

# FINAL REPORT

## **Micronesia: Country Gender Profile**

March 2009

Japan International Cooperation Agency  
Public Policy Department

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### Micronesia

Summary

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## **Summary of Country Gender Profile in Micronesia (2009)**

### **Current Situation of Women in Micronesia**

The Federated States of Micronesia (FSM) was independent in 1986 and entered into the Compact of Free Association (the Compact) with the United States of America (US). The Compact has contributed to the economic development and the improvement of people's livelihoods, especially on the basic human needs. Under such circumstances, the FSM has been able to provide people with public services regardless of gender, such as primary health care and primary education. However, there remain cases that some of women are abused or discriminated in daily living environments, due to traditional customs and lack of safety nets.

### **Government Policy on Gender**

The FSM does not have any policy on gender. Therefore, it complies with the UN treaties, such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and Millennium Development Goals (MDGs). The national and state constitutions have articles of stipulating that all the people have equal rights.

### **National Machinery**

The national machinery on gender in the FSM is the National Women's Interest Unit under the Department of Health and Social Affairs. It has only a staff, though it functions widely as the overall coordinator among the national government agencies on gender issues and as the main player of sensitizing gender over the country.

Main activities of the Unit have been conducted on the basis of the Strategic Development Plan 2004-2023. For further steps in future, the Unit will formulate the action plan in the conference held in April, 2009.

### **Situation of Women/Gender in Education**

The education sector gives any child aged 6 to 14 with equal access to the primary education which is the compulsory education in the FSM. Even in the secondary and tertiary education, the number of the enrolment is not largely different by gender. However, the dropout rate of female students in the secondary school due to their pregnancy has been cautioned.

### **Situation of Women/Gender in Health**

Basic medical care services, such as immunization and HIV/AIDS screening, are provided to people for free under the Compact and the numbers of the people receiving those services have been increasing. However, in terms of reproductive health, maternal mortality, child mortality and teenagers' pregnancy are critical because they shows a possibility that some women are in inappropriate health conditions, especially younger generations. Therefore, trainings and advocacy activities to overcome these issues are implemented by the Department of Health and Social Affairs.

### **Situation of Women./Gender in Agriculture, Forestry, Fisheries**

In the FSM, agriculture and fishery sectors are the major sectors contributing the national economy. However, most of the commercial activities in the sectors are dominated by men and women engage in these sectors mostly for substance and/or only if they are allowed to spend their time for extra

works other than daily household duties. That is originated from the indigenous customs. In order to encourage women's involvement in agriculture activities in more productive manners, the Department of Resource and Development has implemented programs in rural areas. In the programs, it is recommended by advocating gender equality to reconsider changes of conventional household duty allocations among the family and women's active involvement in agriculture activities.

#### Situation of Women/Gender in Economic Activities

Generally in the FSM, the public organizations, including the national and state governments and public corporations, are the major employers for both of men and women. However, statistically, the unemployment rate of women is slightly higher and the number of unpaid female workers is also larger than those of men. That is caused by conventional women's engagements in substantial works or self-employed business, such as small commodity shops. Such engagements are difficult to be identified and may often be counted as "unpaid employee" or "unemployed people".

**List of Abbreviations**  
**(Micronesia)**

ADB	Asian Development Bank
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
COM	College of Micronesia
DHS	Department of Health Services
DMF	Decayed, Missing and Filled Teeth
DOE	Department of Education
DOH	Department of Health
DSAP	Development for Sustainable Agriculture in the Pacific
ECE	Early Childhood Education
EEZ	Exclusive Economic Zone
EU	European Union
FSM	Federated States of Micronesia
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GEM	Gender Empowerment Measurement
GENSA	Division of Gender and Social Affairs
GOF	Government of the Federated States of Micronesia
GOF	Government of Fiji
HDI	Human Development Index
HIV/AIDS	Human-Immunodeficiency Virus/ Acquired Immuno-Deficiency Syndrome
ICT	Information, Communication and Technology
JEMCO	Joint Economic Management Committee
MAFF	Ministry of Agriculture, Fisheries and Forestry
MCH	Maternal Child Health
MDG	Millennium Development Goal
MFNP	Ministry of Finance and National Planning
MIT	Management Information System
NGO	Non Governmental Organization
NWIC	National Women's Interest Unit
NWIO	National Woman Information Officer
ORT	Oral Rehydration Therapy
PHC	Primary Health Care
PSBC	Pohnpei Small Business Centre
SBGFC	Small Business Guarantee Financial Cooperation
SDP	Strategic Development Plan
STD	Sexually Transmitted Diseases
T3	Trade, Training and Testing
UN	United Nations

UNDP	United Nations Development Programs
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
US	United States of America
US\$	United States Dollar
WDR	World Development Report
WHO	World Health Organization

## 1. Basic profiles

### 1-1 Socio-Economic Profile

Socio-economic profile								Ref.
Social indicators								
<u>International development indicators</u>		Human development index*		Gender-related development index*		Gender empowerment measurement (Value)*		
		N/A		N/A		N/A		
<u>Demographic indicators</u>		Total		% of urban population		Population growth rate (%)		
			% of female population		% of female population			
	2008e	118,300	49.4	N/A	N/A	1.2	4.44	1)
	2000	107,008	49.3	N/A	N/A	N/A	4.44	2)
		Life expectancy		Households number by head of households (HH)			Total fertility rate (%)	
		Male	Female		Male-headed	Female-headed		
	2008e	68	71	N/A	N/A	N/A		1)
	2000	67.0		N/A	N/A	N/A		3)
Economic indicators								
		GNP/Capita (US\$)	Growth rate of real GDP	GDP implicit deflator*	Gini index*	Aid/GNP		
	2007e	2,204	-3.60%	N/A	N/A	N/A		2)
<u>Public sector expenditure on sectors</u>		Health	Education	Social welfare	Defense	Gender	Others	
		N/A	N/A	N/A	N/A	N/A	N/A	
		/GDP	/GDP	/GDP	/GDP	/GDP	/GDP	
		N/A	N/A	N/A	N/A	N/A	N/A	
<u>Industry /GDP</u>		Agriculture	Industry	Service	Others			
		N/A	N/A	N/A	N/A	N/A	N/A	
<u>Labour indicators</u>		Total No.		Unemployment rate		Minimum wage		
			% of female population		of female population	Male	Female	
	No.	17,098	8,874	4,419	3,820	N/A	N/A	2)
	2000	65.9%	34.1%	53.6%	46.4%			
<u>Employment rate (YEAR)</u>		Agriculture	Non-agriculture					
	Total	25	16,335					2)
	% of female population	N/A	N/A					
Approaches to gender issues								
<u>Ratification and signature of international laws</u>							Year	
Convention of the Elimination of All Forms of Discrimination Against Women (CEDAW)							2003	4)
Ratification of the Convention on the Rights of the Child							1993	
Adoption of the Pacific Platform for Action on Women							1994	
Cairo Platform for Action on Population and Development							1994	
Adoption of the Global Platform for Action on Women							1995	
<u>Women in decision-making (% of female population)</u>								
Government		In parliament		Private sector	Managers	N/A		
		Secretaries	1		Technicians	N/A		
		Deputy secretaries	1					
<u>Policy of gender</u>							Year	
None								
<u>Laws of gender</u>							Year	
None								
<u>Plan of gender</u>							Year	
Strategic Development Plan 2004 – 2023							2003	4)
Public organization of gender								

