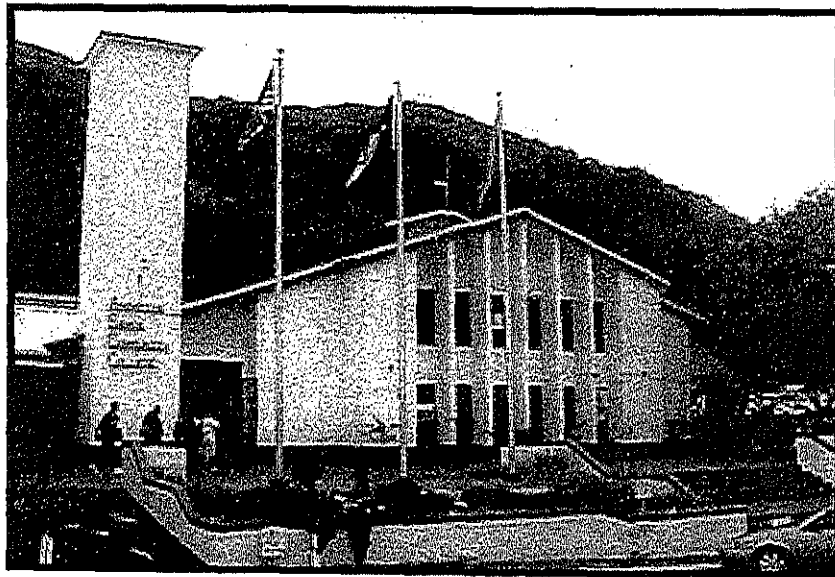




# **American Samoa Community College (ASCC)**

## **Trades & Technology Program (TT&P)**



### **“Assessment & Strategic Vision Report”**

**Presented**

**By**

**EMC<sup>2</sup>**

**(Emmsley Management Consulting Connection)**

**April 17, 2005**



## Word of Acknowledgment

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✓ **Sir Amos Car Rental**

✓ **Aloha Airlines**

✓ **Fofogafetalai's Bed & Breakfast**

**"Fa'afetai and Mahalo for your support"!!**

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## I. HISTORY AND BACKGROUND

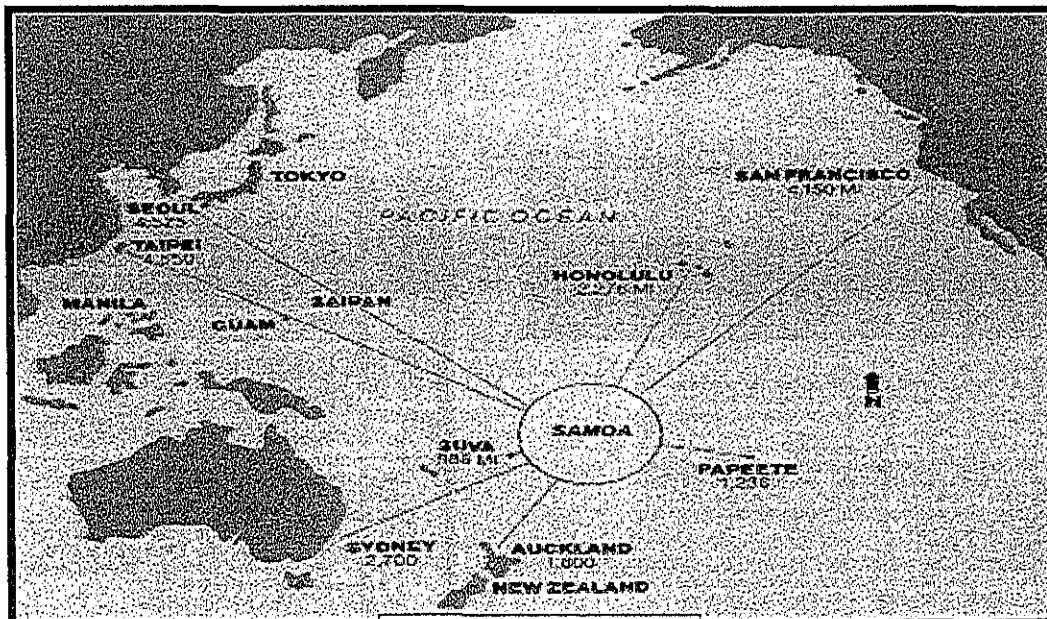
### A. Territory of American Samoa

#### 1. Background—

For readers who do not have an intimate knowledge of American Samoa, the following brief introduction is hopefully not only to stimulate your interest in discovering American Samoa, but more importantly, to place this “assessment study” in its proper context—that is to say, Samoa is a unique and different place because of the predominant role its ancient culture and traditions play in every aspect of Island life, a point often gets lost in many studies and reviews of this sort.

As for this report, it is intended to review all relevant aspects of the territory’s Vocational Education and Training (VET) system, particularly with respect to American Samoa Community College’s (ASCC) Trades & Technology Programs (T&TP) from the context of American Samoa’s unique political, economics, and social perspectives and idiosyncrasies surrounding these factors.

#### 2. Introduction—



*Pacific Map—courtesy of CIA*

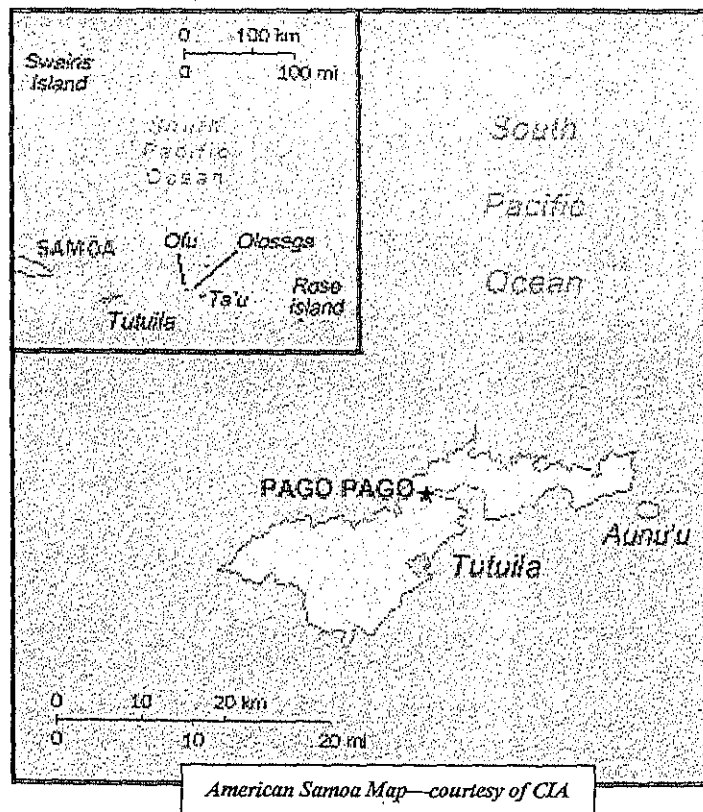
Samoa is a group of Islands located in the South Pacific region of the vast Pacific Ocean (14° 20" S and 170° 00" W). The exact time in which these Islands were first settled is unsure, but studies have estimated that the first occupants known as "Polynesians" (migrated probably from South East Asia) inhabited the Islands as early as 2000 B.C. Subsequent to that, Samoa was first "discovered" by European explorers in the 18<sup>th</sup> century ending Samoa's isolation from the rest of the known world. Although these discoveries opened Samoa Islands, it also created political rivalries among European powers of the time (latter half of the 19<sup>th</sup> century), which were later settled by an 1899 treaty.

In this treaty Germany and the United States of America divided the Samoan archipelago into two, with the US formally occupied its portion (Tutuila and Manu'a Islands)—a smaller group of eastern islands with an excellent natural deep-draft harbor known as, Pago Pago; and with Germany taking possession of Western Samoa west of Tutuila until Germany was defeated in World War I.

Today, American Samoa (comprises of Tutuila, Manu'a, Swains Islands and Rose Atoll) is still a territory of US and Western Samoa has since become an Independent nation called, the "Independent State of Samoa".

### 3. Political—

American Samoa is an "unincorporated and unorganized" territory of the United States of America. It is unincorporated because not all provisions of the US Constitution apply, and unorganized because US Congress has not provided the territory with an organic act, which would organize the government, similar to what a constitution would achieve. The US Congress gave plenary authority for the administration of the territory to the US President, who in turn delegated this authority to the Department of Interior (DOI). However, American



Samoa's 102-year relationship with the United States did not start with Department of Interior (DOI); In fact prior to that, the US Navy administered the Islands for almost 50 years. US Navy seeking to expand presence in the world found Pago Pago harbor an ideal refueling depot. Its deep draft and well protected harbor made Pago Pago harbor a military strategic value at the time.

Hence, on April 17, 1900, the chiefs of Tutuila and Aunu'u ceded these islands to the US and later in 1904, the same occurred when the King and chiefs of Manu'a ceded the islands of Ofu, Olosega, and Tau (composing the Manu'a group) to the United States. Swains Island, some 214 miles north of Samoa, was included as part of the territory by Act of Congress on March 4, 1925; and on February 20, 1929, Congress formally accepted sovereignty over the entire group and placed the responsibility for administration in the hands of the President. From 1900 to 1951, by Presidential direction, the Department of the Navy governed the territory. On July 1, 1951, administration was transferred to the Department of the Interior (DOI). The first Constitution for the territory was signed on April 27, 1960, and revised in 1967.

Because of this unique political arrangement, American Samoans are not US citizen but are classified as US nationals. As nationals, American Samoans enjoy all the benefits of being a US citizen, including the freedom to elect their own representatives and move freely within the United States, but American Samoans cannot vote directly and participate in the election process for the US President. However, American Samoans since World War I have served with distinction in the US Armed Services and American Samoans owe allegiance to the United States of America.

#### 4. Geography—



*Samoa girl—courtesy of Forde collection*

American Samoa consists of seven (7) islands (Tutuila, Aunu'u, Ofu, Olosega, Ta'u, Rose Atoll, and Swains Island) and is the only US soil located south of the equator. Comprising the eastern islands of the Samoan group, American Samoa is located at 14 degrees south latitude and about 170 degrees west longitude. Independent State of Samoa occupies the western part of the Samoan Island chain and shares the same heritage, traditions, language and culture, and are separated by only 40 miles at their closest points. It takes at least 30 minutes by plane and 8 hours by boat to travel from American Samoa to the independent State of Samoa. American Samoa is about 2,300 miles



southwest of Hawaii; over 4,100 miles southwest of San Francisco; and, 1,600 miles northeast of New Zealand. ↙

The total land area of all seven islands is 76 square miles. Tutuila has a land area of approximately 56 square miles and is home to over 90 percent of the total population. The harbor at Pago Pago is one of the deepest and best protected in the South Pacific. The location of the islands in the path of the Southeast trade winds results in frequent rains and a pleasant, warm tropical climate. The year-round temperature ranges from 70 to 90 degrees.

The mountainous terrain of American Samoa, along with the heavy annual rainfall, has an impact on agriculture and the food supply. Only one third of the land is level (or nearly level) and the soil in the valleys and on the plains is fertile and ideal for growing tropical fruits and vegetables. Commercial agricultural development has been hampered by several factors. The largest area of level land lies in the Tafuna Plain, the location of the airport and the principal area for the development of housing and industry. Agriculture has been relegated to a third-tier priority. Another large area of level land is on the island of Ta'u, which is too remote from the markets in Pago Pago to be economically feasible for commercial agriculture. Most agriculture, therefore, is for home consumption. The abundant field crops of American Samoa are the taro roots, banana, breadfruit and coconuts. Fish are abundant locally with meat and other foods being imported.

## 5. Economic—



*Shoppers at Fagatogo market—courtesy of Forde collection*

American Samoa's economy base consists primarily of government activities (about one-third of total employment) and two tuna canneries (one-third of total employment). The remaining one-third of employed workers is in the secondary economy, which consists mainly of retail and service enterprises. Many firms in the secondary

economy provide goods and services to the canneries. The

tuna canning industry in American Samoa provided employment for over 4,800 workers in 2001. During the same year, the tuna canneries export a total of approximately \$400 million of tuna to the United States. As the principal

manufacturing activity in the territory, tuna processing directly (and indirectly) supports much of the economy.

American Samoa's economy can be best described as a "traditional Polynesian" economy because more than 90% of the land is communally owned (by traditional Klans and families). With the territory's economic activity strongly linked to the US, the traditional economy has been slowly replaced by "cash" economy similar to that of the United States and its western counterparts. While American Samoa is free to conduct most of its foreign trade, the Tuna fishing and tuna processing plants are the backbone of the private sector, with canned tuna the primary export. Transfers (or US subsidies) from the US Government add substantially to American Samoa's economic well-being as a chief sustainability factor. Any attempts by the local and federal governments to develop a larger and self-sustaining economy are restrained by Samoa's remote location, its limited transportation, and frequent devastating hurricanes. However, many reports point to the Tourism industry as a promising sector, however it is yet to be fully developed as a major player in economic picture of American Samoa.

## 6. Social and Culture—



*Samoa High Talking Chief—courtesy of Forde collection*

For a Samoan, his/her social and cultural life revolves around an all encompassing concept called the "Fa'a Samoa" (or literally translated as the Samoan Way). This concept dictates how each Samoan is meant to behave and how "fa'a Samoa" influences ones relationship to everything around his/her spherical interest whether its people, nature, or spiritual contact. In that end, "relationship" is one the Fa'a Samoa's key pillars that act as a buttress to its cultural essences; hence, Samoans live within a close and tight knit social group called "Aiga" (or extended family) where political, social, and economic decisions are reigned over and ruled by "Matai" (or Chiefs). It is this nucleus, of an extended family, that everything Fa'a Samoa is emanated from. It is fair to say, the "fa'a Samoa" in its wisdom encourages the sense of collectivism over individualism.

Samoa political hierarchy is highly structured and firmly stratified with the chiefs at the top of the ladder as major policy makers within village life. While the Fa'a Samoa, in its own way, encourages freedom of expression, it frowns on those individuals who act for the sake of "self-interest" at the expense of the group. The Samoan political process is often described, as a "managed democracy" which keeps a watchful eye in trying to maintain a balance between individual rights

versus community interest. The Fa'a Samoa also can be summed up by the following three "R's": Relationship, Reciprocate, and Respect.

