

The Five Tala University

Higher Education in Developing Countries: A Case Study of
the National University of Samoa



Eric Clem Groves

Masters in Development Studies Degree (MDS)

National University of Samoa

2019

Abstract

This thesis aims to make recognition the history of the National University of Samoa (NUS) as a source to understand the challenges of administering a university in a developing Pacific Island country. The thesis tells of how a young man's dream eventually led to the Samoan Parliament establishing the NUS in 1984. The thesis incorporates a World Bank study on 'Higher Education in Developing Countries' (2000) in assessment with the case of the NUS. To help understand what led to the formation of Samoa's national university, this thesis looks briefly at the history of other regional institutions in the South Pacific to help provide a context of higher education in developing countries and to the growth stages of the university. In the context of Samoa's political and education system, it describes the rationale for establishing and developing the NUS, and the challenges the university faced to get to where it is today.

Acknowledgement

This study is dedicated to my late father Eric Yvon Groves who without I could not have had the privilege of funding my own education. This study is also dedicated in loving memory of my grandfather John Jack Petersen who passed away a few days before the completion of this thesis.

I would like to first acknowledge my daughter Maddyson and wife Lorian for their endless support. I would also like to say a special thank you to my supervisors Adjunct Associate Professor Penelope Schoeffel and Associate Professor Togialelei Safua Akeli-Amaama for their patience and guidance. I would also like to express my utmost appreciation to the honourable Tapusatele Le Mamea Dr. Ropati Mualia, Professor Le'apai Tu'ua 'Ilaoa Asofou So'o, Professor Leasiolagi Malama Meleisea and the individuals who took time out of their busy schedules to assist with this study. Last but not least I would like to acknowledge the support of my family, colleagues and friends. The completion of this thesis would not have been possible without the assistance from all of you. Fa'afetai tele lava!

Table of Contents

Table of Figures.....	5
Abbreviations and Acronyms.....	6
Declaration.....	8
CHAPTER ONE: Introduction and Methodology	9
Introduction	9
Aim, Objectives and Research Questions	10
Research Design and Methodology	11
Data Collection Process.....	12
CHAPTER TWO: Contextualization of Higher Education in the South Pacific Region	14
Brief background of Higher Education in the South Pacific Region	14
The University of the South Pacific	15
Funding higher education in the South Pacific	18
Staffing South Pacific Island Universities	19
University Models Diversity & Multiculturalism	20
Brain Drain in Pacific Higher Education	21
Poor Governance in Pacific Island Higher Education	22
Importance and Benefits of Higher Education for the Developing Pacific Islands	23
CHAPTER THREE: Establishment of the National University of Samoa.....	24
Early Education in Samoa: 1844 - 1953.....	24
Samoa’s First University, ‘Iunivesite o Samoa’ (The University of Samoa): 1972 - 1983.....	25
A Young Man’s Dream 1965 - 1983	25
Founding of the National University of Samoa: 1983 - 1984.....	28
Founding Year Challenges and Benefits.....	29
Early Development of the NUS: 1985 – 1989	30
Early Struggles of the University: 1990 – 1995	32
Transition to the NUS Act 1997 and the Le Papaigalagala Campus: 1996 - 1990.....	35
CHAPTER FOUR: Academic Development and Maturity of the NUS	40
Administrative Struggles and Early Research Development: 2000 – 2005.....	40
Oceania University of Medicine	41
Samoa Polytechnic.....	41
NUS Merger with Samoa Polytechnic and the Development of the NUS Consultancy: 2005 – 2006	43
Post Graduate programme proposals.....	45

The Failing Research Drive of the NUS.....	45
Other Developments.....	46
Improvements in the NUS Administration and the Closure of Consult NUS: 2009 – 2011	47
Maturity of Academic Programmes and the Pressure of Accreditation: 2012 - 2014.....	49
Administrative Restructuring and the Accreditation War: 2014 - 2015	51
CHAPTER FIVE: Current and Future Prospects of the National University of Samoa	54
NUS School of Medicine 2015 - 2016.....	54
Cleaning up NUS Research and the Political Pressure on the SOM 2017	55
Political Pressure on the TVET and former Samoa Polytechnic 2017 - 2018.....	58
Conclusion:.....	59
Bibliography	62

Table of Figures

Figure 1: Research Phases & Interview Selection Process.....	13
Figure 2: Map of the South Pacific (image: Beautiful Pacific, n.a).....	14
Figure 3: Map of Samoa (image: Duckster, 2018).....	24
Figure 4: Aikman advised against University (The Observer, 1983a)	26
Figure 5: Alafua to be the University of Samoa (The Observer, 1983b).....	27
Figure 6: Samoa Education Sector Structure 1995 (JICA, 1995 p. 23)	34
Figure 7: NUS student numbers per programme from 1984 to 1997.	37
Figure 8: Organizational Chart of NUS 2006 – 2010 (JICA, 2010 p. 16)	45
Figure 9: Current NUS Organizational Chart (The NUS Research Plan 2018 -2023, 2018 p. 13)	52
Figure 10: NUS Roll Growth 1984 – 2016 (Statistical Digest, 2016).	55
Table 1: USP Member States	16
Table 2: Qualifications of Samoan Students from USP: 1973 - 1982 (Meredith, 1985 Appendix VII)..	28
Table 3: NUS Enrolment Numbers by Gender	57
Table 4: Distributions of program level by Gender.....	57

Abbreviations and Acronyms

APTC	Australia Pacific Technical College
ASCC	American Samoa Community College
BA	Bachelor of Arts
BED	Bachelor of Education
CCCS	Congregational Christian Church of Samoa
Cert Mgt	Certificate of Management
CF	Cross Faculty
Comp Sc	Computer Science
CM	Council Minutes
CSS	Centre for Samoan Studies
Dip Mgt	Diploma of Management
DipBus	Diploma of Business
DipEd	Diploma of Education
DTA	Diploma in Tropical Agriculture
DVC-AR	Deputy Vice Chancellor Academic and Research
DVC-CS	Deputy Vice Chancellor Corporate Services
DVC-IHE	Deputy Vice Chancellor Institute of Higher Education
DVC-IOT	Deputy Vice Chancellor Institute of Technology
EFTS	Equivalent Full Time Students
FOA	Faculty of Arts
FOAS	Faculty of Applied Science
FOBE	Faculty of Business and Entrepreneurship
FOE	Faculty of Education
FOHS	Faculty of Health Science
FOM	Faculty of Medicine
FON	Faculty of Nursing
FOS	Faculty of Science
FOTE	Faculty of Technical Education
GPP	Governance Policy and Planning
HOD	Head of Department
HR	Human Resources
ICT	Information and Communication Technologies
IHE	Institute of Higher Education
IOT	Institute of Technology
ISS	Institute of Samoan Studies
JICA	Japan International Corporation Agency
JSSCE	Junior Secondary School Certificate Examination
LLC	Limited Liability Company
MESC	Ministry of Education Sports and Culture
MOU	Memorandum of Understanding
NUS	National University of Samoa
OCPDCE	Oloamanu Centre for Professional Development and Continuing Education
OUM	Oceania University of Medicine
PAC	Public Accounts Committee
Ph.D.	Doctor of Philosophy
PSC	Public Service Commission
PSSC	Pacific Senior Secondary Certificate

PSSCE	Pacific Senior Secondary Certificate Examination
SamPol	Samoa Polytechnic
SOM	School of Medicine
SOMT	School of Maritime Training
SON	School of Nursing
TVET	Technical Vocational Education Training
UNO	United Nations Organization
UPNG	University of Papua New Guinea
UPY	University Preparatory Year
UREC	University Research and Ethics Committee
USP	University of the South Pacific
WHO	World Health Organization
WSSCE	Western Samoa Secondary School Certificate Examination
WSTC	Western Samoa Teachers College
Y8NE	Year 8 National Examination

Declaration

I, Eric Clem Groves, declare that this thesis is my own work and that, to the best of my knowledge, it contains no material previously published, or substantially overlapping with material submitted for the award of any other degree at any institution, except where due acknowledgment is made in the text.

Name: Eric Clem Groves

Student ID No: 110690

Statement by Supervisor(s)

The research in this thesis was performed under my supervision and to my knowledge is the sole work of Mr. Eric Clem Groves.

Name: Penelope Schoeffel

Designation: Adjunct Associate Professor, Development Studies, Centre for Samoan Studies, National University of Samoa

Name: Togiialelei Safua Akeli-Amaama

Designation: Director and Associate Professor, Centre for Samoan Studies, National University of Samoa

CHAPTER ONE: Introduction and Methodology

Introduction

In the present and post-colonial age, developing countries increasingly have to educate more of their population to keep up with the rest of the world's rapidly changing and increasing knowledge. A bachelor's degree is now seen as a basic qualification for many skilled jobs, whereas in the past it was viewed in a much more prestigious way (World Bank, 2000 p. 9). In many metropolitan countries the access to employment is defined and determined by the availability of education (Jones, 1991 p. 14). In this situation it becomes obvious that developed and bigger nations with large amounts of physical and financial resources benefit from the education and training demands compared to the small developing Pacific Island nations. Such countries are finding increasing gaps of specialized skills in the workforce difficult to fill. With the increasing gaps the benefits of higher education continue to increase, the deficits and side effects of being left behind are also growing. Higher education is no longer seen as a luxury for the fortunate few; it is now essential and compulsory to social and economic development (World Bank, 2000 p. 14).

Higher education has never been as important to the future of the developing world as it is in the current century (World Bank, 2000 p. 19). Today global economies are increasingly focusing less on manufacturing, factories, land and machineries. The education resourcefulness and skills of the people are increasingly critical to the world's economy (World Bank, 2000 p. 15). Developed countries in the Pacific such as New Zealand and Australia have responded to this shift quickly with education a major political priority. This is because they recognize that a high quality workforce can only be developed in high quality education institutions. With developed countries in the region prioritizing education, this places the developing Pacific Island nations in a state of high dependency on the limited number of scholarships to study at metropolitan institutions. This further traps Pacific Island nations in the uncertainty of developing domestic higher education and technical training. Will developing Pacific Island nations be able to compete in the knowledge economy or do they face an ever increasing future of exclusion in international higher education? Will this mean developing countries such as Samoa will not be able to develop a workforce with the necessary skills required for the twenty-first century? Higher education has now become an essential part of economic and social development for all nations. This argument is backed by former president of Rice University Stephen Malcolm Gillis (cited in World Bank, 2000 p. 15) in his speech stating:

Today, more than ever before in human history, the wealth or poverty of nations depends on the quality of higher education. Those with a larger repertoire of skills and a greater capacity of learning can look forward to lifetimes of unprecedented economic fulfillment. But in the coming decades the poorly educated face little better than the dreary prospects of lives quiet desperation

Malcolm Gillis, President of Rice University, 12 February 1999

Higher education is increasingly being seen by Pacific Island nations as necessary at the national level. As described by Ilaisa Futa Helu (1991, p. 55) the founder of the Atenisi Institute in Tonga, 'education is nothing but an instrument for social betterment'. Helu (1991) therefore recommends that the priority of higher education be central to the implantation of development programmes across the South Pacific. This is because higher education is a reflection of a nation's economic and

social progress. This is accurate as struggling economies will have underfunded institutions and the metropolitan economies will have much more advanced institutions.

Samoa is one of the countries in the Pacific with the highest levels of migration and, as a study by Gillman (2015, p. 5) suggests, 'it is often the well-educated who choose to migrate in search of further opportunities'. This is important because like any other higher education institution, the National University of Samoa (NUS) needs to be equipped with a highly skilled and educated workforce in order to operate substantially and produce recognized and quality graduates. This study takes advantage of Samoa's classification as a developing small island state identifying the challenges that the NUS faced in regards to funding, staffing, brain drain and the limitation of available resources. Universities in developing countries such as Samoa are regularly underfunded and are increasingly facing mounting demands as approximately half of today's higher education students live in the developing world (World Bank, 2000). Samoa as a developing nation is faced with an increasing young population and a growing demand for specialized skills and expertise. With Samoa faced with such challenges, it is important to know if the establishment of a university assisted in tackling the issue. The 2000 World Bank report emphasizes that higher education has a significant influence on the country's development, but the reality for the Pacific Island nations is that not all needs for higher education can be provided in country.

Aim, Objectives and Research Questions

The broad aim of this study is to identify the challenges of sustaining a higher education institution in Samoa. The study will highlight the history of the NUS as a source to understanding the complications of sustaining a university in a developing country. To achieve this, the study will be divided into four main areas. Firstly, a brief background of higher education in the South Pacific region will be outlined; secondly, I will give a brief historical background of the journey of higher education in Samoa to the present date. Thirdly, the thesis will analyse the challenges faced in the administration and development of the NUS. Lastly, the study will identify how Samoa's experience relates to those common to institutions of higher education in developing countries as suggested in the World Bank (2000) report. As of the date of this study, there has not been a post report or follow up developments to the World Bank Report published in the year 2000. In order to accurately understand the story of higher education in Samoa it is essential to capture the history of higher education in the South Pacific region. By briefly covering the South Pacific regions higher education history it will allow contextualization of terminologies and models. The issue of low access to higher education at a time when Pacific states were becoming politically independent eventually led to the establishment of the University of the South Pacific (USP). As USP was designed to cater to the higher educational needs of the people of the South Pacific, it is important to cover the history of USP and its role in Samoa until 1984. Aside from the USP, it is equally important to explore other institutions in the South Pacific region which assisted in contributing to the higher education needs of Samoa.

Research Questions

1. Given the existing regional and nationally based institutions of post-secondary education designed to address the educational needs of Samoa, why did the Samoan government still strive to incorporate its own national institution for higher education despite the existence of the University of the South Pacific? What gaps in domestic higher education could the

local and regional based institutions not fulfil that pushed the Samoan government to make such a decision? What was the percentage of Samoans attending USP and other institutions compared to the majority left behind?

2. What challenges did the Samoan government and education sector face when establishing the National University of Samoa? Did the Samoa government face any internal, public or international opposition? Did the government receive any form of support from the public and international audience?
3. What are the major challenges for Samoa in operating and sustaining the National University of Samoa? How have these challenges been overcome and what challenges still remain?
4. What are the major achievements of the National University of Samoa since its establishment? Has the university fulfilled the sole purpose it was established for? Has the university failed to meet any of its formal strategic targets?
5. How does Samoa's experience relate to those common to institutions of higher education in developing countries? To what extent does the conclusions of the World Bank report relate to the case of the NUS?

Research Design and Methodology

This research is a mixed-method of qualitative and quantitative study as the majority of information available is taken from secondary documented and statistical sources. Qualitative research is described by Denzin and Lincoln (1994, p. 2 cited in McLeod, S. A, 2017) as a multi research method which involves an interpretive, naturalistic approach to its subject matter. Qualitative study includes the consolidating and explanation of the data by making sense of data in the form of the participants' definitions of the situation (Cohen, 2007 p. 461). In comparison, quantitative study is centred on gathering numerical data and investigating it to explain a particular event (Babbie, 2010). Cohen (2007 p. 501) suggests that quantitative research is 'often associated with large scale research, but can also serve smaller scale investigations' such as case studies. There are three mixed data collection methods used in this study. Firstly, the thesis utilizes the case study approach, secondly the documentary research method and thirdly, in-depth interviews with key participants. In using the three data collection methods it is important to state the validity and reliability of the methods in producing accuracy in results. Cohen makes it clear that 'validity is an important key to effective research' because invalid information will make it worthless (Cohen, 2007 p. 133). Thus, the research data collection methods must be appropriate to the study. The three research methods are divided into two phases. Phase one focuses on the case study and documentary research data collection and analysis. Phase two consists of the interviews and the final analysis.

A case study is a specific event or incident that is regularly considered to demonstrate a more general opinion (Nisbet & Watt, 1984 p. 72). It establishes the cause and effect of the studied event. Cohen (2007 p. 253) states that one of its 'strengths is that they observe effects in real contexts, recognizing that context is a powerful determinant of both causes and effects' of the event. A case study provides a chronological narrative of events relevant to the case. It also balances a description of events with the analysis of them while also highlighting specific events that are relevant to the

case (Cohen, 2007 p. 253). Documentary research is described by Prior (2003 p. 87 cited by Cohen, 2007) as the appropriate method in 'rendering more visible the phenomena under study'. This type of research has several advantages making it a reliable and valid qualitative data research method. It gives researchers admission to events and data otherwise inaccessible to the researcher. Cohen (2007 p. 201) states that documentary study is appropriate in 'longitudinal analysis, as it may show how situations have evolved over time'. The only weakness in this method according to Cohen (2007 p. 203) is that 'it is often difficult to disentangle fact from interpretation in a document'. This is because the documents analyzed in this thesis vary from formal to informal; published to unpublished, public to confidential documents thus making it difficult to determine opinion from fact.

According to Kvale (1996 p. 14 cited by Cohen, 2007 p. 349) 'an interview is an interchange of views between two or more people on a topic of mutual interest'. One of the risks of using the interview method is the possibility of bias and false information (Cohen, 2007 p. 349). To prevent bias and false data the interview questionnaires and participants have been picked and designed based on the data collected from the case study and documentary analysis. The number of interview participants in this study is determined by the deficits in the information provided by the case study and document analysis. The participants are picked in accordance to who can appropriately provide answers to the deficits in the data collected via case study and document analysis. The questionnaires are designed in the same manner to fill the gaps in the data collected and further strengthen and differentiate between the opinions and facts. Cohen (2007 p. 150) states that to validate the accuracy of the interview 'is to compare the interview measure with another measure that has already been shown to be valid'. Cohen (2007 p. 150) further adds that 'if the two measures agree, it can be assumed that the validity of the interview is comparable with the proven validity of the other measure'. Hence, in this study the interview data collection method is part of phase two which allows analysis and comparison between the findings of the three data collection methods to eliminate possible bias, false or misinterpreted findings.

Data Collection Process

The data collection process was designed based on the main purpose of the study and available resources. This is because 'the purposes of the research determine the methodology and design of the research' (Cohen, 2007 p. 78). Phase one of the data collection process was based on the direct access to the university archives and relevant documents. This includes the meeting minutes of the NUS Council, Senate and Vice Chancellor Committee (VCC), University Research and Ethics Committee (UREC) reports (2017) and the university's Statistical Digest (2016). It is important to acknowledge that key information and events provided in the Senate minutes, Statistical Digest, UREC report and VCC minutes were highlighted in the minutes of the NUS Council. Therefore, the Council Minutes from 1984 to 2018 was the primary source for this study. From the Council Minutes, a case study was developed by including data sources from outside of the university including the Japan International Corporation Agency (JICA) reports (1995 & 2010) and newspaper articles from 1983 to 2018. These additional sources touched on key events which were extracted from the internal sources of the university. Attempts to secure access to the Samoan government's cabinet meeting minutes from 1983 to 1984 in order to gain insight into government discussions were unsuccessful.

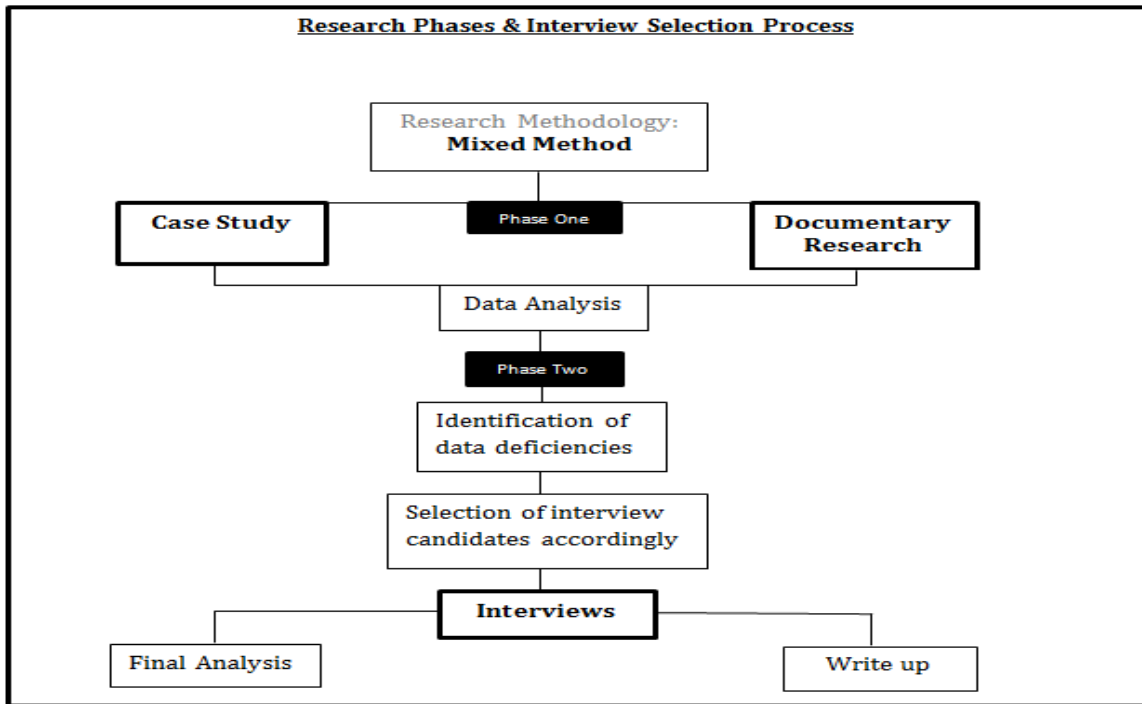


Figure 1: Research Phases & Interview Selection Process

From the Council Minutes the research analysis and chapters of this study are drawn in a chronological order based on the timeline and occurrence of important events and milestones of the university. The JICA and World Bank reports and external sources have been incorporated into the chapters based on this chronology. Phase one concludes with the examination of documents and case studies. Phase two begins with a deep analysis on the phase one collected data to extract possible data deficiencies and major events that need additional supporting details and perspectives. The interview participants were then nominated and narrowed down based on the key individuals who can provide valuable insight into these areas. This led to the original nomination of eight interview candidates. After approaching the interviewees, the number was reduced to four candidates due to the unavailability of candidates during the period of study. Two of the four interviews were conducted in the Samoan language to cater to the language preferences of the participants. The interviews being in the Samoan language meant that direct quotation of statements made by the two participants were not possible. The two interviews conducted in the Samoan language were translated into English during the transcription process. Key insights collected from the interviews were analysed and incorporated into the chapters providing context for this study.

CHAPTER TWO: Contextualization of Higher Education in the South Pacific Region

Brief background of Higher Education in the South Pacific Region

The Pacific Island region is made up of 14 independent states (including New Zealand & Australia), and 26 territories (Wikipedia, 2018). The self-governed Pacific Islands in the region are struggling to develop and sustain its existing post-secondary and higher education institutions. The small land mass of the Pacific Islands indicates that there is limited agriculture prospects and mineral resources. The warm climate and beautiful scenery emphasizes increasing tourism potential, and the ocean fisheries offers probable wealth to some small island states. However, the Pacific region's greatest assets are its people. This suggests that the development of Pacific Island nations depends on the education and training of the Pacific people. This allows Pacific people to be introduced to different ways of thinking, scientifically, economically, socially and politically which significantly benefits Pacific Island nations in terms of development (Tuingariki & Short, 1991, p. 112).

