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
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The non-Guamanian population comprised of Army, Navy and Marine forces, their dependents, Civil Service personnel and contractor's employees totaled 64,961 as of March 31, 1946.

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 Tamuning and Barrigada.

3. Topography: The southern part of Guam is high and mountainous with a range of hills along the west coast from 100 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 500 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 prevalent 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 69.15 inches, 86% 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, 1621, by Magellan while on his voyage around the world. He named the whole island group "Madrones."

The Manila galleons sometimes touched the island on their voyages to and from Acapulco but no attempts at colonizations 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 Austria, Queen of Spain.

Upon the arrival of the missionaries, churches and a school were built and the work of conversion begun. At first hospitable and peaceful, the islanders, however, rebelled and several priests and soldiers met death at their hands. By 1670 the island was subdued. During this period, the inhabitants were compelled to abandon their villages. The populations of Tumon, Talasaun and the northern islands were brought to Guam and resettled in order that they might be controlled more easily.

After the subjugation, the Mariana 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 22, 1898, by the U. S. S. Charleston under the command of Captain Henry Glass, R. 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 Mariana Islands from the Proto-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 persecutions 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 Philipino soldiers 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, 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 communications 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 maintaining 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 Moratorium 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, 1899 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 attached or employed 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. Schools offering 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 stations and domestic quarantine.
(d) The epidemiological unit for insect and pest 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 codes 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 operates all 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 inspects, 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 investigations.
(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) Custody of property for the Island Government.
(g) Disbursement of Island Government revenues.
(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 Moratorium Claims Act - Public Law 204 - 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, Cashier's Checks and Traveler's 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 indeterminate 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 will 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.

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 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 15, 1946.

On August 7, 1947, the Secretary of the Navy, under the authority vested in him by the Executive Order of 1938, extended legislative power to the Guam Congress, proposed legislation and submit the disputed legislation to the Secretary of the Navy for final action.

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

Court of Appeals of Guam
Head of Judicial Department
(Presiding Justice)
(A civilian with legal training and experience in the United States)
Two Military Officers,
(associate justices)
Two Guamanian Citizens,
(associate justices)

II. Superior Court

Composition

One United States civilian Judge
(The same judge serves as
Presiding Justice of the Court of Appeals)

Jurisdiction

Original

Mandamus, certiorari, prohibition, habeas corpus.

Appellate

All decisions (Civil and Criminal) of Island Court and of Justice Court in cases provided by law.

III. Island Court

Composition

One Guamanian citizen.

Jurisdiction

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:

Original
Cases where penalty is more than three months in jail, and/or $500 fine, but less than one year's time and/or $1000 fine.

Civil
Property cases involving not more than $75.00, or damages not excess of $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' imprisonment.

VI. Traffic Branch of Police Court

Composition
One Guamanian Citizen.

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

Persons convicted of crimes in the courts of Guam and sentenced to imprisonment are incarcerated for a period of six months, and sentences of pardons are imposed. The Governor may submit such petitions to the Governor of Guam for consideration and recommendation.

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 held, but candidates may have their names entered on the ballot by filing a request of Governor who are twenty-one years of age are eligible to vote. Persons constituting the executive department of Guam, except for naval and civil service personnel assigned.

All persons on the island are, however, subject to the same system of laws.

About 20% of the resident population of Guam is indigenous to the island and enjoys rights as citizens of Guam. The remaining 80% of the resident population, consisting of persons of color are temporarily residing in the United States. The resident population of Guam is eligible to participate 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 therewith.

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 prewaing 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 expedient trial of land title and land acquisition cases to which the Naval Government of Guam and 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 1933. Limitations, which were necessarily placed upon the individual liberty during the war by certain proclamations of the Military Governor, were removed 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.
III. 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 rapidly 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 government 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 possible extent to the Guamanian people. Consistent with this, a broad labor policy has been promulgated as follows:

(a) Guamanians are granted preference over outsiders 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 stewards and workers for Federal projects not available on Guam, all natives 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 enterprises 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, it has been accomplished.

