

EVALUATION OF THE LSTA FIVE-YEAR PLAN FOR THE FEDERATED STATES OF MICRONESIA PUBLIC LIBRARY SYSTEM 2018-2022

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I. Evaluation Summary

Background

This document is an evaluation of the implementation of the 2020-2022 five-year Library Services and Technology Act (LSTA) Plan for the FSM. This evaluation covers an abbreviated period as the IMLS five-year cycle began in 2018, however the FSM submitted the Plan in August 2019. The FSM National Archives, Culture and Historic Preservation (NACH) is designated as the contact point for the Library Service and Technology Act (LSTA) program in the FSM. The mission of NACH is to strengthen, “the nation’s unity through protection and preservation of cultural heritage of the FSM, cultivates public participation and democracy through public access, drives participation in the preservation process, and assists in the identification, maintenance of sites, and objects of historical significance within the nation.”¹ The Institute of Museum and Library Services (IMLS) is the federal agency responsible for implementing the LSTA, which distributes federal funds to each of the U.S. states and territories. The IMLS’ authorizing legislation requires LSTA fund recipients to conduct an independent evaluation of each five-year plan period for programs funded.

FSM public libraries include the Chuuk High School in Chuuk State (interim since 2001), Pohnpei Public Library (PPL) in Pohnpei State, Rose Mackwelung Memorial Library in Kosrae State, and Yap State Public Library (YSPL) in Yap State. As indicated in the FSM Library Services Plan the, “Libraries are located in State centers and have limited or no ability to extend service to remote areas or outer islands.” This means that the other populated islands in FSM do not have library service. LSTA funds are used primarily to support literacy programs, equipment and technology needs, and the salary of one staff member, the LSTA Coordinator. NACH worked David Fazzino, an independent evaluator, to conduct the Federated States of Micronesia Library Services Plan (FSMLSP) evaluation.

Retrospective questions

Retrospective question A-1 asks the extent to which five-year plan activities made progress towards goals.

Goal 1: Enhance Information Access. (Intent: Improve users’ ability to obtain and/or use information resources.)

This goal was partly achieved due to a combination of factors: COVID-19, staffing, and being overly ambitious. NACH made some progress towards goal 1 despite the associated challenges with limited travel being permitted during the COVID-19 pandemic within and into FSM. Of the 12 activities associated with this goal only one is completed, five are partially completed, and 6 are incomplete or not able to be assessed.

¹ FSM Office of National Archives, Culture & Historic Preservation. 2022. Mission. <https://nach.gov.fm/>, accessed March 30, 2022.

Goal 2: Expand services for learning. (Intent: Improve users' formal education.)

NACH did not make progress towards this goal. This goal was not achieved for the following reasons: staffing, partners, and overly ambitious goals. This goal is dependent on the internal capacity and human resources available within NACH. This goal is overly ambitious within the context of the other time commitments of NACH staff and current level of training for the one full-time employee tasked with IMLS-related work. This may be achievable by exploring partnerships with other entities in the FSM. This could potentially include, but not be limited to, the FSM Department of Education (DOE) and the DOE for each of the States: Chuuk, Kosrae, Pohnpei, and Yap.

Goal 3: Expand the Summer Reading Program. (Intent: improve users' general knowledge and skills)

This goal was partly achieved with limitations being COVID-19, staffing, and over-ambitious goals. NACH made some progress towards goal 3 by working with PPL, exceeding the minimum number of students participating by a factor of 10, from 10 students to over 100 students that participated in the Summer Reading Program. This was held at PPL, where NACH is located, but not the other states due to State Covid-19 policies on travel and gatherings. There were 3 volunteers total at PPL, including 2 volunteer students from private schools that helped with to facilitate this. There was no assessment conducted using pre-test and post-tests as indicated in the FSM Library Services Plan 2020-2022.

Goal 4: Provide library training, professional development, and recruitment. (Intent: improve the library workforce)

This goal was not achieved due to COVID-19, staffing, lack of partners and overly ambitious goals. NACH's ability to provide staff with adequate training opportunities was obstructed by a lack of funding, the high cost of in-person training based on the island's remote geographic location, the COVID-19 pandemic limiting travel, and time zone differences that preclude staff from participating in virtually all webinars taught in continental US time zones.

Participants shared the knowledge gained with other staff upon their return. Only a handful of additional off-island continuing education opportunities could be funded. NACH was unable to gather the data necessary to accurately assess outcome targets, such as whether or not staff gained knowledge and skills from continuing education and applied them to public services.

Retrospective question A-2 asks the extent to which funds were spent on the Measuring Success focal areas.²

LSTA funds have been spent over the past five-year cycle in direct relation to lifelong learning and institutional capacity. In terms of information access, goal 2 achieved results

² See a list of the Measuring Success Focal Areas in Appendix A.

related to improving user's ability to discover information by beginning the process of supplying libraries with computers, internet access, and the union catalog. In terms of institutional capacity, goal 4 addresses this generally, although the output and outcomes outlined in the plan do not align with work done. NACH is currently building its own internal capacity and had worked with one librarian in Pohnpei who was to continue traveling throughout the states to share knowledge, unfortunately COVID-19 prevented much travel during this evaluation period and this person has recently passed away. Funds were not spent in direct relation to the following Measuring Success focal areas: Lifelong Learning, Economic & Employment Development, Human Services, and Civic Engagement

Retrospective question A-3 asks SLAAs to identify groups from a list that were of substantial focus during the five-year plan.

The following groups are identified in consultation with NACH: ethnic or minority populations and school-aged youth (aged 6-17). Programs and services are not explicitly targeted at patrons of ethnic minorities, nonetheless, virtually all residents of the Federated States of Micronesia are part of ethnic or minority populations (Pacific Islanders) according to definitions of such groups by the IMLS. In this way, these groups form a substantial focus for the library. In addition, although there is no explicit focus on individuals living below the poverty line or individuals that are unemployed or underemployed, the demographics indicate that large segments of the population may be classified this way, however given the location of the libraries and lack of tracking of data on patrons, it is not possible to say for certain. School-aged youth (aged 6-17) were also believed to take up a large amount of resources approaching the 10% threshold in terms of financial resources and work effort combined. One full time staff member, the LSTA Coordinator, is paid for with LSTA funds. The majority of the library's use is by students and school-aged children and almost all programming is targeted at school-aged children. NACH does not have a way to identify the percentage of its LSTA budget that directly goes to serving this population, but believes it to be more than 10%.

Process questions

Question B-1 asks how libraries have used data from State Program Reports (SPRs) to guide activities included in the five-year plan.

To date NACH has not produced an approved SPR to guide activities included in its five-year plan.

Question B-2 asks whether changes were made to the five-year plan.

No changes were made to the five-year plan.

Question B-3 asks how libraries have shared data from SPRs.

At this point in time NACH has not shared data from SPR, or shared data from other evaluation resources.

Methodology

Question C-1 addresses the selection of an independent evaluator.

FSM contracted with David Fazzino, an external consultant, to perform the evaluation of the FSMLSP. The consultant was selected through an RFP process (<https://nach.gov.fm/request-for-proposals/>), calling for proposals of IMLS Evaluation and 5-year Plan (2023-2027). This RFP opened July 17, 2021, and expired August 18, 2021. The selected evaluator was the only one to submit a proposal.

Question C-2 explores evaluation methods.

The evaluation process relied on meetings with NACH and analysis of existing administrative documents and data that had been collected over the evaluation period, as noted earlier this was a full five-year period. During preliminary discussions with the NACH, the evaluator identified documents and data needed, and these were located and delivered by NACH as quickly as possible. The evaluator reviewed documents and analyzed data to determine the extent to which program targets, target outputs, and target outcomes had been met. Analysis of documents and data was augmented by meetings with NACH via Zoom and frequent email contact. In some cases, data needed for evaluation was not available.

Question C-3 describes stakeholder engagement.