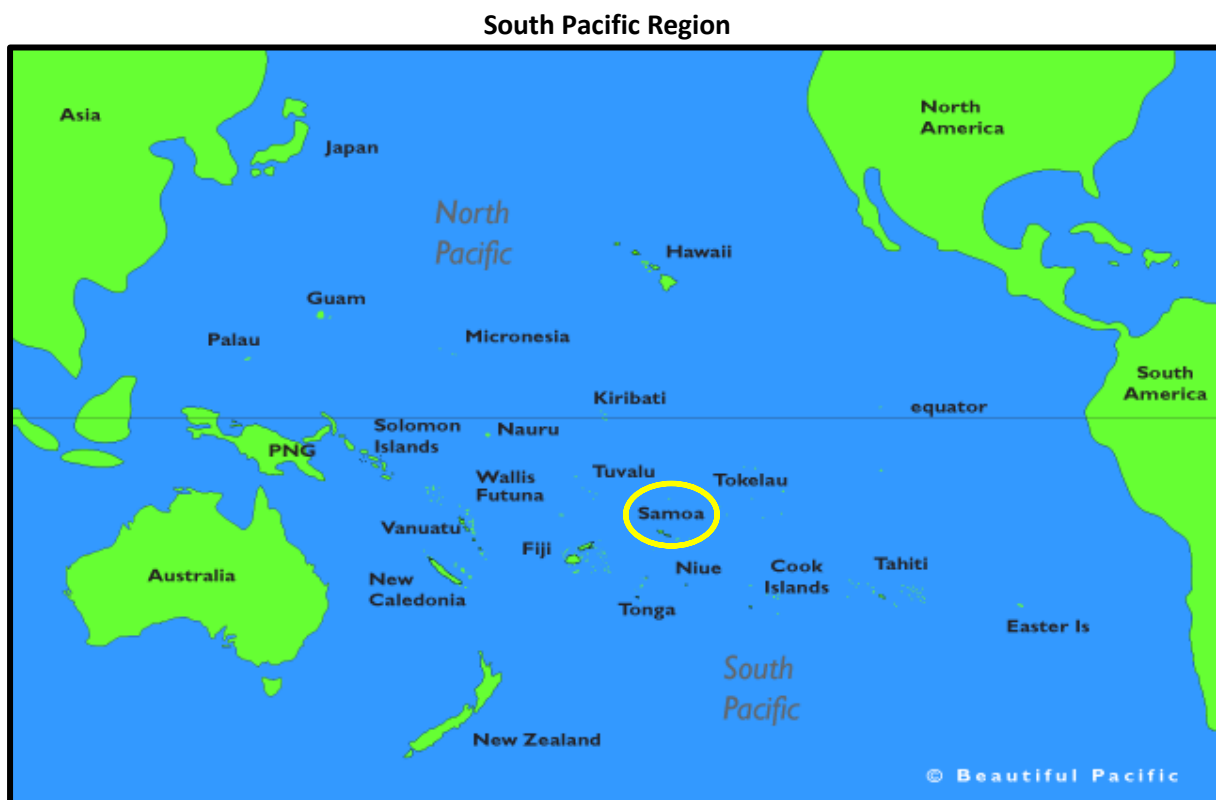


Figure 2: Map of the South Pacific (image: Beautiful Pacific, n.a)

In the early period of exposure of the Pacific Islands to the western world in the late eighteenth and early nineteenth centuries, educational development of Pacific Islanders was mainly carried out by missionaries who brought with them the different religious establishments that created the primary and secondary education facilities across the South Pacific. Initially, formal education in the Pacific was almost exclusively in theological colleges for over a hundred years (Crocombe, M. 1988 p. 20). The academic level for these theological institutions was generally low, as religious instruction made up the majority of Pacific Island curriculums. It was not until the creation of central colonial administrative governments that theological and church schools were supplemented by state

schools (Crocombe, R. 1994 p. 23). Until the post-World War II period when political independence movements began to gain momentum and support from the United Nations Organisation (UNO), colonial powers saw little to no need for universities in the South Pacific (Weeks, 1991 p. 1). Government education services in most Pacific Island countries were not established until the 1950s, which was not long before the colonial powers began to grant independence to former Pacific Island territories. Throughout this phase most newly independent South Pacific Islands had little to no post-secondary educational training facilities.

During this period in most Pacific Islands formal education beyond primary level was mainly for the privileged few. The majority of the Pacific Island nations relied heavily on their former colonial powers for higher education. It was during this period that many Pacific Island states started to establish national teacher's colleges alongside the existing theological colleges. As stated by Baba (1991 p. 38) 'Pacific Island governments entered the field of education slowly and almost reluctantly especially in former British and New Zealand territories such as Fiji, Tonga and Samoa'. It was during this period that Samoa's tertiary education services were almost exclusively from New Zealand, until the USP was established (Crocombe, M. 1988, p. 25). Unlike Samoa, small island states such as Tokelau, Niue and the Cook Islands are presently still heavily dependent on New Zealand for education due to their small size and limited resources (Crocombe R, 1994 p. 26 – 27).

The decolonization of the Pacific Island countries began in 1962 with Samoa the first to achieve independence. This was followed by Nauru (1968), Fiji (1970), Tonga (1970), Papua New Guinea (1975) and, Solomon Islands (1978), Tuvalu (1978), Kiribati (1979), the Federated States of Micronesia (1986), Marshall Islands (1986) and Palau (1994). The other Pacific Island states were granted self-governance but still remained in free association relation with the former administrative powers such as the Cook Islands, Tokelau, and Niue. New Caledonia, Tahiti and French Polynesia are overseas territories of France, while American Samoa, Northern Mariana Islands and Guam remain territories of the USA. As the islands became more accustomed to being independent and self-governed, their leaders were becoming more conscious of the increasing need for post-secondary and tertiary education. Island leaders were also aware that because of their size and limited resources they can only rely on external and inter-island support in the scenario of establishing an institution of higher education (Baba, 1991 p. 34). Like other developing countries, independent Pacific Islands were increasingly viewing higher education as part of their efforts for national development (World Bank, 2000 p. 16). Papua New Guinea was the first Pacific Island to take on higher education in their national development plans with the Administrative College (Now the PNG Institute of Public Administration) established in 1963 (Pacific Precinct, n.d). Two years later the University of Papua New Guinea (UPNG) was founded in 1965 by the Australian colonial administration. It opened its doors to degree students in 1967 (Weeks, 1991 p. 3). As these countries prepared for independence or self-government, the desire among Pacific Island states was to increase national and regional access to higher education opportunities. Luteru (1991 p. 78) claims that in recognition of this need the departing colonial powers in the region decided in 1966 to explore this issue further, and, by 1968, the USP was established with its headquarters in Suva, Fiji.

[The University of the South Pacific](#)

The USP was developed for the twelve English speaking islands located south of the equator (Samoa, Fiji, Tonga, Kiribati, Nauru, Niue, Solomon Islands, Tokelau, Tuvalu, Vanuatu, and Cook Islands), and later for the northern Pacific Marshall Islands, Micronesia and Palau (Crocombe M, 1988 p. 29). This

initiative was co-ordinated and funded by the joint efforts of the UNO, Australian, British and New Zealand governments (Aikman, 1988 p. 35-38). Table 1 below outlines the 12 USP member states with their population and Gross Domestic Product (GDP) per capita.

USP Member State Countries

No.	Country	Population (2019)	Land Area (Km ²)	GDP per capita (2017)
1	Fiji	918,757	18,270	\$5,589.39
2	Solomon Islands	635,254	27,990	\$2,132.12
3	Vanuatu	288,017	12,190	\$3,124.61
4	Samoa	198,909	2,830	\$4,360.75
5	Kiribati	120,428	810	\$1,685.17
6	Tonga	110,041	720	\$3,944.25
	Federated States of Micronesia	106,983	700	\$3,187.56
7	Marshall Islands	53,211	180	\$3,753.26
	Palau	22,206	460	\$13,417.29
8	Cook Islands	17,462	240	\$9,100.00
9	Tuvalu	11,393	30	\$3,944.25
10	Nauru	11,260	20	\$8,345.00
11	Niue	1,628	260	\$5,800.00
12	Tokelau	1,340	10	\$1,000.00
Overall Total:		2,496,889	64,710	\$69,383.65

Table 1: USP Member States

Sources: (Worldometers, 2019) & (Statistics Times, 2017).

The early USP programmes were set to develop students from secondary level towards tertiary level with a preparatory year. Medical and agriculture education was soon the main focus of the twentieth century, notably with the establishment of the Fiji School of Medicine which was not incorporated into USP at the time (Crocombe & Meleisea, 1989 p. 77). From its establishment the USP quickly became the symbol of higher education in the Pacific, and was seen as a vision of new hope for the people of the South Pacific (Nandan, 1991 p. 133). The USP satisfied most of the higher educational needs for its members until the 1980s, by this period the bigger member countries were more mature and developed, and the need to provide higher education in country became more pressing. In addition, concerns were raised by member states due to the fact that the aid donors were supplying almost all of USP's capital funds, research, scholarships, many of its staff salaries, as well as substantial contributions to the running budget, but there have not been equitable benefits for all member countries (Crocombe and Meleisea, 1988 p. 346 – 63). When USP celebrated its 25 years in 1993, the institution was thought to have graduated one out of every 125 of Fiji's population, but only one out of every 1,200 of Vanuatu's population. In other words, about 90% of Vanuatu's intended donor share has been taken by Fiji (Crocombe R, 1994 p. 127). The words of the former USP Pro Chancellor Albert Wendt reflect the concerns of the rest of the Pacific Island states when he said: 'Our governments and donor governments should ask themselves if they are still willing to finance an institution which, I believe, is Fiji's national university' (Crocombe R, 1994 p. 127).

Because the USP did not cost-effectively address basic higher education needs such as accounting, administration, teaching, and nursing, and Technical and Vocational Education and Training (TVET), there was a growing argument from the bigger member states to keep such training facilities within the nation. For the smaller member states there were obvious limits to what was feasible (Crocombe R, 1994 p. 26). Despite the limited possibilities the newly independent Pacific Island states placed high priority in their national development plans to establish their own institutions of post-secondary education. This emerging priority at the national level was mainly a response to regional solutions to national problems becoming less relevant than they had been when USP was first set up (Crocombe & Meleisea, 1989 p. 172). Before the establishment of USP the only Pacific Island nation to have a national university was Papua New Guinea which now has a population of around seven million people. The UPNG, although a national university, has accepted sponsored student from other Pacific Island countries since it was established. Unfortunately, for the bigger USP member states such as Samoa and Vanuatu, the aspirations for national institutions were deferred with the establishment of the USP to meet the needs of the whole South Pacific former colonies of Australia and New Zealand.

The international collaboration and donor assistance in the establishment of the USP made it much more difficult for national institutions to be established within the sphere of USP's coverage. With USP gaining regional funding the effect was that the national institutions of higher education in the Pacific Islands were less able to attain financial assistance from the main donors in the region, particularly Australia and New Zealand. Although larger member countries of USP still hoped to develop their own tertiary institutions, their aims were constrained by the decision of the former colonial powers and current aid donor to channel resources to one institution for the whole region (Crocombe R, 1994 p. 28). This made sense at the time, as in the 1970s larger countries such as Samoa, Tonga, Vanuatu and Solomon Islands only had small numbers of students who were graduating from secondary schools with university entrance qualifications, but this changed over the following thirty or so years.

According to Crocombe (1994, p. 28), private donors and donor governments, and the institutions they established have strongly resisted national efforts to set up national institutions. They declined to allow funds given on behalf of those nations for USP to be redirected to a national institution instead. It has been believed that due to pressure from Australia and New Zealand the proposals of Pacific Island governments for national universities have not materialized. This was because it was more sustainable for Australia and New Zealand to fund one institution for the region compared to funding various national institutions. With the rising demands for more equal distribution of USP facilities from the bigger member islands such as Samoa, Solomon Islands and Vanuatu, the USP was under pressure to provide University Extension Centres in all the member countries. The University Extension Centres were tasked to deliver programmes of study by correspondence using a satellite to broadcast tutorials which were later developed to online learning modes. The online learning modes arrived with the recent developments in communication technology and computers. Unfortunately, the online learning modes were not feasible for all member states due to the islands remoteness and costly extensive infrastructure needed in order to develop efficient telephone and internet speed (World Bank, 2000 p. 49). In further response to the rising pressures, USP took on board recommendations to decentralize its Faculty of Law to Vanuatu and its Faculty of Agriculture to Samoa, and establish an Atoll Research Unit in Kiribati (Crocombe & Meleisea, 1988 p. 34).

These satellite centres did not equally satisfy all the member countries higher educational needs as they did not offer the full facilities to study for a degree at home. Also extension students are required to be on the main Laucala campus in Fiji for varying periods of time during their degree studies (Tuingariki & Short, 1991 p. 113). Unfortunately, collaborative efforts to disperse USP programmes and facilities throughout member nations have only led to the host countries being the main beneficiaries. In response, member countries increasingly looked into domestic higher education possibilities. However, it was not until the 1980s that the emergence of national institutions began (Luteru, 1991 p. 78). By the time national institutions began to emerge in the 1980s many of the first world governments and donors have assigned higher education relatively low priority as they were focused on strengthening the primary and secondary education services in the region (World Bank, 2000 p. 10). The first introduced national institution since the establishment of USP came in 1983 when the Government of Samoa announced its intention to establish a national university. The founding of other new national institutions in the Solomon Islands, French Polynesia, New Caledonia and elsewhere soon followed. These new institutions began to offer secondary teacher training, general, technical, and advanced study in various fields such as nursing and TVET (Weeks, 1991 p. 4). The hopes of the Tongan and other Pacific Island governments to follow Samoa and have national institutions were contained by pressures from the aid donors to fit a more sustainable model. Samoa's actions did, however, encourage aid donors to actively assist secondary colleges in the Pacific Islands (Crocombe R, 1994 p. 101 - 102). This was an attempt by the donor governments to build up secondary (years 12-13) and TVET level programmes in country. Nothing was done for national higher education as donors stuck to their model of providing scholarships to either USP or to their own institutions.

With regard to the cost of establishing and operating tertiary institutions, if Pacific Island governments had authority over donor scholarships for overseas study; the governments will likely re-direct the majority of scholarship funding towards sustaining national higher education and post-secondary training institutions (Crocombe & Meleisea, 1988 p. 34). Since the 1980s there have been many institutions for adult training and short courses developed and offered at the national level. The majority of these services are provided by national institutions, but a rapidly growing proportion is being offered by distance methods (Crocombe R, 1994 p. 23). With Samoa and the Solomon Islands having gone against the prevailing preference of donors for funding a regional organisation by establishing national institutions, their brave initiatives certainly caused a number of complications. With the limited resources in the Pacific Islands at the time, the first real obvious challenge was funding. Whether a Pacific Island nation can maintain its own higher education institutions certainly depends on the circumstances (Crocombe. R, 1994 p. 26), and commonly funding was identified as the main issue.

[Funding higher education in the South Pacific](#)

As science and technology advances, general education must keep up with these advancements, which is becoming ever increasingly expensive. As general education becomes more important, the demand for higher education in the South Pacific increases. Unfortunately for the South Pacific Island states higher education is an expensive social service. The World Bank (2000 p. 50) taskforce argues that 'higher education institutions can thrive only if their funding levels are adequate, stable and secure in the long term'. This is particularly unrealistic for isolated and developing Pacific Island states that find it very difficult to provide large long term funding on their own. Despite the odds the Pacific Island states still aimed at developing national post-secondary education institution as it was

seen as both a source of support for independence, and simultaneously a means of development and international co-operation within the South Pacific region (Weeks, 1991 p. 2). Despite higher education being an expensive undertaking, the small and isolated South Pacific Islands are faced with a growing young population. With the pressing demands for higher educational services Pacific Islands are coupled with the limited ability to generate adequate resources to provide post-secondary education services. This gives the Pacific Island countries no choice but to look to their developing partners for assistance (Luteru, 1991 p. 85). Pacific Island countries spend up to a quarter of their national budget on education (Baba, 1991 p. 33). In fact, according to Meek (1991 p. 157) higher education worldwide is facing financial problems. It is clear that in reality, higher education is an expensive investment, which many island countries cannot afford nor sustain. However, the Pacific Island leaders without exception recognize that knowledge is an essential part of any plan to move island societies and people to new heights of accomplishments (Tuingariki & Short, 1991 p. 103).

Pacific Island countries have different funding needs according to their size, resources, education and training systems. For instance, in the early 1990s, island states such as Tuvalu had to run short courses for adults on several of its isolated islands as it was cheaper to send training staff out than to bring students in (Crocombe R, 1994 p. 25). Similarly, for a bigger island such as Samoa, it is cheaper to have students brought in to attend a higher education institution in country than it is to send the students out. While cases may vary differently between islands, national higher education still proves to be very attractive to Pacific Island governments. Although this attraction exists, the bilateral aid donors such as Australia and New Zealand preferably do not want to fund national level higher education as it creates the possibility of the over dependence of receiving institutions to aid. For the aid donors it is more convenient to fund USP through the award of scholarships and special grants. The member countries of USP all have to contribute to its budget. Therefore, if Pacific Island governments want to set up their own universities they have to bear the cost. In Tonga, the university foundation studies programme provided by non-government Atenisi Institute is sustained by the requirement for parents and students to make small financial contributions. The majority of Atenisi Institute facilities are results of co-ordinated efforts from the students, families and communities (Wikipedia, n.d).

Staffing South Pacific Island Universities

In the operation of any organization, funding and staffing are important in ensuring the quality of the organization. One of the main connecting and contributing factors to high costs associated with the provision of higher education is the rate of salaries for specialized academic and administrative staff (Luteru, 1991 p. 67). The necessary resources required for Pacific Island universities to meet its academic obligations have been severely constrained by the limited ability of the island countries to generate adequate resources to meet the competitive demand of attracting and maintaining specialized staff. This is why Pacific Island universities such as USP operate under severe financial constraints (Luteru, 1991 p. 78-79). The World Bank (2000 p. 73) report points out that 'the lack of well-qualified science and technology teachers and researchers is a widespread problem in developing countries'. Unfortunately, there is no easy way around the expensive staffing issue as staff in specialized areas needs to be paid competitive international market salaries. This increased the behaviour for Pacific Island universities to seek alternative sources of funding in the central concern to establish and maintain all vital staff members. For many island institutions from the 1980s to the 1990s foreign aid was the main resource for supplementing the salary gap in higher

education (Luteru, 1991 p. 68). Fortunately, in the 1990s regional institutions such as USP operated under the donor supplementary schemes. This saw that donor nationals were recruited to posts which were difficult to fill due to international demand. The salary for the position was supplemented by aid to the equivalent of the salaries the donor national would have been paid in a first world country (Luteru, 1991). This led to a number of island secondary and post-secondary technical training institutions relying on aid and salary supplemented programs for hiring expatriate staff (Luteru, 1991 p. 89). This resourcefulness did not include national institutions such as NUS, which at the time paid salaries equal to the public services rates for national professional staff.

The other connection between funding and staffing is that the available funds and resources usually play a significant role in the selection and appointment of staff. Pacific institutions at times like to claim that they appoint staff primarily on merit, but in reality due to limited resources and the pool of talent this is often not the case. For most developing institutions the selection criteria focus on citizenship and costs. They often use ethnicity and, at times political status and influence (Crocombe, 1994 p. 114). Governments are frequently playing a key role in 'revamping incentive structures for educational institutions' and 'imposing specific hiring standards' (World Bank, 2000 p.73). If Pacific Island institutions purely see quality as the goal, merit needs the highest priority. Unfortunately, selection according to merit is usually expensive and also short lived, as in some cases highly qualified individuals, who may be non-nationals, may choose to teach in developing countries to gain experience, and then apply for better paid and more prestigious appointments in universities of developed countries. This is a wide issue not just in the Pacific but throughout developing countries universities who often see their limited pool of qualified individuals leave due to 'dissatisfaction with local conditions' and for 'greater intellectual and earning opportunities abroad' (World Bank, 2000 p.73). In the case of Pacific Island government sponsored institutions, there is usually a practice and policy, of localisation. According to Crocombe (1994, p. 114) this practice is not sustainable as the pool of highly educated manpower in a single Pacific Island is very limited. He states that it is clear that 'the smaller the pool of qualified talent, anywhere in the world, the lower the average quality must be'. The world's top universities all aim to recruit from a wide pool of talent, bringing in academics from multiple backgrounds. However, those with post-graduate qualifications from internationally respected institutions of higher education and with good publication records will likely be in demand in any country and, if Pacific nationals, will be hard to retain in their home islands.

University Models Diversity & Multiculturalism

When the Pacific Island countries such as Papua New Guinea and Samoa formed their higher education institutions, they mirrored the educational systems and models of their former colonizers. It is evident that most higher education institutions in the South Pacific clearly reflect the concerns and interests that have derived from the education systems of their former colonial powers (Weeks, 1991 p. 2). Thus, the South Pacific higher educational models are divided into three main systems. The first and most common model is the 'Commonwealth' system, which is broadly derived from the British, Australian or New Zealand systems. Institutions in this system include USP and NUS. The other two systems include the US and French systems (Crocombe R, 1994 p. 119). The USP and the UPNG were modelled on the universities of Australia and New Zealand (Baba, 1991 p. 51). Jones (1991 p. 10) states that 'national models are never the totality of a nation's system of higher education, or even the whole reality of a single institution'. This is because institutions have to be mixed with dominant world models to create a system that is recognized and accredited while also

mixing in an indigenous local model creating uniqueness for the island institutions. Mixture of staff is important as people are the most obvious means of transporting academic models (Jones, 1991 p. 11). Academics are the most frequent and efficient carriers of models of higher education (Jones, 1991 p. 28).

Another significant factor in university models is the governments and the social systems of the Pacific Islands. It has been a common perception that people would prefer Pacific Island institutions to operate independently without government intervention. However, Nandan argues (1991 p. 137) that trying to separate politics from higher education is like 'attempting to separate sports from apartheid'. This is more apparent in the Pacific territories such as French Polynesia where the tertiary education is controlled from metropolitan France. The French government plays an influential role from primary, secondary and tertiary education systems (Borzeix, 1991 p. 120). The tendency for state governments to 'intervene in higher education' has placed many institutions in developing countries in a position where they find themselves being 'hostage to policies, decisions on student selection, staff appointments, curriculum design all being made on political grounds' (World Bank, 2000 p. 63). This makes it clear that for small countries and economies such as the Pacific Islands it is vital that the government is actively involved in the higher education systems, as the government plays an important role in funding and the relevance of studies to the economy.

An additional factor to models of higher education is the influence of government in connection with the problem of high dependency on foreign languages to communicate. Meek (1991 p. 151) suggests that there is a heavy dependency on the foreign language for teaching, seeking external guidance for publications instructions, and dealing with a core of knowledge which is largely not produced locally. This argument may vary between Pacific Islands as some islands such as the Solomon Islands have multiple languages and dialects. In the case of Solomon Islands, it is an issue of multi-culturalism and diversity. Donors and governments must understand that the Pacific Island states and territories vary considerably in ethnicity, cultures and languages so the colonial models of higher education may not necessarily fit their needs. Higher education should ideally be multi-cultural to enable Pacific people to see the world as plural, diverse, secular and democratic. This is important for economic and academic equity and efficiency in developing and utilizing different aspects of culture, identity, norms, and languages regardless of the differences. In Meek's opinion higher education institutions should set their own norms to be in harmony with the indigenous philosophy (Meek, 1991 p. 153).

