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GUAM

INFORMATION ON GUAM
TRANSMITTED BY THE UNITED STATES
TO THE SECRETARY-GENERAL OF THE UNITED NATIONS
PURSUANT TO ARTICLE 73 (e) OF THE CHARTER

Prepared by the Navy Department
Washington, D. C. June 1948
(OpNav-P22-100C)

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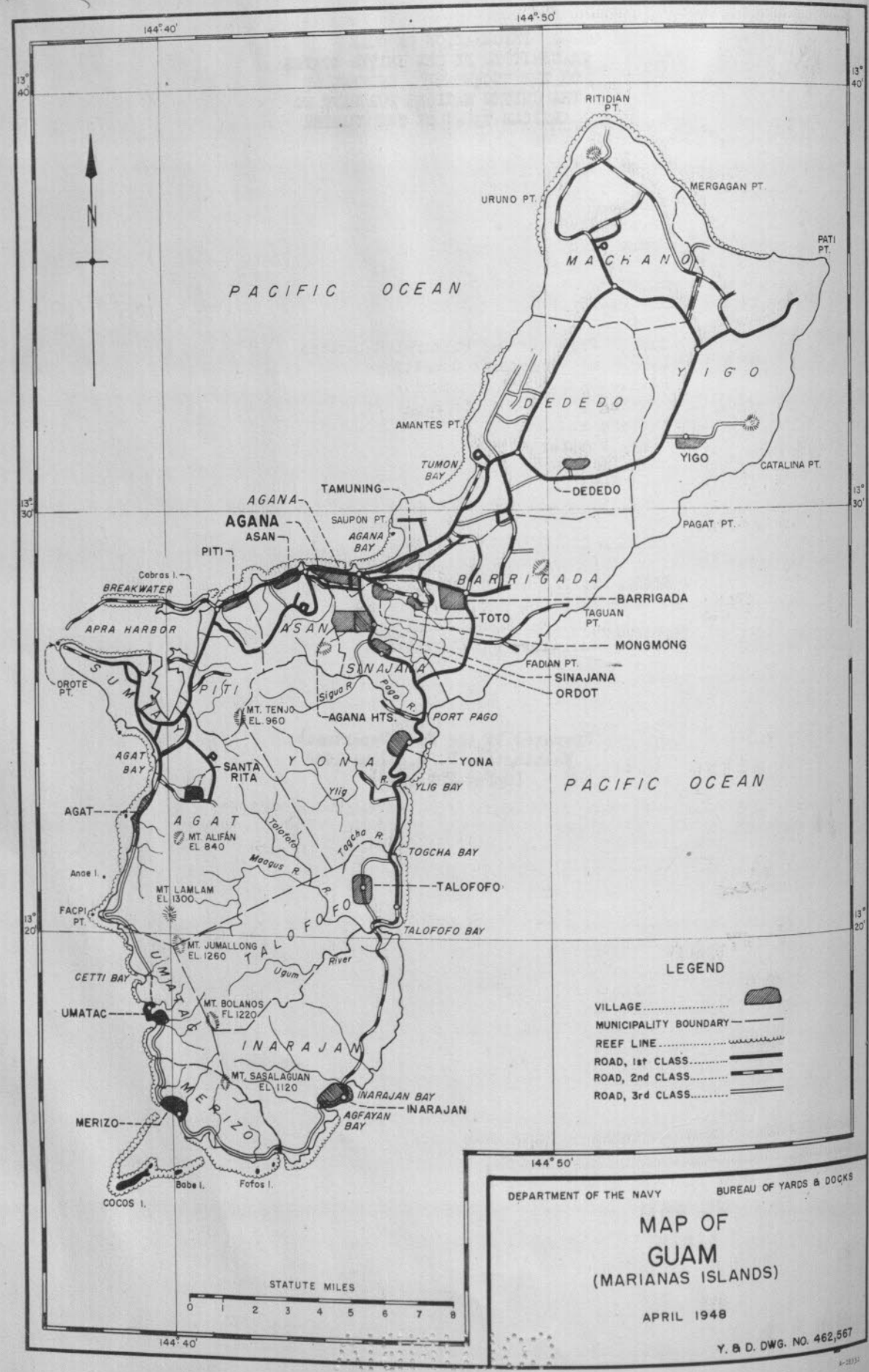
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DEPARTMENT OF THE NAVY BUREAU OF YARDS & DOCKS
MAP OF GUAM
 (MARIANAS ISLANDS)
 APRIL 1948
 Y. & D. DWG. NO. 462,567

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GUAM
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Ponapean Males	(15 yrs. and under)	1
Ponapean Females	"	1
Yapese Males	(16 yrs. and above)	17
Yapese Females	"	12
Yapese Males	(15 yrs. and under)	6
Yapese Females	"	4
Australian Female	(16 yrs. and above)	1
Palauan Males	"	70
Palauan Females	"	13
Palauan Males	(15 yrs. and under)	7
Palauan Females	"	5
Chinese Males	(16 yrs. and above)	1
Italian Males	"	1
German Males	"	1
Spanish Males	"	1

Total - Resident Census 25,168

The resident population density per square mile is 116.

The non-Guamanian population comprised of Army, Navy and Marine forces, their dependents, Civil Service personnel and contractors' employees totaled 64,961 as of March 31, 1948.

Agana, the principal city of Guam, contained nearly half of the pre-war resident population of the island and is expected to regain nearly a third of the total population when reconstruction is completed. Other important population centers are Sinajana and Inarajan.

3. Topography: The southern part of Guam is high and mountainous with a range of hills along the west coast from 700 to 1,300 feet high. Numerous small rivers and their tributaries rise in this ridge and empty into the sea on the east coast. The northern part of the island is a plateau, ranging from 200 to 600 feet in elevation, with only a few small brooks near Mount Santa Rosa on the northeast coast.

The rapidity of jungle growth over most of the island makes constant clearing necessary. In the northern part, the soil, though fertile, is very shallow.

4. Climate: The climate on the whole is pleasant. The northeast and east-north-east trade winds prevail from December to May during which time there is comparatively little rain. The southwest monsoon blows at more or less frequent intervals, influenced by the typhoons, from June to November, bringing heavy rains. The average yearly rainfall is 69.13 inches, 65% of which falls in the two months of July and September. The hottest months are May and June. The minimum temperature is about 70 degrees and the maximum about 91 degrees. Guam is in the typhoon belt of the Western Pacific and is occasionally visited by severe storms.

History

Guam was discovered on March 6, 1521, by Magellan while on his voyage around the world. He named the whole island group "Ladrones."

