

Chapter Four

Social Development and Delivery of Social Services

4.1 Focus and Purpose of this Chapter

This chapter focuses upon the policies and strategies the American Samoa Government can implement between 2002 and 2005 to plan for the social development of the Territory and to improve upon the delivery of 'basic needs' and social services to the Territory's residents.

In this plan, 'basic needs' means health care, education, public safety, water and sanitation. This chapter discusses health care, education and public safety. Chapter Five discusses water and sanitation. This chapter also includes the topic areas of human resource development, the elderly, youth, disabilities, recreation, culture and historic preservation.

The policies and strategies, which appear in section 4.4 of this chapter, address the most acute social issues and social development concerns identified during the panel discussions to formulate this plan. There are a wide variety of issues identified in this chapter because of the breath of the mandates of the organizations. However, there are several common threads or concerns running throughout the agencies. These are the caliber of agency personnel skills and the capability of management to effectively deliver the needed services.

After a summary of the principal policies in section 4.2, and a brief discussion of the principal issues in section 4.3 of this chapter, the policies and strategies follow and are presented by government agency.

The policies and strategies in this chapter aspire to achieve the following aims or goals:

- the ability to plan, implement and manage service delivery programs better;
- the ability to effectively and efficiently serve the public and those in need;
- the ability to deliver services up to the

established professional standards expected of personnel and agencies;

- the ability to improve the knowledge and skills of the labor force leading to better individual and agency performance;
- the ability to rely upon home-grown, skilled personnel to provide continuance and quality services;
- the ability to cooperate and coordinate among and between agencies and programs to attain maximum results and benefits from programs;
and
- the ability to find a balance between the requirements of a modern, monetary economy and the societal mandates of the traditional Samoan culture and to adapt the balance to the social development of the Territory and the delivery service mechanisms.

4.1 Summary of Principal Policies

4.1.1 Overall Policy of Social Development and the Delivery of Social Services

Focus upon creating the capacity within the American Samoa Government to effectively and efficiently provide social services and social develop programs of a professional standard to the residents of the Territory

This mission is supported by policies and strategies in section 4.4 of this chapter. They are briefly outlined on the following two pages to provide a quick overview of this chapter's content and strategic direction.

4.1.2 Principal Social Development Policies

- **Champion Cooperation, Planning and Management for the Arts, Culture and the Humanities**..... promote historic preservation through coordinated planning, budgeting and management
- **Promote the Conservation of Cultural and Historic Resources**.....preserve the Territory's archeological and historical resources and establish a facility for their preservation
- **Promote the Preservation and Repatriation of Cultural and Historical Artifacts**.....preserve and repatriate resources of cultural and historical importance
- **Integrate Cultural Appreciation and Historic Preservation with Economic Planning**.....integrate cultural programs with economic development planning for the growth of a visitor industry
- **Promote the Development of a Modern Territory-Wide Library System** secure the financial backing to fulfill the library system's workforce, infrastructure and telecommunications needs
- **Develop Well-Thought Out and Effective Education Plans**.....promote excellence in education at all levels of the system and account for the future educational needs of the Territory's residents
- **Assess the Effectiveness of Educational Programs** develop the capability within the Department of Education to carry out research and assessment of the effectiveness of its programs
- **Place Qualified Teachers in the Lower Levels of Elementary School**..... properly ground and guide children in education to smooth the learning transition from elementary school to higher education
- **Promote the Attraction and Retention of Qualified Teachers**.....develop personal and professional incentives and increase the supply of trained teachers through a local program of instruction
- **Initiate Strategic Planning to Account for Rapid Population Growth**.....account for population growth that will impact the infrastructure and instructional needs of the Department of Education
- **Re-establish a Mandate for Health Planning**..... establish a suitable mechanism for formulating Territorial health policy and plans that ensure broad input from health officials and the public
- **Develop a Socially Equitable and Sustainable Territorial Health Care Financing Strategy**..... and shift a significant portion of the cost of health care from government to consumers
- **Reduce the Dependence upon the Off-Island Referral Service**.....achieve a more cost-effective allocation of health resources between curative health care services and health improvement programs
- **Foster Personal Health Care and Well-Being**.....create an environment whereby people are motivated and empowered to take greater personal responsibility for their own health and well-being
- **Improve the Health Care Workforce**.....increase the capacity of the health care system to respond to health needs through health workforce development and information based decision making
- **Promote the Continuing Education of Health Care Providers**.....ensure that patient care delivery

is consistent with and meets the U.S. Center for Medicare and Medicaid Services (CMS) standards

- **Improve the Availability of Pharmaceutical and Medical Supplies.....**execute an effective purchasing, inventory, and resupply systems
- **Improve the Hospital Plant Appearance and Operations.....**achieve affective, preventive maintenance programs by recruitment of highly skilled personnel and a continuing education program
- **Develop the Capability to Properly Diagnose Diseases.....**increase the financial capacity to purchase new equipment and by recruiting highly trained personnel to operate the equipment
- **Promote the Fair and Equitable Employment of Personnel.....**employ people upon a rational reclassification scheme and merit system based upon the principles of appointment and promotion
- **Improve the Performance and Effectiveness of the Department of Parks and Recreation.....**utilize capacity building programs to improve management techniques
- **Improve the Planning Capabilities of the Department of Parks and Recreation.....**cooperate and with other government agencies, commissions and sports organizations to plan for the future
- **Deliver Disability Services more Effectively through Planning and Coordination.....**cooperate and coordinate the delivery of special education services to children and people with disabilities
- **Adopt the Americans with Disabilities Act (1990) into Law.....**implement the legislation through public awareness, orientation and coordination with government agencies and private businesses
- **Recruit Qualified Service Providers for the Disabled.....**provide health care and services to individuals with disabilities through an aggressive campaign to raise financial support and acquire qualified personnel
- **Develop Employment Training for Individuals with Disabilities.....**ensure that the disabled are gainfully employed by creating a training system and employment of individuals with disabilities
- **Promote the Development and Construction of a Fully-Functional Senior Center Facility.....**serve the elderly in times of emergency, provide a site for elderly health care, and a leisure time site
- **Expand Senior Citizen Programs.....**include health care and emergency care and promote the development of leisure time and economic development programs for American Samoa's senior citizens
- **Create Planning Capacity within the Department of Public Safety.....**develop a long-term planning program and develop long-term and annual plans that stress education and training of employees
- **Reduce Juvenile Crime and Public Disturbances by Youth.....**strengthen the dialogue about youth and foster the development of cooperation and coordination among agencies and organizations involved with youth to define policies, plans and strategies for youth activities

4.3 Summary of Social Development Issues

The root causes of the issues or problems that most agencies face relative to the social development of the Territory and delivery of services may be summed up by several phrases:

- the funding is inadequate to meet the operational needs of the agency and to deliver a satisfactory level of performance;
- agencies are understaffed and a portion of the personnel are under-skilled or inadequately trained to perform up to the professional standards expected of their professions; and
- there is a lack of long-term planning and strategic management to deliver high quality services effectively and efficiently over time.

In the realm of the arts, culture and the humanities, the basic problem is one of securing sufficient funding to carry out and expand cultural programs. The nature of the organizations, and their lack of centralization and overall planning for common purposes hinder their ability to score more funding. Other issues are the ability of the Historic Preservation Office to preserve the Territory's archeological and historical resources and to repatriate resources of cultural and historical importance without adequate support for funding and a legislative mandate.

The performance of the educational system and the quality of education offered is of upmost concern to educational leaders. The Feleti Barstow Public Library is endeavoring to modernize and computerize the State Library system but it faces an uphill battle to secure the financial backing to fulfill the library system's workforce, infrastructure and telecommunications needs.

Rapid population growth, i.e., the number of children entering the school system, is hindering

the capability of the Department of Education to offer a quality education. With insufficient funding, schools are over-crowded and not built fast enough to cope with the growth. Adequate learning tools are not available in sufficient supply, and teachers are leaving the system for higher paying jobs with less pressures.

Under the circumstances, it has become difficult to attract properly trained teachers. The lower grade levels, in particular, i.e., kindergarten through grade five, require teachers who are motivated and can provide children with a solid educational foundation to smooth their transition into the higher levels. To meet these issues head on the Department of Education needs to develop personal and professional incentives for incumbent teachers to remain in teaching and to attract new teachers into the system.

The next decade will tax the skills of the Department of Education leadership. The next decade will require well-thought out and effective strategic planning to meet the instructional and infrastructural needs of the system, if the department intends to achieve its goal to improve performance and promote excellence in learning.

While the Territory's health system is in much better condition than those of other Pacific nations, the health system is at the verge of being unable to provide the population with sufficient services. The cost of health care has risen significantly during the last decade to the extent that the government needs to find an alternative means to finance health care. There now needs to be a socially acceptable and equitable health care financing strategy that shifts a portion of the burden of health care from government to people. Secondly, people will have to learn to take care of themselves better to reduce costs. The system needs to foster personal health care and well-being and to create an environment whereby people are motivated and empowered to take greater personal responsibility for themselves.

