

A Social-Political-Economic Survey

**Office of Strategic Services
June 17, 1942**

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GUAM

A SOCIAL-POLITICAL-ECONOMIC SURVEY

RA 744

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TABLE OF CONTENTS

Paragraph	Page
SECTION III: POPULATION AND SOCIAL	
15. General.....	1
16. Population.....	3
17. Ethnic and Social Origins.....	5
18. Language.....	7
19. Characteristics of the People.....	8
20. Living Conditions.....	10
21. Labor.....	11
22. Public Health.....	12
(To be supplied by the Surgeon General's Office)	
23. Education.....	12
24. Religion.....	13
25. Public Order and Police.....	14
26. Press, Propaganda, and Censorship.....	15
SECTION IV: POLITICAL	
27. General.....	16
28. Government.....	16
29. Political Parties.....	19
30. Foreign Policy and International Relations.....	19
SECTION V: ECONOMIC	
31. General, Economic Summary.....	20
32. Manufacturing.....	25
33. Utilities.....	25
34. Railroads.....	27
35. Roads.....	27
36. Shipping.....	30
37. Commercial Aviation.....	31
38. Commerce.....	32
39. Communications.....	34
40. Finance.....	35
LIST OF MAPS AND CHART	
Chart of Naval Government of Guam.....	18
Economic Map of Guam.....	22
Road-Map of Guam.....	29

POPULATION AND SOCIAL

15. GENERAL. a. History. The Island of Guam is the southernmost of the chain of islands known as the Marianas. The group received its first name, The Ladrones, through some unfortunate and partially undeserved experiences with thievery encountered by the Magellan expedition in 1521. It was visited infrequently until 1565 when it and others of the chain were claimed by the Spanish, after which Guam became a regular port of call for the Manila Galleon fleet on annual voyages between Mexico and the Philippines. Spanish occupation appears not to have been explicitly carried out on other islands of the group, but the native populations of several other islands removed, and the islands left uninhabited. American control over this one Island came during the Spanish-American war in 1898 when United States naval units took over all Spanish Pacific possessions. Since the Spanish had done practically nothing with other islands of the Mariana chain, American control was not extended beyond Guam.

Permanent occupation in force resulted in 1668 when a colony of priests and soldiers was planted on the Island. There ensued a period of unrest during which the Spanish forcibly attempted to segregate the natives in villages along the coast in order to convert them properly to Catholic Christianity and otherwise effectively order their lives. Village sites were chosen by the Governor, and churches or chapels and buildings to house civil government organs were built in all villages. By perhaps 1710 this was duly accomplished, but social conditions and native economy had been seriously disturbed and the greater proportion of the native population had been obliterated. A pattern of life very different from that of the natives was set up that has continued without much change right down to the contemporary period.

Even the institution of American control has not greatly changed the basic pattern of life formulated by the Spanish.

The native reaction to American control has been increasingly stronger as the years have passed, being primarily favorable in tone. Population increase has been rapid, the standard of living has steadily increased, changes in Island economy have become progressively greater. Within the last decade there has been considerable native activity looking toward changing the position of the Island from that of an arbitrarily-ruled naval station to one more compatible with what the Americans have taught as the American way of life. Throughout the American period the Island has not been on trade routes or lines of call and it has led a sheltered, out-of-the-way existence dominated by United States Naval considerations. The establishment of the Pan American trans-Pacific air line in 1936 marked the end of that quiet era for Guam.

b. Contemporary social scene. The present population on the Island of Guam is definitely pro-American in sympathy, despite its composite racial make-up and Spanish-colonial background. Peacefully inclined, with its only sharp contrast that between the natives and the personnel of the United States Naval and Marine station and the Pan American Airways, it has been a satisfactory and happy American colony. The establishment of the Pan American Airways station, and the strategic considerations that resulted, altered the position of Guam considerably and will undoubtedly continue to affect the population. In the period from 1936, to December 7, 1941, Guam was the center of a considerable discussion concerning the question of establishing naval and air fortifications. Introduction of large numbers of American workers, the employment of such natives as were capable, the stimulation by relatively large amounts of money, contributed to a marked disruption of regular Island economy in this

period. Strategic considerations, for example, led to the closing of Guam in 1939 to all private trade, with an eye to excluding the Japanese. All trade, communications, and contact were subjected to Government control to very high degree.

This whole survey is written from the viewpoint that Guam is a domestic possession, temporarily in enemy hands. No details are available as to momentary Japanese activities and it is presumed that the aim, upon recovery of control, would be to restore conditions to those in effect prior to December 7, 1941, and unless otherwise indicated, all statements refer to conditions previous to this date.

16. POPULATION. a. Number. Under ordinary recent conditions the distribution of population on Guam has been rather peculiar. Out of a total of approximately 23,000 Island residents, the 1940 Census considered 20,177 as Chamorros (the term used to refer to the Island racial blend), 785 were listed as white (almost entirely Americans present in official capacity with the Navy, Marines or Pan American Airways), 569 as Filipino, 326 as Japanese, 324 as Chinese, 109 as Negro. In the case of the Filipinos, Japanese, and Chinese this subdivision refers primarily to mixed-blood groups statistically differentiated by the Census. The Annual Report of the Governor of Guam, June 1941, lists a population of 22,806 civilians and 588 persons in the Naval Station, making a total of 23,394.

b. Distribution. Of this total approximately 10,000 live in Agana city on the central west coast of the Island. Within 10 miles of Agana, southward, are four villages with a combined total of another 3,000 people. There are seven other settlements which can be dignified with the term "village", in which some 2,000 people reside, the individual villages containing

a few hundred people each. These are scattered around the coast of the southern half of the Island. There is only one village in the northern portion of the Island, a short distance north of Agana, and the total population of the northern part of the Island is under 2,600. The balance of the population, about 6,000 people, is scattered over the southern part of the Island. Practically all the non-Chamorro population resides on the central west coast in Agana city or in the four villages just south of the city. In spite of their nominal village segregation, a great many Chamorros do not reside permanently in the villages, but spend periods on their farm lands scattered over the southern interior of the Island. In some cases they make daily trips to their farms, while in others they remain on the farms, in scanty habitations, during the week, returning to the regular settlements for the weekends. This feature is a result of enforced segregation of an agricultural people during the Spanish period. American policy has encouraged permanent rural residence, but without great success.

c. Age and sex distribution. Among the Chamorros there is a small excess of females, and there is a very high proportion of small children and adolescents as a result of the recent rapid rate of increase of population. Among Asiatic elements of the population there is a considerable excess of males over females, but a high proportion of younger family members. The white population, made up of United States citizens primarily, shows a marked excess of males over females as would be expected from the presence of Naval and Marine stations. In the years 1939-41 some 628 young Chamorro men went into the Navy as mess attendants, appreciably reducing the total of resident able-bodied men of the Chamorro group. The total of Chamorro, Filipino, Chinese and Negro men between the ages of 20 and 44 was listed as 3,517 in the 1940 census.

with another 68 men between those ages classified as of Japanese parentage.

17. ETHNIC AND SOCIAL ORIGINS. a. General: At the time that Spanish control was made effective there apparently was a considerable native population on the Island, some probably exaggerated estimates, running as high as 40,000. The population from all accounts was a Micronesian-Malayan mixture with the normal Micronesian social stratifications and economic system, depending on sub-tropical agriculture and reef fishing for a living. By 1720, when the Spanish had resettled the Island and had properly civilized the natives, there remained no more than 3,500 people; to adjudge various estimates. By 1736 the native population had dropped to some 1,300, at which date there were some 800 Spanish and 700 Filipinos on the Island. Certainly before this date there had begun a mixing of blood through inter-marriage which finally has resulted in a composite racial stock in which no true native element now remains. This stock is now termed "Chamorro," the term being derived from early ethnic distinctions between the natives of Guam and the Caroline Islands. By 1865 the population had begun to increase slowly and stood at about 4,000. By 1901, 3 years after American control began, the total had reached 9,676, of which only 46 were non-native in the registry, though it is obvious that some Spanish, and perhaps others, were not accurately classified. Since 1900 the rate of increase has been high, and in 1940 the total non-white population had reached 21,505, with a rather considerable amount of mixture going on between Guam "natives" and non-natives from the Philippines, China, Japan and, to lesser extent, the United States. United States Census authorities, for statistical purposes, distinguish between Chamorro, Chinese, Filipino, Japanese,

and Negro parentage where that is possible.

b. Social Groups. Native life has preserved to some effective degree the upper and lower class distinctions present in the Micronesian background. These were strengthened by Spanish intermixture in the upper classes, giving rise to a variety of landed aristocracy which clustered about the main settlement of Agaña. While this distinction is present in the native life, it is much less clear than the social distinctions surrounding the United States Naval and Marine establishments on the island which, because of discipline on duty, set off the Americans from the natives much more clearly than does any other cause. The establishment of a double wage standard for white and Chamorro workmen has furthered this one contrast. Filipino, Chinese and, to a lesser extent, Japanese, and their respective mixed blood groups fit into the native element with sufficient smoothness so that there are no marked social strata set up along these lines. Official American policy, in Island administration is to treat all mixed-blood groups as native Chamorro. The United States Census Bureau for statistical purposes makes further distinctions.

c. Minorities. One can hardly speak of minorities on Guam. There has been a small number of Japanese nationals on the island since sometime late in the Spanish period. In 1901 there were 13 Japanese, which figure increased steadily until 1917, when measures were taken to restrict Japanese trade on the Island. After this date the figure decreased slowly until in 1940 there were but 38 Japanese nationals present, the Census Bureau listing 326 persons as of Japanese blood mixture. Since 1928 there has been a Japan Society of Guam, to which almost all those of Japanese extraction belong. German residents decreased from 15 in 1901 to 2 in 1940, having a total of 11 mixed-blood children. In 1940 there were 32 Filipinos from

the Philippines, though for statistical purposes the Census listed 569 persons as of Filipino blood. Among the Filipino group some years earlier there had been a number of political exiles. Census figures list 324 Chinese, of whom only two were born off the Island.