## B. Educational Institutions

### 1. Department of Education (DOE)



*LMS missionaries and apprentices at Leone—courtesy of Dwyer collection*

The real beginning of formal education in American Samoa began with the arrival of LMS missionaries in 1832 at the village of Leone, Tutuila. The symbolic arrival of missionaries played a pivotal role in the development of the Samoan Islands religiously, culturally, and significantly the establishment of the foundation for formal

education.

The LMS missionaries steadily established "missionary schools" throughout the island creating training schools for "faifeaus" (or pastors) around the year 1835. Trained educators from these mission schools were "papalagi" (Europeans) missionaries along with their apprentices from the Island of Tahiti.

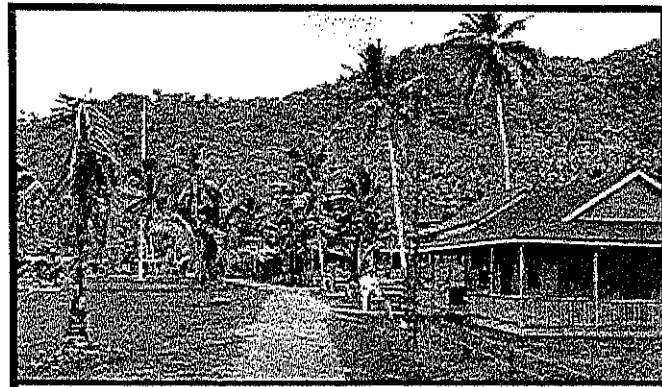
Education at first was informal and with no set curriculum, but it had a clear mission: principally it was Christian-based with a primary focus on spreading the Gospel among the natives.

It was just a matter of time before the missionaries quickly realized that to spread the "Good news" within the native population, they must be taught how to read the Bible; hence the creation of the first Samoan alphabet. With reading in place, the next logical step is to teach the natives how to write. To complete their educational experience, the natives were also introduced to computation of simple "arithmetic" as part of the continuum effort, thus the birth of "3-Rs" in Tutuila.

The first formal school on the Island of Tutuila was established in 1900-1901 with the establishment of the "Atauloma Girls School" at Atauloma village (two miles west of Leone village), where today the relics of the old school building still

remains at the same location, which has been declared as an historical site by the National Preservation Society. Some years later, 1949 as a counterpart school, the "Fagalele Boys School" was opened in the village of Leone. About the same time, the Catholics opened Marist Brothers School in the same village of Leone in the early 1900's and later opened the Girls School at Leloaloa along side with a Boys School at Atu'u, while the Mormons established Mapusaga High School in 1928. These religious based schools formed the foundation of what is known today as the formal education in Tutuila.

After the Deed of Cession was signed in 1900, US Navy assumed administrative control of the Islands with plans to build schools to teach the native how to read and write in the English language. It wasn't until the Tilley administration founded the first non-sectarian government (or public school) in the naval station in Fagatogo in April 11,



*US Navy building at Fagatogo—courtesy of Dwyer collection*

1904, which consisted of 2 teachers and 40 students between the ages of 6 and 12. Meanwhile four year later Manu'a ceded to US, in 1908 on the island of Ta'u, Manu'a, Papatea School opened its doors for the Manu'a district<sup>1</sup>.

Today, the number of educational institutions in the territory has grown considerable over the years with 9 high schools (6 public and 3 private); 28 elementary schools (22 public and 4 private); and 1 middle school serving a total enrollment of 18,528<sup>2</sup> students from the ages of 6 – 18 years old. This is a far cry from the first public school that was founded in Fagatogo in 1904, which consisted of 2 teachers and 40 students.

## **2. American Samoa Community College (ASCC)**

American Samoa Community College (ASCC), the only institution of higher learning in American Samoa, was founded in 1970 to provide post-secondary educational opportunities in liberal arts, teacher's training, Samoan and Pacific Studies, and general and vocational-technical education. ASCC is accredited by the Western Association of Schools and College, and offers Associate of Arts and Associate of Science degrees, as well as Certificate programs in a variety of academic and technical fields. Many ASCC graduates transfer to off-island

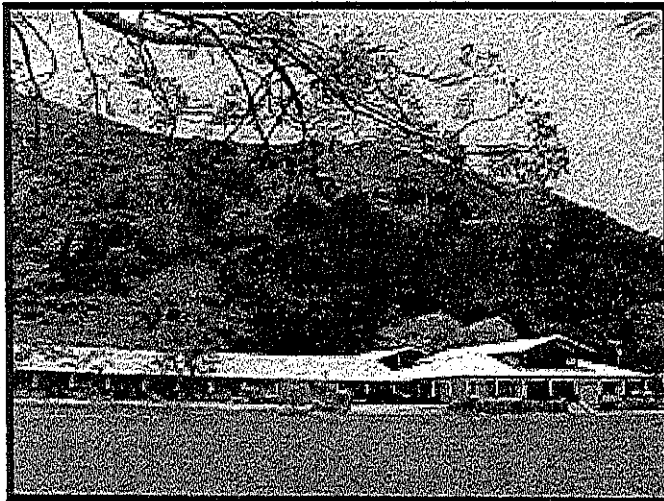
<sup>1</sup> <http://www.doe.as/htmldoehist/doehist.html>

<sup>2</sup> Census 2000 Data, DOC, Statistic Yearbook

universities in the United States to receive higher degrees, while others find immediate employment in the territory. ASCC's mission is to enable successful student learning by providing high quality programs that meet the educational needs of its students and of American Samoa. ASCC has an estimated 75 faculty and an average of 1,200 students.

ASCC is located on Tutuila, the largest of American Samoa's seven islands in the lush valley of Mapusaga village nine miles west of Pago Pago, the territory's center of trade and commerce. American Samoa lies about 2,500 miles southwest of Hawaii and 1,800 miles northeast of New Zealand.

In July of 1970, ASCC was established as part of the American Samoa Department of Education. The first freshman class of 131 attended classes in the old Lands and Survey Building (the current site of the Lumana'i Building) in Fagatogo. The following year the College was moved to the old Fia Iloa High School building in Utulei. The move to a permanent campus was made in September 1974 when ASCC took over the site of the former Mapusaga High School in the village of Mapusaga<sup>3</sup>.



ASCC Campus—courtesy of ASCC

enabled

with modern facilities for instruction in science, nursing, fine arts and vocational education, as well as a student cafeteria and a gymnasium.

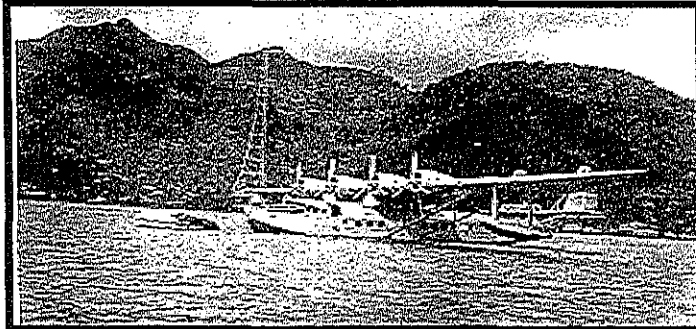
A grant from the U.S. Economic Development Administration in 1979 ASCC to complete five new buildings,

### **C. Vocational Education and Trades**

The United States federal government, in its constitution, does not make any provisions for federal support or control of the nation's education. However, the federal government has considered vocational education an important piece of its national interest thereby, providing legislation in support of vocational education beginning with the Morrill Act of 1862. This Morrill Act established land grant colleges aimed at preparing student for "agricultural and mechanical arts". Since then, the government had proposed and amended several legislations including

<sup>3</sup> <http://www.ascc.as/about.htm>

the more well known Carl D. Perkins Act, all in support of vocational education. This is an indicator that the nation has an enduring interest in seeing vocational education is not neglected nor ignored<sup>4</sup>.



*Pan American Clipper at Fagatogo—courtesy of Forde collection*

Although the 1862 Morrill Act, which established land-grant colleges, it represented the first effort by the federal government to ensure vocational education is an integral part of the educational system. However, noting further legislation was

enacted until the Smith-Hughes Act (1917), which

provided federal financing for industrial, home economics, and agricultural courses. This aid was extended into the George-Dean Act (1936) to include teacher education and training for certain occupations. Vocational correspondence courses, which were formed in great numbers to meet the growing demand for training, often were poorly designed and without value. These were improved under the informal supervision of the National Home Study Council (1926) working with the Federal Trade Commission.

Large communities frequently have separate public schools devoted to specific occupational fields, and some counties and states sponsored regional vocational training establishments. These public schools worked closely with interested industries and trades in establishing curricula and guidance program. Cooperative training technique—a program that students work part-time in selected jobs for which they are preparing is a common feature of these schools. Community colleges often provided vocational training courses. Many industries have instituted extensive vocational education programs for their employees, and virtually all trades require apprenticeship and/or on-the-job training.

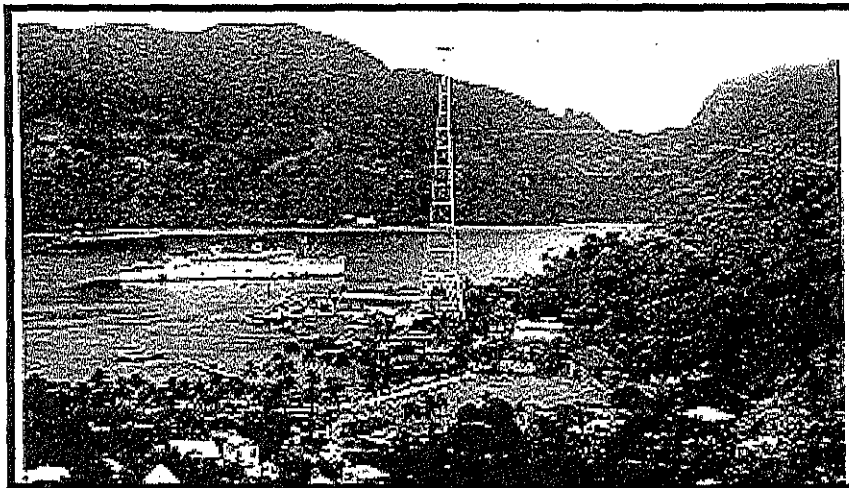
Theorist in vocational training have emphasized that the aim of vocational education is to improve the worker's general culture as well as, to further his/her technical training. That policy is evident today in the academic requirements imposed in public vocational schools and the encouragement of public workers who have not completed school requirements may do so while engaged in regular jobs.

<sup>4</sup> <http://www.lions.odu.edu/~dnethert/Courses/oted762/teach/lsn5.htm>

In some localities, attendance at continuation schools is compulsory for those who are of school age. While continuation and evening schools are often primarily vocational, the frequently include general courses that attract older workers<sup>5</sup>.

#### **D. Impact of Education on Samoan**

Since the signing of the Deed of Cessions in the year 1900 (and later 1904 with the inclusion of the Manu'a Islands), it ushered in monumental social, economic and political changes that Samoans have never seen before. To date, unabated alteration to the lives of Samoans has transformed even its most sacred pillars—the Samoan culture. These changes not only altered the Samoan way of life (*Fa'a Samoa*) but it has cast ominous distortion to their world view. The most noticeable change with Samoan way of doing things is manner with which they earn, distribute, exchange, and manage their wealth.



*Matson Liner at Fagatogo—courtesy of Forde collection*

Today,  
a hybrid

the superimposition of Samoan values which camouflaged the real essence of its cultural values. In other words, the current economic system is no longer pure and simple—it's complicated and cumbersome. With the dominant presence of a new economic system, the requisite of new skills and knowledge to manage such a system is beckoning with myriad of different trades (or vocations) necessary for its proper operations. Subsequently, while traditional skills were obsolete and no longer required but the native's manual labor was still being demanded.

Prior to the arrival of Europeans, the Samoan economic system was pure and simple—they transacted and exchanged their wealth through a network of communal principles "barter" as its primary operating system.

Samoa's economic system is  
of a quasi cash economy with

<sup>5</sup> <http://www.bartleby.com/65/vo/vocatled.html>

The transition from traditional skills to technical skills was slow and deliberate. From 1900 to 1979, some seventy nine years, the Territory of American Samoa has always been governed by appointed administrators<sup>6</sup>—first by the Department of the Navy and later on by the Department of the Interior (DOI). It is not until 1979 the territory was given the opportunity to elect its own governor, locally, by citizens of American Samoa<sup>7</sup>. With almost eighty years of foreign dominance in policy and managerial positions, native Samoans were never given the real

opportunity to learn how to managed and operate their own affairs in all respects of governing including the procurement of technical skills to operate and manage complex machineries and equipments required by the new economic system. Thus, native were slow to come onboard as skilled labors. Moreover, the omnipresence of appointed administrators has unintentionally created a social caste system between administrators and labors. An ominous image that later proved to have an adverse affect in the image of trades schools verse academic pursuits.



*Samoan boys prepare for the market—courtesy of Forde collection*

size

sector continues to expand at a faster rate—a trend the federal government have sought to curb, over the years, with very little success.

Ironically these changes, in large part, were and are continued to be helped along by direct assistance from US federal government via “grants-in-aid programs and technical support”<sup>9</sup>. Either case, the overall growth of the economy

Nonetheless, the territory’s general economy both private and public sectors have grown steadily and in many different sectors—some of the growth are found in traditional areas, and others are in new and emerging industries<sup>8</sup>.

However, by far, the of the territory’s public

<sup>6</sup> American Samoa history

<sup>7</sup> American Samoa history

<sup>8</sup> DOC data

<sup>9</sup> Samoan News



has resulted in new opportunities as well as myriad of challenges, in particular the relationship between the local workforce and its economy. As the economy expands, so does the numbers of skilled worker are needed to meet the growth of the economy, but especially in the trades and technology areas.

However, based on available data the shortages of skilled labor are the results of several factors:

- ✓ American Samoa's workforce is growing old;
- ✓ Majority of the younger workforce especially, graduates from high schools have elected to leave the territory for better opportunities abroad;
- ✓ Inadequate emphasis is placed on the development of skilled an certified trades workers across the board; and,
- ✓ Majority of the workforce population who has remained behind are unfortunately either unskilled or unqualified to fill employment vacancies.

Therefore, more and more employees are turning to the government for political solution as quick way to ascertain jobs or to seek promotions within jobs in the public sector. The public sector now employs one third of the total workforce and the relationship between vocational education and trade schools have virtually non-existent.

