

Washington, D. C.,

February 3, 1919.

From: Roy C. Smith, Captain, U. S. N.
To: Secretary of the Navy (Operations).

Subject: Submission for commendation and record of ~~Guam~~ measures instituted in Guam for the improvement of the Island.

1. During my recent tour of duty as Governor of Guam and Commandant of the Naval Station, extending from May 30, 1916, to November 15, 1918, a great many new measures were instituted for the uplift of the Island and the improvement of its military and economic situation. All of these measures have been tacitly or directly approved by the Navy Department, the attitude of the Department in its correspondence has been uniformly that of approval, and in the case of two important measures the Governor has been directly commended by the Department or the Office of Naval Operations for his efforts in bringing them to a successful issue.

2. Some of these measures are enumerated herewith. They have all been fully set forth in the annual reports of the Governor of Guam for the years 1917 and 1918, and hence are but briefly described herein.

(a) *no show* Intensive agriculture. The money spent by the Federal and Island Governments for wages and that received for copra enabled the natives to import food instead of growing it. This was bad economically. Agriculture had reached its lowest ebb. In the absence of transportation, as recently happened during the war - the Island was once two-and-a-half months without communication - there would be danger of starvation. The Island can be and should be self-sustaining. Steps ^{were} (have been) taken to this end. All persons without other occupations ^{were} (are) made to work at agriculture. The effect ^{was} (has been) phenomenal. There ^{was} (is) more land under cultivation than ever before.

(b) *no show* Plan for Rural Credits, approved by Department and bill drawn for presentation to Congress. This ^{was} (is) an important measure in connection with (a) above. Besides furnishing capital for the farmers it ^{would have permitted} (will permit) the erection of granaries, the purchase of agricultural machinery, and, as an object lesson, the development of government stock and agricultural farms.

(c) Opening of a general fish, meat, and vegeta-

market. It is curious that there had been no such market. The natives produced only for their own needs, or swapped with their neighbors, or bought imported food. The market ^{was} (is) a great success and offers ^{ed} an immediate spur to production.

(d) Ordinances to correct over-crowding and insanitary conditions in towns. The actual situation was that 60 per cent of the population of the Island were huddled in the one town of Agana, mostly without occupation. There was over-crowding, lack of cubical air space, lack of sewerage, soil pollution, and lack of fire precautions. Nor was agriculture possible under these conditions. The remedy ^{was} (has been) suitable ordinances and a special sanitary tax. This will prevent flocking to town by the rural classes who cannot afford the price of sanitation. Incidentally it will make agriculture possible.

(e) 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. The rats have now been brought under control and can eventually be exterminated. 1,500,000 were killed in the last two years of the above period. It ^{was} (is) accomplished by a bounty. The children ^{catch} (catch) most of them, with bamboo snares. The bounty ^{was} (is) paid out of the revenues of the Island, but as it goes right back to the people it need not be considered. ^{were} The improved conditions resulting from the above policy ^(are) most marked.

(f) Plans for the quarters, barracks and maneuver field on heights above Agana. The Agana garrison and the officers and their families connected with the Island Government have always lived in Agana, the latter mostly in rented quarters. The land is flat, little above sea level and crowded with natives. The southwest monsoon in the hot season is entirely cut off by the hills back of the town. As a solution, plans ^{were} (have now) been drawn to move the whole naval personnel to the top of these hills, immediately back of the town, and at an elevation of nearly 200 feet above sea level, where there is a breeze most of the time. The site could not be improved for the purpose. The plans have been warmly approved by Yards and Docks, Marine Corps Headquarters, especially by Medicine and Surgery, and ^(now) finally by the Department as a guide to future development. When finally carried out it will be the greatest improvement in the situation of the naval personnel of Guam ever effected.

(g) Inauguration of Guam Congress. This is a native advisory body designed to give the inhabitants an opportunity to be heard in matters affecting their own interest. They meet once a month or oftener and should in time prove of much help in conducting the affairs of the Island.

(h) Universal Military Training and Guam Militia. This is probably the most successful and valuable institution of the Island. The school boys, up to the age of 16, receive physical training. About 500 of them appear on the Plaza at Agana four mornings in the week before school and go through the Swedish movements to music. The other schools of the Island follow a similar course. The active Militia consists of all the able-bodied young men of the Island between the ages of 16 and 23. There are at present 1,000 of them, or 7 per cent of the native population of the Island. There will be eventually as many, or more, in the reserve. The active Militia is trained, uniformed, armed and equipped. They have their own native band. They will eventually man the battery of 4-inch guns recovered from the wreck of the late German ship Cormoran. Universal military training in Guam was inaugurated (two years ago) before the entry of the United States into the war. It is most popular with the natives and is already making a great improvement in their physical condition and mental attitude. The whole plan has been unreservedly approved by the Department and the Governor complimented on his successful efforts.

(i) Plans for a Fleet Naval Base. These consist of complete preliminary plans and estimates for a fleet base of the first order. They include dry docks, shops, coaling plant, fuel oil storage, fleet moorings, submarine basins, double-exit channels and a breakwater. The plans have been approved by the Department. The Governor was complimented on their preparation by the Office of Naval Operations. E/

(j) Revised Plan for the Defense of the Island. This was prepared in view of the changed conditions of modern warfare, and of new information derived from a recent hydrographic survey of the Island. It has been accepted in principle and forms the basis for the Department's approved plan "For Action".

3. The above is submitted for the consideration of the Department, and should it see fit, for its general commendation; which, as above stated, has already been directly expressed in particular cases, and indirectly by approval in others. In case of the Department's general commendation I request that this communication, with the Department's action

thereon, be filed for reference in my official record.