

## Summary of Evaluation

<b>1. Outline of the Project</b>	
<b>Country:</b> Federated States of Micronesia (FSM)	<b>Project Title:</b> Fisheries Training Project
<b>Issue / Sector:</b> Fisheries Development	<b>Cooperation Scheme:</b> Technical Cooperation Project
<b>Division In Charge:</b> Fisheries and Environment Division, Forest and Natural Environment Department	<b>Total Cost:</b> 440 million yen (the main and the follow-up phases)
<b>Period of Cooperation</b>	Main phase August 1, 2000 to July 31, 2003
	Follow-up phase August 1, 2003 to January 31, 2006
	<b>Implementing Organization in FSM</b> Fisheries and Maritime Institute, College of Micronesia
	<b>Supporting Organizations in Japan</b> Ministry of Agriculture, Forestry and Fisheries, Fisheries Agency
<b>1-1 Background of the Project</b>	
<p>Federated States of Micronesia (FSM), which consists of small islands scattered over a vast ocean area and has scarce natural resources, therefore, it has had difficulties in fostering any industries in the country. Owing to its geographical conditions, fishery is one of the few industries that have any realistic potential. The government of Micronesia has recognized this importance, and tried to promote the commercial fishery (especially tuna fishery) by establishing a public fishery corporation and supporting private companies.</p> <p>The tuna fishery industry in FSM is operated by licensed foreign vessels, and its domestic tuna clippers management 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 enhance the capacity of its fishery training center.</p> <p>Responding to the official request from FSM, Japanese government conducted a 3-years technical cooperation from August 2000 to July 2003. The terminal evaluation of the project concluded that the project had almost attained the planned objective, and suggested that the continuation of supports for establishment of advanced courses and training of instructors were necessary. Therefore, the project period was extended for 2.5 years between August 2003 and January 2006.</p>	
<b>1-2 Overview of the Project</b>	
(1) Overall Goal	
Human resources in the fisheries sector are developed.	
(2) Project Purpose	
Training system of fishing, navigation and marine engineering of FMI is enhanced.	
(3) Outputs	
<ol style="list-style-type: none"> <li>1. Facility and equipment necessary for trainings at FMI are set up.</li> <li>2. Training curricula of FMI are developed and supplied.</li> <li>3. Teaching materials for FMI are developed and supplied.</li> <li>4. Instructors of FMI are trained.</li> <li>5. Administrative FMI is enhanced.</li> </ol>	

<b>(4) Inputs</b>	
<p><b>Main phase</b></p> <p>Japan side</p> <ul style="list-style-type: none"> <li>- Dispatch of experts: long-term 4 persons, short-term 7 persons</li> <li>- Provision of equipments and facilities: 107 million yen</li> <li>- Local cost: 24 million yen</li> <li>- Acceptance of trainees: 8 persons</li> </ul> <p>FSM side</p> <ul style="list-style-type: none"> <li>- Counterpart: 12 persons</li> <li>- Facility and land: FMI training facilities</li> <li>- Local cost: 203 million yen</li> </ul>	<p><b>Follow-up phase</b></p> <p>Japan side</p> <ul style="list-style-type: none"> <li>- Dispatch of experts: long-term 1 person, short-term 5 persons</li> <li>- Provision of equipments: non</li> <li>- Local cost: 7 million yen</li> <li>- Acceptance of trainees: 1 person</li> </ul> <p>FSM side</p> <ul style="list-style-type: none"> <li>- Counterpart: 10 persons</li> <li>- Facility and land: FMI training facilities</li> <li>- Local cost: 200 million yen</li> </ul>

**2. Evaluation Team**

<b>Evaluator</b>	Mitsuo Iinuma: Consultant, IC Net Limited	
<b>Field Study Period</b>	March 15 to April 5, 2009	<b>Type of Evaluation:</b> Ex-Post Evaluation

**3. Achievement after the Completion of the Project**

**3-1 Achievement of Project Purpose**

In August 2003, FMI started its reorganized training program. The 2-years training program consists of 4 components, including Shipboard Safety and Basic Shipboard Safety (ESS/BSS), Watching Keeping Rate and Multi-Purpose Rate (WKR/MPR), Class 6 (CL6) and Class (CL5). After the completion of the project, FMI has accepted 10 – 20 new students every year. Until the time of this ex-post evaluation, FMI has successfully carried out the training program without any interruption.