The Manila galleons sometimes touched the island on their voyages to and from Acapulco but no attempts at colonization were made until 1668. On June 15 of that year, Spanish missionaries landed on Guam with the intention of converting to Christianity the people of the entire group of islands, which were renamed the Marianas in honor of Maria Ana of Austria, Queen of Spain.

Upon the arrival of the missionaries, churches and a school were built and the work of christianizing the inhabitants began. At first hospitable and peaceful, the islanders soon turned against the Spaniards, and several priests and soldiers met death at their hands. Wars and rebellions were constant from 1670 to 1696, at which time the island was subjugated. During this period, the inhabitants were compelled to abandon their previous homesites and were gathered into villages, the principal one of which was the town of Agana. The populations of Tinian, Saipan and the northern islands were brought to Guam and re-settled there in order that they might be controlled more easily.

After the subjugation, the Marianas were administered as a part of the Philippines. For a while, they enjoyed trade with the Philippines and Mexico; but with the loss of the American colonies, Spanish trade in the Pacific gradually dwindled. Finally, Guam was practically cut off from commercial intercourse save for an occasional ship from the Philippines. During this period, the island was used as a penal colony for Filipino convicts.

Guam was captured from Spain on June 21, 1898, by the U. S. S. Charleston under the command of Captain Henry Glass, U. S. N. It was ceded to the United States by the Treaty of Paris, which terminated the war with Spain, and has remained a possession of the United States ever since.

During World War II, Guam was invaded and captured by the Japanese. After a period of heroic resistance by the Guamanians against the Japanese conqueror, the island was retaken by United States troops in July 1944.

C. People

1. Origin and Composition: The people of Guam are called Chamorros. The origin of the ancient Chamorros is obscure, but it is probable that they were a group that became detached and isolated in the Marianas Islands from the Prot-Malays in their migration eastward from the mainland of Asia. The present Chamorro stock is the result of a mixture of the ancient Chamorro element with occidental and oriental strains.

During the Spanish conquest (1670-1696) and the pestilences of later years, many of the Chamorros died; and the survivors inter-married with non-indigenous inhabitants. As a result, the present Guamanians are principally descendants of the Spanish, Mexican, and Philippine soldiery who were brought to Guam for conquest, and of the American, British, Chinese, and Japanese who came later. It is probable that no full-blooded Chamorro exists in Guam today.

2. Cultural Heritage: The official language of Guam is English and all Guamanians are conversant with it although they continue to use the Chamorro tongue.

With the exception of the Chamorro language, little of the pre-Spanish culture and social organization remains. Reports of early Spanish explorers mention an aristocratic social organization. Spanish influence is still evident in the culture of the island, and many of the social and religious practices which one sees in Central American countries are also seen in Guam. The religion of the people is predominantly Roman Catholic.

The impact of the war and the presence of thousands of American troops and civilians has had the effect of more thoroughly Americanizing the population of Guam.

D. Government

1. Status: Guam is classified as an unorganized United States possession.

2. Legal Basis for Government: By Executive Order, issued by President McKinley on December 23, 1898, Guam was placed under the jurisdiction of the Secretary of the Navy.

Legislation granting United States citizenship to Guamanians and providing for a government for the island under an organic act has been introduced in Congress.

3. Nationality Status of Inhabitants: The indigenous inhabitants of Guam are, at present, nationals of the United States. They are also classified locally as citizens of Guam, a fact which gives them certain privileges under local laws not granted to non-indigenous persons.

4. Relation of Territory to Government of Metropolitan Country: As an "unorganized possession," Guam has no direct representation in the Congress of the United States. Its inhabitants transmit any petitions or other communication to the Congress through the Secretary of the Navy.

The Congress of the United States has full power under the provisions of the Treaty of Paris to legislate for the island of Guam, although it has been held by the courts

that acts of Congress do not normally apply to United States possessions unless containing specific provisions to that effect. While Congress does not usually exercise this power in matters affecting the local administration of the island, it has, on a number of occasions, specifically extended the provisions of its acts to Guam or enacted special legislation to serve some particular purpose. A recent example of special legislation of Congress is the Guam Meritorious Claims Act which authorized the settlement of civilian claims by Guamanians for loss of life, injury and loss of property occasioned by the recent war.

5. Structure and Powers of Territorial Government: The organization of the Island Government is as follows:

Executive

Governor. The Secretary of the Navy, charged by the above Executive Order of December 23, 1898 with the civil administration of Guam, nominates a naval officer of suitable rank and experience to the President who commissions such officer as Governor of Guam.

Department of Law. The Department of Law, under the Attorney-General, has cognizance of all legal matters in which the Island Government of Guam is interested. It has cognizance of all matters pertaining to public prosecution. For this purpose, the Island Attorney, Deputy Island Attorneys, and all attaches or employees of the Island Attorney's office, form the prosecution division of the Department of Law and are placed under the jurisdiction of the Attorney-General.

Department of Internal Affairs. The functions of this Department are to plan an integrated economy for the coordinated development of business, industry and labor for the island. The Department authorizes business enterprises and industrial plants and maintains trade statistics.

Department of Agriculture and Fisheries. The Department of Agriculture and Fisheries is responsible for:

- (a) Operation and maintenance of the agricultural experiment farm.
- (b) Operating extension service to advise private farmers on agricultural problems.
- (c) Taking necessary steps to conserve and reclaim agricultural land.
- (d) Developing programs for the eradication of insect pests.
- (e) Conducting experiments for the improvement of livestock for sale to private holders.
- (f) Promoting fishing activities.

Department of Education. The Department of Education is responsible for:

- (a) Provision and maintenance of elementary and secondary schools for all children living on Guam.
- (b) Provision and maintenance of vocational and trade schools for those who have qualified for advanced training. These schools offer training in agriculture, business, mechanics, carpentry, automobile repair, and related subjects.
- (c) Conducting Teachers' Institutes annually.

Department of Health. The Department of Health is responsible for:

- (a) Public health and sanitation.
- (b) Operation of the Guam Memorial Hospital, the Schools for Medical and Dental Assistants, and the School of Nursing.
- (c) Maritime quarantine station and domestic quarantine.
- (d) The epidemiological unit for insect and rodent control.

Department of Public Works. The Department of Public Works is responsible for:

- (a) Supervision of all civilian engineering work, construction and design, including certain roads and trails.
- (b) Maintenance and operation of major public utilities.
- (c) Maintenance and operation of public utilities and facilities in villages.

- (d) Inspection of all construction projects, mechanical and electrical installations for compliance with building code and safety precautions.

Department of Civil Police.