Brain Drain in Pacific Higher Education

A growing concern and challenge within Pacific Island higher education institutions and governments is that of brain drain. The term brain drain is generally used in a sense that it relates more specifically to the migration of engineers, physicians, scientists, and other very highly skilled professionals with university certification often from developing countries to developed countries (Docquier, 2014 p. 2). For universities to operate on a general basis it needs to have highly certified staff in order to teach and train students. The migration rates of high-skilled workers exceed those of low-skill workers in virtually all countries. In this case what matters is not how many of a Pacific Islands population engage in higher education, but how many of those who do engage remain at home (Docquier, 2014 p. 8). The brain drain can benefit a home country if it increases the proportion of college and university graduates in the population remaining (Docquier, 2014). The same case applies to higher education institutions and universities whom often invest significantly into

upgrading their staff members with higher qualifications just to have them leave for higher salaries abroad.

Ideally governments and higher education institutions would prefer to have their graduates work domestically, but the odds are Polynesian graduates, on the contrary, are more likely to leave their home countries, no matter where they are trained (Crocombe R, 1994 p. 112). According to Crocombe (1994 p. 112) the pressure to emigrate among islanders is greatest among Samoans and Tongans. Samoan scholars in New Zealand from 1962 – 1985 stayed away from Samoa much more than those who studied at USP (Crocombe, 1994 p. 112). Graduates went home to work in their own countries, as restrictive migration laws, local wages and employment opportunities in Fiji were not significantly better than in their own countries at the time so they were unlikely to stay on after graduation. The issue of brain drain, retention rates and accreditation becomes more complex when students and their parents want qualifications that are as globally recognized as possible, as these facilitate higher salaries, higher status, mobility and migration (Crocombe R, 1994 p. 93). The problem is that Pacific Island governments and institutions have their hands tied between accreditation, brain drain and retention rates. If the New Zealand Qualifications Authority were to say hypothetically accredit all of the NUS programmes, this would definitely equal to more local Samoan graduates leaving Samoa for New Zealand for better jobs. The same accreditation can possibly backfire for New Zealand as students who may have originally studied in New Zealand will instead study in Samoa due to the significantly cheaper fee for the exact same accredited certification they would attain from a more expensive New Zealand based university.

Another contributing factor to brain drain is the direction of scholarships. There is a growing concern towards the tendency of Australia, New Zealand and other developed nations to offer aid increasingly in the form of scholarships to donor country institutions which more likely benefits the country and institution receiving the students. Universities in Australia and New Zealand are in favour of this practice as international students bring in more funding than local (Butcher & McGrath, 2004). In supporting this point Weeks (1991 p. 5) highlights that directing scholarships away from national higher education institutions in developing countries increases the national brain drain. This has seen students having to leave the islands and travel overseas to institutions of higher education. This means that many of the students do not return home for graduation; the majority end up adjusting to the way of life (Tuingariki & Short, 1991 p. 110). These Pacific Island students use their qualifications to get good jobs with better salaries abroad compared to what they would receive at home. The loss to the Pacific Island states is enormous not only in terms of money but especially in terms of the skills and the services they can provide (Tuingariki & Short, 1991 p. 110).

Poor Governance in Pacific Island Higher Education

Governance in higher education as defined by Iram (2015 p. 1) is the 'legal appropriation of decision making power within universities between the various academic structures and administrative structures'. For developing island institutions, the challenges are set between two different sets of governance. Firstly, we have internal governance which is the university academic and administrative management and policy makers. External governance refers to systemic management and deals with institutional arrangements on the macro level, such as ministries and the state government. These two aspects are important in the co-ordination of any successful structure of higher education institution (Iram, 2015 p. 17-18). In order for higher education institutions to function, the national government must be supportive and stable. Institutions that are based in very

unstable and hostile governments are in a greater risk of adopting the leadership practices of its state, which thus brings us to the last and perhaps the most vital challenge for Pacific Island higher education institutions, poor governance. The World Bank (2000 p. 63) points out that 'higher education institutions inevitably reflect the societies in which they operate. When a country suffers from deep rifts, these will be present on the campus'. The report further adds that 'a society in which corruption is prevalent cannot expect its higher education institutions to be untainted'. Poor governance is not just reflected in the state level and institutional level administration. It can also be reflected in the academic creditability and transparency in the teaching, grading and distribution of scholarships. Meleisea (1990) notes in his submission to the Henderson review that 'It is not unknown for scholarships to be used in exchange for political favours' (Crocombe R, 1994 p. 104).

Importance and Benefits of Higher Education for the Developing Pacific Islands

With the challenges and institutional disadvantages of Pacific Island higher education stated, the focus will now be on the good qualities and advantages brought by higher education institutions. Since the emergence of higher education in the Pacific, the national and regional institutions have strengthened the education systems of the South Pacific Islands. Despite the pressures deterring small countries from establishing their own institutions it should be acknowledged that what is happening in South Pacific institutions of higher education is simply a reaction of island government to the needs of its people (Helu, 1991 p. 64). The establishment of regional and national universities in the South Pacific has assisted greatly in providing islands with the high level manpower necessary for developing societies to achieve nationhood (Meek, 1991 p. 151). Governments worldwide believe that higher education can participate directly in economic development through training graduates and applied research (Meek, 1991 p. 158). There is a strong connection between the quality of education and the economic success of the nations and communities. This is because economic success creates the opportunities for better social services and improved quality of life (Crocombe R, 1994 p. 97).

National higher education services have led to the growth of educational facilities and support services necessary for students, as well as to the improvement of the existing systems (Tuingariki & Short, 1991 p. 111). The lack of economic growth motivates university graduates to emigrate. Once a significant brain drain gets under way, it can have damaging effects on the economy that induces further waves of emigration by highly skilled workers. Regardless of the many negative impacts of brain drain on development; the income of islanders left behind depend on other beneficial responses operating after migration. The main ones are remittances, circular migration, and externalities from the presence of emigrants abroad (Gillman, 2015). Higher education has directly benefitted the Pacific Islands by providing training and certificates in trades such as engineering, carpentry, welding, electrical and plumbing. Despite the high cost incorporated in providing such trainings, the services are essential in sustaining Pacific Island economies. Teacher colleges, nursing and medical training centres are all part of higher education's contributions in developing and sustaining Pacific Island social services. More studies need to be directed into the Pacific region on the direct and indirect benefits of the national and regional higher education systems.

CHAPTER THREE: Establishment of the National University of Samoa

Early Education in Samoa: 1844 - 1953

Formal education in Samoa was introduced by the missionaries who brought with them the general and theological disciplines of study. Samoa had no means of domestic higher education opportunities other than what was offered from the theological colleges. Malua Theological College was established in 1844 by the London Missionary Society making it the second oldest theological college in the South Pacific (Meleisea et al, 1987 p. 52 - 69). Samoa before the establishment of the USP relied exclusively on New Zealand and Australia for higher education opportunities. Meredith states in his report (1985 p. 2) that in 1944 the New Zealand government launched its scholarship scheme only covering a maximum of 8 – 10 students a year. This scheme was designed to cover the final primary levels continuing up to secondary level and university. Before 1944 scholarship schemes have been provided by the New Zealand administration as early as the 1920s. Schemes such as the one presented by New Zealand were the only channels for Samoans to higher education. Despite this initiative it only meant that the students from a small number of urban based schools had access to the scheme. This led to the Samoan government to consider an initiative to increase education access. The Samoan government then established new intermediate and secondary schools. The Malifa School and Leififi College were the first state owned intermediate and secondary schools with Leififi College established in 1905 under the German administration. Samoa College was later founded in 1953 and was described and viewed as the official establishment of secondary schools in Samoa (Meredith, 1985 p. 2). From the establishment of Samoa College, form five and the University Entrance (UE) Exam of New Zealand represented the top level of education for the main stream of students, passing through the Samoan education system (Meredith, 1985 p. 55).

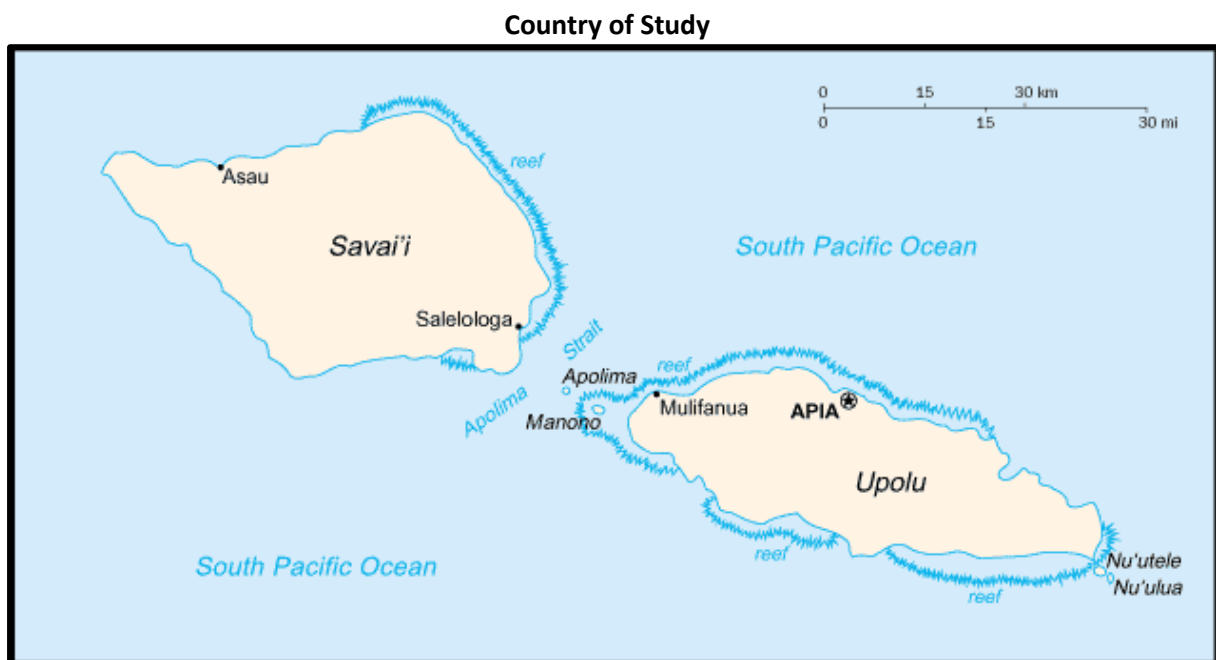


Figure 3: Map of Samoa (image: Duckster, 2018)

Esera (2012 p. 93) documents the history of teacher education in Samoa which began with the establishment of the Primary Teachers College in 1939 and the Secondary Teachers College in 1978. The two colleges later combined in 1990 to form the Western Samoa Teachers College (WSTC) (Esera, 2012 p. 93). Before the establishment of the Secondary Teachers College, the South Pacific Regional College of Tropical Agriculture was established in Samoa with New Zealand assistance in the early 1960s. In 1977, the Government of Samoa leased the campus to the USP where it became the Agricultural Campus of the university with the School of Agriculture (USP, 2018).

Samoa's First University, 'Iunivesite o Samoa' (The University of Samoa): 1972 - 1983

Despite Samoa's limited resources its first university was not state or Aid funded. In 1972 the Congregational Christian Church of Samoa (CCCS) received recommendations from an internal education report suggesting the establishment of an institution for 'in service training for teachers' to support the CCCS primary and secondary education systems (Tuiai, 2012 p. 120). The initiative for the University of Samoa was approved in 1976 by the CCCS General Assembly. Salevao (Personal Communication, 2018) described this decision as too ambitious as the church was constructing the five story John William building during the same period. The university was fully operational by August 1978 at the Leulumoega Fou College campus (Tuiai, 2012 p. 154), and offered eight bachelor degrees ranging from education to science (Tuiai, 2012 p. 121). The establishment of the University of Samoa was an important accomplishment for the CCCS and the Samoan people. This was reflected in the report of the founding Vice Chancellor of the university:

In these times, there is no country, no government, no church which can retain their authority, language, and beliefs without a university. Even though it is expensive, if it is well planned the benefits outweighs the costs. There is no other educational institution that gives the true identity to a Samoan. In the same way the behavior, the mind, the heart and language of the Europeans, Russians and Japanese is dependent on their universities.

Aiono Dr. Fanaafi Le Tagaloa, 1981 ('Ripoti O Le Iunivesite O Samoa' cited in Tuiai, 2012 p. 153).

Although the university was up and running Tuiai (2012 p. 122) states that 'sadly the great promise of the university was not realized. It was seriously affected by the Churches other ambitions'. The University of Samoa faced a lot of challenges especially as it competed with WSTC. What did not help was when the CCCS decided to send its teachers to the WSTC instead of its own university for training. Tuiai (2012, p. 157) states that 'the Church's neglect of the University of Samoa to train its teachers signalled the end of the university as an institution'. By 1983 'the death knell for the university was sounded' when the government announced its decision to establish the NUS (Tuiai, 2012 p. 157).

A Young Man's Dream 1965 - 1983

To truly understand the origin and motive behind the establishment of the NUS it is important that the background story of a young man's dream be told. This temporarily takes us out of the chronological order back to the year 1965 when teenager Tapusatele Le Mamea Dr. Ropati Mualia just graduated from Samoa College. Mualia (Personal Communication, 2019) states that when he was in his final years at Samoa College there were less than 20 university scholarships to cater to the higher education demands of Samoa. Mualia adds that because of the low number of available scholarships, many of his family and friends with enormous potential were not able to attend university. It was at this point Mualia wished that Samoa had its own university. He adds that his

wish and fantasy for a university for Samoa felt like a 'higher calling'. His dream as a teenager stuck with him as he grew up, completed his studies, and progressed in his career. This was because year after year he witnessed the increasing number of college graduates missing out on higher education due to the limited scholarship numbers. With the establishment of the USP in 1968 Mualia (Personal Communication, 2019) states that although scholarships increased the majority of Samoans were still missing out on post-secondary education opportunities. He added that the USP Agriculture School at the Alafua campus was highly unpopular to the local students and parents. Because of the increasing number of Samoan students missing out on higher education, Mualia knew that if he ever has the opportunity he would establish a national university for his people. Returning to the chronological order that opportunity came in 1983 when the Human Rights Protection Party won the national election. The new Prime Minister Tofilau Eti Alesana appointed Tapusatele Le Mamea Dr. Ropati Mualia as the new Minister of Education (Mualia, Personal Communication, 2019).

As the Minister of Education Mualia wasted no time to try and make his 1965 dream a reality by proposing to government the establishment of a national university. To his surprise it seemed like fate when the proposal eventually received a favourable response after some deep discussions. Mualia (Personal Communication, 2019) emphasized in his interview that the university would have not been possible if the government did not support his proposal. Mualia acknowledges specifically, the support of the Prime Minister, and the Minister of Finance at the time Tuilaepa Lupesoliai Dr. Sailele Malielegaoi. Mualia stated that the Minister of Finance could have easily turned down his proposal by saying that there was no money to cater for a university. Fortunately, in Mualia's favour the Minister of Finance was willing to manipulate the government's budget to make Mualia's dream a reality. This brought the attention of the government to the education sector budget. With no specific budget itemized for a university in the government education sector budget, a five tala (Samoan dollars) note was used to officially open the itemized budget for the university.

With university budget opened with five tala, the government formed a taskforce with the Minister of Education to co-ordinate and arrange consultations with its ministries, the private sector, the donor governments, and the CCCS University of Samoa. The government also consulted with Dr. Colin Aikman via the New Zealand government who publically advised against the decision (The Observer, 1983a). When the Samoan government first mentioned its intention to its development partners, they were quick to point out their disapproval with the Samoan parliament's decision. As the Minister of Education Mualia was part of the USP Council. He used the opportunity to announce the Samoan governments' decision at the USP Council meeting which alarmed and angered a lot of the USP Council members. The announcement caused considerable concern for USP and among donor agencies (Brosnahan, 1988 p. 70). On top of that some of the Samoan public opposed the governments' initiative. In addition to the public opinion there were multiple discouraging releases by the press, including reports of parliamentary disputes on the judgment and timing of the university's establishment (Meredith, 1985 p. 18). Mualia (Personal



Figure 4: Aikman advised against University (The Observer, 1983a)

Communication, 2019) explains that he pushed to have the university established quickly as he feared that a possible change in government will likely end his efforts. It was clear that the Samoan government and public had mixed opinions on the establishment of the university. After the consultations, the taskforce submitted a report to government supporting the establishment of a national university in 'recognition of the need for Samoa to have its own institution of higher education in order to uphold the democratic principles and promote the study of Samoa's language and culture' (Meleisea et.al. 2012, p. 151). With the report received and endorsed, the Minister of Finance was able put together an approximate \$200,000.00 tala budget for establishing the university (Mualia, Personal Communication, 2019). The Samoan government also received a total of \$41,193.00 tala in aid support from the World Health Organisation (WHO), New Zealand and Australia respectively (Meredith, 1985).



Figure 5: Alafua to be the University of Samoa (The Observer, 1983b).

Although the NUS threatened the existence of the CCCS University of Samoa, it also brought about a lifeline prospect for the University of Samoa with the possibility of a merger. Unfortunately for the University of Samoa, its declining academic system and the distant campus of the university from the Apia capital convinced the government to run the NUS separately (Tuiai, 2012 p. 157). Instead, the Samoan government intended the NUS to draw together the WSTC and take back the Alafua Campus of USP. The USP agriculture campus was formerly a national facility and still belonged to the Samoan government. With the alarming news the USP halted all its campus development plans as it was now facing uncertainties due to the government's intentions (The Observer, 1983c p. 2). There were suggestions in the minutes of the NUS Council claiming that the USP was prepared to give up the Alafua

Campus for an alternative venue and property in Apia (CM, 1988 p. 4). Eventually external pressure from donor governments was applied to stop the Samoan government's plans of taking back the Alafua USP campus (Crocombe, R. 1994 p. 109). The Samoan government eventually settled for housing the university at the Education Sector Malifa compound. The two upper floors of the Malifa Multi-purpose Centre Complex of the Education Department were allocated to be used as the main setting for the NUS (Meredith, 1985 p. 8). With limited infrastructure at the Malifa campus, the NUS used alternative venues at the Samoa College and the USP Alafua Campus for particular scientific courses which required the use of laboratories. With the university campus and venue settled, the Government started to look into hiring suitable candidates to teach and operate the founding year of the national university.

Founding of the National University of Samoa: 1983 - 1984

In preparation for the NUS opening, the Cabinet of Samoa appointed former Director of Agriculture, Forestry, Fisheries and Meteorology Tau'ili'ili Uili Meredith as the Co-ordinator to operate the university during its founding years. Mr Meredith was responsible for overseeing the creation of the university and conducting the overall administration of financial resources, academic programmes, and the maintenance of facilities. With the idea of a national university planted the government sought for more justification for its actions. A ten-year survey was conducted on the rough number of Samoan graduates from the USP. The approximate number of graduates from USP from a ten-year period was well short of the two-year demand of the public sector in a number of areas.

Qualifications of Samoan Students from USP: 1973 - 1982		
Certification/Degree	USP Graduates 1973 - 1982	Public Sector Manpower Needs 1984 – 1986
Bachelor of Agriculture	8	31
Bachelor of Arts	30	67
Bachelor of Education	11	5
Bachelor of Science	7	28
Diploma in Education	18	n.a
Diploma in Tropical Agriculture	78	17
Certificate in Library Management	3	3
Total:	155	151

Table 2: Qualifications of Samoan Students from USP: 1973 - 1982 (Meredith, 1985 Appendix VII)

With the rough figures of Samoan graduates from USP Meredith further supported the decision from government in his report where he stated:

And every Samoan, young or old, Roman Catholic, Protestant or Orthodox should be given the opportunity to enter the National University, and to drink there from without let or hindrance...for the decision of Government to establish the University of Samoa is the most important and timely pedagogic innovation in our lifetime.

Tau'ili'ili Uili Meredith, 1985 p. 51.

In preparation for the founding year, the university appointed eight full time and six part-time teaching staff. The university had only four non-academic staff; two co-ordinators, a secretary and a cleaner (Meredith, 1985 p. 9). With the physical setup and staffing prearranged the university looked into developing its academic programmes. The development of the programme of the NUS was aligned with the Cabinet decision to pursue the University Preparatory Year (UPY) as the first step for the university. The university welcomed and supported the decision by Cabinet to place priority on the UPY programme (Meredith, 1985 p. 20). This move foreclosed the starting form VII in secondary level of education all around Samoa. By December 1983 NUS signed its first Memorandum of Understanding (MOU) with the USP (Meredith, 1985). In relation to the memorandum, the NUS first UPY programme was adopted directly from the USP. This adoption was described by Meredith (1985 p. 3) as a logical move as the programme was accepted by universities in New Zealand and Australia as a pre-qualification for continuing into higher education. The NUS was basically an institution for preparing local students for degree level studies in external university settings. The UPY programme in preparation for the founding 1984 year was divided into two sub-

programmes, science and social science. The designed programme had students take a total of five papers per semester totalling to ten a year. The academic courses were developed by USP with the objective to encourage the students to self-learn (Meredith, 1985 p. 16).

The following year of 1984 the NUS Act was established formalizing the decision of the Samoan government. The first Act of the university was basically formal documentation to establish the NUS. The NUS Act of 1984 consisted of the functions of the university, the Council (composition of council), officers and the powers of the university. The university Council was described in the World Bank (2000 p. 64) as 'an independent body that acts as a buffer between a higher education institution and the external bodies to which the institution is accountable, such as the state and religious or secular sponsors'. The immediate aim of the NUS is the 'maintenance and development and conservation of the Samoan language and culture' (Meredith, 1985 p. 48). In the establishment of the Act, the NUS identified three core functions during its founding year. The first function was 'to retrieve, analyse, maintain, advance and disseminate knowledge of Samoa, the Samoan language and Samoan culture; secondly 'to maintain, advance and disseminate other knowledge by teaching, consultancy and research; and lastly 'to provide facilities for university education and training responsive to the needs of the people of Samoa'. These were the aims and core functions identified by the government for the university which guided the decisions and programmes of the university. The first NUS Council was made up of 11 members excluding the co-ordinator, making it 12 overall. This system included four church education members, and one representative selected by the New Zealand government (Dr. Colin Aikman), the University of Auckland, USP, the Australian National University and the Samoa Director of Education. During the first inaugural NUS Council meeting, the priority was for the NUS to develop courses based on national topics and separate the curriculum from the borrowed USP UPY programme materials. The Council then established the formulation of an Executive Council to meet more frequently in between full council meetings.

On February 14th 1984 the Samoan Prime Minister honourable Tofilau Eti Alesana officially opened the NUS (Meredith, 1985 p. 5). The Prime Minister stressed the importance of the preparatory year as a means of cutting the increasing failure rates of Samoan students in overseas universities, and also to lessen the cultural shock (Meredith, 1985 p. 2). With the university officially opened, a total of 48 students were registered in the founding year of the NUS. The pool of students was drawn from those who passed the New Zealand UE examinations from various secondary schools (Catholic: 5, Methodist: 3, Samoa College: 37, Avele College: 1, New Zealand: 1). The balance of students was described by Meredith (1985 p. 11) as 'not surprisingly male dominant' with only 14 females compared to the 33 males. The students during the founding year of the NUS were provided with monthly allowances to cover stationary and transportation costs (Meredith, 1985 p. 7). The allowances, although were not sustainable, was implemented to attract students to the university as the idea of enrolling into the NUS was very unpopular with parents (Mualia, Personal Communication, 2019). What did not help was that the press branded the founding year students as 'genie pigs' (Mualia, Personal Communication, 2019).