To provide the kinds of services that one expects from the health care system, health planning needs to be re-established. A revitalized policy planning mechanism, lead by the Department of Health, for formulating Territorial health policy and plans could ensure broad input from health officials and the public for the development of a responsive system.

The American Samoa Medical Center Authority is attempting to improve the condition of LBJ Hospital and its services, but it is annually spending considerably more than it receives in subsidies from the government or from hospital fees. This means that the authority will have to improve its management capacity and its preventive maintenance programs, come up with financing measures to meet its increasing bills, or reduce some of its services. The hospital is already under duress because of the high cost of pharmaceutical and medical supplies.

But the high cost of hospital care is only one of its concerns. The authority needs to improve the quality of the health care workforce, by recruitment of highly skilled personnel and the promotion of continuing education and training, in order to ensure that patient care delivery is consistent with and meets the U.S. Center for Medicare and Medicaid Services (CMS) standards.

Developing and retaining a well-qualified workforce is a government-wide problem. At a level much lower than U.S. wages, the American Samoa Government is not in a competitive position to attract or retain qualified personnel. The Department of Human Resources needs to implement its employment and position reclassification scheme and set wages at a level at which personnel will want to remain and contribute to the functioning of an effective and efficient workforce.

Management capacity, lowered by the lack of funding, is an issue for the Department of Parks and Recreation. The department needs to upgrade its administrative capacity with technology and computers, and to use the technology and skills behind it to leverage funding to expand its programs and provide recreational services to the public. Secondly, the

Territory is short of recreational facilities and needs to upgrade its planning capacity to support the community and recreational organizations.

The Office of Protection and Advocacy for the Disabled wants 'The Americans with Disabilities Act (1990)' adopted into law by the American Samoa Legislature. Without an active law OPAD cannot provide guarantee individuals with disabilities sufficient coverage.

OPAD also wants to improve its planning, cooperation and coordination with the Department of Education to provide better special education services to children and people with disabilities.

As with other government programs, OPAD needs well-trained people to serve its clientele. Recruitment of qualified service providers for the disabled that can offer health care and services to individuals with disabilities is necessary. Where disabilities do not fully restrict individuals from work, employment training is needed to ensure that the disabled are gainfully employed.

American Samoa's elderly population 'in need' is increasing. Senior Citizen programs, such as health care and emergency care, do not sufficiently contend with the demand for services. While the issue is not widespread, elderly abuse is increasing. Therefore, a fully-functional Senior Center facility to serve the elderly in times of emergency and to provide a site for elderly health care and leisure time is greatly desired by the Territorial Administration on Aging. Secondly, the Center could serve to promote the development of economic development programs for American Samoa's senior citizens who wish to continue to work and support themselves.

The Department of Public Safety, the Courts, the Public Defender's Office, and the Department of Human and Social Services are concerned about American Samoa's youth. Crimes and public disturbances among youth are increasing, as well as high risk activities, such as the consumption of alcohol and the use of drugs. To combat the problem these agencies need to strengthen the dialogue about youth and foster the development of cooperation and coordination among agencies and organizations involved with youth to define plans and activities for youth that

will draw youth away from making wrong decisions and keep youth

The Department of Public Safety, like other agencies, has identified the need to improve its management capacity and upgrade the skills of its employees, i.e., the police, fire and correctional divisions. The department needs to develop a long-term planning program that includes education and training oriented to protecting the population of American Samoa.

4.4 Strategies for Principal Social Development Issues

4.4.1 American Samoa Historic Preservation Office

4.4.1.1 Coordination among Cultural Resource Agencies

Issue

Coordination and management of cultural resources in the Territory is rudimentary at best and substantially underfunded at the local level. There is no organized or statutory coordination among various cultural and humanities agencies or organization. The agencies mandated with the maintenance and continuance of the Territory's cultural resources are separated and not under one unified department. They are the Office of Archives and Records Management, the American Samoa Council on Arts, Culture and the Humanities, the American Samoa Historic Preservation Office (ASHPO), and the Jean P. Haydon Museum. Together, they try to cooperate and meld activities as much as possible, but there is no unified or established protocol, mission or budget. In terms of budgeting, the Office of Archives and Records Management is funded locally, the Arts Council receives one-seventh of its operating funds from the American Samoa Government and the remainder of its revenues come from the Federal government. ASHPO is wholly Federally funded, while the Museum is not funded.

**Cultural and Historic
Planning and
Coordination Policy**

Champion the cause of cultural and historical awareness by supporting cooperation and coordination among American Samoa's arts, culture, humanities and historic preservation organizations through coordinated planning, budgeting and management

Strategies

develop the capacity of American Samoa's cultural promotion and historic preservation agencies to work effectively together and to maximize their effectiveness by establishing a planning program for coordinated cooperation

include the Historic Preservation 2002- 2006 Work Plan in overall planning

formulate a five-year plan with policies and strategies to cooperatively promote, implement and manage overall cultural and historic preservation programs

devise a step-wise budgeting and funding plan to develop and upgrade American Samoa's cultural facilities and to provide coordinated activities

evaluate the need to establish a unitary organization to oversee and/or coordinate the government's cultural and historic policies and programs

identify strategies to utilize Federal funding for common ends or projects

Responsibility

Governor
DLA
Fono

Participants

ASHPO
ASCAH
DAS
DLG
DPPB
DPD

Reference

ASHPO

4.4.1.2 Cultural and Historic Conservation

Issue

Population growth on Tutuila, and a general lack of coordinated planning, is affecting the Territory's cultural resources. With more than half of Tutuila's population non-American Samoan, the indigenous sense of ownership of lands and traditions has been alarmingly diluted. That is, there seems to be a lack of, or loss of, 'pride of place' which affects the way the residents care for their cultural and historical artifacts and sites. Disenfranchised residents and careless, unzoned and uncontrolled development are contributing to the destruction of the Territory's archeological sites and evidence, that are as much as three thousand years old.

Cultural and Historic Conservation and Preservation Policy

Promote the awareness and importance of the conservation and preservation of American Samoa's cultural and historic resources and strengthen the capacity of the government to conserve and preserve the Territory's archeological and historical resources

<p>Strategies</p> <p>promote the development of cultural and historical awareness by budgeting for and including a public awareness program in agency annual operation plans to advocate conservation and preservation of the Territory's archeological and historical resources</p> <p>cooperate with planners and resource management agencies to advise on the formulation of standards, rules, regulations and plans with regard to land use and development practices to conserve and preserve historic and archeological sites and artifacts</p> <p>cooperate with the Governor's legal office and the Department of Legal Affairs to devise and enable laws and regulations to conserve and preserve cultural and historic artifacts</p> <p>cooperate with the Territory's combined resource management advisory board to identify measures to educate enforcement agencies to adequately enforce cultural and historic preservation laws</p>

Responsibility
 Governor
 DLA
 Fono

Participants
 ASHPO
 ASCACH
 DAS
 DLG
 DOH
 DPPB
 DPS

Reference
 ASHPO

4.4.1.3 Cultural and Historic Protection and Preservation

Issue

American Samoa's art, artifacts, and archeological evidence are spread out around the world, because there are no protective or repatriative regulations. Most states have comprehensive cultural resource conservation laws. American Samoa has none. Indeed, there is no suitable facility for repatriation of the Territory's artifacts and no funding support for historic conservation.

<p>Cultural and Historic Protection and Repatriation Policy</p>
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Promote the maintenance, protection and repatriation of American Samoa's cultural and historical artifacts and locate a facility to maintain artifacts and resources of cultural and historical importance

<p>Strategies</p> <p>formulate and enact laws and regulations to conserve, protect maintain and repatriate cultural, historical and archeological artifacts</p> <p>identify a suitable location for the depository of cultural, historical and archeological resources and formulate a plan to acquire funding and improve or construct the facility</p>

Responsibility
 Governor
 DLA
 Fono

Participants
 ASHPO
 ASCACH
 DAS

4.4.1.4 Heritage Tourism

Issue

Culture and history are a viable visitor drawing card, but there is no unified front, planning or coordination that promotes culture tourism. There seems to be a lack of understanding of its importance to economic development. Coordinated planning that could develop heritage tourism and ecotourism, which are two sides of the same face, is missing. However, littering, indifference and poor attitudes currently make this an unattractive place, that would discourage tourism unless remedied.

Heritage Tourism and Integrated Planning Policy

Integrate cultural appreciation and historic preservation planning with overall Territorial development planning and formulate economic development plans for the growth of a visitor industry to include heritage tourism

Strategies

identify cultural appreciation activities and archeological and historic sites that could be associated with the development of heritage tourism

assist and cooperate with Territorial and economic development planners in the formulation of tourism plans that include heritage tourism

cooperate with Territorial planning to identify and find funding for historic sites that can be renovated and improved as a base for heritage tourism or general visitor industry destinations

Responsibility

ASHPO
DPD

Participants

DOC- OT
DOC -EDD
DLG
DPR

Reference

ASHPO

4.4.2 Feleti Barstow Public Library (State Library)

Issue

American Samoa's residents have access, or limited access, to thirty-three libraries throughout the Territory, but there are still under-served segments of the population. The population is under-served because of less than adequate funding for services, the need for more libraries and space, a lack of books and reading material, a lack of mobile libraries for communities without schools, and a lack of telecommunications connectivity to the State Library.

