



THE FEDERATED STATES OF MICRONESIA

FIVE YEAR REVIEW OF THE MAURITIUS STRATEGY FOR THE FURTHER IMPLEMENTATION OF THE PROGRAMME OF ACTION FOR THE SUSTAINABLE DEVELOPMENT OF SMALL ISLAND DEVELOPING STATES- THE CASE OF THE FSM

Federated States of Micronesia



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This review would not have been possible without the assistance of our FSM colleagues and partners- whom I sincerely thanked for taking the time to meet with me individually or as a group- and for the provision of information provided that facilitated this review. My utmost appreciations to Secretary Francis Itimai and his Staff of the Department of Transport, Communication and Infrastructure, Secretary of Education Mr. Casiano Shoniber Acting Secretary Marion Henry and his staff of R&D, Director Fabian Nimea of SBOC, Director Andrew Yatilman of the OEEM and his staff. They were indeed very helpful and supportive of the review through necessary responses provided and to my requests for information. There were numerous FSM colleagues that were consulted for their views and equally contributed to the outcome of this assessment. I am truly thankful.

The timing of the review could not have been better and timely given the emerging challenges at hand facing SIDS, including the FSM. The actual writing of the report took longer than expected not because of unforeseen hiccups on my part but more so in finding time out of my busy schedule at SPC Regional Office North Pacific (FSM) to put the review assessment together.

I am therefore very grateful to UNESCAP and in particular the EPOC Sub-regional Office in Suva, Fiji Islands for their support and guidance towards this 5 year review and assessment relating to the FSM's commitments towards the Mauritius Strategy. All document sources used are fully cited and acknowledged. Any errors that may arise in the assessment report are entirely mine.

Kalaghan (Thank You- In Pohnpeian Language).

ABBREVIATIONS

ADB- Asian Development Bank
CSP- Conservation Society of Pohnpei
FSM- Federated States of Micronesia
IFP- Island Food Community of Pohnpei.
MC- Micronesian Challenge
MCT- Micronesian Conservation Trust
MDG- Millennium Development Goals
NGO- Non governmental organization
OEEM- Office of Environment and Emergency Management
PIC- Pacific Island Countries
SBOC- Office of Statistics, Budget & Economic Management, Overseas Development
R&D- Department of Resources & Development
SDP- Strategic Development Plan for the FSM, 2004-2023
SPC- Secretariat of the Pacific Community
SPREP- Secretariat of the Pacific Regional Environment Programme
SD- Sustainable Development
SD Council- FSM President's Council on Environmental Management and Sustainable Development (or commonly known as the SD Council) chaired by the Vice-President of the FSM.
TNC- The Nature Conservancy
UN- United Nations
UNDP- United Nations Development Programme
UNESCAP- UN Economic and Social Commission for Asia and Pacific based in Bangkok, Thailand.
EPOC- ESCAP Pacific Operations Centre based in Suva, Fiji.
USA- United States of America

EXECUTIVE SUMMARY

1. The review follows the key sectoral areas identified in the Mauritius Strategy for Implementation of the Programme of Action for SIDS. Additionally, there are emerging and cross-cutting issues not identified in the MSI and are captured in this review. These include health, youth and gender issues that no doubt are important as they lend support to the identification of issues that poses challenges to the sustainable development of the FSM. It is imperative that these issues are well understood by the UN and the international community for effective support and implementations to the FSM in their implementations of the Mauritius Strategy.
2. The FSM Review was holistic and broad covering government and non-government sectors, including civil society. A clear message evident from the consultations is the urgency to address the challenges the FSM is facing through - a holistic and sustainable integrated policy responses consistent with the spirit and object of the MSI. Moreover, the review helps to identify sustainable policy responses and measures that would empower the government and people of FSM to tackle these challenges head on a sustainable manner. For instance- discussing security as an independent threat from terrorism alone at the cost of looming threats imposed by constraints related to food, water, shelter and so forth is far short sightedness. Therefore, a sustainable and integrated approach is required with clear identifications of resources and the means to sustain it into a longer term timeframe is required.
3. The FSM was not immune from the 2008/2009 financial crises which realized a net loss of earnings by some \$23m in its FSM Compact Trust Fund (SBOC). This is significant loss considering the smallness in size of the FSM economy and the investment efforts they have placed into this Trust Fund in the last many years since becoming a nation of its own. At the same time, remittances have declined enormously thus affecting family incomes on which relatives living in the US mainland, Hawaii and Guam are dependent for their income supplementations.
4. Institutional arrangements and re-organizations, creation of a supportive legislative framework, formulations of conducive macroeconomic policies and creation of an investment environment are measures the FSM national government are continuously embarking upon to better respond to sustainable development challenges they face. This is also pivotal as it provides the framework for sourcing available international assistance so as to grow the domestic economy as well as meeting its sustainable development goals, including the MSI. Pacific regional organizations and UN agencies and other international organisations continued to provide assistance to FSM by virtue of its membership and these could be better coordinated and harmonized for enhanced synergies and improved development impacts through their presence in the Micronesian region exemplified by the setting up of the SPC North Pacific Regional Office in Pohnpei, FSM in January 2006.
5. The FSM is finalizing its draft MDG Report and now doing the assessment and educating the populace to understand what these means and at the same time integrate it with the

SDP and other SD Plans. Consultations with the States were undertaken recently through workshops and trainings, with the bold objective of educating them on the role they can play in contributing to the attainment of the MDGs.

6. The Progress of the Compact Review- under the Amended Compact with the US Congress is taking shape. A new requirement to assess the status and progress of implementations has been built in. In response to this requirement, the FSM national government established a local Compact Review Committee to undertake its own independent review focusing on the six sectors that are being funded by the US under the Compact. A draft report covering the first 5 years of the Compact have been completed and the document would be finalized soon. The idea of the review is to adjust the overall assistance received by aligning the objective of the COMPACT to address economic, environmental and social imperatives through a coherent and sustainable approach.
7. As a member of the UN, the FSM has produced numerous policy documents as part of its obligations and contributions to the 2002 World Summit on Sustainable Development and the Johannesburg Plan of Implementation (JPOI), the Ten-year review of the Barbados Programme of Action and the International Meeting (IM) in Mauritius, as well as other various multilateral environmental agreements such as the UNCCD, CBD, Montreal Protocol, Basel, Ramsar, etc. High level delegations from the FSM participated in the Mauritius International Meeting held in Port Louis, Mauritius in January 2005.
8. Against this backdrop, the review followed the format of key sectoral areas identified in the Mauritius Strategy for Implementation of the Programme of Action for SIDS followed by the emerging and cross-cutting issues not identified in the MSI. All these issues are important to consider as they lend support to the identification of causation of factors imposing huge sustainable development challenges to the FSM. Then only it would be well understood and addressed by the UN and the international community.
9. It is also evident from the review that for sustainable development to progress and occur in the FSM in a sustainable manner, its sustainable development priorities must be mainstreamed into planning and the National Sustainable Development Strategy document and consistent with the MSI principles and understanding. Furthermore, the FSM national government has to be firm on its approach towards tackling these sustainable development challenges. A recent executive decision by President Emmanuel Mori in tackling these challenges, particularly on addressing climate change is quite exemplary in this regard. Dated January 20 2010, President Mori issued an Executive Decision through a Memorandum calling for the implementation of the FSM Nationwide Climate Change Policy by mainstreaming and integrating climate change issues into other sector policies, strategies and action plans. Also noted is a recent decision to reinvigorate the 1995 President's Council on Environmental Management and Sustainable Development or Sustainable Development Committee chaired by the Vice-President of the FSM to better coordinate policy responses and resources flows towards sustainable development issues. Such bold initiatives do demonstrate the level of commitments the FSM have in place in addressing threats they face by climate change

and other environmental threats in a sustainable manner. These are further elaborated in the document under the discussion on climate change.

10. Finally, I would like to place on record my appreciation to all FSM senior officials and counterparts for the assistance rendered to me, through consultations during the festive period in early January and for the provision of useful information that enabled me to put this review report together. (Refer to list attached).