Founding Year Challenges and Benefits

With the university up and running, the founding year raised multiple challenges. As the government went ahead with the university and the UPY programme, this brought more opposition than support. The donors were disappointed after Samoa established the NUS despite very strong external pressure not to do so. Samoa had some donor support with JICA stating their interest in allocating

funds to build the NUS, but unfortunately JICA was persuaded by Australia and New Zealand governments to postpone its aid support for the university as it was their policy to require Samoa to use only USP within the region (Crocombe R, 1994 p. 101). Further challenges were identified in Tauiliili Uili Meredith's report (1985 p. 16), particularly that the student 'habits formed in earlier schooling over periods of 13 – 14 years were difficult to change within a single academic year' (Meredith, 1985 p. 16). Students were said to have a high dependency on teachers to provide study material and guidance. This high dependency rate from students was clearly not suitable for a university setting. Meredith states that through the utilization of the USP extension centre in Samoa the NUS staff were able to enhance the teaching which helped cushion the transition process of students from years of "spoon feeding" in primary and secondary schooling in Samoa to a self-learning process (Meredith, 1985 p. 16). This guided the students towards a balance mode of self-learning which better prepared them for overseas study.

The other concern visible in the founding year of the university was the lack of course materials. There were considerable delays in attaining all the course materials from the main USP campus due to the lack of co-operation from the USP (Meredith, 1985 p. 23). This left the university with no choice but to consider developing its own curriculum and materials which is much more expensive. Also noted in the report of the founding year was that the university relied heavily on satellite lectures from the USP main campus in Suva, notably from Dr. Malama Meleisea and Dr. Jacqueline Leckie (Meredith, 1985 p. 29). On top of the public opposition and the lack of teaching materials, the NUS lecturers at the time did not possess the relevant skills to teach all of the materials in the USP designed UPY programme. There was also considerable concern about the lack of relevant university facilities such as libraries, lecture theatres, equipment and transportation vehicles (Meredith, 1985 p. 23). It was clear that the founding of the NUS was rushed to satisfy the political agendas of the time. Mualia (Personal Communication, 2019) stressed that if he had not rushed the establishment of the NUS, it would most likely not have materialized due to the risk of a change in government.

Even though the predictable challenges of establishing a national institution were valid, the university also demonstrated some benefits. The main benefit in the founding year was the differentiation between the costs of overseas training compared with the cost of training students locally. The cost of education and particularly university education was considered one of the Government's motivations to establish and provide university education within the country. The cost of educating two or three hundred students overseas, can educate twice or three times that number within Samoa (Meredith, 1985 p. 48 - 49). According to Meredith's report (1985 p. 52) the total expenditure for NUS at the end of the founding year totalled to \$161, 667.76. The total NUS overall expenditure would have only been able to sponsor 10 students to USP or 15 students to NZ compared to the 48 trained locally. This factor alone was enough to convince the government that establishing the NUS was a risk worth taking.

Early Development of the NUS: 1985 – 1989

In 1985, the NUS Council approved the appointment of the Head of State Malietoa Taumafili II as the university Chancellor. The Council also appointed Tapusatele Le Mamea Dr. Ropati Mualia as the Pro Chancellor and Tau'ilili Uili Meredith as the Vice Chancellor. Mualia (Personal Communication, 2019) explains that the appointment of the Head of State as the Chancellor of the NUS eased the public criticism of the university due to the high respect the Samoan people had for the Head of State. After the appointments, the Council prioritized the formation of the NUS Library Committee

and the university Senate Committee (CM, 1987 p. 7 – 8). During this time there were suggestions from the government for the development of a Samoan language course and technical education to be incorporated into the UPY programme (CM, 1985 p. 5). The university then made the decision to form a 'Working Group' which was tasked with researching the future prospects of the NUS UPY programme and identifying suitable candidates who can contribute to the Samoan language programme. The NUS was also tasked with looking into the quality of the UPY programme in terms of the academic gap between UPY and first year undergraduate students (CM, 1985). The Working Group was also tasked with establishing a formal collaboration with the University of Samoa (CM, 1985, p. 6). Unfortunately, in the same year, the Vice Chancellor of the CCCS University of Samoa, Aiono Dr Fanaafi Le Tagaloa resigned due to the struggles of the university, and to find better hope linking with the government. Tuiai (2012, p. 157) claims that 'her departure caused irreparable damage to the university's reputation and credibility'. It became ultimately obvious for the University of Samoa that 'it had been a mistake for the Church to assume sole responsibility for tertiary education and it would have been wiser to have collaborated with the government'. The year 1986 marked the end of the eight-year stint of the CCCS University of Samoa as the first national university in Samoa (Tuiai, 2012 p. 158). The NUS was now the only national university in the country. The closure of the CCCS University of Samoa increased the pressure upon the government and the NUS to avoid going down the same path as the first university of Samoa.

In 1986, NUS for the second time was presented with the government proposal to have the JICA build a new NUS campus. However, it was further postponed due to Australia and New Zealand intervention (CM, 1986 p. 2). During this same period the first discussions of establishing a faculty or a centre in Samoan studies was raised in the NUS Council meeting. From these early discussions the core roles of research and seminars was incorporated into the functions of the proposed centre or faculty (CM, 1987 p. 8). Although there were discussions of a research centre, there were no real developments due to resource constraints. With the resource constraints, it did not help that when the government of Samoa set up the NUS it seems as if they overlooked and underestimated the value and importance of the university's corporate administration. The World Bank (2000) report suggests that often politicians tend to overlook the importance of the administration roles of a higher education institution. The NUS reports and minutes between 1984 and 1989 suggest that the priority was given only to the academic development of the institution despite clear troublesome administrative signs. The NUS Annual Report 1985 to 1997 briefly summarizes the progress of the institution during its 14 years of operation. The institution was struggling significantly with its operation and finances. During this period the NUS failed to develop and establish proper administration and procedures for the institutions operation. There was a lack of accountability with a number of important documents missing from the records (NUS Annual Report 1984 - 1997, p. 6). In addition, the number of files relating to NUS financial accounts during this period was unaudited (NUS Annual Report 1984 – 1997, p. 6).

From the very beginning, before NUS was officially and physically established, it was obvious that the university was going to face financial difficulties. It was not until 1988 that there seemed to be a positive light to the university's financial struggles (CM, 1988 p. 7) as the USP aid funding restriction policy was to be relaxed to take into consideration national institutions. The Australian and New Zealand Aid programmes for the first time since the establishment of the NUS was considering the other needs of the university. This hope was short lived as no real operational funding assistance was channelled to the NUS. The developing partners only funded scholarships, noticeably the New

Zealand funded UPY scholarship program. Thanks to the scholarships in 1988 the university made its first ever revenue. Unfortunately for the NUS there was still a significant gap between revenue and expenditure. In an attempt to decrease expenses, the NUS decided to reduce the allocation towards student allowances to help the university deal with its financial problems (CM, 1988 p. 7). With the relaxation in the aid funding policy, the potential of JICA funding the NUS campus was now more realistic.

Despite the struggling finances the university was still working on developing an independent curriculum to avoid the duplication of the NUS course materials and teaching with that of the USP (CM, 1988 p. 4). This was a brave move on the university's part because independent programmes were particularly very expensive. With the brave initiative the NUS aimed in 1992 to have all its courses and programmes nationalized and independent from USP course material. On top of developing an expensive independent programme, the university's additional focus was to develop an undergraduate programme for students who wish to continue their studies locally after completing the UPY programme. This led to the launch of the NUS first undergraduate programme, the Bachelor of Arts (BA) programme, and later the Diploma of Business.

By the end of 1988 the NUS was trying to start a Bachelor of Science (BSc) programme, but debates escalated on whether the BSc should commence in 1989. As 1989 approached the BSc programme was further postponed due to a lack of university resources to properly support the programme (CM, 1989). It was stressed that the NUS could only commence with the BSc programme after laboratories were built for the NUS (CM, 1992 p. 15). Significantly on the same year the external audit report (cited in NUS Annual Report 1985 - 1997 p. 6) suggests the university was bankrupt and technically insolvent due to the poor administration of its finances, growing expenses and the lack of government funding (NUS Annual Report 1985 - 1997, p. 6). Although the university was technically bankrupt, pressure from the government prevented the university from closing despite no substantial increase in funding assistance.

Early Struggles of the University: 1990 – 1995

For the years 1990 to 1991 I have been unable to find documents relating to the NUS Council. This may have been due to Cyclone Ofa (1990) and Cyclone Val (1991) which devastated the Samoan islands. With the development of NUS programmes, the need for scientific infrastructure was in high demand. Negotiations between the NUS and the French government circled the prospect of their willingness to build the NUS laboratories. The university was hopeful of the negotiations because the French government approved the building of laboratories for the Moto'otua hospital (CM, 1989 p. 4). Unfortunately, negotiations were unsuccessful and not much development for the NUS took place at the Malifa campus. In 1992 after the end of Tau'ili'ili Uili Meredith eight years' term as the founding Vice Chancellor, the NUS welcomed the appointment of its second Vice Chancellor Tauilalo Dr. Lanuimoana Palepoi who was the principal of the Church College of Western Samoa before his appointment (CM, 1992 p. 14 -15). The NUS grew very slowly during the first decade of its operation. When Dr. Palepoi took over the leadership of the NUS, it only had a total of 17 full time lecturers and one professor (CM, 1992 p. 9). In the early operation of the university staffing there were problems with the long-term leave due to financial constraints (CM, 1992 p. 7 - 10). This encouraged the university to revise its policies surrounding staff leave. The revision at the time also included the trimming of salaries for staff on long-term scholarships. The university also developed a special budget allocated for the Staff Development Scheme which was placed under the Vice Chancellors

administration. On top of the leave issues, NUS was also facing issues with the high number of part-time staff members. In the hope of resolving the high rate of part-time staff, the university looked at alternatives of hiring full-time staff with financial aid from metropolitan institutions to make up for the salary differences. In support of the NUS staffing issue the New Zealand government agreed to supply one lecturer for the NUS under the supplementation scheme.

In 1992 the cabinet formalized the decision to physically relocate and build a new NUS campus (CM, 1992 p. 3). With that said, the government officially approved the Le Papaigalagala site of 19.5 acres. Although there was good news with the relocation the financial problem for the university started to worsen when Samoa's parliament started making continuous deductions to the university's annual recast budget. This led to the university to consider a 'Grants Committee' which was tasked with the financial requirements of the university to the government (CM, 1992 p. 7-8). On top of government financial allocation setbacks, there was also the issue of the university financial reports and the significant auditing backlog. The Annual Report (1985 p.6) states that:

There is no effective system of control over the recording, computation and authorization of salaries and money of the university spent.

Audit Office 30th June 1993 cited in the NUS Annual Report 1985-1997, p. 6

Poor governance seems to have 'diluted' the ability of the NUS to spend the little money it has wisely (World Bank, 2000 p. 26). There was a major absence of reliable data relating to the university's finance and human resource documents (CM, 1992 p. 5). In attempt to assist the NUS of its poor reporting and auditing backlogs, the American Samoa Community College (ASCC) offered the NUS administrative systematic assistance (NUS Council, 1993). The NUS used the opportunity to compare the systems between the two institutions. With the financial pressure on the university building up in 1992; the NUS Pro-Chancellor Fiame Naomi Mata'afa who was the Minister of Education at the time, voiced her wishes during the Council meeting for New Zealand and Australia to further relax their views on regional funding in the light of the NUS needs (CM, 1992 p. 11). In addressing the issue, the university started making progress with a system of financial internal control with the appointment of the university's first bursar. The university also limited the student scholarships and student allowances to the top 90 students in favour of introducing school fees as a means of getting the much needed revenue for the university. Not surprisingly the numbers of enrolled students at the NUS dropped due to the introduction of school fees (CM, 1992 p. 12). By the 1993 financial year the NUS received slight relief when the government granted an extra 600,000 tala to the budget totalling to 1.5 million tala. The hope was short lived as the government again cut the NUS budget by a huge 15% in 1994. This placed the university in such a desperate situation that it convinced the NUS Council members to collectively agree to forgo their accommodation and sitting allowances in order to help the university with its financial woes (CM, 1994a p. 4). The actions of the Samoan government are highlighted in the World Bank (2000, p. 25) report as a common issue in developing countries where 'budgets typically be approved by government officials, who may have little understanding of higher education in general, of the goals and capabilities of a particular university'. To address the issue, the NUS Council wrote to the Cabinet raising its concerns about the 15% decrease in the NUS budget and its implications (CM, 1994a p. 5).

The limited funding did not help the university in terms of its staff retention rates. In 1994 the university was challenged by its staff members who proposed the shifting of the existing NUS salary

scale at least a level up. During this period private and church funded secondary colleges such as Robert Louis Stevenson College and the Church College of Western Samoa were offering much higher salary rates compared to the NUS. This was reflected in the World Bank report (200 p. 23) where it states that universities in developing countries pay 'generally very low in relation to that offered by alternative professional occupations'. For the case of Samoa this was because the university was abiding to the salary rates for the government under the Public Service Commission (PSC). This brought forward the initiative for the NUS not to abide to the PSC scale but to develop an independent scale to make the university more competitive. Unfortunately, due to the budget cut of 15%, the university postponed the implementation of an independent salary scale in the hope of an increase in the budget allocation from the government in the upcoming financial year (CM, 1994a p. 9). In addition, despite academic staff being paid undervalued salaries their workloads were also overloaded. With no way in 1994 to increase the salaries the university did only what it could do by developing a staff overload policy to cap workloads to a moderate level (CM, 1997a p. 14).

With the university struggling and going through financial and staffing uncertainties the university's wish to have the new campus built immediately was deferred back to 1995 due to the JICA commitment to the rehabilitation of the Apia harbour project. On top of the setbacks from the postponed construction, the university sought assistance from the JICA to ensure that the design of the NUS campus was consistent with local settings and conditions (CM, 1992 p. 6). The request was due to concerns raised on the development plan because the university was not well consulted in the planning and discussions of the new campus (CM, 1992 p. 11). In fact, only the WSTC was consulted and involved in the planning. This later benefitted them when the university moved to its new campus (So'o, Personal Communication, 2018). With the proposal for the new campus made official, the plan for the campus was released by JICA which presented the Education Sector structure at the time.

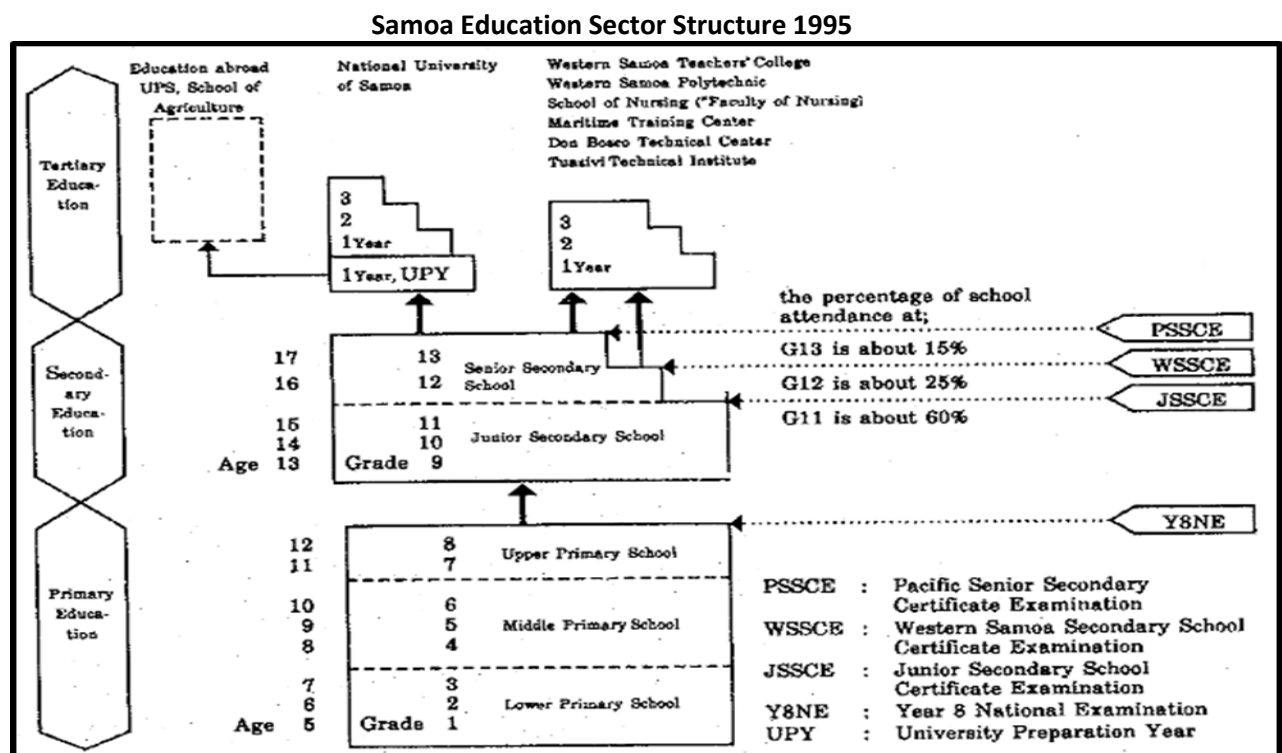


Figure 6: Samoa Education Sector Structure 1995 (JICA, 1995 p. 23)

It was clear that there was a breakdown in communication between the university, government, the public sectors and developing partners. There were clear gaps in the co-ordination and communication between the cabinet, education and health sectors and the NUS (CM, 1995a). The breakdown in communication affected the establishment of the Faculty of Nursing (FON) in 1995. In the need to address the country's high demand for certified nurses the NUS developed and approved the Diploma of Nursing in 1994 with the faculty fully operational the following year (CM, 1992 p. 16). Council minutes (1995a p. 5 – 6) report clear administration misunderstandings between the government's health sector and the NUS in regards to who the Head of Department (HOD) of the FON reported to. The confusion was caused because the HOD for the FON salary was paid through the Health Sector. To resolve the issue, the university arranged to have the head of the FON paid by the NUS instead of the Health Sector (CM, 1995a p. 5 - 6). During the same year the Samoan language and culture courses were still being offered as part of the BA programme. The university looked into the prospects of developing a Master of Samoan Studies (MSS) programme (CM, 1994b p. 9). It became obvious that the NUS at the time did not have the academic resources to accommodate the development and delivery of a MSS. As a result, the NUS conducted an external review of the Samoan Language and Culture courses being offered as part of the BA. From the reviews the NUS received recommendations to establish the Bachelor of Samoan Studies (BSS) (CM, 1995a).

[Transition to the NUS Act 1997 and the Le Papaigalagala Campus: 1996 - 1990](#)

Since the establishment of the NUS its internal academic development grew at a steady pace with the BA and Diploma of Nursing the major achievements. The merging with other educational institutions boosted the NUS academic sphere in terms of its physical size and the number of academic programmes that it offers. The first of these mergers started with WSTC which was a government funded institute to train and certify the much needed teachers for Samoa. The intention of the merger was first formalized in 1986 with the reference to the primary and secondary teacher's college mergers and the development of the Western Samoa Technical Institute. This brought about the first discussions of possible mergers for the NUS with the two institutions in 1986 (NUS Annual Report 1985-1997). It was not until ten years later that progress was made on the merger between WSTC and NUS and the proposed structure of the Faculty of Education (FOE) in 1996 (CM, 1996). The NUS faced technical difficulties with the merger noticeably with the transfer of the 23 WSTC staff and the adjustment of the salaries to the NUS independent rate (CM, 1996). The merger between the NUS and the WSTC was finalized when the NUS was shifted to its new Le Papaigalagala campus in 1997.

With the formalization of the merger and the creation of the FOE, the construction of the new NUS Le Papaigalagala campus went as scheduled, and by completion was worth approximately 40 million tala. Unfortunately, the new campus brought about new issues. The NUS was now faced with the task of securing ownership of the lands allocated by the government for the new campus. An attempt to secure ownership was unsuccessful due to government legislation at the time which prohibited the gifting of government property. In alignment with the move, the NUS created the physical facilities manager role to monitor and maintain the NUS physical infrastructure (CM, 1995a p. 10). The move to a new campus also meant that the expenditure increased significantly especially in the area of maintenance. To assist with the increased expenditure, the Samoan government increased the NUS budget allocation by 3.9 million to cater for the move to the new campus (CM, 1997a). On top of increased expenses, the university found out that the Japanese funded campus

only catered to the equipment and furniture for students but not that of the university staff members (CM, 1997b). This was difficult since the university numbers of staff members had grown since it moved to its new Le Papaigalagala campus. On top of the issue of under equipped resources, Tunupopo (Personal Communication, 2018) describes the shift to the new campus as poorly coordinated. He explains that vital documents important to the university's administration were mixed up and went missing during the transition to the new campus.

One of the most significant factors with the university move was the legacy of the site. The legend of the new site fit perfectly with the essence of the university. The Le Papaigalagala name is based on a legend that derived from an old Samoan practice. This was the practice where babies were buried to their waist up in the sand at the river which used to run through the valley below the campus. The mothers of the babies would then pull out the babies from the sand. The practice was hoped to strengthen the legs of the babies so that they could begin walking early (NUS Calendar, 1998 Annex III).

The story goes that there were two women with young babies travelling from Aana district and they were travelling from bay to bay. When they arrived at the river which used to run through the gully below campus, the babies sat down and drew lines on the sand on the banks of the river (vase laina – draw line), thus the name vaivasevase or as it is now known as Vaivase. The mothers then placed the babies on top of the rocks (the site of the NUS campus) and as the babies were crawling on the rocks they began to rise and stood on their feet.

NUS Calendar, 1998 Annex III

The analogy is that the rock represents the university. The babies represent the students who come in hypothetically crawling and will one day stand on their own feet. In an effort for the NUS to increase the opportunities for students studying domestically, the university increased its role and involvement in the government's scholarship committee. Inconveniently in 1998 speculations surrounded the likeliness that the New Zealand funded UPY scholarships program was at risk of reduction or being closed down (CM, 1998a p. 5). This made the university very insecure because at the time the UPY was the main programme making up the majority of students and revenue for the university. The NUS faced shortfalls of \$40,000 NZD worth of scholarships for the UPY programme (CM, 1998b p. 12). Fortunately, in aid of the university the government funded an additional 120 scholarships. The government also allocated 150 scholarships for Education and 39 for Nursing (CM, 1999a). As a result of the government initiative, the university had a positive increase in overall enrolment by 33%. With this increase, the NUS Annual Report 1984 – 1997 demonstrates the approximate trend in the NUS student numbers per programme.

NUS student numbers per programme from 1984 to 1997.

Year	UPY	BEd	BA	DipBus	Cert Mgt	Dip Mgt	Comp Sc	Dip ED	Nursing
1984	48	-	-	-	-	-	-	-	-
1985	63	-	-	-	-	-	-	-	-
1986	74	-	-	-	-	-	-	-	-
1987	68	78	-	-	-	-	-	-	-
1988	70	79	28	169	-	-	-	-	-
1989	95	79	42	131	-	-	-	-	-
1990	150	79	22	163	-	-	-	-	-
1991	126	-	78	162	-	-	-	-	-
1992	144	-	72	205	-	-	-	-	-
1993	168	-	123	250	-	-	-	-	-
1994	157	-	79	289	7	-	11	-	21
1995	154	-	70	240	31	-	45	-	19
1996	162	-	60	199	-	3	67	-	3
1997	155	-	65	216	3	3	20	181	22
Total	1634	471	639	2024	41	6	143	181	65

Figure 7: NUS student numbers per programme from 1984 to 1997.