Socio-economic profile			Ref.
Name of the national machinery	National Women's Interest Unit		

Note: Refer to the definitions for the words attached with \*

## 1-2 Health Profile

Health Indicators							Ref.
Prevalence of health services		No. of Hospital beds per 1,000 persons	No. of physicians per 1,000 persons				5)
	2006	33	N/A				
Infant mortality rate	2007	Total	21	Female	33		1)
	1996		40		N/A		2)
Under-five mortality rate	2006	Total	41	Female	41		5)
	1996		12		N/A		2)
Prevalence and death rates associated with tuberculosis	2006	Total	109	Female	N/A		5)
	1996		73.4		N/A		2)
% of vaccinated (1 year old)		BCG	DPT	Polio	Measles		
		70	94	94	91		1)
Reproductive health		Contraceptive prevalence rate		Rate of births attended by trained personnel		Anemia prevalence among pregnant women	
	2007	70		87		40.3	1)
		25 (1997-98)		82 (1995-97)		N/A	2)
		Maternal mortality ratio		Total fertility rate		Average age of first marriage	
	2007	317		4.3		N/A	1)
	1999	274		4.44		N/A	2)
Nutrition		Children under weight for age (& aged under 5)		Oral re-hydration therapy use rate		Iodine deficiency	
	2007	15%		N/A		N/A	1)
Community health service		Access to safe water			Access to adequate sanitation		
		Total	Urban	Rural	Total	Urban	Rural
	2006	94	95	994	25	61	14
	2000	92	94	92	26	59	16
HIV/AIDS		HIV prevalence, aged -				% of population aged with comprehensive knowledge of HIV/AIDS	
		Total	Male	Female		Male	Female
				Pregnant women			
	2008	1	1	0	0	N/A	N/A

## 1-3 Education Profile

Education Indicators							Ref.
Education systems		Primary	8 years	Secondary	3 years	Tertiary	1- 3 year
Adult literacy rate		Total	95.5	Male	94.2	Female	96.0
Primary education							
Net enrolment rate	2006	Total	92.3	Male	N/A	Female	N/A
	1999		93.7		N/A		N/A
Progression rate	2005	Total	87	Male	N/A	Female	N/A
	1999		85		N/A		N/A
Drop-out rate		Total	N/A	Male	N/A	Female	N/A
Secondary education							
Net enrolment rate		Total	N/A	Male	N/A	Female	N/A
			N/A		N/A		N/A
Progression rate		Total	N/A	Male	N/A	Female	N/A
Drop-out rate		Total	N/A	Male	N/A	Female	N/A
Tertiary education					N/A		N/A
Net enrolment		Total		Male		Female	



Education Indicators								Ref.
	rate							
	Progression rate		Total		Male		Female	
	Drop-out rate		Total		Male		Female	
Tertiary level enrolment by field of study by gender		Education	Arts	Social science	Others			
	2006-07	396	804	335	251			8)

Note: Refer to the definitions for the words attached with \*

Reference:

- 1) Health Digest – Year 2008, Department of Health and Social Affairs
- 2) Statistical Yearbook Federated States of Micronesia 2008
- 3) National Assessment Report 2006, United Nations Department of Economic and Social Affairs
- 4) National Strategic Development Plan 2004 - 2023
- 5) World Health Organization, WHO Statistical Information System (WHOSIS)
- 6) Department of Health and Social Affairs, 2009
- 7) Department of Education
- 8) College of Micronesia

## 2. General Situation of Women and Government Policy on Gender

### 2-1 General Situation of Women in Micronesia

#### General Situation of Women in Micronesia

- 1) The FSM was independent from the US in 1986 and entered into a treaty with the US, the Compact of Free Association.
- 2) Due to the composition of the four states, the FSM has various indigenous systems and cultures. Therefore, the state has its own constitutions and gender perspectives.
- 3) Women's low presence in the public spheres and harassments against them are common critical issues over the country.

#### [General situation of Micronesia]

Federated States of Micronesia (FSM) was independent from the United States of America (US) in 1986. The FSM consists of the four administrative states, namely Chuuk, Kosrae, Pohnpei and Yap. Those states are different in terms of traditional customs and cultures and such differences are reflected onto their own state constitution.

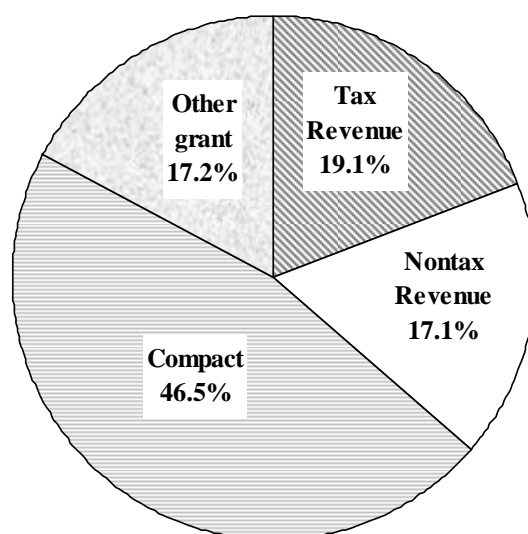
**Profile of the Four Islands**

	Population		Area (mile <sup>2</sup> )	Year of State Constitution
	Male	Female		
Chuuk	26,800	26,500	49.2	1989
Kosrae	4,000	4,200	42.3	1984
Pohnpei	17,900	17,000	133.3	1984
Yap	5,600	6,100	45.8	Amended in 2006
Total	54,400	53,700	270.6	1979

Source: Statistical Yearbook Federated States of Micronesia, 2008

Since the independence in 1986, the FSM has the strategic and economic relationships with the US, “Compact of Free Association” (the Compact). Under the Compact, the FSM has received financial and technical assistance in the two phases, 1986 - 2003 and 2004 – 2023<sup>1</sup>. The Compact fund is used for promoting the domestic economic growth and achieving the sustainable and self-reliance economy, and is allocated to education, health, private sector development, the environment, public sector capacity building, and public infrastructure. In order to utilize this fund effectively, the US and the FSM established a Joint Economic Management Committee (JEMCO). They have determined the allocation of the fund through the JEMCO every year. In 2007, the Compact fund is around 28.5% of the public income of the FSM and has affected largely the gross domestic product (GDP).

