

PART II

Territorial General Plan

Policies and Strategies for Sustainable Development

American Samoa Government
Department of Commerce
December 2002
(revised February 2004)

FOREWORD

Purpose of Part II

This Territorial General Plan is an Indicative Policy Agenda for the economic and social development of the Territory of American Samoa. The purpose of the plan is to promote a better quality of life for the Territory's residents, protect the natural environment and preserve the Territory's resources for the sustainable development of the islands.

Part II of the Territorial General Plan sets out the development policies and strategies for the principal development issues that the American Samoa Government will face over the next several years. The issues were identified and summarized in Part I of this Territorial General Plan. They are presented in greater detail for each agency in Part II.

Part II of this Territorial General Plan serves several important aims:

- to create a 'Vision' for the future, and to identify a strategic path of development to attain the vision;
- to create and implement a permanent system of cooperation, coordination and planning among government and non-governmental organizations to meet the performance agenda of this plan;
- to set out policies and strategies for government agencies to follow during the period of this plan;
- to make known the policies and plans of the government administration; and
- to demonstrate to Federal oversight agencies and funding sources that the government has put-in-place a means to direct its progress and gauge its performance.

Scope of Part II

The scope of Part II is inclusive of a broad range of concerns within the components of this plan that were identified in Part I. They are:

- commerce and economic development;
- environmental protection and resource management;
- social development and the delivery of social services; and
- capital improvements and infrastructure.

These four areas of concern are addressed in Chapters Two through Five of Part II. Policies and strategies are developed to match the concerns, issues and forecasts. They were provided via American Samoa's agency representatives, and stated in Chapters Three and Four of Part I. Chapter Five is a summary of the expected expenditures for infrastructure development that appear in the *Territory of American Samoa, Capital Improvements Program Plan 2002 -2006*.

The policies and strategies recommended in Chapter I of Part II represent agency-wide recommendations for handling common development issues that cut across departmental and agency interests. These areas of concern have been determined to be of the highest priority for mitigation or resolution by the agency representatives to the planning process.

Part II of this plan is focused upon solving 'priority' agency issues and problems. It is not, and cannot be, comprehensive of all issues within the scope of an agency's mandate and all the concerns and plans of agencies. Rather, it deals with the priority issues that agency representatives assert 'must' be addressed before all others. In order to learn about the full program and development plans of an agency, the reader must contact the agency and request a copy of the agency's plan, if a plan exists. Part II will reference the agency plan or the source from which for the policy and strategies originated.

The Territorial General Plan recommends the development of future plans that would be comprehensive in scope and endorses plans already in existence that manage the functions and development activities of agencies. The Port Master Plan of 1999, which addresses management functions and proposes capital improvement projects for the Department of Port Administration, is an example of an existing plan. Part II of the Territorial General Plan provides the overall policy agenda and serves as the umbrella under which future government development, functional or action plans will be formulated.

Chapter One

Integrated Policies for the Principal Development Issues

1.1 Introduction

1.1.1 Focus and Purpose of this Chapter

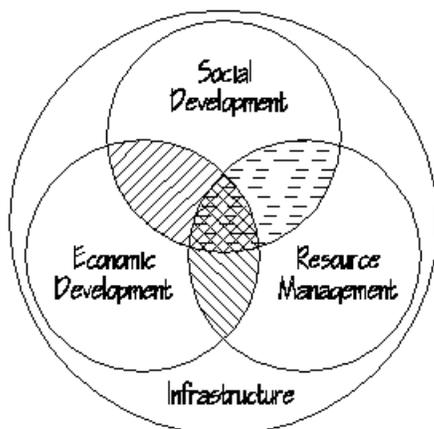
This chapter focuses upon the means to identify and implement a vision for the Territory, and the policies and strategies to address the principal issues identified in Part I, Chapter Three, of the Territorial General Plan.

The policies and strategies address issues that were determined to be acute, priority concerns. The issues are generally Territory-wide, cut across agency responsibilities and interface to heighten the Territory's development dilemma. The policies are a multi-agency response to resolve the issues.

Section 1.1.2, Summary of Principal Policies, at the bottom of this page, is provided as an introduction to what the focus and content of this chapter and plan will be. Section 1.2, a Brief Review of the Common Issues, will set the stage for understanding Section 1.3, Policies and Strategies for Common Agency Issues.

The following illustration graphically presents how the policies for the four main elements of this plan interface and are treated in this document.

Issues that are common to agencies, and would overlap within the circles, are addressed in this



chapter. Issues that are discrete to agencies and fall outside the hatched areas would not require a multi-agency response and are set forth in Chapters Two, Three and Four of this document that cover economic development, social development and resource management.

By integrating the planning and strategic responses of government agencies, this plan aspires to achieve the following aims:

- development of a lasting, high level of cooperation and coordination among government agencies;
- long-term integration of planning and actions for common purposes leading to strategic decision making;
- maximum utilization of human and funding resources for the highest benefit to the Territory's residents; and
- strengthened capacity of the government to manage its resources, improve its performance and render its services efficiently and effectively.

1.1.2 Summary of Principal Policies

1.1.2.1 Overall Policy for Sustainable Territorial Development

Focus upon the capacity of the American Samoa Government to create a better quality of life for the Territory's residents through development strategies that sustain the growth of the economy and its social development while preserving and protecting the Territory's natural environment and resources

1.1.2.2 Principal Policies of Common Concern

- **Planning and a Vision**.....create the capacity within the American Samoa Government to develop a vision for the future and to carry out the policies and strategies to achieve the vision
- **Population Growth**.....slow the rate of population growth to avoid exceeding the carrying capacity of the Territory's ecosystems; the government's ability to effectively provide infrastructure and services; and the economy's capability to contribute to a better quality of life for the Territory's residents
- **Education and Human Capital**.....provide the training and skills necessary to create socially and professionally competent and responsible citizens, that improve the economic welfare of the Territory, and provide for stability of their families and communities and preserve the natural environment
- **Government Management**.....create the capacity within the American Samoa Government to manage its programs efficiently, to deliver its services effectively, and to reliably control its finances
- **Local Economic Development**.....create the conditions for lasting economic development in balance with natural resource management, environmental sustainability and cultural preservation
- **Environmental Protection and Resource Management**.....enforce the Territory's laws governing conservation, preservation and protection of the Territory's natural resources to maintain the well-being of the environment, the health of the Territory's population, and a sustainable economy

1.2 A Brief Review of the Principal Issues

1.2.1 Principal Issues

The principal policies stated above derive from panel discussions during the planning process that identified the six areas of concern listed below as the most acute issues that commonly affect the Territory's economic and social development, and the state of the natural environment.

- Lack of or limited overall planning and Vision;
- Limited government agency performance and ineffective fiscal management;
- Insufficient development of human capital, skills and educational attainment;
- high population growth, domestic migration with excessive immigration and out-migration;
- Impaired local economic growth, narrow opportunities and financial dependency; and

- Ineffective enforcement of natural resource preservation and protection laws leading to stress upon the Territory's environment and the carrying capacity of its ecosystems.

1.2.2 Review of Principal Issues

The lack of an apparent vision for the future was of concern to many participants in the planning process and it was deemed to result from a lack of overall, government-wide coordination and planning. Although program planning exists in some government agencies and authorities at differing levels, integrated planning across government agencies had not been formally accepted or established.