It is difficult to plan activities and purchase equipment with uncertain budgets. Federal grants are project specific and do not go towards operating costs. Local funding is uncertain and unpredictable. Funding is based upon tax levies, and funding for the library has been continually decreased over the years. Operating costs can not be born by Federal assistance, so local funding is vital to the existence of the library system. Since there are no guarantees for funding in the future, this always puts the library system in jeopardy.

Although the Feleti Barstow Public Library (State Library) is a new facility, the demand for use of the facility is outstripping available space. For example, the Children's reading room is too small in comparison to the present use demand, and there is a need to expand the computer room to accommodate the use of more Internet computers. A portion of the library's construction was funded by the Department of Interior and the U.S. HUD Community Development Block Grant Program (CDBG). Future funding to add on to the facility is uncertain as there are no funds allocated through the Capital Improvements Program awards from the Department of the Interior and CDBG community improvements grants are limited in value. In addition, the State Library must compete with other potential projects, e.g. health clinics, for funding.

The State Library needs to create a physical connection between the State library and the Territory's libraries and to upgrade the telecommunications capabilities of the library system to better serve the essential information needs of the community and private sector. The State Library is currently included in the E-rate program administered through the Department of Education, however, Federal examiners have assessed the Territory's E-rate participation and determined that the State Library is not an eligible participant. This means that the State Library will soon be expected to pay its own telecommunications costs. Eventually, the E-rate program will end, leaving all public schools and school libraries to handle the total telecommunications costs.

The State Library and other libraries throughout the Territory require a more educated workforce, that is, trained librarians. The library system has shortage of trained librarians which will impact all decisions regarding the future of library services. The need for dedicated, experienced and properly trained librarians is a Territory-wide issue and impacts the education of the Territory's children, youth and adults.

State Library System Policy

Promote the development of a modern Territory-wide library system capable of serving the needs of the Territory's residents and identify the financial backing to fulfill the library system's workforce needs, infrastructure and telecommunications requirements

Strategies

increase the awareness of the importance of maintaining a public library system through public information programs

utilize the 'State Plan for the Library Services and Technology Act in American Samoa: 1998 - 2002' as leverage in promoting the development of the Territory's State Library System at the highest levels of government to acquire additional funding

coordinate with the Community Services Block Grant Program Administrator in the assessment of community needs and the development of a Community Services State plan which includes potential library system programs devoted to the information and educational needs of the low-income under-served population

formulate a State Library System capital improvements plan that identifies needed new facilities and improvements to existing facilities, the type of equipment required to bring the system up to contemporary standards, the timing of the needed improvements and costs involved

prioritize the needed facilities and apply for project funding to the Community Development Block Grant Program, and submit the library system capital improvements plan to the government's Capital Improvements Program Committee for next round funding consideration, 2007 - 2011

utilize the Social Science Research Institute of the University of Hawaii for technical advice and to assist with leveraging public and Federal programs to secure funding in the development of a Territory-wide computer and telecommunications network

participate with the Department of Human Resources and the Workforce Development Commission to identify strategies to improve the capabilities of the Territory's library workforce and use Goal 6 of the State Library Plan as a guide for workforce development

continue to sponsor and offer professional development opportunities and encourage staff to pursue higher education degrees in library science

Responsibility

FBPL

Participants

GOV
CIP
DOC
DPPB
DOE
ASCC
DHR
UH-SSRI
DPD
DHSS

Reference

State Library Plan
1998
FBPL

4.4.3.1 Educational Assessment

Issue

The Department of Education is not satisfied with its ability to report the status of educational achievement in the Territory. Furthermore, the department does not have the capability to forecast anticipated levels of achievement. This is due to several factors: a lack of a proper system of record keeping and collection of educational data; poor planning in the past that did not demand a research and development component in the departmental plan, or needs assessment and evaluation of real achievement status; and insufficient competent personnel with the kind of statistical background and knowledge needed to carry out this function. The latter condition is exacerbated by low salaries offered by the department and competition from other government agencies that can attract the caliber of people required.

The department's future plans and hopes of continued success will be severely hampered

if the department is unable to put together a management team to lead its educational assessment and recruit proper expertise to due the research, data collection and analysis

Research and Educational Assessment Policy

Develop the capability within the Department of Education to carry out research and assessment of the effectiveness of its educational program and the achievement of it students

Strategies

identify funding to set up a separate Division of Research and Educational Assessment with appropriate expertise to collect the data on student achievement, analyse the same disseminate them to departmental leadership

recruit personnel with sufficient statistical background to work in the division. Require temporary expertise to provide training in specific areas of need for the proper implementation of the necessary task assigned to the new division

budget for the most up-to-date equipment for the im plementation of the data collection and analyzing data. Include in-services training for the division's personnel in research applications, data collection, and analysis

recognize the significance of the new division in program planning with the intent to incorporate assessment results in the curriculum and student performance

establish policies for the proper dissemination of data and storage of assessment instruments

endeavor to hire the most competent personnel for the new division by offering

Responsibility

DOE
GOV
Fono

Participants

DPPB
DHR

Reference

TGP Issues
Statement
2001
DOE

4.4.3.2 Instru

Instructional Capacity: Kindergarten through Fifth Grade

Issue

School children are not receiving a good grounding in education. The problem begins at the kindergarten level and in the lower grades of elementary school. The problem becomes more apparent later on when teachers must cope with ill-prepared students in the higher grades. The problem is mainly the result of an insufficient number of teachers who are best suited to teach at the ground level, i.e., Kindergarten through 5th grade level. The situation has existed for a long time and the department has been unable to attract qualified teachers. Thus, the lower levels get uncertified teachers. Unfortunately these are critical levels, but most returning college or university graduates prefer to teach in high schools. They have indifferent attitudes towards teaching in a lower-level classroom.

To deal with this problem, the department needs to improve its educational management and to put the best teachers at the Kindergarten through 5th grade level. Without good educational instruction at the lower levels, successful learning will not occur.

Instructional Capacity Policy

Foster properly grounded and guided instruction at the lower levels of the educational system in order to create a smooth learning transition from elementary school through higher education; and endeavor to recruit qualified teachers for the lower levels of elementary school

Strategies

establish a solid policy for instructional capacity in order to develop a sound educational foundation for students at lower levels of the educational system

budget for attractive salaries to place the best (most competent) teachers in the lower grade levels and kindergarten to improve higher achievement levels from the Territory's students

set up professional development programs for teachers as on-going incentives to motivate teachers to strive for excellence in teaching

identify methods to induce prospective teachers and teachers in-training to focus their education on teaching skills oriented to kindergarten through the fifth grade

investigate the possibility of setting up a subsidized teacher-training and certificate programs for teachers that could be bonded by the Department of Education to return to American Samoa and teach in the lower grades

offer specialized teacher training at ASCC through long-distance learning that would prepare teachers for instruction at lower levels

Responsibility

DOE
GOV
Fono

Participants

DHR
DPPB

Reference

TGP Issues
Statement
2001
DOE

4.4.3.3 Planning Education

Issue

The Department of Education struggles with a lack of continuity in the planning of its mission. There is a lack of continuity in planning due to changes in Directors, political administrations and political influences. A new Director may not be willing to continue with a previous Director's plans. In the past, plans have had loopholes that have left their integrity in question. Because there may be a question of the feasibility of implementing the plans, they are subject to the discretion of the Director.

Results of changes in the education system are always long-term and cannot be readily assessed. Therefore, it is necessary to have well-thought out plans that can carry-over into different administrations. Without good planning the department will lose its direction for improvement, educational progress will be limited and the Territory will suffer. Excellence in education is the best hope the Territory has for the future.

Planning Education Policy

Develop well-thought out and effective education plans that have universal acceptance and promote excellence in education at all levels of the educational system and account for the future educational needs of the Territory's residents

Strategies

establish a task force to work on long-range planning with a fifteen-year horizon and identify funding to formulate and carry out the plan

assign the task force the responsibility of formulating the first five-year education plan as a strategic foundation for subsequent five-year update plans

create the position of Education Planner and assign a senior administrator to work closely with the Director of Education in reviewing and authorizing the plan

establish procedures within the department to set time frames for programs, to require strict adherence to the plan, and to assess and monitor its performance

maintain the task force as an on-going monitoring control group and to update the plan as the next five-year plan towards the close of the first plan

work with DHR to recruit appropriate personnel for every division in the department so that all plans can be implemented with maximum success

work with DOC and DPPB to ensure the continuity of funding for facilities and personnel to meet the needs of the plan

Responsibility
DOE

Participants
DOC
DHR
DPPB
ASCC

Reference
TGP Issues Statement
2001
DOE

4.4.3.4 Teacher Attraction and Retention

Issue

The Department of Education is perennially beset with an insufficient supply of qualified, effective and competent teachers. Teacher burn-out is a serious problem in American Samoa's educational system. Teachers are expected to perform an important function, but receive little reward for their work. The department loses too many teachers every year because of low wages and a high workload. Over the last five years, teachers wages have not measurably increased while the number of students in classrooms has increased significantly. Thus it is difficult to attract competent teachers.