No detailed mention need be made of the Americans resident on Guam up to December 7, 1941, who, for the most part, were connected with the Navy, the Marines, or the Pan American Airways, although there were a number of American business men engaged in trade. Most of the non-Chamorro population was resident on the central west coast of the Island. Agaña city was the primary center for all groups, followed by the villages of Asan, Piti and Sumay located just a few miles south of Agaña. Only a few mixed-blood individuals resided elsewhere on the Island, but in the case of the Japanese the distribution may have had some ulterior significance. While they were concentrated on the central west coast, at least one resided in each village throughout the Island, and a few were resident at critical or strategic localities.

18. LANGUAGE. There is a small amount of Micronesian left in Guam's present native language. Upon the original Micronesian during two centuries, was grafted Spanish, and during a shorter period considerable Philippine Tagalog became incorporated into the language. The present language known as Chamorro, therefore, is a curious blend of the three tongues, with Spanish dominant. Since the beginning of the American period, American school establishments have taught English with increasing effect. The earlier schools kept students for a few years only, so that most of the population over 35 years of age have learned only a little English. A few

older persons speak pure Spanish. Presumably small groups speak a more or less pure Filipino Tagalog, Japanese, or Chinese in home circles.

Recently, the length of the student's stay in school has grown longer, and teaching efficiency has increased, so that most of the younger elements in the population speak considerable English, regardless of what tongue is used at home. Census figures for 1940 indicate that 72 percent of the Chamorro population over 10 years of age speak English; about 20 percent of the Japanese and Filipinos speak English; and some 60 percent of the Chinese speak English. Many routine activities could therefore be carried on without the aid of any interpreter. Since the local linguistic blend is not fully comprehensible to a Spanish speaking person, interpreting would need to be done by either natives of Guam or experienced American Naval personnel.

19. CHARACTERISTICS OF THE PEOPLE. a. General. The native population of Guam has a background of the easy-going subtropical south sea island, satisfied with a self-sufficient local agricultural economy. Onto this background the Spanish grafted fixed village life, absolute obedience to Catholicism, and a certain smattering of culture; and into it they introduced new crops and animals. On the other hand the native pattern of life as developed during the Spanish era was still easygoing and fitted the environment and the people quite satisfactorily. The Americans in turn, during their short period of control, began to introduce new elements which have speeded up life and stimulated ambition considerably. A peaceful temperament has not, however, been changed by Spanish or American control. Respect for authority is widespread and comes easily to the Islanders.

b. Political capacity. Until the American period the native had little opportunity for exercising political ability. American education fostered the will toward self-government, and gradually successive Naval commanders granted small degrees of participation in routine Island affairs.

Prior to Japanese occupation progress appeared satisfactory in this regard, but had not gone very far.

c. Military ability. Chamorro men are average in physical height, strength, and ability. In 1937 there was formed a Chamorro militia in which about 40 officers and 300 men were enrolled. As a whole the Chamorro is peacefully inclined and has had little reason or opportunity for indulgence in fighting of the sort in which the natives of several of the Pacific islands have engaged in recent centuries.

d. Attitude toward the United States. The Chamorros of Guam are positively pro-American. Through American education they were made ambitious of becoming Americans in the fullest sense of the word. This bred an increasing amount of dissatisfaction with what is termed the "autocratic Naval government" of the Island by the chief Naval officer, which appeared to be a sign of healthy growing pains rather than of dissatisfaction with American rule. It should not be interpreted to mean lack of loyalty to the United States; rather it is an eagerness for recognition of American citizenship, a status which has not yet been accorded the natives of Guam. Whether Chamorro loyalty to the United States is articulate to the extent of active resistance to the Japanese since December 7, 1941 is difficult to say. It is very likely that the Island will suffer extremely at the hands of the Japanese, regardless of action, because of the outright American patriotism.

A question may be raised concerning loyalty to the United States of the Japanese residents. Longer reports

indicate some ill-feeling between Japanese nationals and other Islanders, and the Japan Society of Guam did not seem to promote greater unity with other groups on the Island. While most of the Japanese resided on the central west coast, at least one resided in every village and in every municipality except the northernmost, Machanao. The Japanese were occupied in most forms of Island activity and those resident in Agaña, Piti, and Sumay were in excellent positions to keep watch on United States Naval activities. Particularly in the outlying villages, the Japanese reside in rented homes, while as a whole fewer Japanese own their own homes than is true among Chamorros, Chinese, or Filipinos.

e. Americanization. While Guam is a sub-tropical island and life is comparatively easygoing, American education has removed most of the south sea island veneer, has stepped up the tone of life, stimulated ambition, and changed things quite distinctly. A great many American customs have been grafted onto the Island's cultural background, some of which fit well and some of which are incongruous. But much of the Island's culture pattern remains intact, despite the inroads of Americanization.

20. LIVING CONDITIONS. a. Village and farm. While it is possible to speak of the effect of Americanization on the Guam Islanders, most of the Chamorro group are village agriculturists, and live the lives of typical farming populations everywhere. Most of the villages are built of wood and thatch, or of stone with sheet-iron roofs, and consist of one or two streets relatively near the seashore. Conditions are somewhat primitive in these villages and on the scattered farms where people are either permanently or periodically resident.

Temporary houses at the farms are often quite crude. Most Chamorros have taken to occidental clothing of the ordinary American pattern, somewhat restricted in style due to puritan religious influence. Philippine styles are frequently followed. Old communal social customs prevail along with recently introduced American social practices such as baseball, school picnics, precinct mass meetings for social and political welfare, etc.

b. Agana city conditions. The city of Agana, with its population of 10,000, its Naval government; its white population, and foreign contacts stands apart from the rest of the Island in living conditions. Admitting its isolation, it still has a living standard similar to that of many small American cities. Electric lights, piped water and sanitary facilities, theatres, stores, money in circulation, etc., all make for a much higher standard of living than elsewhere in the Island. In this the upper class, wealthier Chamorros participate to a considerable degree.

21. LABOR. In the earlier period of American control all skilled labor came in from outside the Island. Within recent years more and more young native men have been attracted to work for the Naval Government in various capacities. They have gone through apprenticeships as helpers and assistants until a considerable number of them have acquired a large degree of skill in mechanical techniques. A fair supply of native skilled labor therefore became available on the Island, although high class industrial labor skills were not developed to any extent. In general a labor shortage existed on the Island, particularly in agricultural and unskilled lines, owing to the fact that skilled labor for the Naval Government received wages two to three times those paid for unskilled ordinary work or for agricultural pursuits. In reality there are three levels of pay and labor on the Island: (1) Native unskilled labor

working for local employers receives wages of \$0.40 to \$0.60 per day. (2) Native unskilled labor working for Government agencies receives something over a dollar per day with skilled labor receiving up to \$2.50 per day. (3) White labor receives wages of \$4.00 per day up (aside from enlisted Naval and Marine personnel, of course). This is a source of difficulty for both private employers and government agencies on the Island, and in part arises because rates of pay for Government work are set in Washington rather than on the Island.

22. PUBLIC HEALTH. (Note: This paragraph will be furnished by the Surgeon General's Office of the War Department.)

23. EDUCATION. a. General. Compulsory educational facilities were set up shortly after American occupation of the Island, though in the first years they did not reach all children on the Island. During the early years only the primary grades received attention, and children were in school for 3 to 5 years only.

Gradually the school system grew in size and scope until in 1941 there were facilities on the Island for carrying students through high school, and for training teachers. School attendance has so far been compulsory only between the ages of 7 and 12, within which age bracket about 90 percent of the school age population was in school in 1940. But in 1940 education did not reach much more than 60 percent of the school age population as that group is defined in the United States. The 1940 Census indicates that there were 7,502 children between the ages of 5 and 17, with 4,731 of these actually in school. During the school year 1940-41 there were 33 schools in operation, employing 185 teachers, with an average enrollment of 5183 students. One private school is included in these figures, and two of the schools were operated for white children only.

In general the school system is patterned after that of California, without adequate modification to the requirements of a sub-tropical island people. An over-all judgement would place Chamorro illiteracy at some 15 percent.

b. Higher education. Only slowly has the Guam educational system been able to go beyond the sixth grade, at which level compulsory schooling stops. In recent years junior, and senior high school units have been opened, the twelfth year being added to the high school only in 1939-40. An agricultural school and a nurse's training school have recently been added to the educational set-up also. Teacher training is carried out in the high school, and in the Island's one private school. The problem of the English language is one stumbling block in the way of advanced work. It is notable that a good many of those who have progressed beyond the facilities of the Island have gone elsewhere for further study, but have not returned. It is estimated that those who have completed formal schooling of high school rank number no more than a couple of hundred.

