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Captain Roy C. Smith, U.S.N.

SECRETARY OF THE NAVY (Bureau of Navigation)

Recommendations for Navy Crosses for exceptionally meritorious services in duties of great responsibility in the Island of Guam during the war

References: Act of February 4, 1919  
Navy Department's statement of November, 1920

1. These recommendations are made in view of Section 7 of the Act above quoted, permitting recommendations within three years after the service to be considered; also of the Department's recent statement:

"There may be cases where no awards have been given that should be reconsidered and recognized by presentation of a medal or other action. Due to these conditions the department will give due consideration to any request for further consideration of specific cases which may be made in the future."

2. The recommendations should have been made much earlier. I have never been in doubt as to the value of the services, as may be seen from the fitness reports of the officers concerned, but I did not at the time connect duty in Guam with the character of the service for which the decorations were intended.

3. I have since been awarded a decoration for my own services at this time. There was a great deal of work done in the Island in readiness for war, and none of it could have been accomplished without the cooperation and loyal assistance of the officers and men of the Station.

4. Following is a brief statement compiled from my annual reports of some of the measures carried out in Guam with direct reference to the war then in progress:

(a) 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 taken to this end. All persons without other occupations were made to work at agriculture. The effect was phenomenal. There was more land under cultivation than ever before.

(b) Plan for Rural Credits, approved by Department and bill drawn for presentation to Congress. This was an important measure in connection with (a) above. Besides furnishing capital for the farmers it would have permitted 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 vegetable 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 a great success and offered 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 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 number 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 accomplished by a bounty. The children caught most of them, with bamboo snares. The bounty was paid out of the revenues of the Island, but as it goes right back to the people it need not be considered. The improved conditions resulting from the above policy were 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 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 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 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, ships, 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".



5. The following is from a letter received by me about a year ago, commenting on some of the same measures:

\* \* \* "Under your administration, the people of Guam made a noteworthy record in the purchase of Liberty Bonds and in contributions to the American Red Cross. This was a result of pure patriotism inspired by the Governor of Guam. The formation of the Guam Congress was a farsighted diplomatic conception of the Governor, although the chief benefits derived consisted of the moral effect produced and the lesson taught to the patriots of Guam that their Island was not yet ready for self government, despite the petitions for independence formerly engineered by the radical element. The Guam Industrial Fair has been made a lasting institution as a testimonial of your successful civil administration and the wisdom of your system of political economy.

"The Guam Militia is a living monument to the Military Government of Guam and furnishes an example which even the United States of America might emulate to advantage, thus furnishing a subject or accomplishment worthy of the serious consideration of Congress. This matter is considered entitled to much elaboration but I have no statistics at hand.

"As for being in great readiness for any sort of sudden service, Guam prepared herself beyond the reasonable expectations of Congress. Attention might be invited to the system of outposts and signal stations; the readiness of batteries both as to materiel and personnel; the arming of the Marine Insular Patrols with German pistols and ammunition from S.M.S. CORMORAN; the arming of the Guam Militia with German rifles and ammunition from S.M.S. CORMORAN; the salvaging of the larger guns from S.M.S. CORMORAN for service by the Guam Militia; the organization of the Guam Militia as an auxiliary defensive force to augment the Marines or to relieve them for other war service; and the volunteering of the Guam Militia for all kinds of war service, without pay and equipped at their own expense with considerable sacrifice involved."

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6. The following is quoted from the Department's letter No. 28612 of February 8, 1919:

"The Navy Department takes great pleasure in commending you for the faithful and efficient services rendered during your duty as Governor of Guam from May 30, 1916, to November 15, 1918.

"The measures accomplished to improve the status of the island and its population meet with the hearty approval of the Navy Department, and demonstrate to its entire satisfaction the efficiency of your administration."