There is also a lack of incentives to draw university graduates into making teaching a highly preferred career. Attracting people to education requires the promotion of education as a career with inner-personal rewards while students are still in high school. Teachers also need the opportunities to extend their own education and to improve their instruction capabilities through educational incentives sponsored by the department. If the present situation continues, teacher burn out will continue to plague efforts for continued improvement in children's education. Without sufficient properly trained teachers, the instructional programs cannot reap the anticipated results.

<p>Teacher Retention Policy</p>	<p>Promote the attraction and retention of qualified, effective and competent teachers through the development of personal and professional incentives; and increase the</p>	<p>supply of trained teachers through a local program of instruction</p>
<p>Strategies</p> <p>establish a register of teaching personnel in each division (ECE, +K5, Elementary and Secondary) recognizing the true record of professional performances by each individual teacher.</p> <p>continue programs for professional development for teacher who have been recruited but are not properly prepared for the job of imparting knowledge to students in order to improve the participants' abilities to teach effectively</p> <p>improve information dissemination to teachers to ensure that they are aware of the opportunities for professional improvement, to attend workshops and training pertaining to their particular areas of interest and for their promotion</p> <p>set up an arrangement with ASCC to secure the opportunity for teacher education affiliated with an accredited university in order to guarantee a reliable pool of teachers each year, that the department can employ to fill gaps resulting from teacher retirement, resignations or removal for unsatisfactory performance</p> <p>utilize the Teacher of the Year program to promote excellence in teaching and to increase incentive levels and elevate the level of competition among teachers</p>		<p>Responsibility DOE GOV Fono</p> <p>Participants ASCC</p> <p>Reference TGP Issues Statement 2001 DOE</p>

4.4.3.5 Overcrowding and Preparedness

Issue

Population increase and population concentration in the Tafuna area due to a high natural growth rate and immigration, plus a shift of people from the Eastern District of Tutuila Island and Manu'a Islands to the Tafuna area for accessibility to work and for their children's education, is putting a lot of pressure on the capacity of the schools in the Western District of Tutuila Island. The generally rapid increase in population is impacting the ability of the Department of Education to provide classroom space for students, as well as find land to construct more classroom facilities. Land is limited for any physical expansion of the schools and families who own land are not readily accepting requests for more land to be used for education.

The Department of Education is currently unable to keep up with the rate of population increase by constructing new classrooms to accommodate more students entering the system. Immigration of new students from foreign countries is placing an additional burden upon the system. If the situation of overcrowded classes continue, overcrowding will lower children's achievement and the Territory will suffer socially from younger generations not well educated.

<p>Overcrowding and Preparedness</p>	<p>Initiate strategic planning to account for the rapid increase in population that will impact the infrastructure and instructional needs of the Department of Education and identify resources and alternate means to reduce the number students per class</p>	
<p>Policy Strategies</p>	<p>utilize the new Division of Research and Education Assessment to work with the Research and Statistics Division of the DOC to identify and map population trends from Census 2000 and incorporate the findings into the education plan</p> <p>incorporate population growth as major consideration in the formulation of the five-year education plan</p> <p>establish a set maximum number of students as considered ideal for proper teaching and the learning process and incorporate the limit in facility planning</p> <p>utilize the Census 2000 data and the forecasts of the Tualauta County Land Use Plan and ASPA Facilities Plan to modify and update the Capital Improvements Plan to accommodate for high growth population areas and facility siting</p> <p>construct two story buildings with six to eight classrooms where the bulk of the population is or will be shifting to and to account for lack of lateral space</p> <p>minimize teacher absences to mitigate the problem of having to shift entire classes to another classroom and teacher</p>	<p>Responsibility</p>

DOE

Participants

DOC
ASCC
DPW
GOV
Fono
DLG

Reference

TGP Issues
Statement
2001
DOE

4.4.4 Department of Health

4.4.4.1 Territorial Health Planning

Issue

The Territory has been without a Territorial health planning agency, and no health plan from which to work, for the last decade since the demise of the Federal State Health Planning Development Agency. Thus there is insufficient health planning and no appropriate mechanism for Territorial health policy formulation. Current planning is haphazard and unsystematic, with limited input from health officials and the public.

The Department of Health has not effectively informed the Governor of the problems and lobbied hard enough for a planning process, giving the impression that there is a perceived lack of interest within the Department of Health. If the situation continues without remedy, what long-range health planning that might occur would be at the agency level. It wouldn't be developed in collaboration with territorial development criteria or economic development planning, or Territory-wide human capital development planning; and would, in general, not be implemented.

**Territorial
Health Planning
Policy**

Re-establish a mandate for health planning and an appropriate mechanism for formulating Territorial health policy and plans that ensures broad input from health officials and the public

Strategies

identify the type of planning structure required to effectively formulate Territorial health policy, to accommodate the views of health officials, the public, and outside experts on health and health care issues

formulate a short-term plan to establish a planning agency and health planning council including an identification of the personnel required, a budget and timing

lobby for and request authorization to re-establish a health planning agency with the authority to develop health policy and plans on a Territory-wide basis

establish a 'Territorial Health Policy and Planning Council' by law with membership broadly representative of health consumers, elected officials, and health professionals officials to recommend health policy, and develop long-range plans and implementation strategies for health

Responsibility

DOH
GOV
Fono

Participants

ASMHA
DOC
DPPB

Reference

DOH

4.4.4.2 Health Financing

Issue

The present method of financing health care cannot continue as medical costs continue to escalate beyond the health system’s ability to meet the costs. An effective health care financing mechanism is lacking. The current financing method is both socially inequitable and unsustainable. The government and the American Samoa Hospital Authority can no longer support health care to a level that meets public expectations, standards of quality, and scope of services.

If health care costs continue to escalate, and the health system continues to divert an unacceptably large proportion of the health care dollars for off-island tertiary care, the hospital will ultimately have to raise fees to the point that low-income individuals will find basic health services inaccessible and essential health services will become eroded due to a lack of funding. A shift in priorities that would attain an effective balance preventative and curative care is sorely needed.

The fact that no effective health care financing mechanism exists demonstrates insufficient expertise among the community of local health professionals; poor understanding of the underlying causes of the current health care financing crisis and possible solutions; and a lack of political will to establish a health financing policy that will enable an effective solution to be implemented.

A health care financing mechanism is needed that will (1) generate additional revenues for health; (2) shift a greater portion of total health costs to health consumers, including the cost of off-island care, through a pre-payment mechanism; (3) provide adequate funding for primary health services, including basic health care; and (4) ensure access to essential health services.

<p>Health Financing Policy</p>	<p>Develop a socially equitable and sustainable Territorial health care financing strategy and system that generate additional health care revenues and shifts a significant portion of the cost of health care from government to consumers responsibility</p>
<p>Strategies</p> <p>Governor should appoint task force on health care financing to initiate the study and assessment of health financing alternatives</p> <p>the Task Force on Health Care Financing should obtain funds to engage the services of health-financing expertise to assist with the formulation</p> <p>the Task Force on Health Care Financing should identify alternative, progressive health financing schemes that can be ‘phased-in’ over a five year time span</p> <p>the Task Force on Health Care Financing should cooperate closely with the Territorial Planning Commission Advisory Board to establish an overall perspective on the issues and to identify strategies that will ease the change over from a government financed health system to one supported by consumers</p>	
<p>Participants</p> <p>DOH GOV ASMCA GOV DLA Fono</p>	

Reference
DOH

4.4.4.3 Health Resource Allocation

There continues to be a great discrepancy between the amount of resources expended on curative healthcare versus preventive care. Too great a percentage of total health dollars are spent on tertiary care and too small a sum is spent on preventative health programs and preventative services. There is a lack of understanding at the highest levels of government of the cost involved and the cost effectiveness of strengthening preventative services and programs.

The off-island care program lacks clear policy guide lines and decision rules. A great amount to go for off-island health care for a few, while relatively little funding for the many is put into public health programs. In the absence of a structured and regulated medical referral

Strategies

generate additional revenue for better health promotion, disease prevention, and primary care through effective health financing mechanisms

maximize the availability of Federal dollars for community health centers by upgrading the Department of Health family centers

improve management of the off-island referral program by requiring an agency outside the American Samoa Hospital Authority to approve payments for referrals recommended by the off-island medical referral committee

program, medical decisions will outweigh financial decisions. The lack of economic criteria in the delivery of health care has lead the system to its present state.