SECTION 1: PROJECT BACKGROUND AND FSM OVERVIEW

FIVE YEAR REVIEW OF THE IMPLEMENTATION OF THE MAURITIUS STRATEGY FOR THE FURTHER IMPLEMENTATION OF THE PROGRAMME OF ACTION OF SMALL ISLAND DEVELOPING STATES- THE CASE OF THE FSM:

1.1 The UN General Assembly Resolution 63/213 (February 2009) entitled “Follow-up to and Implementation of the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States, reaffirmed the General Assembly decision 62/191 to “review progress made in addressing the vulnerabilities of small island developing States through the implementation of the Mauritius Strategy for Implementation (MSI) at the sixty-fifth session of the General Assembly”. Resolution 63/213 stressed **“that the review should provide the international community with an opportunity to conduct an assessment of the progress made, lessons learned and constraints encountered in the implementation of the MSI and agree on what needs to be done to further address the vulnerabilities of SIDS.”**

1.2 The MSI acknowledges that sustainable development is primarily a national responsibility, but for SIDS to succeed, given their acknowledged vulnerabilities, the Rio Principles, including, inter alia, the principle of common but differentiated responsibilities as set out in principle 7 of the Rio Declaration on Environment and Development, must be given specific expression for SIDS. As outlined in paragraph 6 of the MSI, SIDS are committed to promoting sustainable development, eradicating poverty and improving the livelihoods of their peoples by the implementation of strategies that build resilience and capacity to address their unique and particular vulnerabilities. It is crucial therefore, that any forward looking assessments of progress in addressing vulnerabilities of SIDS need to build upon national level assessments, in order to inform the development of further concrete projects and programmes for the implementation of the MSI. The implementation of the MSI at the national level is ultimately manifested in national sustainable development strategies (NSDS) or equivalent. Therefore, for the purpose of this five year review, two official documents are important guides and sources of information to this process namely;

- i. The implementations of the FSM Strategic Development Plan 2004-2023;
- ii. The FSM National Assessment Report of June 2006; and,
- iii. All other sector Strategic Development Plans, documents, presentations, etc. that are available to me during the course of the review.

1.3 In accordance with the relevant General Assembly resolutions above, the overall objective of the National Assessment Report (NAR) is to gather national level information, as the basis for a review of progress made in addressing the vulnerabilities of SIDS through the implementation of the MSI, at the five-year mark after its adoption in Mauritius in 2005. These NARs are synthesized at the regional level and supplemented by Assessment Reports prepared by SIDS regional intergovernmental organizations and international agencies focusing on assessing the support they provide to SIDS in implementation of, and as called for, in the MSI.

1.4 The FSM completed its first National Assessment Report in June 2006 prepared by Mr. Fabian Sitan Nimea for UNDESA. While focusing on an assessment of the implementation of the SDP and other sectoral and macro level policies and strategies, it recommended that a focused and committed approach is required in order to fully embrace the principles of sustainable development. Some of the ten (10) key strategies recommended in the 2006 NARs will be re-visited in this assessment as a means of strengthening future policy formulations and implementations.

1.5 This review was undertaken in the month of January 2010. Some preparatory work was done in late December 2009. Consultations and face to face meetings with senior officials of the FSM government were undertaken in the first and second weeks of January 2010. Their availabilities for meetings at such short notice is greatly appreciated. I am grateful to all for the support and advice rendered to me during the review process.

A Brief Overview of the Federated States of Micronesia (FSM)-

1.6 A brief overview of the Federated States of Micronesia (FSM) is useful for this assessment in order to provide some perspectives of the geography and political structure of the FSM to the intended users of this document. And for this purpose, I will use an apt summary provided by Dr. Michael R. Ogden of the University of Hawai'i at Manoa. The FSM is a small developing country with a total national population of 108,490 scattered over some 607 widely dispersed islands in the Caroline archipelago which lies in a broad east-west swath across 965,250 square miles of the western Pacific Ocean north of the equator and about 2,500 miles south-west from Hawaii. The FSM is a constitutional federation incorporating four states (from east to west); Kosrae, Pohnpei, Chuuk (formerly Truk) and Yap. Refer to the map on the right.



1.7 As a political entity distinct from the United Nations Trust Territory of the Pacific Islands, the Federated States of Micronesia did not exist until 12 July 1978 when voters in the four districts that would become the states of the FSM ratified their constitution. Following national elections, the present structure of national and state governments was installed and the Constitution took effect on 10 May 1979. In 1982, the government of the FSM and the government of the United States executed a compact of free association which, following a local plebiscite in 1983, came into effect in 1986 when then U.S. President Reagan signed the Compact -- the trusteeship which had existed since 1947 was then declared terminated. "Official" termination of the trusteeship over the FSM by the United Nations Security Council did not take place until 22 December 1990. Less than one year later, on 17 September 1991, the FSM became a full member of the United Nations. Under the existing compact of free association, the U.S. retains certain defense obligations and access rights in exchange for financial grants to the FSM. The compact has an initial life-span of 15 years and is renewable.

1.8 The FSM has three levels of government: national, state and municipal. In addition, traditional governance continues to play a major role. Both state and national political leaders are elected by popular vote consisting of all citizens 18 year and older. Under its federal political system, the national government exercises certain powers expressly delegated to it by the constitution as well as powers which are of such an indisputably national character as to be beyond the power of a state to control. Notable among these is the exclusive power of the national government to conduct foreign relations, which includes relations with the United States. The national government is headed by a President and a Vice President who are elected for four-year terms from among the National Congress.

1.9 The four states of the FSM have a great deal of control over their internal governance, including the power to make external contracts. State governments are also divided into executive, legislative and judicial branches. The state executive branch is headed by a governor and a lieutenant governor elected by popular vote for four-year terms. Each state also has executive agencies performing a variety of functions, including resource and development, health, education, public safety, public works, public affairs, finance, planning and budget, and personnel. The elected state legislatures, like the National Congress, are unicameral. All four states have their own state supreme courts.

1.10 Economic activity of the Federated States of Micronesia consists primarily of subsistence farming and fishing. The islands have few mineral deposits worth exploiting, except for high-grade phosphate. Long line tuna fishing is also viable with foreign vessels operated in the 1990s. The potential for a tourist industry exists, but the remoteness of the location and a lack of adequate facilities hinder development. Financial assistance from the US is the primary source of revenue, with the US pledged to spend \$1.3 billion in the islands in 1986–2001. Geographical isolation and a poorly developed infrastructure are major impediments to long-term growth.

1.11 In recent years, FSM has earned between 18 and 24 million dollars annually from licensing fees paid by foreign vessels fishing for tuna in the country's exclusive economic zone. Some locally-owned fishing operations and on-shore processing have also been initiated, along with farming of giant clams and other marine products.

1.12 Tourism activity has seen a significant increase in recent years. A number of new, small hotels have opened in Pohnpei, Yap and Kosrae, including facilities for diving and other tourist activities. However, large-scale investment in this sector is constrained by limitations in air transportation, land-use issues and competition with other island countries that are closer to major tourist markets.

1.13 In spite of growing private sector activity, FSM's external transactions continue to be characterised by a heavy and increasing reliance on imports without a comparable increase in exports. In 2004, the country had a negative trade balance of more than 130 million dollars. The total value of exports, including tourism, is only around 10 per cent of the value of imports. The Amended Compact of Free Association with the US, signed in 2004, guarantees the country millions of dollars in annual aid – but at a reduced level compared with the original Compact – and establishes a trust fund to which the US and FSM make annual contributions, with the aim of providing annual payouts in perpetuity after 2023. In summary, the country's medium-term

economic outlook appears fragile, due not only to the reduction in US assistance but, also, the current slow growth of the private sector.

1.14 Over the years, agriculture's socio-cultural role as a safety net for the disadvantaged has greatly diminished. Inequality of income and the incidence of families with incomes below the poverty line are among the highest in the Pacific region. The poorest quintile of households, most of whom are engaged in subsistence agriculture, receives just 3.6 percent of household income, while the highest receive 55.5 percent. Poverty and hardship are concerns in FSM. While about 92% of the population aged 10 years and over were reported literate in the 2000 Census, FSM has, in general, made limited progress towards achieving the MDGs by 2015.

1.15 In 2004, the FSM Strategic Development Plan (SDP) 2004-2023 was adopted during the 3rd FSM Economic Summit held at the campus of the College of Micronesia-FSM in Palikir, Pohnpei, from March 29-April 2, 2004. It is now the guiding document for the sustainable development of the FSM with its 5 year review already due in 2008. In June 2006, the FSM submitted its first National Assessment Report (NAR) to UNDESA to support and facilitate the integration of the three pillars of sustainable development into the FSM's policy framework and institutional mechanisms. The completion of the NARs is a demonstration of the FSM's commitment towards a firm and solid foundation for a sustainable future.

1.16 The FSM was not immune from the 2008/2009 financial crises which realized a net loss of earnings by \$23m in its FSM Compact Trust Fund. This is significant loss considering the smallness in size of the FSM economy. At the same time, remittances have declined thus affecting family incomes whom are dependent on relatives living in the US mainland, Hawaii and Guam for their income supplementation.

1.17 Institutional arrangements and re-organizations, creative of a supportive legislative framework, formulations of conducive macroeconomic policies and creation of an investment environment are measures the FSM national government is continuously embarking upon to better respond to available global assistance so as to grow the domestic economy as well as meeting its development goals. Pacific regional organizations and UN agencies and other international organizations continued to provide assistance to FSM by virtue of its membership.

1.18 The FSM is finalizing its draft MDG Report and now doing the assessment and educating the populace to understand what these means and at the same time integrated it with the SDP and other SD Plans. Senior Officials have gone to the States undertaking w/shops and educating the general populace on the roles they can meaningfully undertake and contribute to the attainment of the MDGs.

1.19 The review of the Amended Compact with the US is progressing well. The FSM government has established a local Compact Review Committee with the objective to do their own independent review assessing the progress of implementations under the 6 sectors that are being funded through the Compact. A draft for the first five years has been completed and would be finalized soon. The idea is to adjust the overall assistance by adjusting the objective of the COMPACT to meet its economic, environmental and social imperatives.