The evaluator worked directly with four stakeholders from NACH. Stakeholders worked in groups to meet numerous times with the evaluator via Zoom over a three-month period (January 2022 – March 2022) and to gather and deliver data and documents required for the evaluation. NACH provided a list of contacts at the libraries in Pohnpei, Yap, and Chuuk. The evaluator sent emails to staff at the Kosrae libraries including school libraries did not have direct contact with staff other than these four staff at NACH. Due to the nature of the goals, outcomes, and outputs, in the FSMLSP, and the work accomplished as of the closing of this evaluation period, there was no need to involve stakeholders beyond NACH staff in the evaluation process. The evaluator did establish contact with librarians to elicit general feedback on their libraries via email which will help to inform the writing of the next five-year plan and further engage them in future discussions. See Appendix E for email script sent.

Question C-4 explains how the evaluation report will be shared.

NACH will share the report with granting agencies and others as needed. The report will be used by NACH as a tool to assist in the drafting of the next five-year plan.

Lessons learned & recommendations

1. Data Collection and outcomes measurement: Measures of program efficacy should be conducted using an instrument that uses pre- and post-tests. In addition qualitative data collection may also occur as this would provide necessary feedback in order to adjust programs.

2. Streamlining and Revision of 5-year plan: NACH's progress to date and reflection on goals, outcomes, and outputs in unison with discussions with the independent evaluator indicate a need to refine and streamline the five-year plan to focus on areas that offer the greatest benefit given NACH's capacity and partnerships, which could be further developed as these are FSM's very early stages of work with the IMLS. In preparation for the next five-year plan, consider refining the focus of goals towards the development of particular projects. These goals should be specific, measurable, achievable, relevant and time-based. Given the changes and challenges faced consider utilization of strategic planning through use of a SWOT analysis (identifying and discussing key strengths, weaknesses, opportunities, and threats). Further, consider using models from the IMLS reports of American Samoa, Guam, and Puerto Rico to inform the next iteration of the FSM's five-year plan.
3. Implement a patron satisfaction survey: Given the shorter time period of the FSM's initial 5-year plan a patron satisfaction survey was not conducted. This would offer an opportunity for those throughout the FSM to provide feedback for the library to use in guiding its services and programs. For an example of a patron survey, see Appendix F. Further, consider collecting information on those who current do not use library services, particularly those in rural or remote areas who have, respectively, limited to no access to library services
4. Implement a librarian needs assessment survey: Given the shorter time period of the FSM's initial 5-year plan a librarian needs assessment survey was not conducted. This would offer an opportunity for those working in libraries throughout the FSM to provide feedback and perceived prioritization to NACH on areas of critical importance for developing library services in the coming years.
5. Institute a national model to collect data on the use of library facilities the costs associated with library maintenance and development. This would allow for an understanding of use of facilities as well as the cost associated with operating the libraries.

II. Body of Report

Background

This document is an evaluation of the implementation of the five-year Library Services and Technology Act (LSTA) Plan for the Federated States of Micronesia (FSM). The Institute of Museum and Library Services (IMLS) is the federal agency responsible for implementing the LSTA, which distributes federal funds to each of the U.S. states and territories. The IMLS' authorizing legislation requires LSTA fund recipients to conduct an independent evaluation of each five-year plan period for programs funded.

Overall, the library system in the Federated States of Micronesia is developing, with a dedicated public library on three of the four high islands. These locations are in the capital of each state. These are:

1. The Rose Mackwelung Library in Tofol, Kosrae, FSM, contains 15,000 materials including reference materials, general collection, children's collection, fiction materials and Pacific materials.³
2. Pohnpei Public Library (PPL) in Kolonia, Pohnpei, FSM, which according to the 2020-2022 FSM Library Services Plan (FSMLSP) continues to, “enhance and expand its services,” offering ten computers with internet access.
3. Yap State Public Library (YSPL) is in Colonia, Yap, FSM, is facing space issues and had 10 computers according to the 2020-2022 FSM Library Services Plan.

As reported in the FSMLSP, there have been significant setbacks in Chuuk State, specifically, “Chuuk, the largest state with approximately 50% of the FSM population does not have public library facility. In 2001, the Chuuk High School Library designated as the interim public library in 2001 and opened its doors to the general public. A task force was established by the Governor of Chuuk to plan for the creation of the public library system... Chuuk children’s library was established 2014 and closed its doors 2 years ago. Chuuk women’s council has agreed to build a public library.”

In addition to the main public libraries in each of the States, the FSMLSP also makes mention of school libraries, noting that the number of schools which have a library have been steadily increasing since 1999. There are nonetheless clear disparities at the State level in terms of the number of libraries in schools, as indicated in the table below (reproduced from the FSMLSP).

Schools	Elementary Schools (libraries/school)	High Schools (libraries/school)
Pohnpei	12/30 (12 libraries out of 30 schools)	5/5 (all the high schools have libraries)
Chuuk	2/74 (2 libraries out of 74 schools)	3/15 (3 libraries out of 15 high schools)
Yap	11/29 (11 libraries out of 29 schools)	3/3 (all high schools have library)
Kosrae	6/6 (all elementary schools have libraries)	1/1 (one high school and it has a library)

³ Kosrae State, Department of Education. Public Library, <https://kosrae.doe.fm/index.php/programs-services/public-library>, Accessed March 6, 2022.

NACH is the State Library Administrative Agency (SLAA) that manages the LSTA Program for FSM. The mission, as noted on their website is, “The FSM Office of National Archives, Culture and Historic Preservation (NACH) strengthens the nation’s unity through protection and preservation of cultural heritage of the FSM, cultivates public participation and democracy through public access, drives participation in the preservation process, and assists in the identification, maintenance of sites, and objects of historical significance within the nation.”⁴ Funding for FSM from the IMLS Grants to States Program after the FSMLSP was written in August 2019 is as follows⁵:

Year	Allotment Value
2017	\$0
2018	\$0
2019	\$0
2020	\$98,996
2021	\$98,456

The first allotment after FSMLSP was written in August 2019 was in 2020 for \$98,996. This five-year evaluation considers only the reporting dates from 10/1/2019-9/30/2021. There have been a total of 5 IMLS grants to FSM since the FSMLSP was written. These are:

1. LS-01-19-0059-19
2. LS-246173-OLS-20
3. LS-246577-OLS-20
4. LS-250007-OLS-21
5. LS-250254-OLS-21

Of these grants, only one grant will be considered in this Evaluation of the FSMLSP as it falls completely within the Evaluation Period. This is grant LS-246173-OLS-20. The purposes of this grant to the FSM is to, “support the goals of their Five-Year Plan for FY 2018-2022, which reflect the purposes and priorities of the Library Services and Technology Act (LSTA). In FSM, specific goals address 1) enhancing information access; 2) expanding services for learning; 3) expanding the summer reading program; and 4) providing library training, professional development, and recruitment.”

The other IMLS grants are not considered for review during this five-year review period as they either: 1) Will not conclude until after the cutoff of the review period (LS-01-19-0059-19 and LS-250007-OLS-21); or 2. Exist completely outside of the review period (LS-250254-OLS-21) or 3) Are associated with Coronavirus Aid, Relief, and Economic Security Act, CARES Act and hence not to be included in the evaluation (LS-246577-OLS-20). While the majority of the grants

⁴ FSM Office of National Archives, Culture & Historic Preservation. 2022. Mission. <https://nach.gov.fm/>, accessed March 30, 2022.

⁵ IMLS, Grants to States: FSM. <https://www.imls.gov/grants/grants-state/state-profiles/federated-states-micronesia>, Accessed March 2, 2022.

are outside the scope of this formal evaluation, they do highlight FSM has been active in seeking additional funding to support their overall mission.

Since FSM has only recently acquired funding from IMLS related to the five-year plan, there are currently no submitted State Program Reports (SPR) for the FSM on the IMLS website.