## II. EXECUTIVE SUMMARY

### A. Introduction—

In summary, the assessment study was commissioned by ASCC as part of its proactive plan of action designed to undertake steps necessary to address what has been identified as workforce deficiencies resulting from ill-prepared students entering the labor force with inadequate skills and low education standards to effectively contribute to the well being of American Samoa's economy.

### B. History—

American Samoa's economic base consists primarily of government activities (about one-third of total employment) and two tuna canneries (one-third of total employment). The remaining one-third of employed workers is in the secondary economy, which consists mainly of retail and service enterprises with many firms in the secondary economy provide goods and services to the canneries. The tuna canning industry in American Samoa provided employment for over 4,800 workers in 2001. During the same year, the tuna canneries export a total of approximately \$400 million worth of tuna to the United States. As the principle manufacturing activity in the territory, tuna processing either directly or indirectly supports much of the territory's economy.



*US Navy Administration Building—courtesy of Dwyer collection*

Apart from the above, American Samoa's economy can also be described as a "traditional" Polynesian economy mainly because more than 90% of the land is communally owned (by traditional Clans and families). With this limitation, a serious agricultural industry is relegated only to

subsistent farming and with less commercial enterprises as a promising venture. With the territory's economy strongly linked to US aide and to the two canneries, the traditional economy has been fast replaced by "cash" economy, which ties it to modern skills to operate and management it.

With the presence of these obvious limitations, efforts to develop and diversify the territory's economic base have been limited and in general stagnated over the years. Equally uncertain is the exact type of industry (or industries) required to be developed in the future to bolster and expand American Samoa's economic base although *fisheries and agriculture; telecommunication and information technology; manufacturing; and the visitor's industry* had been identified as likely industries to grow in the future. However, these identified industries are too broad to be effectively considered as a basis upon which programs, in so far as educational institutions are concern, can be developed. In fact, it seems that the types of industries that would yield more occupations are slightly different from that of those previously suggested.

So while the debate ensues and lingers on, one point is clear, the canneries and secondary industries have been thriving on a consistent basis over the years and will not likely change anytime soon. To that end, if suggested industries for the future are too broad for the purpose program development, then the need to develop "core" programs to align with industries that yield higher number of occupations is perhaps a more prudent approach.

### **C. Assumptions—**

It is well documented that 90 percent of those employed in the private sector are from foreign countries because American Samoan's workforce pool, for the most part, are unskilled and unqualified to fill jobs vacancies offered by the private sector especially, those jobs linked to vocational education and Training (VET) fields; thus, assumptions were formulated which became the rationale and basis for the assessment study:

- ✦ Foreign workers entering the territory for employment opportunities has steadily increased over the years;
- ✦ Foreign workers are satisfying employment voids because the local workforce has failed to meet basic standards of job vacancies; and,
- ✦ The local workforce pool, in general, is unskilled and unqualified especially in the area of trades (vocational) and technology.

### **D. Assessment**

The development of an effective program must include an economic environmental scan of American Samoa's long-term plans and key factors that could influence the direction in which the plan would likely to proceed. These factors are as follows:

- ✦ US Federal Commitment to American Samoa
- ✦ ASG Policies and Public Attitude on VET
- ✦ Impact of Foreign Workers

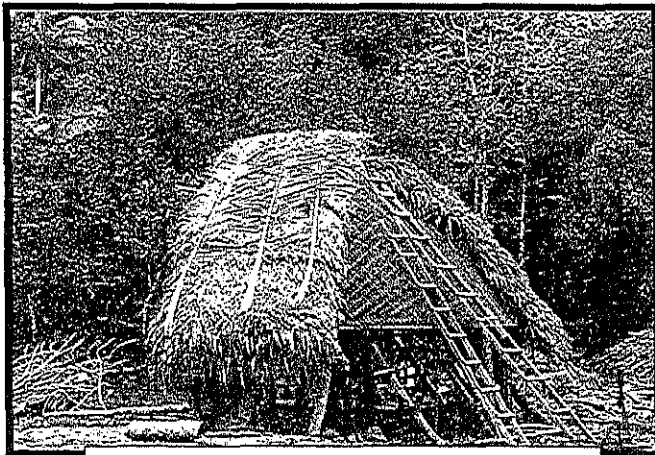
- ✿ Labor Force Characteristics
- ✿ Educational Institutions
- ✿ Growth of Key Industries
- ✿ Role of Public Agencies

## E. Analysis

With irregularities found in the data interpretations, the assessment re-established different ground rules and re-phrased its operational question:

- ✿ What are the most basic industries that have grown consistently over the years, and will most likely to grow in the future, that will have direct impact on everyone?

In fact, during the assessment certain numbers persisted and yielded themselves for further observation and evaluation, such area as “*land use*” in American Samoa, which was predominantly used for residential purposes. With population growing and aging; residents returning from abroad; and, economic development increasing, it was apparent that the construction industry has been consistently on the forefront of constant trends and most likely will continue. For these factors, the construction industry as a whole will continue to grow. In fact, in the year 2000 it was reported an estimated value at \$13 million was for the construction of residential homes, alone.



Samoan Fale under construction—courtesy of Dwyer

Also, for the transportation industry, private vehicle registration increased from 6,394 in 2000 to 6,482 in 2001: a 1 percent increase since 2000. A total of 892 vessels arrived in the territory transporting almost 470,000 tons of cargo. At the airport, 7,805 flights landed embarking 74,543 passengers, unloading 2 million pounds of cargo and over 900,000 pounds of mail. Of the Pago-Honolulu route, the net

outbound travel totaled about 1,300.

In short, the answer to the question is clearly *Construction and Transportation*. However, equally increasing, are *Manufacturing; Information and Technology*; and, *General Service industries* in support of above mentioned industries. These industries are and will continue to dominate the landscape of employment in the private industry in the future. Therefore, these industries are highly recommended as T&TP’s leading candidates for the establishments of its initial “core” programs. Obviously, as industries status changes, so

should the T&TP program to reflect these changes. Moreover, these industries coincidentally are aligned with the US President Bush's workforce initiatives for the 21<sup>st</sup> century, which is something to be considered seriously as federal funding will be available to develop these areas.

## **F. Goals**

After the analysis was completed, assessment study identified and recommended the following "goals" with their objectives to implement the strategic vision:

- ▶ Incorporation of the administrative changes to American Samoa Community College (ASCC) structure and Trades & Technology Program (T&TP) system;
- ▶ Promote Trades and Technology Program throughout the Territory;
- ▶ Develop Human Resources: Recruitment, Retention, and Renewal;
- ▶ Improve, upgrade and update the curriculum;
- ▶ Improve Collaboration, Communication, and Cooperation with Partners both private industries and public agencies;
- ▶ Promote Workforce and Economic Development; and,
- ▶ Formulating Implementation and Funding Plans for T&TP.

## **G. Conclusion**

In short, ASCC has unilaterally taken action to address the needs postulated in assumption section. In any event, the assessment report has determined that ASCC's T&TP require undertaking a systematic process to re-design its programs to meet the training needs for the private industries. The report also recommended that T&TP should realigned its existing programs in order to develop its "core" programs as its foundational system and to allow these programs to mature, evolve, and expand to whichever direction the workforce would demand in the future.

### III. ASSUMPTIONS, ASSESSMENT & ANALYSIS:

#### A. Assumptions:

##### ■ Introduction—

The impetus for this assessment study was a result of mounting concerns among the leadership within the American Samoa Community College (ASCC), the chairman and members of the Board of Higher Education and its President, as well as other community leaders who have equally expressed their apprehension that ASCC's Trades and Technology Program (T&TP) has not been effective over the years, and its fading performance in meeting training needs of the workforce has escalated. To that end, the leadership has alluded to the following assumptions as the fundamental reasons for their sense of uneasiness:

- ❖ **Foreign workers entering the territory for employment opportunities has steadily increased over the years;**
- ❖ **Foreign workers are satisfying employment voids because the local workforce has failed to meet basic standards of job vacancies; and,**
- ❖ **The local workforce pool, in general, is unskilled and unqualified especially in the area of trades (vocational) and technology.**

With the foresaid postulations in place, the study drew up a set of empirical questions to be answered in the course of the assessment. These questions, as summarized below, will also serve as the "blueprint" with which to guide the process along the way:

- ❖ **Identify American Samoa Government's (ASG) Workforce Development Goals;**
- ❖ **What are the territory's workforce training needs and how to meet these needs; and,**
- ❖ **How to create markets for new employees.**

Before the assessment began, a preliminary examination of T&TP's current state of operation was necessary to determine the depth with which the study should ensue. In that respect, the following question was put forward, as the launching point for the assessment:

- ❖ **Is "T&TP" current state of operation sufficient and effective enough to meet the territory's workforce training needs?**

If the answer to the above question is "yes", then the assessment should be concerned only with "cosmetic" changes to the curriculum and

program—more of an internal realignment. However; if the answer is “no”, considerable amount of work is required in order to perform a major “overhaul” to structural changes not only within ASCC programs, but also externally to include changes to the entire vocational education training (VET) system. Thus, the next challenge is to determine which direction the assessment should pursue.

### **1. Internal or Structural Changes**

The initial examination required the review of internal data and documents as well as evaluating the results from informal interviews conducted among staff members, faculty, and leadership within the ASCC system. The results were evaluated and summarized as follows:

Not only the data supports a complete review of the VET system, but overwhelming sentiments recommended a comprehensive review of the entire vocational education training (VET) system. The recommendations also made clear that the review should not be limited within ASCC but, should extend, as realistic as possible to the entire vocational education and training apparatus in the territory<sup>1</sup>.

A tipping point for a thorough examination of the system came for the fact that ASCC is the “only US accredited education institution of higher learning in American Samoa and the South Pacific region”<sup>2</sup> thus, making ASCC the chief public institution responsible for preparing students to work in the economy. In other words, ASCC is the community’s last hope for a better education and training with respect to their future survival.

### **2. Impact of Foreign Born Workers on the Economy**

Over several decades, American Samoa has seen a steady rise in the number of foreign-born workers entering the territory mainly for employment and business opportunities. According to its own Territorial General Plan: Chinese, Korean, and Filipino communities have grown significantly over the last decade, with Asians—who are particularly active

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<sup>1</sup> Informal interviews conducted among staff, faculty and leadership of ASCC.

<sup>2</sup> American Samoa Community College, General School Catalog, Vision, Pg 15.

in retail and wholesale sectors at ownership levels, while Filipinos tend to be employed as skilled technicians and managers<sup>3</sup>.

This discernible increase of outside workers and their continuous presence in the territory had been largely induced by the availability of good paying jobs, lucrative contracts, and profitable business ventures found in the fertile and growing economic-base of the territory, which had been spurred on by considerable financial support by US government on an ongoing basis<sup>4</sup>.

Under these ideal economic conditions, American Samoa will always be a magnet for skilled workers and business investors from outside. As a consequence the number of foreigners will continue to increase, so too will their influence on the economy. With the increased number of retail and wholesale businesses owned and operated by Asians and with the rise in the number of technical jobs held by foreigners, their resulting earnings and profits are continuously being remitted outside of the territory. While accurate figures are not available, one thing is certain, the "value of remittances to overseas family members and friends should not be forgotten in the calculations of income and expenditures of the Territorial economy"<sup>5</sup>.

In other words, the impact of foreigners on the territory's economy should not be underestimated, their dividends from earnings and profits from business ventures are not being re-invested back into the community. This effect is what economist called the principle of "*economic leakages*"—which means funds generated from local economic activities are flowing out of the territory's economic base in vast amounts, but are being re-invested back into the community. This phenomenal, left unchecked, will surely off-set the "balance of trade" in monetary value<sup>6</sup>.

### **3. Impact of Foreign Workers on Employment**

On the employment side, in the year 2000 almost one-third (30%) of the workforce were employed by the government and 67.8% were in the

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<sup>3</sup> Territorial General Plan, American Samoa Government, Department of Commerce, April 2003, Pg. 1-2-2.

<sup>4</sup> <http://www.samoanews.com/tuesday/TUothernews/story5.html>

<sup>5</sup> Territorial General Plan, American Samoa Government, Department of Commerce, April 2003, Pg. 1-2-12

<sup>6</sup> [http://en.wikipedia.org/wiki/Balance\\_of\\_trade](http://en.wikipedia.org/wiki/Balance_of_trade)



private sector<sup>7</sup>. Of the 67.8% of occupations in the private sector, 44% (5,000 jobs) were employed by the two canneries (Star Kist and Samoa Packing), with the majority of their workers are from neighboring independent State of Samoa<sup>8</sup>.

While few of the managerial positions at both canneries are held by American Samoans, by far most of the supervisory and top management positions are held by foreigners especially, in the technical and trade fields. In fact, majority of trade positions in the both canneries are occupied by workers from Fiji, New Zealand, Philippines, etc.<sup>9</sup>. According to HR managers of both canneries, "their constant struggle is to find "skilled and qualified" technical help from within American Samoa particularly, among the local workforce. Thus, [they] are forced to hire from anywhere to meet their employment demands. However, they would gladly hire locally, if they could find qualified technicians"<sup>10</sup>.

The same sentiments were echoed by majority of private companies and small business owners during interviews. Among other things, they cited reliability, availability and capability of foreign workers as primary factors for their preference to hire from outside<sup>11</sup>. At the same time, most American Samoans' shy away from and do not want to work in the private sector jobs because they view government employment as offering higher wages, better benefits, and job security.

Therefore, these conditions have virtually impeded any meaningful effort by educational institutions, both Department of Education (DOE) and American Samoan Community College (ASCC), to launch effective counter-measures that would improve the state of the territory's vocational education and training system. Although these factors have defined the challenge and the complexity of the problem, but unless these institutions take vocational education seriously by developing, adopting, and implementing a "unified" vision, the issue will likely to remain unresolved or even worse become irreversible, where the territory will have to import whole sale labor force as indentured servants.

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<sup>7</sup> Census Demographic Profile of American Samoa, American Samoa Government, Department of Commerce

<sup>8</sup> Territorial General Plan, American Samoa Government, Department of Commerce, April 2003, Pg. 1-2-3

<sup>9</sup> An interview with TC Dr. Meki Solomona, Star Kist American Samoa, Manager Human Resources.

<sup>10</sup> Interview with Dr. Meki Solomona

<sup>11</sup> Interview with several territorial small business owners.

#### 4. Methodology

A mixed-method assessment was conducted utilizing census survey, document review, and personal interviews as primary data collection methods<sup>12</sup>. The mixed-method approach was chosen because it provided for the acquisition of information in alternative ways that would deepen the understanding of issues involved on and off the "internal" (ASCC) stage. Creswell refers to mixed-method designs as, "offering the highest degree of complementarity between qualitative and quantitative methods, since this approach "uses the advantages of both the qualitative and quantitative paradigms"<sup>13</sup>.