SECTION 2:

ISSUES OF CRITICAL IMPORTANCE AND KEY SECTORAL AREAS:

2.1 As a member of the UN, the FSM has produced numerous policy documents as part of its obligations and contributions to the 2002 World Summit on Sustainable Development and the Johannesburg Plan of Implementation (JPoI), the Ten-year review of the Barbados Programme of Action and the International Meeting (IM) in Mauritius, as well as other various multilateral environmental agreements such as the UNCCD, CBD, Montreal Protocol, Basel, Ramsar, etc. High level delegations from the FSM participated in the Mauritius International Meeting held in Port Louis, Mauritius in January 2005.

2.2 Against this backdrop, this review follows the format of key sectoral areas identified in the Mauritius Strategy for Implementation of the Programme of Action for SIDS. Additionally, there are emerging and cross-cutting issues not identified in the MSI and are captured in this review. All these issues are important to consider as they lend support to the identification of factors imposing huge sustainable development challenges to the FSM. Only then might they be better understood and addressed by the United Nations and the international community.

2.3 A clear message evident from the consultations is the urgency to address the challenges the FSM faces in all its aspects and identify sustainable policy responses and measures that would empower the government and people of FSM to tackle these challenges in a sustainable manner. For instance, security is more than the threat of physical aggression as in terrorism since its also related to food, water, shelter and so forth. Therefore, a sustainable and integrated approach is required with clear identifications of resources and the means to sustain measures and responses into a longer term timeframe is required.

CLIMATE CHANGE AND SEA LEVEL RISE-

2.4 The FSM comprises of 607 islands, a total area of 3million square kilometres covering a total land areas of 4,840 square kilometres. With such a huge land and ocean mass and its geographic locations in the Pacific region, climate change and its adverse impacts on the environment imposes huge challenges to the FSM's future sustainable development. As highlighted in the Pacific Adaptation to Climate Change Report (PACC 2006), the FSM's climate is typical of small tropical islands. The rainfall and humidity are usually high with distinctive wet and dry seasons on the leeward (north-western) sides of the main islands. Temperatures are high and generally uniform throughout the year. FSM's experiences the northeast trade winds almost all year round. However severe tropical cyclones occur during the summer months of December to February. The FSM is also vulnerable to anomalously long dry spells that coincide with the El Nino South Oscillation (ENSO) phenomena. These vulnerabilities are particularly exacerbated during extreme events.

Special Constraints and Challenges:

2.5 Like any other SIDS, the FSM faces barriers and constraints towards effectively addressing climate change challenges. These constraints range from institutional issues to data scarcity and additionally include the following challenging issues;

- At the institutional level (both at national and states), climate change issues have not taken roots nor integrated in most of its sectoral policies and strategic action plans thus inhibiting opportunities for policy integration and implementations at the FSM national and all state levels. This is the rationale why the President issued the Nationwide Climate Policy 2009;
- Lack of and inaccessibility of critical data to enable vital decision making towards adaptations and mitigation initiatives;
- Geographical distance and accessibility given that the FSM is four countries in one and spread over huge vast of ocean and distance;
- Limited experts available locally hence much needed financial resources for adaptations are earmarked towards sourcing expensive consultants to carry out the work for them;
- Difficulties to quantify the risks and the corresponding cost requirement needed for mitigation and adaptation thus inhibiting policy makers from making full quantity costs associated with climate change and make corresponding decisions for mitigations and adaptations.
- Ad-hoc approaches towards adaptations.
- Lack of capacity to plan CC initiatives and the need for human resources and specific technical experts;
- Lack of institutional memories with the high rate of staff turnover inhibiting sustainability of policy implementations.

2.6 Considering the unique geo-physical and geo-political specificities of the FSM, mainstreaming climate change and identifying sustainable adaptation measures faces enormous challenges. And with projections of more droughts and more floods and coastal erosions, it will surely affect the ability of the FSM to provide food and drinkable water for her citizens (ADB 2005). This is more so pressing in the FSM 76 inhabited outer islands. The main staple crops currently would be affected are taro and breadfruit. It impacts on the health of the people are of growing concerns too. Potential health impacts include vector-borne diseases (such as dengue fever and malaria), water borne diseases such as viral and bacterial diarrhea, diseases related to toxic algae (such as ciguatera fish poisoning), food borne diseases, food security and nutrition, heat stress, and air pollution. As an illustration, in Houk Island, Chuuk State (with a population of 500), water wells previously used by past generations for drinking water have turned brackish and are now only used for washing (PPT presentations by Simpson Abraham 2009). At the same time, a formerly fresh water lake has turned brackish too. The brackish water from this lake has spread into adjoining soil and wetlands damaging and destroying food crops including taro, banana, breadfruit, and others. Breadfruit trees, decades old and hundreds of feet high, are losing their leaves. Salt in the soil does not wash out in the rains because it absorbs rainwater, which then evaporates, leaving the salt dry. The health impacts cannot be under-estimated as well from this illustration.

2.7 While there are development partners (bilateral and multilateral) who are prepared to provide development assistance to the FSM, institutional and human capacity is still a major setback. Coupled by its geo-political and physical structure, it affects the ability of the FSM to mainstream and integrate Climate Change into other sectors of the whole FSM economy and the ability of the FSM to attract sustainable financing for immediate to long term financing needs to adequately meet the challenges posed by climate change.

Concrete Actions Taken:

2.8 Climate change remains an important policy priority for the FSM. In the 2004-2023 Strategic Development Plan, Strategic Goal 1 under the Environment section recognised the need for mainstreaming climate change into national planning as well as in all economic development activities. This broad overarching objective provides the platform for serious and committed efforts by the FSM Government in addressing climate change mitigation and adaptation through mainstreaming and an integrated adaptation approach.

2.9 It is vital to have this noble objective in the SDP providing leadership in the process. Consistent with this strategic approach, the Office of the President, and guided by the FSM National Office of Emergency Environment & Emergency Management (OEEM), is firm in its leadership role towards providing oversight on all climate change programmes, projects and activities and the implementation of activities relating to climate change.

2.10 Since 2004, the FSM in their attempt to mainstream and address climate change into national policy implementation have made progress through the following activities;

- i. Reflecting climate risks in infrastructure design and local level decision making process as demonstrated by the “Climate Proofing of the Kosrae Road”;
- ii. Reflecting climate risks in landuse planning, regulations and permitting as demonstrated by “Climate Proofing” Sawohn Village in the Sokeshs municipality in the State of Pohnpei;
- iii. Reflecting climate risks in national development planning, as demonstrated by the “Climate Proofing” FSM’s National Strategic Development Plans.
- iv. Integrating climate change into building codes and EIA regulations allowing for surface flooding as a result of hourly rainfall intensities of at least 400mm (such event has a projected recurrent period of 25 years in 2050).
- v. Develop and implement integrated environmental and resources management objectives that enhance resilience of coastal and other ecosystems to natural hazards such as those associated with extreme weather events, climate change, high tides and sea level rise.
- vi. Determine an impact of climate change on the tuna industry as a result of such effects as changed migration patterns of Pacific tuna stocks, and implement strategies to minimise impacts on the tuna industry.

2.11 In addition to the above activities, and building on gains from pre-2005 projects¹, the FSM have benefitted from a number of climate change programmes, projects and activities. These include a project entitled Climate Adaptation in the Pacific (CLIMAP), an ADB-funded programme on climate proofing. This project enabled the FSM to determine the climate risks associated with various development sectors including strengthening of their protective infrastructure (seawall) in the coastal zone as well as the construction of a circumferential road affected by sea-level rise and coastal erosion and flooding from storm surges.

2.12 In its mitigation efforts, the FSM is doing its best to minimize Green House Gas Emissions or the burning of fossil fuels by moving away from use of generators and main emission from power plants (fossil fuels) and the use of renewable energy sources (refer to the discussion on energy in the section below).

2.13 Recently, on December 1, 2009, the President of the FSM issued an Executive Order directing all relevant sectors to update existing plans and complete them as a measure to bolster responses towards mitigating and adapting to climate changes in the next 12 months. The sectors include agriculture (and food security), energy, water, infrastructure, transport, finance, health, gender and other relevant sectors. The Plan has to be prepared by country teams comprising of State and national representatives identifying response measures to tackle climate change in the FSM. Noting the importance of the process, and to engender a nation and state wide ownership, consultations have to be all FSM and inclusive of all stakeholders. Once completed, the plan would provide a solid platform to guide the FSM in addressing climate change in the FSM (FSM Nationwide Climate Change Policy 2009).

Lessons Learned and Good Practices:

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Climate change cuts across into other sectors such as food and water, ecosystem productivity, agriculture productivity, and health issues making it even more challenging. The lessons learnt from the FSM in dealing with climate change challenges deserve some recognition. It could be similarly replicated in all other SIDS to effectively tackle climate change. Some of these lessons are outlined below.

