

DEC 4 1947

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

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III. - SOCIAL CONDITIONS

Civil Rights - The civil rights of the inhabitants are not infringed under normal conditions. Freedom of speech, press, religion and other fundamental rights are guaranteed under a bill of rights promulgated 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.

The inhabitants are treated in all respects on a basis of equality with United States citizens, except for the matter of wage scales for labor on Guam. This differentiation, which reflects relative standards of living in the immediate post-war period, is being adjusted as rapidly as local economic conditions will permit.

There are no racial or cultural conflicts among population groups on Guam of sufficient gravity to constitute a problem. Ninety-eight percent of the resident population of Guam is indigenous to the island. The remaining resident population groups are almost entirely native to other islands of the Pacific Ocean area. The non-resident population is primarily composed of personnel of the armed services with their dependents and civilian contractors' employees, all of whom are in Guam on a short-term basis.

Labor Rights - Guam at the time of its reoccupation by United States forces was almost completely devastated. At that time the Naval Military Government was faced with the necessity of providing gratuitously most of the essentials for Guamanian life, including food, medical attention and shelter. A large proportion of the inhabitants were employed by the Military Government. Under these conditions wage scales were established which differentiated between local labor and United States citizens employed for work on Guam. As Guam has progressed toward greater economic self-sufficiency adjustments in wages have been made. Since the establishment of the first post-war wage scale three upward revisions have been effected. Additional increases are contemplated as rapidly as they can be granted.

Conditions of work on Guam, as to working hours and related matters, are the same as those for United States citizens and enlisted personnel of the Navy. The Industrial Relations Section of the Island Government, Guam, is charged by law with the duty of registering and classifying all available civil manpower residing on Guam and of inspecting working conditions for the purpose of enforcing established labor standards. It recommends the establishment of standards of wages,

hours and working conditions and passes upon and authorizes all transfers, reassignments, promotions and reclassifications. Tenure of employment is protected by government regulation and each employee discharged from employment is guaranteed the right of appeal. A basic work day of eight hours, except for nurses, policemen, teachers and commissioners, 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.

The greater part of available Guamanian labor is now employed by the United States, either in connection with the Island Government of Guam or at the various military installations on the island. The principal job classifications in which local labor is employed are: construction and maintenance, health and sanitation, clerical, public safety, education and supply. Minimum wage scales have been established for each category of employment. A cross-section of the schedule of minimum wages for Guamanian labor is as follows:

Laborer, Helper and Mechanical Service

From: \$0.35 per hour - Common laborer
To: \$0.56 per hour - Cabinet maker

Supervisory Mechanical Service

From: Snapper - \$0.08 per hour more than maximum pay per hour for his trade or occupation, except snapper laborer who shall receive \$0.38 per hour.
To: Superintendent - \$0.32 per hour more than maximum pay per hour of the trade or occupation of the predominant number of employees of the Mechanic Group under his supervision.

Sub-Professional Service

	<u>Per Annum</u>
From: Student nurse	\$750.00
To: Head draftsman	\$1500.00

Professional Service

From: Graduate nurse	\$1275.00
To: Senior Judge	\$3000.00

Clerical, Administrative and Fiscal Services

From: Messenger	<u>Per Annum</u>
To: Chief Commissioner	\$750.00
	\$2550.00

Crafts, Protective and Custodial Services

From: Janitor	\$825.00
To: Deputy Chief of Police	\$2550.00

Special Services (Laundry, Hospital, Commissary, etc.)

From: Cook trainee	\$600.00
To: Supervisor	\$1125.00

Educational Services

From: Student teacher	\$900.00
To: Superintendent of schools	\$2550.00

Living Conditions - 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. Most of the smaller municipalities were also severely damaged, and, in addition, 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. Many housing units were provided for the Guamanians and the number steadily increased as materials and labor became available for this purpose.

A typhoon on September 20 and 21, 1946 caused extensive damage to all facilities on the island and retarded the housing program.

The Guam Planning Commission has developed designs for several types of permanent homes for the Guamanians and in the planning of these designs, modern methods of sanitation, security from earthquake and typhoon damage and local climatic conditions have been taken into account.