The questionnaire initiated the mixed-method research process, soliciting information from questions developed by the stakeholders (T&TP staff) with respect to local implementation of academic and occupational integration models. Once documents were analyzed, a purposive sample was drawn for in-depth follow up, telephone interviews were conducted to obtain additional insights into local integration practices.

#### 5. Process

Apart from validating the foresaid hypothesis, the assessment also sought to produce a "working document" that would be useful to policy makers at ASCC and external officials as a decision making platform.

There are four principal components to the whole process:

- Outline the assumptions and provide validation (or rejection) of the same assumptions;
- Conduct a thorough assessment of all main and sub-parts of the entire vocational education and training system;
- Examine all data, documents and details through an analytic process called "review and reveal"; and,
- Present the final results through findings and recommendations.

The final section as noted consists of "goals and objectives" with the "conclusion" that summarizes resulting thoughts on the current state of

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<sup>12</sup> American Association of Community and Junior Colleges. Creswell, J. W. (1994). *Research design: Qualitative and quantitative approaches*. Thousands Oaks, CA: Sage.

<sup>13</sup> Abid (Pg. 178)

affairs with respect to vocational education and training programs within ASCC and throughout the territory.

## **6. Conclusion**

In analyzing the information, the data do suggest that the assumptions that were put forward at the outset of the report have in fact basis in merit—foreign workers have increased in numbers; foreign workers are more representative in the field of technical trades; and, local pool of skilled and qualified workers are categorically inadequate. These points have solidly and unquestionably answered the assumptions and reaffirmed the anxieties of local officials as previously suspected.

Thus, after the assumptions were firmly established, the assessment study turned into evaluating the entire VET system, which begins with T&TP, ASCC, external of ASCC and even beyond the borders of the Territory with the ultimate goal to produce a set of recommendations that would help ASCC's policy makers to exercise their informed decisions in the pursuit to re-build and overhaul its T&TP programs.

## B. Assessment:

### ■ Overview—

Workforce deficiencies have been identified as serious deterrent to successful development and maintenance of a sustainable economic development plan for American Samoa. Apart from that, workforce deficiencies are equally inhibiting within American Samoa Government (ASG), which leads to poor performance and inefficient delivery of service to the public. Attitudinal problems and the lack of skills and proper training to adequately perform job tasks are also the principal reasons for poor performance and low productivity<sup>14</sup>.

A well run machine could only be as good as those who operate and maintain it.

### 1. American Samoa Government (ASG) Workforce Development Goals

#### Introduction—

From all indicators, ASG is committed to the advancement of the territory's workforce development goals particularly, if the Governor gives his blessing and rhetorical endorsement. In a recent interview with Governor Togiola, he support to the Territory's expressed his redevelop the education and system and to standards, and has determined to place this initiative as one of his administration's top priorities. He intends to invest considerable resources and time in the pursuit of this goal, with an ambitious plan to construct what he called, a "stand-alone" vocational school<sup>15</sup>.

[Governor] intends to invest considerable resources and time in the pursuit of this goal, with an ambitious plan to construct what he called, a "stand-alone" vocational school...

pronounced his unequivocal development of the workforce goals. In fact, he earnest desire to revisit and territory's entire vocational technology training (VETT) raise it to acceptable

<sup>14</sup> Territorial General Plan, American Samoa Government, Department of Commerce, April 2003, Pg. 11-2-7

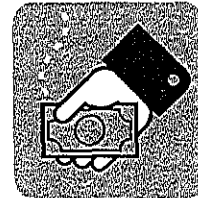
<sup>15</sup> A personal interview with American Samoa Governor Togiola T. Tulafono on January 27, 2005.

However, in the mist of his fervor, it was not clear whether the Governor's plan includes ASCC as a collaborative partner. During the entire interview he extended no thoughts to ASCC and its place in vocational education; particularly in light of ASCC's relationship with the Department of Education (DOE), as promulgated institutions, by law, under the American Samoa Code Annotated (ASCA)<sup>16</sup> to ensure that the education of its citizens are guaranteed.

a. Key Economic Factors

Notwithstanding the administration's policy position, the development of an effective program must include an economic environmental scan of American Samoa's long-term plans and the key factors that would influence the direction in which the plan would likely to proceed. These factors are as follows:

- ✱ US Federal Commitment to American Samoa
- ✱ ASG Policies and Public Attitude on VET
- ✱ Impact of Foreign Workers
- ✱ Labor Force Characteristics
- ✱ Educational Institutions
- ✱ Growth of Key Industries
- ✱ Role of Public Agencies



b. US Federal Commitment to American Samoa

Without question American Samoa's economic vitality is highly dependent on the amount of federal aid the territory receives each year. For instance, in fiscal year 1999, 46% of American Samoa's total revenues were reported \$24.8 million from various federal agencies, \$23.0 million from DOI operations' grants, and \$10.1 in capital improvement projects. Moreover, from the period (1995-2001), the Territory of American Samoa received over one billion dollars in US federal aid.

According to Congressmen Faleomavaega, American Samoa, on a per capita basis, continues to receive more federal funding than almost any other State to Territory. Thus, with 46% of American Samoa's total revenue derived from federal assistance, American Samoa enjoys having one of the highest median-income in the region of \$18,219<sup>17</sup>. And despite reassurances by our Congressmen that the funding "spigot" will always be

<sup>16</sup> American Samoa Code Annotated, Title 16, Chapters 2 and Chapters 20

<sup>17</sup> 2000 Census Demographic Profile of American Samoa, Highlights, Household Characteristics.

turned on, federal funding for development is unpredictable over a long-term period because of changes that do occur with the Executive Branch and their policy priorities, the political composition of US Congressional membership, and the overall economic health of the nation, which ultimately determines budgetary priorities<sup>18</sup>.

It is incumbent therefore upon American Samoa to develop its own independent vision based solidly on its "social and economic needs but not built on the need for funding".

Irregardless, because the absence of a "unified" vocational education and training scheme, American Samoa requires a period of transition to grow and evolve to a level of maturity, educationally. Until such time, American Samoa more specifically DOE and ASCC should strengthened their relationship with the Department of Interior (DOI) and other appropriate federal agencies, simply because there are essential issues DOE and ASCC would have difficult time resolving without federal assistance—one of the areas is the through development of a comprehensive vocational education and training (VET) system and tying the successful development of VET as a chief component to the resultant success of the economic development<sup>19</sup> of the territory.

c. ASG Policies on & Public Attitude towards VET

Over the years, ASG's policy toward the development and implementation of its VET programs is at best sporadic and worst shaped by national priorities. For example, in 1999 the Workforce Development Commission developed a five-year plan for workforce development in American Samoa—a directive required by the Workforce Investment Act (WIA). The establishment of the Tafuna Polytechnic School—a high school initiative dedicated to vocational education and training programs—became a reality because of availability of funds for School-to-Work Opportunity Act, Tech-Prep Initiative, and Carl Perkins Act. Because of the lack of an independent strategy, dependency on national trend is evident throughout the Territory—it's a classical case of the "tail wagging the dog".

The lack therefore of a "unified" vision for a territorial-wide vocational educational training initiative has arrested efforts for real success. As evident of this, vocational education in the territory has not developed despite the tremendous need for jobs in the private sector in technical and

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<sup>18</sup> Territorial General Plan, Planning and Federal Participation, 2.3.2, 11-2-3

<sup>19</sup> Territorial General Plan, Planning and Federal Participation, 2.3.2, 11-2-4.

vocational fields. In addition, the number of students enrolled in VET courses at the high school level and in the T&TP at ASCC have fallen over the years, while enrollment in Liberal Arts courses have continue to climb<sup>20</sup>. To fill this "vacuum", the number of technical jobs held by foreigners was likewise increased—a phenomenal the territory is trying to address.

Apart from structural issues, VET also suffers from an aged old illness called "*bad image*" resulting from imageries of jobs performed in dirty and physically demanding conditions, with low paying wages, while working under labor intensive situations. An interview with fifteen parents revealed disconcerting results. When asked, where would they send their children: to a vocational school or to regular college? Two out fifteen parents would send their children to VET but only as computer technicians, while the rest (13) considered academic schooling as more promising in terms of investment and respectability, for their children's future. These image problems are not new; in fact they are quite pervasive. In a recent survey conducted by the American Vocational Association (AVA)<sup>21</sup> Journal cited the following old issues that never seemed to go away. Thus, it seemed that VET has a lot of work to do in order to make inroads to success:

- ❖ A good image begins with good programs that meet the needs of students, employers, and the community.
- ❖ Vocational education continues to compete against others in the arena of education for a shrinking student population and scarce resources.
- ❖ Vocational education is mostly for high school kids who don't plan to go to college.
- ❖ **Groups that benefit most from vocational education include students not going to college, adults who need job skills, and students with disabilities.**
- ❖ **Generally, adults and youth have heard of vocational education, but they have no clear idea of what it is.**

#### d. Impact of Foreign Workers

Undoubtedly, as stated in the earlier section that the influence of foreign workers are considerable both economically and politically. All in all and as shown by the table below, the influx of foreign workers to American Samoa is a double edge sword: on the one hand: it is a positive thing for

<sup>20</sup> Department of Commerce, Statistical Yearbook 2001, Section 3 Education, 3.7 ASCC Enrollments by Major.

<sup>21</sup> <http://www.ericdigests.org/1999-2/21st.htm>

companies, in the short-run, to hire foreigners to meet their employment goals, as business expands. But on the other, their dependency on outside labor will always remain constant and in some cases this dependency could prove to be an expensive venture for business owners in the long term.

This dependency on foreign workers nonetheless is bad for the local labor force because American Samoans are then reluctant to take initiatives to properly prepare themselves and compete with foreigners for the same jobs. Thus, they are left behind as unskilled and inept citizens. From a macro economic perspective though, loosing money because of the "out-flow" of resources will eventually take its toll on the base of the economy.

Although some of these concerns were totally oblivion to most American Samoans, but when the same issue was brought to the attention of government workers surprisingly, they view it without trepidation; government workers simply dismissed these concerns as issue of mere "inconvenience". Without hesitation, they proclaimed their trust in federal government and not on the private sector to subsidize their livelihood. They simply can't imagine the private sector as ever capable of providing for the citizens of the Territory in a realistic and in a meaningful way.<sup>22</sup>

CLASS OF WORKERS	2000	1990
Private wage & salaries	11,346	8,540
Government	5,002	4,386
Self-employed	36	292
Unpaid family workers	34	28

Source: Department of Commerce, 2004 Census Highlights

#### e. Labor Force Characteristics and Earnings

US Census of 2000 indicated that the total labor force (persons employed and unemployed) was 17,664. Of those, 16,718 were employed and 909 (5.2 percent) were looking for work. Over 11,000 (67.9 percent) employed were for private wage and salary workers versus 5,002 (29.9 percent) in government jobs.

<sup>22</sup> Interview with eight (8) government workers on the views of the influx of foreign worker to the territory.



American Samoa Community College (ASCC)  
 Trades & Technology Program (T&TP)  
 Assessment & Strategic Vision Report

Subject	Number	%
Persons 16 yrs. & older	33,945	100
In Labor force	17,664	52
Civilian Labor force	17,627	52
Employed	16,718	49
Also Subsistence Activities	2,904	9
Unemployed	909	3
% of Civilian Labor force	5	-
Armed Forces	37	0
Not in Armed Forces	16,281	48
Subsistence Activity only	2,276	7
Source: US Censuses 2000 Census Population, ASG, DOC		

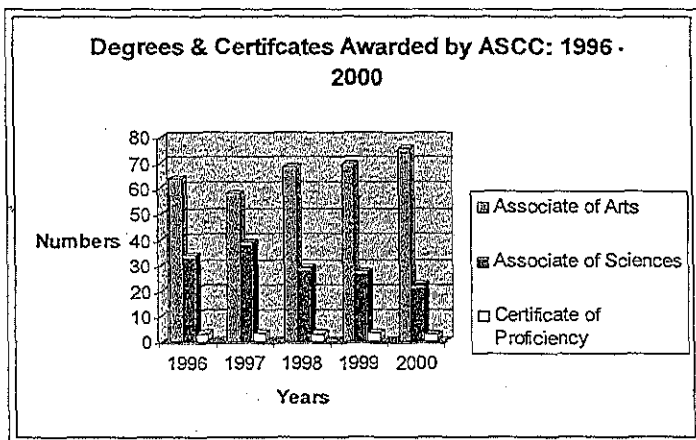
New minimum wages went into effect in 2001. The highest minimum wage was Shipping & Stevedoring with \$4.03 and the lowest being Miscellaneous Activities with only \$2.54 per hour. Average hourly wages were much higher as reported in the Minimum Wage Hearing. Miscellaneous Activities had the highest average wage of \$7.01 an hour and the lowest average wage was for Fish Canning and Processing with \$3.43 an hour.

Average household income in 1994 dropped from \$16,114 recorded for 1989 to \$15,715. The change in household composition and a decline in number of persons in household may have contributed to the drop in average household income. The per capita income on the other hand increased from \$3,039 to \$3,270 in the same period.

These numbers paint an ambivalent picture at best: on the one hand, more were employed by the private sector, which is a positive sign of an economy growing but majority of the jobs in the private sector are held by foreigners, which logically means the number of foreign workers as the economy expands will likewise increase at the same rate, which is not necessarily a positive sign for the local population.

f. Educational Institutions

Throughout the entire educational system, the total school enrollment continued to climb in the five-consecutive years but the number of educational institutions remained the same. The enrollment increased by about 370 students every year (or about 2 percent annually). Elementary school enrollment (those ages 6 to 13) totaled over 11,000. Apart from the college enrollment, public (government) schools accounted for over 85 percent of total enrollment.



Likewise, ASCC enrollment has also increased with the majority being American Samoa female between the ages 15 to 25. Student status remained at 60/40 percentage ratio of full/part time. Most students (over 40 percent) were enrolled

in Liberal Arts program. The overall numbers of degrees awarded have dropped in the past five years, particularly degrees of Associate of Sciences and Certificate of Proficiency, which largely are connected to T&TP<sup>23</sup>.