2.14 At the outset, it requires a **strong leadership role** at the executive level of the national government and throughout all its tiers of governance structures. The bold commitment by President Emmanuel Mori, through the issuance of the recent December 1 2009 Executive Order is a demonstration of his strong leadership on climate change issues and in ensuring that the looming threats are fully understood and effectively addressed at all levels in the FSM through an integrated approach.

2.15 The **establishment of an effective coordination mechanism** at the national level to manage the process of fund raising and coordinate implementations of climate change activities. The recent decision by the President to revamp the 1995 President's Council on Environmental Management and Sustainable Development (or Sustainable Development) Council chaired by the

¹ For instance, the Pacific Islands Climate change Assistance Programme (PICCAP) from 1997 to 2001 funded by the GEF, implemented by UNDP and executed by SPREP was aimed at assisting participating countries to prepare their initial communications under the UNFCCC

Vice President is timely. Through Presidential Order No. 14, an interdepartmental council was established comprising of representatives from Fisheries, Agriculture, Tourism and Sustainable Units of the Department of Economic Affairs; the Department of Finance and Administration; Department of Justice; Department of Foreign Affairs; the Department of Health, Education and Social Affairs; the Department of Transportation, Communication & Infrastructure; the National Oceanic and Resource Management Authority (NORMA) and the Office of Disaster Control. A representative each from The Nature Conservancy (TNC) and the Conservation Society of Pohnpei (CSP) also sit on the advisory council. The functions and purposes of the SD Council are *inter alia* to advise and make recommendations to the President on matters affecting the environmental management and sustainable development of the FSM. Unfortunately, the SD Council have not been very active since inception and its reactivation will improve the coordination of all sustainable development, including climate change. Its intention is to provide more functions to the Council to make capacity assessments and flows of financial assistance into the FSM properly coordinated.

2.16 Working in **partnerships** with all existing state, national, regional and international development partners and stakeholders to address institutional and human capacities and mobilise long term sustainable financing needs is vital. As an illustration, the establishment of the Micronesian Conservation Trust (MCT) to support biodiversity conservation and related sustainable development challenges for the people of the FSM through long term sustained funding are encouraging initiatives and best practices worth emulating in other sub-regions of the Pacific. Additionally, the presence of State NGOs such as the Conservation Society of Pohnpei (CSP), international NGOs such as The Nature Conservancy (TNC), regional and international organizations such as the Secretariat of the Pacific Community (SPC, UNDP and others) in Pohnpei and similarly in the other three states have proved helpful in assisting the FSM and State Governments mobilize initiatives and resources to tackle climate change effectively. Finally, on this matter, the commitment by Micronesian Leaders of RMI, Palau, and FSM to conserve at least 30% of the nearshore marine resources and 20% of the terrestrial resources across Micronesia by 2020 is a solid platform for the sustainable development of the Micronesian region in the years to come. This is further discussed under Biodiversity resources later in the document.

2.17 Working on reaching a **better method of accurately assessing response needs and quantifying costs** due to climate change in the FSM needs to be found. The Pacific Study Series by the Asian Development Bank on Climate Proofing- A Risk Based Approach to Adaptation (2005)² and its findings were highlighted as a better approach because of its recommendations for a risk-based approach. According to the report, this approach is not only desirable but also practicable, particularly in the FSM. The aforementioned study projected a dramatic increase in climate related risks in infrastructure projects in the FSM and a possible solution to avoid projected damaged costs to infrastructure in the FSM is to undertake “**climate proofing**” at the design stage and mainstreaming it at the national policy level. This is one of the major ways to mainstream adaptation to climate change at the national and community levels. The case of road infrastructure development in the State of Yap was highlighted. An amount of \$3m has been appropriated by government for road improvement and it will require an equal amount to climate-proof it in anticipation of a one metre sea level rise in the future.

² Refer to “Climate Proofing- A Risk Based Approach to Adaptation”, page xxiv.

NATURAL AND ENVIRONMENTAL DISASTERS:

2.18 The FSM national and its four State governments recognises the consequences of natural and environmental disasters to the people and communities of the FSM and the need to better prepare before it occurs so that its adverse impacts can be mitigated fully. Despite being ill equipped and lack of financial resources, mitigating natural and environmental disasters remains an important priority for the FSM.

Concrete Actions Taken:

2.19 Since 1986, 13 Presidential Disaster Declarations were being issued supporting the need for long term and cost effective means for reducing the impact of natural and environmental disasters in to the FSM.

2.20 In September 2005, the FSM government, in collaborations with all national and state and relevant US agencies completed a Multi-State Multi-Hazard Mitigation Plan (2005-2009) for the FSM. The forerunner to this plan is the US Federal legislation called The Disaster Mitigation Act of 2000 (DMA 2000). The DMA 2000 reinforces the importance of mitigation and planning for disasters before they occur, stressing in particular a **comprehensive and enhanced mitigation plan** prior to disaster occurring.

2.21 The Plan was put together to meet US requirements and thus make the FSM eligible for funding and technical assistance from US federal and hazard mitigation programmes. In addition, it carries the following objectives:

- i. Enhance public awareness and understanding of natural and man-made disasters that threatens public health, safety and welfare, economic vitality and the operational capability of important institutions;
- ii. Create a decision tool for management by providing information for all key stakeholders and organisations to take actions;
- iii. Promote compliance to US Federal Laws to benefit from corresponding grants;
- iv. Enhance local policies for hazard mitigation capability.

2.22 The President of the FSM formally adopted the plan on 22nd June 2005. With inputs and recommendations from numerous stakeholders of the FSM, it provides a comprehensive description and commitment of the FSM to reduce or eliminate the impacts of disasters. The Governors of the four FSM States similarly endorsed the plan, which is reviewable every three years. It has already gone past its first review date in September 2008.

Challenges:

2.23 The FSM have adopted an excellent comprehensive plan. However, like in all plans, they can only work and becomes effective when there is commitment by the FSM National and all other relevant partners, and is fully supported financially. With the demonstrated commitments by the FSM and its four States of Pohnpei, Kosrae, Chuuk and Yap clearly articulated in the plan,

the international development partners are encouraged to assist the FSM to better respond to future disaster threats through the review and implementation of this plan. One thing is certain is that natural and environmental future disasters are not going to subside.

Lessons Learnt:

2.24 In view of the above, this review will recommend three important actions (as lessons learnt) to improve preparations for and management of future natural disaster impacts;

- i. Undertake the first review of the Plan to assess its effectiveness, identifying flaws and gaps for proper re-dress;
- ii. Call for a broad multi-stakeholder support by relevant regional agencies such as SOPAC and other international development partners to assist the FSM implement this plan;
- iii. Calls for sustainable financing support to fully implement the plan.

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MANAGEMENT OF WASTE:

2.25 Waste in all its form is a growing problem and challenge in the FSM and in all Pacific SIDS. In recognising this problem, the FSM have been working very closely with the Secretariat of the Pacific Environment Regional Programme (SPREP) for the formulation of a national strategy to manage waste effectively.

Concrete Actions Taken:

2.26 The FSM have a National Solid Waste Management Strategy (NSWMS) for 2010-2014. The strategy provides the strategic vision and direction for solid waste management over the five year period 2010-2014 and has been developed in consultation with key stakeholders from each of the four States, as well as with the private sector, NGOs, communities, municipal and national government representatives. Drawn against the guidance provided by the Pacific Regional Solid Waste Management Strategy 2010-2015 (RS2010) that is coordinated by SPREP, the FSM identified three high priority issues in its plan: economic and financial issues; integrated solid waste management; and legislation.

2.27 The work by the Office of Environment and Emergency Management (OEEM) and technical support provided by SPREP must be commended in taking bold initiatives to deal with waste and come up with a strategy for the FSM, including institutional arrangements to better deal with waste management issues. Prior to 2008, responsibility for solid waste management at the national level was split between the FSM Department of Health & Social Affairs, and the FSM Department of Transportation and Infrastructure. The enactment of FSM Public Law 15-09, supplemented by Presidential Order No 1, established the Office of Environment and Emergency Management (OEEM), which now bears responsibility for implementing the FSM Environmental Protection Act at the national level. This is an innovative development and one that recognizes the importance of addressing waste in the most efficient and effective manner.

2.28 The strategic plan have paved the way forward in improving waste management in the FSM. It has identified strategic directions in seven thematic areas including policy and

legislation, planning, sustainable financing, integrated solid waste management, medical waste, capacity building, and awareness.

Challenges:

2.29 The specific challenges that remain are the necessary support the Plan requires in order to achieve its strategic goals and objectives. Working in collaborations with all national and state stakeholders is vital, particularly when it comes to dumping sites, where support and approvals of landowners are always critical. Obtaining land for such public purpose in the FSM is always not easy and therefore the support of the traditional leaders is similarly critical in this respect. It can be an impediment from the onset if the traditional leaders and land owners are not consulted appropriately.