The distribution of permanent building lots in Agat has started and as the reconstruction program progresses, lots in Agana and other villages will become available to the Guamanians.

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 are critical on Guam. Measures are being taken

to improve the situation as rapidly as possible.

Building permits are required for the construction of all permanent buildings on the island in order to insure that certain safety and health standards are maintained.

In contrast to its pre-war agricultural economy Guam can now be likened to a city of 50,000 people, as dependent upon off-island sources for food and for other necessities as a comparable American city would be dependent upon sources beyond its corporate limits. Due to a dearth of consumer goods the imposition of strict price controls has been necessary and other regulatory measures have been applied. An effort is being made to teach better agricultural methods and to encourage farming. The opportunities for wage employment, however, have diverted many Guamanians from agricultural to wage pursuits. Measures have been effected to stimulate an increased flow of consumer goods to the island. Settlement of war damage claims for property damage claims for property damage and for injury and death is accelerating.

Health and Sanitation - No reliable account of the health of the inhabitants of Guam is available prior to its occupation by United States forces at the turn of the 20th century. The population at that time was 9,630 Guamanians living under deplorable sanitary conditions. There were no sewers. The wells were polluted. Sewage contaminated river water used for washing clothes and bathing resulted in widespread skin infections. Only one doctor was present, and he, without medicines, was responsible for the health of the people. The United States brought to Guam a reforming zeal in connection with sanitation and health hazards resulting in eradication of some diseases and curtailment of others.

The high native intelligence of the Guamanian was reflected in the enthusiasm and appreciation with which these reforms were accepted and progress maintained. Early in 1899 the first free dispensaries were established by the Navy at Agana and Port Luis d'Apra. In this year 1,141 patients were treated (better than 10 percent of the population) for diseases listed as typhoid fever, intestinal diseases, syphilis, leprosy and miscellaneous.

A hospital for lepers was constructed in 1899 but it was some time before all lepers on the island were discovered, isolated and cared for in this hospital. By 1907 most of the lepers (85) were segregated in the hospital at Tumon and Congress voted \$16,000 for their care. By 1913 the number of cases had dwindled to 22, all of whom were then sent to the Cullion Leper Colony in the Philippines, a policy which has been continually adhered to from that date.

The experiments, initiated by the doctors in those days, in the treatment of tropical diseases led to treatments which effected remarkable and widespread cures. On the strength of these results the Guamanians constructed hospitals for their sick. The largest of these was a hospital known as the Susana Hospital. The Susana Hospital was founded

V. - ECONOMICS

Natural Resources - Guam is poor in natural resources. Fishing in surrounding waters has never been developed commercially to any extent. Some timber exists but it is not sufficient for local needs. No mineral deposits of commercial value have been discovered on the island.

Agriculture - While the greater part of the Guamanian population is now supported directly or indirectly by wages paid by the United States, agriculture was the primary support of the people before the war. At the present time cultivation of small plots is an important supplement to wage income. In these small gardens are grown indigenous varieties of breadfruit, yams, and taro as well as the cultivated vegetables: eggplants, red peppers, bananas, plantains, beans (several varieties), squash, watermelons, peanuts, tomatoes, mustard, radishes, onions, garlic and lettuce.

The important cereal crops on Guam are rice and maize. Rice was formerly grown in substantial quantities, but is now insufficient for local needs. Maize, introduced from Mexico, has surpassed it in importance.

Prior to the war with Japan, copra was the principal export of Guam, but this industry was largely destroyed by military operations and will take some years to regain commercial importance. Other tree crops are oranges, bananas, mangoes, papayas, sugar apples, lemons, limes and guavas.

The Agriculture Department of the Island Government of Guam supervises and promotes agricultural activities. During 1946 the Department functioned largely through the United States Commercial Company which operated livestock and poultry breeding farms as well as a dairy and nursery. The Agriculture Department maintains a force of three extension agents whose primary duty is to serve the needs of farmers throughout the island with respect to the selection of breeders and seeds, the treatment of diseased plants and animals, the marketing of farm products, and plant fumigation. All such services are rendered free to the farmer.