FSM contracted with David Fazzino, an external consultant, to perform the evaluation of the FSMLSP. The consultant was selected through an RFP process sent out by NACH (<https://nach.gov.fm/request-for-proposals/>), calling for proposals of IMLS Evaluation and 5-year Plan (2023-2027). This call opened on July 17, 2021, and expired August 18, 2021. The contractor was the only person to submit a proposal through the process. The evaluator was contracted in mid-January 2022 and immediately commenced work. The evaluation was conducted in accordance with the guidelines distributed by the IMLS to SLAAs, which provide a reporting framework for each SLAA to follow including questions about retrospective assessments, process assessments, and methodology. Due to COVID-19 FSM entry requirements, the evaluator (located on the eastern coast of the United States) was not able to physically visit the Federated States of Micronesia during this evaluation process. Interviews with the NACH were conducted via Zoom from January 2022 through March 2022. Data and other administrative files were shared via Google Drive, and email was used for frequent communications.

The main audiences intended for this report are 1) IMLS, which will use the evaluations to understand trends and inform policy across SLAAs at the federal level, 2) NACH, which will use the report as a tool in unison with the evaluator in authoring the next five-year plan, and 3) The citizens and government of FSM, who may use the report to better understand how the FSM's LSTA funds are used. The report will be made publicly available on the IMLS website, and NACH is free to distribute or make the report public in any other way desired.

Federated States of Micronesia

Federated States of Micronesia is an, "island group in the North Pacific Ocean, about three-quarters of the way from Hawaii to Indonesia."⁶ FSM is a sovereign country in a compact of free association with the United States of America and for IMLS purposes is currently considered a "state." The characteristics of FSM present a number of challenges and opportunities for the development of the library system in FSM. These characteristics are briefly summarized in this section. FSM's total land area is 702 square kilometers⁷, which, for comparative purposes is smaller than New York City, and approximately four times the size of Washington, D.C.⁸ FSM has a total of 607 islands, of which 71 are inhabited.⁹ These islands are spread out over a large

⁶ CIA The World Factbook. Federated States of Micronesia, Geography, <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/#geography> accessed March 20, 2022.

⁷ Ibid.

⁸ Ibid.

⁹ FSM National Archives, Culture and Historic Preservation (NACH). 2019. Federated States of Micronesia Library Services Plan: 2020-2022.

area, with the distance between Yap, on the western end of FSM, and Kosrae, on the eastern end of FSM, as the approximate distance between Boise, Idaho, and Columbus, Ohio.¹⁰

According to the CIA World Factbook there were an estimated 101,675 people in FSM as of July 2021.¹¹ The FSM Statistics Office has a mid-year 2021 estimate of 104,832 people in FSM.¹² There are other estimates which are higher still, such as UNICEF's 117,486.¹³ A partial explanation of these discrepancies in population estimates are the high rates of migration, primarily from FSM to the USA, estimated to be at a net rate of approximately 2% annually¹⁴, although informal conversations with Micronesians indicate that this is an underestimate given the difficulty of returning to FSM due to border closures and quarantine procedures that have been instituted by the FSM government in responding to the health threat posed by the COVID-19 pandemic. According to the FSM Statistics Office (2020) the population by State for 2020 was as follows: Chuuk (49,509), Kosrae (6,732), Pohnpei (36,832), and Yap (11,577).¹⁵ The one major urban area in FSM is the FSM's capital in Palikir, Pohnpei, with 7,000 people.¹⁶ Most of the population is considered to be remote (located on the Outer Islands) or rural (located in smaller communities on the main islands) with a total of only 23.2% of the population currently classified as urban.¹⁷ This urbanization is increasing annually at a rate of 1.52%.¹⁸

The US Census would classify the majority of FSM's residents as Pacific Islanders, specifically there are a number of ethnic groups: Chuukese/Mortlockese 49.3%, Pohnpeian 29.8%, Kosraean 6.3%, Yapese 5.7%, Yap outer islanders 5.1%, Polynesian 1.6%, Asian 1.4%, other 0.8% (2010 est.).¹⁹ This cultural diversity is related to the linguistic diversity that is found in FSM with the following languages spoken: English (official and common language), Chuukese, Kosrean, Pohnpeian, Yapese, Ulithian, Woleaian, Nukuoro, and Kapingamarangi.²⁰

Employment is primarily in, "subsistence farming and fishing, and government, which employs two-thirds of the adult working population and receives funding largely - 58% in 2013 - from Compact of Free Association assistance provided by the US. The islands have few commercially

¹⁰ CIA The World Factbook. Federated States of Micronesia, Details. <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/images/6ec33a8d-d61c-550a-8db8-71fab4c873df>, accessed March 21, 2022.

¹¹ CIA The World Factbook. Federated States of Micronesia, People and Society, <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/#people-and-society> accessed March 20, 2022.

¹² FSM Statistics Office. 2020. Population Statistics. <https://www.fsmstatistics.fm/> accessed March 20, 2022.

¹³ UNICEF. UNICEF Data Micronesia (Federated States of). <https://data.unicef.org/country/fsm/>, accessed March 22, 2022.

¹⁴ CIA The World Factbook. Federated States of Micronesia, People and Society, <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/#people-and-society> accessed March 20, 2022.

¹⁵ FSM Statistics Office. 2020. Population Statistics. <https://www.fsmstatistics.fm/social/population-statistics/> accessed March 20, 2022.

¹⁶ CIA The World Factbook. Federated States of Micronesia, People and Society, <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/#people-and-society> accessed March 20, 2022.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ Ibid.

valuable mineral deposits.”²¹ The size of the FSM’s Exclusive Economic Zone area is 2,978,000 square kilometers which contain economically valuable fisheries and potentially valuable offshore mineral deposits.²²

This economic potential does not find its way to the population as a whole given the FSM’s statistics on poverty. The percentage of the population below the total poverty line is 41.2% or an annual income of less than \$1,583.90 per adult while 9.9% of the population is below the food poverty line with an annual income of less than \$670.60.²³ The degree of income inequality, as measured by the Gini Coefficient is similar between the United States (41.1) and FSM (40.1).²⁴ Additional considerations noted in a World Bank 2017 report based on household data from 2013-2014 include: Poverty incidence is higher and more severe in Pohnpei and Chuuk than in Yap and Kosrae.²⁵ Poverty rates are higher in households with more children.²⁶ There is a strong and inverse relationship between the level of education and poverty with almost half the population with an education of just up to the primary level being classified as living below the total poverty line.²⁷ The FSM’s expenditures on education are 9.7% of the GDP, ranked fourth in the world.²⁸ Despite these expenditures, the 2010 FSM Census shows that for those 25 years and older, educational attainment is as follows: 72.6% completion of elementary education, 40.9% completion of high school, 11.8% completion of college or higher level education, and 8.1% with grade level of 1 or less education.²⁹

Information is increasingly accessible electronically in the FSM. According to World Bank data, the percentage of the population that has been using the internet has increased annually since it was first present in FSM in 1996 with 35.3% of the FSM’s population in 2017 accessing the internet at least once in the last three months.³⁰ According to one report, synthesizing data on internet usage in FSM, the share of web traffic by device at the national level is: 50.9% mobile

²¹ CIA The World Factbook. Federated States of Micronesia, People and Society, <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/#economy>, accessed March 22, 2022.

²² Hein, James R., Brandie R. McIntyre, and David Z. Piper. 2005. Marine Mineral Resources of Pacific Islands—A Review of the Exclusive Economic Zones of Islands of U.S. Affiliation, Excluding the State of Hawaii. U.S. Geological Survey, Circular 1286, <https://pubs.usgs.gov/circ/2005/1286/> accessed March 21, 2022.

²³ World Bank. 2017. Poverty Profile of the Federated States of Micronesia. https://www.fsmstatistics.fm/wp-content/uploads/2019/01/2013_FSM_Poverty_Profile.pdf, accessed March 23, 2022.

²⁴ CIA The World Factbook. Country Comparisons: Gini Index coefficient – distribution of family income. <https://www.cia.gov/the-world-factbook/field/gini-index-coefficient-distribution-of-family-income/country-comparison/>, accessed March 22, 2022.

²⁵ World Bank. 2017. Poverty Profile of the Federated States of Micronesia. https://www.fsmstatistics.fm/wp-content/uploads/2019/01/2013_FSM_Poverty_Profile.pdf, accessed March 23, 2022.