- (a) This organization is the Island Police Force for all areas external to the boundaries of military reservations.
- (b) The Central Police Station is in Agana with outstations in villages, with highway motor patrol cars fitted with radio receivers and transmitters which maintain constant touch with Central Station.
- (c) This Department maintains and supervises the Civil Jail which also functions as the Island Prison.

The Fire Marshal.

- (a) The Fire Marshal is charged with the fire protection for the island, assisted by local fire departments in Naval and Army Bases.
- (b) The Fire Marshal insures, by frequent inspections, conformance with the Fire Regulations insofar as construction of buildings, safety precautions, and fire fighting equipment is concerned.

Department of Records and Accounts. The Department of Records and Accounts functions as Island Treasurer and is responsible for:

- (a) Collection of Federal and local revenue and accounting therefor, including tax and revenue investigation.
- (b) Issuance of licenses, collections and accounting therefor.
- (c) Procurement, storage, issue and accounting for all materials and supplies used by the Island Government.
- (d) Preparation of statistics.
- (e) Deposit of land registration and vital statistic records of the Island Government.
- (f) Disbursement of Island Government revenues.
- (g) Custody of property for the Island Government.
- (h) Preparation of the budget and accounting for appropriations.

Bureau of Customs and Immigration. This agency is responsible for:

- (a) All matters pertaining to customs, civilian imports and immigration on Guam.
- (b) Clearing civilian immigrants and emigrants, other than those connected with the military establishment.
- (c) Levying customs and import handling charges on all cargo imported into Guam, other than that assigned to military organizations or personnel.

Land and Claims Commission.

- (a) The Commission administers the Guam Meritorious Claims Act - Public Law 224 - 79th Congress. Claims for loss of or damage to real or personal property, loss of the use of real property and for injury and death caused by the war are received and adjudicated.
- (b) The Commission functions as the real estate agency for the Governor of Guam.

Guam Planning Commission.

As the rehabilitation and post-war military development of Guam involves a major rebuilding and relocation program, the activities of the Planning Commission, which were originally limited to the preparation of plans for rebuilding the town of Agana, have been extended to include damaged villages throughout the island.

Guam Bus Lines.

This activity is responsible for the operation and maintenance of island-wide bus service as a public utility.

Bank of Guam. The Bank of Guam is a branch of the Island Government of Guam which conducts general banking business, including:

- (a) The acceptance, as U. S. Government Depository, of deposits for the account of the U. S. Treasury.
- (b) Commercial and Savings Accounts.
- (c) Issuance of Bank Drafts, Cashiers Checks and Travelers Checks.
- (d) Cable Transfers.
- (e) Loans.
- (f) Discounts and Commercial Letters of Credit.
- (g) Services in connection with Trustee and Guardianship Accounts.

United States Post Office.

The Guam Post Office operates under the regulations of the United States Post Office Department.

Commissioners of Guam.

There is one commissioner for each municipality on Guam, a total of fifteen. These commissioners are presently appointed by the Governor of Guam to serve for an indefinite term and on a salary determined by the Governor upon the basis of the population served by the commissioner. There is now pending in the Guam Congress a bill constituting the offices of the commissioners elective offices with salaries fixed by law. The commissioners have heretofore been the direct representatives of the Governor in each municipality, advising the Governor on local conditions. Under the proposed legislation, they will become the direct representatives of the people and will make recommendations to the Guam Congress as well as to the Governor. The commissioners exercise police power in connection with violations of the sanitary regulations.

American citizens and Guamanians are appointed by the Governor to positions with the Island Government based on qualifications for the particular position.

Legislative

Guam Congress.

The Guam Congress is composed of a House of Council and a House of Assembly. One Councilman is elected for each municipality regardless of the population within the municipality. One Assemblyman is elected for each district within the municipality. There is, therefore, approximately one Assemblyman for each 1,000 of population. Councilmen are elected for four years; Assemblymen for two year periods.

Under the laws of Guam, the Guam Congress is the only governmental body whose members are chosen by popular election in their respective municipalities. Suffrage is open to all citizens of Guam without regard to race, color or sex who have attained twenty-one years of age and are of sound mind and not under sentence for a felony. The present membership of the Guam Congress was elected on July 13, 1946.

On August 7, 1947, the Secretary of the Navy, under the authority vested in him by the Executive Order of 1898, extended legislative power to the Guam Congress. Provision is made by which the Congress can over-ride the Governor's veto of proposed legislation and submit the disputed legislation to the Secretary of the Navy for final action.

Judiciary

Judiciary Department.

- (a) Maintains all courts prescribed by the laws of Guam.
- (b) Compiles and preserves all court records.
- (c) Conducts all criminal and civil cases involving civilians on all actions coming within the jurisdiction of the courts.

(d) Enforces the judgments of Guam Courts and all laws of Guam.

Courts. The courts of Guam consist of:

I. Court of Appeals

Composition	Jurisdiction
Court of Appeals of Guam	Original
Head of Judiciary Department (Presiding Justice)	Mandamus, certiorari, prohibition, habeas corpus.
(A civilian with legal training and experience in the United States)	Appellate
Two Military Officers, (Associate Justices)	All decisions (Civil and Criminal) of Island Court and of Justice Court in cases provided by law.
Two Guamanian Citizens, (Associate Justices)	

II. Superior Court

Composition	Jurisdiction
One United States civilian judge (The same judge serves as Presiding Justice of the Court of Appeals)	Original
	Exclusive original jurisdiction of all civil actions to which the Naval Government or the United States is a party.
	Concurrent
	With Island Court of all criminal actions constituting a felony under Penal Code of Guam.
	Appellate
	None.
	Review
	Appeals from Superior Court direct to Secretary of the Navy.

III. Island Court

Composition	Jurisdiction
One Guamanian citizen.	Original
	All civil cases except those given by law to other courts; All probate matters; Criminal cases amounting to felonies.
	Appellate
	All cases arising in Police and Justice Courts.

IV. Justice Court

Composition

One Guamanian Citizen,
(The same judge serves as Police
Judge)

Jurisdiction

Original jurisdiction only in:

Criminal

Cases where penalty is more than
three months in jail, and/or \$50.00
fine, but less than one year and/or
\$300.00 fine.

Civil

Property cases involving not more
than \$75.00 or damages not exceeding
\$100.00

V. Police Court

Composition

One Guamanian Citizen,
(The same judge serves as Justice
Court Judge)

Jurisdiction

Original jurisdiction only in:

Where offense is misdemeanor and
penalty does not exceed \$100.00
fine and/or six months' imprison-
ment.

VI. Traffic Branch of Police Court

Composition

One Guamanian Citizen.