Health Resource Allocation Policy

Achieve a more cost-effective allocation of health resources between curative health care services and health improvement programs and reduce the dependence upon the off-island referral service and inequities in service by providing better preventive health care to reduce the need for off-island tertiary care by preventing and delaying serious illness with effective primary care

Responsibility
DOH

Participants

Governor's Task Force on Health Care
Financing

ASMCA

Reference

DOH

4.4.4.4 Preventive Health Care

Issue

The health and well-being of the Territory's population is not optimum. Relative to the potential for health improvement, it is clear that the government's health promotion programs are inadequate in terms of design, degree of effort and commitment of resources to effectively modify high-risk behaviors. Poor diet and inactivity increasingly lead to obesity, diabetes and heart disease. The prevalence of chronic disease associated with poor life style choices and behavior will prevail and increase if the situation is not effectively addressed. People require better knowledge of personal health risks in order to take greater responsibility care for their own health and well-being. They possess inadequate of knowledge and a poor understanding of the relationship between risk factors and their health. There is Insufficient public information and education about health, beginning in elementary school. Unfortunately, apathy prevails for there is a lack of support groups and a lack of step by step planning and promotion from the top of the health system down.

Preventative Health Care Policy

Create an environment whereby people are motivated and empowered to take greater personal responsibility for their own health and well-being, and provide them with the necessary information and opportunities to act on their decisions and behalf

Strategies

demonstrate the effectiveness of a prevention based approach to health care by implementing a program as the PPIP in at least one health center

conduct a research project to document the health impact of improved health care education and health promotion methods in at least one community health center

Responsibility
DOH

Participants
ASMCA

Reference
DOH

4.4.4.5 Health Workforce Development

Issue

The health care system is not adequately meeting the needs of the public, because the healthcare workforce is not sufficiently trained to delivery the high quality service expected of it. Management often focuses upon day-to-day operations to the detriment of development and long-term planning for improvement. A causal factor for lack of focus on long-term capacity building is the requirement to attend to present needs and the condition of being overwhelmed by them. Most of the reason is insufficient funding for capacity building, i.e., planning, development, and training. Unfortunately, the government's budget development process doesn't easily allow for long-term capacity building and management and leadership are too often short-sighted and lacking the information and enlightenment to improve the system. Left unchanged, the capacity of the system will continue to grow piece meal with little attention paid to the most important areas, i.e., health workforce capacity. It will continue to receive low-priority and insufficient resources.

Health Workforce Development Policy

Increase the capacity of the health care system to respond to health needs through health workforce development, information based decision making , and improved cooperation and collaboration between government agencies, and between government and it citizens

Strategies

review and update position descriptions and determine competencies required fo effectively discharge responsibilities. Annual evaluations should measure performance against required competencies and not areas where additional training and skills building are needed

develop strong budget justification for workforce development (including hiring professionals with needed expertise, or training/skill building for existing staff), and aggressively seek funds to implement (DOH)

maximize telemedicine and telehealth capabilities for continuing education

assess the factors underlying the need for off-island referral to identify areas where lack of professional expertise precludes adequate care locally. Recruit professional workers with needed expertise, or train existing staff in needed new techniques and skills (ASMCA)

Responsibility
DOH

Participants
ASMCA
DHR

Reference
DOH

4.4.5 American Samoa Medical Center Authority

4.4.5.1 Continuing Health Care Education

Issue

The knowledge, skills and capabilities of the physicians and clinical staff require upgrading in order to meet the U.S. Center for Medicare and Medicaid Services (CMS) standards of quality approved for American Samoa. The quality assurance program is now in place since the inception of the Hospital Authority, but direction and responsibility have not been defined properly to reflect its hospital-wide application and role in providing periodic evaluation assessment of quality of patient care. The American Samoa Health Services Regulatory Board has not updated its policies with respect to qualifications and competency requirements for licensing and re-licensing of health care professionals.

There is no regular manpower development program. Most staff are not updated and made aware of new medical knowledge, medical procedures and technology. The authority does not have post-graduate training for or a continuing medical education program for medical staff, and for Fiji Medical School graduates that require additional education. If the situation continues, ASMCA faces possible termination of Medicare and Medicaid Programs and an improved quality of patient care. Failure to meet CMS standards and conditions will jeopardize the certification of LBJ Tropical Medical Center for Medicare and Medicaid. Loss of certification would deny the hospital over \$3.0 million in Medicaid and Medicare, and over \$0.5 million in SCHIP annually.

Continuing Health Care Training Policy

Promote the continuing education of health care providers and ensure that patient care delivery is consistent with and meets the U.S. Center for Medicare and Medicaid Services (CMS) standards of quality and service Responsibility

Strategies

identify a continuing education program to upgrade the knowledge, skills and capability of the physicians and clinical staff in order to meet the CMS standards of quality

formulate a strategy to improve health care training of staff, to educate and lobby the Governor and Legislature of its importance, and to budget and obtain additional funding from the Legislature as support for continuing education

institute a health manpower development training program and continuing education program for medical staff

identify programs and funding to provide post-graduate training for Fiji Medical School graduates working as physicians at the Medical Center

institute performance management procedures to ensure that certification by CMS is continued through the training and updating of skills for health care professionals and care providers

Participants

ASMHC
GOV
DPPB
Fono
ASCC

Reference

ASMCA
Strategic Plan
2000 - 2005
ASMCA
2000

4.4.5.2 Pharmaceuticals Procurement

Issue

The pharmaceuticals and medical supplies procurement system and the system of prescribing and dispensing of pharmaceuticals is not operating effectively. Cost-containment is lacking. The system is not dispensing less expensive generic formulas and continues to purchase expensive 'name brand' pharmaceuticals. The raising debt with pharmaceutical companies caused medication shortages in the past and forced advanced payment arrangements at prices far greater than those offered by companies in the General Services Administration system. Policy enforcement is lacking, or not defined properly to control the situation.

Purchasing, inventory and resupply systems are not operating efficiently and effectively. There are needed improvements with the inventory system, computerization of records, communication of information between departments of the Medical Authority, monitoring of inventory consumption, and communications between physicians dispensing the medicine and the pharmacy. Without changes to the system, untimely shortages of medications and their high costs will continue.

Pharmaceutical Procurement and Management Policy

Improve the availability of pharmaceutical and medical supplies through effective purchasing, inventory, and resupply systems; and through effective communication between pharmacy and medical staff

Strategies

establish suitable policies for the dispensing of medication that minimizes the cost of pharmaceuticals by using generic formulas when possible

establish an efficient and effective method of communication between the pharmacy and the medical departments to keep all departments aware of pharmaceuticals available and to operate a 'must have' list of medications

develop an applicable computerized inventory system for the purchasing, inventory and resupply of pharmaceuticals

establish policies for the purchase of pharmaceuticals and medical supplies that improves the capability of the Medical Authority to budget in advance for costs

Responsibility
ASMCA

Participants

Reference
ASMCA
Strategic Plan
2000 - 2005
ASMCA

4.4.3.3 Medical Center Financial Management

Issue

The lack of funds for the operation of the Medical Center continues to be cited as a factor in the standard of care delivery, and impairs the ability of the Medical Center to make lasting improvements. Population growth and the increased service demand has resulted with insufficient resources to meet public demands. The ever-increasing cost of health care due to inflation and the emergence of new technologies and the equipment to support them are pushing the Medical Authority past the point of being able to support them. In addition, the hospital's financial management is often cited as a system in need of improvement to remedy the financial burdens. In the past, the Medical Center had often overspent its approved annual budget, primarily because of the off-island referral program. Without better financial management, and with health care systems and conditions requiring new technologies and equipment that the Medical Center will be hard-pressed to afford, the provision of health care to the population will be reduced.

Financial Management Policy

Improve the operational efficiency of the Medical Authority through accurate and timely financial accounting and reporting, collections, budget development, and financial management; and improve the financial viability through revenue enhancement and cost containment measures

Strategies

set the stage for developing a health care finance and management plan, including developing an equitable fee schedule that fairly shifts the burden of health care upon the population

implement realistic cost containment guidelines and measures to reduce unnecessary costs and the high cost of off-island referrals

investigate revenue enhancement measures including the possibilities and opportunities for new sources of funding

improve grant application and management capacity to secure available funding not already utilized

improve the budget preparation, revenue collection and generation, financial reporting and financial management capacity of the Medical Center Authority

Responsibility
ASMCA
Participants
GOV
DPPB
Fono
ASCC

Reference
ASMCA
Strategic Plan
2000 - 2005
ASMCA
2000

4.4.5.4 Facilities Maintenance

Issue

The hospital environment is not conducive to quality patient care because it is a deteriorating facility. The facility is over thirty years old and now close to exceeding its life expectancy, primarily as a result of exposure to the climate and ineffective preventative maintenance. Behind these causal factors are a lack of financial support for improvements and a past lack of education to maintain the facility properly. The appearance of the Medical Center is often discussed in derogatory terms, although the Medical Authority is attempting to remedy the problems through capital improvement funding allocated for the five years, 2002 - 2006. While improvements are being made, the Medical Center still does not meet the 1987 Life Safety Codes for existing health care facilities and does not meet the level of fire safety, at least equivalent to that prescribed by the Life Safety Code.