²⁶ Ibid.

²⁷ Ibid.

²⁸ CIA The World Factbook. Federated States of Micronesia, People and Society, <https://www.cia.gov/the-world-factbook/countries/micronesia-federated-states-of/#economy>, accessed March 22, 2022.

²⁹ FSM Office of Statistics, Budget, Overseas Development Assistance and Compact Management. Summary Analysis of Key Indicators from the FSM 2010 Census of Population and Housing. <https://www.fsmstatistics.fm/wp-content/uploads/2020/04/2010-Summary-Analysis-Key-Indicators.pdf>, accessed March 23, 2022.

³⁰ The World Bank. 2017. Data, Individual using the Internet (% of population) – Mirconesia, Fed. Sts. <https://data.worldbank.org/indicator/IT.NET.USER.ZS?locations=FM> accessed March 22, 2022.

phones, 47.1% laptops and desktops, 2% on tablet computers, and 0.03% on all other devices.³¹ This same report notes that 38.1% of the population uses social media with an estimated 47.4% of the population over 13 years old that can potentially be advertised to on Facebook.³² The total mobile connections, as percentage of the total population is 22.4%.³³

The climate, with high temperatures, rainfall, and humidity, coupled with salt spray in many of the most densely populated areas of FSM, has large impacts on library buildings, contents, and hence increases the associated expenses of maintaining temperatures and humidity levels in buildings for the preservation of collections, infrastructure, and computers. In addition, severe weather events pose a risk to library facilities in many of FSM's states. A relatively recent event, Typhoon Sudal in 2004, destroyed a number of buildings in Yap, FSM, including the YSPL.

General note

The evaluator conferred with NACH over the course of the evaluation process. However, the evaluator was unable to confer with the primary author of the FSM Library Services Plan 2020-2022, submitted in August 2019, as the primary author was unavailable due to other commitments and personal reasons and has since retired from his roles in government. This resulted in a lack of clarity on the meaning of some phrasing in the FSMLSP by both NACH staff and the evaluator. It also meant that some of the goals, outcomes, and outputs which were specific to the former director's skillset and personal contacts (developed as the former FSM Secretary of Education from 2011-2015) were unable to be developed and carried out during this evaluation period.

In addition to the challenge of leadership transition, given the large distances between the states, the COVID-19 pandemic played a large role in NACH's ability to expend IMLS funds and carry out work towards goals given travel restrictions into and within the FSM.

Retrospective questions

This report contains a retrospective assessment of each of the FSMLSP four goals and its associated output targets. Below is an assessment of the progress made to date towards these activities and targets. For each goal, the corresponding LSTA priorities are listed, followed by a table showing whether the activities were accomplished, the outputs were met, and a narrative explanation of progress made toward each activity and target.³⁴ This can be found either embedded within the table, for goals 1-3 with greater numbers of outputs and outcomes, or immediately following the table, for goal 4 that can be summarily discussed. A discussion of lessons learned from evaluation of the current plan, along with recommendations for the forthcoming plan can be found in section III. *Lessons learned and recommendations*, on pages 26-29.

³¹ Kemp, Simon. 2021. Digital 2021: The Federated States of Micronesia. <https://datareportal.com/reports/digital-2021-federated-states-of-micronesia>, accessed March 22, 2022.

³² Ibid.

³³ Ibid.

³⁴ Specifically, for the narrative portion the evaluator asked NACH to reflect on: Challenges, Successes, Explanations, and People that were worked with on this for cross-checking purposes – be as specific as possible for each activity and associated outputs. Also assess whether the outputs have aligned with the activity and the relationship with the overarching goal.

The FSMLSP consists of four targeted goals that address seven of the LSTA Grants to States priorities, as shown in the table below. This section explores the degree to which goals and output targets were met over the five-year period.

Five-year plan goals	Related LTSA Priorities
Goal 1: Enhance Information Access. (Intent: Improve users’ ability to obtain and/or use information resources.)	2, 4
Goal 2: Expand services for learning. (Intent: Improve users’ formal education.)	1, 2, 4, 5, 6
Goal 3: Expand the Summer Reading Program. (Intent: improve users’ general knowledge and skills)	1, 4, 5, 6
Goal 4: Provide library training, professional development, and recruitment. (Intent: improve the library workforce)	3A, 3B

Note: The FSMLSP format of goals and associated outputs differs from the structure on the IMLS website Grants to States: State Profile, Federated States of Micronesia³⁵ which lists a series of Goals along with associated projects. These appear on the IMLS website as follows:

Goal 1: Enhance Information Access

Projects include:

- Inventory of electronic hardware and software
- Electronic linkages between collections
- Development of electronic linkage standards
- Digitization of historical and government materials
- Hardware and software trainings

Goal 2: Expand services for learning

Projects include:

- Development of integrated curriculum for libraries, museums, and archives
- Inclusion of first language materials
- Information literacy programming
- Expansion of service locations

Goal 3: Expand the Summer Reading Program

Projects include:

- New participant recruitment
- Program evaluation
- Expansion of staff to reading teachers

Goal 4: Provide library training, professional development, and recruitment

Projects include:

- Visibility at COM-FSM career awareness week
- Credentialed Library of Science education initiative
- Staff training and professional development

³⁵ IMLS, FSM Grants to States. <https://www.imls.gov/grants/grants-state/state-profiles/federated-states-micronesia>, accessed March 8, 2022.

The connection between goals and projects is derived from the 5-year plan which has four goals, but does not list specific projects. The 5-year plan is laid out with each goal having a series of activities and associated outcomes. There is a fair amount of variance in how these are conceptualized. *Goal 1: Enhance Information Access* has the intent to improve users’ ability to obtain and/or use information resources. This goal has a total of twelve activities and twenty-two outcomes. These are not evenly distributed: rather, three of the activities have no associated outcomes listed and one of the activities has four outcomes listed. *Goal 2: Expand services for learning* has the intent to improve users’ formal education. This goal has a total of 4 activities, one of which does not have any listed outcomes. *Goal 3: Expand the Summer Reading Program* has the intent to improve users’ general knowledge and skills. It has 3 activities with 12 total outputs. *Goal 4: Provide library training, professional development, and recruitment* has the intent to improve the library workforce. It has 4 activities and 8 total outcomes, one of the activities does not have an associated outcome listed.

Goal	Self-Assessment	Evaluator’s Assessment
Goal 1: Enhance Information Access. (Intent: Improve users’ ability to obtain and/or use information resources.)	Partly Achieved	Partly Achieved
Goal 2: Expand services for learning. (Intent: Improve users’ formal education.)	Not Achieved	Not Achieved
Goal 3: Expand the Summer Reading Program. (Intent: improve users’ general knowledge and skills.)	Partly Achieved	Partly Achieved
Goal 4: Provide library training, professional development, and recruitment. (Intent: improve the library workforce.)	Not Achieved	Not Achieved

A-1

To what extent did your Five-Year Plan activities make progress towards each goal? Where progress was not achieved as anticipated, discuss what factors (e.g., staffing, budget, over-ambitious goals, partners) contributed?

- Organize findings around each goal of the state’s 2018-2022 Five-Year Plan
- Categorize each goal as either 1) achieved, 2) partly achieved, or 3) not achieved

Goal 1: Enhance Information Access. (Intent: Improve users’ ability to obtain and/or use information resources.)