24. RELIGION. Almost the entire Chamorro population is ardently Catholic in religious affiliation. This results from the long period of Spanish colonial control, the inception of which included forced segregation in villages centered around churches. Once the church-centered village system was accepted, the native population has grown into Catholic participation without question in all aspects of life. Frequent religious holidays are celebrated as completely as the Island Government will allow. After American occupation of the Island Spanish priests remained for a time in charge of religious leadership, with a few German priests, coming later. More recently American priests have been introduced into the Island. As a whole church leadership has been conservative in outlook, and

has opposed education and other aspects of modernization of the Island population. Most religious services in the Agana cathedral and at chapels throughout the Island are conducted in the Chamorro language. While it is clear that religious leadership of the Island population has somewhat retarded modernization as such, it is difficult to assess further effects.

For some years there has been a small Baptist mission on the Island that has made small headway. There are also church services maintained by the Naval Chaplain, primarily for the white population.

25. PUBLIC ORDER AND POLICE. a. General. The Chamorro population is peace-loving and not inclined to active troublesome-ness. Petty troubles arising out of disputes over farm boundaries are a heritage of occidental control which have kept the Naval Government court fairly well occupied. Various aspects of "modernization" have produced increased petty squabbling and misdemeanors as the younger generation has become less amenable to religious and family control. Much of this is similar to mild American juvenile delinquency. The Naval Government has exercised a fairly strict discipline upon the population. Slowly it has turned more and more of the routine administration of civil justice over to Chamorro assistants and officers. Complete administrative machinery has been in operation for some years with Chamorro personnel, under Naval supervision.

b. Police organization. The Island police system has always been under the supervision of the Marine Corps, which has maintained a station at Sumay, south of Agana city. An Insular Patrol has variously consisted of 20 to 50 Marines, some of which were stationed at outlying villages throughout the Island. The Marines stationed in outlying villages have functioned as general

administrative agents in civil and political affairs for many years. Within recent years native police have been added to the Unit, their number steadily increasing. In June 1941 the Police Department consisted of the chief of police, the insular patrol of 34 Marines, 11 of whom were stationed in outlying villages, and 28 native policemen.

26. PRESS, PROPAGANDA, AND CENSORSHIP. a. Press.

Owing to Guam's isolated position and limited population there is little to record in this paragraph. For about 15 years a small monthly journal, The Guam Recorder, has been published in Agaña city, primarily for circulation among the white population. In recent years it has grown larger in content and has improved its technical aspects, but prior to Japanese occupation it was still directed toward the white colony on the Island. For some years it has been controlled and published by the Naval Government. The Guam Eagle was a mimeographed daily newspaper published by members of the Naval Station. These are the only formal local publications. The reading public of both is largely restricted to the white population.

b. Radio. Radios were not widely used by the Chamorros upon last information. A good many of the white population owned sets, but the lack of broadcasting stations within close range made the hours and quality of reception not favorable to a wide extension of receiving sets. Three or four amateur sending and receiving sets were maintained by white occupants of the Island.

c. Propaganda. Since the Chamorro population was strongly pro-American, no outright propaganda is necessary to create or convert sympathy. It would seem that the most advantageous propaganda would be any giving the Islanders hope of American reoccupation of the Island and of rescue of the population from the Japanese.

SECTION IV

POLITICAL

27. GENERAL. The Chamorros of Guam are undeveloped both in political philosophy and in the institutions of formal political action. Under Spanish control they had no opportunity to develop or exercise political action of any real sort. While American control has been educating the population and has made a start toward the organization of formal political machinery, the Naval Government has exercised sufficiently strict and detailed discipline so that the population has not developed far politically. The Guam Congress functioned as an example of democratic machinery, and it provided an avenue of articulation for the literate segment of the population. American education and sympathetic handling of Island problems have made the Chamorros distinctly pro-American, ambitious to acquire citizenship and further rights as members of a United States possession. On the other hand, the small population and the unity of culture and life has not provoked divergence as political consciousness has awakened, and the Island population, with the possible exception of the Japanese mixed-blood element, is unified in its anticipatory, pro-American outlook.

28. GOVERNMENT. a. General. Guam has been governed during the whole of the American period by the United States Navy, operating under the title of the Naval Government of Guam. The Governor of Guam, who exercises his powers directly under the supervision of the Secretary of the Navy, is concurrently the Commandant of the Guam Naval Station, with a tenure of office of two years. For practical purposes the Governor is the supreme executive and the only legislative agent in the Island Government, and all other officers are appointed by him. Although the elective system does not apply to administrative officers of the Island Government,

the plan of government is somewhat similar to that of a United States county having 11 departments. Naval officers head all of these departments, and under them work Chamorro assistants and clerks. The pattern of government is a continuation of the Spanish form extended to fit the needs of a present-day world. A chart of Island government is given on page 18.

b. Regional division. The Island was divided into municipalities, following the Spanish plan. Several large Spanish units were subdivided in accordance with population changes until there were fifteen municipalities in 1941. Each had at its head a Chamorro commissioner and various assistants, all subject to the chief commissioner, under authority of the Executive Department of the Island Government. Locally the Commissioner acted as magistrate and local executive, backed by a resident member of the Insular Patrol or Native Police. Increasingly, in recent years, more and more of the routine administration of local affairs had been passed on to the Chamorro staff.

c. The Guam Congress. In 1917 the Chamorro Municipality Commissioners and their assistants were summoned by the Governor to form a Guam Congress, which had only deliberative and advisory powers. In 1931 the Congress was reconstituted to resemble the American two-chamber congress, with a membership of 43, selected by popular election. An Executive Congressional Committee of six members meets with the Governor at monthly intervals, in an advisory capacity. The Congress affords practice in the developing of democratic techniques and affords a literate group an opportunity for public expression, but does not represent a true cross-section of the population.

d. Agana city. The Island Chief Commissioner concurrently headed the government of Agana, which was itself a municipality. The city was divided into 10 barricos, or wards, each with its Chamorro head. The barrio served in Agana, as it did in outlying parts of the Island, as a political ward unit, but in addition it

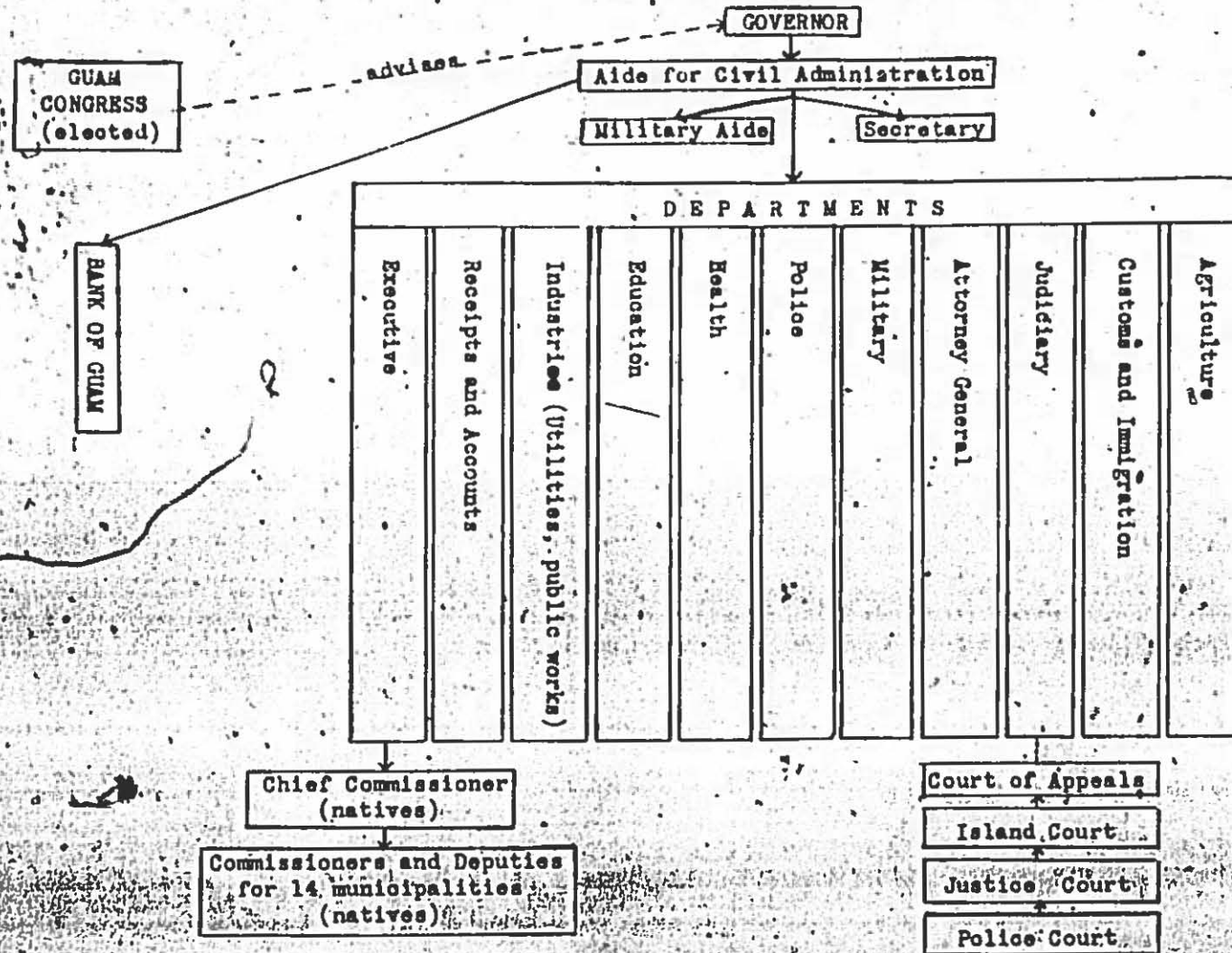


CHART OF NAVAL GOVERNMENT OF GUAM

was a unit within which the religious life, and to some extent native social life, of the natives was organized. Island policies were formulated and developed in Agaña for later application in other parts of the Island, so far as they were applicable.