<sup>1</sup> The Compact for the fiscal year 2004 – 2023 is called as “the amended Compact”. In this profile, the name is applied.



**Composition of the Revenue of FY 2007  
(Total Revenue: US\$ 145.2 million)**

Source: Statistical Yearbook Federated States of Micronesia, 2008

In terms of economy of the FSM, there is the chronic trade deficiency because of the large amount of commodities imports. The major items imported are fuels (diesel), foods (raw and processed) and beverages. On the other hand, the major industries contributing to the exports are fisheries and agriculture. Fishery sector has the largest share with offshore fishes by purse seines and long liners, and processed products. As the major agriculture product for exports are Kava, followed by citrus and banana. As another source of income, the FSM has the tourism sector. This sector creates income and employment opportunities.

#### **[General situation of women in Micronesia]**

Because each state has different social structures as shown in the right table, matrilineal and patrilineal systems are mixed in the FSM. Some communities have female leaders. However, despite of the existence of female community leaders, in most cases, men dominate in decision-making processes and social activities in their communities. In addition, conventional allocations of the daily duties by gender are still prevalent that men earn income outside for their households and women stay at home for working on housekeeping and cares for their family.

To challenge such indigenous gender-oriented societies, the Government of the FSM (GOF) has started to sensitize gender mainstreaming approaches in trainings to the public and private sectors. Some development projects have included raising awareness of gender.

### **[Sexual harassment and violence against women]**

Sexual harassment and violence against women are one of the crucial issues. It is assumed that some cases have not been reported because of female victims' stigma or hardships of reporting. In order to prevent any violence, the GOF is preparing for the policy, namely "No Drop Policy", which authorizes strict sentences and penalties against offenders. The policy is expected to make more enabling environments for women to report their sufferings. Additionally, countermeasures against abusing children and protections for their rights are also required.

<b>Structures and Systems of Organizations, as of 2004</b>				
	Chuuk	Kosrae	Pohnpei	Yap
Matrilinage relationship is based on maternal line of accession	x			x
Patrilineage relationship is based on paternal line of accession		x	x	x
Estate mixed line of accession				x
Feudal a system based on social class, status, power and control			x	x
Nuclear relationship based on a couple and their children	x	x	x	x

Source: Asian Development Bank, Federated States of Micronesia 2005 Towards a Self-sustainable Economy ADB Pacific Studies Series

As a challenge in the Pohnpei State since 2008, the Sexual Prevention Program has been implemented in order to prevent any rape in schools and/or on the way between schools and students' houses. In the Program, the State police have been patrolling there for protecting female students.

### **[Low representation in key decision making positions in the government]**

Women in the FSM achieved their rights to vote and stand for elections in 1963. As of March, 2009, there is only a female secretary among the eight secretaries and no seat in the parliament. To enhance women's involvement in the political spheres, the GOF is preparing for the Congress Bill, which will guarantee automatically four seats for women of the 14 seats in the parliament.

### **[Issues originated in religions and traditional customs]**

Communities in the four states have their own social structures founded on indigenous systems. While such structures still remain, ADB (2005) identifies their recent transformation. A reason for the transformation is the recent modernization and exposure to external factors such as information and migrates from outside. Another possible reason is the nuclearization of the family structure from the traditional kinship-oriented family. That brings about changes in the roles between men and women in the family and inheritance systems of land ownerships.

The most popular religion is Christianity in the FSM and Roman Catholic is the major. Churches play essential roles in the communities of providing social supports and counseling to people. For example, in the Pohnpei State, priests in the churches work together with the NGO, Pohnpei Women Advisory Council, and provide counseling services to women on issues in their daily life.

## 2-2 Government Policy on Gender

### Government Policy on Gender

- 1) The FSM complied with the UN treaties on gender, because it does not have their gender-specific policy,
- 2) National goals and action plans on gender are stated in the Strategic Development Plan 2004-2023 of the FSM.

#### [Government policy on women]

As of March, 2009, the GOF does not have gender policy and complies with the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Millennium Development Goals (MDGs).

#### [Development plans for women]

The GOF formulated the Strategic Development Plan (SDP) 2004 – 2023. The SDP is a comprehensive plan consisting of development plans of the major seven sectors; agriculture, fisheries, tourism, environment, health, education and gender. The strategic goals of gender are described with expected outcomes corresponding to them in the table below;

**Contexts of the Nine Strategic Goals and their Policy Implications**

	Strategic goal	Outcomes
1	To enhance and promote the cultural, economic, legal, political and social status of women	- Adoption of nationwide policy on Gender by 2007. - Establishment of Commission on the Status of Women by 2010.
2	To enhance the leadership capacity and roles of women	- Increase of the number of women in leadership, management and elected positions. - Decrease of gender based-stereotypes, attitudes, behaviors and practices
3	To mainstream gender issues into decision-making, policies and strategic development plans	- Enhancement of FSM gender policy advocacy and mainstreaming capacity - Acceptance of gender issues by decision makers Enhancement of mainstreaming capacity.
4	To maximize women's contribution to and participation in democratic and development processes by creating opportunities for women's active involvement	- Safer environment at home, work, school and other public places. - Strengthening Women's economic capacity and commercial networks - Harmonizing work and family responsibilities for men and women. - Representation on all law and policy making bodies by at least 2012
5	To strengthen the institutional capacity of the women's programs in the FSM	- Establishment of the Division of Gender and Social Affairs (GENSA) by 2007 - Determination of needs and requirements for appropriate skilled staff, technical equipment and office furniture - Improvement of capacity and access to Information, Communication and Technology (ICT)