Source: NUS Annual Report 1984-1997

With the underprovided finances, the shift to a new campus and uncertain number of scholarships, the university was clearly going through rough times. What was more important in that period was that the Act that established the NUS was out of date. The 1984 Act lacked several components which have become obvious by the 1990s due to the university's development and growth. The NUS Act 1984 did not include staff, community and ASCC representation (CM, 1994a). The Act also did not cater to the merger between the NUS and the WSTC. This led to the university being provided with recommendations for a new NUS Act (CM, 1993 p. 7 - 8). The NUS decided to form a university development plan with a focus on developing degree courses and to align all NUS services with the Samoan government's objectives (CM, 1992b p. 7). On top of the NUS development plan, the university sought recommendations from the 'Tuaopepe report' (cited CM, 1992b) regarding the NUS Act of 1984 which appoints the Minister of Education as the Pro-Chancellor. The Tuaopepe report recommended that the Pro-Chancellor should be selected by the Head of State. Tuaopepe's recommendation to remove the Minister of Education from the Pro Chancellor role received mixed responses as the NUS Council acknowledged the advantages of having the Minister of Education as chair of the university's Council. In order for the university to maintain full autonomy and independence as an academic institution the recommendations were eventually adopted as the institution matured.

The Council minutes (1992b) suggests that further recommendations from the Tuaopepe Report includes several changes in the Executive Council and Senate memberships, the inclusion of student representation, the increasing of church members, public representation and localizing the members. With the recommendations taken on board, in 1994 the NUS was presented with the first draft of the second NUS Act which also stated the draft charter for the university (CM, 1994a). In response to the NUS Act, the university established a formal MOU with the ASCC (CM, 1994a p. 2). In return the ASCC included the NUS Vice Chancellor as a member of the ASCC board. In 1997 the second NUS Act was established to 'repeal the NUS Act 1984 and to redefine the functions and powers of the NUS, and the composition, functions and powers of its Council' (NUS Act, 1997 p. 2).

The NUS Act 1997 is the milestone of the transition from the old Council to the new (CM, 1997a p. 9 - 10). The 1997 Act included the addition to the new statute of Council where the Pro-Chancellor can be changed to any of the other members of Council (CM, 1998a p. 26). With the NUS Act of 1997 now in effect, the university accepted the proposal from its internal finance committee to increase the university fees and to develop a special rate of fees for non-Samoan residents (CM, 1997b p. 7 - 8). The NUS Act 1997 also cleaned up the reporting channels of the university to government. Since the first NUS report to government in its founding year, the NUS did not submit its next report until 13 years later in 1997. This was due to the two different NUS Acts having different reporting channels (CM, 2000a p. 11).

Celebration of the NUS Act of 1997 was short lived because in 1998 the poor governance and administration history and practice of the university persuaded the NUS Council to describe the university's situation as 'lack of transparency' (CM, 1998a p. 23). In the same year the NUS welcomed on board the former CEO of Samoa Polytechnic (SamPol) Magele Maliliu Magele a tradesman by profession as its third Vice Chancellor after just one term with Tauilalo Dr. Lanuimoana Palepoi. When Magele Maliliu Magele took office the NUS had a total of 61 academic staff members but with only a total of 10 computers available for staff with no internet access at the Le Papaigalagala campus (CM, 1998a). In time, under the new Vice Chancellor, the university received a much needed budget increase from 2.25 million (1996 to 1997) to 5.5 million (1998 to 1999) (CM, 1998a p. 8). This also marked the university's first attempt to attain government funding allocation through the Equivalent Full Time Students (EFTS) formula used by metropolitan universities (CM, 1998a p. 8). The university was trying to utilize the formula by exhausting the increase of student's enrolment as a bargain tool to increase government funding. However, the attempt to utilize the EFTS formula was unsuccessful as the government turned down the proposal. As an alternative the university looked towards increasing the student tuition fees to a more suitable price equivalent with the cost of programme and teaching resources. Like the unsuccessful EFTS attempt, the school fee increase was unsuccessful due to the Samoan population low accessibility to higher education and political pressure. The NUS Council voiced their frustrations as the students were paying only 17% of what they should actually be paying for tuition (CM, 1998b). The case of Samoa was similar to other developing universities where 'tuition fees are often negligible or non-existent, and attempts to increase their level encounter major resistance' (World Bank, 2000 p. 25). The university was then approached with the decision to decentralize the examination process (CM, 1998b p. 12). The decentralization of the NUS examination process did not materialize due to the limited resources and infrastructure of the university. With the multiple unsuccessful attempts, fortunately for the university its full-time students at the NUS increased from 218 in 1997 to 969 in 1998. The increase in student numbers was due to the relocation of the university to its new campus and the new FOE.

A key component to the academic operation of any institution is the resources and information stored and made available for student learning and academic research. In the case of the NUS the Library was not a major priority during its early phase of operation. This was obvious as the Library was absent in some of the early financial year budgets. The earliest development of the NUS library was the merging of the NUS and education sector libraries in 1995. When the libraries merged, the NUS was now in need of a university librarian (CM, 1995a p.4). The NUS selected one candidate Avalogo Togi Tunupopo to pursue a Masters in Library Management at Victoria University (CM, 1996 p. 2). By 1998 Tunupopo successfully completed his studies and returned to the university

to take up the role of University Librarian. This was acknowledged in the Council minutes (1998a p. 4) as much needed support in resolving the university's library administration issues. It was stated in the Council minutes (1998, p. 6) that 'the NUS Library is very weak on books'. The university then developed a Library Committee to assist in tackling the issues with the library administration and purchasing books (CM, 1998a p. 21 - 22). Although new measures were put in place, the library still lacked appropriate funding. Within the Library budget of 40,000 tala there is no money allocated for the purchase of new books. In 1998, the NUS received 10,000 tala donation from the USP to purchase books for the NUS library (CM, 1998b p. 5). The NUS Library is well underfunded and relies heavily on donations and external funding for its operation. Unfortunately for the university, it was confirmed through an interview with Tunupopo (Personal Communication, 2018) that many of the donations which were publically announced via media either never materialized or were well short of what was promised. It seems as if some of the metropolitan institutions may have taken advantage of the university's libraries desperation for propaganda. The unfulfilled donations were described as discouraging for the university (Tunupopo, Personal Communication, 2018). By the year 1999 the Institute of Samoan Studies (ISS) was officially operational with Fui Leapai Dr. Asofou So'o appointed as the founding director (CM, 2000a).

With the Samoan Language and Culture programme external review recommendations in 1994 to develop a BSS programme, the NUS also received recommendations for the abandonment of the Department of Samoan Studies under the Faculty of Arts (FOA) in favour relocation to the ISS. The NUS Council members debated about whether the ISS should not have a teaching arm. It was agreed that the ISS was intended only to foster research on Samoa in all fields, and that a teaching arm of the university will likely disrupt its research developing duties. The relocation of the Samoan Language and Culture department into the ISS was formally declined (CM, 2000a p. 11 - 12). With the decline of the relocation of the Samoan Language and Culture department, the university looked to moving on after the successful merger between the NUS and the WSTC. During this period there were speculations of a possible merger with the SamPol. The NUS Council and management wasted no time with efforts made to incorporate the SamPol into the NUS Council through membership. The NUS granted the CEO of SamPol full membership in the NUS Council. From here a formal MOU between the two institutions was signed towards the end of 1999 (CM, 1999b).

CHAPTER FOUR: Academic Development and Maturity of the NUS

Administrative Struggles and Early Research Development: 2000 – 2005

During the year 2000 the university was focused on attaining a budget increase of 6.6 million from the government (CM, 2000a). The university was motivated due to its financial struggles. On top of the limited funding the salaries of staff were increasing yearly along with the number of students. With the institution growing, the negative financial and administrative implications also increased. What made the situation worse was the poor system of NUS administration and operation. This was reflected in the bad management of important and vital documentations as repeatedly described in NUS Council Minutes (CM, 2000b). With the increasing financial and administrative pressures, the university consulted Dr. Pao Luteru to assist in putting together a university strategic plan (CM, 1999b). This led to efforts for the NUS to set up goals and priorities. The goals and priorities were designed so that it could be presented in the monthly progress reports, in order that the performance and progression of the NUS as a whole can be monitored (CM, 2000a p. 2). The strategic plan was hoped to improve the university administrative struggles by guiding it in the right tactical direction.

Later in that year, the NUS Council meeting minutes acknowledged the introduction of the Bachelor of Nursing programme. The programme was announced at the appropriate time as the Diploma of Nursing programme had matured considerably since it was introduced in 1994 (CM, 2000a p. 14). A little after this milestone ISS introduced the University Research and Ethics Committee (UREC) as the main unit to develop, drive and administrate research throughout the university. The committee was established to provide research funding for the NUS and residential researchers. The UREC had an opening research budget of \$150,000.00 tala (CM, 2000a). In order to provide funding, the committee held four quarterly meetings per year to consider and vet research proposals. The founding composition of the committee prearranged the Director of the ISS as the chair. The Research and Development Manager was the ex officio secretary, together with the Director of Finance and University Librarian. The rest of the committee comprised individual representatives with senior research experience from individual academic faculties.

In the 2001 academic year the university re-visited the land ownership issue with the government. Unfortunately, the university was reminded that the government legislation at the time granted that government properties can only be leased but not gifted or have its ownership transferred (CM, 2001b p. 1). This meant that the Le Papaigalagala campus ownership could not be transferred under the university. This sparked a debate, confusion and insecurity among the university's authorities. This was because the land was proclaimed to be gifted to the NUS by the government (CM, 2002a p. 5). To resolve the confusion, the NUS requested from the government a written clarification on the land ownership (CM, 2001b p. 2). It was then clarified that due to policy restrictions the government land convergence lease for the NUS was at \$1 tala per acre (CM, 2002a p. 2). Although the government was generous in terms of land allocation, the lack of reasonable funding towards the university meant that there was not much the university could do in terms of utilizing the properties. This later led to suggestions from the NUS Council for the university to give back the Vaivase Tai property to the government unless funding was to be allocated for its development (CM, 2002a p. 4). Moving away from the land ownership issue the years leading up to the 2001 academic year saw

the university surge in student enrolment numbers. Though the NUS was increasing in student numbers there was concern over the high dropout and failure rates particularly in the science and commerce programmes (CM, 2001b p. 5). From the high rates it was determined that there were literacy and numeracy issues among college graduates entering the UPY programme. The high dropout rates placed a demand for a friendlier student atmosphere which offers proper academic student guidance. The World Bank report (2000 p.24) suggests that 'many students start their studies academically unprepared for higher education'. The report adds that 'poor basic and secondary education, combined with a lack of selection in the academic system, lie at the root of this problem'.

Oceania University of Medicine

Early in January 2002, the Samoan government officially established the Oceania University of Medicine (OUM) via the Oceania University of Medicine Act. The OUM officially operated under a charter executed by the Government. The university was not state-owned but rather had an agreement between the government and the E-Medical Education, Limited Liability Company, international software and health science education company based in Florida USA (Oceania University of Medicine, 2019). The establishment of the OUM at the time was not a concern to the NUS as the university only offered the nursing programme. Staying with the nursing programme, the NUS achieved a great milestone by announcing its first post-degree programme, the Graduate Diploma of Nursing which was funded by the WHO (CM, 2002b p. 12 – 13). With the great academic triumphs, the university's attention turned to its administrative struggles (2002a p. 3) as the investment into the NUS bookshop was not profitable. The NUS still managed to strive for improvement notably with the NUS budget being linked to the NUS strategic and corporate plans for the first time since the NUS was established. The year 2002 also marked the wide acknowledgment of the establishment and development of the Measina a Samoa Conference and the Samoa Conference as further means of driving the university to be research centred (CM, 2002a p. 15).

Samoa Polytechnic

With the university growing, the operational costs spiked by a significant 55% in 2002 compared to the previous years. With the high demand of students and programmes, the university was facing an increasing need for more funding. The NUS was operating on a tight budget with faculties and administrative sections significantly underfunded (CM, 2002a p. 18 - 19). With the growing financial pressure, the NUS was once again approached with the suggestion of promoting EFTS as it was becoming ever increasingly obvious that the university could not survive on the annual budget alone. On top of the financial pressure the university was approached with the challenge of taking up the SamPol due to directives from government. The government decision was based on the desire by government for national level post-secondary education funding and management to be concentrated into one higher education and training institution. The university wasted no time in taking up the challenge from government by conducting a 'Fact Finding Mission' to New Zealand and Australia (CM, 2002a p. 18) to investigate the options of a full merger, a takeover or an alliance between the NUS and SamPol. From this, it was highlighted by the NUS Council that the main reasons for institutional mergers in New Zealand are for the benefits of increasing status, credibility and also the funding for the programmes (CM, 2002b p. 16). This was welcoming news for the university as it increased the possibility for more government funding. The 2002 academic year was a big success for the university having attained many achievements. This was voiced by

NUS Council member Professor Gerry Ward (CM, 2002b p. 17) during the NUS Council meeting when he stated that: 'despite the great difficulties in the early years, NUS has developed'.

With support from Cabinet the university established the Oloamanu Centre for Professional Development and Continuing Education (OCPDCE) in 2003. During this year the NUS was challenged with the suggestions for the devolution of the UPY programme to the secondary colleges. This was due to the regional Form 7 examinations which excluded Samoa due to the UPY programme (CM, 2003 p. 5). This suggestion was devastating news for the university as the UPY programme generated the majority of the universities revenue at the time. The UPY programme made up the mainstream of NUS student numbers since 1984. Due to this factor, the university agreed that the programme would best remain with the NUS (CM, 2003 p. 2 - 3). Fortunately for the university, its decision to maintain the UPY programme was endorsed by cabinet. With the recent pressure to remove the programme, the university conducted a review and approved the UPY restructuring into Foundation Programme to commence in the 2004 academic year (CM, 2003 p. 13 - 14).

With the institution growing, the university developed its first human resource management plan in 2003 which stated the requirement for each staff to have a postgraduate qualification by 2006 (CM, 2002 p. 11). This plan made it official that all lecturers at grade two level, were to have a minimum of a Master's degree by 2006 (CM, 2003 p. 9). Unfortunately for the university the 2003 human resource plan was a little too ambitious as the university was obviously not ready as it was struggling to maintain its current postgraduate certified staff. The university suffered from the high rates of staff turnovers and the slow replacement of outgoing staff in vital positions (CM, 2003 p. 3). With the low salary scale of the NUS, the university struggled to maintain its qualified staff members. It was clear that unless the university was provided with more government funding in order to offer decent salaries, the 2003 human resource plan was basically unrealistic. More harm was made to the university's staff development ambitions with the indication that the human resource administration of the university was unorganized. The university human resource administration at the time failed to file and keep any proper database or records of its staff contracts (CM, 2003 p. 5). This raised serious concerns with the NUS Council.

As the 2004 academic year approached, confirmation that the Ministry of Education Sports and Culture (MESCC) was to establish the Samoa Qualifications Authority (SQA) to begin operation in 2005. This was good news and a significant step forward for the Samoan Education Sector in terms of improving the general quality of Samoan education (Council Minutes, 2004a p. 5). This also aligned Samoa with its development partner's education systems and priorities. Unfortunately, this left the university unsure of where it stood in terms of regulating its own programmes and quality assurance as an independent institution. As the university introduced more new programmes, it struggled to promote and encourage new students to take up the new offered courses. The student enrolment figures for 2004 show that 1/3 of students were taking commerce courses. This demonstrated that there was a great need for the NUS to promote its other programmes not traditionally sought by Samoan students. In addition to this problem, the literacy and numeracy issue among students enrolling into the university was once again a pressing issue. The university was faced with the challenge of the poor mathematics rate, not just within the university but throughout the education sector (CM, 2005a p. 3). Because of this issue the NUS Council started questioning the reliability of the Pacific Senior Secondary Certificate (PSSC) in vetting student's entry

into the NUS (CM, 2004b p. 13). With the university's concerns, no real progress or action was made by the end of 2004 as the issue was bigger and beyond the jurisdiction of the university.

With the ever growing list of financial troubles for the university in previous years, the year 2004 marked a milestone as for the first time since 1984, the university was considered financially stable. This was acknowledged in the NUS Council meeting with the financial reports reflecting that the university managed to overspend by only \$200.00 tala (CM, 2004b p. 6). In an attempt to maintain the university's financial stability, the NUS increased the student tuition fees by 33% (CM, 2004b p. 8). The large percentage of the increase in tuition fees received a significant amount of public concern in terms of the affordability of higher education. Fortunately, even with the 33% increase in tuition fees the NUS enrolment numbers increased, reflecting the increasing demand for higher education (CM, 2005a p. 2). The World Bank (2000 p.27) report suggests that the increase in the demand for higher education is due to the increasing access to primary and secondary education as seen in other developing countries. This trend was reflected in Samoa with the increase in enrolment numbers to the NUS despite the increasing fees.

NUS Merger with Samoa Polytechnic and the Development of the NUS Consultancy: 2005 – 2006

With the start of the 2005 academic year, the construction development project for the extension of the NUS was granted to the JICA. The NUS extension was to cater for the merger between the NUS and SamPol. This called for the NUS to formulate a new Act and Charter as a result of the structural and academic changes caused by the merger (CM, 2004a p. 5). With the construction of the campus extension making progress, the university was facing structural difficulties with the merger due to the significant differences between the trades and higher education organizational and programme arrangements (CM, 2005b p. 4). With the construction of the campus extension on the way, the university confirmed the signing of the 'NUS Joint Cooperation Agreement' which outlined the merger between the two institutions (CM, 2001b p. 2). With the merger officialised on paper, the Councils for both the NUS and SamPol held a joint meeting before disbanding to make way for the new NUS Council to be formalized under the new NUS Act (CM, 2005b p. 11).

Corresponding with the merger was the renaming of the ISS to the Centre for Samoan Studies (CSS). With the NUS operating under its new structure the attention quickly returned to the financial woes. The 2005 to 2006 financial year budget was 7.3 million tala. However, 80% of the budget was claimed by NUS staff salaries alone (CM, 2005b p. 5). This left the university with 20% of its budget to cover teaching materials, maintenance, insurance, transport, development, and water and electricity costs. This meant that teachers were poorly equipped, infrastructure was not well maintained and students were not receiving up-to-date materials. Although staff salaries made the majority of the budget, the demand for higher salaries was growing with university staff leaving for higher paid opportunities in the public sector and abroad. In the hope of reducing staff turnover, the NUS introduced contracts for all NUS staff in time for the 2006 year (CM, 2006a p. 6). With the NUS struggling with its finances, the university started considering methods to reduce university spending and generate income (CM, 2005b p. 5).

In an attempt to relieve the institution of its financial problems and to further develop the NUS, a brave initiative was proposed for the setup of a consultancy company arm of the university. This led to the NUS consultancy company being registered in February 2005 (CM, 2005a p. 8). The NUS Consultancy Ltd was set up as a separate independent entity branch of the university. This was to

avoid the university from being sued (So'o, Personal Communication, 2018). The NUS Consultancy Ltd grossed \$140,000 tala in just 3 months of operation (CM, 2006a p. 8). The early success of the NUS Consultancy Ltd persuaded the NUS Council members at the time that the investment was a good one. Even though the NUS was making efforts to reduce spending and generate income, the university was still facing auditing and accounting issues (CM, 2006 p.4 - 5). Fortunately, in 2006 the NUS revenue from rental facilities tripled from \$48,000 to \$163, 000 (CM, 2006b p. 5). With the positive increase in revenue from NUS facilities, concern was raised as the government had not significantly increased the allocation to the NUS since 2001. This did not help the university as the student numbers had increased considerably since 2001 (CM, 2006 p. 6b). Despite the valid concerns raised by the NUS, the attempt to have government increase funding was unsuccessful. In response to the university plea, the Ministry of Finance had-advised the NUS to further increase its tuition fees to help make up for the much needed funding (CM, 2006b p. 7).

In 2006 the Samoan Cabinet approved the third NUS Act officialising the NUS Act 2006 (CM, 2006a p. 2). The NUS Act 2006 was 'an Act to merge the NUS and the Samoa Polytechnic as one institution and to repeal the NUS Act 1997 and the Samoa Polytechnic Act 1992/1993' (NUS Act, 2006 p. 2). It was noted that 'this Act establishes the NUS as an institution combining the former NUS and the former Samoa Polytechnic' (NUS Act, 2006 p. 4). Due to the merge, the NUS Act 2006 included new functions that represented the functions of the former SamPol. The Act also featured changes in the composition of the NUS Council with the introduction of the two new Deputy Vice Chancellor roles. A Deputy Vice Chancellor for the Institute of Higher Education (IHE) to head the former NUS faculties, and the Deputy Vice Chancellor for the Institute of Technology (IOT) to head the former SamPol schools. As the university took on the restructure from the NUS Act 2006 it started considering the quality assurance of its programmes (CM, 2005b p. 4). This was a result of the university's attempt to seek international accreditation. The university was advised by some of its Council members not to seek accreditation but to develop its own internal quality assurance and standard monitoring system (CM, 2006c p. 2). This was due to clear shortfalls by the university in satisfying the criteria for regional and international accreditation bodies (CM, 2006c p. 2). Unfortunately, the internal quality assurance system advised by Council for the university did not materialize until a decade later. Instead the NUS still sought accreditation despite being advised not to. Clearly as predicted, the university's early attempt at international accreditation was unsuccessful.