Original jurisdiction only in:

Similar to that of Police Court
for traffic violations only. Has
jurisdiction over both military and
civilian personnel.

All judges in these courts are appointed by the Governor of Guam; however, the Chief Justice was selected, and his appointment was directed, by the Secretary of the Navy.

Persons convicted in the courts of Guam and sentenced to imprisonment are incarcerated on Guam. Persons convicted of crime may submit petitions to the Governor of Guam for reprieves, commutations and pardons. The Governor may submit such petitions to the Guam Board of Pardons, consisting of three members as provided for by the Penal Code of Guam, for consideration and recommendations.

As previously noted, members of the Guam Congress are elected by popular vote in general elections held in March of each odd-numbered year, at each of which all Assemblymen and one-half of the Councilmen are selected. No primary elections are held, but candidates may have their names entered on the ballot by filing a request with the head of the Executive Department. Voting is by secret ballot, and all citizens of Guam who are twenty-one years of age are eligible to vote. Persons constituting the transient population of Guam, except for naval and civil service personnel assigned to duty with the Island Government, do not participate in the government of the island. All persons on the island are, however, subject to the same system of laws.

About 98% of the resident population of Guam is indigenous to the island and enjoys, by birth, citizenship of Guam. The remaining 2% of the resident population, mainly from other islands in the Pacific Ocean Area, is eligible to petition for naturalization through the courts of Guam for Guamanian citizenship. Only citizens of Guam are eligible to vote or to serve in the Guam Congress. Otherwise, all permanent residents of Guam are equally eligible to participate in governmental functions on Guam and to receive benefits accruing therefrom.

6. Significant Recent Developments: The extension, during the year, of certain legislative powers to the Guam Congress has already been noted.

In 1947, the Governor of Guam appointed a civilian lawyer with professional training and experience in the United States to serve as the presiding justice of the Guam Court of Appeals and as judge of the Superior Court of Guam.

In 1947, the Superior Court of Guam was established for the more expeditious trial of land title and land acquisition cases to which the Naval Government of Guam or the United States might be a party.

E. Human Rights

The civil rights of the inhabitants are not infringed upon in time of peace. Freedom of speech, press, religion and other fundamental rights are guaranteed under a bill of rights promulgated by the Governor in 1931. Limitations, which were necessarily placed upon the individual liberty during the war by certain proclamations of the Military Governor, were ended when the Island Government was restored on May 30, 1946. Most limitations had been removed earlier. Since the origin of legal procedure on Guam is the civil law of Spain rather than the Anglo-Saxon common law, trial by jury is not within the experience of the Guamanian people.

II. - SOCIAL CONDITIONS

A. Social Problems and Cultural Relations

There are no racial or cultural conflicts among population groups on Guam of sufficient gravity to constitute a problem. As previously noted, approximately 98% of the resident population of Guam is indigenous to the island. The remaining resident population is almost entirely native to the other islands of the Pacific Ocean area and is rather thoroughly adapted to the Guamanian way of life. Although the Chamorro language is still used and some Spanish customs are in evidence, this group is so thoroughly Americanized that no friction exists between the Guamanians and the non-resident population which is primarily composed of personnel of the armed services with their dependents and civilian employees of various governmental and private contractors' organizations, all of whom are in Guam on a short-term basis.

While there is no necessity for anti-discrimination laws or regulations as such, certain governmental policies protect the Guamanian from exploitation in various fields of endeavor, particularly as regards economic security. The basic economic policy may be stated as:

"The protection of the local inhabitants against the loss of their lands and resources and the institution of a sound program of economic development of trade, industry and agriculture along lines which will insure that the profits and benefits thereof accrue to the inhabitants and which will assist them in achieving the highest possible level of economic independence."

Protection in other fields of activity is afforded by administrative action according to the merits of the particular situation.

B. Labor and Employment Conditions

1. Labor Policy, Objectives and Special Problems: It is the announced policy of the Navy Department and the Island Government that a sound program of economic development will be effected and, further, that the benefits thereof will accrue to the maximum extent possible to the Guamanian people. Consistent with this, a broad labor policy has been promulgated as follows:

- (a) Guamanians are granted preference over stateside or other foreign personnel at all levels and types of employment in government service where equally qualified or qualified to the extent that would permit accomplishment of a job in a reasonably successful manner.
- (b) Except for contract stevedores and workers for Federal projects not available on Guam, all entries of outside labor are denied in order to safeguard the Guamanian economic and social life.
- (c) The wage policy of the Island Government is briefly:
 - (1) The Island Government will not compete unfairly for labor against private enterprise on Guam.
 - (2) The Island Government will not give preference to its own requirements over the normal development of the island's natural resources and its own natural economy.

This policy regarding labor has been promulgated to insure to the greatest possible extent its contribution to the attainment of the overall objective. Moreover, the following specific steps to promote the betterment of Guamanian labor conditions have been accomplished.

- (a) The responsibility for the control and supervision of the employment of civilian Guamanian labor throughout the island has been placed with the Civilian Personnel Section, Island Government, which is responsible for the registration and classification of all available civilian manpower residing on Guam, the inspection of working conditions for the purpose of enforcing labor standards, the establishment of standards of wages, hours and working conditions, the assign-

ment of labor to employing activities as required and in accordance with existing regulations, the approving and authorizing of all transfers, reassignments, promotions and reclassifications, the performing of job analysis for the purpose of ascertaining that positions are properly classified, that the duties actually being performed are those specified for the position and that wage rates are in accordance with established standards. The Section is further charged with the responsibility of maintaining current statistics on the type of workers available and employed.

- (b) A procedure, whereby all employees can present their grievances without fear of reprisal or discrimination, has been established and is in operation.
- (c) A series of basic wage increases has been granted Guamanian employees of the Island Government and the various Federal activities on Guam for the purpose of bringing the wage scale more in line with the cost of living.
- (d) The differentiation in basic wage categories on Guam between residents and non-residents has recently been abolished for employees of the Island Government. The Island Government is currently preparing a special job classification system, to be based upon the United States Civil Service system, which will be placed in effect upon approval of the Secretary of the Navy. This system will insure equality in basic wages paid resident and imported non-resident employees performing the same task.
- (e) A new job classification system, also a modification of the United States Civil Service system, is currently being established by naval activities on Guam not connected with the Island Government. This plan, similar in nature to that being considered for the Island Government, has already been placed in effective operation at several overseas bases of the United States. The other Federal establishments operating on Guam are being urged to adopt a similar plan for their employees.

A special labor problem on Guam concerns the differential which exists between the basic wages of residents locally hired and imported non-resident employees of the various Federal establishments on Guam.