	Strategic goal	Outcomes
		- Strengthening networks and alliances through increased advocacy
6	To strengthen the institutional capacity, effectiveness and impact of youth organizations	- Adoption of national youth policy in Year 2005. - Strengthening youths' councils, organizations and programs by year 2007. - Development of the full potential of the FSM youth
7	To strengthen youth development through social, economic and political participation	- Increase of participation of youth leaders in economic, political and social activities, dialogues and programs - Improvement of networking, partnership and collaboration with strategic stakeholders - Improvement of management information system (MIS), information and communication capacity.
8	To establish social protection and social welfare services for seniors	- Creation of a national senior citizens' Office by FY 2006 - Improvement of senior citizens' benefits and protection - Adoption of the National Senior Citizens Policy by 2010 - Establishment of the Senior Citizens Development Programs by 2006
9	To address the special economic, political and social needs of disabled persons and persons with special needs	- Adoption of the FSM-wide policy on disabled persons and persons with special needs - Mainstreaming disabled persons and persons with special needs into ongoing and regular public and private activities, programs and services - Recognition of positive contribution of disabled persons and persons with special needs

## 2-3 National Machinery

### National Machinery on Gender

- 1) The national machinery for gender in the FSM is the National Women's Interest Unit, under the Department of Health and Social Affairs. It contributes to the dissemination of gender-mainstreaming approaches over the public and private sectors and to the achievement of the girls' education.

#### [Background]

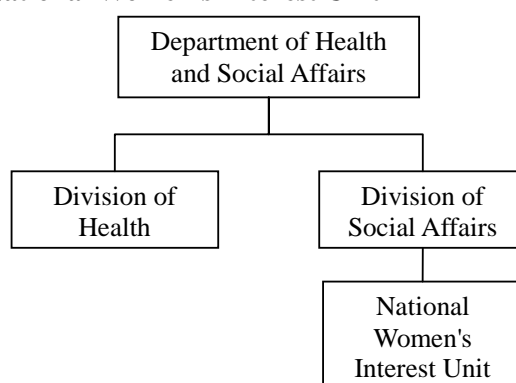
In 1992, the FSM executed the first gender and development program with a National Woman Information Officer (NWIO) and the NWIO also supported the establishment of the Women's Interests Desk. The Desk's objectives were information dissemination and coordination of women's activities and programs. It enforced the National Women Advisory Council Constitution, one of whose objectives is to promote women's cultural, economic, legal, political, religious and social development". The Desk is positioned in the Department of Health and Social Affairs.

In 1998, the Desk was upgraded to Women and Development Unit and in 2000 the Unit renamed as the National Women's Interest Unit (NWIC).

#### [National Machinery]

Name of National Machinery	National Women's Interest Unit
No. of personnel	1
Budget (as of 2009)	US\$ 59,000
Objectives	1) Overseeing all the gender-related activities in the FSM
Roles	1) Providing women with protection, 2) Providing people with trainings for sensitizing concepts of "gender" and "gender mainstreaming", and 3) Encouraging young girls' education

#### Organizational Chart of National Women's Interest Unit





**[The Main Activities of the National Women's Interest Unit]**

NWIU follows the plan described in the SDP shown in Section 2-2. In April 2009, the action plan will be formulated at the official conference held in Pohnpei with the other governmental offices and international development agencies.

### 3. Current Situation of Women by Sector

#### 3-1 Education

Education
-----------

- |  |
|--|
| <ol style="list-style-type: none"><li>1) The compulsory education in the FSM is the elementary education. After the completion of the education, students are given with options of going to high schools or vocational training schools, being employed to paid jobs or going abroad.</li><li>2) The statistical information shows that gender equality has been achieved mostly in the education and health sectors. However, more precise and continuous studies of the present situations may be required.</li></ol> |
|--|

#### [Government policy]

Education sector in the FSM is one of the prioritized sectors of the amended Compact and the large amount of the Compact fund is allocated to the sector as well as the health sector. That intends to improve the educational systems and to contribute to human resource development.

The Department of Education (DOE) is responsible for the primary education and the special education in the FSM and follows the law, Title 40 in the FSM Congress Public Law in 1982 (Title 40). Title 40 stipulates the seven items; (1) educational system, (2) educational policies and standards, (3) students assistance, (4) the College of Micronesia (replaced with (7)), (5) the Library of Congress, (6) aid to nonpublic schools fund and (7) the College of Micronesia – FSM.

DOE has the development plan the five strategic goals in the Strategic Development Plan (SDP) and the five strategic goals are established as below for the sector;

- To improve the quality of learning in the FSM
- To improve the quality of teaching in the FSM
- To consolidate performance monitoring and data based decision-making system
- To strengthen participation and accountability of the education system to communities
- Education is relevant to the life and aspirations of the FSM people

On the basis of these goals, DOE set the 20 performance indicators in order to measure the status and progress of development activities implemented in the framework of the SDP, to keep accountabilities to the stakeholders in the FSM and the grantor and to use the measurements as the reference to the decision-making on the sector.

**Enrolment and Number of Teacher by grade level and sex  
(2005-2006)**

		Male		Female	
		Public	Private	Public	Private
Elementary education	Student	11,529	1,001	10,985	1,086
	Teacher	652	74	537	85
Secondary education	Student	3,611	517	3,417	691
	Teacher	238	65	149	47
College (College of Micronesia)		2,910		2,973	

Source: Statistical Yearbook Federated States of Micronesia, 2008

**[Gender consideration development plan and education]**

In the education sector in the FSM, there is no gender-specific policy and law. Conforming to the CEDAW and Goal 2 and Goal 3 of the MDGs, the sector promotes gender equality in terms of the access to education and the employment of teaching staffs.

**[Primary education]**

Title 40 stipulates that the elementary education covers from 1<sup>st</sup> grade (6 years old) to 8<sup>th</sup> grade (14 years old) and is the compulsory education. In this compulsory education, any cost for tuition and textbooks is free and other equipments required by schools, including uniforms, are charged to students. Additionally, under the amended Compact, the Early Childhood Education (ECE) Program is introduced and children aged younger than 6 years old are recommended to go to pre- schools.

**[Secondary education]**

Secondary education is from 9<sup>th</sup> grade (15 years old) to 12<sup>th</sup> grade (18 years old). Compared to the elementary education, it is identified that the number of the enrollment is smaller. One of the reasons is that, after the completion of the elementary education, students have options other than entering high schools. The options are starting paid jobs, going to the vocational school and going abroad for studies, especially Guam, Hawaii and the mainland of the US.

**[Tertiary education]**

In Micronesia, there is the College of Micronesia (COM). COM has the national campus in Palikir and the state campuses in each state. The national campus offers various certificate courses (1 year) and degree courses (2 years and more, if necessary), while the state campuses offers only certificate courses except teacher preparation program. To enter COM, it is required to take the COM Entrance Test.