Organizational Chart of NUS 2006 - 2010

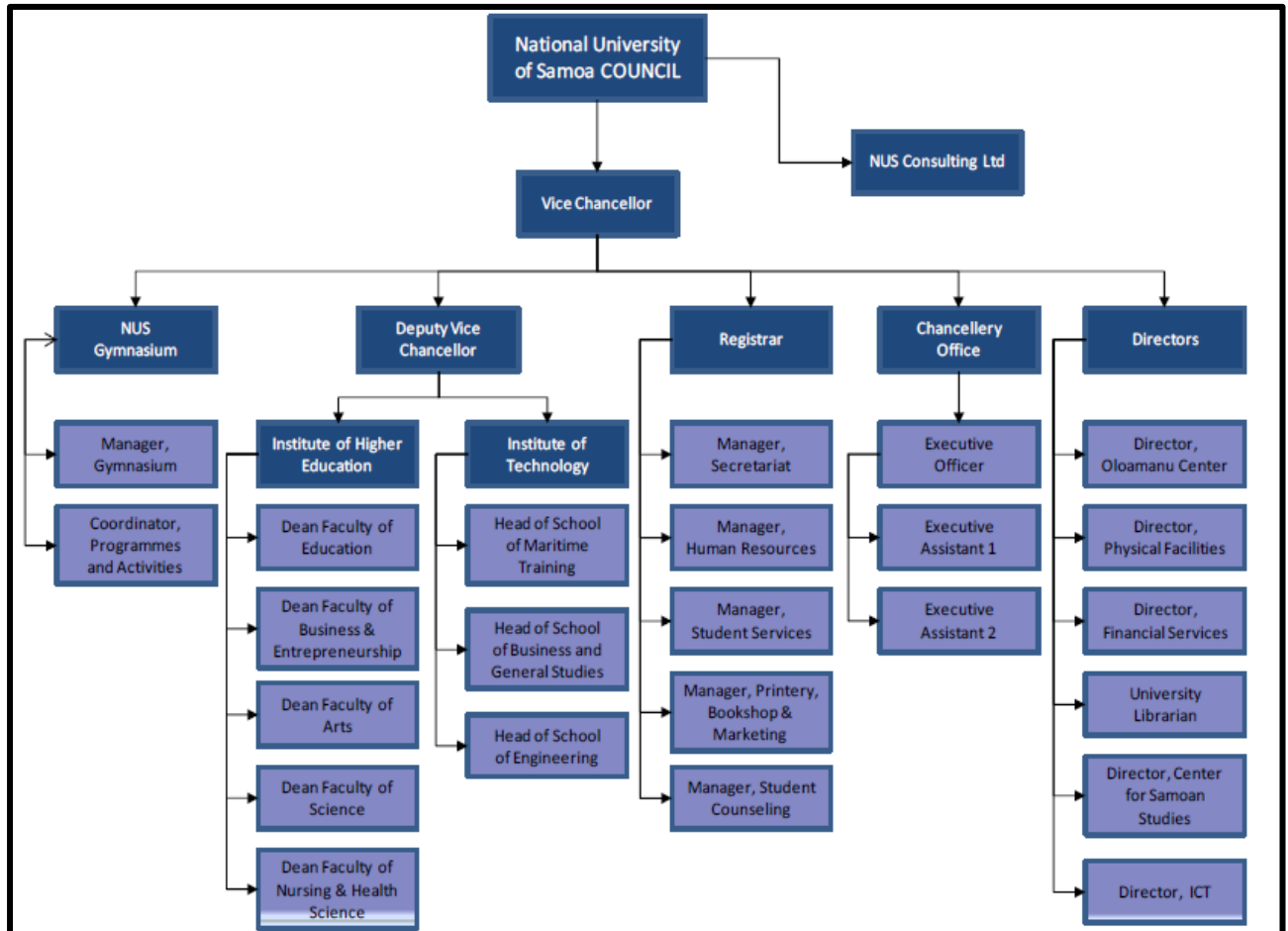


Figure 8: Organizational Chart of NUS 2006 – 2010 (JICA, 2010 p. 16)

Post Graduate programme proposals

With the university's bachelor level programmes maturing, the institution slowly shifted its focus to developing postgraduate level programmes. Twelve years after the initial planning, the university finally completed the development of the Postgraduate Diploma of Samoan Studies and the MSS programme in 2006 (CM, 2006b p. 10). Also, during this time, the university renamed the Faculty of Commerce to the Faculty of Business and Entrepreneurship (FOBE). In alignment with the renaming, the FOBE introduced its Bachelor of Honours programme (CM, 2006b p. 11). In an attempt to catch up to the new postgraduate programmes, the FOA submitted its proposal for the Master of Arts degree. The Master of Arts proposal was declined due to relevancy and costing issues. Instead the Master of Arts proposal received suggestions to be resubmitted at a more appropriate time (CM, 2008a p. 10 - 11).

The Failing Research Drive of the NUS

With the successful launch of the university's first master's degree, the attention quickly turned to the university's research function. Unfortunately for the university, its research and publication duties were not in alignment with the growth of its academic programmes. In fact, its research and publications was far behind. By the 2008 year, it was reported to the NUS Council that the UREC had only funded 37 research projects since the year 2000 (CM, 2008a p. 7 - 8). That is an average of 4 projects a year. This was an alarming number for the NUS Council which demanded an increase. There was no strategic growth or system in place for the NUS in terms of a research plan. The

university did not have any research priorities in place to strategically link its projects with national and international agendas. The NUS also did not have a proper weighing system of the different types of publications to be properly assessed on academic merit (CM, 2006a p. 8). As projects were not properly monitored, there was an increase in the number of incomplete and unpublished UREC funded research projects. The university also faced issues with staff resignations and leaving behind incomplete and unreimbursed research projects and funds (CM, 2007a p. 6). Some NUS staffs were also not complying with NUS research output requirements (CM, 2011a p. 12). Pressure from the NUS Council focused on the university to prioritize research.

Other Developments

In 2007 the South Pacific Games was held in Samoa. The NUS accommodated to the regional sporting event through a multipurpose gymnasium which was built by the government on the university campus. To cater for the South Pacific Games, the NUS developed a special shorter calendar for the 2007 academic year. During the same year the NUS submitted a proposal of 8 million tala to establish the Mulinu'u Ocean campus for the School of Maritime Training and the Science Marine and Environment Research Centre (CM, 2007b p. 3). With the proposal submitted, the university hoped that through the government, JICA will take on the project. Unfortunately, the university had to seek an alternative development partner to take up the project. The project was eventually built by the Chinese Governments Aid program. With the Mulinu'u Ocean Campus built, the university took a step backwards when NUS Council raised the issue of the NUS having a separate salary scale from the government (CM, 2007a p. 6). The NUS Council members' of 2007 were clearly not aware about the initiative of the NUS Council of 1994 which introduced an independent salary scale to make the university more attractive, and competitive in luring and maintaining its qualified staff (CM, 2007a p. 6). Luckily, the desires of the NUS Council to standardize the NUS rates with government did not materialize due to the pressure and risk of losing staff. The decision to maintain the special NUS salary scale was also influenced by the fact that the university was in the process of adjusting the salary scale for all IOT staff in order to standardise the salaries across the university (CM, 2007a p. 8).

When it seemed as if things could not get worse, the NUS had its telephone and internet services discontinued by service providers SamoaTel due to what was described as 'well overdue payments' (CM, 2007b p. 3). The disconnection did not just expose the university's financial instability but was also very embarrassing for the university. As a result, the NUS wasted no time in paying off its debts to SamoaTel in full. In light of the university's financial struggles a special agreement between the Samoan and Australian governments officialised and established the Australian Pacific Technical College (APTC) on the NUS Le Papaigalagala campus. The NUS utilized the opportunity to increase its revenue through the APTC's lease. Although the university was generating income from the APTC lease there was wide concern that the APTC programmes will replicate similar programmes offered by the NUS IOT. The university concerns were eased with the justification that the NUS trades programmes will serve as introductory level programmes to that of APTC (CM, 2007b p. 3). This meant that local students who have just completed secondary level will have to go through the programmes offered by the university in order to qualify for APTC.

When the South Pacific games were completed and the academic year was resumed to its normal time allocation, the NUS administration had concerns with the Sports Facilities Board operating the gymnasium which is located within the NUS Le Papaigalagala campus (CM, 2008a p. 2). To resolve

the problem, the government granted the NUS ownership of the Gymnasium. This was great news for the university as the NUS Gymnasium opened more revenue opportunities. The NUS Gymnasium also hosted the graduation ceremonies saving the university from hiring alternative venues (CM, 2011b). Although the university was making progress, its financial woes seemed to worsen forcing the university to again consider decreasing the salary scale, and to reduce the number of budget holders. It became increasingly obvious that the NUS finances were only going to get worse with yearly deficits getting closer to six digit figures. Luckily at the right time, the government decided to increase the NUS allocation by 2 million tala. Despite receiving a budget increase the NUS still needed to cut its expenses (CM, 2008a p. 6). In an attempt to trim expenses, NUS was able to decrease its electricity and internet usage by the end of 2008 (CM, 2008b p. 2). The university was also trying to control the number of its employees. This was because the increase in staff numbers was not matching up to the enrolment numbers which declined in 2008 (CM, 2008a p. 4). While the university was overwhelmed with its financial issues, the FON was able to have its Postgraduate Diploma in Teaching for Health Professionals programme approved successfully (CM, 2008b p. 11). With the introduction of the new Postgraduate Diploma, the university considered the availability of scholarships to help and support its new programmes. The university looked into past scholarship statistics (1998 - 2001) which suggested that government funding for student scholarships have dropped (CM, 2002 p. 13). Due to the shortfalls from the government and aid funded scholarships the university looked to the private sector for scholarship support (CM, 2008b p. 3).

[Improvements in the NUS Administration and the Closure of Consult NUS: 2009 – 2011](#)

Fast forward to the year 2009, the university welcomed its fourth and current Vice Chancellor Professor Le'apai Tu'ua 'Ilaoa Asofou So'o after 11 years under Magele Maliliu Magele leadership (CM, 2009a p. 2). Professor Soo's became the first NUS Vice Chancellor who was appointed as an academic by profession having previously served as the Director of the CSS and Professor and Senior Lecturer in History. With the new appointment, reports suggest that a number of NUS members were disappointed with the manner the appointment was handled. This was due to claims that the vacancy was not fairly made available to possible external candidates (CM, 2009b). When So'o took office, the NUS only had three professors and a total of 288 staff members (CM, 2011a). The new Vice Chancellor, like his predecessor, tried to enforce the EFTS but this time not for funding allocation, but for the allocation of students per teaching staff to evenly distribute workloads (CM, 2009b p. 2). Being financially unstable, the NUS took a risky move under its new leader when the university increased its salary scales by a massive 42%. This made the university salary scale much higher than the average scale in the public sector. The decision was quite controversial with the university management, fearing more financial deficits with the likelihood that government funding will decrease. This was reflected during the NUS Council (2009b) meeting when it was noted that: 'this is a worldwide trend for governments to reduce funding for universities'. According to the World Bank (2000 p. 54) report 'funding levels fluctuate with the ups and downs of government resources'.

The move was challenged and suggestions to increase tuition fees were not supported due to the decrease in the 2008 and 2009 enrolments (CM, 2009b p. 2). Although it was risky, the move was positive as the university salaries was now considered more competitive nationally and reasonable regionally. This assisted the university greatly in maintaining and recruiting candidates with higher degrees. With the change in leadership, the administrative and financial grip was described in the NUS Council minutes (2012a p.6) to have tightened for the university. This was because the NUS

introduced and revised new policies and procedures. This included the university creating a role for an internal auditor which improved the university's administration of its finances and also aligned the university with its developing partners (CM, 2012a p. 6).

With the New Year the NUS Amendment Act 2010 was approved by Cabinet. The Amendment Act 2010 was 'an Act to amend the NUS Act 2006' (NUS Amendment Act, 2010). The amendments included repealing definitions to multiple sections of the NUS Act 2006. With the NUS Amendment Act in place, the Samoan government officially transferred the Le Papaigalagala land deeds to the university (CM, 2010 p. 5). The full ownership of the Le Papaigalagala campus property was a great step forward for the university in terms of its financial security. Although the officialised land of the university made the NUS Council feel more secure; the university was reminded of its insecurities with the status that the Consult NUS Ltd was not profitable. With just only 5 years of operation the Consult NUS poor financial performance started to raise eyebrows. Instead of declaring the company's insolvency, the NUS Council decided to keep the company in operation in an attempt to protect the reputation of the university. In efforts to repair the damages, the financial management of the company was outsourced to the NUS Finance office (CM, 2010 p. 11 - 14). During the same period of time the NUS requested the Samoan government for an increase in the budget allocation due to raising pressures from the faculties for an increase in the operational budget (CM, 2010 p. 6). An immediate increase in the university's budget allocation was not granted by the government.

Just a year after the university attempted to restore the Consult NUS Ltd, the company was declared closed due to staff difficulties in submitting reports and meeting consultancy obligations. The university did not possess the adequate capacity to conduct efficient research and consultancies. The Consult NUS Ltd was described by So'o (Personal Communication, 2018) to have been established well before its time. With the consultancy problems gone, the NUS was giving priority towards establishing a formal MOU with the USP (CM, 2011a p. 4). The original USP MOU from 1984 seemed to not have been renewed and forgotten about. The NUS also brought forward the issue of establishing a MOU with the ASCC (CM, 2011a p. 9). It seems as if the university did not renew the original MOU of 1994 with the ASCC. These were clear signs of the weakness in administrative and file management the university had when it was set up. To further reflect the slow progression of the university's administration, the NUS only had its second strategic plan approved in 2011 (CM, 2011a p. 6). As the university struggled with its administration there was good news when it was noted in the NUS Council meeting minutes that there has been significant improvement in the filing system and management (CM, 2011b p. 6).

The acknowledgement from Council was because the university was making good thrives in improving its operation and academic capacity under its new leader. The university undertook a restructuring in reporting, meeting and policy procedures (CM, 2011a p. 11). This included the realignment of the NUS Strategic Plan to the educational sector which required the formulation of an operational plan for the university (CM, 2014a p. 12). The large scale of changes in an attempt to improve the university's academic and corporate administration received a lot of resistance from the NUS staff (CM, 2014a). The resistance was eventually eased when it became obvious that the new changes significantly improved the NUS academic and corporate operation (CM, 2014b). With the improvements in the NUS administration, the university turned to its infrastructure development. The university submitted request to government for the donation of the land behind the Samoa College was granted (CM, 2011b p. 10). The land was reserved to be utilized by the NUS for the

proposed new library (CM, 2014 p. 4). The NUS was processing several other projects with the finance building and Culture Centre being built. With the completion, the Culture Centre housed the CSS and its programmes while the finance building housed the NUS Financial Services. With external financial support the NUS was able to achieve physical infrastructure well beyond the institution could have ever set up on its own funding. The NUS has achieved very high standard infrastructure especially in comparison to other local organizations. It was now a matter of raising the standard of its administration and academic programmes to match the appearance of its lavish buildings. The odds were still against the university because of the increasing operational costs due to new infrastructure and the upsurge in the 2011 student numbers. The 2011 academic year marked the highest increase in enrolment with the university having roughly around 5,000 students (CM, 2011a p. 9). From here the NUS was facing issues with the increasing students but the government was hesitant in letting the NUS introduce student capping (CM, 2013a p. 6). Instead the NUS used the entry criteria as a means of controlling student numbers. By 2012 the enrolment numbers dropped due to the university enforcing the entry criteria and regulations limiting the entry.

Maturity of Academic Programmes and the Pressure of Accreditation: 2012 - 2014

By the end of 2011 the university decided to increase its fees by 100% through an annual increase of 10% to be effective from 2012 (CM, 2011c p. 14). The question of affordability was raised but the university seemed to have its hands tied with no other option but to increase its tuition fees. From the decision to increase its tuition fees, the NUS turned to the accreditation of its programmes. Thus, the NUS started applying for membership to associations such as the Association of Commonwealth Universities, mainly for the purpose of recognition and accreditation (CM, 2012a p. 4). To further help with the regional accreditation, the NUS further enforced its human resource policy for academic staff to have a minimum of a Master's degree, and trade lecturers to have a minimum of a bachelor's degree (CM, 2012a p. 7). Nine years after the establishment of the OCPDCE, the university held discussions on whether the Centre should be incorporated into the FOE. This was because the OCPDCE was not strategically aligned and was financially disjointed from the university. The other proposed option was to place the OCPDCE under the PSC. It was eventually decided that the OCPDCE was still an important part of the institution as its programmes are funded by the New Zealand and Australian Aid agencies. The OCPDCE was then appointed a director and was aligned to the NUS administratively and financially.

During the same year there was an urge to focus on the BSc programme with directives from the government to address the need for qualified mathematics and science teachers (CM, 2012b p. 8). The demand could not have come at a better time as the NUS bachelor programmes now accounted for approximately 60% of the total enrolment. This was a great milestone as the university was now no longer dependent on its pre-degree Foundation programme for enrolment numbers. The undergraduate programme had matured and dominated the enrolment numbers. This was an important phase for the university which was now working to have its programmes accredited. During the second semester of the 2012 academic year the NUS put together a special examination for students with outstanding fees due to public pressure and directives from Cabinet. The situation came about as an outcome of the NUS enforcing the deadline of fee payments. As a result, there were multiple concerns raised by the public. The NUS was forced to extend the deadline for outstanding fees and set alternative dates and examinations for the 327 students with outstanding fees. This move was very costly to the NUS both financially and for its reputation. The NUS Council agreed to inform government of the implications of such directives (CM, 2012c p. 1 - 3). The

government's constant intervention in the NUS activities regardless of the Council acting as a buffer is stated in the World Bank (2000 p. 52) report as a common factor in 'many developing countries who have gravitated toward this model based on the rationale that governments are entitled to control systems that they fund'.

By the year 2013, the NUS was advised to look at a discipline and programme accreditation until a time that the university is ready for a full accreditation. Accreditation became a pressing issue as there were reports that New Zealand and Australian universities were not accepting NUS graduates (So'o, Personal Communication, 2018). Although the demand was high the limited NUS resources withheld the university from ticking all the major boxes for full accreditation. The university was struggling to attain membership in the Association of Commonwealth universities (CM, 2013b p. 8). During this period, the NUS was strained with directives from the government to have all the programmes offered accredited by the SQA. The directives had particular emphasis towards the FOE. The issue was made worse when the PSC made a poor move by officially not recognizing NUS graduate teachers which significantly impacted the education sector. The issue was taken up by the Ministry of Education Sports and Culture. The move from government and the PSC placed a lot of stress and public attention on the university. The requirements from the SQA were described as against the university's Act which establishes the NUS as an independent body free to regulate its own programmes without government intervention (CM, 2012c p. 5).

The following year was much more prosperous for the university as it was able to successfully introduce the Master of Development Studies and Master of Education Degree programmes to go alongside the MSS. Also in 2014 the university officially offered its first Doctorate of Philosophy programme in the multi-disciplinary field of Development Studies (CM, 2014a p. 4). Following this progress, the university approved the offering of a Postgraduate Diploma in Computer and Environmental Science (CM, 2014a p. 9). From here, the NUS was trying to sustainably develop its remaining degree programmes into postgraduate level. With the spike in new postgraduate programmes, the NUS declared that it was prioritizing the building of a brand new library (CM, 2014b p. 4). The NUS looked into the likelihood of Aid to fund developments of the university library. With no real support from the developing partners and the government the hope for a new library was deferred back. Returning to its financial concerns the NUS Council debated the 2011 100% tuition fee increase which was still being implemented. It was further re-established that the university has no choice but to increase its fees. This is according to a statement during the NUS 2014 Council meeting which advised that:

Ultimately, unless government increases its annual grant to the NUS, the university has no choice but to increase its tuition fees in order to provide the necessary support services for the teaching and learning of its increasing student population.

CM, 2014a.

Later that year, the issue of NUS having more than one publishing journal was raised in the UREC report to Council. The UREC report suggested that the university should only have one multidisciplinary journal. This would allow the university to pool all resources into one journal and its editors which would increase the quality of the journal (CM, 2014b). This led to the combination of all the NUS previous journals to form the Journal for Samoan Studies (JSS) which is housed at the CSS. This move was positive for the university as it significantly improved the quality and recognition of the JSS.

Administrative Restructuring and the Accreditation War: 2014 - 2015

With the fees increasing the university focused its attention to the quality of college graduates enrolling into its programmes. This was a concern to the university because according to the Haykey Papoth Report (cited in CM, 2014a p.5) published in 2014; it suggests that the measures of the PSSC results are not a valid source in identifying the student capabilities. This led to the recommendation of a thorough review of the national education system (Council Minutes, 2013b p. 7). The issue was further suggested to be addressed by MESC as students enrolling into the NUS are not at the expected level for university standard. In response the education sector introduced the use of a raw score for the PSSC (CM, 2015a p. 3). Due to concerns raised about the quality of students entering the university, the question of the employability of NUS graduates was also raised. This was because there is a wide perception that many employers prefer overseas graduates over the NUS graduates (CM, 2012b p. 3). Fortunately, the 2015 NUS graduates' survey (cited in CM, 2016) states that the majority of NUS graduates are employed. NUS graduates have also received salary increments and promotions as a result of graduating from the university (CM, 2016 p. 3). This was positive news for the university as it means that despite receiving under prepared students, the university still manages to train its students to the appropriate skill level for the Samoan workforce. Mualia (Personal Communication, 2019) supports this stating that a number of notable executive officers, politicians and business men have gotten their education exclusively from the NUS.

During the same year the NUS processed its proposal for the establishment of the Academic Quality Unit and the Student Support Service. The internal quality assurance for the university was finally established since it was first recommended in 2006. This was described by the Vice Chancellor as "the start of getting into the real business of the university" (CM, 2015a p. 11). The NUS underwent an organizational restructuring with the roles of the two Deputy Vice Chancellors, one for academic and research; and the other for corporate services. Similar to the previous changes by the Vice Chancellor, the restructuring received resistance from some of the NUS staff. The restructure was described by the Council Minutes (2015a) to allow the Vice Chancellor to focus on more vital areas like policies and political engagements, while the Deputy Vice Chancellors handle the administration for both academic and corporate services. Due to the changes in the NUS management system, the university centralized its control and improved its monitoring significantly. The changes at this level have tremendously impacted and benefitted the lower levels that follow; providing a system that is more transparent and consistent with expectations of higher education institutions. So'o (Personal Communication, 2018) confirmed that "the changing of the Deputy Vice Chancellors for the IOT and the IHE to the roles of Deputy Vice Chancellor of Corporate Service and the Deputy Vice Chancellor of Academic and Research was a good move to eliminate the separation between the former Samoa Polytechnic and NUS teaching staff". So'o (Personal Communication, 2018) described the previous separation between the trades and higher education staff as a "toxic environment for the university staff". The change helped unify the teaching staff by eliminating the trades school system and introducing a faculty system aligning the former SamPol schools with the rest of the university. This gave birth to the Faculty of Applied Science which was a combination of all the trades schools besides the School of Maritime Training which maintained detachment due to its distinctiveness.