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COASTAL AND MARINE RESOURCES:

2.30 Responsibility for the oversight and management of coastal and offshore marine resources for the FSM are vested with both the FSM National and State Governments. The State Governments of Pohnpei, Kosrae, Chuuk and Yap manage their near shore and coastal resources up to 12 miles while the management of offshore oceanic resources is retained as a national government function under the National Oceanic Resources Management Agency (NORMA).

Coastal and Near Shore Marine Resources: Concrete Actions Taken & Challenges:

2.31 The FSM is endowed with enormous variety of living resources including reef and deep slope fish, mangrove crab, lobster, deep water shrimp, trochus shell, clams, pearl oyster, ornament shells, turtles, octopus and squid, sea cucumber, sponges and corals (ADB 2005). Most of these resources are either consumed domestically as a main source of proteins for the people of the FSM or sold in various market outlets to supplement family incomes. With a growing population, and without any proper uniform legal safeguards in all States to manage fishing activities, coastal and inshore resources will be adversely affected in the future. While new laws have been recently passed in Yap and Kosrae, these have yet to be adopted in Pohnpei and Chuuk. However, Pohnpei have recently adopted a Marine Protected Areas Act providing a partial framework for fisheries management. The challenge that is currently facing all the FSM States is the formulation of a consistent legal law that protects all the near shore resources of the FSM States.

2.32 Without such legal platforms, sustainability of resources is the biggest challenge facing the FSM in relation to near shore and coastal fisheries. The immediate focus now should be on resource conservation and management. Measures that have been adopted in recent past included the creation of Marine Protected Areas (MPAs) and the deployment of Fishing Aggregate Devices (FADs) in Pohnpei. With the assistance from some international development partners such as SPC-GTZ, the Conservation Society of Pohnpei (CSP) have put in place eleven (11) MPAs in Pohnpei. The CSP, a State NGO, should be commended with these efforts and similarly should be supported in their conservation efforts. Deployment of FADs through JICA and SPC assistance in Pohnpei would result in the diversion of fishing efforts from near shore and reef based fishing to targeting tuna and other coastal pelagic species. Other FSM States should be

encouraged to vigorously pursue similar conservation and management measures in order to conserve their resources from near depletion.

Offshore Oceanic Resources: Concrete Actions Taken & Challenges:

2.33 FSM has one of the largest declared national Exclusive Economic Zone (EEZ) jurisdictions in the Western and Central Pacific Ocean. Fishing activities in the EEZ ranges from subsistence and artisanal activities to industrial scale long line, pole and line, and purse seine fishing targeting skipjack tuna (*katsuwonis pelamis*), yellowfin tuna (*thunnus albacares*) and bigeye tuna (*thunnus obesus*).

2.34 Recent statistics provided by NORMA indicated 26 FSM flagged vessels were authorized to fish in the FSM EEZ in 2008. The total catch of the three main target species, (yft, bet and skj) by FSM flagged vessels for the year 2008 within the EEZ is estimated to be 18,564mt (an increase of 3,000mt over 2007's catch). By gear type, purse seiners accounted for 95% (17,656mt) and longliners 5% (908.8mt). Other species catch totals by purse seine is recorded as 1mt, while longline is accounted for 235.2mt (Table 1 and 2). In 2008, a total of 322 longline, pole and line and purse seine fishing vessels were licensed to fish in the FSM EEZ which were predominantly foreign fishing vessels. By gear type, longliners accounted for 126, pole and line 25, and purse seiners 171. Of the 133 longliners, Japan accounted for 58 followed by Chinese Taipei with 40, FSM 21 and China 7. In terms of purse seiners, Chinese Taipei accounted for 38 followed by Japan with 35, Korea 30, United States with 26, FSM 5, and Vanuatu 15. Japan is the only country employing the pole and line gear with 25 licensed in 2008.

2.35 The FSM have continued to benefit from income derived from access fees from all countries fishing in its EEZ, as well as with the Forum Fisheries Agency administered Multilateral Treaty with the US. However, the challenge it continues to face is the failure to fully realize the potential benefits associated with the exploitation of available resources in her EEZ. There is a continued need for improving the economic benefits realized and at the same time strengthen the oversight and management role of NORMA. With regard to the latter, Tuna Commission, SPC, FFA and other development partners such as Global Environmental Facility (GEF) have continued to assist the FSM through technical and scientific assistance, update of its legislation, and capacity building and institutional strengthening towards effective and sustainable resources management and utilization. This is a sector that lacks no support from the international and regional development partners, some of which are highlighted above.

FRESHWATER RESOURCES:

Concrete Actions:

2.36 Like in any other SIDS, freshwater resources are precious in the FSM. Despite being blessed with abundant rainfall, water supply is still inadequate in both quality and quantity. The high volcanic islands of the FSM such as Pohnpei and Kosrae receives high annual rainfall and freshwater supplies are collected from surface water runoff.

2.37 Similarly noted is the establishment of filtration and chlorination programmes in urban areas, which have greatly improved water quality in recent times. Watershed integrated management programmes designed to protect the environment and reduce anthropogenic activities have been implemented, however these projects have been hampered by unclear demarcations of boundaries, land ownership, unsustainable agricultural practices and poor human and animal waste management practices (FSM Govt 2002).

2.38 The FSM Department of Transport and Infrastructure have undertaken a series of programmes to improve the quantity and quality of freshwater supplies to all communities of the FSM. For instance in Pohnpei State, 54% of the population have now access to safe drinking water through the PUC Island Water System and in Weno (Chuuk), through an ADB loan, 85% of residential areas have access to water resources. The FSM Government is seeking further assistance from the ADB and Japanese government to secure financial assistance to rehabilitate wells in Chuuk and rehabilitation of distribution system, storage tanks, etc in Kosrae to improve water quality.

Challenges:

2.39 Despite the progress, there remain enormous challenges within the FSM to provide quality water resources to her citizens. The challenge is more acute in the coral atolls of the nation, which represents the outer island communities, and the rural communities of the main islands. They have very limited water storage capacity and are reliant on rainwater to meet their freshwater demands. Wells designed to access water from groundwater lenses have been used in the past and are still the major source of water for these communities but have slowly been contaminated due to climate change. Other related challenges are the following;

- i. Contamination of water catchments and storage areas and pollution from human encroachment and activities and antiquated water delivery systems.
- ii. Salt water intrusion is not uncommon and in periods of drought (El Nino) water quality and availability is a major concern.
- iii. Water borne infectious diseases have been reported from antiquated water systems. Pollution from solid and liquid human wastes, improper garbage disposal and the effluent discharge of animal wastes (pigs) have greatly degraded these freshwater resources, some of which are threats to human life (FSM Government, 2002b). Outbreaks of water borne infection diseases such as anemic dysentery, hepatitis, cholera, meningitis and leptospirosis have been reported.

2.40. It is obvious that increased community awareness and education programmes need to be stepped up by the government to assist the communities to prevent further degradation and to provide the information needed to initiate the clean up of these water sources. Legislation has been implemented but enforcement issues need to be improved. There is considerably more work required to have all water resources of the nation safe for human consumption.

2.41 Consecutively, development partners role are critical in working with the FSM to improve water quality and increase coverage of water services to all the people of the FSM. It would call for a strategic approach with international and regional partners such as SOPAC, GEF and US, and others that not only address water access but also water quality.

LAND RESOURCES:

Concrete Actions & Challenges:

2.42 In three FSM States, land resources is generally sufficient to support food production and needs. The exception is Chuuk where a combination of high population and limited land means food production capacity is stretched under traditional farming practices (ADB 2005).

2.43 As identified by FAO in a recent report for the Pacific Island Countries, including the FSM, farming is predominantly small scale, low in productivity and based mainly on family labour and low adoption of modern technologies. Produce is largely consumed on farm, with limited amounts marketed. Root crops are the main staple, commonly grown with coconuts, breadfruit, bananas and plantains. The typical constraints faced by farmers and producers in the region include poor quality and availability of planting material, lack of efficient pest control and monitoring programmes, high post-harvest losses and inadequate agro-processing, poor animal health, high cost of feed and a poorly developed domestic and export industry. Technology transfer and information systems to encourage producers to be more price and market responsive, therefore, can be developed significantly, to enhance efficiencies. Specifically for export markets, failure to meet assured quality and quarantine standards still remain major impediments.

2.44 The FSM is not exempted from this general assessment and the ADB have highlighted in its 2005 Economic Report that agriculture in the FSM will never develop on the basis of large monoculture crops. Supply capacity is too limited and most farmers will not change their attitudes. Like in all PICTs, sustainable financing to support agriculture development is always lacking and involvement of all relevant stakeholders is sometimes non-existent.

2.45 The FSM national government and the States are taking more assertive and direct roles in facilitating agricultural development and dealing with much more sensitive issues such as land tenure systems. Supported by the SPC through the EU-DSAP project, it had proved useful in improving agricultural practices in the FSM. Local farmers are now supplying vegetables that used to be wholly imported and had an import bill of \$1.4m in 2002. The FAO Sub-Regional Office based in Samoa have committed to support and undertake an Agriculture Census and the formulation of an Agriculture Strategy in 2010. These initiatives will assist the FSM R&D create an enabling policy framework to better support and engender agriculture development in the FSM. Addressing food and nutritional security as well as threats of climate change are very much dependent on the effectiveness of the FSM national agricultural policy and the involvement of relevant stakeholders.