Activity and Associated Outputs	Incomplete, unable to assess	Somewhat complete	Complete
ACTIVITY 1: Conduct an inventory of electronic hardware and software in each of the FSM States Museums, Archives,		X	

and Libraries, to determine the capability of these institutions' ability to benefit from electronic linkages.			
a) OUTPUTS: Four trips (one to each of the four States) every year.		X	
b) OUTPUTS: Conduct two consultation meetings and two inventory activities with the appropriate institutions to determine their capabilities of electronic communications.			X
c) OUTPUTS: Conduct four trainings each year on the use of electronic hardware and software.	X		
<i>Narrative:</i> A major focus in FSM generally and of NACH for libraries is to increase internet capabilities with the overall intent of having information accessible to all. Planned completion of trips to each of the States is scheduled for 2022. Only one trip was possible during the evaluation period due to COVID-19 travel restrictions. Output C did not occur and NACH will reassess its internal capacity to provide trainings. Consultation meetings have since been held in Pohnpei, and Chuuk, but not Yap. NACH's efforts have focused on developing a catalog system using Small Library Pro to create a unified library system for all of the libraries. A setback to this system is the recent decision by YSPL to migrate back to Excel.			
ACTIVITY 2: Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services.	X		
OUTPUTS: Hire one curator to review the small museum collections and recommend how to link museum collections to the union catalog.		X	
<i>Narrative:</i> The discussion between NACH and the evaluator was that this activity could potentially be eliminated in the next version of the five-year plan. NACH has approached public libraries about the conversion of their records over to the most recent version of the Union Catalog, however there have yet to be additional attempts to link the libraries with one another. There was an archivist hired who was previously working with microfilm and is now working on scanning of documents.			
ACTIVITY 3: Share information on websites, email, teleconference, and other appropriate communication devices.	X		
a) OUTPUTS: Provide four trainings a year on how to share museum, archives, and library information online.	X		

b) OUTPUTS: Obtain one Information Technology Specialist by the year 2020.	X		
c) OUTPUTS: Conduct one yearly review visit to each state.			X
<i>Narrative:</i> Covid-19 made travel difficult thus trainings have taken place remotely and position announcements could only be to Pohnpei due to limited options for flying and slow repatriation efforts to capture the widest possible audience for the Information Technology Specialist position. NACH has worked during the review period to enhance internal capacity, by focusing on training the LSTA Coordinator on website development. The intent is that the LSTA Coordinator can share this information to assist libraries with website development in each of the States.			
ACTIVITY 4: Prepare and write up and polish guidelines and standards for establishment and enhancement of electronic linkages between libraries, archives, and museums in the FSM, and work with outside information sources for program designs and evaluation procedure. (2020-2022). The electronic linkages are already establish, but guidelines and standards are yet to be worked on.	X		
a) OUTPUTS: Write and disseminate one intern guideline booklet by 2020.	X		
b) OUTPUTS: Review and revised each booklet each year from 2020-2022.	X		
c) OUTPUTS: One consultation meeting in 2020 with librarians, archivists, and museum staff to determine what is to be standardized	X		
d) OUTPUTS: One workshop with the above group to complete and disseminate the standards.	X		
<i>Narrative:</i> The current team at NACH was not clear on what was being asked for in the context of Activity 4. NACH staff notes that the electronic linkages are already established, but guidelines and standards are yet to be worked on.			
ACTIVITY 5: Update of resources available in the FSM for enhancement and training of electronic linkages for libraries, archives, and museums (2020-2022).	X		
OUTPUTS: Requests the Information Technology Specialist from the National Education Department to conduct training on electronic linkages each year.	X		

<i>Narrative:</i> COVID-19 as well as turnover of staff were given as reasons for not completing Activity 5 and its associated Output.			
ACTIVITY 6: Continue to support programs for digitization of materials related to history, government, traditions, language and cultures of the FSM (2020-2022).		X	
a) OUTPUTS: Hire two more COM-FSM students to each year assist the archiving unit in scanning the government documents and others information.			X
b) OUTPUTS: Continue to scan 20,000 government documents each year.		X	
<i>Narrative:</i> The Archivist at NACH was hired to work on this Activity and related Outputs. The intent is to continue the work of digitizing all of the Trust Territory records. 20,000 pages are on average scanned on an annual basis rather than 20,000 documents listed under Output B. The work is being done primarily on Pohnpei. The storage of the information is problematic as: 1) it can only be accessed in the location of the external hard drive and there is no cloud-based storage and 2) the electronic hard drive is stored in the same location as the paper files making the electronic backup less viable. Output A has been accomplished as there have been eight students interns over the last five years, with interns typically working for one year.			
ACTIVITY 7: Purchase software and provide training for technical and clerical personnel to keep union catalog updated and running in the FSM (2020-2022).		X	
a) OUTPUTS: 1 funding request submitted to IMLS each year.			X
b) OUTPUTS: 2 funding requests submitted to the FSM Congress each year.	X		
c) OUTPUTS: 1 funding request submitted to the U.S. Embassy each year.	X		
<i>Narrative:</i> There have been no specific funding requests regarding Activity 7, however there have been annual submission requests to IMLS to continue the work outlined in the 5-year plan. The focus has been on the distribution of union catalog software. The other funding sources listed under Outputs B and C, the FSM Congress and U.S. Embassy, have had different funding priorities during this timeframe. Currently YSPL does not use the union catalog system, but rather Excel.			
ACTIVITY 8: Request that National and State government establish/hire record keeping managers. Find the funding to	X		

keep these record managers on long-term status employment (2020-2022).			
a) OUTPUTS: 1 request each year to the College of Micronesia-FSM for two work study students to assist as record managers in Pohnpei and the National Government.		X	
b) OUTPUTS: 1 funding request to IMLS each year.	X		
c) OUTPUTS: 1 funding request to the FSM Congress each year.	X		
<i>Narrative:</i> Funding requests have yet to be made. COM interns are recruited each year. Outputs B and C have not been accomplished due to budgetary issues.			
ACTIVITY 9: Continue supporting programs for training in using electronic linkages (2020-2022).	X		
a) OUTPUTS: 2 requests each year to IMLS for training in use of electronic linkages in library, museum and archives.	X		
b) OUTPUTS: Attend 1 PIALA and 1 PARBICA conferences each year and participate in workshops on use of electronic linkages in museum, library and archives.	X		
<i>Narrative:</i> NACH personnel normally attend PIALA (Pacific Islands Association of Libraries, Archives, and Museums), but Covid-19 restrictions resulted in no attendance at these meetings during this evaluation period. The connection between the activity and the outputs are unclear, demonstrating the need to further develop clear and uniform reporting requirements for trainings. This would allow for a clear illustration of the knowledge gained at trainings and discussion of their potential for implementation in order to improve programming.			
ACTIVITY 10: Request FSM Telecommunications Corporation to consider group rates and discounts for schools, libraries, archives, museums, for internet access.	X		
<i>Narrative:</i> This request for “educational/library” pricing package to FSM Telecom has not been made as NACH personnel have focused on other issues.			
ACTIVITY 11: Continue to support programs to sustain electronic linkages such as computer hardware, software, and Internet access fees for libraries, archives, and museums in the FSM (2020-2022).			X
<i>Narrative:</i> The support comes in the following form: NACH staff visits to the state libraries are information seeking, asking about the library’s equipment needs. NACH then arranges for			

purchasing of one desktop computer for each library which includes an installed version of the union catalog software. NACH has so far visited Kosrae, with plans or recently completed visits to other states in order to assess needs and begin the process of providing computers in these libraries. NACH also reimburses libraries for annual internet expenses.			
ACTIVITY 12: Hire a computer/ software technician/programmer on a full-time basis to upkeep all computer hardware, software, and other computer related issues. Make one-year budget for two positions. Make a five year budget for two positions and then come up with budgeting plans for the future. IMLS funded; 2-3 years; build capacity by training technical assistants for sustainability.	x		
<i>Narrative:</i> This is an overly ambitious activity goal given staffing and budget limitations.			

Goal 2: Expand services for learning. (Intent: Improve users’ formal education.)