In 2006-2007, popular programs for female students are Liberal Arts (29.9%), Business Administration (19.1%), and Teacher Preparation Program (13.1%). These three programs are commonly popular for both male and female students. Computer Information System is also popular for male students.

**Educational Attainment of the FSM population  
aged 25 years and over (2000)**

	Total (%)	Male (%)	Female (%)
No school	12.3	9.8	14.6
Pre-school	0	1.0	1.0
Elementary	36.0	30.4	41.3
High school	32.3	34.4	30.3
College	18.4	24.4	12.7
Total	100.0	100.0	100.0

Source: Strategic Development Plan 2004-2023

**[Literacy education]**

The adult literacy, aged from 15 years old to 24 years old, has been declining since 1994 as shown in the table. In the SDP, the FSM explains the possible reasons of this decline are the lack of clear and common definition of “literacy” among people targeted for each census and the influx of immigrants.

**Adult literacy rate (15 – 24yrs)**

	Total (%)	Male (%)	Female (%)
1994 <sup>1)</sup>	93.9	94.8	93.0
2000 <sup>1)</sup>	92.4	92.9	91.9
2008 <sup>2)</sup>	89	91	88

Source:

1) Strategic Development Plan, 2004-2023

2) Health Digest, 2008

**[Vocational and Technical education]**

As an only vocational education institutes, there is the Technical Training Center providing Trades Training and Testing (T3) Program in Pohnpei. In the other state capitals, the Center has the offices which offer a teaching program only. As of March, 2009, the Center in Pohnpei has the four courses, construction, electricity, mechanics and welding. It may take two years to complete the whole program, including on-the-job trainings in companies. For the entry to the Center, there is no condition other than the completion of the compulsory education. Although female students may participate in their courses, the number is smaller than male.

In addition, the Division of Special Education Program offers training programs for people over 15 years old. Their purpose is to disseminate information and knowledge which may be useful to people's

daily livelihoods such as human rights, and to empower participants' capacities. The Division sends the attendance selected abroad for on-site trainings. Recently, more women have participated actively in the programs.

### **[Special Education]**

The Division of Special Education Program also offers services to disabled people from birth to 21 years old. That is stipulated in the Individual Disability Education Act. The Division formulates individual plans for each person and the services are offered on the basis of the plan. In order to encourage the disabled people to participate in this program, the Division organizes awareness raising campaigns so as to help people to identify disabled people around them, because such people may suffer from difficulties in their daily life due to overlooking their disabilities.

Regardless of the gender, any disabled person is allowed to enjoy this service. However, the Division has recognized that less female students join than male, and assumed that the difference is caused by a possibility that their parents tend to keep those girls inside their houses.

**Number of Special Education Children  
(3 – 21yrs)**

	2003-2004	2004-2005	2005-2006	2006-2007
Total	2,581	2,439	2,644	1,753

Source: Statistical Yearbook Federated States of Micronesia, 2008

### 3-2 Health

#### Health

- 1) Health services to people are provided by the state governments.
- 2) Immunizations and HIV screenings are obliged to people through their life stages. Costs for immunization program are totally covered by the Compact fund.
- 3) Family planning, maternal child health cares and HIV/AIDS are essential issues in the sector and development agencies have relevant projects in order to improve their negative situations.

#### [Government policy]

The amended Compact put priority on the health sector as well as the education sector, and the larger amount of the fund has been allocated. Additionally, in the Strategic Development Plan (SDP), the health sector development plan was also formulated. The following five strategic goals are described as direction of the health development;

- To improve primary health care services
- To improve secondary health care services
- To prioritize health promotion and services for major health problems
- To develop a sustainable health care finance mechanism
- To improve capacity and accountability systems

Based on these goals, the 14 performance measures were set to evaluate the progress of the achievement of the goals.

The Division of Health (DOH) at the national level is administrative and responsible for formulating sector plans, coordinating programs funded by international agencies, providing training programs for staff working in the health sector in the FSM and implementing campaigns.

#### [Medical Health]

Health services to people are offered by the Department of Health Services (DHS) in each state. DHS is responsible for curative, preventive and public health services and for health facilities each DHS owns. The number of the health facilities in the FSM is shown in the table below.

### Health Facilities in the FSM

		Total	Chook	Kosrae	Pohnpei	Yap
Hospital	Government-owned	4	1	1	1	1
	Private-owned	1	0	0	1	0
Community health center	Government-owned	5	0	0	1	4
	Private-owned	0	0	0	1	0
Dispensary	Government-owned	92	64	0	9	19
	Private-owned	0	0	0	0	0
Aid post	Government-owned	6	0	5	0	1
	Private-owned	0	0	0	0	0
Health clinic	Government-owned	0	0	0	0	0
	Private-owned	6	3	0	3	0
Pharmacy	Government-owned	0	0	0	0	0
	Private-owned	6	3	0	2	1
Dental clinic	Government-owned	0	0	0	0	0
	Private-owned	2	0	0	2	0

Source: Health Digest, 2008

As for the immunization program in the FSM, the people is obliged to take immunization as shown in the table below through their life stages. For the entry to schools, elementary, secondary and tertiary schools, people are required to show their immunization records as a part of their application.

### Immunization systems

	< 2 yrs old	15 years and over
Age-specific vaccines	<ul style="list-style-type: none"> <li>- DPT: Diphtheria Pertussis Tetanus Vaccine</li> <li>- OPV: Oral Polio Vaccine</li> <li>- MMR: Measles Mumps and Rubella Vaccine</li> <li>- HIB: Haemophilus Influenza type B Vaccine</li> <li>- HBV: Hepatitis B Vaccine</li> <li>- BCG: Bacille Calmette Guerin (a Tuberculosis)</li> <li>- PCV1-Rata virus</li> </ul>	<ul style="list-style-type: none"> <li>- Hepatitis B III (Optional, if necessary)</li> </ul>
Common	<ul style="list-style-type: none"> <li>- Influenza</li> </ul>	

Source: DOH, 2009

The present immunization program has been implemented under the Compact. All the immunizations are provided for free and all the vaccines are imported from the US. Recently, so as to improve the immunization rates, the DOH has been implementing campaigns on radio programs for enhancing people's awareness on importance of immunization. In addition, to improve access to immunization

for people living in remote areas, immunization services are provided in community health centers with cold chain system.