Facilities Maintenance Policy

Improve the hospital plant appearance and operations through effective, preventive maintenance, security, safety, and engineering programs; and through recruitment of highly trained and skilled personnel and a continuing education program for the maintenance staff

Strategies

- develop and implement a preventative maintenance program for facilities
- develop engineering standards for the Medical Center
- use the government's Capital Improvements Plan for 2002 - 2006 as a leverage for seeking additional infrastructure and facility improvements
- develop a facility maintenance training and upkeep program that includes continuing education and skills training for staff
- utilize outside expertise to assist with identifying funding opportunities to upgrade facilities and lobbyist in Washington, D.C. to press for greater funding

Responsibility
ASMCA

Participants
GOV
Fono
ASCC

Reference
ASMCA
Strategic Plan
2000 - 2005
ASMCA
2000

4.4.5.5 New Equipment and Maintenance

Issue

The majority of the diagnostic equipment at the Medical Center is rendering it difficult to diagnose diseases efficiently, and accurately. A lot of the diagnostic equipment is non-functioning due to age, a lack of parts and trained personnel to repair and maintain the equipment. In addition, the Medical Authority is unable to replace equipment as there is insufficient funding. This is a hazardous situation as the equipment that still operates may give an improper diagnosis, resulting in the wrong treatment and possibly mortality in some cases.

Equipment Purchase and Maintenance

develop the capability to properly diagnose diseases or diagnose effectively by increasing the financial capacity to purchase new equipment or spare parts, by recruiting highly trained personnel to operate the equipment, and by utilizing vendor guarantee and maintenance assurance programs

Strategies

- establish an equipment replacement and budgeting policy
- assess the long-term equipment requirements of the Medical Center
- formulate a five-year equipment purchasing plan
- lobby the Governor to present the five-year plan before the Fono for a multi-year allocation
- identify a vendor that offers a vendor maintenance guarantee program and work with the Department of Legal Affairs to settle the legal requirements between the vendor and the Medical Authority \
- cooperate with the American Samoa Community College to establish an equipment training program for electronics repair specialists

Responsibility
ASMCA

Participants
GOV
Fono
DLA
ASCC

Reference
ASMCA
Strategic Plan
2000 - 2005
ASMCA
2000

4.4.6 Department of Human Resources

Issue

The Department of Human Resources does not have a long-term departmental management plan, however, the Workforce Investment Act (WIA), under the auspices of the Department of Human Resources, authorized the formulation of American Samoa's Workforce Development Plan. The plan became effective in July 2000 and initiates a five-year program for the training and upgrading of skills for the Territory's workforce. The Workforce Development Commission, consisting of a broad range of members from various walks of life, will guide the implementation of the workforce plan through 2004. The plan will focus upon constructing an educational response to the needs of the Territory and will bring a number of American Samoa Government departments and programs into play. Thus the Department of Human Resources has recently made a start at qualifying a workforce for the future needs of the Territory's economy. However, the Department of Human Resources now faces two major problems, i.e., the acceptance of an Employee Reclassification scheme, and the building and retention of a skilled and efficient government workforce.

The ASG Reclassification Project, which was supported by a Department of the Interior award, is completed and awaiting the Governor and legislative approval for implementation. As of this date, there are no funds to pay for the reclassification of employees, and therefore, the project has been tabled until the next round of budgeting. The problem of building and retaining a qualified government workforce is dependent, in part, upon authorizing the reclassification. Government wages are already low compared to wages in Hawaii or the continental U.S.. If the wages continue to be kept low, the government may find that it is losing what capable people it has, and it will not be able to recruit qualified personnel. Furthermore, the problem of authorizing an increase in wages across the board, is made more difficult due to the government's inability to meet its current payroll at times, and because it generally receives less revenues than the annual operating budget requires. Under the circumstances, it will be difficult to fully implement the reclassification of employees and pay them more.

Human Resources Development Policy

Promote the fair and equitable employment of personnel predicated upon a rational reclassification scheme and merit system based upon recognized Department of Human Resources principles of appointment and promotion; and implement a strategic method to apply the scheme

Responsibility

Strategies

evaluate which employee positions within the government are most critical to the function of government and must be reclassified to avoid the loss of critical employee skills and for program and departmental effectiveness

analyze the benefits and costs and economic impact upon ASG expenditures of various reclassification and employee payment scenarios and develop a plan to implement the reclassification of all employees via a step-wise approach

lobby the Fono for supplemental funding based upon the plan cooperate and

DHR
 GOV
 Fono

Participants

DOT
 DPPB
 DOC

Reference

DHR

4.4.7 Department

of Human and Social Services

Overall Issue

American Samoa is in a unique period of transition when traditional means of handling social problems may not adequately fix conditions, or when families or traditional support structures are not available for support. Like other Pacific island cultures, the transition involves the complex effects of modernization that often challenge the basic tenets of Samoan culture. Challenges include: living in a social environment that also recognizes economic status rather than traditional family or social status, lack of child and youth supervision because both parents must work, and introduction of high risk behaviors, e.g., drug use. High risk behaviors among youth and adults are presently directly related to many of the social difficulties facing families and communities in the Territory of American Samoa.

One of the main goals of the Department of Human and Social Services is to improve family functioning, thereby improving the outcomes for children, individuals and families, especially those identified to be in crisis or at risk of crisis. Prevention activities could go a long way in heading off a crisis with a family before it actually occurs. However, an unfortunate reality is that many of the families or individuals do not voluntarily seek the preventative services offered. Furthermore, efforts to provide assistance are oftentimes met with resistance as many victims are reluctant to discuss family matters. Success in the delivery of social services is highly dependent upon individuals and personal behavior. They must modify harmful and unhealthy thinking and behavior that result in deterioration or disintegration of basic values, principles and negative social interaction. Social services and its role in providing support to residents of American Samoa are still evolving. Planning must take into account cultural factors and considerations before setting policies and implementing programs.

Loss or reduction of funding to the Department of Human and Social Services will impact the general health and welfare of the all individuals in the Territory especially those at risk. Unchecked situations that relate to child protection and child welfare will result in harmful situations for children and youth that may eventually lead to serious injury and /or death; increased family dysfunction that may be perpetuated by youth in his/her adult years which may affect crime rates, for example. In general, it is believed that at some point in the future, this will also impact issues in other areas, such as law enforcement, education, health and the economy. The Department of Human and Social Services must be prepared to meet the challenges, but it faces challenges of its own within the department. These must be remedied in order to provide adequate services to the public.

4.4.7.1 Community and Social Services Planning

Issue

There is no overall community services development and delivery plan. Community service delivery is spread over several departments and councils that provide a broad spectrum of services to infants children, women, families, the disabled and youth. These programs are not effectively coordinated or planned to provide maximum benefit for the Territory's residents. There is a need to strengthen networking to give clients better access to various services available, but there is also presently minimal collaboration and information-sharing between agencies and programs. In addition, there is a lack of vision for a broader, more comprehensive base of services. Changing Federal program mandates, 'turf' and funding issues are sometimes a cause of the problem.

Within a service delivery system such as that provided by the Department of Human and social Services to clients, the department does not cover all services that a client may need. Other services within a continuum of care are obtained from other service providers. Without forward planning to meet the needs of the Territory’s residents, and stronger coordination and collaboration among departments and programs, departments will continue to work independently in spite of common goals and objectives. The results will be gaps in service.

Social Services Planning and Coordination Policy

Develop the capacity to better plan and implement individual, family, community prevention and treatment strategies and programs; and strengthen the collaboration with other agencies and service providers, the private sector, non-profit organizations, communities and individuals to improve the quality of life for all people of American Samoa

Strategies

identify personnel within DHSS and the funding required to collaborate with other government agencies to implement community services planning, and budget for the planning program

cooperate with the Administrator of the Community Services Block Grant Program to begin the groundwork to establish a Territory-wide assessment of the Territory’s social service needs and a Territory-wide social services delivery plan

formulate a Community Services Development Plan in conjunction with the requirement for a Community Action Plan (US-DHSS, CFP) for the effective delivery of services to the Territory’s residents in cooperation and coordination with government departments, the private sector, non-profit organizations and communities and compatible with other required Federal plans

formulate a five-year program development plan for the Department of Human and Social Services that includes policies and strategies for the department’s workforce development and the delivery of services to clients of the department in coordination with the formulation of the overall community services plan

Responsibility

DHSS
 DPD
 GOV

Participants

DOC
 DPB
 DOH
 DPS
 DDC
 TAOA

Reference

TGP Issues Statement 2001
 DHHS

3.4.7.2 DHSS Workforce Development and Capacity Building

There has been a lack of consistent and professional training provided to staff of DHSS over the last several years, and, therefore, there is a need to improve the quality of services to the public through staff development. The department needs to increase its managerial and technological capacity. Changes in administrative policy and program focus, inconsistent levels of effort and Federal funding levels, and reassignment of responsibilities to various staff not informed about projects have weakened DHSS. These, the state of low classification of positions within the department and the lack of compensatory incentives for staff to develop professionally reduce the level of delivery of services.

