manpower development in the fishery sector. Therefore, the overall goal of the project is consistent with the policy of FMS. The overall goal is also in line with the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW) regulation 98, the establishment of training system for seafarers. As the only training institute in fisheries, navigation and marine engineering in Micronesia, FMI is expected to contribute to the realization of the national fisheries policy. JICA's cooperation plan for Micronesia places high priority on the development of fishery and maritime sectors. Therefore, the project is also consistent with the cooperation policy of the government of Japan. The counterparts and relevant persons in the fishery and maritime sectors acknowledge comparative advantage of Japan's techniques. Judging from the above, the project has high relevance.

#### (2) Effectiveness

The project has developed a training system for FMI and has enhanced the managing capability of the counterparts and instructors for training and practices. The developed course curriculum, textbooks, manuals and training equipment were suitable for FMI students. Therefore, the project is judged to have been effective. Most of the facilities and training equipment

procured by the project has been properly utilized. Also, with the efforts of FMI to find recipient vessels for sea service, students and graduates had more opportunities to receive practical training on board. Judging from the above factors, the activities and outputs of the project have been effectively contributed to accomplishment of the project purpose.

### (3) Efficiency

Series of inputs from both Japanese and FSM sides contributed properly and efficiently to the outputs of the project. The timing of inputs, contents of training for the counterparts in Japan, the contents of procured equipment and counterparts' ability to utilize it, and technical knowledge of the Japanese experts were all appropriate.

### (4) Impact

It is still premature to make a quantitative evaluation, but the project has contributed to accomplishing the overall goal to a certain extent, and the personnel in the fisheries sectors have been fostered. The outboard motor workshops held twice for the local fishermen of Yap were well received, and will be held several more times. These are considered a positive impact of the project. FSM-Palau joint fire fighting and rescue training was held at FMI in August 2002, utilizing the fire fighting facilities of FMI. There has been no negative impact on the environment or community observed.

### (5) Sustainability

Institutional sustainability of COM-FMI is confirmed through the FMS STCW regulations (1999) and the memorandum of understanding (MOU) between the government of FMS and COM. It seems that the activities of FMI would continue in good shape, without serious financial difficulty to cover the running costs.

Counterpart instructors have improved their knowledge and teaching skills, although some lack of confidence was observed among them about holding the CL5 course. All the present counterparts have the intentions of working continuously at FMI, and FMI had a plan to increase its staff continuously by hiring assistant instructors (contract employees) in the future. Judging from above, FMI has had a certain level of sustainability, even after the completion of the project.

## **3-2 Factors that Promoted the Realization of Effects**

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### (1) Factors Concerning the Planning

The scope of the project, consistent with the policies of FSM, made it possible for the management of FMI to be organized smoothly in a short time.

Workshops, which met the needs of the local fishermen, improved the knowledge and skills of coastal fishermen.

### (2) Factors Concerning the Implementation Process

As the project established courses to fit the capabilities of FMI students, few students dropped out, and students were able to graduate with solid abilities.

## **3-3 Factors that Impeded the Realization of Effects**

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(1) Factors Concerning the Planning·In the beginning of the project, the target was not clearly defined as to whether to target fishermen or seamen, which resulted in related personnel having different understanding of the project.

(2) Factors Concerning the Implementation Process ·Lack of communication and coordination between the JICA head office and the project team resulted in the related personnel having different understanding regarding the implementation process.

Because the training boat was damaged by a typhoon, it was difficult to carry out the training curriculum using a boat.

## **3-4 Conclusion**

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The qualities of ESS/BSS (a course for sailing safety), CL6 (a preparatory course for CL5) and MPR (a course for fishermen) held by the counterparts have steadily improved since the start of the project in 2000. Although much effort should be made to prepare for the CL5 courses by the end of the project in July 2003, the project purpose is expected to be satisfactorily attained. Workshops for local fishermen were carried out apart from above-mentioned courses. Those workshops contributed much to the improvement of knowledge and skills of fishermen, as well as upgrading teaching ability of the counterpart instructors. The results of those workshops were observed as positive impacts of the project toward the development of human resources in the concerned sector.

## **3-5 Recommendations**

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(1) Much more efforts should be made to complete the training curricula and teaching materials of Class5 before the project ends in July 2003. Through such work, the counterpart instructors of FMI are expected to have firm confidence in giving lectures in Class5.

(2) It was observed that more technical cooperation in the fields of fishing and Class5 would be required in order for FMI to further contribute to developing human resources in the fisheries sector, though it appears that the project will be able to attain the project purpose to a satisfactory level by the end of the project period.

(3) FMI and COM should make the utmost efforts to obtain an appropriate amount of funds required to run their various training courses. They should also improve their administrative procedures to disburse funds in due course for the smooth implementation of FMI activities.

(4) The conducting of "Outboard Engine Workshops" and "Local Fisherman's Workshops" was much appreciated by the participants, because those workshops satisfied their technical needs. Such workshops should be organized regularly in the future.

(5) The new issuance system of seaman's certificate should be finalized at the earliest time in regard to FSM STCW regulations 98.

(6) As the sea service is required for candidate seafarers to qualify for registered seamen, recipient vessels for the sea service training have to be always made available.

(7) Training equipment and materials would have to be properly used and maintained by means of record keeping and designation of staff responsible for the management of those training apparatuses.

### **3- 6 Lessons Learned**

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(1) The project failed to clearly define the focus of the training at the planning stage-whether to target seafarers (fishermen) or general seamen (navigators). Though some parts of the inputs could be utilized for both of them, the gap was actually very wide. The project implemented activities that targeted both of them. As a result, it took time to have a common understanding regarding the details of the activities between the supporting side in Japan and the project implementation side. The target should have been clearly defined before the commencement of the project.

(2) It was often observed that important information was not communicated well to the concerned persons, including the above-mentioned issues. The communication system should be enhanced between the local office and the head office, and between the head office and supporting committee in Japan.

(3) As the textbooks and teaching guidelines for fostering seamen organized by the project were in line with the STCW regulation, they could be utilized in providing cooperation in other similar sectors. Therefore, it is favorable to make use of them in other JICA cooperation schemes.

### **7. Follow-Up Situation**

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N/A.