Current NUS Organizational Chart

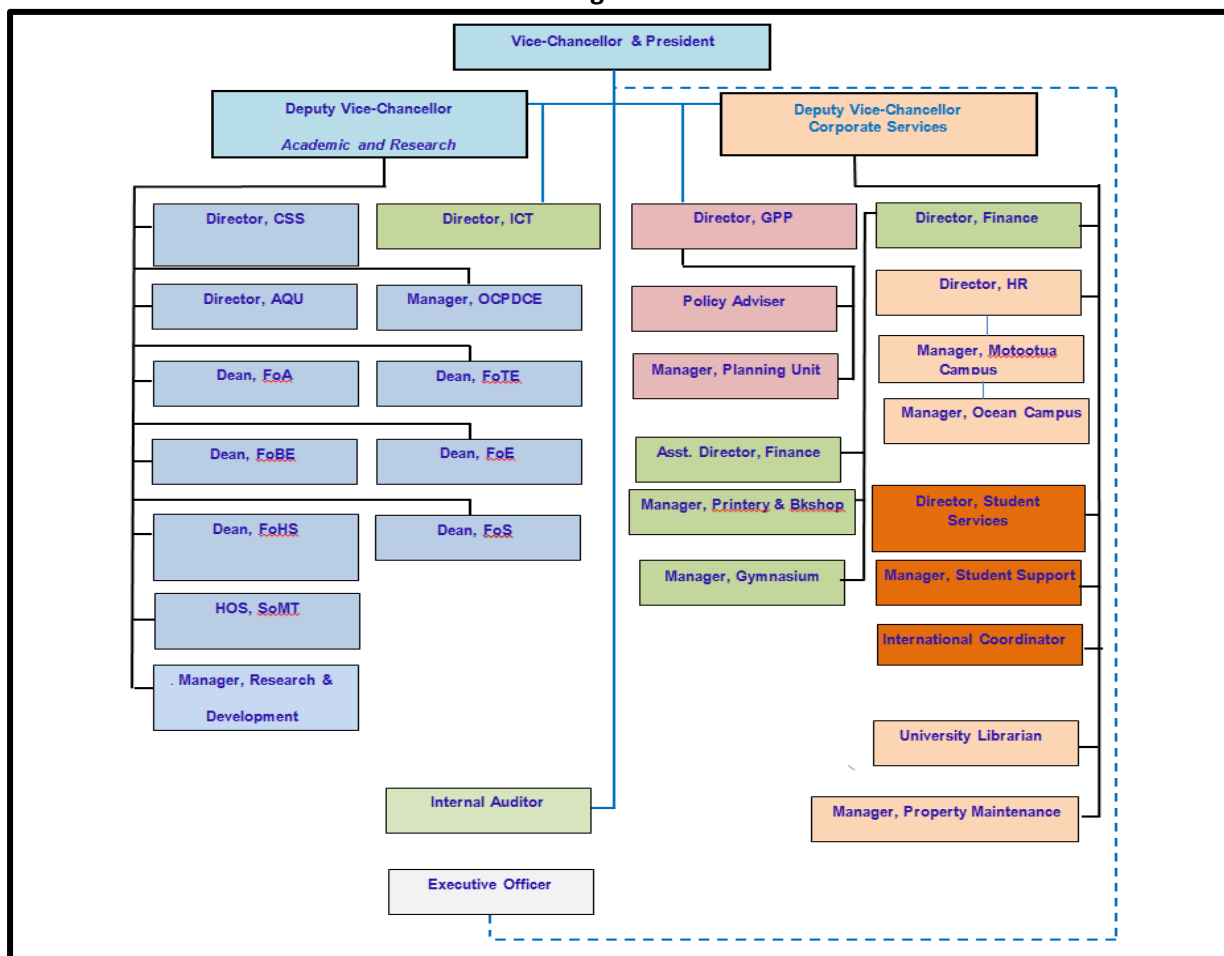


Figure 9: Current NUS Organizational Chart (The NUS Research Plan 2018 -2023, 2018 p. 13)

Returning to the accreditation issue, the government requested that the NUS and the SQA establish a MOU on qualification accreditation (CM, 2015a pg. 10). Despite an attempt at organising a MOU, the SQA was still pressuring the university to have its FOE programmes audited via SQA. In response to the SQA intentions, the NUS requested postponing the auditing of the FOE until the Universities of New Zealand Academic Quality Agency completed its auditing of the whole NUS. The NUS was also having discussions with the New Zealand Vice Chancellors Committee over the accreditation of the NUS (CM, 2014a p. 3). Although the university was applying for accreditation from external accreditation bodies, there was still pressure from the government to have the SQA accredit all its programmes. In response the university stood its ground as an independent institution in alignment with its Act and the practices of metropolitan universities. The NUS made it clear that in the interest of its graduates, the higher education programmes are to be subjected to external international validating quality assurance via an independent entity outside of Samoa (Senate Minutes, 2014). This was supported by a statement from the Vice Chancellor of the University of Otago:

International best practice is for universities to benchmark themselves against other universities and to have other universities advising on programmes, assessment and academic quality. This is why the establishment and review of university academic programmes sits with universities in New Zealand and not with the New Zealand Qualifications Authority.

Professor Harlene Hayne, email communication with NUS VC, 22 October 2014 cited in Senate Minutes, 2014

So'o (Personal Communication, 2018) confirmed that a settlement was eventually made, and the SQA was made part of the external review team of the FOE. The university also agreed to have all its TVET and trades programmes accredited by the SQA. The degree and higher education programmes were to remain independent, to be accredited by other universities and international accreditation bodies. Although the university justified its position to remain independent in alignment with the commonwealth higher education model, there still remained tension from the government, SQA and MESAC for the university to have its programmes accredited by the SQA.

CHAPTER FIVE: Current and Future Prospects of the National University of Samoa

NUS School of Medicine 2015 - 2016

When it seemed as if the NUS was through all possible mergers and incorporations with other institutions; in 2015 the university was closely observing the state of affairs of the OUM and the government of Samoa. The position of the OUM was uncertain due to the state of the relationship of the OUM investors and the government of Samoa. It was at this time that the OUM programme was proposed to be incorporated into the NUS through directives of Parliament. With such directives the university was forced to officially establish the School of Medicine (SOM) in 2015. With the new school the university had to introduce a new special salary scale for the SOM due to the salary scale for the OUM being much higher than that of the NUS. With the establishment of the SOM made official, the NUS looked to merge the School of Nursing (SON) and SOM to form one faculty. The proposed new faculty was faced with some resistance from the SON (CM, 2015b p. 9). Despite resistance the university authorities pressed for the merge with justification that the SON was transferred under the Faculty of Applied Science in 2012 due to shortfalls in its administration (CM, 2012b). The move was also logical in order to centralize the university's health programmes under one faculty.

From here the SOM five-year plan was presented with a proposed 50% cheaper tuition fee compared to that of the OUM. The 50% drop in school fees had implications but it also increased the access for national students. The biggest expense for the SOM was staff salaries making up 65% of the school's budget. The NUS was then challenged with the issue of accrediting its Bachelor of Medicine and Bachelor of Surgery programmes. The OUM was said to be accredited by a university group in the Philippines which was accepted by countries such as Australia and the USA (CM, 2012b p. 3). Though the university was seeking accreditation there was considerable political concern that if the NUS medicine programme was accredited it would create a possible brain drain risk for its national graduates who may likely work abroad due to better salaries (CM, 2015b p. 11). The founding Professor of the SOM Aiono Dr. Alec Ekeroma confirmed this in his interview with the Samoa Observer (Ah-Hi, 2018):

I understand that the Council here has decided they don't want to go for accreditation straight away because they want our doctors to stay back here and work in Samoa – otherwise we will lose our doctors by our qualifications being recognized overseas.

Professor Aiono Alec Ekeroma

The NUS still put formal accreditation in the development plan for the school as the university believed it was good in terms of increasing its international student numbers and scholarship funding. In 2016 the NUS received an offer from the WHO to evaluate the NUS medicine programme (CM, 2016 p. 15). The school was obviously not ready for accreditation as it was in its preliminary phase. So'o (Personal Communication, 2018) was able to confirm that the SOM was operated with medical lecturers whom did not possess postgraduate qualifications during its first year. This was a problem because the basic higher education principle is that bachelor qualified lecturers cannot teach bachelor undergraduate students. The practice is lecturers must possess higher certification than the level that they teach. So lecturers who teach undergraduate bachelor level students must

have a minimum of a postgraduate diploma or a master’s degree. This was not an uncommon practice in the developing world with the World Bank report (2000 p. 16) suggesting that ‘many faculty members have little, if any, graduate level training’. Fortunately, in the following year, the university was able to recruit the appropriate qualified level of individuals. With the SOM operational, the next phase was to finalize the integration of the SOM and SON into one faculty. By the year 2017 the full integration was completed establishing the Faculty of Health Science. With the new SOM added to the university’s programmes the NUS approximate average enrolment numbers increased.

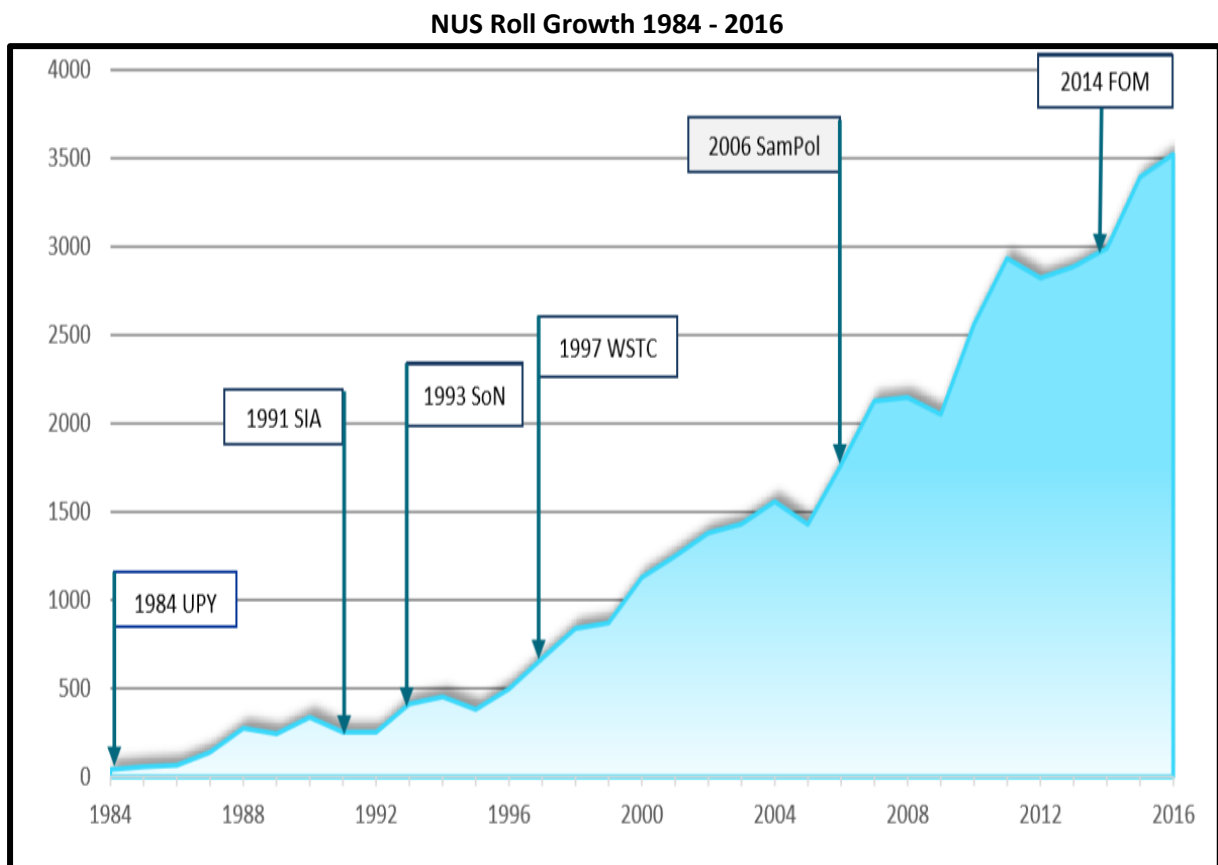


Figure 10: NUS Roll Growth 1984 – 2016 (Statistical Digest, 2016).

Cleaning up NUS Research and the Political Pressure on the SOM 2017

Since the establishment of the CSS in 1999 and the UREC in 2000, the university has failed to effectively utilize research funding to produce publications. This resulted in a significant decrease in UREC funding from \$150,000 in 2000 to \$35,000 tala by 2017. With research being quite disorganized, the university made efforts in the enforcement of research. With the motive to clean up its research the university brought in a volunteer Dr. Ian Weber to examine the issue and conduct workshops. The Weber report (2017) found that the majority of academic staff perceived that the UREC belonged to the CSS and that the Centre benefitted from it. This led to his recommendation for the UREC to be relocated under Chancellery. This was because the CSS performed like a fellow faculty with teaching making up the majority of the CSS work. This was due to the teaching arm of the CSS which was introduced in 2002 when the Samoan Language and Culture Department was incorporated into the CSS despite the Council of 2000 efforts to keep the Centres core functions on developing research and publications. So’o (Personal Communication, 2018) justified that the teaching arm was incorporated into the Centre to utilize the expertise of the highly qualified CSS

staff at the time. He further added that although the intentions of establishing the CSS were good, the university did not possess the capacity for research at the time. He believed that this is why the research of the university deteriorated very quickly despite multiple efforts to encourage, develop and promote research. This was also evident when the Consult NUS Company was closed down in 2010. By the year 2017 the Centre was teaching two different programmes alongside the Samoan Language and Culture which now included Archaeology and Cultural Heritage and the postgraduate Development Studies. The relocation saw the UREC come under the direct administration of the Deputy Vice Chancellor of Academic and Research.

With the university's efforts to focus on developing research, this resulted in positive results for the NUS with the '2017 academic year seeing research outputs booming from a total of 57 reported in the 2016 – 2017 report to Council to a new record of 164 research outputs between March 2017 and February 2018' (UREC Report, 2018 p. 48 - 59). The UREC report (2018 p. 48 – 59) states that 'the major increase in figures is likely due to improvement in data collection and reporting procedures allowing the university to monitor academic outputs more accurately'. With the university's research performance improving, its attention was turned to tuition fees due to complaints received from parents and students on the issue that fees continue to increase yet the essentials to support student academic and social experience were not being met by the university (CM, 2018). Mualia (Personal Communication, 2019) shared that the major concern with the NUS today, despite all the good developments, is the diminishing access of students due to the increasing school fees. This means that 'well-prepared and talented students face difficulties in gaining access to higher education when the costs of education exceed their means' (World Bank, 2000 p. 45). Just as in the previous years the university's hands were tied because the tuition fees account for 50% the budget. This meant that if fees were to be decreased it will have negative implications on the university's services and sustainability. In the hope of easing the concerns from students and parents, the university encouraged its students to utilize a number of avenues such as loan schemes and scholarships provided by both the government and university (CM, 2018).

In 2017 the university made history on Friday the 7th of April with the historic conferring of the first two PhD graduates from the university (CM, 2017a). The university also managed to launch its Strategic Plan 2017 – 2021 and its first Statistical Digest 2015 (CM, 2017a). Accompanying these milestones was the launch of the university wide compulsory HSA100 Samoan History and Society course. This course aligned the NUS with some metropolitan universities where undergraduate students are required to acquire brief knowledge of the host country's history, culture and society. Later the university launched its second Statistical Digest (2016). The 2016 Statistical Digest records the approximate number of males and females students enrolled into the NUS. The World Bank (2000 p. 21) report argues that 'women almost everywhere find it difficult to compete for places in the higher education'. The NUS enrolment numbers were only male dominant during the first decade of the university's operation (Meredith, 1985). As access to primary and secondary education widened the ties turned in favour of female students. Since this shift, females have since dominated higher education enrolment numbers.

NUS Enrolment Numbers by Gender

Gender	2013	2014	2015	2016
Male	1256	1266	1374	1331
Female	1631	1725	2019	2191

Table 3: NUS Enrolment Numbers by Gender
Source: NUS Statistical Digest, 2016 p. 4

The World Bank (2000 p. 21) report further states that females in developing countries ‘usually receive inadequate primary and secondary schooling, making further progression in the education system much harder to achieve’. This statement may not fully apply to Samoa as data from MESC suggests that females slightly dominate all levels throughout primary and secondary education (MESC, 2017). The World Bank (2000 p. 75) report also points out that ‘there are also clearly social pressures on women to pursue traditionally “female” subjects in the humanities, education, and nursing at the expense of science and technology disciplines’. This statement may not fully apply to the case of the NUS, with the Statistical Digest (2016) suggesting that females also dominate the majority of the NUS programmes except for the Cross Faculty (CF) programme.

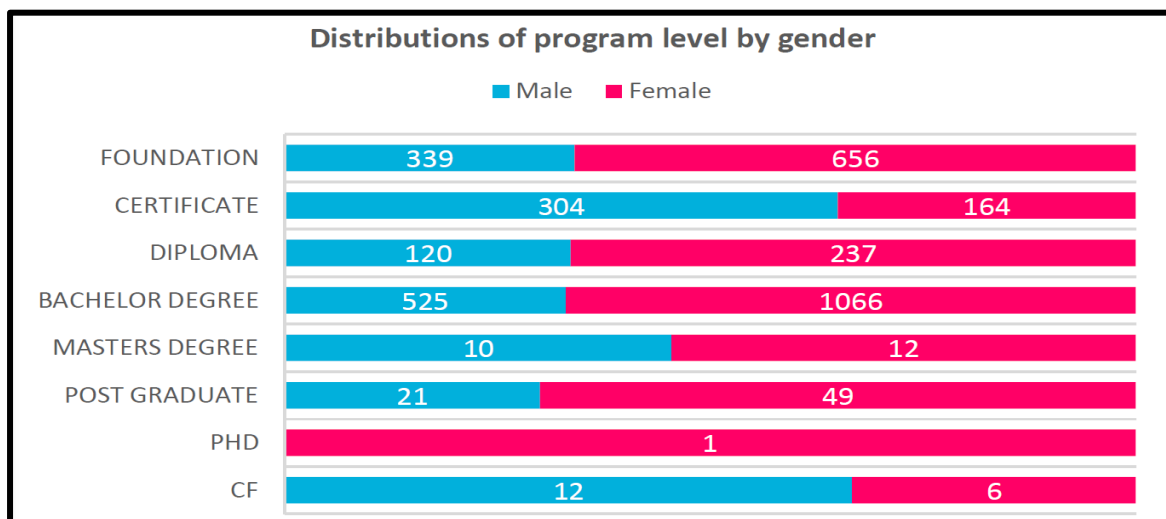


Table 4: Distributions of program level by Gender
Source: Statistical Digest, 2016

As the end of the 2017 academic year approached, the university received shocking news that the government was considering taking the SOM back to the OUM. This was because there was a perception that the quality of the school was deteriorating under the NUS (CM, 2018). With the word received, the university authorities had mixed responses with some agreeing to forego the school so that the university can reallocate resources to other programmes in need (CM, 2018). This alternative was quite attractive for the university. An agreement was eventually settled that the university will ask the government for sufficient time to develop the school as it has only been with the university for only three years (CM, 2018). With the decision official the Vice Chancellor approached the current Prime Minister Tuilaepa Lufesoliai Dr. Sailele Malielegaoi and his Cabinet with the proposal. The government was then convinced that since the transition in 2015 to NUS, the school has grown, quality improved and the number of graduates increased. With the proposal of the university to maintain the SOM approved, So’o (Personal Communication, 2018) was given the responsibility to report to Cabinet on a quarterly basis on the progress of the SOM. Since the incorporation of the SOM in 2015 the NUS has invested in the development of the school with the

appointment of its founding professor and PhD qualified senior lecturers from abroad (So'o, Personal Communication, 2018). In further making progress in the SOM, the university secured MOU's with the Ministry of Health and National Health Services. This initiative was to support postgraduate opportunities for local students. The arrangement also allows students to study and serve their clinical hours in the National Hospital as part of the programme (CM 2017b).

Political Pressure on the TVET and former Samoa Polytechnic 2017 - 2018

With the SOM issue eased, the attention of the university turned towards the government's approval of the National TVET Strategy. The strategy endorsed NUS to be the focal point for TVET development in the country (CM, 2017b). With the TVET programme moving forward, the university was again approached by government, but this time regarding the former SamPol schools. Discussions in parliament revolved around the question of whether or not the former SamPol should be separated from the university (CM, 2017a). The government concern was on the issue that the technical and vocational programmes are losing quality due to funding being directed to the more popular higher education programmes. An article published in the Samoa Observer (*'M.P. calls for separation of N.U.S. and I.O.T.'*, 2018) states the technical education programme is critical for the development of Samoa and that it 'cannot afford to play second fiddle to the more popular subjects being taught at the university'. The JICA (2010 p. 20 – 21) report states that:

The reasons for the unpopularity of some of the TVET programmes could be a lack of direct promotion activities to secondary schools by the NUS itself and also the negative image held by high school students against some programmes of the School of Engineering, such as welding and fabrication and plumbing and sheet metal.

JICA, 2010

The report adds that another major contributing factor is the lack of job opportunities and lower salaries offered to TVET related jobs compared to the more popular higher education opportunities (JICA, 2010). The World Bank report (2000 p. 23) suggests that 'cultural traditions and infrastructure limitations also frequently cause students to study subjects, such as humanities and the arts, that offer limited job opportunities and lead to educated unemployment'. The World Bank task force recommends that 'better information on the labor market is needed, combined with policies that promote economic growth and labor absorption'. So'o (Personal Communication, 2018) supports the push from government as he added that the 'TVET programme acts as a net for university to capture the students who do not qualify for higher education programmes' and prepare them for the increasing demand in the public and private sectors.

In further response to the political pressure the NUS placed greater priority on the TVET programmes by its inclusion in the university's strategic and research plan ('NUS Research Plan 2018 – 2023', 2018 p. 6 – 7). With the initiative, the programme was endorsed to remain with the NUS. A milestone for the university in 2017 was the establishment of the extension campus in the big island of Savai'i (CM, 2017b). The campus was operated from a space at the Salelologa Market. The small campus promoted the university's Open Distance Learning programmes offered by the FOE and OCPDCE. With the Savai'i campus in operation, the university then looked into the possibility that the government can gift or lease the entire property to the university for the proposed development of a proper Savai'i campus (CM, 2017a). With the end of the 2017 the NUS signed an MOU with the Confucius Institute Headquarter in Beijing and Liaocheng University (CM, 2017b). This saw the establishment of the NUS Confucius Institute in 2018. With that official, the government of Samoa in

an agreement with the government of India identified the NUS as the most suitable institution to house the anticipated National Centre of Excellence in ICT (CM, 2017a).

Conclusion:

In summary, the story and major achievements and challenges of the NUS reflects the findings and conclusions of the World Bank report (2000) on higher education in developing countries in which key challenges are funds, academic resources and governance. When Samoa gained independence in 1962 the drive for state provided secondary and tertiary education became a pressing demand. With Samoa and the South Pacific Island region economies just starting from its former colonial ties, the demand to provide an institution for tertiary training nationally through state resources was not feasible. In 1968 this led to New Zealand and Australia establishing the USP in co-ordination with its former Pacific Island colonies. The USP satisfied the demands of higher education for Samoa until the late 1970s when the economy grew considerably and the demand for a more skilled workforce was driving the government to take higher education into its own hands. When the university was established, the Government of Samoa received more discouragement than support from both the Samoan general public and its development partners. With the little support and funding the first decade for the university saw little progress in its administration and academic development which was well demonstrated in the World Bank (2000) report. The World Bank report does cover more concerns but the main issues that are most relevant to the NUS is the funding, governance and curriculum development.

The greatest challenge for the NUS is the lack of funding. This is not due to government negligence but rather the low capacity of a small developing Pacific Island nation to generate sufficient resources for its own university to operate at a level comparable to that of metropolitan institutions. From 1984 to 2004 the NUS was on the verge of bankruptcy. From 2004 to 2009 the university was taking annual financial losses. In 2010 the NUS was finally making good progress in getting out of debt with its first surplus in both 2010 and 2011. Although the university is not where it may wish to be financially, it is now significantly much more stable in comparison to its past performances. The World Bank (2000 p. 11) Task Force suggests a mixed state and private funding model. It suggests that the sum of state funding has to be adequate and long term which will provide lengthy stability for the likes of NUS. The World Bank (2000 p. 50) report also suggests that the governments must finance the universities on 'a long-term basis, not as if they were part of a nonessential government sector with the attendant vulnerability to the vagaries of fluctuations in public spending'.

World Bank report emphasizes that 'financing does not need to be limited to the public purse' (2000 p. 55 – 56). The report demonstrates that in recent decades bigger developing universities have received private individuals or corporate entities willing to assist in funding (World Bank, 2000 p. 56 – 57). However, given the small size of Samoa's economy and population, private investment is highly unrealistic. Other funding alternatives can come from scholarship and loan programs (World Bank, 2000 p. 57). At the moment almost all donor scholarships are to external universities. If the majority of scholarships were directed to the NUS it would significantly benefit and assist the NUS financially. Mualia (Personal Communication, 2019) argues that the government should 'put its foot down' to have donor scholarships redirected to NUS, and that scholarships should only be directed to external institutions for non-traditional and specialized undergraduate and postgraduate programmes not available at the NUS. With adequate long term funding and the majority of donor

scholarships directed to the NUS, the issue of funding and student access can potentially be alleviated.