2.46 In response to rising food prices due to escalating oil prices in 2008, the FSM government recently benefited from an FAO grant for assistance in tackling food security. The SPC is also working very closely with the FSM Department of Resources and Development to provide salt tolerant breadfruit and sweet potatoes species in response to challenges posed by climate change on food security in the FSM outer islands. For the future, a more collaborative approach with all international, regional, national and state organisations such as FAO, SPC, TNC, NRCS and CSP is

vital to strengthen land use policies and agriculture development particularly providing support and policy guidance towards addressing looming challenges of climate change and food security.

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ENERGY RESOURCES:

Concrete Actions Taken and Challenges:

2.47 Until recently, energy developments in the north Pacific generally, and FSM specifically, had been slow seeing proliferations of studies and assessments without substantive developments. It lacked a clear strategic development focus and there were heavy reliance on the continuous use of non-renewable energy sources as the only sources of energy for the current and future. The FSM had no Energy Policy in place (even though a draft was in place in 2008) and no office specifically dedicated to energy work. Coordination of energy activities in the FSM were therefore limited to the roles and operations of the utility corporations in the four states of Pohnpei, Kosrae, Chuuk and Yap. With a heavy import bill of fuels (due to a steady growth of urban population and increasing load on power generations) and rising threats of climate change, the FSM national government have moved towards mitigating these costs through introduction of renewable energy sources such as use of sun light through adoption of new technologies.

2.48 A priority objective of the FSM National government is the provision of an adequate and secure supply of energy to meet the needs of household, commerce and industry and considered to be crucial for the sustainable growth and equitable development of the FSM (EU Joint Report 2005). In July 2005, the Financing Agreement for the Renewable Energy Programme for the FSM and 4 other PICs (REP5) was signed under EDF9 and the project started in 2006. The project was completed in December 2009 and an update of activities implemented (seven RE and EE activities) include the following; Supply and installation of PV off-grid systems in the outer islands of Pohnpei, Yap and Chuuk (total 11 outer islands/16 systems); Installation and commissioning of 5 PV grid-connected systems in Kosrae; Supply and distribution of Solar Lanterns in Pohnpei and Chuuk; Development of an Energy Policy, Renewable Energy (RE) and Energy Efficiency (EE) actions plans; Energy Efficiency activities; Training and capacity building; and, Awareness campaign for RE and EE (9th Progress Report 2009).

2.49 The future for the FSM is bright with the continuation of the RE Project from EDF9 into EDF10 but focused only for the three countries in the north namely FSM, Palau and Republic of Marshall Islands. The project is now coined under the acronym NorthRep. The Project Management Unit will be located in the SPC North Pacific Regional Office in Pohnpei after the signing of the Financing Agreement on 16th April 2010.

2.50 The REP5 project have provided valuable lessons in the energy sector for the FSM. There's a serious need for technical assistance through long term training programmes at all levels, standardisation of every equipment because of the lack of spare parts available in the local market, complexities due to the geo-political structures of the FSM with every donor bringing in their own specifications which lead to other long term problems and the need for an integrated approach involving other projects such as those relating to communications.

TOURISM RESOURCES:

Concrete Actions Taken & Challenges:

2.51 Despite the recognition placed on tourism as a productive and growing sector, it continues to under-perform due to a host of factors, including the lack of infrastructure, poor service and lack of promotion even though endorsed as a dominant sector that would enable growth and development of the economy in the 2004-2023 FSM Strategic Development Plan (covering the Compact II period). The main stay of the tourism industry is based on diving, with Yap and Chuuk States dominating these activities while the non-diving tourist markets are well underdeveloped. Yap and Chuuk States are capitalizing on the higher end of the market attracting divers and “live on board” tourists. Given its closer proximity to Honolulu, Kosrae is focusing more on eco-tourism while Pohnpei tourism are mostly business travelers associated with government agency programmes.

2.52 There are new project developments already initiated in the FSM including the extension of the Pohnpei International Airport to be open in 2011. The extension of the runway will allow the landing of 767 model aircrafts with a seating capacity of 255 passengers and can also facilitate direct flights from tourist source markets such as Japan. It is important for the four States to work together, in partnership with the FSM national and other stakeholders, for tourism to grow in the FSM. Japan is targeted as the source market for the tourism industry and there are little or no better alternative than this for FSM. This is consistent with a decision of the Micronesian Chief Executives for the promotion of Micronesia as one tourist destination providing the catalyst for the State to work together for the benefits of all FSM. Sharing of promotional costs and working with Continental airline (as the sole airliner) is similarly crucial to address the high costs of travel in the region and attracting quality tourism into the FSM.

BIODIVERSITY RESOURCES:

Concrete Actions & Challenges:

2.53 Sustainable management and utilization of the FSM’s vast biodiversity resources is well embedded in the work they are doing with the Micronesia countries through the Micronesian Challenge (MC). The MC is a commitment by all Micronesian Leaders of FSM, RMI, Palau, Guam and CNMI to conserve at least 30% of the nearshore marine resources and 20% of the terrestrial resources across Micronesia by 2020. This is a tall challenge for the Micronesia countries but with the support of international development partners such as the USA, Germany, The Nature Conservancy (TNC), Conservation International (CI), CSP, SPREP, SPC and others, they are determined to achieve this grand commitment come 2020.

2.54 The FSM treat conservation measures very seriously. As alluded to in this document, the existence of many conservation organizations in Pohnpei and other States is a deep commitment by the leaderships of the FSM to undertake conservation measures of their biodiversity and environment very seriously. This passion is indicative in the words of former FSM President Joseph Urusemal in a 2006 statement highlighting the essence of managing natural resources as matter for all FSM residents do take seriously. And more over, they do not see conservation and development as opposing forces but complimentary to each other. This overarching statement

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embraces the commitment the FSM undertakes in the sustainable management of its fragile ecosystems and biodiversity as reflected in other work the Department of R&D are doing (MC Fact Sheet 2008).

2.55 Despite these noble intentions of supporting biodiversity resources conservations, the FSM and other Micronesian jurisdictions are confronted with challenges of sustainable financing to enable them achieve their goals. It is evident that sustainable financing mechanisms have to be developed and the international community is encouraged to work with the FSM and other jurisdictions to meet their conservation goals. For the MC wide, it is projected that sustainable and continuous funding to the tune of \$100m is required to support the long term sustainability of the Challenge in all the five Micronesian jurisdictions (MC Fact Sheet, Nov 2008).

TRANSPORTATION AND COMMUNICATION:

Concrete Actions & Challenges:

2.56 Being a maritime nation expanded upon vast body of ocean, the challenges of transportation (both land and sea) and communication are unique to the FSM. It is recognized and embedded in the FSM Infrastructure Development Plan 2003-2017 that for other sectors like tourism to grow, necessary infrastructures such as transport and communication are to be in place to spur economic development in the FSM. Transportation within the FSM, whether by sea or air is being provided by the FSM Department of Transport, Communication and Infrastructure and domestic air services by the sole Caroline Islands Airways (a locally based airline based in Pohnpei). Shipping services are irregular and poses stiff challenges to the FSM in better servicing her people. Road transport have seen circumferential roads built in Chuuk, Kosrae, Yap and Pohnpei facilitating movements of people easily within the main centres of the four FSM States. However, generally, the challenges of capacity constraints and provision of technical expertise continue to exist and needs to be rectified through a long term HR planning inclusive of other sectors too.

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2.57 Specific to the transportation sector, within the 5 years under review, the FSM have undertaken a host of infrastructure developments in air transportation. These include the upgrading of airport infrastructures in all states and investments in the Caroline Islands Air and Palau Micronesian Air to provide alternative and cost-effective means of air transportation within and outside of the FSM. The most recent development is the existing upgrading of the Pohnpei International Airport funded by the US and Japan to a total of \$100m. It is expected to be completed in early 2011 allowing aircraft type 767 to land in Pohnpei with a seating capacity close to 250 passengers. Sea transportation is plagued with stiff challenges. All the four micro class vessels procured by the Government of the Trust Territory of the Pacific Islands (under the USA) in 1979-1981 for the FSM Government are no longer in operation due to declining operational funds to maintain the ships in acceptable sailing conditions. Two vessels were donated by the PRC in 2004 and 2007 and by the time of this assessment, only one is in operation in the State of Yap.