### **[Family Planning and Maternal Child Health]**

For family planning and maternal child health (MCH), United Nations Population Fund (UNFPA) has implemented the Country Program Action Plan (CPAP) since 2008. Concerning high rate of teenage pregnancy (47.7/1,000 in 2007) without marriage which causes drop out, adolescent reproductive health programs are introduced as a subject of elementary and high schools to increase knowledge of family planning in the CPAP.

Other than the above, the DOH identifies and describes several issues in the “Health Digest” in 2008, such as maternal mortality rate (317/1,000 in 2007) due to postpartum difficulties, slow improvement of prenatal care, and infant morbidity, and child mortality due to diarrhea and acute respiratory infections. As countermeasures against these issues, DOH establishes the performance indicators as shown in the following table.

**Key performance indicators  
for maternal child health and family planning in 2008**

1. Four separate MCH and Family Planning grant applications for funding opportunities developed and filed
2. 100% of women meeting criteria receive Pap smears
3. 100% of women, adolescents and/or adults of child bearing age checked for iron deficiency anemia (IDA) and lead to toxicity are screened and identified
4. 100% of women of childbearing age have easy access to family planning methods, including those on outer-islands
5. Four Child health programs supported, coordinated and assessed for vaccine coverage, decayed, missing and filled teeth (DMF), dental sealant including special health care needs
6. 5% reduction of Maternal deaths from previous periods
7. 5% reduction of Infant Mortality Rate form previous year
8. National MCH/family planning Profile developed

Source: Health Digest, 2008

### **[Nutrition]**

It has been identified that people in FSM have unbalanced and insufficient nutrient contents (DOH, 2008). In fact, life style related diseases caused by an excess of calories are among the top leading diagnosis in 2007/2008. In order to achieve proper intake of vitamins, minerals, proteins and certain fats, nutrition education is promoted by close cooperation between the DHS and communities under the SDP. Nutrition officers are dispatched to local community to expand nutrition knowledge and encourage behavior change on diet among people.



### [HIV/AIDS]

In the FSM, 36 cases are detected between 1999 and 2008. Of those cases, the major age group is between 25 and 44 years old and the major reason is hetro-transmission.

**Number of HIV/AIDS cases between 1999 and 2008**

	Male	Female	Total
<b>0-15</b>	2	3	5
<b>15-24</b>	3	4	7
<b>25-44</b>	7	15	22
<b>45 and over</b>	0	2	2

Source: DOH, 2009

Against HIV/AIDS, the DOH has implemented programs for prevention and cares. As for preventive methods, the two are advocated, i.e., educational programs for awareness raising and giving preventive measures and regular HIV screenings. Additionally, HIV instructors for implementing those programs have been trained. Regarding care programs, counseling and medications are provided to people living with HIV.

### 3-3 Agriculture and Fisheries

#### Agriculture and Fisheries

- 1) The agriculture and fishery sectors contribute to the exports. Commercial activities for the exports are engaged in mostly by men and their female family members support them substantially.
- 2) Women are encouraged to involve in activities in the sectors through development projects. However, due to the conventional allocations of daily duties between men and women, their involvement is very limited.

#### [Government policy]

Agriculture and fishery sectors are the major sector for the FSM's economy as well as tourism sector. The table on the right shows the economic contributions of the sectors. These sectors state their strategic development goals in the Strategic Development Plans (SDP) as follows;

#### **Agriculture sector:**

- A well resourced and properly focused agriculture sector operating within a stable policy framework
- To increase production of traditional farming systems for home nutritional and traditional needs and cash incomes
- Increased volumes of saleable surpluses to be marketed by the private sector into local and regional markets
- To promote environmentally sound and sustainable production

#### **Fishery sector:**

- Inshore fisheries resources are well managed and economic utilization is maximized within sustainable levels.
- To increase aquaculture activities to supplement and enhance marine stocks for subsistence and marketing
- To maximize the long term economic benefits to the FSM from its Exclusive Economic Zone (EEZ)
- The FSM EEZ is well managed and economic utilization is maintained within sustainable levels

#### [Sectoral Policy and Gender]

Agriculture and fishery sectors do not have gender-specific policies and do not put any limitation to women's engagement in the works. Indigenously, commercial agriculture and fishery activities in the FSM are dominated by men and women support their works substantially, excluding some areas where women engage in agriculture actively as breadwinners.

Development agencies have started projects to enhance women's involvement to farming and agri-business with changing those conventional duties' allocation. The Department of Resource and Development, responsible for these sectors, allocates a female officer as a coordinator.

### **[Ownership of farming land and agrarian reform]**

Land in the FSM has been one of essential commodities for the people's livelihoods (Hezel, 2001). Values of the land are countless and the property rights and ownerships are inherited among families or communities as their common property. Each state has articles of land tenure systems in their constitutions (ADB, 2005).

From gender perspectives, the FSM does not put any limitation against women's land ownerships. Land inheritance systems are highly dependent on kinships and determined by the lineage which an area follows indigenously. If an area follows the matrilineal system, land was passed to next generation through the mother's lineage. However, Hezel (2001) identifies that the colonization by the Western countries and Japan since the nineteenth century and the recent nuclearization of the family have changed such lineage-based inheritance systems. He introduces a case that a man, living in an area where the matrilineal system dominates, decides to transfer his land to his sons though it was given through his matrilineal lineage.

### **[Rural life and gender]**

The European Union (EU) has implemented a project, namely "Development for Sustainable Agriculture in the Pacific (DSAP)". The objectives of the project are food security and promotion of income generation for women in rural areas. In the DSAP, women's involvement in agriculture activities, farming, processing and marketing, is enhanced by sensitizing gender in the agriculture activities for male and female farmers, and by providing access to technical extension services for both female and male farmers. As a result, some of female farmers have started their agro-business by selling their products in local markets.

Despite of the implementation of the DSAP, women in rural areas put their priority on household duties. Therefore, women can engage in agriculture activities and participate in trainings provided by the extension officers only if they are allowed to do extra works outside.

### **[Extension Activities and Training for Women]**

Technical extension services and trainings are open for women. Through the DSAP, their involvement has been increasing. However, as described above, because of time constraints, their participation has not been same as men.

### **[Fisheries]**

Major fishing methods in the FSM for the commercial fisheries are spearing, trolling from small outboard-powered skiffs, handlining, gill-netting and cast-netting (ADB, 2005). Therefore, usually

men engage in such commercial fisheries while little by women because of physical reason. Women in the fishermen's families engage in fisheries activities in smaller-scale for self-consumption or their own artisanal activities. Those activities are limited in case that they need cash income.