**3-2 Achievement of Overall Goal**

- Since FMI started the 2-years training program in 2003, most of the students has completed the course. 9 to 19 students have graduated from FMI every year.
- Because that most of the FMI graduates had difficulties of getting opportunity to have one-year onboard experience, few graduates could apply for the seamen licenses of master and engineer.
- Among all the FMI graduates of the 2-years training program, only 40 % of them (27 persons) are currently engaged in actual masters and engineers. 30 % of them (21 persons) are jobless or unknown.

**3-3 Measures Taken Regarding to the Recommendations of the Terminal Evaluation**

Continuing management of facilities and equipments, allocation of human resources and budget.	The training facilities and equipments provided by the project are well maintained and used. Three ex-counterpart instructors have resigned or taken sick leaves, but other three instructors still remain working for FMI continually. After the completion of the project, the staff members and necessary budget have been sufficiently allocated to FMI.
Implementing the seminars for local fishers and fishers' women.	Because the budget for the seminars was not allocated, no seminars have been held after the completion of project.

Increasing the opportunity of onboard training.	FMI students had an opportunity of the onboard training on the ferryboat of Yap state. Moreover, FMI has tried to make an arrangement for another onboard practice opportunity on fishing vessels of Yap Fisheries Authority.
Exploring other maritime organizations to accept onboard trainings for FMI graduates.	Due to the interruption of the state ferryboat operation, the opportunity of onboard trainings for FMI graduates has drastically reduced. FMI started discussion with Kyowa Liner Co. through a local shipping agency on acceptance of FMI graduates for onboard trainings.
Establishing the issuing system of seamen licenses on STCW.	The issuing system of seamen licenses in Ministry of Transportation has not cooperated or coordinated with the FMI training program. Therefore, the completion of the FMI training program doesn't give any advantages for acquisition of the seamen licenses.

#### **4. Result of the Evaluation**

##### **4-1 Summary of the Evaluation Result**

###### **(1) Confirmation of Relevance**

The project objective fits to the strategic development plan of the third FSM Economic Summit, and has consistency with the requirement of STCW (International Convention on Standards of Training, Certification and Watchkeeping for Seafarers). However, because of the bankruptcy of local fisheries corporations and companies, and the breakdown and operational interruption of governmental ferryboats, the domestic demand of seamen employment touched bottom. Most of the FMI graduates faced serious difficulties to obtain seamen job opportunities. Therefore, even though high relevance to the local development policy and system is recognized, the necessity of domestic seamen supply was lost in the end.

###### **(2) Confirmation of Effectiveness**

Because the project activities established the management system and the curricula of FMI training programs, the project purpose was attained as planned. The education of instructors, the development of training materials, and the arrangement of training equipments and facilities contributed to achieve the project purpose. Therefore, the effectiveness of the project is satisfactory.

###### **(3) Confirmation of Efficiency**

The fields of expertise and dispatch timing of the Japanese experts were appropriate. The training equipments and facilities provided by the project are well maintained and effectively used for the training. The technical trainings in Japan also contributed to improve the instruction skills of the counterparts. Therefore, the efficiency of the project is satisfactory.

###### **(4) Impact**

40 % of the FMI graduates of the year 2003 to 2008 are currently engaged in seamen positions. However, their number is only 27 persons. Since the completion of the project, FMI graduates have more and more difficulties to get seamen job positions, therefore, the training program of FMI is not leading to the expected outcome at present. Due to the decrease of opportunity of onboard trainings, the FMI graduates also have

difficulties of acquisition of seamen licenses.