29. POLITICAL PARTIES. Political parties, as such, do not exist on the Island. The Guam Congress has not been set up in terms of parties, and one would say that while there is patriotic aspiration toward political self-control, the Island population is too young in political development under the fairly strict Naval Government control for the appearance of political parties of any sort. There is no information to indicate that the Japanese Society of Guam is, in theory or effect, a political party. This group is the only one which could have potentially constituted a divergent element.

30. FOREIGN POLICY AND INTERNATIONAL RELATIONS. Since the Island is under strict control of the United States Navy, there are no international relations to discuss. There was no heritage of pro-Spanish feeling as in the Philippines.

SECTION V

ECONOMIC

31. GENERAL, ECONOMIC SUMMARY. a. General. The Island of Guam is one with a basic tropical agricultural economy thrown seriously out of gear by the presence of the United States Naval Station. Occidental stimulation of the native Chamorro self-sufficient economy has resulted in a striking increase in population, greatly increasing the requirement of a food supply. Occidental stimulation of agriculture by moral persuasion, demonstrations by farm bureau and experiment station representatives of improved techniques, and other measures have not increased production of food sufficiently to keep pace with the growing demand of the population. This disruption has been caused by the Naval Station work projects on the Island which have set wage standards out of proportion to returns for labor in agricultural occupations. In part, these wage standards have drawn labor from agriculture into project work, and in part they have supplied the financial ability to import food from outside the Island.

A certain stimulation of local industry along modern lines resulted from American control and the presence of the Naval Station. Considerable training of local manpower in the shops, on the ships, and on land work projects would result in the accumulation of occidental modern skills in due time. The dependence upon the copra trade for cash income has provided an additional source of cash income, but its lackadaisical pursuit has not developed this source of income. Again, there was dependence upon the United States Navy for transport, since the Island has been closed to foreign shipping for several years and domestic shipping found little reason for putting Guam on the list of ports of call. The coming of Pan-American Airways and the institution of much larger Naval works projects within the last two or three years further dislocated Island economy

and the local trade balance. So long as the Navy was present to adjust the situation by its financial investment no harm was done. Serious question as to the physical welfare of the population may be raised, since December 7, 1941, concerning actual food supplies for the Island population. The cessation of Naval food imports will leave a considerable shortage.

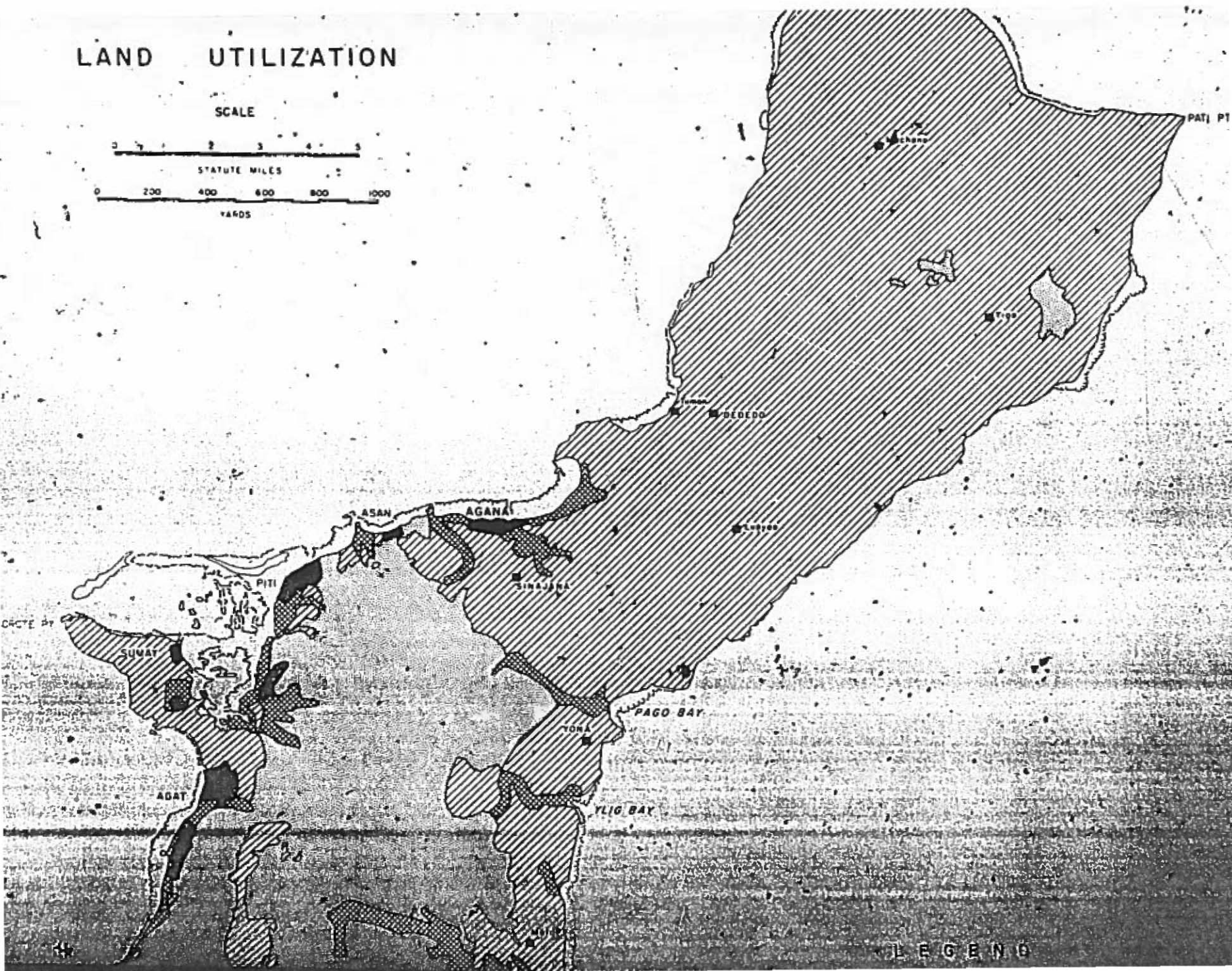
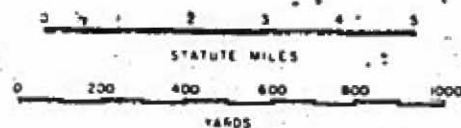
b. Agriculture. (1) General. Since the Island of Guam is little more than 200 square miles in area, with its northern third quite barren, Island economic productivity cannot be high. Aside from projects initiated and maintained by the Navy, the economy of the Island is primarily agricultural, but only one or two crops are produced in sufficient volume to allow their export. The Island is not self-supporting at the present time either as to food or financial income. Soils are generally quite thin and rather poor, cultivation practices are crude, and there is not much spontaneous incentive for intensive improvement in agriculture, since Island Naval projects provide a more attractive source of income with which imported food can be bought. The total cultivated land on the Island amounts to about 18,000 acres, though the total cultivable land may amount to 50,000 acres. A general economic map will be found on page 22.

(2) The coconut is the most important agricultural product from all points of view, as it occupies the largest cultivated acreage, supplies food for both the animal and human population, and provides the most important source of a cash income for the farming population. It is the one crop product exported in quantity from the island, annually amounting to 1,500 to 2,500 tons. Some 12,000 to 13,000 acres are planted to coconut trees, primarily on the west coast. The quality of Guam copra is not particularly high, and periodic typhoons destroy many of the trees and the coconut crops.