Annual operations plans for agencies that made them were not tied to an overall vision, purpose or long-term, governmental management plan. American Samoa Government agencies rely heavily upon Federal programs for their existence, but Federally mandated plans, formulated for the purpose of receiving assistance, may have had little

connection to American Samoa's preferred strategic operations path.

Results oriented management and performance management are now required by the Federal government as a consequence of the Government Procedures and Reporting Act (GPR) of 1993. The American Samoa Government is expected to fulfill its requirements if accepting Federal programs and assistance. However, most American Samoa Government agencies do not plan, implement and manage their programs on a performance measure and outcome basis .

Lack of communication, both vertically and horizontally throughout the government hierarchy, has also hindered the government's ability to focus upon important issues and plan effectively.

The lack of a vision, planning and management direction is said to have lead to a condition of poor motivation among government employees and inadequate performance. Some of the problems result from an inadequately oriented high-level leadership that lacks the perspective to improve matters and from an under-skilled and ill-prepared workforce. Some of the performance problems are simply related to poor attitudes and work ethics.

The insufficient development of the Territory's human capital, and the lack of skills and low level of educational attainment are important factors that have contributed to government's problems and those of the private sector. Communication and coordination among government agencies regarding this matter is inadequate and programs like the American Samoa Workforce Development Plan, which targets workforce training, have not been aggressively and effectively implemented.

Assessments of the Territory's educational and human capital requirements relative to the needs of American Samoa's future workforce and economy are lacking. There have not been aggressive initiatives by the government to provide a blueprint for an educational curriculum that will identify skills required for the future. The Territory's educational leadership is concerned with the future nature of its curriculum, and the

type of skills and training it must impart to the youth of Territory to prepare them for a future that may not include living and working in American Samoa.

A sufficiently educated, trained and equipped workforce is a critical factor in the perpetual robust development of the Territory. Historically, however, the economy has been caught up in a cycle of underdevelopment. That is, the economy has not been able to expand to the extent that it can absorb youth finishing school and job seekers.

The powerful economic presence of the canneries plays a significant role in maintaining the private commercial sector, but the nature of job opportunities at the canneries has resulted in American Samoans shunning employment with the canneries. Consequently, most cannery workers are aliens from the Independent State of Samoa who immigrate to America Samoa.

The government, because of its inability to meet expenses and expand its services, cannot absorb more employees. Thus, students finishing school have few options but to seek jobs in a private sector that expands slowly, to remain unemployed or to leave the Territory in search of better opportunities elsewhere.

While people leave the Territory for a better life elsewhere, e.g., in Hawaii, the Mainland or with the U.S. military, the government continues to permit immigrants to enter American Samoa to fill job vacancies. The immigrants have historically been of the twenty through forty year age group and they have been instrumental in increasing the population of the Territory, to the extent that they and their children comprise more than sixty percent of the population. Immigrants now compete with American Samoans for jobs, where many of the technical jobs are now taken by professional, highly skilled aliens.

Population growth has been identified as the most important issue for the Territory to deal with for the future. The increase in residents on Tutuila is placing great stress upon the social development infrastructure, the service delivery network, and the capacity of the land and environment to accommodate population growth.

Immigration policies, while they were formulated with a restrictive intent during the 1980s, have not effectively guided and adequately limited the entrance of immigrants to the Territory.

While the population increases, the amount of funding available for creating new infrastructure to support the growing population decreases in constant dollars. Funding is not expected to rise significantly to meet future needs. This will put an even greater burden upon the infrastructure and services that are now under duress from pressures to serve more people for which the services were intended. The schools are overcrowded and the hospital and health care system cannot provide exemplary service on a per capital basis. The financial funds are simply not available.

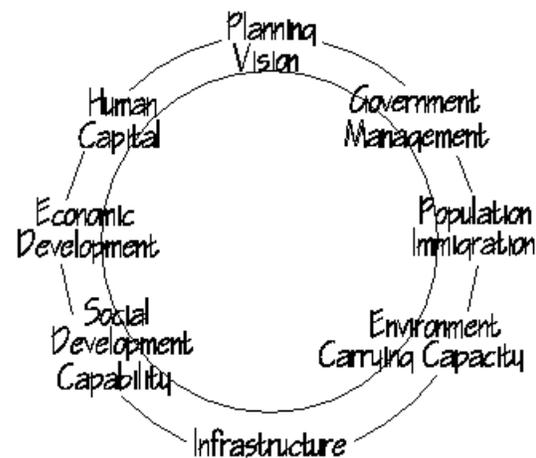
Population growth also promises to stress the carrying capacity of the human and natural environment. Several areas of concern are at the nexus of development capability. They are the potable water supply, land availability and the transportation grid. Land availability and utilization, relative to controls enforced by traditional Samoan culture and faa'Samoa, overshadow most other issues.

Furthermore, traditional Samoan culture and faa'Samoa, are in conflict with modern methods of land use controls. This conflict has often made it difficult for American Samoa's government agencies to enforce environmental protection and preservation laws and regulations to the extent that the environment, ecosystems and wildlife habitats are being threatened and degraded.

The availability of land, population growth and the need to preserve the Territory's natural resources, e.g., marine life and the fish stock, create a dilemma for the creation of suitable development policies and strategies. Economic development, human settlement and maintenance of a sustainable environment are in competition with one another. The burden is upon to the government to find an equitable and sustainable balance between the demands of the society, the natural environment and the

requirements of the economy. While the competition for land continues between the need for social development infrastructure, the demands of the economy, population growth, human settlement, and the environment, the Territory is caught in a vicious cycle of under-development.

Without planning and a vision to point the way forward, government does not effectively manage its human and financial resources, or provide the needed and appropriate infrastructure for support of the population's basic needs. The educational system does not gear its human capital up for the future. Without an adequately trained workforce, services are not rendered or effectively delivered, in or out of government, and without an adequately informed population, the



environment suffers from abuse and the natural resources of the Territory are squandered.

The role of the Territorial General Plan and planning process is to bring these issues into focus, to identify how the government can deal with them in common, or on their own, with rational methods that can be implemented, and managed along a strategic path that will produce positive outcomes.

1.3 Policies and Strategies

Figure 1.1, Overview of Immediate Response Strategies to the Principal Common Issues,

illustrates the focus of the agenda the American Samola Government will follow to create a vision for the future and resolve the principal, common development issues of the Territory.

1.3.1 Establishing Territorial Planning and a Vision

1.3.1.1 Updating Statutes and Expanding the Role of the Territorial Planning Commission (TPC)

The laws and regulations that provide the mandate to plan for the Territory are established with the Planning and Economic Development Statute (A.S.C.A. 10.0101 *et seq.*) This statute will be revised and updated to give the Territorial Planning Commission more latitude in oversight of planning and control over programming, whereby the Territorial Planning Commission will be established as a high-level commission to review and adopt plans, and to review applications for development with permitting authority.