At the time of its reoccupation by United States forces, Guam was almost completely devastated and the Naval Military Government was faced with the necessity of providing gratuitously most of the essentials of life, including food, medical attention and shelter. Since the local economy could not support adequate private employment, a large proportion of the inhabitants sought positions with the Naval Military Government and the various armed forces activities. Under these conditions, wage scales were established which differentiated between resident labor and imported non-resident labor which did not benefit from the free service extended to the resident Guamanians.

As the island has progressed towards greater economic self-sufficiency and more opportunities for private employment have become available, various adjustments in wages have been made for Island Government and Federal employees. Since the establishment of the first post-war wage scale, four upward revisions have been effected. A recent revision, effective January 1, 1948, was an increase of 15 cents per hour for resident employees paid on an hourly basis and an increase of \$312.00 per year for salaried employees.

As soon as the new job classification systems are completely established, the special problem herein described will no longer exist since basic wages will be determined by the individual ability of the employee and not by his place of residence.

The basic wage differential mentioned herein has never been applicable to private employment on Guam.

2. Principal Categories of Wage Earners, Average Rates of Wages, and Hours of Work: Approximately 39.5% of available Guamanian workers are now employed by the Island Government of Guam or by the various Federal installations on the island. The principal job classifications in which local labor is employed are: construction and maintenance, health and sanitation, clerical work, public safety, education and

supply.

Conditions of work on Guam, with respect to working hours and related matters, are the same for all workers on the island whether they be permanent residents or transient employees. In general a 40-hour work-week and an 8-hour work-day are adhered to.

Wage scales have been established for each category of employment. A brief cross-section of the schedule of wages for Guamanian labor employed by the Island Government or by Federal installations as of June 1, 1948 is given hereafter for information. This schedule will be extensively revised upon establishment of the new job classification systems.

(a) Laborers, Helpers and Mechanical:

	Minimum	Maximum
Laborer	\$0.50 per hour	\$0.58 per hour
Electrician	.59 "	.69 "

(b) Supervisory Mechanical:

Snapper	\$0.08 over max. for trade	None
Superintendent	.32 "	None

(c) Sub-professional:

Student Nurse	\$ 336 per year	None
Head Draftsman	1,812 "	\$1,962 per year

(d) Professional:

Graduate Nurse	\$1,587 per year	\$1,737 per year
Senior Judge	3,312 "	3,462 "

(e) Clerical, Administrative and Fiscal:

Messenger	\$1,062 per year	\$1,212 per year
Chief Commissioner	2,862 "	3,012 "

(f) Crafts, Protective and Custodial:

Janitor	\$1,137 per year	\$1,287 per year
Deputy Chief of Police	2,862 "	3,012 "

(g) Laundry, Hospital Commissary:

Cook Trainee	\$ 912 per year	\$ 987 per year
Supervisor (cook)	1,437 "	1,587 "

(h) Educational:

Student Teacher	\$1,212 per year	None
Superintendent of Schools	2,862 "	\$3,012 per year

3. Occupational Organization: Neither employers nor workers organizations are prohibited by the laws of Guam. There are no local labor unions or guilds for Guamanian workers. Although there is an association of Guamanian businessmen engaged in export-import operations, the primary purpose of the association is to promote commerce and not to formulate policies respecting employment on Guam.

4. Employer and Employee Relations: In view of the small amount of private employment on Guam, a need for arbitration and conciliation machinery has not yet arisen. No labor disputes have been reported in Guam during the year.

5. Principal Laws and Regulations for Protection of Workers: Under the laws of Guam, a basic work-day of eight hours, except for nurses, policemen, teachers and commis-

sioners, and others whose terms of employment may be on an intermittent, irregular, or part-time basis, has been established. A basic work-week of forty hours is in effect and overtime compensation at the rate of time and one-half for each hour of work in excess of forty hours in any work week has been provided. Provision has been made for rest periods, annual leave, and for accumulated leave. A civil service retirement and disability fund has been established for full-time employees. Tenure of employment is protected by government regulations and each employee discharged from employment is guaranteed the right of appeal.

The laws of Guam also provide for a pension fund for the employees of the Island Government. This fund is administered by the Department of Records and Accounts, Island Government of Guam. Disbursements from the fund are made in accordance with local laws.

6. Employment and Labor Supply: There is no problem of unemployment on Guam. In fact, the available Guamanian labor is entirely insufficient to meet the personnel requirements of local business enterprises, the Island Government in its usual governmental functions and in connection with the numerous projects for rehabilitation and of the Federal installations on the island. The employment mentioned continues throughout the year and does not vary appreciably in volume by season.

7. Migratory Labor: To meet the labor requirements of the many activities in progress on Guam it has been necessary to recruit workmen from sources outside the island, in both skilled and unskilled classifications, chiefly from the mainland United States and Hawaii and in small numbers from the Philippines and other sections of the Pacific Ocean Area. All recruitment is on a strictly voluntary basis and the contracts of employment are reviewed by the labor authorities of the territories from which the workmen are drawn. Workers going to Guam are employed on a short-term basis, usually under contracts of one year in duration. They are required to leave Guam and to return to their respective places or origin at the termination of their employment. Such employees are not prohibited, however, from leaving Guam and returning to their places of origin at any time. They are transported from the place of recruitment to Guam by the usual naval or commercial air or surface transport services and are furnished equivalent transportation in returning at the end of their employment. Wages for such employment, which vary according to the wage scale in the territory from which the respective groups of workers are drawn, are generally considered to be attractive. Provision has been made for supplying living accommodations and recreation facilities for these employees during their sojourn on Guam. Their hours of work are regulated by contract and usually follow the prevailing pattern of an eight-hour day and forty-hour week.

No workers in appreciable numbers leave Guam to accept employment elsewhere.

Since Guam from tip to tip measures only about thirty miles, the only movement of workers on the island is in commuting to and from work at the various centers of employment.

C. Public Health and Sanitation

1. Health Problems and Policies: The general health picture of Guam is ordinarily an excellent one. Despite the ravages of war, the health problems among the indigenous population are usually the same perennial problems of most tropical communities. Hookworm infestation and tuberculosis are present but do not constitute serious major problems. To combat these, the Department of Public Health has instituted vigorous programs on Public Health education, hookworm control and tuberculosis control. These programs, combined with the present rebuilding of homes and sanitary facilities, will unquestionably reduce health problems to a minimum. A. B. C. G. vaccination program against tuberculosis among the local population is planned for the near future.

2. Health Organization: The Department of Public Health of the Island Government of Guam is under the directorship of a captain in the Medical Corps of the United States Navy and is adequately staffed by Naval personnel.