2.58 Communications in the FSM have been for a long time provided by the FSM Telecommunication Corporation as a sole operator and monopoly. It will remain to be so until

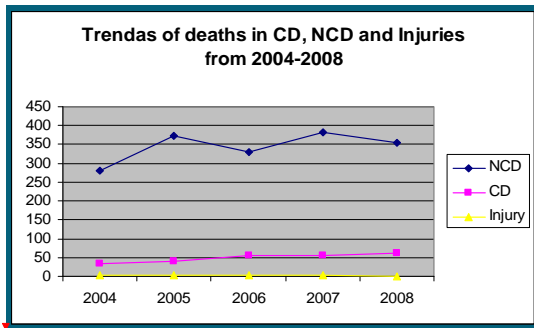
necessary reforms are undertaken to improve quality and access of services to the public, particularly to the rural outer islands of the FSM. Recent decisions by the FSM Government would provide a platform for reforming and improving communication access to all people of the FSM in the future. The first is the establishment of a Committee for the purpose of connecting all FSM States to the Submarine Fibre Optic Cable (SFOC) currently linking Pohnpei to the Guam and Kwajalein cable. The Committee comprises of FSM Departments of Transport, Communication & Infrastructure, Foreign Affairs, Resources & Development, and FSM Telecom. The FSM President Emanuel Mori issued a memo (dated May 29, 2007) establishing this Committee that all of the four FSM states, not just one, should have access to broadband connectivity. Seeing broadband connectivity as a backbone for socio-economic development in terms of distant education, telemedicine, and e-health, among other applications, President Mori declared that no state should be denied the benefits of broadband connectivity through fiber optics. This is an excellent approach that telecommunications is important for the economic and social development of the three FSM states too. The cable is expected to go live in April 2010.

2.59 Noting the communication challenges faced by the FSM outer islands, and with the assistance of development partners such as the EU, Japan, SPC and others, the FSM Government have embarked on a number of projects that would advance communications in rural communities. Through the TAs of the Asia-Pacific Telecommunications and funded by the Government of Japan, school based rural community telecentres pilot projects were implemented in Pohnpei, Kosrae and Chuuk. At the same time, the SPC working in conjunction with the EU Renewable Energy projects for the North Pacific have embarked on installing 1.6m satellites dish under the Rural Interconnectivity project for the Pacific to selected outer islands that would link them to the wide world web and voice communication. The dishes are easy to install and linked to its hub in Hawai'i paid and subsidised by the SPC for the next 11 years from today.

HEALTH:

Concrete Actions & Challenges:

2.60 The overall health situation remained unchanged between 2000 and 2009, with the population showing continuing susceptibility to both communicable and non-communicable diseases (FSM DoH). With a vision of a healthy island nation, the mission of the FSM DoH is to promote and protect health status and social welfare of citizens and residents in FSM. Improving health services is a key objective focusing on improving primary health care services; improving secondary health care services; prioritizing health promotion and services for major health problems; developing a sustainable health care financing mechanism; and improving capacity and accountability systems.



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2.61 The graph above is self-explanatory (courtesy of Amato Elymore FSM DoH). Communicable diseases remain the major causes of morbidity and mortality in all age groups. However, significant progress has been made in some areas. Although FSM is free of Malaria, TB and Leprosy are prevalent. FSM has not reached the national leprosy elimination target of less than one case per 10,000 population. According to FSM estimates, in 2008 TB had a prevalence rate of 99/100,000 population compare to 105/100,000 population in 2004. Non-communicable diseases have been on the rise and have their tolls on the FSM population since the past 24 years. Citizens of the Federated States of Micronesia enjoy a level of health care which is high in comparison with the rest of the Pacific Region. Water and food-borne diseases, however, are major causes of hospital admissions. Diabetes of the endocrine, nutritional and metabolic classification of diseases is a major health problem in the FSM. Contributing factors to these health conditions, as believed, are due to change in diets, lack of exercise, gender, age, occupation, and in some cases drug mis-used or abused. Leprosy is still high as FSM failed to reach elimination target in 2000. No major outbreaks with respect to sexually transmitted diseases, including HIV/AIDS. FSM, however, is fertile ground for these conditions as behaviours leading to acquiring these infections exist. FSM reported some H1N1 cases, but not to proportion level for an outbreak. No cholera outbreak reported during the past five years.

2.62 Strengthening primary health care services is among the many challenges facing FSM Department of Health and Social Affairs. Enhancing local health departments with specialized medical services continued to be a priority. Some of these include the need to set clear priorities to ensure the most efficient use of resources; addressing shortages of staff (health workers due to retirement and out-migration) through capacity supplementations; establishing new health system funding and financial management approaches; building managerial capacity; testing innovative approaches in every aspect of the system to increase quality, including improving both access for, and responsiveness to the community; improving primary health care services in the remote areas and outer-islands (accessing internet, using solar power to acquire health information and sharing of health data through satellite links).

2.63 Development partners such as the US Atlanta based Centre for Disease Control (CDC), WHO, SPC and others are invited to enhance their collaborations and partnerships with the FSM in tackling the many health challenges they are facing, particularly in the areas of surveillance, promotion, capacity development and supplementations, as well as in sustainable long term financing. Consecutively, the FSM Government in particular the Department of Health need to take ownership of its health challenges and committed resources and efforts towards tackling

these issues upfront. It has to take the lead role guiding the partners on particular areas of interventions.

YOUTH:

Concrete Actions & Challenges:

2.64 Like any small island state, the FSM has seen a growth in their youth population (age between 15-34 years) in recent years and have one of the youngest in the Pacific region with a median age of 18.9 years. Total youth population for the FSM increased from approximately 37,000 in 2002 to close to 40,000 in 2009. Given the size of the population, this growth is considered remarkable at a rate of 8% over 10 years (FSM Census 2000). An increasing youth population always poses difficult challenges to policy makers of any country including the FSM, considering the socio-economic impacts it brings into society if not properly dealt with through a strategic policy approach (FSM Youth Policy).

2.65 The major challenge facing the FSM over the past years in relation to youth ranges from issues of education, health (adolescent), cultural identity, spiritual development, drug abuse, and etc. In 2001, with the assistance of development partners such as SPC, the FSM Department of Health and Social Affairs started working on formulating a National Youth Policy that would respond to the challenges youths in the FSM faces in life. This process gave birth to the FSM National Youth Policy 2004-2010 that provided responses to youth concerns in two ways. First, it provide a direct response to problems and challenges affecting youths and secondly, acts as a motivation to improve their self esteem so they can be motivated to plan better for the future. The policy was carefully directed but due to funding constraints, it restraints its successful implementation.

2.66 In April this year, with financial assistance from the Australian Government, SPC, UNFPA, FSM National Government, and Guam based NGOs such as Sanctuary, Foster Families Association, etc, the annual Micronesian Youth Summit (MYSN) was held in Pohnpei, FSM for the first time. More than two hundred youths from RMI, Palau, Guam, CNMI, and 4 States of FSM congregated in Pohnpei for one week sharing experiences and views on tackling the challenges youths faced in Micronesia. The theme for 2010 was “Weaving Cultural Traditions Into Youth Services” and thematic discussions were based on topics such as Youth and Resource Sectors, Gender Responsive Programmes, Relationship Intelligence, Youth and Health in Micronesia and so forth. Being an annual event, MYSN is going to be the main avenue for youths from the Micronesian region to share and promote their cultural values and identity. This sort of modality is lacking in other regions of Polynesia and Melanesia in the South Pacific and they could learn from the north on how best to respond to youth issues and challenges.

GENDER:

Achievements & Challenges:

2.67 An important outcome of the 4th World Conference on Women in Beijing, China in 1995 was the recognition of the need to shift focus from women to gender, recognition of both men

and women. Being present for the first time in this conference, the FSM Government began to address the issue of gender in a more serious manner. At the Second Economic Summit in 1999 a Gender Matrix that focused on Gender Equality was formulated with aim of broadening opportunities and create spaces for women participation in national development and governance. The FSM made commitments towards the Beijing Outcomes addressing twelve critical areas on Women and Poverty, Education and Training for Women, Women and health, Violence Against Women, Women and Armed Conflict, Women and the Economy, Women in Power and Decision-making, Institutional mechanisms for the advancement of women, Human Rights for women, Women and the Environment, Women and the Media, and the Girl child. These were the Beijing Outcomes.

2.68 Since the Third Economic Summit in 2003, the FSM has gained inroads in addressing gender issues through various strategic goals and policies. Recent outcomes and achievements include; the establishment of a Division of Gender and Social Affairs headed by an Assistant Secretary for the Division of Social Affairs, creation of the National Commission on the Status of Women in 2010, women in decision making as members of Cabinet (2 National, 2 Pohnpei State, 2 Yap State), improving role and status of women programs in the FSM, anti domestic violence policy to be drafted with an action plan to implement, “No Drop Policy” to be passed by the FSM States and Pohnpei State Public Safety is working on it in 2009 and 2010, continued conducting gender sensitizing training at all level, and increasing to 18 years the legal age of consent and marriage (13 age at present). Additionally, the “Domestic Violence Prevention Policy” was finalized in 2009 and Implemented in 2010, and the FSM President Emmanuel Mori declared November 25 to be the National Domestic Violence Prevention Day, through Proclamation signed in November 2009.

2.69 Despite making inroads, there remain certain challenges and some of these include limited resources to fund special programs, limited teacher training program on gender awareness training, absent of data on women’s contribution to economic development in the FSM, and lack of accurate information for policy formulation.