1.3.1.2 Restructuring the Territorial Planning Commission and Existing Boards

Some of the problems associated with the efficiency of the present licensing and permitting process result from the activities and functions of commissions and boards that have overlapping or conflicting responsibilities. While the planning laws are evaluated for their effectiveness, the structure and relationship of commissions and boards will be assessed for their appropriateness and functional efficiency. The statutes which govern their authority, purpose and functions will be revised accordingly.

1.3.1.3 Establishing Planning Councils and Advisory Panels

The Territorial Planning Commission will be served by subordinate advisory councils, established to serve the oversight requirements of local and Federal government agencies, as well as for specific areas of local concern.

There will be established an Economic Advisory Council to guide the formulation of

economic policy and recommend plans before the Territorial Planning Commission. Likewise, a new Territorial Health Policy and Planning Council is recommended to be established. The councils will present their plans before the Territorial Planning Commission for review and authorization.

The Department of Commerce will provide operational support for the TPC and a 'Technical Advisory Panel' consisting of government agency representatives that will assist the TPC with overall review of plans and provide advice.

The councils are to be aided in their policy development responsibilities by 'inter-agency' advisory panels established for the areas of economic and social policy development and resource management. The inter-agency panels will be responsible for aiding the councils in formulation of plans and for creating plans for council submission to the TPC.

Figure 1.2, Territorial Planning Commission Organizational Framework for Planning, illustrates the structural composition of the new planning framework.

1.3.1.4 Implementing Overall Strategic and Integrated Planning

1.3.1.4.1 Mobilization for Planning

From a historical perspective, overall Territorial planning and the reliance upon comprehensive plans for overall government program direction has not gained a foothold in government. Planning may have been misunderstood or could have been held in low esteem. People have even been heard to remark that a plan would be destined for an obscure shelf before being finalized.

Some of the criticism may have been well earned as some plans were poorly conceived, lacking in perspective and incapable of being implemented. There has certainly been a

Figure 1.1 Overview of Immediate Response Strategies to the Principal Common Issues

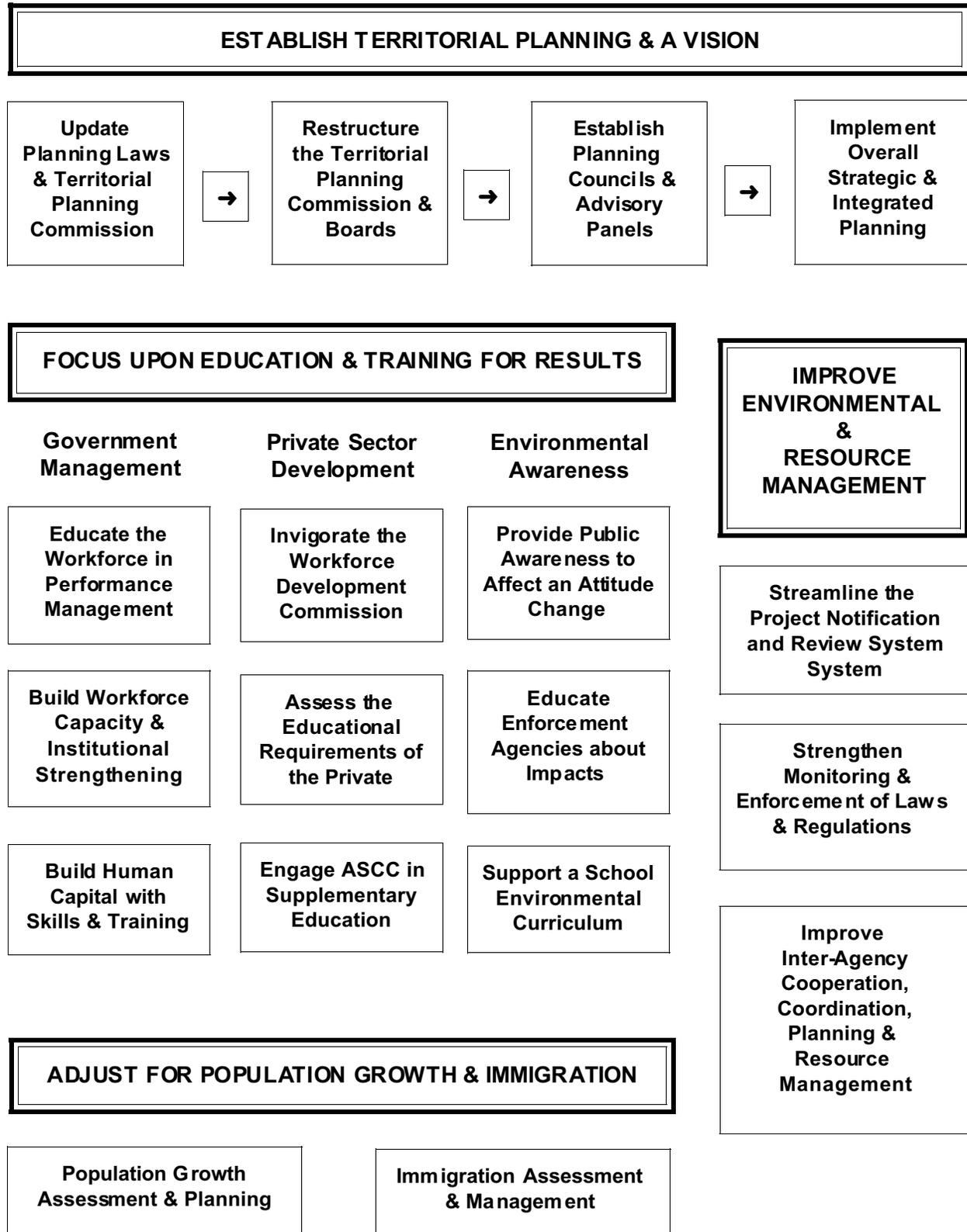
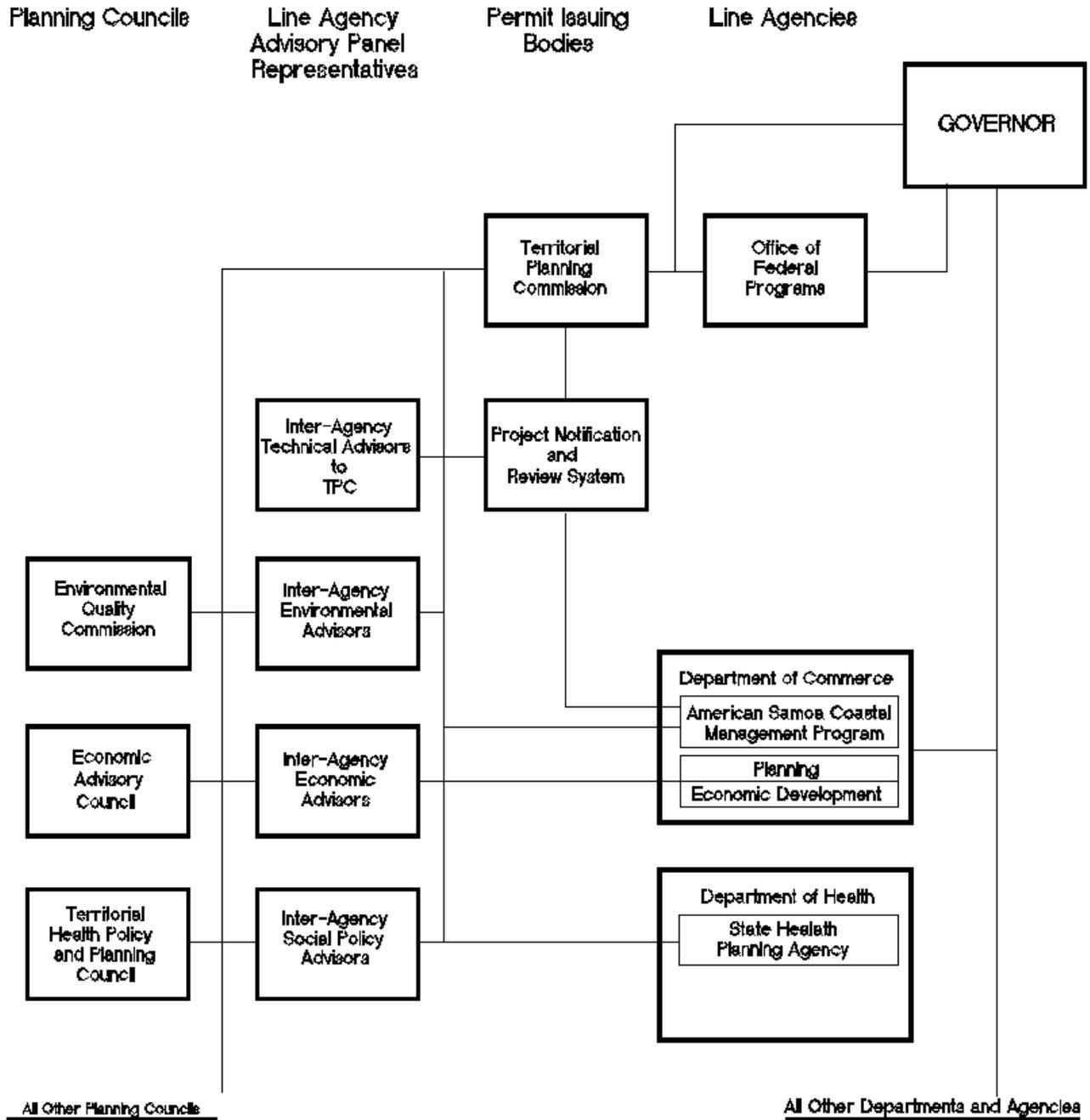