	Incomplete, unable to assess	Somewhat complete	Complete
ACTIVITY 1: Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.	X		
OUTPUTS: One consultation meeting each year with education leaders to plan for the development integrated curriculum on the use of libraries, museums, and archives.	X		
OUTPUTS: Two workshops each year with Curriculum Specialists on how to develop relevant integrated curriculum and use of libraries, museums, and archives to find relevant information.	X		
OUTPUTS: One monitoring trip each year to review the effectiveness of the relevant curriculum item.	X		
<i>Narrative:</i> This Activity and related Outputs did not occur. Formal consultation meetings and workshops have yet to occur, in part due to COVID-19 travel and gathering restrictions, but staff have assisted on an as-needed and as-possible basis. This activity would			

benefit from further developing partnerships with staff at the DOE and potentially DOH.			
ACTIVITY 2: Continue to promote enhancement of libraries, archives, museums by inclusion of first language materials, oral histories, video programs from the Micronesian Seminar, State Historic Preservation Offices, and other sources on the history, culture and traditions of Micronesia, increased access to electronic sources of history of information, and as a place of lifelong learning (2020-2022).	X		
a) OUTPUTS: Quarterly requests each year to the community oral historians to tell oral history narratives to the elementary and high school students.	X		
b) OUTPUTS: High school teachers will write 3 story books in vernacular each year to be used in classrooms.	X		
<i>Narrative:</i> This is not currently done on a systematic or quarterly basis, however there is potential to expand on the work currently being done throughout FSM. There are a number of initiatives, entities, and individuals which participate in sharing oral history knowledge, some of which is being recorded. Oral history is addressed through State Historic Preservation Offices (HPO) programming as well as various “culture day” celebrations nationally, throughout FSM and at the State level. NACH acts in a supporting capacity for the States. NACH participates in oral history projects throughout the FSM with funding from a variety of sources including IMLS, National Park Service (NPS), United Nations Educational, Scientific and Cultural Organization (UNESCO). Output B regarding recruitment of high school teachers to participate is overly ambitious given their other responsibilities and management issues.			
ACTIVITY 3: Continue to enhance outreach programs and provide alternate and providing programs on information literacy (2020-2022).	X		
a) OUTPUTS: One request each year to the state’s education departments to request Sector grant funds for assessing condition of school libraries, museums and archives	X		
b) OUTPUTS: One request each to the National Government to donate unused computers to the schools in the remote areas.	X		
<i>Narrative:</i> The phrasing of the activity is unclear. The outputs do not align with the activity. The establishment of a countrywide point person for IMLS, the LSTA Coordinator, during this			

evaluation period is viewed by NACH as positive step in beginning the process of coordinating countrywide efforts.			
ACTIVITY 4: Establish and enhance libraries, archives and museums on the outer islands of Pohnpei, Chuuk and Yap where inhabitants generally have no access to libraries and information sources. A mechanism needs to be established to provide access to information resources for the public. Existing public and school library facilities often lack adequate staffing needed to meet the needs of the community. Existing public and school libraries also need to improve their facilities and services delivery to meet the needs of disabled individuals and other special populations.	X		
<i>Narrative:</i> This is an overly ambitious goal given the seemingly insurmountable issues in the remote areas of FSM. Most of the FSM's Outer Islands lack infrastructure to properly house library materials, and some have no internet at all. There are other larger structural issues including outmigration from the Outer Islands.			

Goal 3: Expand the Summer Reading Program. (Intent: improve users' general knowledge and skills.)

	Incomplete, unable to assess	Somewhat complete	Complete
ACTIVITY 1: Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.		X	
a) OUTPUTS: Five consultations with the staff of States public libraries.		X	
b) OUTPUTS: Draft and disseminate 30 Summer Reading Program announcements to the public every year.			X
c. OUTPUTS: One booklet detailing a Summer Reading Program.	X		

d. OUTPUTS: Recruit 10 new students each for the summer reading program.			X
e. OUTPUTS: Recruit 5 new volunteers each year to assist the summer reading program.		X	
<i>Narrative:</i> The specific focus of FSM has been on the Summer Reading Program, other aspects of this activity have yet to be addressed. The Summer Reading Program occurs annually at PPL with over 100 students participating in 2020, but in other states (Chuuk and Yap) less frequently, this is, in part, due to Covid-19 policies on gatherings. There were 3 volunteers total, including 2 volunteer students from private schools that helped with the Summer Reading Program at PPL. In regards to Output B, announcements take the form of radio broadcasts and banners, but the number of these have not been tracked. Output C is unclear. Outputs D and E specify new students and new volunteers. The definition of “new” was not specifically discussed between the evaluator and NACH.			.
ACTIVITY 2: Conduct evaluation of the Summer Reading Program.	X		
a) OUTPUTS: Conduct pre- and posttests of the Summer Reading students’ reading skills.	X		
b) OUTPUTS: Administer reading skills test every summer to determine the success of the program.	X		
c) Create and administer evaluation instrument that would enable us to monitor improved reading skills of students who attend the Summer Reading Program.	X		
<i>Narrative:</i> The Summer Reading Program occurred, but systematic evaluations, including pre- and post-tests did not take place due to COVID-19 restrictions. This means there is no objective measure to determine whether the intent of this goal, to improve users’ general knowledge and skills, was accomplished.			
ACTIVITY 3: Request the assistance of three regular elementary reading teachers to assist the Summer Reading program.	X		

a) OUTPUTS: 1 Consultation meeting with the State Directors of Education.		X	
b) OUTPUTS: 1 announcement for the teaching assistants.	X		
c) OUTPUTS: 2 meetings with the teaching assistants.	X		
d) OUTPUTS: 2 monitoring trips to the Summer Reading sites.		X	
<i>Narrative:</i> NACH has not made any requests of elementary school reading teachers and was unclear whether PPL did this. The only work associated with Activity 3 was done in regards to Output A, specifically NACH staff met with Kosrae State Directors of Education in 2021 and Output D as the LSTA Coordinator visited PPL during the Summer Reading Program. Meetings with the DOE in other States did not occur during this evaluation period, but were planned.	X		

Goal 4: Provide library training, professional development, and recruitment. (Intent: improve the library workforce.)

	Incomplete, unable to assess	Somewhat complete	Complete
ACTIVITY 1: Participate in the COM-FSM career awareness week.	X		
a) OUTPUTS: Prepare and distribute at least 30 booklets advertising successful careers in library, archives and museums.	X		
b) OUTPUTS: Convince at least three students to study library of science, archives or museum	X		
ACTIVITY 2: Propose credentialed Library of Science education initiative.	X		
a) OUTPUTS: Two consultation meetings each year with the appropriate COM-FSM staff	X		
b) OUTPUTS: Two meetings with the academic staff at the COM-FSM to brainstorm the capabilities of the College to offer courses in library of science (2020 and 2020)	X		
c) OUTPUTS: Offer initially, three credit bearing courses leading to certification in Library Assistant (by 2020).	X		

d) OUTPUTS: By 2021 we should have at the College enough credit-bearing courses that would lead to students getting Masters in Library of Science.	X		
Activity 3. Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services.	X		
a) OUTPUTS: Three training plans each year to discuss with the appropriate College of Micronesia staff.	X		
b) OUTPUTS: One needs assessment trip to each state each year.	X		
4. Design and deliver programs to promote careers in library, archives and museum.	X		

Discussion: Goal 4, as well as its associated outputs, were not deemed by NACH staff to be realistic given the scope of work involved as well as the capacity of NACH and the need to develop further partnerships with COM-FSM.

A-2

To what extent did your Five-Year Plan activities achieve results that address national priorities associated with the Measuring Success focal areas and their corresponding intents?

LSTA funds have been spent during the past five-year cycle in direct relation to lifelong learning and institutional capacity. In terms of information access, goal 2 achieved results related to improving user’s ability to discover information by beginning the process of supplying libraries with computers, internet access, and the union catalog. In terms of institutional capacity, goal 4 addresses this generally, although the activity and outputs outlined in FSMLSP were not accomplished and do not align with work done. NACH is currently building its own internal capacity and had worked with one librarian in Pohnpei who was to continue traveling throughout the states to share knowledge, unfortunately COVID-19 prevented much travel during this evaluation period and this person has recently passed away. Funds were not spent in direct relation to the following Measuring Success focal areas: Lifelong Learning, Economic & Employment Development, Human Services, and Civic Engagement

A-3

Did any of the following groups represent a substantial focus (over 10%) for your Five-Year Plan activities? (Yes/No)

The following groups represent a substantial focus: ethnic or minority populations and school-aged youth (aged 6-17). Programs and services are not explicitly targeted at patrons of ethnic

minorities, nonetheless, virtually all residents of the Federated States of Micronesia are part of ethnic or minority populations (Pacific Islanders) according to definitions of such groups by the IMLS. In this way, these groups form a substantial focus for the library. In addition, although there is no explicit focus on individuals living below the poverty line or individuals that are unemployed or underemployed, the FSM's demographics indicate that large segments of the population are classified in these categories, however given the location of the libraries and lack of tracking of data on patrons, it is not possible to say for certain. NACH personnel noted that libraries are located in urban areas making regular access from rural and remote areas difficult and impossible, respectively. School-aged youth (aged 6-17) made up a large amount of resources in terms of financial resources and work effort combined. One full time staff member, the LSTA Coordinator, is paid for with LSTA funds. The majority of the library's programming is targeted at school-aged children. NACH does not have a way to identify the percentage of its LSTA budget that directly goes to serving this population, but believes it to be more than 10%.