(l) The responsibility for the control and supervision of the employment of civilians of the Island Government is that of the civilian personnel staff of the Island Government, which is responsible for the inspection and attestation of working conditions for the purpose of enforcing labor standards, the establishment of standards of wages, hours and working conditions, the assignment 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 analyses 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 immediately most of the essential elements of life, including food, medical care, 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 $32.00 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 39.9% of available Guam residents are now employed by the Navy and Federal Government, while the various Federal installations on the island. The principal job classifications in which local labor is employed are: construction work, maintenance, health and sanitation, clerical work, public safety, education 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 as of June 1, 1948 is given hereafter for information. This schedule will be extensively revised upon establishment of the new job classification system.

(a) Laborers, Helpers and Mechanical;

| Minimum |
| Laborer |
| $0.50 per hour |
| Electrician |
| $0.56 per hour |

(b) Supervisory Mechanical;

| Supervisory |
| Snapper |
| $0.68 over max. for trade |
| Superintendent |
| $0.06 |

(c) Sub-professional;

| Student |
| Nurse |
| $0.356 per year |
| Head Draftsman |
| $1,012 |

(d) Professional;

| Graduate |
| Nurse |
| $1,087 per year |
| Senior Judge |
| $3,312 |

(e) Clerical, Administrative and Fiscal;

| Messenger |
| Chief Commissioner |
| $1.062 per year |
| $1,216 per year |

(f) Crafts, Protective and Custodial;

| Janitor |
| Deputy Chief of Police |
| $1,537 per year |
| $2,662 |

(g) Laundry, Hospital Commissary;

| Cook |
| Trainee |
| $912 per year |

(h) Educational;

| Student Teacher |
| Superintendent of Schools |
| $1,212 per year |
| $3,012 per year |

3. Occupational Organization: Neither employers nor workers organizations are permitted by the laws of Guam. There are no local labor unions or guilds for Guamanian 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 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 annual and sick leave, and for accumulation of retirement fund. A civil service retirement and disability fund has been established for full-time employees. The measure 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 Public 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 situation 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 workers 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 workers 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 type of work and 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.

G. 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. G. G.nickel 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. Ochoparage is provided by Navy nurse instructors on full-time teaching assignment to the school.

Training of aides: These present aides have been proser trained at the United States Naval Hospital here. Future aides will be graduates of the local nursing school which is under the direction of the United States Naval Medical Center.

There are no local facilities for the training of veterinary practitioners. Such training is available in the United States.

Vital Statistics, Morbidity and Mortality Data:

(a) The annual number of deaths among the local population from all causes during 1947 was 278, with a death rate of 11.7 per thousand.

(b) The annual number of births among the local population for the year 1947 was 1,285, with a birth rate of 56.25 per thousand.

(c) The annual number of deaths under one year of age among the local population for the year 1947 was 83, with an infant mortality rate of 66.86 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:

<table>
<thead>
<tr>
<th>Disease</th>
<th>No. of Admissions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gastro-enteritis, Acute</td>
<td>104</td>
</tr>
<tr>
<td>Tuberous, all types</td>
<td>100</td>
</tr>
<tr>
<td>Pneumonia, Bronch...</td>
<td>99</td>
</tr>
<tr>
<td>Catarhal Fever, Acute</td>
<td>94</td>
</tr>
<tr>
<td>Asthma</td>
<td>70</td>
</tr>
<tr>
<td>Measles Disease</td>
<td>64</td>
</tr>
<tr>
<td>Bronchitis, Acute</td>
<td>47</td>
</tr>
<tr>
<td>Acute</td>
<td>43</td>
</tr>
<tr>
<td>Mumps</td>
<td>33</td>
</tr>
<tr>
<td>Tonsillitis</td>
<td>30</td>
</tr>
</tbody>
</table>

* Majority of these cases are young children.

Etiology is usually a non-specific food contamination.

(e) The diseases causing the highest morbidity 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:

<table>
<thead>
<tr>
<th>Disease</th>
<th>Rate per 100,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tuberculosis</td>
<td>200</td>
</tr>
<tr>
<td>Pneumonia</td>
<td>184.16</td>
</tr>
<tr>
<td>Measles</td>
<td>146.8</td>
</tr>
</tbody>
</table>

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 Guamanian children were made and some retardation of bone development was noted. 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 1946, a small outbreak of Japanese 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 23 public schools, at the village townmeetings, and to organizations such as the Boy Scouts.