Even though the technical advices to local fishers at workshops showed some effect, those activities have not led them to their livelihood improvement. FMI graduates and students have high satisfaction to FMI training courses, and some of them hope to take more advance level course in future.

Given these social and economic situations, the supply of trained seamen by FMI has not made significant impacts after the completion of the project.

#### (5) Sustainability

FMI makes efforts to hold the training courses continuously, in spite of minor communication problems in FMI staffs and instructors. Comparing to other campuses of Collage of Micronesia (COM), the number of staffs per student in FMI is higher, and FMI has been allocated a sufficient budget for the training management every year. Many ex-counterparts still remain teaching in FMI, and the skills and techniques transferred by the Japanese experts seem to be shared by current staff members. Therefore, the sustainability of the training program management is currently secured. However, if the employment demand of domestic seamen positions is depressed continuously, it may be possible that FMI would reconsider these preferential treatments to FMI in future.

### **4-2 Promoting Factors**

#### (1) Promoting factors for Impact

Any promoting factor was not identified.

#### (2) Promoting factors for Sustainability

FMI instructors have participated in regional instructor trainings to learn new knowledge and skills.

### **4-3 Disturbing Factors**

#### (1) Disturbing factors for Impact

- In comparison with foreign crews such as Chinese and Indonesian, Micronesian crews' working skills and moral are regarded as lower in general. Therefore, most foreign fishing or merchant vessels do not intend to hire Micronesians.
- Due to protection of domestic seamen policy by the United State, American vessels cannot recruit non-American crew. This makes the possibility of Micronesian to get jobs narrower.
- Because there was no clear justification for the support and education of local fishers by FMI, FSM government has not allocated budget for the local fishers' workshops of FMI.
- Because some FMI students do not have enough basic abilities of English and Mathematics, some of the students do not fully understand the contents of the training.

#### (2) Disturbing factors for Sustainability

- After two ex-counterpart instructors in charge of fishing techniques resigned, a young instructor graduated from FMI, with less skilled and experienced, succeeds to the instruction of fishing techniques.
- Because an officer in charge of recruitment and employment works in the COM national campus in Phonpei, it is hard to make smooth communication between the FMI student service office and the

recruitment officer.

#### **4-4 Conclusion**

Because the training program is well established and properly managed without any interruptions every year, the project purpose of the technical cooperation has been achieved. However, due to the depression in the domestic fishery sector, the number of FMI graduates working as seamen at the time of this evaluation is not large. Especially, the latest situation of domestic seaman employment is very severe. After the completion of the project, FMI has received sufficient personnel and budget to operate the training courses; however, the long-term depression of domestic seamen demand may lead to reconsideration of the preferential treatment to FMI.

#### **4-5 Recommendation**

- (1) Improvement of training courses appropriate for current employment situation:

In order to respond to the future demand of seamen employment, FMI should consider a course for advanced level of training with a smaller number of students. Establishment of partnership with foreign colleges to open a possibility to give top level education to the students is also worth considering.

- (2) Establishment of a system to link the training program with the seamen license regulation:

FMI should consider a training program including an implementation of onboard training and an acquisition of seamen licenses, so that FMI students can obtain seamen licenses smoothly in the program.

- (3) Creation of the opportunities of onboard trainings for FMI graduates:

Because FMI graduates cannot obtain enough onboard experience, FMI should establish support programs, such as a loan scheme, for FMI graduates to take onboard trainings smoothly on foreign fishing or merchant vessels as well as domestic vessels.

#### **4-6 Lesson Learned**

- (1) Proper estimation of employment demand in the target sector:

For a technical cooperation for vocational education, employment of the trained students is the main route towards the expected outcome of the project. Therefore, estimation of future employment demand for target sector should be carefully executed.

- (2) Establishment of vocational education programs combined with the arrangement of license system:

It is important that the technical cooperation for vocational education has a clear linkage with the relevant license system. Therefore, the technical cooperation project should include support for system arrangement between the education and vocational licensing.