Year	2000	1999	1998	1997	1996
Associate of Arts	75.5	69.5	68.4	57.8	63.7
Associate of Science	21.9	27.4	28.8	38.9	33.5
Certificate of Proficiency	2.6	3.0	2.8	3.3	2.8

Source: Source: US Census 2000 Census Population, ASG, DOC

The data suggests that the number of students going into trade programs and receive degrees (or certificate of proficiency) are decreasing with no

<sup>23</sup> American Samoa, DOC, Statistical Yearbook 2001, Education, Section 3, 3-3-5, & 3-7

indication that this trend will reverse, unless something is done to address the problem drastically and immediately.

g. Growth of Key Industries

2000 Census Highlights of Demographics			
INDUSTRY		OCCUPATION	
Agriculture	517	Managerial, professional	4,145
Construction	1,066	Service occupations	1,822
Manufacturing	5,900	Sales and office occupations	2,966
Wholesale	361	Farming, fishing, forestry	533
Retail	1,429	Construction maintenance	1,868
Transport, warehouse, utilities	1,036	Production, transport, moving	5,384
Information	323		
Finance, insurance, real estate	311		
Professional, management	239		
Education, health, social service	2,856		
Arts, entertainment, food	624		
Other services	506		
Public administration	1,550		

Source: 2000 Census Highlights, DOC, Demographic Profile, Occupation & Industry

1,868  
 1,066  
 -----  
 2,934  
 27  
 including  
 CPE

The 2000 census indicated that the following industries in the order presented in table below employed the most civilians (16 years and over) in the territory. The number of jobs within that particular industry based on total employment of 16,718 (or 100%) throughout the territory<sup>24</sup>:

Coincidentally, of the top seven industries identified as having generated the most jobs in the territory, and will likely to expand into the future, at least 60% of these industries align with US President's national "High Growth Job Training Initiative" for the 21<sup>st</sup> century<sup>25</sup>. This initiative is an all out scheme by the President, administered by USDOL, to develop industries that the nation is anticipating to grow—a trend that local VET development should consider "mimicking". Nonetheless, the High Growth Job Training Initiative has identified twelve sectors at the national level (see listing below):

<sup>24</sup> 2000 Census Demographic Profile of American Samoa, Department of Commerce, Employment Status

<sup>25</sup> <http://www.whitehouse.gov/news/releases/2004/08/20040810-12.html>

- Automotive
- Advanced Manufacturing
- Biotechnology
- Construction
- Energy
- Financial Services
- Geospatial
- Health Care
- Hospitality
- Information Technology (IT)
- Retail
- Transportation

List of US President's Initiative of High Growth Industry for Job Training

It follows therefore that, if more than 60% of locally identified industries are aligned with that of the national high growth industries initiative, it is reasonable to conclude that the same sectors will likewise grow in the territory offering future jobs and new business opportunities merely because of the "trickle-down" theory<sup>26</sup>.

Conversely, the Economic Development Commission Plan identified four growth industries as: *fisheries and agriculture; telecommunication and information technology; manufacturing; and the visitor's industry*<sup>27</sup>, which according to their estimations these areas appear to offer the greatest opportunities as core industries to "spin off" diversification. However, data also suggested that, the four sectors of the economy that make up 90% of total employment are: wholesale and retail; service; transport; and construction, which surprisingly remained relatively constant over the years, as core sectors<sup>28</sup>. *Excluding CPS Projects,*

These numbers however, coincide and align with what is being forecasted nationally as targeted industries for growth and in all likelihood where funds will be available for development and implementation purposes. Therefore, it is logical that programs should be formulated around the "commonly-aligned" industries, so to take advantage of any potential resources that would help in developing these particular industries.

The remaining question and the ultimately challenge is to determine from the data a preferred scenario and to propose a "baseline" model that

<sup>26</sup> <http://www.investopedia.com/terms/t/trickledowntheory.asp>

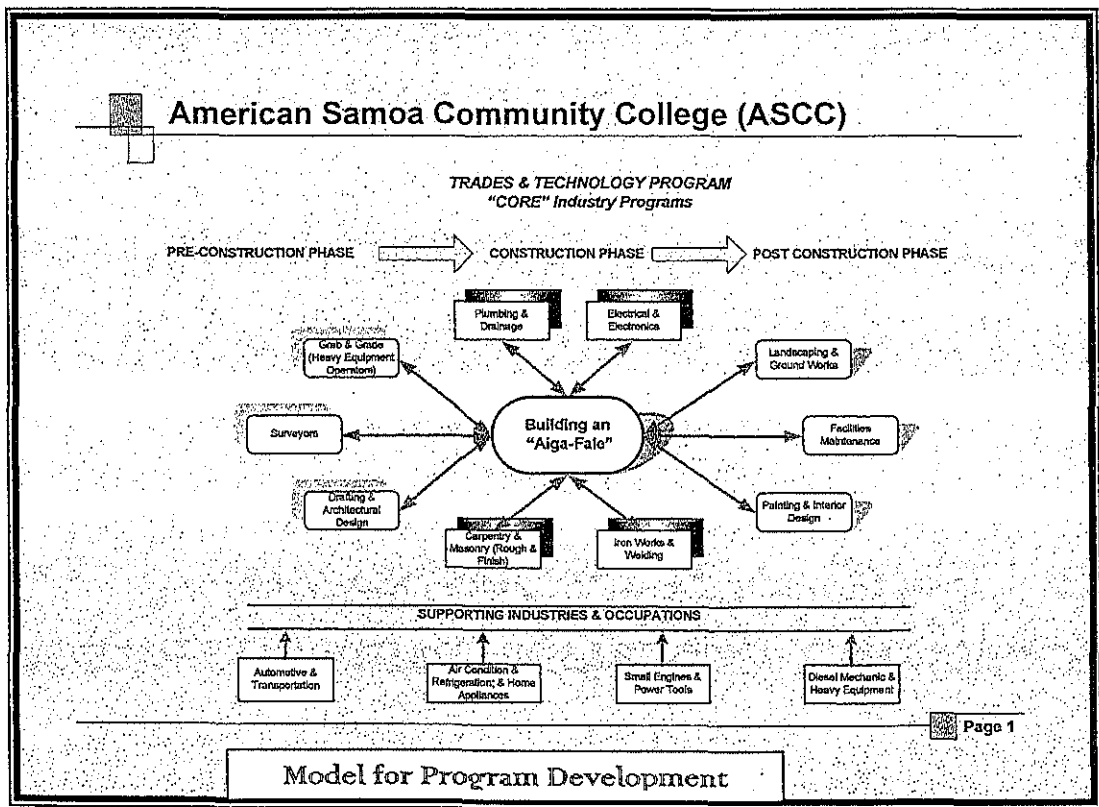
<sup>27</sup> Strategic Plan for Information & Communication Technology Development in American Samoa, Pg 16.

<sup>28</sup> Territorial General Plan, American Samoa Government, Department of Commerce, April 2003, Pg.

would satisfy local needs of its private industries, aligned with national initiatives, and have the ability expand and “spin off” program diversification. Also, accompanying the model the need to re-configure the T&TP’s curriculum to accommodate this model is essential.

The proposed model is called, “*Building an Aiga-Fale*” this is supported by data, it starts from the basic as a core beginning, relevant to the growth of the industry, aligned with the US President’s initiatives, and an excellent platform for future expansion, diversification and sin-off to commercial and industry standard programs.

In conjunction with aforesaid model, a sample curriculum is also presented herewith below, which is designed to facilitate the above model in an open/exit fashion. The sample curriculum’s greatest advantage is its ability to provide several exit points along the student’s pathway with a sort of rewarding system. That is to say, a student even attending a course for a short-term could receive some certificate without going through the entire educational pre and standard requisites to earn a degree or certificate of proficiency. How if a student chooses to continue and stay the course, the reward could either be certificate of proficiency, degree and/or certification or license in their field of study.



**"Example of an Open/Exit Model Curriculum"**

Program/Activities	Certificate of Completion (non-credit courses)	Certificate of Proficiency (for-credit courses)	License & Certification	Degree (AS)
<b>Mechanical Engineering Technology</b>			✓	✓
Auto Body Repair & Painting	✓	✓		
Automotive Technology	✓	✓		✓
Air Conditioning	✓	✓		
Refrigeration	✓	✓		
Diesel Mechanic & Hydraulics	✓	✓	✓	
Small Engines	✓	✓		
<b>Construction Engineering Technology</b>			✓	✓
Carpentry (residential)	✓	✓	✓	
Carpentry (commercial)	✓	✓	✓	
Masonry Works	✓	✓	✓	
Iron Works & Welding	✓	✓	✓	
Sheet Metal & Plastics	✓	✓	✓	
Plumbing	✓	✓	✓	
Surveyors	✓	✓	✓	
Drafting & Architectural Design	✓	✓	✓	
<b>Electrical Engineering Technology</b>			✓	✓
Electrical Engineering Design	✓	✓		
Electrical Technology	✓	✓		
Basic Electronics	✓	✓		
Computing & Network Technology	✓	✓		
Switching & Control Systems	✓	✓		
<b>General Engineering Technology</b>			✓	✓
Facilities Maintenance Technology	✓	✓		
Heavy Equipment Operator	✓	✓		
Paint & Interior	✓	✓		
Landscaper and Exterior Designer	✓	✓		

**Recommended Curriculum Structure**

**h. Role of Public Agencies**

Similar to any other state or territory in the nation, government and public agencies play a critical role because they also generate employment; although expansion of the public sector for employment purposes is not an ideal policy, but number of workers employed by these public agencies, which is about 30% of the entire labor force, cannot be ignored.

According to 2000 census figures, over one third (35%) of the employable labor force (of 16,718)<sup>29</sup> found jobs with government agencies and public authorities, with remainder (65%) were employed by the private sector as whole. Of that 65% that found work in the private industries, 46% (5,009) were registered as employees with the two canneries.

In that respect having to develop a sound relationship between these government-owned enterprises, as key training partners, is a prudent policy. Results from interviews with CEO's of ASPA, ASTA, ASDB, and ASMCA have indicated their willingness to cooperate as partners with ASCC in support of any training activities, so long as the undertaking improves the proficiency of their employees to perform their duties and mission.

To that end, ASCC has the prime obligation to secure and foster relationships with these able and willing partners to expand more training opportunities. These enterprises have the financial backing, the latest equipments and tools and especially, the platform for which specific and unique training programs can be initiated and operated.

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<sup>29</sup> <http://www.census.gov/prod/cen2000/phc-4-as.pdf>, Occupation of employed civilians 16 years and older:2000

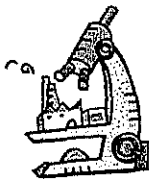
## C. Analysis

### ■ Introduction—

Principally, the analysis process involved two broad factors: data and acclimatization. Traditional data on the subject matter which include, but not limited to, statistics, documentations, surveys, and results from interviews; and acclimatization which is a supplemental method of viewing the information from a contextual basis—knowledge of the trade discipline, sensitivity to culture and social customs of the area, history of the local economic, and political climate of the territory—were used hand-in-hand to evaluate the process.

The usage of data and statistics to help guide and direct the assessment to achieve probable conclusions was not the determinant factor in the final analysis. It was important to consider extenuating circumstances given American Samoa's unique environment, where culture plays a predominant role in the lives of people and where politics drives almost all decisions in the territory. These conditions, among other things, justify the liberal use acclimatization as the principal ingredient in the decision making process.

By no means, the analysis presented here is absolute and irrefutable in any fashion or form. Its accuracy and reliability were based on the information available and the circumstances surrounding that information during the time in which the assessment was conducted and the analysis was performed. All in all, the analysis was done with extreme care and sensitivity to the culture and the environment.



### 1. Meeting Territorial Workforce Training Needs

#### a. Evaluating Existing Standards

For obvious reasons stated in the previous sections, ASCC's Trades and Technology Program (T&TP) should play both leading and decisive roles in the development of the territory's vocational education and training



## **CURRICULUM**

- **Issue**—ASCC's T&TP is comprised of seven programs, namely: Auto Body, Architectural Drafting, Automotive, Civil Engineering Technology, Construction, Electronic, Welding, coupled with a work experience program called, the Cooperative Work Internship.
- **Rationale/Data**—2000 census indicated that Education, Health & Social Services; Public Administration; Retail Trade; Construction; Transportation, Warehousing & Utilities; Information & Technology and manufacturing as leading industries in the territory in terms of employment. However, on a consistent basis the years, construction (primarily residential), transportation, manufacturing, and general services industries are most likely to expand and increase in the future, as well. In terms of emerging industries are those with technology-based application connected to their functions. In fact almost all trades related occupations are driven by technology in one form or another.
- **Finding** - In analyzing above data, it appears "construction" (residential), transportation, manufacturing, and general services are leading industries in terms of trade demand by private sector. In that case, ASCC's existing T&TP is wholly inadequate to meet and facilitate the training needs of these industries and the workforce in general.

- **Recommendations** - At a minimum, T&TP must re-design its curriculum and programs and re-establish "core" programs that are at least representative of identified training need with the industries. Based on both local and national data, a proposed model called, building an "Aiga-Fale" is highly recommend and would be ideal for this purpose. The intent to build a foundational programs then spin-off diversification, as needed. The proposed model embodies the most basic of need (shelter) and yet sufficiently encompassing that it will meet the first phase of T&TP for years to come. Thus, the model It incorporates an array of trades programs involved directly in preparing, designing, building, and maintaining of a typical residential home from the start to the end. The model will also serve as a "reference point" as the genesis of re-building the T&TP. (see model scheme at the previous section)
- **Linkage to High School**—in that same vein, T&TP's curriculum must also be re-designed and re-articulated to seriously address the issue of linking together high school programs with that of T&TP. The coupling of the two entities will satisfy two purposes: requirement by the law and high school students upon graduation will serve as a natural feeder for T&TP. Furthermore, the federal government would not fund any more programs in the future that would not address the "collaborative" issue between DOE and ASCC.

## PERSONNEL/STAFF

- **Issue**—T&TP courses are taught by six full-time faculty staff and six part-time adjunct instructors; with the latter hired on a need basis throughout the academic year. Based on available information, it appears all T&TP faculty staffs are certified in their respective content areas with two of the faculty staffs have Masters' degrees, and one with an Associate's degree. (Credentials of adjunct instructors were not available for reporting).
- **Rationale/Data**—the issue of what sort of credentials should trade instructors must possess is as old as education. There are many sides of the issue and much literature is available on both sides of the debate. However, one point is quite clear with a unanimous consensus is that vocational education instructors must be experts in their field of trade; at a minimum, must possess a college education, and be certified to teach; these are the basics.
- **Finding**- It appears there is no active administrative mechanism in place to process, evaluate and monitor the three aforementioned requirements (expert in their content area, must have minimum college education, and must be certified to teach). Furthermore, the same holds true for continuous evaluation and re-certification process, on an ongoing basis, once the instructors are onboard.