(a) The Department has the following divisions:

Division of Administration:

Vital statistics, personnel,
finance, reports and files.

microbiology, dietetics, medical and surgical nursing, obstetrical and pediatric nursing, public health nursing, and hygiene and sanitation. Practical instruction is accomplished by assignment to ward duty in the Guam Memorial Hospital. Insofar as it is practicable, a forty-hour week of combined theory and practice is carried out. Chaperonage is provided by Navy nurse instructors on full-time teaching assignment to the school.

- (d) Training of midwives: The present midwives have been prewar trained at the United States Naval Hospital here. Future midwives will be graduates of the local nursing school which is under the direction of the United States Naval Medical Center.
- (e) There are no local facilities for the training of veterinary practitioners. Such training is available in the United States.

6. Vital Statistics, Morbidity and Mortality Data:

- (a) The annual number of deaths among the local population from all causes during 1947 was 281, with a death rate of 11.7 per thousand.
- (b) The annual number of births among the local population for the year 1947 was 1,255, with a birth rate of 52.29 per thousand.
- (c) The annual number of deaths under one year of age among the local population for the year 1947 was 80, with an infant mortality rate of 63.66 per thousand live-births.
- (d) The diseases causing the highest morbidity among the local population for the year 1947 with the number of cases of each, are shown in the following list of hospital admissions for the year:

<u>Diseases</u>	<u>No. of Admissions</u>
* Gastro-enteritis, Acute	154
Tuberculosis, all types	100
Pneumonia, Broncho	99
Catarrhal Fever, Acute	73
Asthma	64
Hookworm Disease	47
Bronchitis, Acute	43
Anemia	33
Mumps	19
Yaws	24

* Majority of these cases are young children. Etiology is usually a non-specific food contamination.

- (e) The diseases causing the highest mortality among the local population for the year 1947, with the number of deaths of each and its death rate per 100,000, are listed below:

<u>Disease</u>	<u>No. of Deaths</u>	<u>Rate per 100,000</u>
Tuberculosis	60	250
Pneumonia	37	154.16
Hookworm	11	45.8

7. The state of nutrition of the Guamanian population is considered excellent at the present time. Some effects of malnutrition during the period of Japanese occupation of Guam are evident. A recent x-ray survey of the bone development of over 1,700 Guamanian children was made and some retardation of bone development was noted. As this is attributed to the faulty diet of the young children during the war years, it is believed that the present adequate diet will correct the situation. Subsequent x-ray survey will be made to confirm this assumption.

8. Early in 1948, a small outbreak of Japanese "B" encephalitis, the first appearance of this disease, occurred on Guam. An outbreak of mumps was also present, and some cases of encephalitis due to that virus have occurred. A specially equipped laboratory was

set up for virus study to assist the group of Army and Navy Medical authorities who investigated the problem. A total of 35 cases of encephalitis, with three deaths, developed among the local population. There have been four cases among the non-resident population, with two deaths. A vigorous mosquito control campaign was initiated and the outbreak was brought under control.

The incidence of venereal disease is negligible and constitutes no problem.

Public Health education is being stressed in the following current programs:

- (a) Courses in health, hygiene and sanitation are a part of the standard curriculum at three different grade levels in our public schools.
- (b) A library of admirably adapted movie films on such subjects as tuberculosis, hookworm, etc., is continuously being rotated in our 21 public schools, at the village townmeetings, and to organizations such as the Boy Scouts.
- (c) Instruction and demonstration in sanitation and home-nursing is given to local women in Chamorro twice weekly by the clinic nurse in each of our 13 Public Health Clinics scattered about the island. At the beginning of this program, all clinic nurses were given a special course in these subjects at the central clinic.
- (d) Special periodic instruction is given to the commissioners of the various villages on such sanitation problems as insect control, rat control, and garbage and waste disposal.
- (e) Food handlers and restaurant owners are given periodic examinations and instructions on food and water sanitation.

D. Housing Conditions and Programs

Agana, the capital and metropolis of the island with a pre-war population of over 12,000, was laid waste by the war so completely that scarcely a house was left standing. In addition, the villages of Agat, Sumay, Piti, and Asan were totally destroyed either during the course of the war or the period of reoccupation. Most of the other villages were also severely damaged, and many Guamanians had to move from their homes to permit development of the island as a major military base.

After the reoccupation of the island by American Forces, the erection of temporary housing units and villages was started immediately by the Naval Military Government. Approximately 1,516 units were provided for the Guamanians, and the islanders themselves have augmented the number of units as materials became available for this purpose. Some of the homes have now been beautifully landscaped.

It is estimated that as of December 1947, there were approximately 3,960 habitable Guamanian dwellings.

The Guam Planning Commission has developed designs for several types of permanent homes for the Guamanians; and in the development of these designs, modern methods of sanitation, security from earthquake and typhoon damage and local climatic conditions have been taken into consideration. However, there is a strong tendency for the Guamanians to build their houses in accordance with pre-war standards.

It has become evident that the Guamanians are interested in improving the houses which were provided by the Naval Military Government, and accordingly, the Guam Planning Commission, after conducting studies, has developed plans for suggested additions and improvements to the original houses.

In connection with the reconstruction of Agana and Agat, the distribution of permanent building lots has been started, and the construction of permanent homes in these important communities is now possible.

The trend toward the construction of privately-owned homes throughout the island is increasing, and a gradual shift from temporary to permanent housing is under way. The shortage of building materials and labor is still critical, and measures are being taken to improve the situation as rapidly as possible.

IV. - ECONOMIC CONDITIONS

A. Natural Resources

Guam is poor in natural resources, developed or undeveloped. Coconut trees formerly grew in abundance, but most of the trees have been destroyed by war and insect pests. No production of copra is carried on at the present time. There is insufficient forestation to support the production of lumber. Fishing has never been commercially developed to any extent. No mineral deposits of consequence have been discovered. There are no hydro-electric power plants, and all electric power is generated by fuel-burning generators. The agricultural potentialities on Guam, although not great, bear the most significance to the local economy.

B. Agriculture

1. **Administrative Organization:** The Department of Agriculture and Fisheries, whose functions were formerly carried on by the Department of Internal Affairs, is organized under the provisions of the Civil Regulations for Guam with the Force and Effect of Law. The Department is supervised by a Director who has had extensive experience in agricultural administration, practical experience, and technical training. The functions of the Department fall into three general classifications, namely, (a) Extension, (b) Regulations, and (c) Demonstration. The Department maintains three District Agricultural Agents and one Club Leader whose primary responsibility is to carry on educational and demonstrational work among the farmers and ranchers of the island, and to supervise the organization and administration of Boys' and Girls' Agricultural Clubs. In general, the work and activities of the Agricultural Agents and Club Leader are similar to that of the Agricultural Extension Service of the U. S. Department of Agriculture. However, no formal working relationship exists between the Department of Agriculture and Fisheries and the U. S. Department of Agriculture. Neither are any funds or other aids available to the local Government for agricultural activities other than those appropriated by the U. S. Congress.