Figure 1.2 Territorial Planning Commission and Organizational Framework for Planning



shortage of resources and skilled planning personnel to understand the Territory's development problems, to have predicted them or to have dealt with them on a Territory-wide basis. This situation had been accompanied by a lack of public awareness of how much planning could accomplish, or by leadership that simply avoided dealing with the Territory's problems from a planning perspective. Finally, pressure to solve the Territory's problems earlier were not grave enough to resort to or invest in planning. What planning was done, in general, was done in response to Federal requirements.

It will be necessary to develop support for a comprehensive, Territory-wide planning program through agency cooperation and participation in mobilization for planning. It will also be necessary to affect an attitude change at the highest levels of government by demonstrating how on-going planning programs have bettered communities and services. At the outset, this can be accomplished by narrowing the scope of an initial planning process in order for leadership and agencies to grasp an understanding of its purpose, principles and function.

Therefore, the government's policy will be to:

Promote planning as a reasonable and effective means to secure a better quality of life for the residents of the Territory, to develop the Territory's economy and preserve its natural resources by demonstrating how planning can strategically guide the development of the Territory into the 21st Century.

1.3.1.4.2 Creating Public Participation in Planning

A Territory-wide public information and public participation process will be established in order for the residents of American Samoa, the traditional leadership, and the private sector to provide input into the formulation of the plans and to have the opportunity to comment upon planning initiatives.

1.3.1.4.3 Enabling Planning to Proceed

The re-authorization and reestablishment of the Territorial Planning Commission by statute

with the authority to oversee the formulation of a comprehensive, Territory-wide planning and development program, and to guide and authorize development activities in the Territory to assure compatibility with Territory-wide plans, will enable the Department of Commerce to communicate and coordinate with government agencies to develop strategic, Territory-wide policies, goals and objectives for the Territory's future, and to formulate plans for the comprehensive community, economic and social development of the Territory, as well as plans to preserve and protect the land and natural environment.

In addition, the re-written statutes will enable the Territorial Planning Commission to oversee, and for the Department of Commerce to manage, an annual planning process that will formulate short- and long-term plans, and annual government agency operation plans, that will assure performance of operations and meet stated missions of the government.

1.3.1.4.4 Formulating Plans in a Performance Management Mode with Strategic Planning

The American Samoa Government will carry out its planning commensurate with the requirements of the Federal Government Performance and Results Act of 1993. Program planning will be based upon the performance management concept which includes strategic planning as a framework for setting goals and objectives and defining outcomes.

Setting up the planning and performance management process will require the cooperation of the Department of Commerce, the Department of Human Resources, the Treasury Department, the Territorial Office of Fiscal Reform, the Department of Program Planning and Budget and the Office of the Governor.

1.3.1.4.5 Including the Office of Federal Programs in Overall Planning

The Office of Federal Programs will be expanded to share in the role of consistency review of plans and programs formulated during the planning process according to the Governor's

General Memoranda No.75-1997 and No. 025-2001. Headed by the Federal Grants Coordinator and Single Point of Contact to the U.S. Federal Executive Branch, the Office of Federal Programs will review local government applications to the Federal government for funding and determine if a proposed project is in accord with Territorial plans, policies, programs and objectives. The OFP will do the review for consistency according to procedures established by the *Federal Grant Review Process, Territorial Clearinghouse Handbook* of September 2001.

The Territorial Planning Commission and the Office of Federal Programs will also be the final gateway for the Governor's signature regarding adoption and implementation of plans and programs.

1.3.1.4.6 Recognizing Existing Plans and Territorial Oversight

Existing plans that are formulated by government agencies to meet Federal requirements or to fulfill other purposes have not been reviewed for consistency with other Federal or local agency programs. There presently is no overall review board to see that plans conform to a purpose, are compatible with other agencies plans, or exist under a Territory-wide umbrella planning effort.

Therefore, the government's policy will be:

Existing plans and proposed plans should be brought under the oversight of the Territorial Planning Commission in order to assure that plans are compatible with a Territorial vision and to maximize the use of Territorial resources.

A list of existing agency plans is provided in Appendix A-1 at the conclusion of this document.

1.3.1.4.7 Formulating and Implementing New Territorial Comprehensive and Functional Plans

The Territory of American Samoa has not witnessed a comprehensive development planning effort since the late 1970's. The capability to develop strategic goals, policies or

plans to deal with the future growth of the economy, for the educational system to meet the human resource needs of the Territory's employment systems, or for the government to provide a development vision for the future appears to have been lost for reason of mind or lack of resources. In addition, there has been insufficient communication, cooperation and coordination with the private sector towards the development of the Territory's economy and an absence of common efforts to foster development.

Therefore, there will be a renewed effort to formulate and implement Territory-wide comprehensive development plans and functional plans that integrate and balance economic, social and environmental initiatives for the sustainable development of the Territory.

