

NAVY DEPARTMENT

WASHINGTON,

January 29, 1919.

My dear Admiral Benson:

I am inclosing herewith a supplemental report of fitness covering the period of my duty in Guam.

Guam is far away, little is known of conditions there, and current reports of fitness give little information of my work there for two years and a half.

In view of these circumstances, I have thought it would be fairer to me if some record could be made of the measures I inaugurated there, all now in effect, approved by the Department where necessary, and coupled in some cases with commendations.

I would like to say that I gave my whole loyal effort without stint to the performance of my duty and the welfare of the Island. If success is to be judged by actual results, the results are in evidence and speak for themselves.

I do not even know if my reports always reached you, or if they did whether you had time to go over such matters as annual reports. Probably what reached you were matters requiring decisions only.

For this reason, I am inclosing copies of my last two annual reports. Of course I know you have no more time now than formerly, but perhaps you will be able to glance them over. They give an idea of what I was engaged in. I have marked some of the more important paragraphs.

Briefly, under Question 5 of the report;

✓ (a) Inauguration of Guam Congress. This is a native advisory body designed to give the inhabitants an opportunity to be heard in matters affecting their interest.

✓ (b) Adoption of sanitary measures for towns. The native have a tendency to flock to the towns. This is bad in many ways, but the worst feature was that ~~there~~ <sup>there</sup> ~~were~~ practically no sanitary precautions. There was over-crowding, lack of cubical air space, lack of sewerage, lack of fire precautions. This has been corrected by ordinances and taxes. If the natives insist on flocking to the towns, they must pay the price of sanitation. This is one of the most important

measures so far inaugurated.

✓ (c) Extermination of rats. The vast numbers of rats on the island ate up nearly everything green. Agriculture was impossible. They also sucked birds' eggs and chickens' eggs. Birds had almost disappeared and chickens were scarce. They have now been brought under control and can eventually be exterminated. One million, five hundred thousand were killed in the last two years. It is accomplished by a bounty. The children catch most of them, with bamboo snares. The bounty is paid out of the revenues of the Island, but as it goes right back to the people, it need not be considered. *rats*

✓ (d) Intensive agriculture. Agriculture had reached the lowest ebb. The money spent on the Island by the federal government and that received for copra enabled the natives to import food instead of growing it. This was bad economically. In the absence of transportation, the natives would starve, as they came near doing owing to the interruptions of the war. The Island can be and should be made self-sustaining. This is now being enforced. All persons without other occupations are made to work at agriculture. They did not like it at first, but they are now very well pleased. There is more land under cultivation than ever before.

✓ (e) Establishment of general market. It is curious that there was no general market. The natives either grew enough for their own needs, or swapped with their neighbors, or bought imported food. The market is a great success, and will be a great spur to production.

✓ (f) Rural Credits, approved by Department and bill being drawn. As capital among the farmers is scarce, this is an important measure. It will also permit the development of government farms, as an object lesson, and the purchase of agricultural machinery. *creation of the guaranties*

✓ (g) (h) Universal Military Training and Guam Militia. This is probably the most successful and valuable institution of the Island. It is resulting in great improvement to the children and young men, and will in time produce two thousand well drilled troops, active and reserve. There are already one thousand in the active Militia. It was established two years ago, before the entry of the United States into the war. The whole plan has been unreservedly approved by the Department and the Governor complimented on

his successful efforts.

(i) (j) Plans for Fleet Naval Base and Defense of the Island. Now the accepted plans. Governor complimented on the first.

*Quarters on the Hill.*

You will see, Admiral, that as a mere list of work accomplished it is evidence of much effort on my part. I will say that my sole object was to accomplish what I could for the Island and to commend the approval of the Department. You are the sole arbiter of my work during the whole of this period, and of course your decision is of much moment to me.

All of which is commended to your favorable consideration.

Very respectfully,

Captain, U. S. N.

Admiral W. S. Benson, U. S. N.,  
Chief of Naval Operations,  
Paris, France.

## REPORT ON THE FITNESS OF OFFICERS.

## Supplemental Report

Smith, Roy L.

(Surname first.)

Grade Captain, U. S. N.

Shore duty at or  
Ship

Guam

Period from May 30, 1916, to November 15, 1918.  
(Above to be typewritten.)

## The following nine questions to be made out by the officer reported on:

(Before each station or duty write in parenthesis the serial number under "Professional qualifications," last page, indicating the kind of duty; then write the duty or station, and last, add in parenthesis the length of time on this duty, during the period of this report, to the nearest month. Example: (9a) Ordnance officer (5). If gun division, give caliber of guns.)