Process Questions

B-1

How have you used any data from the State Program Report (SPR) and elsewhere (e.g., Public Libraries Survey) to guide activities included in the Five-Year Plan?

To date NACH has not produced an approved SPR to guide activities included in its five-year plan.

B-2

Specify any modifications you made to the Five-Year Plan. What was the reason for this change?

No changes were made to the FSM Five-Year Plan.

B-3

How and with whom have you shared data from the SPR and from other evaluation resources? How have you used the last Five-Year Evaluation to inform data collected for the new Five-Year Evaluation? How have you used this information throughout this five-year cycle?

At this point in time NACH has not shared data from SPR, or shared data from other evaluation resources. There is no previous Five-Year Evaluation to draw from.

Methodology

C-1

Identify how you implemented an independent Five-Year Evaluation using the criteria described in the section of this guidance document called Selection of an Independent Evaluator.

FSM contracted with David Fazzino, an external consultant, to perform the evaluation of the FSMLSP. The consultant was selected through an RFP process (<https://nach.gov.fm/request-for-proposals/>), calling for proposals of IMLS Evaluation

and 5-year Plan (2023-2027), opened July 17, 2021, and expired August 18, 2021. The selected consultant was the only one to apply through the RFP process.

C-2

Describe the types of statistical and qualitative methods (including administrative records) used in conducting the Five-Year Evaluation. Assess their validity and reliability.

The evaluation process relied on meetings with NACH and analysis of existing administrative documents and data that had been collected over the evaluation period, as noted earlier this was not a full five-year period. During preliminary discussions with the NACH, the evaluator identified documents and data needed, and when these existed these were located and delivered by NACH as quickly as possible. The evaluator reviewed documents and analyzed data to determine the extent to which goals and associated activities and target outputs. Analysis of documents and data was augmented by meetings with NACH via Zoom and frequent email contact. In many cases, data needed for evaluation was not available.

C-3

Describe the stakeholders involved in the various stages of the Five-Year Evaluation. How did you engage them?

The evaluator worked directly with four stakeholders from NACH. Stakeholders worked in groups to meet numerous times with the evaluator via Zoom over a three-month period (January 2022 – March 2022) and to gather and deliver data and documents required for the evaluation. NACH provided a list of contacts at the libraries in Kosrae, Pohnpei, Yap, and Chuuk. The evaluator sent emails to staff at the Kosrae libraries including school libraries and received some responses, but did not have direct contact with staff other than these four staff at NACH. Due to the nature of the goals, associated activities and target outputs, in the FSMLSP, and the work accomplished as of the closing of this evaluation period limited by COVID-19, there was no need to involve stakeholders beyond NACH staff in the evaluation process. The evaluator did establish contact with librarians on Kosrae and Yap to elicit general feedback on their libraries via email. See Appendix E for email script sent.

C-4

Discuss how you will share the key findings and recommendations with others.

NACH will share the report with granting agencies and others as needed. The report will be used by NACH as a tool to assist in the drafting of the next five-year plan in unison with librarians and other stakeholders in each of the States.

III. Lessons learned and recommendations

Data Collection on outcomes measurement

Measures of program efficacy should be conducted using an instrument that uses pre- and post-tests. In addition qualitative data collection may also occur as this would provide necessary feedback in order to adjust programs.

Streamlining and Revision of 5-year plan

NACH’s progress to date and reflection on goals, activities, and outcomes, in unison with discussions with the evaluator indicate a need to refine and streamline the five-year plan in order to focus on areas that offer the greatest benefit given NACH’s capacity and partnerships. These could be further developed as these are NACH’s very early stages of work within the structure of the five-year plan. The next five-year plan would be improved through a refined and streamlined focus, building on existing capacity and resources, including funding.

In preparation for the next five-year plan, consider refining the focus of goals towards the development of particular projects. These goals should be specific, measurable, achievable, relevant and time-based. Given the challenges faced, consider utilization of strategic planning through use of a SWOT analysis (identifying and discussing key strengths, weaknesses, opportunities, and threats). The outcome and outputs related to goals should be written in clear and accessible language such that those working on matters related to IMLS can easily understand: 1) The five-year plan as a whole, 2) What the goals are, and 3) How success will be measured.

The evaluators recommends adopting a project-based approach as a good starting point to allow for future planning and assessment in the next five-year cycle. This project-based approach appears on the IMLS FSM Grants to States website (see: <https://www.imls.gov/grants/grants-state/state-profiles/federated-states-micronesia>) and is reproduced in the first column of the following table. The remaining columns highlight the evaluator’s assessment of progress made at the IMLS-designated “project” level along with summary reason(s), where applicable, of why “projects” were not completed. This is provided to illustrate the usefulness of a project-based approach in tracking progress in specific aspects of goal and to begin the conversation about revisions needed in the FSM’s next five-year plan.

Goals and Associated Projects	Assessment	Reason(s)
Goal 1: Enhance Information Access	Partially Achieved	
<i>Inventory of electronic hardware and software</i>	Achieved	Not Applicable
<i>Electronic linkages between collections</i>	Not Achieved	Staffing
<i>Development of electronic linkage standards</i>	Not Achieved	Staffing
<i>Digitization of historical and government materials</i>	Partially Achieved	Over-ambitious goals, staffing
<i>Hardware and software trainings</i>	Partially Achieved	COVID-19, staffing
Goal 2: Expand services for learning	Not Achieved	
<i>Development of integrated curriculum for libraries, museums, and archives</i>	Not Achieved	Staffing, Partners
<i>Inclusion of first language materials</i>	Not Achieved	Staffing, Partners
<i>Information literacy programming</i>	Not Achieved	Staffing, Partners

<i>Expansion of service locations</i>	Not Achieved	Over-ambitious goals
Goal 3: Expand the Summer Reading Program	Partly Achieved	
<i>New participant recruitment</i>	Achieved	Not Applicable
<i>Program evaluation</i>	Not Achieved	COVID-19
<i>Expansion of staff to reading teachers</i>	Not Achieved	Staffing, Over-ambitious goals
Goal 4: Provide library training, professional development, and recruitment	Not Achieved	
<i>Visibility at COM-FSM career awareness week</i>	Not Achieved	Staffing, Partners
<i>Credentialed Library of Science education initiative</i>	Not Achieved	Staffing, Partners, Over-ambitious goals
<i>Staff training and professional development</i>	Not Achieved	COVID-19

The evaluator recommends additional resources that may also assist in the process of developing the next five-year plan. These resources are the models for action found in similarly situated IMLS-defined “states” that can be drawn from in developing the next iteration of the FSM five-year plan. Specifically, the five-year plans and corresponding evaluations for American Samoa, Puerto Rico, and Guam, available on the IMLS website, may be particularly useful to suggest potential projects that have worked in settings with similar challenges and opportunities.

Implement a patron satisfaction survey

Given the shorter time period of the FSMLSP and other factors (time, staffing, and COVID-19 limitations), a patron satisfaction survey was not conducted. The evaluator recommends conducting a patron satisfaction survey. This would offer an opportunity for patrons throughout the FSM to provide feedback for the library to use in guiding the development of library services and programs. For an example of a patron survey, see Appendix F. A patron satisfaction survey could be implemented on an annual basis to allow for tracking and refinement of library services and programs as well as any revisions to the five-year plan. This would allow FSM libraries to remain responsive to potential shifts in the needs of patrons and track overall progress towards achieving goals.