### 3-4 Economic Activities

#### Economic Activities

- 1) The public sector contributes in terms of employment the most, and may not have significant gender disparities.
- 2) In the private sector, the tourism sector is the most potential sector of creating employment opportunities. To maximize such potentialities, the sector is necessary to improve their situations.

#### [Employment opportunities]

There are insufficient employment opportunities in Micronesia. Obviously, in the FSM, the governments of the four states have provided people with the most employment opportunities.

#### Employment by Institution

Industry	2000	2005	2006	2007
Total	16,575	16,220	16,470	16,360
Private Sector	7,408	6,939	6,941	7,326
State Government	4,698	5,234	5,859	5,352
Government Agencies	1,135	1,388	985	1,027
Public Enterprise	986	760	687	667
National Government	828	655	665	663
Municipalities	698	497	585	556
NGO's and Non-Profits	564	511	508	526
Financial Institutions	206	188	195	198
Households	25	18	17	18
Foreign Embassies	28	31	29	28

Source: Statistical Yearbook Federated States of Micronesia, 2008

As for the private sector, the tourism sector contributes the most to create job opportunities and to activate the other relevant industries such as small-scale business of selling handicrafts, restaurants and transportation, although ADB (2005) points out that the system and operation of this sector needs improvement for the further development. Other than the tourism sector, the FSM does not have remarkable industries to create job opportunities. Therefore, especially in rural areas, most of people engage in agriculture and fishery sectors for substantial and commercial activities.

### **[Women workers in public and private sector]**

There is no statistic information of labor force participation in each industry by gender. However, as same as the general situations stated above, most of the female paid workers are involved in the state government.

**Labor Force Indicators in the census of 1994 and 2000**

Indicator	1994		2000	
	Male	Female	Male	Female
Labor force participation rate (%)	56.8	30.1	67.2	50.1
Number of wage and salary earners employed	9,324	3,880	9,286	4,514
Unpaid workers and subsistence workers	3,997	1,893	4,850	5,820
Unemployment rate (%) (15 yrs and over)	10.7	26.9	20.7	23.8
Unemployment rate (%) (15-24 yrs)	24.7	44.3	35.0	35.4

Source: Statistical Yearbook Federated States of Micronesia, 2008

The table on left shows that number of female unpaid and substantial workers is larger than the male's values. As described in Section 3-3, especially in households engaging in agriculture and fishery services, women contribute to housekeeping and supporting works for their male family members. In addition, small retail shops in towns which are mostly managed by women may be categorized as self-employed in the private sector, because they earn their wages from their own business.

### **[Support system for women workers]**

In the public sector, employment opportunities are given equally to men and women. Additionally, the NWIU has been sensitizing gender-inclusive approaches to both of the private and public sectors though their training programs.

### **[Support for micro enterprises]**

In the Pohnpei State, Small Business Guarantee Financial Cooperation (SBGFC) provides financial services to small enterprises in cooperation with the Pohnpei Small Business Centre (PSBC) in the College of Micronesia (COM). The SBGFC is a public cooperation to provide loan services, scaled between US\$ 500 and US\$ 25,000. On the other hand, the Pohnpei Small Business Centre (PSBC) provides other relevant services, such as advisory services for planning, operation and management of business plan. The criteria for the loan are 1) how to help the Pohnpei State's economy, 2) three-year projections of revenues and 3) appropriateness of repayment schedules. As of March, 2009, their clients are 8 women and 27 men.

In the Pohnpei State, there are other two private organizations to invest small enterprises, while in other states, there has no service providers like the SBGFC.

**4. Gender issues which should be particularly taken into consideration in future JICA and other donors/NGOs' intervention in the country**

- 1) The FSM consists of the four states and they have their own social structures, customs and cultures. When gender is considered as a part of development interventions in the FSM, including formulating gender-specific policies, it is essential to understand socio-economic backgrounds of each state.
- 2) NWIU is small as the national machinery to cover gender issues over the country. Because gender is a cross-cutting issue and the FSM has various social characteristics as above, its enforcement is one of key factors for the further development.
- 3) Gender disparities have been decreasing on the access to basic education and primary health care. One of the reasons for that movement is that the government made it easier for people in the FSM with the financial supports of the Compact, other than people's realizing their importance. However, the concepts of "gender" and "gender mainstreaming" have not been adapted wholly to societies in the FSM because they are still new. Therefore, it may take time that existing gender disparities will diminish by people's own efforts and understandings in future.
- 4) Implementing gender-inclusive approaches into economic sector, it is necessary to consider how to respect conventional duty allocations between men and women.
- 5) Recently, HIV/AIDS prevalence rate has been maintained low. However, if development of the tourism sector is more progressed or successfully implemented, the risk of expansion of its infection may occur because of increase of tourist and population flow.



## 5. On-going Gender Projects

Project /Program	Implementing Organization	Donor Organization	Duration	Budget (US\$)	Area
Gender					
Small Grant Schemes (Multi sector)		AusAID	2008-	36,983	
Education					
United States Federation Grants	Department of Education	US Department of Education	2008-	14,195,215	Special education Education support services Scholarships Language education
Scholarship program	Department of Education	Government of China	2008-	524,000	Scholarships
Australian Development Scholarships Australian	Department of Education	AusAID	2008-	447,476	Scholarships
Regional Development Scholarships	Department of Education	AusAID	2008-	108,127	Scholarships
Teaching training	Department of Education	UNESCO	2008-	50,000	Teaching education
Health/Medicine					
United States Federation Grants	Department of Health and Social Affairs	US Department of Health	2008-	6,059,474	HIV/AIDS Maternal and child health Immunization Cancer Family planning Sexual violence Preventive health service Tuberculosis and leprosy prevention Maintenance and construction of hospitals
Country Program Action Plan	Department of Health and Social Affairs	UNFPA	2008-2012	N/A	Family planning
WHO technical cooperation - Combating communicable diseases - Building healthy	Department of Health and Social Affairs	WHO	2008-2009	N/A	Improvement of health and medical services

<b>Project /Program</b>	<b>Implementing Organization</b>	<b>Donor Organization</b>	<b>Duration</b>	<b>Budget (US\$)</b>	<b>Area</b>
communities and populations - Health sector development					
<b>Agriculture, Forestry and Fishery</b>					
Development for Sustainable Agriculture in the Pacific	Department of Resource and Development	European Union	2003-	40,000	Food security Support of women's involvement in agriculture activities