The Department is responsible for the administration of numerous regulatory matters of local importance, including licensing of fish weirs, issuance of slaughter permits, livestock and plant import permits, plant and animal inspections, quarantine regulations, etc.

In addition, the Department is responsible for the administration and management of an Agricultural Demonstrational Farm and Quarantine Station which comprises about 75 acres of land, both developed and undeveloped. A basic and primary purpose of the farm is to provide a continuing source of livestock, poultry, and planting materials necessary for the agricultural rehabilitation of the local economy.

Of considerable assistance to the local farmers is the lease and operation of mechanized farming equipment to aid in the reclamation and preparation of their lands for crop production. During the war and the reoccupation period, most of the farm land was neglected and reclaimed by vegetative growth which makes cultivation difficult without mechanized assistance.

2. **Land Utilization:** At present, agricultural lands may be classified in the following order of importance: arable and under cultivation seasonally; arable, but idle (including coconut groves); and meadow pastures. In addition, there are areas of potential pasture lands which are not now being utilized under both private and public ownership and considerable acreages of potential forest lands. Extensive land areas on Guam are required for military purposes; however, approximately 75% of the land under regular cultivation before the war is still available for agricultural purposes. Unfortunately, losses of livestock, shortage of labor, and attraction to a wage economy has curtailed agricultural activity on Guam. Probably not over 2,800 acres of land on Guam can be considered good farming land which is reasonably free of tree growth and available without extensive reclamation. However, even this small area is only available for seasonal cultivation. The lower lands are generally inundated during the heavy rainy season, and the high lands are too dry for crop production during the dry season. Much of the low land along the coastal areas requires drainage in order to permit intensive use, except during the dry season.

3. **Crop Production:** Aside from breadfruit and coconuts, which are important elements of the native diet and are available without appreciable effort, the most important food

crop is corn (maize) followed next by sweet potatoes, taro and cassava. There has been increasing activity in the production of truck and garden vegetables, including melons, both as a supplementary and as a primary source of income. It is estimated that more than 500,000 pounds of corn were produced on Guam during the calendar year 1947. Aside from corn, no other cereal crops are grown. Rice production has not been attempted in recent years. While sugar cane appears to do exceptionally well, the cultivation of sugar cane is limited to small garden plots for home use. Fruit production is limited to bananas, mangoes, avacadoes and a small quantity of assorted citrus fruits. Crop production for animal feeds is limited largely to the use of small quantities of corn, sweet potatoes, cassava, combined with coconuts which are gathered and cracked. Many of the American types of garden vegetables have been introduced and do well under local conditions. Noticeable exceptions are bulbing onions, carrots, heading varieties of cabbage and lettuce, and those vegetables which require definitely lower temperature than is found on Guam. Irish potatoes are not grown locally. Generally, it might be said that two crops can be grown on Guam annually in spite of the fact that temperatures remain relatively stable throughout the year. The two crops generally coincide with the changes in the wet and dry seasons.

4. **Livestock:** During the course of the Japanese occupation and in the period following liberation, livestock and poultry numbers were sharply reduced. At present, cattle and carabao numbers are only a little more than forty percent of the prewar period; swine are only at one-third of the previous level; and poultry is still less than one-fifth of the numbers on hand in 1940. While considerable numbers of pigs have been imported for feeding and breeding, the rate of increase has been slow because of the demand for fresh pork for local consumption and because of repeated outbreaks of hog cholera. Hogs normally do very well under conditions on Guam. Coconuts are used extensively for feed. Cattle are bothered with ticks and liver flukes but otherwise are generally free of diseases and pests. Cattle are produced primarily for slaughter and only in rare exceptions for milk purposes. Cattle and carabao also afford a convenient source of draft power for most farms. The number of goats on the island is small since they are only rarely used for milk purposes. There are a few horses on the island, but no mules or burros. Chicken production is well on the way to recovery through importations of breeding stock and hatching eggs and by the operation of a hatchery at the Demonstrational Farm. During the current season, more than 50,000 baby chicks will be incubated for distribution to local farmers and householders. Brahm and Red Scindi bulls, both Indian types, are being made available by the Department for the breeding of local stock. Locally produced meat and meat products are still far below demand.

5. **Forestry:** Before the war, the Government of Guam maintained two small forest tree reserves. These were destroyed during the war operations, and at present, there are no forest reserves. The forest resources of Guam have been depleted in years past with additional serious damage to both private and publicly-owned timber trees during the war. Current production of forest products is limited to the salvage of uprooted trees for lumber, fence posts, and firewood. It will be a generation before it will be possible to cut any timber except for the most limited local purposes, and then only with the intelligent planning and administration of both public and privately-owned properties possessing timber potentialities.

6. **Fisheries:** Fishing on the island is generally confined to within-the-reef subsistence fishing. Most of the fish are taken by traps or weirs, seines, or by spearing. Local production is inadequate for local demand. Deep sea fishing in the waters about Guam is of no little consequence commercially, although it is probable that the waters abound with tuna and other important food fish. A serious detriment to commercial deep sea fishing off Guam is the paucity of suitable live bait. It is estimated that the total quantity of fish caught by all methods amounted to less than 300,000 pounds during 1947.

7. **Conservation:** Wild life is protected. Open seasons are regulated by law. Recently, the Guam Congress closed the season on deer for a period of five years in order to permit the deer population to increase. Several attempts have been made during the past three years to introduce quail, pheasants, and partridge. The presence of rats and large lizards, which prey on eggs and nestlings, tends to retard any appreciable increase in birdlife.

There are no laws or ordinances governing soil conservation. The Department advocates the planting of green manure and cover crops to protect soil against water erosion and

the turning under of a maximum of vegetative materials. It has been a common practice for generations past to burn stalks and brush rather than to work it into the soil which was a difficult task without suitable mechanized equipment.

In late 1947, an experimental planting of tangan-tangan (*luecanena glauca*) was made by aircraft over an eroded and denuded area of Guam in an effort to prevent further loss of soil and to permit eventual reclamation. More than 2,000 pounds of seed for this shrub were collected by the school children of Guam for the project, and it is planned to make further plantings as additional seed is accumulated.