Further, if FSM wants to address geographical disparities, as discussed in Goal 2, Activity 4, in access to information it may also be valuable to conducted “non-patron” data collection in order to capture the needs of those in the rural remote regions of FSM, where library services and potentially additional infrastructure that support information access through media (internet and paper-based) is currently lacking. This may involve discussions with public librarians in State centers, but it may also involve community consultations with leaders and residents of the Outer Islands. The budgetary and infrastructural issues present throughout FSM and particularly in the Outer Islands, as highlighted in this evaluation, means that libraries would have to be operated not merely as physical entities, in urban centers, but also as providers of services throughout the country. Models from IMLS designated states as suggested above (American Samoa, Puerto Rico, and Guam) and also in states serving remote populations, such as Alaska, may offer some examples of possibilities in project development targeting FSM’s rural and remote populations.

Implement a librarian needs assessment survey

Given the shorter time period of the FSM's initial 5-year plan a librarian needs assessment survey was not conducted. This would offer an opportunity for those working in libraries throughout the FSM to provide feedback and perceived prioritization to NACH on areas of critical importance for developing library services in the coming years.

Institute a national model to collect data on the use of library facilities.

This would allow for an understanding of use of facilities as well as the costs associated with operating the libraries (electricity, computers, internet, books and other printed materials, furniture, and maintenance needs). Library staff could collect general information on patron counts, demographics, and library resources utilized (including circulation logs). There are only estimated numbers of patron usage at this point that have been reported to NACH. Use of streamlined data collection and management procedures would allow for efficient collection of data while not unduly burdening the LSTA Coordinator and NACH staff. Further, this would provide the necessary data needed to assess the next iteration of the FSM's next five-year plan.

Appendices

Appendix A: LSTA purposes and priorities & Measuring Success Focal Areas

The purposes and priorities outlined in the Library Services and Technology Act (LSTA) are reflected in the [Five-Year Plans](#) submitted by each State Library Administrative Agency (SLAA) and in the over 1,500 annual projects that are supported through the [Grants to States](#) program.

Purpose of LSTA (20 U.S.C. § 9121)

1. Enhance coordination among Federal programs that relate to library, education, and information services;
2. Promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States;
3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;
4. Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public;
5. Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation's schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students;
6. Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers;
7. Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;
8. Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
9. Ensure the preservation of knowledge and library collections in all formats and enable libraries to serve their communities during disasters;
10. Enhance the role of libraries within the information infrastructure of the United States in order to support research, education, and innovation;
11. Promote library services that provide users with access to information through national, State, local, regional, and international collaborations and networks; and
12. Encourage, support, and disseminate model programs of library and museum collaboration.

Grants to States (20 U.S.C. § 9141)

1. Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

2. Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;
3. (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
4. Develop public and private partnerships with other agencies, tribes, and community-based organizations;
5. Target library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or information skills;
6. Target library and information services to persons having difficulty using a library and to underserved urban and rural communities, including children (from birth through age 17) from families with incomes below the poverty line (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved;
7. Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and
8. Carry out other activities consistent with the purposes set forth in 20 U.S.C. § 9121, as described in the State library administrative agency's plan.

Measuring Success Focal Areas

- **Lifelong Learning**
 - Improve users' formal education
 - Improve users' general knowledge and skills
- **Information Access**
 - Improve users' ability to discover information resources
 - Improve users' ability to obtain and/or use information resources
- **Institutional Capacity**
 - Improve the library workforce
 - Improve library's physical and technology infrastructure
 - Improve library operations
- **Economic & Employment Development**
 - Improve users' ability to use resources and apply information for employment support
 - Improve users' ability to use and apply business resources
- **Human Services**
 - Improve users' ability to apply information that furthers their personal, family, or household finances
 - Improve users' ability to apply information that furthers their personal or family health & wellness.

Appendix B. List of abbreviations and acronyms

CIA	Central Intelligence Agency (US government)
COM-FSM	College of Micronesia, Federated States of Micronesia
DOE	Department of Education
DOH	Department of Health
FSM	Federated States of Micronesia
FSMLSP	Federated States of Micronesia Library Services Plan: 2020-2022
GDP	Gross Domestic Product
HPO	Historic Preservation Office
NPS	National Park Service
IMLS	Institute of Museum and Library Services
LSP	Library Services Plan
LSTA	Library Services and Technology Act
NACH	National Archives, Culture and Historic Preservation
Outer Islands	Refers to FSM's low lying islands and atolls, in contrast to the volcanic high islands of FSM.
PPL	Pohnpei Public Library
PIALA	Pacific Islands Association of Libraries, Archives, and Museums
SLAA	State Library Administrative Agencies
States	Refers to the States of FSM (Chuuk, Kosrae, Pohnpei, and Yap)
SPR	State Program Report
UNESCO	United Nations Educational, Scientific and Cultural Organization
YSPL	Yap State Public Library

Appendix C. List of people interviewed

- NACH Personnel
 - Jenny Ernest
 - Vanslot Etse
 - Gus Kohler
 - Ashley Meredith

Appendix D. Bibliography of all documents reviewed

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Appendix E. Copies of any research instruments used for surveying, interviewing, and/or use of focus groups

Email sent to librarians in Kosrae:

I hope this email finds you well. My name is David Fazzino and I am working with NACH as an outside evaluator to assess the 5 year plan of the FSM libraries.

I am writing to you in hopes that you can answer a couple of questions for me that will help me assess the current 5 year plan and also develop a new 5 year plan in the next few months. There are no right or wrong answers here, just your thoughts on how things are progressing.

1. What has your interaction been with NACH? From my understanding, Jenny Ernest recently visited your library in order to assess your technology needs. What did you learn from this visit? What resources were shared with you and what assistance was provided?
2. How is your library used? How many students and teachers use your library? What resources do they use?
3. What is working for you in terms of resources (staff, technology, books), programming, and training?
4. What are some areas where you could use more in terms of resources (staff, technology, books), programming, and training?

Please respond to me by email at your earliest convenience. Thank you for your time and assistance.

Email sent to Pohnpei Public Library

I hope this email finds you well. My name is David Fazzino and I am working with NACH as an outside evaluator to assess the 5-year plan of the FSM libraries. I was given your contact information from NACH.

I am writing to you in hopes that you can answer a few questions for me that will help me assess the current 5-year plan and also develop a new 5-year plan in the next few months. There are no right or wrong answers here, just your thoughts on how things are progressing.

1. What has your interaction been with NACH? From my understanding, NACH recently visited your library in order to assess/participate in the Summer Reading program. What did you learn from this visit? What resources were shared with you and what assistance was provided? Have you interacted with NACH in other ways? If so, how?
2. How is your library used? How many people use your library? What resources do they use?
3. What is working for you in terms of resources (staff, technology, books), programming, and training?
4. What are some areas where you could use more in terms of resources (staff, technology, books), programming, and training?

Please respond to me by email at your earliest convenience. Thank you for your time and assistance.

Appendix F: Example Patron Survey

FSM Public Library System, [Name of Specific Library]

General Questionnaire

This is an anonymous survey in order to get your feedback on how the library is doing. You can skip any question that you do not want to answer.

Section 1: Please choose one answer for each of the following, by placing an X in the appropriate box.

1. How would you rate each of the following library services?

	Excellent	Good	Fair	Poor	Don't Know
Customer Service					
Collection (books, DVDs, music, newspapers, etc.)					
Programs (classes, reading programs)					
Online services (website, catalog, research databases, etc.)					
Library policies					
Number of computers					
Quality of computers					
Printers					
Internet access					
Facilities					
Hours of operation					
Overall rating of the library					

Section 2. Write out answers to the following questions expressing your thoughts about the library. Please use the back of this paper if you would like the additional space in order to respond.

2. Please provide details based on your responses to question 1.

3. What do you value most about the library?

4. How could the library be improved, if at all?