(c) Instruction and demonstration in sanitation and home-mending is given to local women in Guam as twice weekly by the clinic nurses in each of our 15 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 last visited by a Japanese general that scarcely a house was left standing. In addition, the villages of Agat, Punta, 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 1,016 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 houses 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 earthquakes 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.
Agriculture

1. Administrative Organization: The Department of Agriculture and Fisheries, whose functions were formerly carried out by the Departments of Internal Affairs, is organized under Department of Agriculture Act of 1930. The Department is supervised by a Director who has administrative, practical experience, and technical training. The functions of the director, and of the other officials, are defined in the Act. The Department is responsible for the administration of the Agricultural Extension Service of the U. S. Department of Agriculture. Agriculture is available to the local government for agricultural activities other than those specifically supervised by the Department of Agriculture. The Department is responsible for the administration of numerous regulatory matters related to livestock and plant import permits, plant and animal inspections, quarantine regulations, and agricultural demonstration and extension service.

In addition, the Department is responsible for the administration and management of lands, including lands and pastures, livestock and poultry, and in coordination with the Agriculture Extension Service of the U. S. Department of Agriculture. The Department is responsible for the administration of numerous regulatory matters related to livestock and plant import permits, plant and animal inspections, quarantine regulations, and agricultural demonstration and extension service.

2. Land Utilization: At present, agricultural lands are classified in the following categories: cropland; grasslands; pasture; and other lands. In addition, the Department is responsible for the administration of numerous regulatory matters related to livestock and plant import permits, plant and animal inspections, quarantine regulations, and agricultural demonstration and extension service.

3. Crop Production: Aside from breadfruit and coffee, which are important elements of the native diet and are available without appreciable effort, the most important food source is corn (maize). It is followed next by sweet potatoes, taro and cassava. There has been increasing production of crops and garden vegetables, both as a supplementary and as a primary source of income. It is estimated that more than half of the population of the local islands produces on Guam during the year. The production of corn, other crops, and garden vegetables is also important. Sweet potatoes are grown on Guam, and there are indications that production of garden vegetables is increasing. The production of coffee is limited to areas where it has been traditionally grown, and the production of tobacco is increasing. The production of the American type of garden vegetables has been introduced and is well under local conditions. The production of tomatoes, cucumbers, and onions has been substantial. The production of cabbage and lettuce, and these vegetables which require definite lower temperature than are found on Guam, are not grown locally. Generally, it might be expected that the crop production will increase as the economy develops.

4. Livestock: During the course of the Japanese occupation and in the period following liberation, livestock and paddy 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 1945. 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. Pigs normally do very well under conditions on Guam. Cows are used extensively for feed. Cattle are劣势 with ticks and liver flukes but otherwise are generally free of diseases and pests. Cattle are produced primarily for slaughter and meat. Cattle and carabao are also afforded a convenient source of draft power for most farms. The number of goats on the island is small and is usually used for milk purposes. There are only a few chickens on the island, but no males or hens. Chicken production is well on the way to recovery through importations of breeding stock and hatchery eggs and by the operation of a hatchery by the Department of Agriculture. During the current season, 100,000 chicks will be available for distribution to local farmers and housewives. Brahman and Brahman 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 natural resources of Guam have been declared to be under public ownership, and it is illegal for any person to cut or remove any timber or to damage any forest or forest land, except with the leave of the Secretary of Agriculture. It is to be noted that timber is not easily obtainable for local use, and it will be necessary to rely on imports from outside sources. The Secretary of Agriculture has the power to regulate the use of timber and to approve the cutting of timber for local use. It is estimated that the amount of timber which can be cut for local use is limited to about 200,000 cubic feet per year. The Secretary of Agriculture has the power to regulate the use of timber and to approve the cutting of timber for local use.

6. Fisheries: Fishing on the island is generally confined to within-the-reach sufficiency levels. The fishery is carried on by traps or weirs, seine, or by spearing. Local fishing is done by small boats, and it is estimated that the waters of Guam are so infested with fish that there is no need for long-range or extensive fishing. The local fishing is done by small boats, and it is estimated that the waters of Guam are so infested with fish that there is no need for long-range or extensive fishing.