RECENT TRENDS AND EMERGING ISSUES- IMPACTS OF THE MULTIPLE GLOBAL CRISES:

2.70 The FSM was not immune from the 2008/2009 financial crises facing the global economy 24 months ago. The adverse impacts were felt through the FSM Compact Trust Fund, which realized a net loss of earnings of \$23m (SBOC). This is a significant loss considering the smallness in size of the FSM economy and the investment efforts they have placed into this Trust Fund in the last many years since becoming a nation of its own. On the other hand, remittances from relatives living in the US mainland, Hawaii and Guam have declined due to the financial meltdown thus affecting the incomes of the many families that are dependent on remittances. It is obvious that employment opportunities have shrunk making it difficult for FSM citizens living abroad to work and continue to support families and relatives in the FSM.

2.71 The hike in oil prices during the same period was another development challenge to the FSM. To mitigate the oil price hike and its negative multiplier effects to the domestic economy, the FSM government approached the Government of Japan for financial assistance in 2009.

Through their Non-Project Grant in Aid (emergency purposes), the GoJ donated \$2m as fuel emergency fund to subsidise the cost of fuel for FSM. The fund was placed in a Revolving Fund and managed jointly by the FSM Government and their FSM Petroleum Corporation earmarked for fuel emergency with a future outlook. It is a form of fuel subsidy to enable the FSM keep fuel costs affordable during such times. Perhaps other countries in PICTs could learn from this excellent approach adopted by the FSM Government in order to fully mitigate a rise in fuel prices and how it can be managed effectively in the future.

2.72 At the time of this review, the FSM driven by the Office of SBOC are working on finalizing its draft MDG Report that would provides an assessment on the status of FSM's implementation commitments towards achieving the MDG come 2015. An important aspect of the process is the element of educating the general populace in the FSM to understand what the MDG means and stands for in terms of their everyday lives and how they are directly contributing towards its attainments. SBOC staff members were active in consultations with all the FSM States through organization of workshops and trainings supporting the bold objectives of educating them on the role they can play and how they are contributing to the attainment of the MDGs. The geo-physical and political structure of the FSM have not made this task any easier but the commitments of the FSM National through the Office of SBOC have done a tremendous job to the FSM populace in bringing this knowledge information to them.

2.73 The Progress of the Compact Review- under the Amended Compact with the US Congress is taking shape at the time of this assessment. With a new requirement in place to assess the status and progress of Compact implementations in the FSM, the FSM National have established a local Compact Review Committee to undertake its own independent review focusing on the six sectors that are being funded by the US under the Compact. A draft report covering the first 5 years of the Compact have been completed at the time of this review. The idea of the review is to adjust the overall assistance received by aligning the objective of the COMPACT to address economic, environmental and social imperatives through a coherent and sustainable approach. Again the commitment by the FSM to align Compact financial assistance towards these imperatives is a commendable step in the right direction. The far sightedness of this initiative will ensure and guarantee that sustainable development is primarily the domain of the national government.

**SECTION 3:
EFFECTIVENESS OF IMPLEMENTATION SUPPORT AND MECHANISM,
INCLUDING MONITORING SYSTEMS**

3.1 The FSM National Assessment Report of June 2006 (NARs) underlined the importance of sustainable development for the FSM and the need to put in place a National Sustainable Development Strategy (NSDS) to guide them in policy formulations and implementations. Some sectors and macroeconomic policies and strategies do exist that guide sustainable work for the FSM. While recognising that the FSM has a number of unique challenges hindering sustainable development, the NARs recommended a host of measures to address them in an effective and sustainable manner. Evidently, these are proposals that have also been raised in my consultations with a number of agencies and departments and some of which are reiterated in this report as they are very much relevant and important for the future sustainable development of the FSM.

- i. Revamp the FSM President’s Council on Environmental Management and Sustainable Development also known as the Sustainable Development Council under the Chairmanship of the Vice-President of the FSM. The FSM Office of Environment and Emergency Management is currently working with the Office of the President on revamping the mandate of the SD Council to provide appropriate mandates and strengthen its role that would enable the FSM address her SD challenges effectively and sustainably, as well coordinate all development assistance supporting their initiatives and implementations.
- ii. Review and enhance existing and relevant FSM legislative frameworks to support SD initiatives by ensuring that government policies, development plans, budgets and decisions on investments take full account of their effects on SD. The main thrust here is to ensure that financial resources coming into the FSM through the SD Council or other sources are not wasted through duplications and overlapping roles of respective agencies involved but effective implementations.
- iii. Strong leadership and good governance are pivotal as they create an environment that is conducive to SD and to the alleviation of poverty. The FSM’s unique geo-physical and geo-political structures would pose a stiff challenge towards addressing SD and poverty alleviation. The FSM Leaderships, both at National and State levels, are therefore encouraged to continue to provide strong leadership and good governance measures and structures that would support efforts towards strengthening SD initiatives and contribute to poverty alleviation in the FSM.
- iv. Continue to maintain the link between the existing plans with the National SDPs 2004-2023 for better national prioritisation and effective implementations. The One-size fits all mentality is not even working in the Micronesian region. There are many “Best-Practices” that the FSM can share with other SIDS in the Pacific and other regions.
- v. Mobilisation of all sectors of the community to include private sector and civil society is vital for the FSM, as they play important roles in sustainable development. This aspect is unique in the FSM considering the key roles played by civil societies such as TNCs, CSP, IFP, etc in mobilising resources and efforts to address some of the key challenges of SD

in the FSM. Their support through trainings and workshops are fundamental to a better understanding of the plethora of challenges they face on a daily basis. Through such trainings and workshops, the communities in all States are empowered to make better decisions for their future.

- 3.2 In the context of iii) and iv) above, some local and international development partners in the FSM have been instrumental in undertaking trainings and workshops for the local communities. These initiatives are aimed at strengthening institutional capacities and improving performance and accountabilities in their civic roles in the communities they live in. From 2007-2009, TNC conducted trainings and workshops for every NGOs in the FSM. The trainings were focussed on formulations of Strategic Action Plans (SAP) that are linked to the FSM National SDP 2004-2023, clarity of roles and responsibilities of board members, and improving their organisational effectiveness. It facilitates more learning exchanges and sharing of projects amongst State representatives (Adaptive Management), particularly in the areas of public awareness and advocacy. The TNC gave them the tools and let them build up their organizations tailoring to the needs of the local communities. These are illustrations of excellent best practices that can be replicated elsewhere in PICTs.
- 3.3 Pacific regional organizations and UN agencies and other international organisations continued to provide assistance to FSM by virtue of its membership and these could be better coordinated and harmonized for enhanced synergies and improved development impacts through their on the ground presence in the Micronesian region. Currently the Joint-Presence of the UN Office (UNDP, UNFPA, UNICEF), and WHO in the FSM Department of Health in Pohnpei, is a step in the right direction. The SPC have established a North Pacific Regional Office in Pohnpei in January 2006 to cover the Micronesian region, who are also members of the SPC. Other CROP agencies are requested to follow suit as it will ensure effective coordination and support for FSM (and other Micronesian countries) and engender enhanced delivery of assistance on the ground.

SECTION 4: CONCLUSION

4.1 Despite the many challenges the FSM faces, sustainable development issues are well embedded in their development and sectoral plans albeit in a number of documents. Whilst it may be onerous to shift toward the compilation of a National Sustainable Development Strategies that incorporate all principles and pillars of SD, some of the key elements are reflected in their NEMS, NBSAP, FSM Strategic Development Plan, etc. It is prudent therefore that the FSM is supported in its current standing of implementations of the various sector plans they have in place recognizing the fact that a “one size fits all approach” may not work well within the FSM due to its geo-political structures.

4.2 The FSM will continue to uphold its international obligations under various Multilateral Environmental Agreements (MEAs) that it has signed and ratified as a member of the UN and other international agencies. However, coordination of these MEAs for implementations at the national level is still a challenge and will no doubt improve at the revitalization of the SD Council. At the same time, development partners should engage with the FSM through the SD Council in innovative fashions that not only assist in leveraging support and financial resources but also at addressing the fundamental constraint of capacity and institutional strengthening. Capacity is an ongoing constraint for the FSM and further deliberations amongst development partners, in consultations with the FSM, is required on how best they can be assisted to meet their international development goals as espoused in MEAs and UN Conventions.

4.3 Following on from 4.2, having a permanent presence in the FSM will enable development partners better engage with them in a much more strategic fashion, cognizant of local values and best practices. The UN Joint Office and SPC are demonstrating these aspects and working very closely with the FSM in a format that is effective and meaningful. As mentioned earlier in this document, no “one size fits all” solution can work with them considering the geo-physical and political structures of the FSM. There is a need to engage and work with the FSM National and its four States to understand local situations and provide workable and effective solutions that are supported by all international development partners for improved implementations.

4.4 Finally, it is the recommendation of this assessment to take on board the issues raised in Section 3 as important for the FSM in her strive towards sustainable development. All other recommendations raised in other documents mentioned before, including the National Assessment Report should be taken holistically with this assessment in addressing the sustainable development challenges of facing the FSM.

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