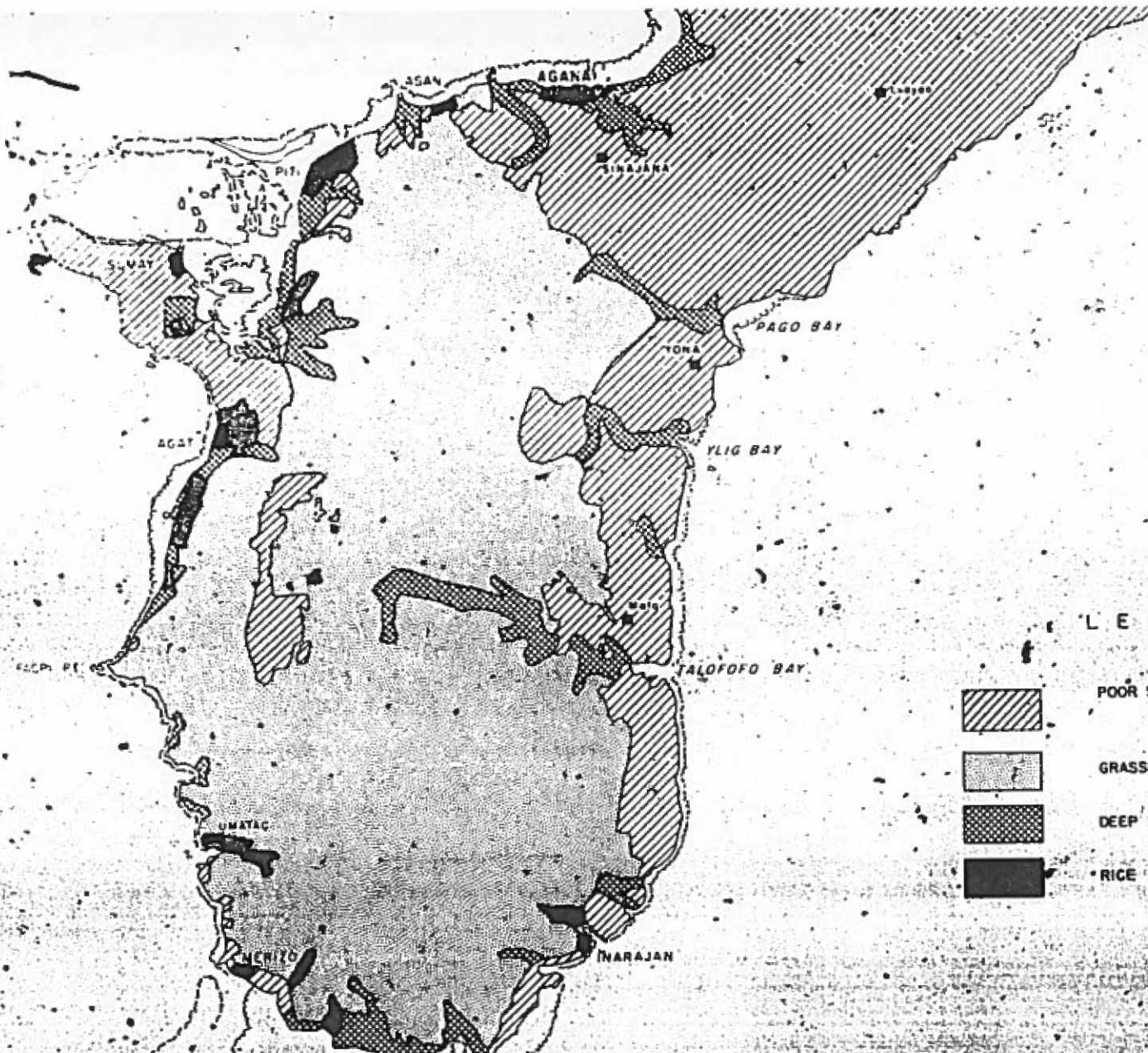
(3) Corn is the basic staple food of the Island, grown on some 2,000 acres per year, all over the Island but mainly in the

LAND UTILIZATION

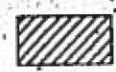
SCALE



LEGEND



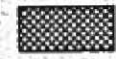
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POOR SHALLOW SOILS, SCATTERED FARMS, SOME FOREST



GRASSLANDS, SCATTERED FARMS



DEEP SOILS, GENERAL FARM LAND



RICE LANDS, INTENSIVE USE

central portion. The annual total production amounts to some 30,000 bushels, with the harvest period normally in July and August.

(4) Rice is the second staple food crop, grown on some 500 acres per year and increasing in acreage. Rice is normally harvested in January and February. While the Island does not feed itself, and rice has been the primary food import, the Naval Government has pushed the extension of rice lands, which were increasing in acreage year by year. Rice cultivation has the critical problem of requiring clay-soiled lands, which occur only in the alluvial stream bottoms and are not plentiful. The annual production has amounted to about 375 tons per year, while a total of 1,500 tons of rice is usually imported.

(5) Lesser agricultural products. A variable acreage of many lesser fruit, grain and vegetable crops are grown on the Island. Chief among these supplementary crops are such things as sweet potatoes, yams, taro, and cassava, each of which covers a couple of hundred acres in the aggregate, being cultivated in little patches by many farmers. Among the fruit crops there are now cultivated on the Island almost all the world's common tropical fruits. Some of these, like bananas, breadfruit, and avocados, are produced in quite large quantities; the 1939 banana yield, for example, being about 300,000 bunches. Others, such as grapefruit, papayas, coffee, and limes are produced in much smaller numbers. Oranges, mangoes, tangerines, and pineapples are produced in considerable volume without being leaders in fruit production. None of the fruits, aside from coconuts and avocados grown for export, are cultivated in formal orchards. Most farms have some land devoted to coconut, breadfruit and avocados, but other fruits are represented by a few trees only per farm, with not every farm producing each crop. In addition to the formally cultivated crops there are various wild fruits growing in the uncleared thicket and forest lands all over the southern portion and in various parts of the northern end of the Island.

Fruit production is seriously affected by periodic typhoons which reduce production for two or three years after each occurrence.

(6) Animal husbandry. Most of the domesticated animals, and wild deer, were introduced into the Island during the Spanish period. Water buffalo, cattle, goats, and hogs are the most common, while a few horses and mules are present. Large numbers of chickens are raised, and almost every farm has both hogs and chickens. In general, the animal population of the Island is sufficient to provide farm draft power and a domestic meat supply, but in years after disastrous typhoons sweep the Island there frequently is not enough food to maintain the hog and chicken population, particularly, and large numbers have to be killed. Both hogs and chickens are fed primarily on copra cake. One of the most disastrous typhoons in many decades seriously affected Island economy in early November 1940, and it was estimated that 5 years would be required to restore conditions to normal.

c. Minerals. The northern end of Guam consists mainly of uplifted coral limestone, while the southern end is a combination of coral limestone and volcanic rock. Consequently there are, practically speaking, no economic minerals to be found on the Island. A small amount of manganese ore is known to be present. During the period in which Japanese were admitted to the Island in numbers (i.e., 1910 to about 1916) most of the Japanese were engaged in mining phosphate rock, of which there were apparently small deposits. Since their exclusion in the years following 1917 such operations have been discontinued completely. Quarrying of local cascajo, a soft coral limestone, for road graveling constitutes the only activity bordering on mineral use.

d. Forestry. A considerable part of the southern section of the Island is yet uncleared and is covered with rank-growing thickets and some forest. Natural vegetation provides building material in the form of bamboo, palm leaves, and timber adequate

to the maintenance of private homes. Various small saw-mills were operated by Chamorros in different parts of the Island, and during a normal year from 25,000 to 35,000 board feet of lumber are prepared for use. Any large sized timbers needed must be imported.

c. Fisheries. In earlier periods the Chamorros did considerable fishing, both in the surf and with boats among the reefs surrounding the Island. Some fishing is still done in reefs and lagoons, but only in minor degree do fish supply food for the Island population. There apparently are plenty of fish to be had, but the old skills with nets, boats, spears and other instruments have been lost. About 200 outrigger canoes were known to be scattered around the coast of the Island.

32. MANUFACTURING. Agaña is the only settlement on the Island that may be termed a city. There are no major industrial plants. Three soap factories, one with an annual capacity of 500 tons, and a tile factory run by the Naval Government with prison labor, were the only true factories on the Island in 1941. The soap factories supplied the total United States Navy requirements of salt-water soap. Extraction of oil from coconut, and the preparation of copra for export is hardly manufacturing and will be referred to later. Nor can other semi-industrial processes such as 3 local distilleries and bottling works catering to a purely local consumption be termed industrial operations.

33. UTILITIES. a. General. Accurate statement of existing utilities is difficult to make because of the disruption occurring on December 7, 1941, various of the then-planned projects being in an indefinite state of completion. A gradual extension and improvement of utilities was in progress in the form of routine Navy

CONFIDENTIAL
projects in the summer and autumn of 1941, a period on which no accurate information is available outside Navy circles.

b. Electric plant. Agana city had in operation in June 1941 an electric plant consisting of one 300 kw. and two 200 kw. generators powered by two coal fired steam boilers. Work was in progress to convert the boilers from coal to fuel oil, and on June 30, 1941, the project was about half completed. The main line operated on a voltage of 6,600 volts and extended from Agana to the Marine barracks and the Pan American Airways location at Sumay, with an extension running south to Merizo. The plant was considered overloaded because of the necessity of using power for pumping water, but diesel plants were under installation for water pumping at Agana Springs, east of Agana, in the summer of 1941. It is believed that Pan American Airways maintained several diesel-powered dynamos and that the Naval Station had various small generators for portable use on the Island.

c. Water system. Water shortage has been a steady problem on the Island with the increase in population and the extension of Naval activities. Many small springs and streams radiate from the central mountain portion of the southern part of the Island, but few large sources of water exist. Agana, with its population of 10,000 and its Naval Station requirements, uses more water than is locally available. Agana Springs, inland from the city, has, until recently, been the primary source of water. Small reservoirs have been built at various places to catch and hold water during the dry season, for aid to village and rural settlements. Recently a 6-inch pipeline was installed between Agana and the hilly hinterland of Agat, where a large reservoir was built. To climax recent extensions, a 10-inch pipeline now extends from Alamogosa Springs, southeast of Agat, to the Agat reservoir and to Sumay, and an 8-inch line reaches Piti, a total distance of 19 miles. Also the Agana city line to Agana Springs has been supplemented by a second line, and

the main reservoir has been enlarged. The main areas of settlement and development on the central west coast, therefore, were served with piped water. Unatac, Morizo, and Inarajan, all had 3-inch pipelines bringing water down from the hills to the respective villages.

d. Sewer installations. The city of Agaña has a sewage system that serves most of the city. The Marine barracks at Sumay and the Pan American Airways terminal also have local installations. The Naval Station has been attempting to extend modern sanitation facilities over the Island, and most of the villages have had flush toilet-septic tank installations made at the village schools, but in general the village and rural facilities are somewhat primitive.

e. Cold storage plant. The Naval Station maintained a modern cold storage plant in connection with its Station service facilities which, before enlargement began in the summer of 1941, held about 750 tons of produce. No information is available as to intended final capacity or whether the installation was complete on December 7, 1941. A private cold storage plant of some 250 tons was located in Agaña.