Refer to Appendix A - 2, Proposed New and Required Agency and Comprehensive Plans, for an indication of the up-and-coming work of the Territory's agencies.

1.3.2 Focusing upon Education and Training for Results

Education is essential to the Territory's welfare and the Department of Education and the American Samoa Community College will be playing a key role in addressing the Territory's development issues and need for appropriate training of the Territory's workforce. The Department of Human Resources will be the agency to provide the overall direction and oversight.

1.3.2.1 Improving Government Management

1.3.2.1.1 Educating the Workforce in Performance Management and Program Planning

The American Samoa Government has been slow to move toward a structured system of managing its operations on the basis of annual Territory-wide planning, meeting objectives through performance measures, or performance budgeting. Although performance budgeting was recommended a decade ago, it has not yet been implemented within government. Performance budgeting would need not be accepted if the

government had a successful means to restrain financial expenditures within an accepted budget and had the government been able to avoid running a continual annual deficit.

The U.S. Congress enacted the Government Procedures and Reporting Act in 1993. The Act requires Federal agencies and their funding recipients to be able to meet performance measures and management principles and to utilize 'results oriented management' by fiscal year 2000 for agencies and organizations that apply for funding from the Federal government.

Since most American Samoa Government agencies rely upon Federal funding, the introduction of performance management into local government is an appropriate response to the need to make government services more efficient and effective, and secondly a response to the requirements of the U.S. Government Performance and Reporting Act of 1993.

Therefore, the government's policy regarding performance management will be to:

Take the lead from the Federal government and utilize the knowledge gained from other State and Local governments to initiate a program of results oriented management that would lead to a commendable performance by American Samoa Government departments and agencies.

The Department of Human Resources and the American Samoa Community College will be the agencies to lead the training of government staff in the fundamentals of performance management and strategic planning. The orientation and training will be provided at the highest levels of government first, and to those within the government that have been designated as the policy makers or representatives to the planning process for their agencies.

The Community College is prepared to take on the task of providing training via distance learning through Project 2000. Eight distance learning sites will be provided by the DELTA Consortium which will utilize agency locations equipped with tele-communications software and televisions for teleconferencing.

The Department of Human Resources will oversee the implementation of a performance or results oriented management program and the Territorial Office of Fiscal Reform will be authorized to activate and oversee the implementation of a performance budgeting program tied to the performance or results oriented management program.

The Department of Commerce will be tasked to develop an annual planning process with the oversight of the Territorial Planning Commission to create annual government agency operation plans with the completion of performance management training.

Adoption of Federal program planning methods for results oriented management that encompass program planning, implementation and performance monitoring is recommended. The purpose will be to establish goals, objectives and performance measures for each agency and to formulate annual operation plans to coincide with the implementation of existing long-term work programs or plans of agencies.

Each agency at the completion of the fiscal year will be required to initiate a performance review of its operations on the basis of its defined program performance standards and criteria. A report to the Territorial Planning Commission on the achievement of its short- and long-term goals will be appropriate. The Technical Advisors to the Territorial Planning Commission will assess their achievement.

1.3.2.1.2 Strengthening Institutions and Building Capacity in Government

The American Samoa Government faces many acute problems in its efforts to deliver services effectively and efficiently. There are limitations in the managerial capacity of its leadership and limitations put upon the leadership to provide sufficient services or achieve specific organizational goals by the structural nature of an agency or the capabilities of its workforce.

The quality and capabilities of the government's workforce do not often meet the requirements of the job tasks. The government's

employment and job security policies continue the retention of insufficiently skilled and improperly trained personnel. A low government wage scale has led to an unfairly compensated workforce that exhibits low morale, poor attitudes toward work, poor work ethics, and renders less than competent performance. High-level managers, sometimes unprepared to cope and frustrated with the situation, struggle to overcome the problems, but are less than effective in making changes. And inadequate communication and coordination within and between agencies discourages organizational planning and hinders the attainment of satisfactory agency performance.

The government's policy will be to:

Cultivate a positive attitude toward capacity building and institutional strengthening within government and formulate a program to improve the government's efficiency and effectiveness through assessment of its institutional weaknesses, the formulation of effective systems approaches to affecting good government, and the orientation and training of personnel to work by more effective and efficient methods.

The government will undertake this policy by approaching the Office of Insular Affairs, the U.S. Department of the Interior, for technical assistance funding to acquire systems analysis expertise to assess the operational capacity of government agencies and identify institutional weaknesses. The expertise will be called upon to devise and recommend a capacity building program, also based upon the installation of overall 'performance and results oriented management' and the development of the government's human resources.

The institutional capacity building program will be carried out concurrently with the formulation of the 'performance management' program and will include the recommendations and planning of the Workforce Development Commission for the orientation and training of the government's employees. Thus, the workforce training should be consistent with the institutional requirements to make the government function more efficiently.

It will be necessary to introduce the overall capacity building program to top leadership and stress the importance it has for effective government leadership, in a situation where top leadership can be attentive to understanding the consequences of institutional strengthening.

1.3.2.1.3 Building Human Capital with Workforce Skills and Training

The Department of Human Resources, the Department of Education and the American Samoa Community College have the ability to identify the human resource needs of the government and the community. The Workforce Development Commission has authorized a Workforce Development Plan to investigate the skills and training needs of the private sector and to respond with coordination through the above agencies to provide the necessary education and training.

The development of the plan was funded and the program to operate the program is supported by the Workforce Investment Act. There has been limited effort to provide capacity building for the government through the training of its workforce, because the Department of Human Resources has lacked the local financial resources to carry out such a formidable task, and while the above agencies have expressed the need for human resource development within the government and an interest in cooperating to see the program instituted.

Therefore, the government's policy will be to:

The Department of Human Resources will establish a formal working group to guide the development and implementation of the human resources capacity building program within government. The working group will identify the workforce training requirements and the required performance standards for employee positions within the government and provide a report on the government's needs to the department. The working group will also identify necessary financial and human resources and funding requirements for the American Samoa Community College and the department to formulate a human resource development plan, and to implement the plan.

It is expected that the training programs will introduce technology orientation and training programs by ASCC and DHR to update employee skills and managerial training for program leaders and high-level leadership.

The training program can be associated with the already existing catalog of instruction at the American Samoa Community College in which twenty instructors will be providing higher education courses. The Community College will utilize its tele-communications and distance learning equipment of the DELTA Consortium to carry out instruction.

1.3.2.2 Enhancing Private Sector Development through Education

1.3.2.2.1 Invigorating the Workforce Development Commission for Private Sector Training

In October of 1999 the Workforce Development Commission and the Department of Human Resources began developing the Territory's first strategic five-year plan for workforce training in American Samoa. The mission of the commission is to strengthen and develop partnerships between training service providers, employers and the general community, leading to gainful employment opportunities for the residents of the Territory.

The key principals of the workforce system include emphasis upon employer driven needs, limited yet efficient government administration of the new system, improved customer service, systematic accountability, reduced duplicative efforts, well-coordinated standards, and most importantly, a support for maintaining the strong cultural links to family values with a firm belief in the value of work.

The commission identified eight key priorities to encourage the system's growth. At the top of the list were: business involvement, the development of workforce skills and knowledge through education, system communication and integration, and servicing populations with special needs.

