

UNITED NATIONS
GENERAL
ASSEMBLY



✓
1
Distr.
GENERAL

A/4088/Add.6
2 March 1959

ORIGINAL: ENGLISH

Fourteenth session

INFORMATION FROM NON-SELF-GOVERNING TERRITORIES:
SUMMARY AND ANALYSIS OF INFORMATION TRANSMITTED
UNDER ARTICLE 73 e OF THE CHARTER. REPORT OF
THE SECRETARY-GENERAL

Pacific Territories

GUAM^{1/}

^{1/} In accordance with General Assembly resolution 1332 (XIII) this summary is also submitted to the Committee on Information from Non-Self-Governing Territories.

NOTE: The following symbols are used:

Three dots (...)	data not available
Dash (-)	magnitude nil or negligible
Slash 1948/1949	crop or financial year
Hyphen 1948-1949	annual average

/...

GENERAL INFORMATION

Guam has an area of 209 square miles (541 square kilometres). It is of volcanic origin, in the typhoon belt of the Western Pacific, and is the largest and most populous of the Marianas Islands. In the south, the terrain is mountainous, while the northern part is a plateau with shallow fertile soil. The central part, with the capital of Agana, is undulating country. The island's natural resources are limited to cultivable land and the products of the sea. The United States of America has established a naval and an air force base on the island.

The inhabitants are called Chamorros. They are mainly descendants of the original inhabitants, Spaniards, Mexicans and Filipinos, who were brought to the island in the eighteenth century, and Americans, British, Chinese and Japanese who came later. The term Chamorro is also used for the primary language of a large part of the people. English is the official language.

The population totalled 25,168 on 31 March 1948, excluding military personnel and dependants. It rose to 32,822 on 30 April 1953 and to 37,568 on 30 June 1957.

	<u>Vital statistics</u> ^{2/}		
	<u>1947</u>	<u>1953</u>	<u>1956</u>
Birth rate per 1,000 population	52.0	60.8	60.6
Death rate per 1,000 population	11.6	11.9	6.6
Infant mortality, rate per 1,000 births	63.7	40.1	26.9

GOVERNMENT

Guam was under Spanish rule from the end of the seventeenth century until it was ceded to the United States of America under the Treaty of Paris in 1898, when the island was placed under the jurisdiction of the Secretary of the Navy. During

/ Birth and death rates are computed on total births or deaths that occurred in the Territory among the local population, excluding United States military and administrative personnel stationed in the area.

the Second World War it was occupied by Japanese forces; in 1944, United States naval administration was restored.

The administration of Guam was transferred to the Secretary of the Interior in August 1950. The Organic Act of Guam (U.S. Public Law 630) established Guam as an unincorporated Territory of the United States. Guamanians were given United States citizenship and internal self-government was introduced.

The Act provides for three branches of civil government: executive, legislative and judicial. The "Guam Legislature" is unicameral and consists of not more than twenty-one members elected biennially. It has powers to legislate in all local matters. The Legislature replaces the previous bi-cameral Guam Congress. The Congress of the United States reserves the power to annul laws enacted by the Legislature; should the Congress fail to annul any such law within one year of the date of its receipt, the law is deemed to have been approved. The Congress does not usually exercise its power to legislate for Guam in matters affecting local administration, but it has on a number of occasions extended the provisions of its acts to Guam or enacted special legislation to serve a particular purpose. The Territory has no direct representation in Congress.

Every person over the age of twenty-one who is a citizen of the United States, who has established his residence in Guam for at least two years and who complies with the provisions of the Elections Code, is entitled to vote in any general election in the Territory.

The Executive Branch consists of the governor, appointed by the President of the United States for a period of four years. Guam is divided administratively into nineteen districts, each headed by an elected commissioner or mayor; a chief commissioner, appointed for a term of four years by the governor on the advice of the Legislature, serves as the direct administrative representative of the governor.