34. RAILROADS. There is no railroad on the Island of Guam.

35. ROADS a. General. The total mileage of two-way, maintained roads on the Island is reported by the Naval Governor in his 1941 report to be about 85 miles, with a new road of perhaps 6 miles, from Yigo to the northwest end of the Island, under survey and preliminary lay out. Earlier reports refer to "about 100 miles of roads." The road system of the Island fans out from Agaña in all directions, so that almost all sections are within 2 or 3 miles of a highway. The one exception is the central and southwest coast,

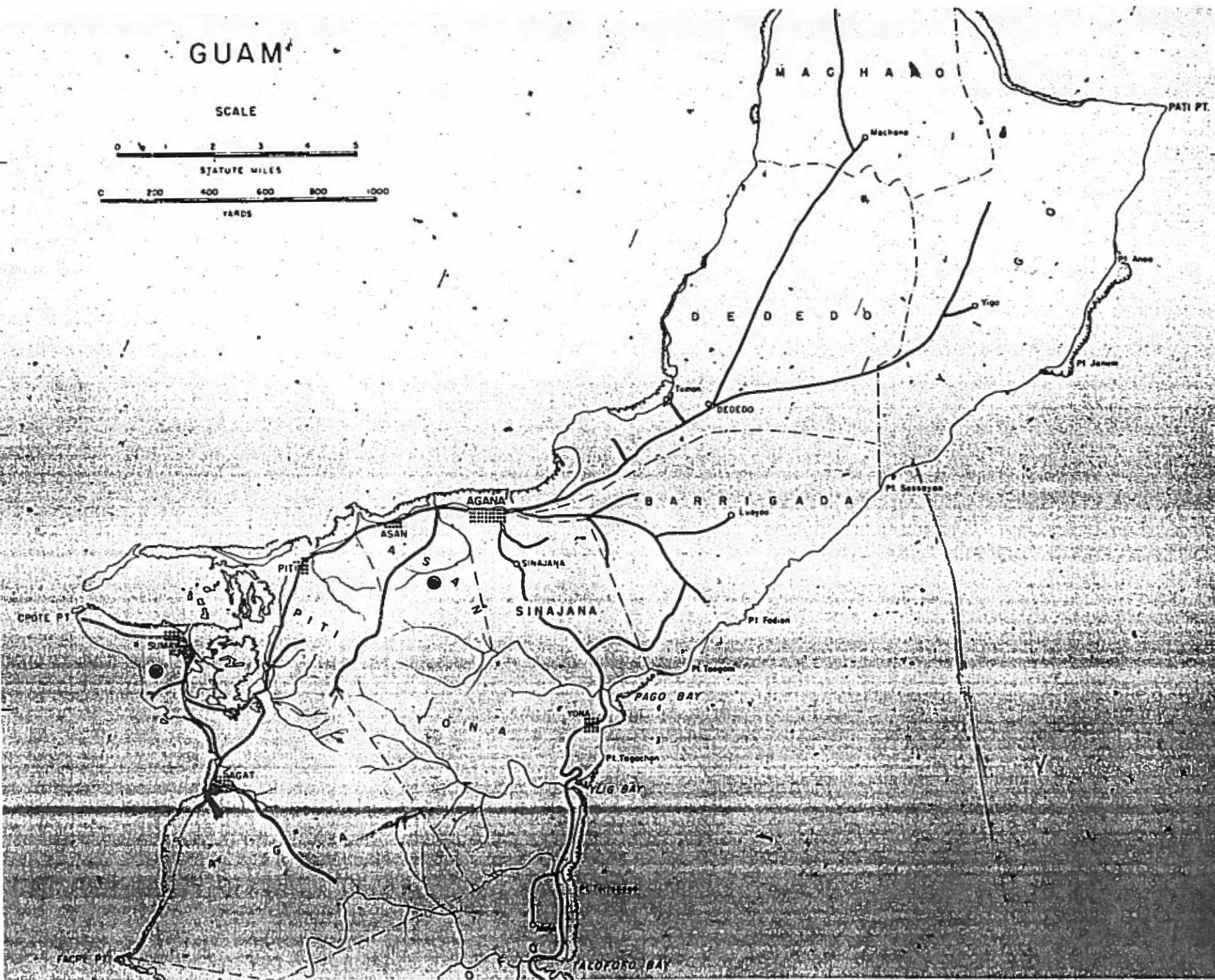
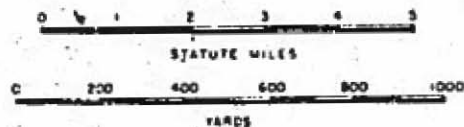
where the road is not completed from Umatac to Agat. In general, there were strong timbered or steel-reinforced concrete bridges of 16-foot minimum width, and the road was well maintained and of full two-way width. Various portions were oiled from time to time, though the whole system was not yet completely paved. Some of the older bridges probably would not support over 10-ton units. The primary highway network can be seen on page 29. In addition to the developed highways there are a good many miles of one-way bull-cart tracks, unmapped, and many trails leading from the villages back into the hinterland, providing farmers access to their scattered farm lands. There are also beach roads along various portions of the seashore, below the high cliffs; these are not true roads, but merely tracks through the beach sand used at low tide by the Chamorros for pedestrian and cart traffic.

b. Vehicles. The actual number of automobiles on the Island in 1940 was about 260, of which a third were taxis. Also there were about 175 trucks and some 600 bull-carts. There were several taxi services connecting Agana, Piti, Asan, Agat and Sumay, and at least one bus line was in operation from Agana to Agat, and one operating in Agana city. Private cars were not extremely numerous among the Charorro population, but a good many of the white residents owned cars. In 1941, belonging to various Naval departments, were about 35 cars and trucks, along with 3 caterpillars, various rollers, graders, oilers and miscellaneous road-building equipment.

c. Repair facilities. The Naval shops had facilities for the handling of any repair needs for the vehicles on the Island. Nothing is known about stocks of spare parts, but it is believed they were small. Six private commercial garages were in operation, and several firms were agents for automobiles and parts, though stocks actually carried must have been small.