The commission's plan was developed on an off-island model and the plan explicitly identified the approach and the system requirements to make it work. Fundamentally, the plan strikes at the heart at how the Territory needs to develop its workforce. It errs in the extensive content and objectives to be achieved in the rather short period of five years. Upon review of its progress thus far, it appears that the plan has not been pressed into full action. This is in many respects the result of a lack of resources to adequately follow it through.

Thus, it is the government's policy to:

Identify the sources of its implementation weaknesses and restructure a system around its fundamental workforce development strategies.

The first step necessary will be to seconder technical assistance to evaluate the operational capabilities of the primary organizations to carry the plan forward. In general, it can be said that the organizations, i.e., the Department of Human Resources, the Department of Commerce, the American Samoa Community College and the Department of Education do not have supplementary staff on board to devote full time to the effort of implementing the plan. Therefore, the assessment must include recommendations for securing additional human and financial resources to implement the plan.

Secondly, the recommendations must include measures to implement the content of the plan that is reasonably practical given the resources at hand. As the Workforce Development Commission's plan is supported by Federal funding, it is most practical to follow through with its implementation, rather than leave it behind to rest on a shelf.

1.3.2.2.2 Assessing the Educational Requirements of the Private Sector

Working in parallel with the Workforce Development Commission, the Department of Commerce will be building its capacity to collect information about the economy and to analyze the state of the economy. There will be an emphasis on the part of the Department of Commerce to build up its economic research and analysis section, as well as its human resource capacity by employing additional qualified staff to evaluate the Territory's opportunities and recommend economic development initiatives.

The department intends to carry out employment studies and the employment needs of the Territory. These studies can be used as input to the Workforce Development Commission's needs assessment and for identifying the types of jobs required of the economy and the appropriate skills and training that can be provided by the proposed consolidated workforce center.

The studies will be annual in nature and augment the U.S. Department of Labor's Survey of Business that occurs every five years. As a member of the Workforce Development Commission, the Department will continually provide the Department of Human Resources with valuable data and information.

Secondly, the Department of Commerce will aid the Department of Human Resources in the identification of future trends in the private sector labor market, as the department intends to expand and improve its communication with the private sector. The department intends to establish a Business Round Table, comprised of local businesses representative, to periodically advise the department of current market conditions and plans. Secondly, the department will utilize the Business Round Table to develop economic development initiatives. The planning must account for the employment needs of the private sector and the technical capabilities of the workforce. Therefore, the Workforce Development Commission, the Department of Commerce and the private sector will find that working together will achieve greater results than working without the knowledge of all parties.

1.3.2.2.3 Engaging the American Samoa Community College to Provide

Supplementary Education for Business Development

The American Samoa Community College is priming itself to become substantially more competent and active in providing both fundamental training and advanced training in the skills required for tomorrow's economy.

The Community College has also been active in developing its relationships and capabilities to offer distance learning, dispersed throughout the Island of Tutuila. The Community College is presently prepared to offer its educational services utilizing the tele-conferencing and distance learning equipment of the DELTA Consortium to carry out instruction. There are presently eight stations available for use.

The primary problem the Community College faces in its ability to offer training in businesses services and skills training appropriate to the economy's needs is the lack of funding to support instruction. Given sufficient funding, the Community College feels that it will be able to provide the services needed.

Therefore, it is the government's policy to:

In order to identify supplemental funding to carry out instruction, the technical expertise, seconded to assist the Department of Human Resources with evaluating the Workforce Development Plan, will be given the task of working with a committee, formed among the responsible agencies, to put together a plan for supplying the departments with funding for carrying out the tasks necessary to provide educational services to the private sector workforce.

In addition to the activities of the Community College, the Department of Education will be assessing its curriculum with regard to the present educational needs of the Territory, as a function of creating a five-year departmental action plan.

The education planners, aside from focusing upon improving the instructional capacity of the department's standard curriculum, will be cooperating with the Department of Human

Resources to assess the instructional needs of secondary level students and their potential adaptability to finding employment within the Territory's private sector.

This work will be done in conjunction with the strategies put forward in the Workforce Development Plan which direct the cooperating agencies, i.e., the Department of Commerce, Human Resources and the American Samoa Community College to work with the private sector in identifying the skills required of the private sector.

1.3.2.3 Creating Environmental Awareness

1.3.2.3.1 Providing Public Awareness Education to Affect an Attitude Change

The Territory's natural environment and natural resources are being degraded and depleted. An opinion exists that there has been an erosion of attitudes and values about personal and community commitment to care for the environment, but this opinion is un-testable and the degradation that occurs may result more from a lack of awareness of the impacts of individual, community and public actions that degrade the environment than an erosion of attitudes.

There are other opinions or perceptions: that family and village identification is disappearing due to population growth, the melding of villages, and movement of peoples in and out of the Territory; that there is confusion about identities and maintenance of national and village pride; and that fragmentation of control over community resources and a shift from village leadership to government leadership has resulted in a conflict between statutory laws and village traditions. There are also those who believe that an increased variety of immigrants cause a lack of a sense of community and ownership over the resources and a lack of traditional resource management values. Some would say that outside influences upon the values of the culture, including opinions developed from knowledge of other societies and adoption of personal values gained from exposure to them, are changing attitudes about care for the environment. Finally, there is the opinion that disenfranchisement of a

majority of the population, who do not have voting rights or rights to land, do not possess the desire and commitment to manage the Territory's resources properly; and within them exists a willingness to circumvent environmental laws and regulations for personal gain.

As a result of the need to curb environmental degradation, the government's policy will be to:

Promote public awareness to protect the environment and preserve the natural resources of American Samoa through the cooperation, coordination and combined funding and use of educational programs and multi-media programming to reach a greater proportion or segments of society.

To improve the state of the environment the agencies will assist the Department of Education with implementing the Three Year Education Plan for environmental education programs to maximize the use of resources and reach a greater number of people.

The agencies will continue to cooperate with the Le Tausagi environmental interest group to provide outreach education for village and community leaders who hold the responsibility to maintain the land and water in their communities.

In addition, there will be education programs formulated under the Paradise 2000 Program for the Department of Health, the American Samoa Power Authority, Solid Waste Division and the American Samoa Environmental Protection Agency field workers about the impacts of disposal of solid, liquid and hazardous wastes and how to effectively protect the environment.

The agencies will also develop a full media campaign, and public interest programming, budgeted on an annual basis and supported in part by all resource management programs, involving radio, television and newspaper advertisements to get out the message that American Samoa's environment needs protection and preservation. A universal program to work with church leaders to get out the message will also be necessary.

1.3.2.3.2 Bettering Enforcement Agency Environmental Impact Awareness

Resource management agencies are frustrated about the ability of the government's environmental protection system to adequately enforce the Territory's environmental laws and regulations. The Attorney General's office does not receive timely notification of violations of laws or regulations and often does not receive proper communication in writing from resource management agencies, because enforcement agencies do not record violations adequately and keep good records properly for evidence. Poor reporting and record keeping by agencies makes it difficult for the Attorney General to favorably prosecute violations. Furthermore, enforcement agencies seem to have an insufficient understanding of the full impact of environmental violations. This denotes a problem in top-down communication which invariably hinders enforcement.