7. Conservation: Wild life is protected. Open seasons are regulated by law. Recently, the Secretary of Agriculture has proposed regulations which would limit the use of traps or weirs, seine, or by spearing. The Secretary of Agriculture has proposed regulations which would limit the use of traps or weirs, seine, or by spearing. The Secretary of Agriculture has proposed regulations which would limit the use of traps or weirs, seine, or by spearing. The Secretary of Agriculture has proposed regulations which would limit the use of traps or weirs, seine, or by spearing. The Secretary of Agriculture has proposed regulations which would limit the use of traps or weirs, seine, or by spearing.

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 planting of green manure and cover crops to protect soil against water erosion and the planting of green manure and cover crops to protect soil against water erosion.
The turning under of a maximum of vegetative materials. It has been a common practice for generations past to burn stubble and brush rather than to work it into the soil which was a difficult task without suitable mechanical equipment.

In late 1947, an experimental planting of tamarisk (Salix glauca) was made in aircraft-over sprayed and denuded area of Guam in an effort to prevent further land shrub were collected by the school children of Guam for the project, and it is planned to 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 to suitable areas scheduled for extensive dredging to provide suitable areas for the island. It is not yet known if the reclamation project, and it is planned to extend further plantings as additional seed is accumulated.

Agricultural Techniques: No intensive or organized soil survey has ever been conducted on Guam. The soils are primarily of two broad types: the heavy clay soils of the north and the porous limestone soils of the plateau. Limited areas of arable soils exist in the southwestern portion of the island. Irrigation has been practiced in years past and the systems are inadequate, and during the summer the island requires careful study and consideration. Most important immediate needs are for immediate and high land programs. Peas, 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 control of the livestock and poultry. For the immediate future, it appears best to continue the breeding of livestock and poultry, which are readily available for sale and for consumptive use.

Agricultural Education: Prior to the war, the Department of Agriculture was responsible for the education of the agricultural extension level. Since the war, agricultural work is under way with the United States Food Board and for consumptive use. The Boys' and Girls' Club project, a simplified program, is being encouraged among the elementary pupils. The Boys' and Girls' Club is the high school level work is based upon the North-High School Vocational Agricultural Projects.

The Guam Congress maintains Agricultural Committees in each of the two houses.

Land Tenure: The Courts of Guam, as presently constituted and under which all land actions are processed, consist of: (1) Justice Court, (2) Island Court, and (3) the Court of Appeals to which each matter may go on appeal. The Superior Land Court in the United States of America has an interest.

Land tenure of the island is still influenced by the remnants of the old Spanish law, mostly, all the land is divided into the local courts. Quite complex and there will proceed to divide the estate accordingly. Another.

instances where the owner of land will grant permission to another to build a dwelling or store on his property, and therefor, taxes and assessments will be levied immediately 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 the holding is primarily intended to acquire leases of portions of privately-owned land through direct negotiations with the land owners themselves, in which case the agreement is subject to the careful scrutiny and examination of the Island Government. 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 case the agreement is subject to the careful scrutiny and examination of the Island Government. However, certain religious, educational, scientific, or other non-profit organizations may acquire leases of land by special act of the Island Government. The registration and transfer of title to real property is governed by statute, and the procedure is followed.

The Island Government has instituted a program to educate Guamian land owners in the legal procedures necessary to safeguard their interest in any transaction involving their land.

The administration is empowered by law to acquire privately-owned land for public use by means of gift, purchase, or by "eminent domain." A negotiated purchase is normally followed when title to the privately-owned land is considered valid while condemnation proceedings are instituted in the event the estate 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 land 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 land 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.
- 12% Wasteland.

At the present time, approximately 20% 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 high social value and potentiality are exchanged for private lands required for the development program.

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 liberal basis consistent with sound credit practices. For agricultural loans on a liberal basis consistent with sound credit practices.

Agricultural Marketing: Before the war, the Department maintained a system of marketing, which 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 is no problem of finding markets or getting good prices. The small quantity of produce which is marketed is sold at the small market and the prices are competitive. These matters are in the future.

Agricultural Development Program and Policies: The war-time and post-war development shows that this has been the key to the future of the island. It is now evident that the agricultural economy is extremely doubtful if the island will ever return to the pre-war agricultural economy.
A Guamanian home -- designed and constructed by Guamanians.