7. The above quotations are made for the sole purpose of indicating the nature of the work done in Guam during the war, a matter which is of course little known to the service at large. This work, as before stated, could not have been accomplished without the loyal cooperation of the personnel of the Station. The officers in responsible positions who were chiefly instrumental in bringing about the above results were the following:

Lieutenant Colonel (now Colonel) Randolph C. Berkeley, U.S.M.C., in command of the Marine Barracks, Guam, and Marine Garrison of about 400 men, from the outbreak of the war until September 28, 1917, when he was detached and ordered home. Colonel Berkeley was largely instrumental in organizing the Guam Militia (dating from three weeks before the beginning of the war), in perfecting the defenses of the Island and disposition of the batteries, and in receiving and guarding in barbed wire stockades some 350 prisoners from the German ship Cormoran until their embarkation several weeks later. For exceptionally meritorious services in duties of great responsibility as above I recommend him for the Navy Cross.

Major (now Lieutenant Colonel) Edward B. Manwaring, U.S.M.C., second in command of the Marine Barracks, Guam, and Marine Garrison of about 400 men, from the outbreak of the war until September 28, 1917; thence in command of the Marine Barracks and Marine Garrison until July 28, 1918, when he was detached and ordered home. Major Manwaring took a prominent part in organizing the Guam Militia (dating from three weeks before the beginning of the war), in perfecting the defenses of the Island, and in guarding in barbed wire stockades some 350 prisoners from the German ship Cormoran until their embarkation several weeks later. He took the leading part after succeeding to the command of the Marine Barracks and Marine Garrison in drilling and preparing the Guam Militia for war, and in largely expanding and directing the Insular Patrol of Marines in their work of overseeing and stimulating intensive production as a war measure. For exceptionally meritorious services in duties of great responsibility as above I recommend him for the Navy Cross.

Civil Engineer (now Commander CEC) Glenn S. Burrell, U.S.Navy, Public Works Officer, Guam, from the outbreak of the war until June 28, 1917, when he was detached and ordered home. Civil Engineer Burrell was indefatigable and untiring in the work committed to his charges in preparing the Island for defense. He was largely instrumental in working out the details of a naval base of the first order, the plans for which were accepted by the Department. He worked day and night for several days in running telephone wires through an almost impassable



jungle to connect with outlying signal stations. He prepared and installed in the briefest time two separate barbed wire stockades, in widely separate localities, for confining the German prisoners from the COMORAN, the officers and men separately, for which very creditable work he was commended by the Department. For exceptionally meritorious services in duties of great responsibility as above I recommend him for the Navy Cross.

Lieutenant and Lieutenant Commander (now Commander) Edwin B. Woodworth, U. S. Navy, Radio and Communication Officer, Guam, and Chief of the Department of Industries of the Island Government, from the outbreak of the war until November 28, 1917, when he was detached and ordered home. Lieutenant Commander Woodworth was unceasing and indefatigable in all the work committed to his charge in preparation for the defense of the Island. He constructed about five miles of excellent road up a mountain trail to communicate with the site of the Radio Station, the plans and erection of which he also supervised with great ability and success until relieved by the Public Works Officer. As Chief of Industries he was my main reliance in the intensive development of the Island's productivity to make it self-sustaining during the war. In all these duties he exhibited rare tact, energy and ability and accomplished a noteworthy and lasting success. For exceptionally meritorious services in duties of great responsibility as above I recommend him for the Navy Cross.

8. It will be noted that in the case of three of the above officers the specific service in the war which was the occasion of these reports was rendered more than three years ago, though the armistice was less than three years ago and the war is not yet ended technically. Report was made of the services of these officers in their current fitness reports, which naturally did not fully comply with the legislation creating these awards, which had yet to be enacted. I have therefore to request that the fitness reports at the time be considered the original recommendations, and that these reports be considered supplementary, to comply with the legislation subsequently enacted.

9. Subject to the Department's approval I recommend that copies of this letter, with the portions appropriate to the several officers, be filed with their respective records. I inclose copies for this purpose.

ROY C. SMITH