- **Recommendation**- The program put in place administrative systems that hires evaluates and re-certifies all instructors. Also, the program must recruit and maintain experience and qualified instructors as well as adjunct teachers. Tenure instructors must, at least, have the following requirements:
  - qualified to teach;
  - certified in their content areas;
  - at least earned 12 college credits in general education; and,
  - must be re-certified at least every three years in their content areas.

## ● FACILITIES

- **Issue**—types of facilities and their requirements are varied in size and scope dependent on the kind of programs it is intended for. Likewise, the amount of floor space required is also contingent on the type of trade programs being conducted in the facilities. Irrespective however of the types of programs, it is clear knowledge that the facility must be ample in size (comfortably spacious), safe (well ventilated) and meet basic OSHA requirements, especially when these facilities are targeted for teaching industrial related subjects.
  - **Rationale/Data**—a quick survey of the current facilities at ASCC campus, and discussions with several instructors, has revealed several factors: The facilities are old (constructed more than ten years ago) and are showing structural signs of fatigueness and deterioration both in its super structure and internal frame; and the ventilation system, at the time of inspection, was not in full operation. In addition, seven programs are vying for precious and limited square footage of floor space with additional programs being proposed to come on line soon.
  - **Finding**- after the survey, it was clear that trying to operate seven programs at the current facilities is inadequate, outdated, and in some cases unsafe.
- **Recommendation**- to seriously develop a growing program into the future, sufficient space is essentially needed. At a minimum, the required space for expansion is perhaps three to four times greater than what is currently available. As a long term plan, it is highly recommended that ASCC seriously consider the acquisition of a separate property of at least five-acres to house all trades and technology programs, as for starters.

## ■ EQUIPMENTS/MACHINERIES

- **Issue**—trades and academic schools are different in one fundamental respect—trade programs require heavy machines, complex equipments, and updated simulation props to apply their theoretical knowledge of their studies. In other words, these equipments and machines are an indispensable part of trade schools and require an enormous amount of investments to procure them. Moreover, technology, as a field of trade, is highly dynamic and extremely fluidity over time and with it, the status of machines and equipments likewise changes. Thus, in order to teach students the proper art of the trade you simply cannot use obsolete equipment for this purpose. Otherwise students will be of no use to private industries that are using modernized equipment and tools. To simply put it, students must stay ahead of and be proficient with industries requirements.
- **Rationale/Data**—currently ASCC T&TP has only one hydraulic lift that is operating properly in the automotive programs; others are missing critical parts and with some “jury rigged” to make it operable. However, in either case it is dangerously unsafe to operate.
- **Finding**- the overall status of equipments and machineries being used for teaching purposes are both outdated and in some case extremely unsafe to operate.
- **Recommendation**- to develop a comprehensive T&TP funding scheme in order to purchase new or refurbished equipments and machineries required for by program. However, one way to defray cost is increase the involvement of private industries with the T&TP. Costs associated with “high end” machines and equipments could easily be donated, leased or borrowed on a temporary basis for instructional purposes.

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## ■ JOB READINESS SKILLS

- **Issue**—unlike academic courses, vocational disciplines requires applied training. Theoretical instructions and practical knowledge in this instance go “hand-in-hand”. To optimize the learning experience of any trade student is the application of his/her trade in real-time and at actual job-situation. This process is to say the least a compulsory.
- **Rationale/Data**—the ASCC catalog indicated that the cooperative work internship (CET 299) is the only program that addresses the practical work experience issue and it is also at the instructor's discretion and/or recommendation.
- **Finding** - Without the benefit of applied practical work experience, vocational education is considered a dead subject matter. No company or business in their right mind would hire a trade student who does not how to demonstrate his/her skills. Thus, it is insufficient, ineffective and unsatisfactory.

● **Recommendation**- Work experience must be made a compulsory exercise for all T&TP students; government agencies and private sector must pledge and commit to hosting and providing internship, work experience, OJT, apprenticeship programs for students.

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## ■ SUPPORT SERVICES

- **Overview**—historically trade schools were setup to meet two basic requirements for the community:
  - train individuals to provide private industries or businesses with skilled workers, and in a reciprocating act,
  - the employer (owner of the business) provides the skilled employees with a job commensurate his/her skill level.
- **Rationale/Data**— at our current state of things with T&TP, the only noticeable connection between T&TP and the private sector is through the advisory council, comprising of volunteers representing private industries. As always, private sector could assist with curriculum design, donate resources, host training sites, and ultimately, provide employment. As such, this relationship should not be taken lightly in all respects.
- **Finding**- It appears the council's current membership is almost exclusively represented by one industry—the auto industry. Of the five council members, four are from the automotive industry. In the vocational educational business, the relationship between T&TP and the private sector must be broad, deep, and active. Therefore, a cross sectional representation of the private sector within the T&TP is required. This is one of the “must have” areas in the vocation and educational programs that you cannot be dispensed.

- **Recommendations**- The advisory council must be re-constituted, re-organized, redefined its role; expand its membership, and play a proactive role in all aspects of T&TP. ASCC should encourage, to the greatest extent possible, help establish “associations” of different industries to provide that vital linkage to the T&TP.
  - It is highly recommended that for every T&TP it teaches, it must correspondingly have a separate advisory board for obvious reasons such as experience and specific knowledge.

## INTERNAL

(American Samoa Community College—ASCC)

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**Vision**—The Board of Higher Education envisions the American Samoa Community College as the only US accredited education institution of higher learning in American Samoa and the South Pacific region providing quality courses, programs, and services for its students, enabling them to meet the challenges of the 21<sup>st</sup> Century. The college will adequately prepare its students who may wish to matriculate to Colleges and University off-island, join the labor market, or pursue any endeavor of choice. The College recognizes appropriate changes in technology and methods of teaching and learning in its pursuit of continuous improvement in its courses, programs, and services.

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### ENROLLMENT

- **Issue**—the aim of any community college is to open its doors to the community in order to receive an education and training, to prepare them to meet the challenges of the 21<sup>st</sup> century and to satisfy the most basic of human needs—find a job in support of their families.
- **Data/Rationale**—according to available data, ASCC enrollment has steadily increased over the years. However, this marked increase is relatively only within the liberal arts courses and programs.
- **Finding**—enrollment within the T&TP have remained relatively the same over the last several years. From 1999 to 2001, T&TP enrollments hovered on an average of 6% of total ASCC enrollment. Recently, numbers do indicate that it has slightly decreased, despite the marked increases both in the overall enrollments and enrollment in the liberal art programs.

**Recommendation**—to counter balance the dwindling enrollment numbers, T&TP must aggressively launch a campaign addressing the following areas:

- Re-define the definitions of “Trades”;
- Re-define the role of T&TP within the ASCC organization;
- Improve T&TP’s image through creative marketing schemes and improve outreach strategic processes;
- Improve ASCC’s relationship with DOE;
- Re-design its program to increase the number of programs by offering variety of trade programs; and,
- Foster and maintain good relations with the private sector.

## LINKAGE TO THE DEPARTMENT OF EDUCATION (DOE)

- **Issue**—a report, Nation at Risk: The imperative for Educational Reform, found that American students were not prepared to meet workplace demands or compete academically with students from other countries. The study put into motion many reforms which required specific sequence of courses designed to promote a seamless linkage of vocational-technical education programs at different levels within the educational community at both the high school and college level.
- **Data/Rationale**—this very study revealed similar attributes found in American Samoa: identified the skills needed for a technological competent, globally competitive workforce, provided a desirable shift away from the idea that work, career and academics are separate entities. The Carl Perkins Vocational Education Act of 1985 played an important role in reshaping the look of both occupational and academic programs in American high schools.
- **Finding**—the workforce data from the same study suggests that all students regardless of post-high school distinctions, share a common core of necessary skills; that is the ability to read, write, compute and communicate in a coherent and an understandable manner.

Placing an emphasis on these core skill values provide for a common mechanism upon which continuity and easiness of transition between high school and post secondary, thus, avoiding the duplication of course work, and thereby resulting in the sharing of resources, personnel, and costs in a highly expensive educational venture.

**Recommendation**—to create, under law, a Vocational-Technical Education Act, initiated and sponsored by ASCC, to ensure that integration of academics and vocational programs, particularly between DOE high schools and ASCC, for the benefit of all students in the Territory is carried out.

- Articulation of courses between high schools particularly, Tafuna Poly-Technical School and ASCC's T&T school is the cornerstone of this initiative. These articulations can be accomplished through formal and informal Memorandum of Agreements (MOA) and can be funded and supported by Tech-Prep monies.
- Create a "practical" project where these initiatives can be seen, practiced and materialized to demonstrate the ongoing relationship.



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## ■ HUMAN RESOURCES

- **Issue**—the debate on the “value” of trade versus academic teachers is as old as educational institution itself. Teachers whether they are instructing trades or liberal arts have one and common aim: is to impart professional knowledge and experience to students who have not mastered a subject or an occupation. In those regards, there is a common ground—there are teachers. But to maintain this commonality between the two, ASCC must produce its own system to assess and classify its teachers to achieve a single level of “parity” and “equivalency” among all instructors particularly, when it comes to status and compensation
- **Data/Rationale**—interviews with key personnel within the ASCC system indicated that there is presently no mechanism in place to address this issue of articulating of a “equivalency” status between academic and trades teachers. It appears that trade teachers are not held in the same esteem level as academic instructors, therefore, the perception of “inequality” is very much a lingering issue.
- **Finding**—without a “system” to ensure that “equitability” is achieved in terms of status and compensation between trade teachers and their counterparts this may compromise the quality of teachers hired or the value of instructions being delivered in substandard ways. The principal issue at stake is to prevent the perception and even the argument that the two groups have peacefully co-existed in a tolerable environment of “separate but equal”.

**Recommendations**—develop overall policies and procedures for recruitment, hiring and determining of personnel equivalencies between trades and academic faculties in a large and comprehensive context.

## ■ SUPPORT SERVICES

- **Issue**—what is often ignored or commonly misunderstood about trade programs is its critical relationship with support services. To the “trade world” support services means job-readiness and job-placement that awaits the student at the end of graduation or completion of a course. Data shows that most academic students leaving community colleges plan to transfer to universities as opposed to vocational students. Vocational programs are generally shorter in length and are designed almost exclusively towards employment.
- **Data/Rationale**—interviews with key student services officials revealed that there is a Career/Placement Counseling on board, with the task of providing counseling and essential information to students in the development of career choices and educational goals. However, there is no active “job placement” mechanism in place.
- **Finding**—in the trade field, occupational training goes “hand-in-hand” with employment placement on an instant basis—right after graduation or the completion of a course. Providing only career counseling is not enough for T&TP students. For trade schools this setup (or the lack thereof) it is unacceptable.

**Recommendation**—establish a career development officer position within the T&TP, whose primary function is to plan careers for T&TP’s student and assist in job placement, and establish job clubs among the associations and private industries.

## RELATED PROGRAMS

- **Issue**—to enhance student's overall learning experience and to increase the odds of success, other programs can be incorporated to broaden this process but it must be done in a manner that is complimentary.
- **Data/Rationale**—according to available data, the number of businesses that require trades and technology disciplines has increased consistently over the years.
- **Finding**—if private industries or public agencies could only offer limited employment opportunities upon graduation or completion of a program, T&TP students must seek other means. Self employment can be achieved through the establishment of ones own business. Although this is not the most preferred course of action by many student of the Trade school, it is still a vital option towards employment.

**Recommendations**—establish an introductory business course as part of the T&TP curriculum. Perhaps, business and entrepreneurial courses can be incorporated during the last and final years of students course work at T&TP.

## EXTERNAL (Territory of American Samoa)

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**Introduction**—American Samoa has had a long history with vocational education which formally began with the establishment of a US Naval installation on its shores. However, vocational (or trades) is an ancient practice deeply rooted in the Samoan tradition long before the arrival of foreigners. For centuries, Samoans, in recognition of highly skilled craftsmen, were given prominent position within its social hierarchy with political ranking called, “tufuga” (or Master builder). The “tufuga” title is conferred upon an apprentice who has demonstrated high level of skills in his/her particular trade and is revered by society as a whole. Tufuga’s skills range from ships builders, builders of elaborate traditional houses, builders of weaponry and tombs, to the finest application of Tattoo making, etc. All of which require intricate attention to detail and skills of extreme manual dexterity to implement a commission.

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### ADMINISTRATION’S PRIORITIES

- **Issue**—The success of any program is highly dependent on the support of and endorsement it receives from policy makers, public figures and the general public. Many good projects have succeed or failed because of the lack of political support and public patronage. In spite of these political realities, a good program without exception must be well conceived, carefully planned, meticulously implemented; and, impeccably timed.
- **Data/Rationale**—An interview with the governor had indicated that vocational education is in fact one of his administration’s top priorities. As such, he intends to pursue this goal in earnest within the first four years of his administration and plans to invest considerable resources to materialize his technology and vocational initiatives.
- **Finding**—From all indications, the governor has placed a high priority on vocational education in his administration, which is a positive step for all concern. However, he did not explicitly express whether his plan included ASCC despite the apparent relationship between DOE and ASCC.

- **Recommendation**—ASCC should consider proposing legislation to establish the creation of a “Vocation Educational and Training Act (VETA).
- The Act would define the roles and responsibilities of an authority which governs, coordinates, and strengthen opportunities between secondary and postsecondary vocational and technical education with the following additional mandates:
- Emphasizing student academic and vocational and technical achievements; improving accountability; streamlining and targeting federal funding, but maintaining local control; and, enhancing professional development for teachers,
- The Act would also distinguished and make provisions to appoint a Vocational Education and Training Board (VETB) separate from the Education Board of Regents, which is currently acts as a proxy for the Board of Vocational Education.

## ■ AMERICAN SAMOA CODE ANNOTATED (ASCA)

- **Issue**—Under the American Samoa Code Annotated (ASCA) certain boards and commissions have been established by law with special powers and authorities to oversee and regulate activities on behalf of the public's interest. These institutions, promulgated by law, could influence the direction and the pace with which vocational education and training programs are developed and how they are implemented—either stimulate or dampen the growth of vocational and education training initiatives.
  