In the past there has been a lack of communication and maintenance of continuous and diligent contact between the Department of Legal Affairs and agencies for the purpose of maintaining an up-to-date awareness of agency and legal matters. Agencies commonly fail to seek advice for actions so that actions are in concert with Attorney General's prosecution. Resource management agencies do not adequately provide policy or management decisions about their functions or inform the Attorney General and keep the Attorney General's office up to date on official decisions. Coordination is lacking and there is a lack of awareness of need for coordination and consultation.

Therefore, the government's policy will be to:

As a response the resource management agencies will establish a working group with the Department of Legal Affairs to formulate a plan to solve the problems of communication, coordination, and enforcement and formulate a plan to implement changes in the system. They will also establish an environmental awareness and education program for enforcement agencies and provide training in the observation of laws

and regulations for enforcement officers. To assure the continued observation and enforcement of environmental and resource management laws and regulations, there will be established an oversight system to render regular communication among participating agencies and the Department of Legal Affairs about policies, laws and regulations, with continued monitoring of the knowledge and capabilities of enforcement officers. In addition, the Department of Legal Affairs will regularly schedule briefing sessions with the resource management and enforcement agencies about laws and regulations, and modifications to them.

1.3.2.3.3 Supporting Environmental Education as a Component of the School Curriculum

The Department of Education is understaffed in the area of environmental education, in the opinion of the resource management agencies. They would like to see more environmental content in the education curriculum. They feel that educating children at a young age will significantly improve the prospects for maintaining the Territory's natural resources. However, the resource management agencies concede that they have been largely ineffective in achieving their goal. While inertia on the part of the Department of Education may contribute to the problem, the lack of achievement of getting environment into the curriculum does not lie solely with educational leadership. The department is fundamentally underbudgeted, has difficulty recruiting specialized teachers and retaining them. There is insufficient human and financial support within the Department of Education to accommodate a public awareness education process for the environment and there are insufficient numbers of personnel who can teach natural resource education. There is no easy resolution to the annually, inadequate budget. Finding qualified teachers to handle the curriculum, a lack of curriculum planners skilled in environmental concerns, and the limitations from competition to provide a standard curriculum to a school system under siege from a burgeoning population simply discourages opportunities for change.

Therefore, the government's policy will be to:

In order to implement this policy the resource management agencies will investigate the potential for pooling funding from their annual sources of Federal income to develop an environmental curriculum plan with the cooperation of the Department of Education. In addition, they will investigate the prospects for supplemental funding to acquire the necessary instructors and technical assistance to support the training of elementary school teachers in environmental instruction.

Secondly, they will provide assistance to the Department of Education in providing an expanded science curriculum for the Territory's high schools and cooperate and coordinate with the department throughout the year on their individual and common programs relating to public awareness and education. Finally, they will investigate the possibilities to assist the Department of Education obtain the necessary instructional materials for environmental awareness instruction.

1.3.3 Improving Environmental and Resource Management

Stewardship over American Samoa's lands and waters is a careful marriage of a western-style regime of resource management and traditional village-based decision making. It is also a careful marriage of agencies and departments that exercise their influence and control over specific areas of concern. For example, they are the American Samoa Coastal Management Program which is mandated with a broad range of resource management responsibilities, the American Samoa Environmental Protection Agency that monitors and protects the Territory's air and water quality, the American Samoa Historic Preservation Office that protects cultural and historical artifacts and sites, and the Department of Marine and Wildlife Resources that oversees the Territory's fish and wildlife stock. These agencies have increased their activities over the years pursuant to their responsibilities to protect and preserve the environment and as a result of American Samoa's environment and natural resources being taxed by the pressures of modern development. Today their realm of interest is

concerned with a wide range of environmental and resource management concerns and issues that impact all American Samoans.

1.3.3.1 Streamlining the Project Notification and Review System

The American Samoa Coastal Management Program (ASCMP) was established by executive order in May of 1980 with a mandate to deal with: the coordination of government processes relative to village development; the review of development activities; and the management and protection of the Territory's natural resources. In 1988, the responsibilities of ASCMP were expanded by an executive order that replaced the ASCMP permit review authority with the power to issue land use permits through a formal interagency review process, that evolved into the Project Notification and Review System (PNRS).

Today the PNRS is the primary (body) system, comprised of the Territory's consistency review agencies, that controls land use development in the Territory and implements the Federal consistency review process required by the National Environmental Policy Act of 1969. Over the years, it has come to supersede other licensing and permit functions and made redundant some functions established by statute. At the same time the PNRS has become bogged down in bureaucratic processes that slow its function and negate its purpose. The result has been public and private agitation for a more responsive and expeditious system, and also disengagement from control of land use.

To accommodate both sides of the issue, the Department of Commerce, which is the parent agency of ASCMP, that issues Business Licenses and represents the Zoning Board, will secure funding and expertise to streamline the PNRS. This will include the revision of statutes, where necessary, and the modification of the processes that slow the functioning of the system. In addition, the streamlining will remove the redundant features of the system, which may include modification of boards and commissions associated with the process of issuing licenses and permits for businesses, development and land use. Concurrently the evaluation and

modification of the system will address and recommend regulations and procedures to strengthen the system to control development processes and the misuse of land and water.

1.3.3.2 Strengthening Monitoring and Enforcement of Laws and Regulations

During the agency panel discussion process of formulating this Territorial General Plan, it became apparent that poor or inadequate enforcement of resource laws and regulations pertaining to each agency's mandate was common to all agencies. Therefore, improving the capacity of all agencies to monitor, manage and regulate their statutory responsibilities became a principal concern of this plan.

The primary issues in regard to the Project Notification and Review System, and each agency are: the capabilities to monitor and manage development activities appropriately; the capabilities to legally pursue violations of the law and prosecute cases; interagency responsibilities in the process of implementing the laws and regulations; and community acceptance of land use controls where land and water is under traditional or customary control.

Enforcement of the Territory's development laws and regulations are hampered by several issues. People continue to build or undertake development activities, knowing they are in violation of the law. Fines do not seem to be an effective deterrent. As fines mount, so do the court case loads which require a legal response by the Department of Legal Affairs' attorneys delegated to work on environmental violations. With one or two lawyers to handle the cases, there remains a backlog that will grow markedly. With regard to the ability to bring cases before the court, there are problems with recording violations and maintaining proper records that will stand up to legal dispute, there remains a discrepancy of how to interpret often vague statutes, and how the statutes may conflict with another agency's responsibility. Therefore, there are questions of proper legal recourse that need to be resolved. These are problems common to all resource management agencies that also

bring the Department of Legal Affairs and the High Court into play.

There is no simple answer to dealing with the problems. To begin the process of improving the ability to monitor and enforce the Territory's environmental and resources laws, the agencies will initiate a working group to develop a plan of action to strike at the most salient and demanding needs of formulating strategies to curb environmental violations, to strengthen monitoring and enforcement capabilities, to improve procedures to bring violators to court, to augment the Department of Legal Affairs with personnel to handle the case load, and to enforce violations with appropriate measures.