Agricultural Statistics (As of 31 December 1946)

Area under cultivation	1,311 Acres
Area cleared but not under cultivation	1,461
Number of Farmers	435
Number of Cattle	2,546

Number of Swine	3,768
Number of Chickens	30,132
Number of Ducks	185
Number of Carabao	580
Number of Goats	280
Number of Horses	54

One of the major agricultural problems on Guam is the presence of the giant African snail which was introduced by the Japanese for food purposes but which has become a serious threat to vegetation. Control measures, consisting principally of the application of poison bait to infected areas, have been reasonably successful in checking the infestation. In the meantime the search continues for a natural enemy which may bring about its eventual elimination. Other agricultural pests are the Rhinoceros beetle, the Saipan coconut beetle (both injurious to coconut palms) and the banana root borer.

Fisheries - Fishing is of little commercial importance on Guam. Latest figures indicate that only 71 Guamanians derive their livelihoods from fishing. For the seven-month period following the re-establishment of Island Government on Guam the total catch has been reported as follows:

Fish	241,552 lbs.
Shell Fish	22,629 lbs.
Turtles	20,355 lbs.
Total	284,536 lbs.

Industries - Guam has no local industries of importance. Industries consist of one soap manufacturing plant, one ice plant, one cold storage plant, and two soft drink bottling plants.

Commerce - From the re-establishment of American authority on Guam in 1944 through the rest of the war and until late in 1946, the only reliable source for Guamanian merchants was the Naval Supply Center on Guam. Every effort has been made by the Island Government both to promote the establishment of civilian businesses and to encourage private imports. The revival of private imports after being delayed by general merchandise shortages and shipping difficulties showed a strong recovery beginning in December 1946. It is expected that dependence on the Navy for civilian supplies can be almost completely eliminated by January 1948. While it is probable that the principal source of importations of both food and manufactured articles will continue to be the United States, trade with other areas will revive with the general revival of world commerce.

There are a total of 587 small business enterprises owned and operated by Guamanians with annual gross sales of \$938,600.

Customs - Imports into Guam are not subject to the tariff imposts and regulations of the United States but are under the control

of the Island Government.

Financial - The financial needs of Guam are adequately provided for by the Bank of Guam which reported total resources of \$10,172,115.55 as of the close of 1946. Total deposits amount to \$9,289,017.00 as of December 23, 1946 divided into 867 checking accounts aggregating \$5,426,561.00 and 8,301 savings accounts aggregating \$3,862,456.00. The Bank of Guam is in a sound and liquid position with approximately 70 percent of assets represented by U.S. Government obligations, primarily of short maturity.

Governmental Receipts and Expenditures - As a result of military occupation by the Japanese in 1942 and reoccupation by the United States in 1944, the economy of Guam as well as a large part of its physical facilities were almost completely destroyed. The task of U.S. Naval Military Government prior to May 30, 1946, and Naval Civil Government subsequent to that date has therefore been primarily one of reconstruction. Governmental revenues collected on the island have been nominal - amounting to \$68,099.75 during the period of Military Government and \$178,261.87 from May 31 through December 31, 1946. The final accounting of the governmental receipts and expenditures on Guam for the current fiscal year is incomplete as of the date of preparation of this report. The bulk of the expenditures, however, has involved maintenance and improvement of existing temporary housing and facilities.

Island Income - Figures are not available which will serve to indicate the total of Guamanian civilian income from private sources. However, the Island Government and other governmental installations provide the basis of civilian income. As of December 31, 1946, 3,104 or 25 percent of the Guamanian population over the age of 16 years were employed by the U.S. Government installations. Payrolls for the six months period ended December 31, 1946 aggregated \$1,117,026.40.

Land Tenure - Transfer of real property on Guam is carefully controlled by the Governor under Guamanian laws. Transfer to any person not a citizen of the United States or Guam is prohibited unless such a person has declared intention to become a citizen in the manner provided by law. Lease of real property to such persons for any period exceeding five years is also prohibited.

PICTORIAL SUPPLEMENT

GUAM