## 6. Gender Information Sources

### 6-1 List of Organizations related to Gender

Name of Organization	Area of Specialization	Activity	Contact
<b>Government Organization</b>			
National Women's Interest Unit Department of Health and Social Affairs	Overall gender	Gender mainstreaming	Ph#: 3202619/2643/2872 Fax#: 3205263
Department of Health and Social Affairs	Health		Ph#: 3202619/2643/2872 Fax#: 3205263
Dept. of Education	Education	Elementary and Secondary Education	Division of Basic and Accreditation Ph#: 3202609 Fax#: 3205500
		Special Training (Adult education and education for disabled people)	Division of Special Services Ph#: 3202643 Fax#: 3205500
Office of Statistics, Budgets, and Economic Planning, Overseas Development Assistance and Compact Management (SBOC)	Statistics	Statistics	Division of Statistics Ph#: 3393011/ 3341281 Fax#: 339301
	Overseas Development Assistance		Division of Overseas Development Assistance Ph#: 3202823 Fax#: 3202428
Department of Administration	Personnel in the National Government		Personnel Division Ph#: 3202618
Dept. of Resource and Development	Fishery	Overall activities in the fishery sector	Office of Marine Resources Ph#: 3202620
	Agriculture	Overall activities in the agriculture sector	Office of Agriculture, Dept Ph#: 3202646 Fax#: 3205854
Pohnpei State	Social Affairs		Office of Social Affairs Ph#: 3205142
	Personnel, Labor and Manpower		Department of Treasury and Administration Ph#: 3202493/4758 Fax#: 3203574
College of Micronesia		Tertiary education	
<b>International Organization</b>			
Secretariat of the Pacific Community	Assistance for the Pacific Region		
Forum Secretariat	Assistance for the Pacific Region		Ph#: 3312600 Fax#: 3220221
UNDP Fiji Office	Overall Development		
United Nations Development Fund for Women (UNIFEM) - Pacific Regional Office	Regional gender mainstreaming, covering the Pacific Region	Gender mainstreaming	Ph#: 3301718 Fax#: 3301654

Name of Organization	Area of Specialization	Activity	Contact
NGOs			
Pohnpei Women's Advisory Council			
Small Business Guarantee Financial Cooperation			

As of March 2009

## 6-2 List of reports and references related Gender

Title	Author	Publisher/Source	Year
<b>Education and Training</b>			
FSM JEMCO 20 education indicators Report	Department of Education	Department of Education	2008
Education for All Global Monitoring Report 2009	United Nations Education, Science, and Cultural Organization	United Nations Education, Science, and Cultural Organization	2009
<b>Health and Medicine</b>			
Health Digest-Year2008	Department of Health and Social Affairs	Department of Health and Social Affairs	2008
Health Sector Progress Report: 1999 – 2008	Department of Health and Social Affairs	Department of Health and Social Affairs	2008
Country Health Information Profiles Federated States of Micronesia	World Health Organization	World Health Organization	2008
<b>Economic Activities</b>			
Federated States of Micronesia 2005 Towards a Self-sustainable Economy ADB Pacific Studies Series	Asian Development Bank	Asian Development Bank	2005
Report to the Congress on the Compact of Free Association with the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI) for Fiscal Year 2006	United States of America	United States of America	2006
<b>Social/Gender Analysis</b>			
The New Shape of Old Island Culture	Hezel, F	University of Hawai'i Press	2001
Translating CEDAW Into Law	United Development Fund for Women	United Development Fund for Women	2007
Country Background Note	United Nations Development Programme	United Nations Development Programme	2006
<b>Others</b>			
Key Indication for Asia and the Pacific 2008	Asian Development Bank	Asian Development Bank,	2009
Strategic Development Plan 2004-2023	Federated States of Micronesia	Federated States of Micronesia	2003
Statistical Yearbook Federated States of Micronesia 2008	Office of Statistics, Budget & Economic Management, Overseas Development Assistance & Compact Management (SBOC)	Office of Statistics, Budget & Economic Management, Overseas Development Assistance & Compact Management (SBOC)	2008
Human Development Report 2007-2008	United Nations	United Nations	2009

## 7. Definitions

### <Technical Terms>

#### **Informal sector**

Part of economy consisting of small competitive individual or family firms listed in the labor indicators. According to the definition of ILO, those engaged in this sector have simple technology, insufficient amount of capital, unidentified business location, minimum number of employees (or none of them), lack of legality and registration, and no capability of bookkeeping.

#### **Reproductive health/rights**

Health/Rights concerning sex and reproduction. To be able to live safe and satisfied sex life, and to have freedom to decide whether, when and how many children to deliver.

#### **National machinery**

Administrative organization to promote equal participation between men and women, and to implement and strengthen policies related to women, and to supplement organization for women.

#### **Affirmative action**

Prioritized positive measure to promptly correct the difference, in the case that discriminated groups are placed in extremely unequal conditions to other groups, due to the discrimination accumulated in the past.

### <Indicators>

#### **Inflation rate**

Instead, GDP deflator is used.

#### **Gini index**

Aggregate numerical measures of income inequality ranging from 0 to 100. A Gini index of zero represents perfect equality, while an index of 100 implies perfect inequality.

#### **Percentage of Women's Income**

There are no appropriate data comparable to each country. UNDP works out that the women's income is 75% of men's in non-agricultural sector.

#### **Total fertility rate**

Average number of children whom a woman delivers in all her life

#### **Under-one mortality rate**

Annual number of infants who die among 1,000 newborn babies within 1 year after the birth

#### **Under-five mortality rate**

Annual number of infants who die 1,000 newborn babies within 5 years after birth

#### **Maternal mortality rate**

Annual number of mothers who die among 100,000 cases of delivery due to pregnancy

#### **Percentage of births attended by trained health personnel**

The rate of births with the help of doctors, nurses, midwives, trained health personnel, or trained traditional midwives

#### **Percentage of infants with low birth weight**

The rate of newborn children of which the birth weight is less than 2,500 grams

#### **Oral Rehydration Therapy (ORT) use rate**

The rate of using oral rehydrate salt or substitute solution for under- infants having diarrhea

#### **Enrolment ratio of primary and secondary school**

Total enrolment ratio (or gross enrolment ratio) is the rate of pupils going to school with no respect to school age against population at the school age. Net enrolment ratio is the rate of pupils going to school at the school age against the people at the school age.

## References

- Asian Development Bank, Federated States of Micronesia 2005 Towards a Self-sustainable Economy ADB Pacific Studies Series, 2005
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