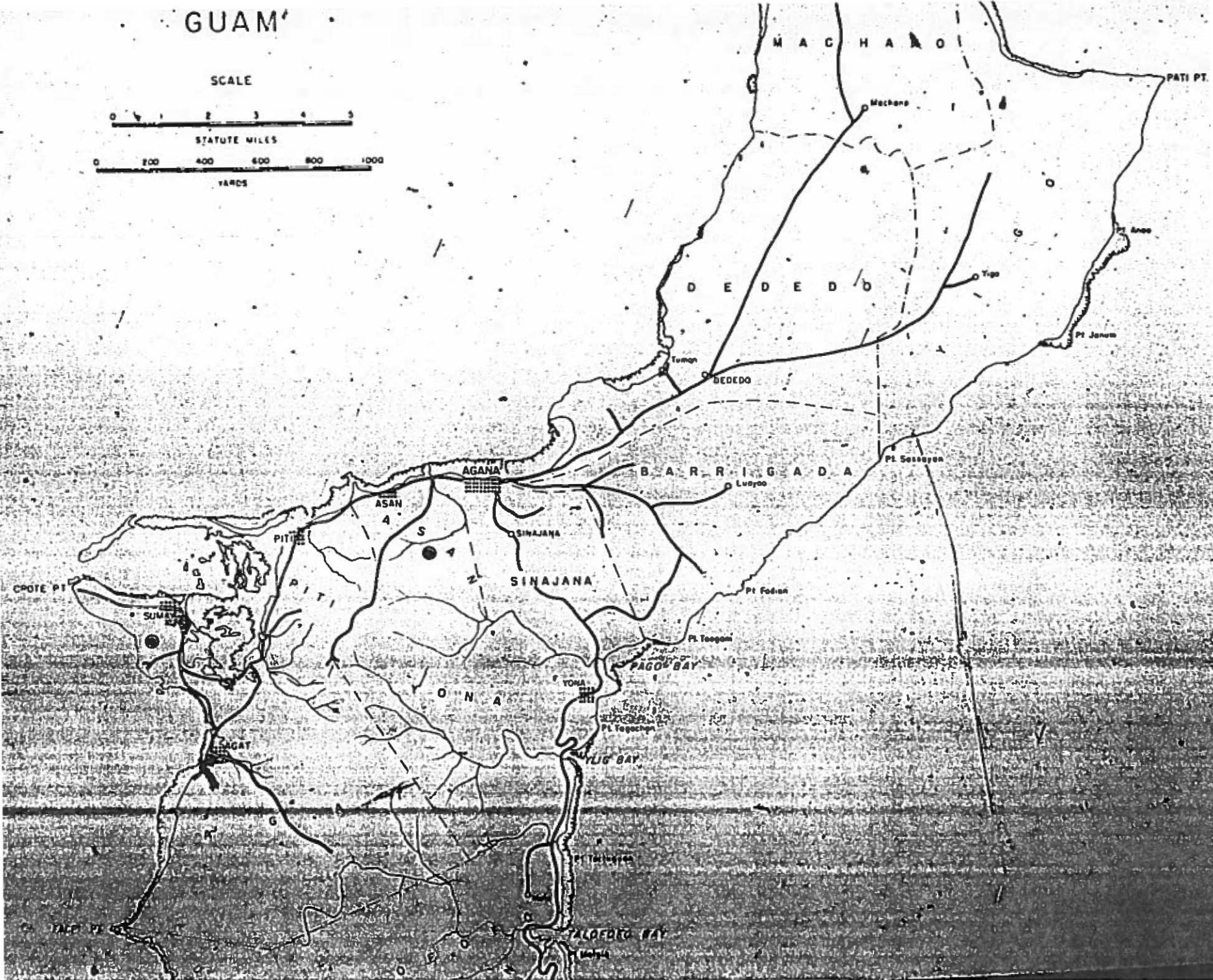
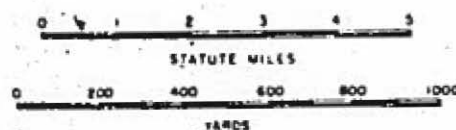
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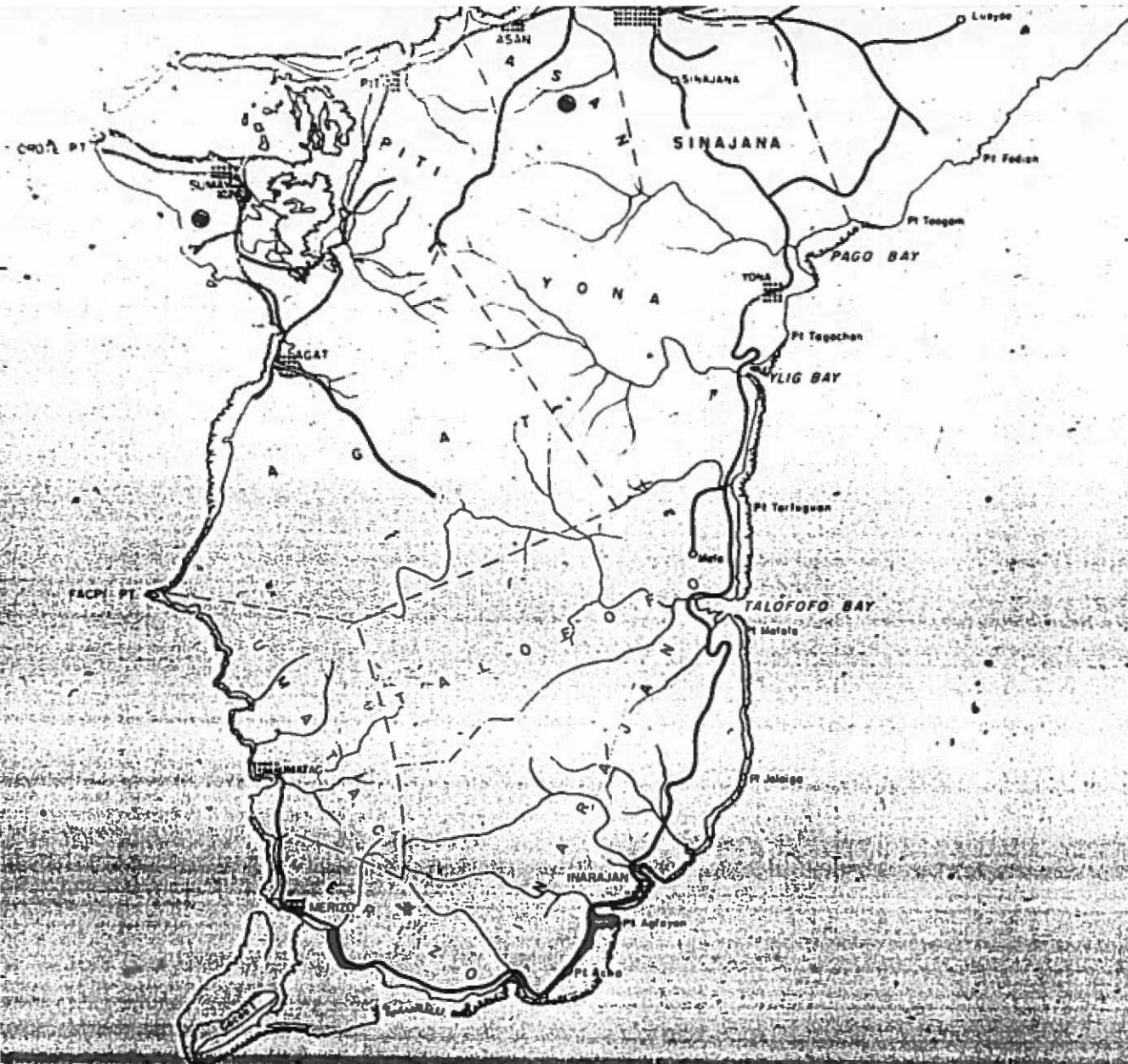
SCALE



GUAM

SCALE





LEGEND

- ROAD
- ⊞ VILLAGE
- RADIO STATION
- RURAL COMMUNITY
- MUNICIPALITY BOUNDARY

35: SHIPPING. a. General. Aside from about 200 native outrigger canoes scattered around the island, the shipping was concentrated on the one good port at Apra Harbor, on the central west coast, located off Piti and Sumay. The Navy Yard is located at Piti and Agaña. The harbor is shallow and irregular, with large amounts of live coral reef causing shoals. The inner portions of much of the harbor are partly uncovered at low water, with only a shallow narrow channel leading to Piti from the main harbor on the north side against Cabras Island. There is no deep-water channel leading to a wharf or dock, all large ships having to anchor at moorings in the harbor. Four mooring buoys are available in depths varying from 16 to 22 fathoms of water. The Annual Report of the Governor of Guam each year lists about 150 to 180 ship entrances and clearances. This is deceptive, since each Pan American Clipper was listed in the records as a ship.

b. Floating equipment. Small craft owned by the Navy in June 1941, amounted to some 20 small launches, 15 lighters and barges, a 3,800-ton floating oil depot, a 3,000-ton station tug, the 7,000-ton Station ship, U.S.S. Gold Star. Several more lighters and tugs were under construction and delivery in the autumn of 1941. Pan American Airways owned various small craft also. Only two privately owned launches were available in 1941. None of this equipment can now be counted on.

c. Storage and fuel facilities. It is difficult to accurately assess these facilities, in view of expansion undertaken during the summer and autumn of 1941 under the category of "operational action." The floating oil depot, U.S.S. R.L. Barnes, had a capacity of 10,000 barrels of fuel oil and 2,800 barrels of diesel oil. It was supplemented during 1941 by installation of one 25,000-barrel tank for fuel oil, two 5,000-barrel tanks for fuel and diesel oil, and two 5,000-barrel tanks for gasoline, and possibly by other later installations. Pan American Airways also had two

large gasoline storage tanks near their main base at Sumay holding a total of 7,000 barrels of gasoline. In the spring of 1941 the Standard Oil Company completed installation of two 5,000-barrel gasoline tanks, one 5,000-barrel kerosene tank, and a 1,000-barrel diesel oil tank. The Island's total tank capacity for fuel oil, in addition to the floating oil depot, amounts to 37,000 barrels; for diesel oil, 6,000 barrels; kerosene, 5,000 barrels; and gasoline, 22,000 barrels. A 2,000-ton stock of coal was on hand in the summer of 1941, sufficient to fuel the 8 steam launches for a year and a half, since the Agana light plant was being converted to fuel oil. Various warehouses existed in connection with the Naval Station, but several of these were unroofed during the 1940 typhoon and reconstruction was coupled with new construction under "operational action" which may have enlarged the warehouse space considerably. Private warehouses were available prior to the typhoon for handling several thousand tons of cargo, but nothing is known concerning their fate in the typhoon or possible reconstruction.

37. COMMERCIAL AVIATION. a. General. There has been no private aviation on Guam. Commercial aviation became important with the inauguration in 1936 of the Pan American Airways' San Francisco to Hongkong service. Guam became one of the en-route stopovers. Since December 1941, commercial aviation has ceased.

b. Seaplane landings. The only adequate location for heavy-seaplane (e.g., Boeing-314 aircraft) landings is at Apra Harbor. It is a land-locked harbor, but has not been dredged. The coral bottom is shoal and treacherous. The inner harbor at Apra is even more protected, but cannot be used because it is shoal and has not been dredged. Other bays and inlets are inadequately protected for safe landings or take-offs.

c. Equipment. All Pan American Airways operations

were conducted from a barge, located in Apra Harbor at approximately latitude $13^{\circ}26'54''$ N., and longitude $144^{\circ}39'43''$ E. The planes were checked, repaired, and refueled at the barge. The barge was equipped with 2,500-gallon fuel tanks. Passengers were taken ashore by one of two motor launches (32 feet and 38 feet long). Gasoline was stored in the two large tanks at the Sumay landing mentioned above.