Conservation measures in practice with regard to fishing limit the sizes of shellfish which may be taken. Recently, an attempt was made to transplant clams from a location scheduled for extensive dredging to other suitable areas about the island. It is yet too early to judge the success of these transplantation attempts. It is intended that the new areas in which clams were planted will remain posted for from 3 to 5 years.

8. **Agricultural Techniques:** No intensive or organized soil survey has ever been conducted on Guam. The soils are generally of two broad types: the heavy clay soils of the valleys and coastal plains and the porous limestone soils of the plateaus. Limited observations demonstrate the value of organic and inorganic fertilizers. Terracing as means of minimizing soil erosion is out of the question because of the shallow nature of the soils of Guam. Guam farms contain numerous "pot-holes" which cannot be drained; however, drainage would afford an excellent opportunity to reclaim several large acreages of desirable agricultural lands. Irrigation has been practiced in years past at Inarajan, Merizo, and Umatac, but the systems were inadequate, and during the suspension of activities occasioned by the war, have become inoperative. The water resources of the island require careful study and consideration. Most important immediate project is the encouragement of extensive planting of protective crops, including trees and shrubs, on intermediate and high lands of the principal drainage areas.

It is the policy of the Department to encourage and aid in the selection, care and breeding of livestock and poultry. For the immediate future, it appears best to concentrate on the procurement and use of better quality bulls and cockerels.

The Department regularly assists farmers in insect and pest control programs. Insecticides are available for sale and for demonstrational use. A cooperative program is under way with the Pacific Science Board of the National Research Council to conduct a study of the various agricultural pests in order to effect the introduction of beneficial parasites and to devise other means of biological control. During the course of the past few months, parasites have been introduced to control taro leaf hoppers and banana root borers. In the period of Guam's occupation by the Japanese, the Giant African Snail was introduced, and it now constitutes a serious menace to the agriculture of Guam. Control measures are in operation but their effectiveness is doubtful.

9. **Agricultural Education:** Prior to the war, the Department of Agriculture was responsible for the operation and maintenance of an Agricultural School. Since the war, agricultural education of the secondary level is included with the regular high school work. Through the Boys' and Girls' Club project, a simplified program of agricultural education is being encouraged among the elementary pupils. The Boys' and Girls' Club is patterned after the 4-H Clubs sponsored by the U. S. Department of Agriculture, while the high school work is based upon the Smith-Hughes Vocational Agricultural Projects. The Guam Congress maintains Agricultural Committees in each of its two houses.

10. **Land Tenure:** The Courts of Guam, as presently constituted and under which all land actions are processed, consist of: (1) Justice Court, (2) the Island Court, having jurisdiction in the main, under the Code of Civil Procedure, of certain land matters, and (3) the Court of Appeals to which such land matters may go on appeal. The Superior Court is a special court engrafted into the Code of Guam for the purpose of handling land matters in which the United States of America has an interest.

Land tenure of the island is still influenced by the remnants of the old Spanish law and certain local customs which affect the decisions of the local courts. Quite commonly, all the heirs will decide between themselves as to how the estate of a decedent should be divided and then will proceed to divide the estate accordingly. Another local custom in regard to transaction affecting real property is found in the numerous

instances where the owner of land will grant permission to another to build a dwelling or store on his property, and thereafter, taxes and assessments will be levied separately against the land and the building erected. These practices are more or less uniform throughout the island and continue up to the present date.

The holding of land by the non-indigenous population is strictly a matter of law and of various provisions contained in the Civil Code of Guam. Aliens are barred from holding any interests in the lands or from acquiring any lease of land for a period greater than five years. It is possible for United States citizens to acquire leases of portions of privately-owned land through direct negotiations with the land owners themselves, in which event the agreement is subject to the careful scrutiny and examination of the Island Government as a protection to the Guamanian owner. However, certain religious, educational, scientific or other non-profit organizations may acquire title to land if approved by the Island Government. The registration and transfer of title to real property is governed by statute patterned after the "Torrens" system. The Island Government has instituted a program to educate Guamanian land owners in the proper and legal procedures necessary to safeguard their interest in any transaction involving their lands.

The administrating authority is empowered by law to acquire privately-owned land for public use by means of gift, of purchase, or by "eminent domain." A negotiated purchase is normally followed when title to the privately-owned lands is considered valid while condemnation proceedings are instituted in the event the ostensible owners have a defective or cloudy title to the land or it is not reasonably possible to negotiate the purchase. In many instances, it has been necessary to acquire privately-owned lands for public use by means of condemnation proceedings because of the destruction of land records and the loss of valuable instruments pertaining to the title to privately-owned lands as a result of the war.

The total land area of Guam may be roughly divided into the following categories:

- 24.5% Arable (includes coconut groves).
- 22.5% Forest (contains very little useful timber).
- 40 % Pasture and meadow.
- 13 % Wasteland.

At the present time, approximately 58% of the above land is privately-owned (including small amounts of church holdings), and the remainder is owned either by the United States or by the Island Government. Except for one tract of land owned by a municipality, no land is communally held. Plans for the military development of the island may reduce private land holdings to some degree, but wherever possible, public lands of similar value and potentiality are exchanged for private lands required for the development program.

11. **Agricultural Credit:** There is practically no demand for credit for agricultural purposes at the present time. The Bank of Guam is prepared to entertain applications for agricultural loans on a most liberal basis consistent with sound banking practices. When additional livestock, agricultural equipment and supplies become available for purchase, there will be some demand for agricultural credits at lower rates and for a longer term than for commercial loans.

12. **Agricultural Marketing:** Before the war, the Department maintained and supervised a farmers' market. It has not been reactivated for the reason that the production of agricultural produce has not been sufficient to meet local demands. From the standpoint of the farmers, there are no problems of finding markets or quality considerations to be satisfied. Interest has been manifest among numerous producers to incorporate into farmers' cooperative organizations which will not only serve the membership in connection with prospective marketing problems, but through cooperative action will permit the purchase and cooperative use of transportation equipment, farm machinery, pumps, and other desirable equipment and supplies. Several small private ventures in produce markets have been undertaken, but the volume of produce available for marketing has been too small to make such operations profitable.

13. **Agricultural Development Programs and Policies:** The war-time and post-war development of Guam as a major military base has firmly established a wage economy, and it is extremely doubtful if the island will ever return to the basically agricultural economy it possessed before the war. On the other hand, the Island Government believes that



The Judiciary of Guam is primarily composed of Guamanians with long experience on the Guam Bench. The Chief Justice, the Attorney General and one half of the Court of Appeals are U.S. Americans.

Citizens



A Guamanian home -- designed and constructed by Guamanians.