Prior to the enactment of the Organic Act, the judicial branch consisted of four types of courts: the court of appeals, the island courts, the justice courts and the police courts. The Organic Act vested judicial authority in the District Court of Guam. Appeals, which previously had gone to the Secretary of the Navy, may now be taken to the United States Court of Appeals for the Ninth

/...

Circuit and ultimately to the Supreme Court of the United States. The Legislature in 1951 continued the island and police courts and also provided for commissioner's courts, presided over by the commissioner of each municipality. A juvenile court was established in 1952 as a division of the island court. The judge of the District Court is appointed by the President of the United States for a four-year term. The judges of the other courts are appointed by the governor. Trial by jury was introduced in 1955 in felony and civil cases within the jurisdiction of the District Court.

The laws of Guam were codified in 1953. The old statutes were repealed and the new codes enacted into law.

Guam falls within the territorial scope of the South Pacific Commission and a delegation of Guamanians has participated in the work of the Conferences of South Pacific Peoples, which are convened at intervals of three years. The latest conference was held in 1956 in Fiji.

ECONOMIC CONDITIONS

General

The large number of military personnel stationed on the island during and after the war has had in many respects a profound effect on life in Guam. Shortly after the restoration of Naval Administration, the basic problem was stated as one of equipping the Guamanians to fit into the new and changed economy of their island.

Before the war, agriculture and animal husbandry were the primary support of the people. By 1947, the majority of the population were wage-earners employed by the United States Armed Forces, although the produce of small plots supplemented their earnings. A wage economy has replaced the original self-sufficient agricultural economy and the island is characterized by an economic environment which is largely of a service nature. In 1956 it was found that the total civilian payroll of the United States Navy installation available for the Guamanian economy, including local taxes, utility services and local personnel

/...

spending, was estimated at \$11.5 million^{3/} annually. This includes wages paid to Guamanians averaging \$3.5 million annually and naval purchases from local sources at \$500,000 annually. A substantial share of the payroll of the Air Force Base found its way into the local economy in a similar manner.

During the war, Agana, the capital of the island, and many of the northern coastal villages were destroyed and the population dispersed; coconut plantations and village holdings were damaged. The post-war years have been a period of rehabilitation and development. It has included the building of new homes to replace temporary structures, the construction of commercial buildings, the establishment of new enterprises and the expansion of existing ones. A special effort has been made to stimulate local food production. The establishment of private enterprises has been encouraged so as to develop a stable economy providing employment and tax revenues, should the level of military activity and expenditures decline.

A Planning Commission was established soon after the re-occupation to plan the rebuilding of Agana and to implement a relocation programme. The Commission later extended its activities to include damaged villages throughout the island. It was necessary to relocate and rehabilitate whole settlements of people who had been displaced because of the war or to make way for military installations. Furthermore, land registers had been lost and boundaries obliterated. An Office of Land Management was created in 1950 to solve these difficulties. At the same time, a Territorial Planning Commission was charged with the preparation of a comprehensive plan for the physical and economic land development of Guam. In 1951, the public domain available comprised approximately 30,000 acres.

As part of the reconstruction and development programme, the Guam Legislature adopted in 1951 a ten-year capital improvement scheme which envisaged the expenditure of about \$1.5 million annually out of territorial funds for the building of hospitals, schools, dispensaries and offices in villages, and other public works. This scheme has been implemented systematically by the Public

^{3/} The local currency is the United States dollar (US\$) which equals £0.7 sh., 1.71 d. (Sterling).

Works Department. The amount actually spent in subsequent years averaged over \$2.5 million annually. At present, concrete buildings, highways, stores, electric power, running water, sewerage systems, cinemas, service stations and similar facilities are found in the populated areas of the northern half of the island. The mountainous southern part is less affected by this modernization.