In terms of programs with DHSS, the department requires better program planning. Programs require the conduct of trained staff to undertake community needs assessments and to report and plan properly, but DHSS has no trained staff to take the responsibility due to frequent reorganization or reassignment and a lack of leadership and staff consistency with needs assessments.

If present conditions continue, the result will be an unskilled workforce in human services. Lack of professional personnel and skills will result in marginal services to clients and will undermine program purpose and integrity. Programs will not be planned using accurate information and data. Inadequate programs for specific populations may result with gaps in service to those populations, which were not adequately assessed.

**Social Services
Workforce
Development Policy**

Improve service delivery systems for all Department of Human and Social Services programs and improve the quality of services offered through staff development, training and establishment of professional standards and criteria for services

Strategies

acquire professional assistance and utilize conventional 'strategic planning' which looks at the strengths and weaknesses of the organization to develop a social services workforce development plan for the department

cooperate with the Department of Human Resources to acquire professional assistance and a certified psychologist to assist with the training of staff

cooperate with the Department of Human Resources American Samoa Community College to develop a curriculum that addresses the workforce training needs of the department

implement a policy which recognizes compensatory leave for the purpose of upgrading the professional skills of staff

Responsibility
DHSS

Participants
DHR
ASCC

Reference
TGP Issues
Statement
2001
DHHS

4.4.8 Department of Parks and Recreation

4.4.8.1 Program Management and Capacity Building

Issue

Program management, effectiveness and efficiency are a problem within the Department of Parks and Recreation. Record keeping and management is of poor quality due to a lack of access to computer technology, a lack of statistical records of existing programs, ineffective control measures and adequately trained staff. In fact, staffing levels are simply too low to provide better services to the public. Deteriorates facilities, public vandalism, lack of upkeep of facilities, are all seen as the symptoms of a lack of adequate funding levels.

On-going projects are often incomplete due to management difficulties and the lack of funds. With regard to expansion into new recreational programs, the department doesn't have sufficient records and updated reports to justify expansion and additional funding. Ineffective performance budgeting and insufficient justification of performance for on-going projects result in no expansion of programs. The lack of financial creativity and awareness of outcomes from creativity lead to ineffective financial management, insufficient performance justification and ultimately a lack of budget appropriations and funds for departmental growth.

Management and Capacity Building Policy

Improve the performance and effectiveness of the Department of Parks and Recreation through capacity building programs that develop better management techniques, that strengthen the financial management capabilities of the organization, and that provide training for staff

Strategies

identify funding to acquire temporary expertise to lead a capacity building program

recruit management evaluation expertise to assess the management operations of the department and produce a plan to build up the capacity of the department to offer quality services

recruit expertise to set up computer databases and financial recording keeping systems for the department

budget for computers and the sales firm to provide training in the use of the computers, as well as training in office software programs

work with the Department of Human Resources and Budget Office to upgrade the skills and knowledge required to effectively budget for on-going and new programs

set up a staff training program to improve office management and an orientation program to improve the performance of non-office personnel

Responsibility DPR

Participants DPR ASCC DHR DPPB Consultants

Reference TGP Issues Statement 2001 DPR

4.4.8.2 Parks and Recreation Planning Policy

Issue

An updated Comprehensive Outdoor Parks and Recreation Five Year Plan is due. Before the update can be done outdated regulations that do not apply to the current situation need to be revised and conflicting authority on program jurisdiction need to be settled. However, to date, there has been insufficient research on regulations and issues pertaining to the plan update and revision.

With the update of the Comprehensive Outdoor Parks and Recreation Five Year Plan, new programs also need to be included in the plan. However, there is presently a lack of a consolidated recreational sports program and scattered recreational programs with overlapping authority. This situation needs to be resolved either before the plan is formulated or as a plan strategy. There is also no overall plan for the Tafuna sports complex which includes the stadium area, adjacent vacant land and the ballfields. There is also no official governing body to oversee the formulation of the sport complex plan, no authoritative body to manage the plan and no legislative authorization to provide authority for the plan.

Parks and Recreation Planning Policy

Facilitate the planning of the Department of Parks and Recreation through provision of sound advice, research and investigation, and cooperation and coordination with other government agencies, commissions and sports organizations

Strategies

secure Department of Legal Affairs cooperation to investigate the legal authority and legislation, rules and regulations associated with the responsibilities and mandate over various recreation programs of the Territory

consolidate recreation programs to efficiently manage the programs

establish a planning process to update the Parks and Recreation Five Year Plan that satisfies the Federal grantor, the Parks and Recreation Commission and the Territorial Planning Commission

secure a consultant to undertake the recreational planning of the Territory

incorporate the planning of the Tafuna sports complex in the Parks and Recreation Five Year Plan and identify supplementary funding to introduce additional sports infrastructure into the area

incorporate the requirements of the Parks and Recreation Five Year Plan in the Capital Improvements Plan for 2007 - 2111

work with the Territorial Planning Commission and the Department of Planning and Development to formulate a plan compatible with the economic, social and environmental policies of the Territory

Responsibility

DPR
 DLA
 GOV

Participant

P&RC
 NOC
 CIPC
 DMWR
 SFA

Reference

TGP Issues
 Statement
 2001
 DPR

4.4.9 Office of Protection and Advocacy for the Disabled (OPAD)

Overall Issue

Providing services to the disabled has been hindered because: The Americans with Disabilities Act of 1990 has not yet been adopted for the Territory; there is a lack of qualified personnel in American Samoa to work with those with disabilities; and, there is lack of adequate facilities and equipment to assist those with disabilities. In addition, financial resources to meet the needs of the disabled individuals of the Territory are very limited. The disabled programs in American Samoa, of which there are four under the umbrella of the Office of Protection and Advocacy for the Disabled, all rely upon Federal funding for existence.

Accessibility to public facilities and accessibility to qualified services is of major concern. Qualified professional and technical staff, either at the Medical Center or attached to OPAD, that are needed to assess individuals for disabilities, for prosthetic measurement and devices, or simply to certify disabilities for wheel purchases, are not employed, nor are there enough qualified service providers. Finally, dealing with mentally impaired individuals has been a serious issue from the standpoint of traditional attitudes of denial, and a perception of how to handle the mentally impaired, and where to house them. In this regard, OPAD reports an increasing number of mentally handicapped or mentally impaired individuals are not receiving adequate care.

4.4.9.1 Special Education

Issue

The U.S. Congress passed the Individuals with Disabilities Education Act (IDEA) in 1995 so that children with disabilities would not be excluded from school and educational opportunities. However, too many students with disabilities in American Samoa continue to fail courses, drop out of school or are 'passed along' through the educational system without truly being given the skills they need to find employment or to achieve a degree of independence.

Special Education for Children with Disabilities Policy

Create the conditions for cooperation and coordination towards the delivery of special education services to children and people with disabilities; and develop a plan and program to deliver the special education services on a regular basis

Strategies

participate in development of a Special Education Instruction and Services Plan

require quarterly meetings between the Director of DOE and OPAD's Special Education Coordinator to review educational services to children with disabilities

require monitoring of educational sites for quality of special education instruction and review parents opinions on the quality of educational instruction

Responsibility

OPAD
 GOV

Participants

Fono
 DHSS
 DHR
 DOH
 TAOA

Reference

OPAD

4.4.9.2 Accessibility

Issue

The Americans with Disabilities Act passes in 1990 guarantees accessibility to public facilities. Further, under Title II of the Act, discrimination is prohibited and government and private businesses that provide services to the public must make physical, structural accommodations for people with disabilities. Although it has been more than ten years since the passage of the Act, American Samoa lags behind the United States in ensuring that buildings area accessible for individuals with disabilities. Schools, government agencies, restaurants, hotels and other public facilities with the Territory must comply with the Federal mandate.

Accessibility for People with Disabilities Policy

Adopt the Americans with Disabilities Act (1990) into law in American Samoa and implement the legislation through public awareness, orientation and coordination with government agencies and private businesses

Strategies

work with the Governor's Office and the American Samoa Legislature to adopt the Americans with Disabilities Act that guarantees accessibility to facilities for people with disabilities

request that OPAD be appointed a seat on the Technical Advisors Committee to the Territorial Planning Commission to ensure that the Act is implemented

work with the Department of Public Works to implement accessibility for disabled individuals to all new public facilities and for the retrofit of existing facilities

monitor the handicapped parking laws and amendments

provide orientation programs for Department of Public safety officials to encourage enforcement of accessibility laws

Responsibility

OPAD
GOV
Fono

Participants

DOC
DPW
DPS

Reference

TGP Issues
Statement
2001
OPAD

4.4.9.3 Access to Qualified Service Providers

Issue

Individuals with disabilities are hindered in their ability to live independently and have choices because qualified service providers are not available in the Territory. Health specialists such as audiologists, physical therapists, occupational therapists, psychologists, psychiatrists, physicians and specialists in the field of autism, blind and deafness are unavailable on-island. Even teachers that are certified in Special Education are in short supply, with the end result that individuals with disabilities are not receiving necessary services.