- **Data/Rationale**—On the whole, almost all of the Titles within ASCA have indirect effect on T&TP and its developmental effort. However, the following Chapters with corresponding Titles and Sections have the most direct and greatest weight on VET. At the end of this section, measures are recommended in order to enhance the chances of success in the developmental efforts of T&TP:
  - ◆ Title 11—Revenues;
  - ◆ Title 16—Educational Institutions;
  - ◆ Title 27—Private Enterprise, Commerce & Trade;
  - ◆ Title 31—Professionals;
  - ◆ Title 32—Labor;
  - ◆ Title 41—Personal Rights, Duties & Remedies, Citizenship & Alienage, and Immigrations.
  
- **Finding**—The following chapters are critical:
  - ◆ Under Title 11, Chapter 16: Tax Incentive for Business, Section 11.1601, Grant and Extent Tax Exemptions.
  
  - ◆ Under Title 16, Chapter 2: Board of Regents, Section 16.2010, Board of Education Membership and Functions; Chapter 20, American Samoa Community College Board of Higher Education, Section 16.2002, Power and Duty of the College
  
  - ◆ Under Title 27, Chapter 2: License & License Fee; Section 27.0216, Exemptions
  
  - ◆ Under Title 31, Chapter 5: Contractors, Section 31.0507 License Classification and Section 31.0511, License Application, Contents, Issuance and Refusal. Chapter 6: Professional Surveyors; Section 31.0602, Board

Powers and Duties; Chapter 7: Tradesman, Section 31.0704, Board Powers and 31.0705, Persons and Trades Covered by this Chapter.

- ✱ Under Title 32, Chapter 3: Wages and Hours; Section 32.0322, Wages Rates for Apprentices.
- ✱ Under Title 41, Chapter 4: Immigration Status; Section 41.0409, Foreign Investors Entry Permits.

**Recommendations**— The adoption of following recommendations is critical to the development of an effective T&TP:

- Create language provision in this section to provide for tax incentives to businesses willing to engage T&TP as partners by offering training opportunities such as, apprenticeship, on-the-job, work experience, internship, etc.
- Create language provisions to include “Trades and Technology Program” (T&TP) as part of ASCC’s premier training program.
- Create language provisions for foreign investors seeking to establish businesses in the territory. The licensing process should be contingent upon the business commitment to ASCC in support of the trade school. Fees should be earmarked for T&TP especially, if the business seeking license has direct correlations with trades and technology fields.
- Create language provisions to articulate the connection between T&TP curriculum and the licensing (general engineering, building contractor’s, contractor’s specialty) process, being offered under this section.
- Create language provisions to re-define “trades” and to re-structure its licensing process. Also, include language provisions to incorporate some level of consultation with T&TP during the testing and issuance of trade licenses.
- Create specific language provisions to exempt businesses from paying regular wages to students while under T&TP training programs such as apprentice and/or other work related training programs.
- Create language provisions in reporting of data and other pertinent information to ASCC, on an annual basis, with reference to number of immigrants entering the territory for the purpose of occupying employment positions particularly, those covered under trades and technology.

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## PUBLIC AGENCIES

- **Overview**—Similar to boards and commissions, government agencies have the capacity to effect direction and manner in which vocational and education training programs can be developed to meet the needs of the public sector.
- **Data/Rationale**—After interviews with several government departments and enterprise agencies, they enthusiastically embrace ASCC's plans to restructure its T&TP. Also, they are eager to play a proactive role in providing training opportunities to improve the overall performance and proficiency of their employees. As an example, an informal survey showed that many supervisors and managers would like to attend trainings that would help them better manage and supervise their subordinates.
- **Finding**—Almost all government agencies and enterprises are operating separate and independent training programs to serve their internal interests. While acknowledged that certain government agencies have unique needs and therefore require specific training programs, due to the specialization with and complexity of their equipments. These training instances are rare and are "exceptions to the rule"; In fact, majority of employees surveyed would still desire basic training programs that would lead to certification, licensing or degree, which in turn help them with job retention, promotional opportunities, and job proficiency within their departments.

**commendation**—T&TP to create instruments that continuously monitors and surveys cific areas of training needs including design training curriculum and programs to meet se niches in the public sector.



## ■ PRIVATE INDUSTRIES

- **Issue**—Perhaps the most important piece of the puzzle is improving the relationship between T&TP and the private sector. Historically, the common thread that connected this unique relationship is the exchange of employee skills with employment; without skills as a trading commodity, the relationship between the two entities would not exist.

Apart from the two fishery canneries, major construction companies, and few other larger businesses, American Samoa's private and commercial sector is a fledging economy, still maturing and waiting to bustle. In other words, the health report on the private sector is in "guarded" condition. Under these conditions, the acquisition of any assistance from the private sector must be carefully finessed to avoid unnecessary strain on businesses. As delicate as it is, the relationship between T&TP and private industries must be fully explored and developed, because there are obvious benefits both can mutually claim.

- **Data/Rationale**—Without question data indicated that the development of "human resources" is the single most important "policy" to the growth of any viable economic system; that is to say, having an ample supply of well trained and competent employees, where their skills and talents could be called upon by employers, at a moments notice.
- **Finding**—For a number of years, the pool of skilled workers, locally, is scarce. At the current state, companies could never count of the local workforce to fill their employment needs when that need arises.

**Recommendation**—To solidify ASCC's relationship with the private sector and to create the following things by establishing:

- Partnerships, provide support, and establish associations among key private industries within the community.
- Incentives and rewards system to encourage the participation of private sector with T&TP programs and activities.
- Legislative tax incentives for private sectors and disincentives for those who ignore their responsibility to participate.

## PERIPEHRAL (Outside of American Samoa)

**roduction**—Although one of the primary focuses of the T&TP is to create programs at prepare local students to meet workforce demands locally; it is also the vision of SCC to prepare students to meet the challenges and opportunities outside of American Samoa whether they choose to transfer to college or university, join Armed services, or seek employment in the US.

### STATES AND NATIONAL STANDARDS

- **Overview**—The major appeal of any trade program is the end-product it produces. Achieving “certification and license” are the two most sought after qualifications in the world of trade. Receiving certification or license is akin to getting a “degree” in the academic world; and having either signifies a level of expertise and competency in skill. Those with certifications or license are likely to find to employment locally and even outside of American Samoa. Certification also guarantees considerable earnings, as opposed to those without these credentials.
- **Data/Rationale**—Statistics indicate that countries that invested heavily in certifying their employees in specific areas of trade have benefited in two ways: received outsource work from industrial countries as clients; and exported professional expertise to the rest of the world, as a resource. As a result, countries with these type of ventures receive, as reciprocating effect, revenues in the form of “remittance”.
- **Finding**—As an example, the American Samoa Power Authority (ASPA) has already started a program encompassing a curriculum with national standards and certification. At the end of the program, graduates will be certified as “High Voltage Linesman” which not only galvanized their position with their current occupations, but the marketability of their skills has sky rockets and goes beyond American Samoa. Their certification, according to ASPA officials, is accepted in most states in United States, as well as foreign countries.
- **Recommendation**—T&TP must identify industries and occupations that require national certification and setup curriculum for selected occupations and establish “joint” certification program with the appropriate agencies.

## REGIONAL PARTNERS

**Introduction**—American Samoa's economic and political status relative to its neighbors in the Pacific region is at best "paradoxically". On the one end, American Samoa's expanding economy, with a strong backing from the US federal government, acts as a magnet attracting foreign workers to the territory, thus created a "sense of dependency" for outside skills. However, on the other hand, this phenomenon has, to large extent, retarded American Samoa's efforts to build its trades and vocational educational capacities to its fullest potential, using its own internal resources, institutions, and human resources toward a more self-reliant economic system.

- **Overview**—Regional partners are extremely useful in any venture, provided that each player could mutually benefit from the relationship and their respective contributions to the cause are equally compatible.
- **Data/Rationale**—Apart from the ever increasing number of foreign workers employed in the territory, several major foreign companies especially in the construction industry have operated successfully and prospered from their local ventures. However, their capacities to secure construction contracts are obvious, but their reputation in support of education and training programs locally is unfamiliar.
- **Finding**—Undoubtedly the unabated presences of major foreign firms doing business in the territory, is a product of American Samoa's inability to cope with the tremendous deficit of skilled and qualified labor force. Whether a project is locally or federally funded, almost all works are performed exclusively by these foreign firms because of their capacity to meet local and federal requirements and more importantly their ability to bring in expert help because of local workforce inability to respond.

- **Recommendations**—Voluntarily establish Memorandum of Agreements (MOA) with these companies to develop either training programs and/or provide platforms for training sites.

## INTERNATIONAL INVESTORS

**Introduction**—To compete in the global economy, American Samoa must reverse its current itinerary with respect to trades, which at the current state, is an almost total reliance on foreign born workers to fill the employment gaps left by many unskilled local workers. Therefore, rather than accepting the status quo, the territory must create all the right conditions that would be favorable to draw foreign investors into the county, thereby continuously expanding its economic base and thus, lessening its dependency on government subsidies. At the same time increase the private sectors commitment to vocational training programs. However, investors are often timid with their investments unless the risks are manageable. One of these factors is the level of skilled workers and among the local workforce.

- **Overview**—The ability to attract foreign investments and to increase the presence of foreign companies in the territory is the exclusive domain of the Department of Commerce (DOC). However, the ability to appeal to foreign companies is the concern of everyone especially educational institutions—DOE and ASCC.
- **Data/Rationale**—It is common knowledge that some of the largest companies operating in the territory are owned or operated by outsiders, whether they are American based or of foreign holdings. It is also understood that in order for these companies to at peak levels they are required to hire from outside to fulfill their special employment niches that simply the local workforce is unable to meet.
- **Finding**—While encouraging these companies to operate in the territory, they must also be persuaded that it's in their best interest to be a "good corporate citizens" by reinvesting in the welfare and the development of the community.

- **Recommendation**— A legislative enactment of a Reinvestment in Vocational Education & Training Act (RVETA) to tie the responsibilities of foreign companies and foreign workers to the development of local talents and skills must be considered. This can be accomplished through several means such as, tax incentives; license-user fees, and/or out-right imposition of vocational training contributions.

b. Decision on the Types of Programs

In essence, T&T programs should be driven by the need to fulfill employment opportunities generated by private sector for current industries and staged new programs in the anticipation of forecasted industries. Ideally, "the need should dictate the acquisition of funds and not the acquisition of funds that create the need".

However, annual surveys, feedback from private businesses and collaboration with government agencies are the most reliable indicators for training and employment needs<sup>30</sup>. The collective and the proper use of this information can provide value in deciding the types of employment available in these industries, and consequently corresponding training programs should be instituted as a response. However, before T&TP commit itself to misguided training initiatives; it must first decide which "core" programs to adopt as its foundational structure. To determine this outcome, the assessment had to re-evaluate the data and surmised the results.

For example, the Economic Development Commission Plan identified four growth industries as emerging: *fisheries and agriculture; telecommunication and information technology; manufacturing and transportation; and the visitor's industry*. On the other hand, the four sectors that make up 90% of total employment population in the private sector are: *wholesale and retail; service industry; transport; and construction*, which have increased on a constant rate over the years as core sectors of occupations. Between these sets of data, there appears to be some inconsistency.

Furthermore, the closing of Daewoosa plant, which employed hundreds of people, required the data to be updated. Lastly, with respect to the manufacturing category and how the data is evaluated is inconsistent—in some data books, the canneries are classified under manufacturing and others as fisheries. Because cannery data is so significant<sup>31</sup>, where this data is placed it will affect that category's significance.

With these presumable irregularities, the assessment re-established different ground rules and re-phrased its operational question:

- ❖ *What are the most basic industries that have grown consistently over the years, and will most likely to grow in the future, that will have direct impact on everyone?*

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American Association of Community and Junior Colleges. Creswell, J. W. (1994). *Research design: qualitative and quantitative approaches*. Thousand Oaks, CA: Sage

Territorial General Plan, American Samoa Government, Department of Commerce, April 2003, Pg. 11-2-4.

Certain numbers persist, such as "land use" in American Samoa which was predominantly used for residential purposes<sup>32</sup>. With the population growing and aging<sup>33</sup>, economic development increasing, and former residents returning home, this trend will most likely to continue in this area. In the year 2000 it was reported that residential construction with estimated value at \$13 million<sup>34</sup>. From all indicators the construction industry as a whole will continue to grow. For transportation, private vehicle registration increased from 6,394 in 2000 to 6,482 in 2001<sup>35</sup>: a 1 percent increase since 2000. A total of 892 vessels arrived in the territory transporting almost 470,000 tons of cargo. At the airport, 7,805 flights landed embarking 74,543 passengers, unloading 2 million pounds of cargo and over 900,000 pounds of mail. Of the Pago-Honolulu route, the net outbound travel totaled about 1,300<sup>36</sup>.

In short, the answer to the question is clearly *Construction and Transportation*. However, equally increasing, are Manufacturing; Information and Technology; and, General Service industries. These industries are and will continue to dominate the landscape of employment in the future. Therefore, these industries are highly recommended as T&TP's leading candidates for the establishments of its initial "core" programs. Of course, from year to year, as industries status changes, so should the T&TP program. Moreover, these industries coincidentally are aligned with the US President Bush's workforce initiatives for the 21<sup>st</sup> century<sup>37</sup>.