1.3.3.3 Improving Inter-Agency Cooperation, Coordination, Planning and Resource Management

As stated in the introduction to this section, stewardship over American Samoa's lands and waters is a careful marriage of a western-style regime of resource management and traditional village-based decision making. It is also a careful marriage of agencies and departments that exercise their influence and control over specific areas of concern for the land and water.

It seems that in recent years, the agencies have expanded their interests to areas of concern that impact upon or encroach upon the authority or mandate of another's agency. This may have occurred as a result of changes in Federal policies or it may have occurred without consultation with the agencies. It has also occurred by common agreement and as a result of external factors. The prime example of this case is the formulation of the Coral Reef Initiative, in which the resource management agencies have banded together to take on activities that cut across their areas of concern and involve integrated planning.

While this expansion of activities by agencies does not appear to have contributed to coordination problems among agencies, or ill-feelings, it is now becoming clear that greater communication, coordination and planning are required to avoid redundancy in programs and to

maximize the utilization of funding and manpower resources for commonly accepted goals.

Therefore, the government's policy will be to:

Establish an overall, long-term planning approach for managing the environment and the Territory's natural resources through coordination of agency agendas that will avoid duplication of program goals, maximize the utilization of financial and human resources, and create long-term plans

To begin the coordination there will be established an Inter-Agency Environmental Advisory Panel as a subordinate committee of the Territorial Planning Commission to assume the responsibilities of coordination in the formulation of environmental and resource management planning. The Inter-Agency Environmental Advisory Panel will undertake a review of the Territory's environmental and resource management laws and regulations relative to the need to clarify which agencies should be carrying-out specific actions with the purpose to avoid redundancy in programs.

There will be established a planning process with the purpose to maximize the use of funds and human resources to achieve common resource management outcomes. Thereafter, the Inter-Agency Environmental Advisory Panel and the agencies will formulate an indicative Five-Year Environment and Resource Management Plan to guide the Territory's agencies in the course of their work and for the purpose of identifying a long-term management approach to caring for the environment.

1.3.4 Adjusting for Population Growth and Immigration

1.3.4.1 Planning for Population Growth

American Samoa's population grew at an annual rate of two percent between 1990 and 2000, from 46,773 to 57,279 people, as reported

by the U.S. Bureau of the Census in July 2001. The rate of growth was about half the rate of growth between 1980 and 1990. The reduction in the rate of growth is an encouraging sign, but the substantial increase in population from 1980 to 1990 (which included the immigration of young adults) set the stage for a large population increase during the first quarter of the 21st Century.

In 1995, eighty percent of the population was under forty years of age. One-half of the Territory's population was under twenty years of age. As the population ages, the government will find it more and more difficult to meet the demand for services and supply the infrastructure required to support a satisfactory quality of life for the Territory's maturing residents. The educational system, social service provider agencies and medical services are already feeling the pressure of overpopulation. Infrastructure is currently inadequately funded to meet future demands and usable land is limited for all purposes.

The adverse and cumulative impacts of the population increase, development and residential growth are readily noticeable in Tualauta County, the Territory's principal center of development. In 1960, only ten percent of the Territory's population lived in the county. By the year 2000 the number of people living in the county reached 22,025 people or nearly forty percent of the total Territorial population. Present forecasts predict a twenty percent increase in the county's population over the Census 2000 population by the end of 2005.

There is considerable concern for the quality of the natural environment. Rapid human settlement has occurred where growth has not been inadequately enforced or controlled by regulations, such as land use planning or zoning. This has resulted in overcrowding in many areas. The rapid growth has also meant that basic infrastructure needs, e.g. water lines, sewers and roads, have not been installed in preparation for human settlement and the impacts of traffic congestion, noise and air pollution are evident. There is significant concern for the quality of and availability of a guaranteed safe, potable water supply. As the population increases, the

chances grow greater of groundwater contamination from human settlement and the encroachment upon the Territory's groundwater reserve areas.

Population growth had not been officially recognized as a high priority until recently, when the Governor's Task Force on Population Growth convened in 1999 and 2000, and produced the report, *Impacts of Rapid Population Growth in American Samoa: A Call for Action*. Limitation of population growth and restriction of immigration had been considered an 'untouchable' subject.' Consequently, there were no policies beforehand to cope with population issues, to plan for, or accommodate population growth. The Population Task Force recommended policies and strategies to deal with population growth that were to be implemented by government agencies. However, the Population Task Force Report has had no significant financing or budget backing to carry out the agenda, and accountability and monitoring of agency performance did not fully ensue as the Task Force members wanted.

Therefore, the government's policy will be to:

Policies, strategies and actions to deal with the Territory's increasing population will continue to be monitored and handled by the Governor's Task Force on Population Growth during the early stages of this plan. The Task Force will endeavor to develop high-level leadership support and endorsement of follow-up actions and procedures recommended by Population Task Force Report.

The results of the 2000 Census of Population and Housing will be reassessed and evaluated for changing characteristics of the population, including movements and concentrations to better plan for infrastructure and the delivery of services, whereupon there will be a need to revisit the Task Force Report forecasts and recommendations.

Towards the end of this plan period, it is recommended that the Task Force be replaced by a Population Board established by statute, with technical support from government agencies, to monitor population increase and

recommend actions to maintain a stabilized population growth, define immigration policy, and equate immigration with the employment needs of the Territory.

1.3.4.2 Managing Immigration

The Governor's Task Force on Population Growth has suggested that immigration policy is inadequate to slow the current rate of immigration to the Territory and that immigration control at the port of entry has been inadequate to enforce immigration laws. The official immigration quota, set thirteen years ago, allows two hundred and fifty Western Samoan "units" and twenty-five migrants to enter the Territory annually (a unit may include family members). This policy has been weakly enforced and there appears to be more immigrants than permissible in the Territory. Furthermore, there are many over-stayers resident in the Territory.

During the last two decades in-migration of new residents has exceeded out-migration of existing residents. The out-migration can be attributed, in part, to a lack of suitable employment opportunities for American Samoans who want to remain. Projections by the Task Force suggest that even higher ratios of exchange will occur in the future without suitable immigration controls and management, and the promise of jobs and security for American Samoans.

Therefore, the government's policy will be to:

Establish immigration policies that are sensitive to the sustainability of the Samoan culture, economy and environment; that effectively manage and enforce the immigration laws; and do not place American Samoans in competition with an alien workforce for employment.

In order to carry out this policy, there will be a number of required tasks;

- Immigration quotas for who may enter the Territory will be modified on the basis of skills, age, number of family members, and

the ability to generate new income for the Territory;

- An evaluation of immigration laws in relationship to business laws and recommended changes compatible with the policies of the Population Board, will spur the modification of legislation to fill loopholes and worker permit policies;
- Immigration policy compatible with the Territorial development policies, as confirmed by the Territorial Planning Commission, will be written;
- Implementation of the proposed immigration restrictions and actions recommended in the Population Task Force Report will be supported, including the capacity of the Immigration Office to record and tract visitors with the purchase and implementation of computerized systems;
- Development of a 'phase-out plan' for allowing unskilled workers and illiterate immigrants to enter the Territory to seek employment will be achieved; and
- The government will submit an evaluation of immigration impact to the Department of Interior for the purpose of securing funding for Impact Aid to apply toward controlling entry into the Territory and for improving infrastructure to support the growing population.