The second issue identified by the World Bank is the governance and administration (World Bank, 2000 p. 50). Not all the governance issues identified in the World Bank report are applicable to the NUS. The NUS governance is an issue of poor capacity and systems of administration rather than corruption. With the limited resources the NUS had during its development, proper governance and administration could have assisted greatly in having the university sustainably utilize the little it had. With the recent changes in the university's administration, governance for the university has improved significantly compared to the university's early years. Although the university's internal governance has improved, the constant intervention by the government defeats the autonomy the university should have. Government intervention has caused a number of unnecessary disruptions for the university such as the issue of national accreditation directives imposed onto the university. Although the university is state supervised, mutual understanding needs to be consistent. The university has achieved this to some extent by the linking of its strategic plan to the national plan. The World Bank (2000 p. 52) report suggests that 'an effective system of higher education relies on the active oversight of the state'. This is because 'the government must ensure that the system serves the public interest, provides at least those elements of higher education that would not be supplied if left to the market, and supports those areas of basic research relevant to the country's needs'. A university needs to 'articulate clear standards' and establish their own 'challenging goals that are consistent with the needs of their societies and labour forces' (World Bank, 2000 p. 51).

The third main challenge identified by the World Bank (2000 p. 11 – 14) and relevant to NUS was that of resources for academic and curriculum development. With the limited resources the capacity of the NUS to introduce new programmes from scratch are quite difficult. Due to the proactive involvement of the Samoan government the university was able to academically develop through the past mergers with WSTC, Samoa Polytechnic and the OUM School of Medicine. This process is described as 'Vertical Differentiation' (World Bank, 2000 p. 29). Vertically Differentiation is when institutions increase and broaden its academic programmes and curriculum with the 'traditional research university being joined by polytechnics, professional schools, institutions that grant degrees but do not conduct research' (World Bank, 2000 p. 29). With the mergers the NUS programmes increased from education, nursing, technical and medicine. The quality of the curriculum still remains a problem with the university struggling to provide affordable up to date text books and teaching materials. Implementing a research informed teaching culture environment has been quite a problem for the NUS in the past decades. This has affected the curriculum in terms of it not being up to date and irrelevant to local circumstances. Research is important as it allows the NUS to address national issues such as health and climate change (World Bank, 2000 p.43). Recent efforts to improve research within the NUS and link them with national agendas have led to the launch of the 'NUS Research Plan 2018 – 2023'. Although efforts have been made in policy and the NUS research administration, the core issue is the capacity of NUS staff to carry out scientific and social scientific research. The World Bank Task Force recommends that research can be conducted sustainably by identifying 'what is the minimum level of scientific and technological capacity necessary to achieve national goals' (World Bank, 2000 p.79).

With the three major challenges of the NUS highlighted this part of the conclusion briefly covers the major achievements of the university. From the adoption of the USP UPY programme in 1984 the

first noticeable achievement for the university was the development of an independent curriculum. The next milestone for the university was the formation of the FON and the merger with the WSTC that led to the development of the Le Papaigalagala Campus. The FON and the former WSTC forming the FOE were the first streamline programmes for the university that was strategically aligned to the demands of the health and education sectors. From here the likely most important achievement for the university was the development of the Samoan Language and Culture programme with the diploma and bachelor levels in the initial stages. Soon after the university introduced its first postgraduate programme through the FON. From here the merger between the NUS and the Samoa Polytechnic was the next big thing in alignment with the Samoan governments initiative to streamline its tertiary education funding. After the introduction of more postgraduate programmes through the FON the university launched the MSS degree in 2006. Fast forward to 2014 the university launched the Masters of Education and Masters of Development Studies alongside the Doctorate of Development Studies programme. From the launch of the Masters and Doctorate programmes the university took on the SOM which marks a special step for the university in addressing the nation's high demand for medical doctors.

Was the decision to establish the NUS a good one? The World Bank Report generally supports the idea of higher education for developing countries highlighting that it supports income growth, an enlightened population and economic development (World Bank, 2000 p.92). Mualia (Personal Communication, 2019) believes that the NUS has given the people of Samoa greater employment opportunities compared to earlier years where expatriates had to be brought in to fill a number of senior and executive public and private sector positions. Mualia also argues that although some NUS graduates are faced with the challenge of finding employment, most forget the value of being 'enlightened', being able to think for themselves, start a business, participate in intellectual family and village discussions and uphold the principles of democracy. Such privileges would not have been widely available to the people of Samoa if only a proportion of college graduates were going on scholarships to USP, New Zealand and Australia.

The NUS graduates now account for approximately 80% of the Samoan workforce. With the recent SOM that figure is likely to increase in the future as the health sector is currently still dominated by external certified individuals. The future of the university all depends on its resources and administration. Any major withdrawal of government funding or failure in the university administration can significantly harm and change the course of the university. But as it currently stands the university needs to feasibly improve and mature its remaining programmes into postgraduate level and attain international accreditation. With sufficient resources, time, and good management the NUS graduates will one day be considered equal to external graduates by local and regional recruiters. The university has developed in a way that critics who have vowed against its establishment in 1984 would have dared to imagine (Mualia, Personal Interview, 2019). The NUS has well achieved the dream of the young teenaged boy who only wished that his fellow college graduates can attend university as he did. On Friday 6th of April 2018 during the NUS graduation ceremony, Tapusatele Le Mamea Dr. Ropati Mualia who's dream started the university was conferred the University Honorary Doctorate Degree as a token of appreciation.

Bibliography

Ah Hi, Elizabeth, 2018, 'University's Medical Professor talks about accreditation and brain drain', Samoa Observer, viewed 15 January 2019, <file:///E:/Eric%20Stuff/School/Masters%202017-2018/Dissertation/Sources/Accreditation%20&%20Brian%20Drian.htm>

Aikman, Colin, 1988, 'Pacific Universities: Achievements, Problems and Prospects', published by the Institute of Pacific Studies University of the South Pacific Suva, p. 35.

Babbie, Earl .R, 2010, 'The Practice of Social Research', 12th ed. Belmont, CA: Wadsworth Cengage, viewed 7th February 7, 2019, <http://libguides.usc.edu/writingguide/quantitative>

Beautiful Pacific, n.d, 'The South Pacific Islands', Beautiful Pacific Holidays, viewed 15 January 2019, <https://www.beautifulpacific.com/south-pacific-islands.php>

Borzeix, Jacques, 1991, 'Explorations in Higher Education: A South Pacific critique, A French University in the South Pacific', published by The Centre for the Study of Higher Education, University of Melbourne, p. 119 – 120

Brosnahan, Frank, 1988, 'Pacific Universities: Achievements, Problems and Prospects', published by the Institute of Pacific Studies University of the South Pacific Suva, p. 55.

Butcher, Andrew & McGrath, Terry, 2004, 'International Students in New Zealand: Needs and Responses', International Education Journal Vol 5, No 4. p. 540 - 549

Cohen, Louis et al. 2007, 'Research Methods in Education', published in the Taylor & Francis e-Library, Sixth Edition, p. 51 - 461

CM, 1985, 'First Inaugural Meeting of the NUS Council Minutes', National University of Samoa, October 16 – 18th.

CM, 1986, '2nd Meeting of the NUS Council Minutes', National University of Samoa, October 1st – 3rd.

CM, 1987, '3rd Meeting of the NUS Council Minutes', National University of Samoa, September 3rd – 4th.

CM, 1988, '4th Meeting of the NUS Council Minutes', National University of Samoa, September 1st – 2nd.

CM, 1989, '5th Meeting of the NUS Council Minutes', National University of Samoa, October 3rd – 4th.

CM, 1992, '7th Meeting of the NUS Council Minutes', National University of Samoa, December 15th - 16th

CM, 1993, '9th Meeting of Council Minutes', National University of Samoa, December 2nd - 3rd

CM, 1994a, '10th Meeting of Council Minutes', National University of Samoa, May 26th – 27th

CM, 1994b, '11th Meeting of Council Minutes', National University of Samoa, October 27th – 28th

CM, 1995a, '12th Meeting of Council Minutes', National University of Samoa, June 6th – 7th

CM, 1995b, *'13th Meeting of Council Minutes'*, National University of Samoa, October 19th – 20th

CM, 1996, *'14th Meeting of Council Minutes'*, National University of Samoa, March 28th -29th

CM, 1997a, *'16th Meeting of Council Minutes'*, National University of Samoa, March 20th – 21st

CM, 1997b, *'17th Meeting of Council Minutes'*, National University of Samoa, September 8th - 9th

CM, 1998a, *'18th Meeting of Council Minutes'*, National University of Samoa, March 19th – 20th

CM, 1998b, *'19th Meeting of Council Minutes'*, National University of Samoa, October 13th -14th

CM, 1999a, *'20th Meeting of Council Minutes'*, National University of Samoa, March 18th - 19th

CM, 1999b, *'21st Meeting of Council Minutes'*, National University of Samoa, September 30th - 1st October.

CM, 2000a, *'22nd Meeting of Council Minutes'*, National University of Samoa, April 13th -14th

CM, 2000b, *'23rd Meeting of Council Minutes'*, National University of Samoa, October 5th – 6th

CM, 2001a, *'24th Meeting of Council Minutes'*, National University of Samoa, March 5th - 9th

CM, 2001b, *'25th Meeting of Council Minutes'*, National University of Samoa, September 13th

CM, 2002a, *'26th Meeting of Council Minutes'*, National University of Samoa, March 13th -14th

CM, 2002b, *'27th Meeting of Council Minutes'*, National University of Samoa, September 12th - 13th

CM, 2003, *'28th Meeting of Council Minutes'*, National University of Samoa, March 27th -28th.

CM, 2004a, *'30th Meeting of Council Minutes'*, National University of Samoa, March 11th – 12th.

CM, 2004b, *'31st Meeting of Council Minutes'*, National University of Samoa, September 7th

CM, 2005a, *'32nd Meeting of Council Minutes'*, National University of Samoa, March 10th – 11th.

CM, 2005b, *'33rd Meeting of Council Minutes'*, National University of Samoa, September 8th - 9th.

CM, 2006a, *'34th Meeting of Council Minutes'*, National University of Samoa, March 9th -10th.

CM, 2006b, *'35th Meeting of Council Minutes'*, National University of Samoa, September 7th - 8th.

CM, 2006c, *'Interim Meeting of NUS and Samoa Polytechnic Council Minutes'*, National University of Samoa, February 7th – 13th.

CM, 2007a, *'36th Meeting of Council Minutes'*, National University of Samoa, March 7th - 8th.

CM, 2007b, *'37th Meeting of Council Minutes'*, National University of Samoa, October 31st – 1st November.

- CM, 2008a, *'38th Meeting of Council Minutes'*, National University of Samoa, April 3rd - 4th.
- CM, 2008b, *'39th Meeting of Council Minutes'*, National University of Samoa, September 10th - 11th.
- CM, 2009a, *'40th Meeting of Council Minutes'*, National University of Samoa, April 2nd - 3rd.
- CM, 2009b, *'41st Meeting of Council Minutes'*, National University of Samoa, September 3rd - 4th.
- CM, 2010, *'42nd Meeting of Council Minutes'*, National University of Samoa, March 4th – 5th.
- CM, 2011a, *'43rd Meeting of Council Minutes'*, National University of Samoa, 16th - 17th September.
- CM, 2011b, *'44th Meeting of Council Minutes'*, National University of Samoa, 15th-16th September.
- CM, 2011c, *'Special Meeting of Council Minutes'*, National University of Samoa, 8th of August.
- CM, 2012a, *'45th Meeting of Council Minutes'*, National University of Samoa, 8th -9th of March.
- CM, 2012b, *'46th Meeting of Council Minutes'*, National University of Samoa, 18th – 19th of October.
- CM, 2012c, *'Special Meeting of Council Minutes'*, National University of Samoa, 13th of November.
- CM, 2013a, *'47th Meeting of Council Minutes'*, National University of Samoa, 7th -8th of March.
- Council Minutes, 2013b, *'48th Meeting of Council Minutes'*, National University of Samoa, November 3rd - 4th.
- CM, 2014a, *'49th Meeting of Council Minutes'*, National University of Samoa, 31st of March – 1st of April.
- CM, 2014b, *'50th Meeting of Council Minutes'*, National University of Samoa, 2nd – 3rd of October.
- CM, 2015a, *'51st Meeting of Council Minutes'*, National University of Samoa, 30th - 31st of March.
- CM, 2015b, *'52nd Meeting of Council Minutes'*, National University of Samoa, 1st – 2nd of October.
- CM, 2016, *'53rd Meeting of Council Minutes'*, National University of Samoa, 30th – 1st of April.
- CM, 2017a, *'54th Meeting of Council Minutes'*, National University of Samoa, 5th – 6th April.
- CM, 2017b, *'55th Meeting of Council Minutes'*, National University of Samoa, 5th - 6th October.
- CM, 2018, *'National University of Samoa Council 56th Meeting'*, National University of Samoa, October 4th – 5th.
- Creswell, JW 2014, *'Research design: qualitative, quantitative and mixed approaches'*, 4th edn, Sage, Thousand Oaks, CA, Ch.1 'The selection of a research approach', p. 4.
- Crocombe, Marjorie, 1988, *'Pacific Universities: Achievements, Problems and Prospects'*, published by the Institute of Pacific Studies University of the South Pacific, Suva, p. 119.

Crocombe, Ron, 1994, *'Post-Secondary Education in the South Pacific: Development in the Small States of the Commonwealth Series'*, Commonwealth Secretariat, London, p. 23

Duckster Education Site, 2018, 'Samoa', Geography for Kids, viewed 15 January 2019, <https://www.ducksters.com/geography/country.php?country=Samoa>

Docquier, Frédéric & Rapoport, Hillel, 2007, *'Skilled Migration: The Perspective of Developing Countries'*, World Bank & Institute for the Study of Labor, p. 13 - 29

Docquier, Frédéric, 2014, *'The brain drain from developing countries: The brain drain produces many more losers than winners in developing countries'*, published by Université Catholique de Louvain, p. 1 – 10

Ekiphen, W.E, 2015, *'Task Force on Higher Education and Society'*, International Journal of Education and Research, Vol. 3, No.12, viewed 13th June 2018, <http://www.tfhe.net/report/downloads/report/introduction.pdf>

Esera, Epenesa, 2012, *'Teacher Education in Samoa'*, Improving education systems: quality and leadership, Commonwealth Education Partnerships, p. 93 – 94, viewed 10 March 2019, <http://www.cedol.org/wp-content/uploads/2013/09/Teacher-education-in-Samoa-Esera.pdf>

Gannicott, Ken; Throsby, David, 1994, *'Educational Quality and Effective Schooling'*, International Commission on Education for the Twenty-First, Vancouver, British Columbia, Canada,

Gillman, Thomas, 2015, *'The Brain Drain and Culture Paradox in Samoa'*, published by the Development and International Relations Aalborg University, p. 34 – 101

Helu, Ilaisa Futa, 1991, *'Explorations in Higher Education: A South Pacific critique'*, Co-operation and Collaboration Among Higher Education Within the South Pacific and Beyond', published by The Centre for the Study of Higher Education, University of Melbourne, p. 55 – 64

JICA, 1995, *'Basic Design Study Report on the Project for Establishing the New Campus for the National University of Samoa in Western Samoa'*, Japan International Corporation Agency, Yamashita Sekki Inc, p. 1 – 29

JICA, 2010, *'Ex-Post Evaluation of Japanese ODA Grant Aid Project: "The Project for Upgrading and Extension of Samoa Polytechnic"*, Japan International Corporation Agency, Ernst & Young Advisory Co., Ltd, p. 1 - 22

Jones, David. R, 1991, *'Explorations in Higher Education: A South Pacific critique'*, Transplanting The University', published by The Centre for the Study of Higher Education, University of Melbourne, p.9 – 29

Luteru, Pa'o H, 1991, *'Explorations in Higher Education: A South Pacific critique'*, The Impact of Foreign Aid On Pacific Mores, Ideas and Traditions', published by The Centre for the Study of Higher Education, University of Melbourne, p. 5 – 87

Martin, Naomi. T, 1991, *'Explorations in Higher Education: A South Pacific critique'*, Research Methodology in Education and Indigenous Life in Papua New Guinea, published by The Centre for the Study of Higher Education, University of Melbourne, p. 5 & 95

McLeod, S. A, 2017, '*Qualitative vs. quantitative research*', viewed January 15th 2018, <https://www.simplypsychology.org/qualitative-quantitative.html>

Meek, V. Lynn, 1991, '*Explorations in Higher Education: A South Pacific critique*', Understanding Higher Education Systems: Conceptual Issues, published by The Centre for the Study of Higher Education, University of Melbourne, p. 149 – 158

Meleisea, Malama, 1988, '*Pacific Universities: Achievements, Problems and Prospects*', published by Institute of Pacific Studies, University of the South Pacific, Suva, p. 22 – 217

Meleisea, Malama et al. 2012, '*Samoa's Journey 1962 – 2012: Aspects of History*', published by Victoria University Press, Australia, p. 150 – 156.

Meleisea, Malama, 1987a, '*Lagaga: A short history of Western Samoa*', edited by Meleisea, M. & Meleisea P. S., published by University of the South Pacific Suva, p. 5 - 7

Meleisea, Malama, 1987b, '*The making of modern Samoa: traditional authority and colonial administration in the history of Western Samoa*', published by Institute of Pacific Studies of the University of the South Pacific, Fiji.

Meleisea, Malama, 2005, '*Governance, development and leadership in Polynesia: a micro-study from Samoa*': in, Culture and Sustainable Development, edited by Anthony Hooper, published by Australia National University E-Press and Asia Pacific Press, Canberra

Meredith, Uili Tau'ili'ili, 1985, '*The National University of Samoa Annual Report in Founding Year, 1984: First Annual Report of the University*', Government of Western Samoa, p. 2 – 29

MESC, 2017, '*Education Statistical Digest*', Ministry of Education Sports and Culture, viewed 15 February 2019, https://www.mesc.gov.ws/images/Education_Statistical_Digest_2017.pdf

Morrison, K. R. B. 1993, '*Planning and Accomplishing School- Centred Evaluation*', Dereham, United Kingdom, Peter Francis p. 23 – 32

Nandan, Satendra, 1991, '*Explorations in Higher Education: A South Pacific critique, Higher Education in the South Pacific: Diversity and Humanities*', The Centre for the Study of Higher Education, University of Melbourne, p. 133 – 137

Nisbet, J. and Watt, J. 1984, Case study. In J. Bell, T. Bush, A. Fox, J. Goodey and S. Goulding (eds) '*Conducting Small-Scale Investigations in Educational Management*'. London: Harper & Row, p. 79 – 92.

NUS Act, 1997, '*National University of Samoa Act March 1997*', p. 2 – 6.

NUS Act, 2006, '*National University of Samoa Act 2006*', p. 2 – 7

NUS Act, 2010, '*National University of Samoa Amendment Act 2010*', October 19th, p. 2 – 4

NUS Calendar, 1998, '*Le-Papaigalagala, The Story, The Legacy*'. National University of Samoa, Annex III.

- Oceania School of Medicine, 2019, 'OUM's Roots', viewed 15 January 2019, <https://oum.edu.ws/samoa/>
- Pacific Precinct.org, n.d, 'History of the Precinct', Pacific Leadership and Governance Precinct, viewed 09 February 2019, <http://pacificprecinct.org/about-us/history-of-leadership/>
- Rosenzweig, Mark R, 2005, 'Consequences of Migration for Developing Countries', Population Division, Department of Economic and Social Affairs, United Nations, p. 4 – 23
- Samoa Observer, 2018, 'M.P. calls for separation of N.U.S. and I.O.T.', 24th January, viewed 15th January 2019, <file:///E:/Eric%20Stuff/School/Masters%202017-2018/Dissertation/Sources/MP%20calls%20for%20separation%20of%20NUS%20and%20IOT.htm>
- Senate, 2014, 'Senate Minutes', National University of Samoa, Thursday 4th December.
- 'Statistical Digest', 2016, Governance Policy and Planning, National University of Samoa, p. 3 – 4.
- Statistics Times, 2017, 'List of Oceanian countries by GDP per capita', viewed 09 February 2019, <http://statisticstimes.com/economy/oceanian-countries-by-gdp-per-capita.php>
- The Observer, 1983b, 'Alafua to be the University of Samoa?', 27 April, p. 1 – 2.
- The Observer, 1983a, 'Aikman advised against university', n.a, p. 1 & 3
- The Observer, 1983c, 'USP Stops Campus Development', 24th October, p. 2
- Research Plan, 2018, 'The NUS Research Plan 2018 – 2023', University Ethics and Research Committee, Le Papaigalagala, Apia, Samoa: National University of Samoa, p. 6 - 13
- Tuia, Aukilani, 2012, 'The Congregational Christian Church of Samoa, 1962–2002: A Study of the Issues and Policies that have Shaped the Independent Church', unpublished thesis submitted to Charles Sturt University for the degree of Doctor of Philosophy, June 2012, p. 120 - 158
- Tuingariki & Cecilia Short, 1991, 'Explorations in Higher Education: A South Pacific critique': Higher Education and the needs of Small Islands in the South Pacific Region, The Centre for the Study of Higher Education, University of Melbourne, p. 103 – 112
- Tupeni Baba, 1991, 'Explorations in Higher Education: A South Pacific critique' in the 'Education in the Small Island States of the South Pacific: The Changing Role of the School and its implications for Higher Education', The Centre for the Study of Higher Education, University of Melbourne, p. 33
- UREC Report, 2018, 'University Research and Ethics Committee Report to Council', National University of Samoa, 2018 Council 59 Meeting, April 4th – 5th, p. 49 – 59.
- USP, 2018, 'History of Alafua Campus', The University of the South Pacific, viewed 10 March 2019, <https://www.usp.ac.fj/index.php?id=5681>
- Weber, Ian, 2017, 'University Research & Ethics Committee Operation & Policy Analysis Report', (unpublished), National University of Samoa, p. 1 – 4.

Wikipedia, 2018, '*List of sovereign states and dependent territories in Oceania*', Wikipedia the Free Encyclopedia, viewed 09 February 2019,
https://en.wikipedia.org/wiki/List_of_sovereign_states_and_dependent_territories_in_Oceania

Wikipedia, n.d. 'Atenisi Institute', Wikipedia.org, viewed 10 March 2019,
https://en.wikipedia.org/wiki/%CA%BBAtenisi_Institute

World Bank, 2000, '*Higher Education in Developing Countries*', The International Bank for Reconstruction and Development, The World Bank, p. 13 – 102

World Bank I. 2014, '*Well-being from Work in the Pacific Island Countries*', Washington DC: World Bank, viewed 20th September 2017,
<http://www.worldbank.org/content/dam/Worldbank/document/EAP/Pacific%20Islands/Well-being-Work-Pacific-Island.pdf>

Worldometers, 2019, 'Oceania Countries by population', viewed 09 February 2019,
<http://www.worldometers.info/population/countries-in-oceania-by-population/>