Accessibility to Qualified Service Providers Policy

Promote the acquisition of qualified service personnel to provide health care and services to individuals with disabilities through an aggressive campaign to raise financial support and acquire qualified personnel

Strategies

ensure that only qualified medical and healthcare professionals are permitted to practice in American Samoa through careful review of licensure requirements of the American Samoa Health Services Regulatory Board

monitor the number of health professionals and support services personnel that provide services to individuals with disabilities

actively recruit for medical and health care providers and other support services para-professionals through LBJ Medical Center and the Department of Education

Responsibility
OPAD

Participants
ASMCA
DOE
Fono

Reference
TGP Issues Statement 2001
OPAD

4.4.9.4 Employment Training for Individuals with Disabilities

Issue

The Americans with Disabilities Act promised equality of opportunity, full inclusion and economic self-sufficiency. People with disabilities face multiple barriers when attempting to find employment or employment training. The unemployment rate of individuals with disabilities in American Samoa is estimated between seventy-six to eighty-five percent. Two providers of training, the Goodwill Inc, and the Vocational Rehabilitation Division of DHHS, have been unable to meet the needs of employment training.

Employment Training for the Disabled

Foster the development of employment training for individuals with disabilities and ensure that they are gainfully employed by creating a system to monitor training results and employment of individuals with disabilities

Strategies

develop a long-term plan for creating employment opportunities for individuals with disabilities as an element of the Territory's economic development initiative

develop a data collection system for monitoring the employment and training of individuals with disabilities and tie it to the Workforce Incentive Plan by DHR

liaise with employment agencies and other agencies to ensure employment

Responsibility
OPAD

Participants
DOC
ASCC
DHSS
DHR

Reference
OPAD
4.4.10 Territo

rial Administration on Aging

4.4.10.1 Senior Citizen Center

Issue

As American Samoa's elderly population increases and ages with the provision of better health care, the Territorial Administration on Aging is seeing conditions of elderly care that would have been unthinkable in the past. Elderly abuse, while not common place, appears to be on the increase with TAOA seeing about ten cases per month, on the average. Some cases are repeat offenses or cases of family mistreatment of the elderly. TAOA sees instances of family members taking an elder's money, feeding the elderly meagerly or improperly, leaving the elderly to fend for themselves, and in some cases, abandonment by family and physical abuse.

TAOA is limited in the quality of service it can render to the elderly. Although TAOA coordinates with other agencies, TAOA does not have enough resources to provide quality service to the elderly. TAOA's emergency shelter is now located in its administration building, and it is wholly unsatisfactory for caring for the elderly that have no where to turn but to TAOA. The program needs a fully operating senior center with medical services and multiple services to care for them properly and to provide them with recreational activities. For over a decade TAOA had nurses that could oversee the health care of the elderly. This function is now shared with the Department of Health, but it does not satisfactorily answer the needs and personal health care for individuals that are not mobile. TAOA does not have vehicles to move elderly efficiently.

Senior Citizen Center Development Policy

Promote the development and construction of a fully-functional senior center facility that will serve the elderly in times of emergency, provide a site for elderly health care, and a place for the elderly to spend their leisure time

Strategies

consult with the Community Development Block Grant Program of the Department of Commerce to apply for funding to plan, design and ultimately construct a senior center

consult with the Department of Health and Department of Human and Social Services to identify applicable Federal funding that can be used in tandem with other Federal funds to apply towards the construction of a senior center

design the senior center with Community Development Block Grant funds and apply for additional Federal funding, leveraging the Federal programs in common, to secure enough funding to construct the facility

Responsibility
TAOA

Participants
DOC
DOH
DHSS
DPD

Reference
TGP Issues Statement
2001
TAOA

4.4.10.2 Senior Citizens Programs

Issue

Many of the elderly have never worked and do not have financial resources, rendering them somewhat helpless and reliant upon their families to provide food and care. Although TAOA has been working with the American Samoa Community College and the Office of Tourism to get the elderly involved in economic activities and to give them something to do with their time, not enough emphasis has been placed upon means for them to become less reliant upon family.

Senior Citizen Development Policy

Foster the expansion of programs for the senior citizens, including health care and emergency care; and promote the development of leisure time and economic development programs for American Samoa’s senior citizens in order for them to play a more active role in the community

Strategies

seek additional funding to provide nursing care and emergency care associated with the development of the new senior citizen center

budget to employ additional staff for a senior citizen center recreational program and conduct daily and monthly leisure and recreational programs

undertake a survey of senior citizens to identify senior citizens that are interesting in working and record the skills they possess

establish a temporary work service for senior citizens in combination with the satellite employment information system established by the Workforce Development Plan to keep senior citizens active

recognize the influence and skills senior citizens have and use their skills to teach youth in schools and continuing education about the culture and cultural activities

utilize senior citizens to assist with the development of tourism in communities and as part of an ecotourism development scheme for the Territory

Responsibility
TAOA

Participants
ASCC
DOC
DHSS
DOH
DOE

Reference
TGP Issues Statement 2001
TAOA

4.4.11 Department of Public Safety

4.4.11.1 Planning and Management

Issue

The Department of Public Safety is slipping behind in its capability to provide protective services and to cope with the problem of increasing crime. It is the case of an under-budgeted agency spread too thin to adequately deliver police protective services, to maintain a correctional system and to provide fire protection. The causes are insufficient funding and a lack of long-term planning. The lack of long-term planning has disadvantaged the department and made the department progressively less able to get its message across to the American Samoa's Legislature that it needs additional resources to cope with criminal activities, shortages in equipment and facilities, and to develop the department's human capital.

Population growth and sprawling development are spreading the limited resources of the department too thin. The shortage of human resources, equipment, i.e., police vehicles, fire trucks and communication gear, due to insufficient budgeting, result in an under-served population. The fire service is especially short-changed, as it seems almost powerless to prevent major fires because of a lack of fire trucks and regional fire houses. While the prison has had some recent improvements, much of the facility is delapidated and below U.S. standards for housing prisoners. If there is no remedy shortly, the growing population will be insufficiently served by a police and fire service unable to reach them in a timely manner; the police will be unable to deal with rising crime, traffic and enforcement issues; and personnel will be undereducated for jobs that will demand more skills and expertise to serve the community more effectively and efficiently.

Planning and Management Policy

Create the capacity within the Department of Public Safety to develop a long-term planning program; and develop a long-term plan and annual plans that stress education and training of employees, finds budgeting solutions for departmental needs, and identifies programs to curb criminal activities

Responsibility

DPS

Strategies

develop a long-term planning process and program with the assistance of the Planning Division of the Department of Commerce and create long-term and annual operation plans for the police, fire and corrections divisions that underscore the department's short- and long-term demands and programs

develop an education and training plan and program for improvement of knowledge and skills of personnel within the police, fire and correctional divisions

improve the data and statistical functions of the department to provide up-to-date information on activities of the department and the state-of-crime

cooperate with other agencies in the training of police and enforcement officers in the prevention of and registration of violations and crimes

create a public awareness program to alert the Governor, the Legislature and

Participants

DOC
 DLG
 DLA
 Fono

Reference

TGP Issues Statement 2001
 DPS

**4.4.11.2 J u
 v e
 n i l**

e Crime

Issue

Although American Samoa is a pleasant place to live and the public has little to fear with respect to personal safety, minor criminal activities are on the increase. Juvenile crime is increasing, but there appears to be a lack of cooperation and coordination to identify the reasons behind it and an unwillingness to deal with the problem head on. Parents either are not paying attention to their children's activities or they are unable or unwilling to control their children. Secondly, youth are becoming more aggressive and showing a lack of accountability by threatening parents and teachers. This situation threatens to worsen without remedies, as more problems will be created than presently exist.

Juvenile Crime Policy

Strengthen the dialogue and foster the development of cooperation and coordination among agencies and organizations involved with youth to define policies, plans and strategies that would contribute to reduction of juvenile crime and public disturbances by youth

Strategies

strengthen the dialogue about juvenile activities that lead to crime by utilizing existing organizations that serve the youth to communicate the problem among families and villages

utilize the Department of Human and Social Services to set up a working panel to discuss the issues and identify the causes and remedies for juvenile crime

set up a Task Force within the Department of Public Safety to create a plan with strategies to police the causes of juvenile crime

work with the Department of Human Services, the churches, and village leaders to identify youth at risk and repeat juvenile offenders

support the creation of activities by the Department of Women and Youth Affairs to keep youth out of trouble and support recreation programs for youth to give them an option over criminal activities

provide additional training for officers in the Police Division and in the Corrections Division that regularly work with youth or deal with crimes committed by youth

Responsibility
DPS

Participants
DYWA
DHHS
Churches
DLG
DHR

Reference
TGP Issues
Statement
2001
DPS

Chapter Four: Social Development and Social Services Delivery

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