In the President' initiatives, DOL/ETA have identified the results of the aforementioned industries will have on the economy and the workforce of the nation as a whole:

- \* projected to add substantial numbers of new jobs to the economy; or
- \* have a significant impact on the economy overall; or
- \* impact the growth of other industries, or
- \* transformed by technology and innovation requiring new skills sets for workers; or
- \* new and emerging businesses that are projected to grow:

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<http://www.census.gov/prod/cen2000/phc-4-as.pdf>, Age and Sex: 2000

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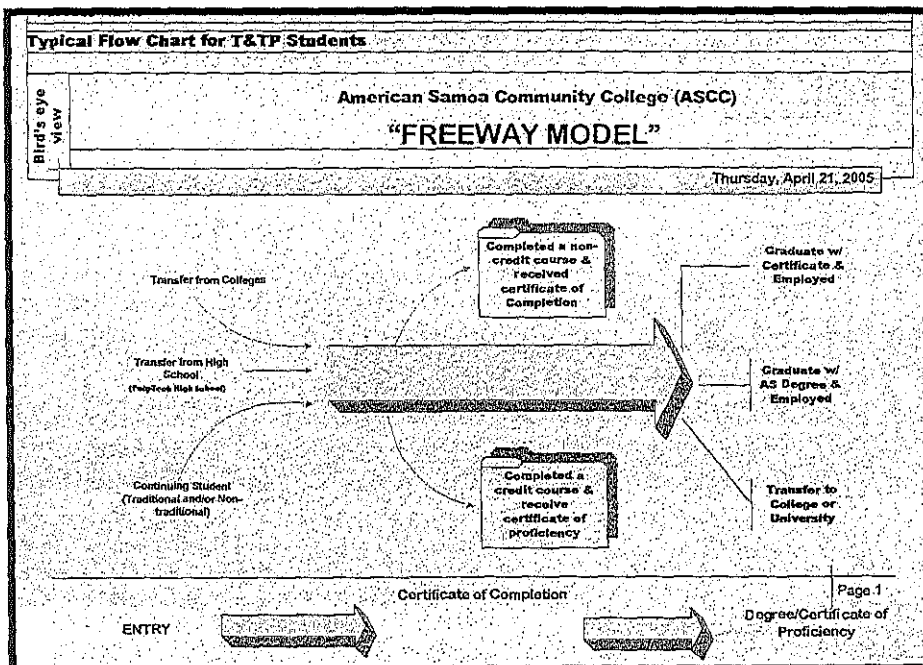
President's High Growth Job Training Initiative, New Strategic Vision—Position Paper

To that end, the assessment has recommended (refer to model below) the development of "core" programs as its foundation structure. At the center of the program is the construction of a residential home (or building of "Aiga-Fale"), which encompassed all the basic trades necessary to build a home. These trades will be the core programs: Surveyors, drafting & Architectural design, carpentry, plumbing, electrician, etc.. In support of the core programs are trades that are connected but not directly related to the model itself for example, transportations, air condition and refrigeration, appliance, etc.

c. Delivery of Types of Programs

Delivery of these programs should be contingent on the following factors:

- the needs of students,
- the demand of the industries; and
- the cost to administer.



As feasible and as practical as possible, the system should be "open/exit" as to allow for the widest possible options for students to enter (and exist) at different levels. Which means it must incorporate non-credit and

credit courses, open to anyone who either wants to improve their trade skills or who wants to start anew trade program, and those who transition from high school into the T&TP in a single pathway. Several exits along the pathway must be provided to indicate flexibility of the program. This methodology is called, the "freeway" model as depicted in the drawing:

d. Creating Support Services

The two greatest support services desirable by T&TP are found in two areas:

- ✿ complimentary courses such as, paid Work Experience, Internship and On-the-Job Training; and
  - ✿ Career Development and Job Placement.
- Complimentary courses are referred to as courses that would enhance and broaden the student's overall learning experience thereby would increase the likelihood of employment, whether through an "employer" or by "self" employment. For example, business and entrepreneurial courses leading to self-employment is highly suggested as an example; and,
  - Unlike liberal arts, trade programs are generally shorter, applied in nature, and tailor-made for the purpose of achieving occupational skills. Therefore, the trades are designed with the one emphasis in mind: to train students for immediate employment. Thus, connecting work to training is paramount to the success of any trade program. Career development and Job placement are two most critical support services for T&TP.

e. Establish Territorial Support Apparatus

During the course of the assessment one apparent and pervasive problem that kept on surfacing, was the almost complete lack of communication, collaboration, and cooperation between and among government agencies. In particular, between ASCC and DOE which are the two most crucial educational institutions charged with the responsibilities of carrying out the tedious task of developing and implementing vocational and educational training (VET) for the territory. This incisiveness in cooperation has severely retarded VET programs throughout the system over several years.

Notwithstanding, supporting apparatus, in the broadest sense, consisted of three levels:

- ✿ private industries;
- ✿ public agencies and government departments; and
- ✿ The community at large.



To create the involvement of the private industries with T&TP, there is a need to establish incentives (and disincentives) and/or rewards system to encourage their participation either voluntarily or through some legislatively process. To encourage participation from public agencies, there needs to be an overall unified VET plan. In this Plan "certification and licensing" should be the "center-piece" with respect to job promotions and career advancements within government jobs.

And for the community, at large, the reward system is through educational "achievements" by way of offering courses that prepare students to received degrees, diplomas, and certificate of competencies, as well as trade license and occupational certification process, both locally and nationally. In turn, these milestones will connect the public's effort to the ultimate prize: job retention, job promotion, and/or job placement, locally and even nationally.

## 2. Create New Markets

### **Introduction—**

To establish new markets for T&TP, first and foremost the definition of trades (or vocational and occupational) needs to be broadened and re-articulated as recommended in previous section of the report. Obviously, the old definition of trade specifically related to industrial and manual labor is limited, outdated and no longer representative of today's technologically based workforce environment.

#### a. Redefining Trades and Technology

With the advent of technology, new occupations in the field of trade have emerged and lines between these occupations are blurred and their functions are often overlapped in many respects. For example, nursing programs, computer operators, office administration technologist to cite a few, which are now consider and part of the trades family—a complete departure from the old definition.

By re-defining "trades", this will expand the base of the program and thereby, including non-traditional trades into the fold thus, opening up new and virgin markets with opportunities for T&TP to venture as a major player in the theater of training and employment.

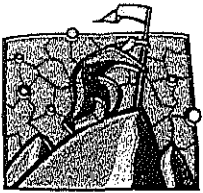
d. New Definition of Trade

Trades should be re-defined and separated into two broad categories for identification purposes only; mindful that even within the trades' discipline there are many overlapping courses and requirements that would make even difficult to clearly separate each discipline in a true sense. The two areas of distinction, namely: "Hard and Soft" trades as defined as follows:

- **Hard Trade:** are occupations that are known as traditional jobs, generally related to industrial, construction, and/or manufacturing work. Overall, "hard" trades is viewed as physically demanding, labor intensive, and are ordinarily conducted under extraordinary conditions. Employees of hard trade are exposed to harsh elements of the environment. Example of hard trades are: plumbing carpentry, machinist, surveyor, etc.;
- **Soft Trade:** are occupations that are non-traditional and are types of work performed in relatively comfort and tidy environments; usually they are less physical in demand, moderate labor intensive and expose only to mild working conditions. Examples of soft trades are: hair stylists, computer operator, nurses, architectures, accountants, etc...

## **STRATEGIC GOALS AND OBJECTIVES**

**Overview**—the strategic goals and objectives presented here is intended for the Trades and Technology Program (T&TP), and is a direct product resultant from the assessment study outlined in the preceding section (assumptions, assessment and analysis) of this same report. The goals also support the basic philosophy and the overall mission of American Samoa Community College (ASCC).



### **A. Strategic Goal:**

**Incorporate administrative changes to American Samoa Community College (ASCC) structure and Trades & Technology Program (T&TP) system:**

**Strategic Objectives—**

- ▶ Establish legislation that would create a Vocational Educational and Training Act (VETA) for the Territory.
- ▶ Implement recommended statutory actions to empower ASCC and T&TP legislatively.
- ▶ Develop a “Position Description” (PD) for the post of Dean of Trades & Technology Program (T&TP).
- ▶ Recruit and hire a qualified, capable, and an experience person to occupy the post of Dean of T&TP.

**B. Strategic Goal:**

**Promote Trades and Technology Program throughout the Territory:**

**Strategic Objectives—**

- ▶ Develop a new image for T&TP.
- ▶ Re-articulate and broaden the definition of “trades” to stay current with today’s contemporary technological-based workforce environment.
- ▶ Develop an aggressive marketing strategies and outreach schemes to raise awareness, improve image and increase enrollment for T&TP.
- ▶ Overhaul and re-design internal curriculum that would meet the standards of ACSS, private industries, local community, and nationally.
- ▶ Expand and offer more occupational related “non-credit” courses for the general workforce to improve proficiency and performance of their work.
- ▶ Create more “feeders”, apart from high school, into the T&TP.
- ▶ Establish an exclusive T&TP scholarship program to for outstanding performance students and students from less than fortunate families.
- ▶ Establish advisory boards for each of the “core” programs T&TP creates.

**C. Strategic Goal:**

**Develop Human Resources: Recruitment, Retention, and Renewal:**

**Strategic Objectives—**

- ▶ Establish procedures to determine “equivalency” that will achieve a level of parity between among academic and trades faculty and staff in terms of status and compensation.
- ▶ Establish a comprehensive performance-based evaluation system within T&TP to monitor, evaluate, re-certify and renew of employment contracts for instructors, faculty members, and adjunct teachers including support staff.
- ▶ Establish a reward program for T&TP personnel in recognition of their outstanding performances in the content areas and trade fields.

**D. Strategic Goal:**

**Improve, upgrade and update the curriculum:**

**Strategic Objectives—**

- ▶ Re-design T&TP's internal curriculum to coincide with the re-organization and re-align process with respect to the introduction of new and "core" programs.
- ▶ Re-articulate and re-design the curriculum to connect and transition students (as a feeder) from high school (vocational schools) to the T&TP.
- ▶ Establish new "core" programs for T&TP to form a foundational structure.
- ▶ Re-align and adjust curriculum to include courses that prepare students for local licenses process and certification requirements both, locally and nationally.

**E. Strategic Goal:**

**Improve Collaboration, Communication, and Cooperation with Partners  
both private industries and public agencies:**

**Strategic Objectives—**

- ▶ Establish by law “incentive (or disincentive) and rewards” programs for private industries and individuals that would participate and involved with T&TP.
- ▶ Establish Advisory Boards for each “core” program T&TP establishes.
- ▶ Create partnership “projects” with public agencies and privates companies to foster and keep their relationship active, such as a “running start” project with Tafuna Polytechnic School and T&TP and advanced studies (college prep) with other academic and ASCC programs.
- ▶ Create “trade associations” for each trade program that are representative throughout private industry in the territory.

**F. Strategic Goal:**

**Promote Workforce and Economic Development:**

**Strategic Objectives—**

- ▶ Create, by law, some legislation that would require collaboration between the Department of Human Resources, Training division and other relevant government agencies with T&TP to share of territorial especially data concerning “training needs” on an annual basis.
  
- ▶ Create and expand non-credit courses to improve the proficiency of the workforce.
  
- ▶ Establish a career developer and job placement position within the T&TP system to focus primarily on placing students in work experience and placement in “actual” jobs after graduation and/or completion. Every registered T&TP student will be required to have a Career Service Plan (CSP).
  
- ▶ Create a standardized database within the T&TP to track student performances while in the program and to trail job placement after graduation even to follow-up on students with their endeavors after leaving (positive or negative) T&TP, over a period of 4 years.



**G. Strategic Goal:**

**Formulating Implementation and Funding Plans for T&TP:**

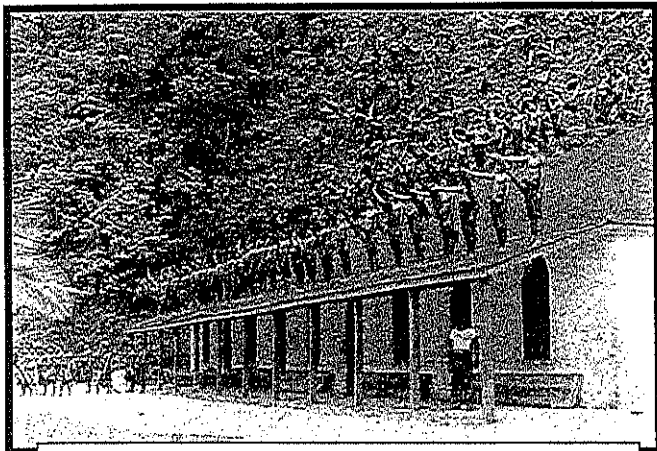
**Strategic Objectives—**

- ▶ Develop an "Implementation Plan" using this report and other pertinent information, as a guide with timelines, personnel responsible for execution, and the cost (direct or in-kind) require to accomplish each and every activity and task. The Plan should not span-out no more than three years from the time it is conceived.
  
- ▶ Develop a comprehensive "Funding Plan" to support the T&TP curriculum, programs, training activities internally and externally, and a scholarship program. The Plan should include grant writing, fundraising and private donations.

## V. CONCLUSION:

### A. Impact Statement

For this assessment the underlying question was not whether an “action plan” was needed to impose change to the status quo with respect to T&TP; but rather the question is what sort of change and which direction that change is required to create value to the workforce and private industries? Especially in light of what has been identified as workforce deficiencies (unskilled and uneducated) as the greatest impediment to successful development and maintenance of businesses in American Samoa.



Fitafitia Guard bid farewell—courtesy of Dwyer collection

The source of this workforce deficiency problem can be traced to the territory’s educational system—more specifically to the Department of Education (DOE) for inadequately preparing high school graduates, as ASCC reported that more than 80 percent of high school graduates are ill-prepared in English and Math to enter college or higher level classes. Consequently, ASCC must now overcome this inherited burden,

which among other things, drains its scarce resources as it labors to

groom these graduates in their “basic skills” in order to raise their competencies scores to meet the prerequisites of their specific majors as well as to enter into the workforce. Moreover, as an indicator, this is a useful measurement to gauge the level in which these graduates (from high schools) are entering the workforce. To that end, employers need and expect ready access to productive and reliable labor force that is well trained and appropriately skilled to perform assigned jobs in their businesses.

These are conditions that must be resolved by the educational system, that is, both the Department of Education and the American Samoa Community College are responsible for preparing students to work in the economy. According to some reports, the educational leadership sees educational preparedness for the economy as their responsibility and it is ready to cooperate in training for private sector employment needs which is a positive sign. However, this admission to responsibility

has yet to be translated into serious action of cooperation, communication and collaboration among the required partners.

Still to be answered, though is the question of what job skills will be required for the future? American Samoa's Workforce Development Commission is mandated to find a solution and to provide a prescription for future employment, in which the private sector had worked closely with the Commission to identify the educational needs of the economy. To date, this assessment has not been able to ascertain a recent copy of the study by the Commission as to a comprehensive action plan that would outline specific jobs that the private industries will need in the future and thereby, would require the educational system to respond in kind.

To that end, ASCC has taken proactive initiative to address this need. As such, the assessment report has determined that ASCC's T&TP require undertaking steps to re-design its programs to meet the training needs of the private industries on its own accord. Furthermore, the report also recommended that T&TP should realigned and start with basic programs as its "core" foundation and allow these programs to mature, evolve, and expand to whichever direction the workforce would demand in the future.

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