1. Regular station or duties (1) Governor of Guam and Commandant Naval Station (30)
2. Additional duties
3. Usual residence  
(See Art. 705 (2) I.)
4. Next of kin  
(Relationship.) (Name.) (Address.)
5. For the period of this report name:
  - (a) Any professional or scientific study or pursuit followed.
  - (b) Subjects or titles of books or essays written or published; lectures or papers read, when and where.
  - (c) Any special duty or service performed out of regular course, of which you believe a record should be made, giving date, place, and your immediate superior in it.
    - (a) Inauguration of <sup>Platters for record</sup> Guam Congress.
    - (b) Adoption of sanitary measures for houses.
    - (c) Extirmination of rats, 1,500,000 killed in last two years, making agriculture possible.
    - (d) Intensive agriculture, more land under cultivation than ever before.
6. State special qualifications, knowledge, experience or ability acquired outside of naval work. Give dates if practicable.
  - (e) Establishment of general market, none previously.
  - (f) Plan for Rural Credits, approved by Department and bill being drawn. Necessary for development of agriculture.
7. Proficiency in foreign languages, stating which ones, and ability therein, giving mark.
  - (g) Universal military training since 1917.
  - (h) Guam Militia, 1,000 active members, or 7 per cent of native population, armed, equipped and drilled; approved
8. For what duty have you a preference? If more than one, state the order of preference. Refer to numbers under "Professional qualifications," last page, and indicate by number and letter when possible.
 

Indicate here any request for a course of special instruction or training—

by the Department and the Governor complimented.

  - (i) Plans for Fleet Naval Base of 1st Order; approved by Department and Governor complimented.
9. Name localities in which duty is desired, in order of preference.
  - (j) Defense Plan for Guam, in view of developments of present war. Forms basis of Department's present plan, approved "for action".

(Signature.)

The importance of keeping the efficiency records of officers continuously complete in all respects requires prompt rendition of the same, and the responsibility is twofold—that of the officer reported upon to submit his report at the necessary times to his reporting senior, and the responsibility of the second named to see that the reports are promptly submitted by him to those upon whom he reports, and his own responsibility with respect to the expeditious completion of the reports and the forwarding of the same according to the instructions that apply in each case.

4-2318

Name and rank of reporting senior (typewritten).

Admiral W. S. Benson  
U. S. Navy

**Following to be made out by Reporting Senior:**

....., Grade....., U. S. N.  
(Surname first.)

**Reporting Senior:** Name....., Grade....., U. S. N.

Period from..... to....., 19.... Number of months.....

Attached to.....Ship; how employed.....

Position or duties.....  
(All above information to be typewritten.)

NOTE.—Use marks with or without comment.

FAVORABLE		UNFAVORABLE	
Excellent .....	4.0 to 3.5	Indifferent .....	2.5 to 2.0
Very good .....	3.5 to 3.0	Poor .....	2.0 to 1.0
Good .....	3.0 to 2.5	Bad .....	1.0 to 0.0

10. Conduct.....

11. Military manner and bearing.....

12. Temperamental qualities.....  
(Calm or excitable, even tempered or irritable, forceful or weak, active or indolent, bold or overcautious, painstaking or careless.)

13. Aptitude for the service.....

14. Leadership.....; Judgment.....; Initiative.....  
 Intelligence.....; Firmness.....; Decision.....  
 Devotion to duty.....; Executive ability.....

15. Ability to cooperate with others.....

16. Professional ability. (Is he above the average, average, or below the average?).....

17. (If less than two years out of the Naval Academy or a Reserve Officer.) Is he qualified for (1) regular watch as officer of the deck at sea in formation?..... (2) Engine room?.....

18. Fit to be trusted with important independent duties?.....

19. What is your estimate of this officer as a result of observing him in practical work in—  
 Seamanship.....; Gunnery.....; Engineering.....  
 Electricity.....; Navigational subjects.....

20. Would you object to having him under your command?.....

21. Health, noting any physical defects interfering with his duty.....

22. Physical and nervous endurance under strain.....

23. Condition of command (answered only for commanding officers, afloat or ashore, and heads of navy yard divisions):

(a) To what degree does he maintain discipline, contentment, and interest in their duty among his subordinates?.....

(b) Efficiency of personnel.....

(c) Efficiency of material.....