There were five seaplane landing lights and a 36-inch beacon for night operations on the hills east of the harbor. Electrical power was furnished by two diesel engines. The Airways radio station was operated by commercial power, with an auxiliary gasoline engine for use in event of failure of commercial supply.

It is probable that the Japanese will (if they have not already done so) dredge a deep channel from the outer harbor in to Piti Village. This would facilitate seaplane and land operations.

d. Landing fields. There are two potential landing fields on Guam. One is in the area at Fineguayan, or Tiyan, in the central part of northern Guam, northwest of Yigo. The other is south of Agana Bay, between approximately latitude $13^{\circ}27'$ N. and latitude $13^{\circ}28'$ N., and longitude $144^{\circ}45'$ E. On December 7, 1941, these areas were merely potential landing fields unless steps had been taken, in the autumn of 1941, in "operational action" to prepare them for use. The land is flat and clearing could be done quickly if necessary.

38. COMMERCE. a. Exports. Until very recent years copra was the only agricultural export from Guam, while the only other early export was phosphate rock during the period 1910-1916. The copra export is the one certain cash crop of the Island population. However, without much to buy, no incentive to buy, nor any nearby guaranteed market the actual copra production and export

has varied greatly from one year to another. The Guam copra producer has been at the mercy of the commercial world market on the one hand, since quality and regularity of production were not stable, and at the mercy of the United States Navy on the other, since transport to the foreign market in recent years has depended on the Navy. The commercial production of soap for United States Naval orders, using cocoanut oil, is one small aspect of the cocoanut business that has been growing steadily. In more recent years attempts have been made to stimulate commercial production of various tropical fruits. The avocado is the only one to succeed, and a comparatively small export of avocados to the Philippines has occurred in recent years. More recently the making of baskets, souvenirs and curios of woven grasses, known as agag, and the making of shell curios has found a ready export in Hawaii, but this can only remain a small activity. The total value of exports annually averages some \$100,000 to \$200,000.

b. Imports. The Island has steadily had an unfavorable trade balance in recent years. It is difficult to place the proper proportion of this upon the Chamorro and Naval segments of the population of Guam. Rice has been the primary food import, and is a critically important one since the Island cannot feed itself. Considerable quantities of tinned goods of all kinds regularly come into the Island. Also, quantities of all kinds of ordinary American consumption goods are imported for both Chamorro and Naval use. Several Chamorro and one or two white American companies are engaged in the import-export trade, handling a wide range of American products. The explanation for this continued unfavorable trade balance can only be in the payments made by the Naval Station to Chamorros engaged in work on Naval projects and in wage payments to the members of the Naval and Marine Stations which are largely spent on the Island. In a second category of imports are those supplies of materials and equipment for the Naval Station, all of

which must come in from outside. Petroleum products and metal products for Pan American Airways and Naval Station use recently have bulked large in the import total. In recent years the import value has been about \$650,000, but during 1941 it jumped to \$994,000.

39. COMMUNICATIONS. a. General. Communications on the Island are not developed as they might be in a large and populous country. The primary connections were with the outside world, and the importance of an intricate network of communications agencies within the Island is slight in comparison. Consequently there was no telegraph line or system, and there was only a skeleton telephone system used primarily in local administration.

Four telephone lines fan out from Agaña as follows:

1. Agaña, Asan, Piti, Sumya, Agat, Umatac, Merizo, Inarajan.
2. Agaña, Pago, Yona, Mata school (south of Yona.)
3. Agaña, San Antonio, Barrigada school
4. Agaña, Dedodo, Yigo.

The phone system was a two-wire system of which the section from Agaña to Sumay was considered good. The outlying lines were not permanent installations; and suffered frequent disruption from heavy windstorms and other causes.

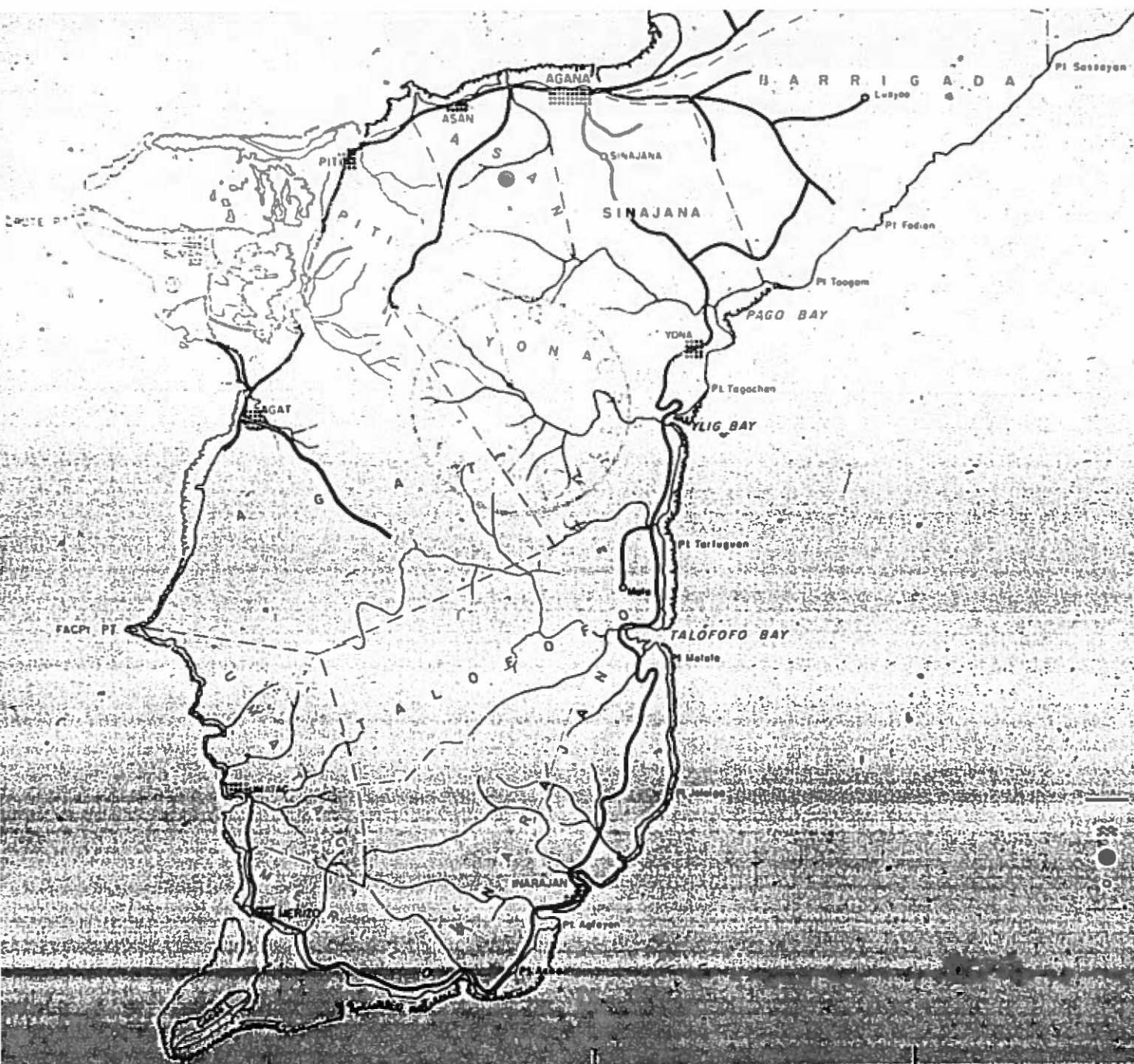
Postal services improved with institution of the Trans-Pacific plane services. Other than this one had to depend on infrequent sailings of Army and Navy transports.

The Island cable connections were limited to those with Midway, Luzon, Chichijima, and Yap, though it is believed the latter connection ceased operation well before December 7, 1941.

The Globe Wireless Company for years has maintained a radio relay station on the Island, but due to recent improvements in radio transmission the station was closed and removed in the spring of 1941. The Naval Station, the Marine barracks, and Pan

American Airways had powerful radio stations in operation, and numerous small sets on different boats.

40. FINANCES. Money in circulation was ordinary American currency and no particular comment is necessary. Agaña city is quite familiar with money transactions and uses currency. Other parts of the Island are familiar with currency, but use it to a lesser degree. Particularly in local dealings in native products, barter is still in very common use. There was one bank on Guam, operated by the Naval Government for its own convenience and for that of the white and Chamorro population. Its annual business was considerable in the three commercial, savings, and trust departments. The bank had resources of \$745,000, and operated exactly as does any other banking institution. During the 1941 fiscal year it financed imports by local merchants to the value of \$602,000.



LEGEND

- ROAD
- VILLAGE
- RADIO STATION
- RURAL COMMUNITY
- MUNICIPALITY BOUNDARY