In the field of economic development, the Guam Finance and Development Agency was set up in 1951 to increase credit facilities, and to conduct research in and assist agriculture, industry, commerce, construction, housing and related pursuits. It operates with a revolving fund of \$900,000, of which not less than 40 per cent is reserved for agricultural loans. It has financed an experimental copra mill, which is under the supervision of the Department of Agriculture and has granted loans for such ventures as the purchase of cattle and hogs, the importation of chickens, the raising of crops, deep-sea fishing, the manufacture of bricks and the construction of commercial buildings and housing projects. The Guam Farm Finance Corporation was created by the Farm Finance Act of 1951 as a means of encouraging Guamanians to return to agriculture. It has a revolving fund of \$300,000 to ensure or guarantee the repayment of any agricultural loan made by national banks in the Territory. A Department of Commerce was established shortly after the introduction of civil government. Although there is a demand for various products which could be made locally, such as soap and cement, industrial growth has not progressed further than the manufacture of brickcrete and ceramics, bottling plants, ice plants and the production of oxygen and acetylene gas. Business, however, has expanded in many fields. In 1951, the policy was adopted of making Guam a processing and distributing centre for the Marianas.

Afforestation has been insufficient to support the production of lumber. To promote soil conservation, a programme of planting cover crops has been followed in recent years. Trees and shrubs have been grown to protect prime drainage areas. Except for the production of concrete aggregate (coral-limestone), no mineral deposits of commercial importance have been discovered.

LAND, AGRICULTURE AND LIVESTOCK

About one quarter (fifty-two square miles) of the total area of Guam is arable land, 40 per cent is pasture and meadow, 22.5 per cent forest and 13 per cent wasteland. In 1947, about 75 per cent of the land which had been under cultivation before the Second World War, was available for agriculture. The remaining area was either war-damaged or taken up by military installations. In 1951 it was reported that half the usable land was occupied for military purposes. An increase in the area of tilled land in later years was the result of the work of the Food Defense Council and the Department of Agriculture.

Local law, with remnants of former Spanish law, govern land tenure, which is based on private ownership; there is a tendency to leave land of a deceased head of a family undivided. The holding of land by non-Guamanians is governed by the Civil Code of Guam. Aliens cannot hold any interest in land and may not acquire land on lease for any period exceeding five years. United States citizens can acquire leases on privately owned land subject to approval by the island Government. Religious, educational and scientific organizations can hold title to land with the approval of the territorial Government.

The long-range programme of agricultural recovery planned in 1947 included: (1) extension of the agricultural education programme; (2) reservation of agricultural enterprises to Guamanians; (3) services to farmers through the Department of Agriculture and Fisheries; (4) assistance to farmers in insect and pest control, particularly control of leaf hoppers, root borers and the African snail; and (5) provision of liberal credit terms for agricultural projects.

This programme was hampered in its execution by the displacement of many farm families, the insufficiency of mechanized farm equipment, the high wage scale and opportunities in other commercial enterprises, the shortage of farm labour and the lack of private capital to finance farming. These problems have been overcome to a large extent by the setting up of a bulldozer and ploughing service available to farmers, the importation of labourers, the liberalization of credit through the Guam Finance and Development Agency and the Guam Farm Finance Corporation, the establishment of three demonstration and experimental farms and the guidance of the Agricultural Department's extension service.

Although it was apparent that Guam could not hope to develop an export agriculture, the quantity of agricultural products grown for local consumption almost tripled in the period 1947 to 1954, as is indicated in the following table.

Production trends in agriculture
(thousand pounds)

	<u>1947</u>	<u>1950</u>	<u>1952</u>	<u>1954</u>
Fruits and vegetables	1,350	1,515	2,271	3,339

Maize, sweet potatoes, taro, cassava, breadfruit and coconuts are grown for local consumption. The rehabilitation of the copra industry has not been entirely successful, although two copra mills were introduced by the Department in 1952 to interest farmers in their unproductive coconut groves. Trees have died, presumably through old age and lack of care. Damaged and depleted coconut areas are gradually being replanted.

More recent developments in agriculture include the organization of a farmers' co-operative by a group of poultry men in 1955. A co-operative law was passed by the Guam Legislature in June 1956 to provide a legal basis for such associations. This was followed in 1957 by a visit to Guam of a co-operative Officer of the South Pacific Commission, who confirmed the need for farmer co-operatives in the Territory. Also in 1956, a hydroponic farm was started as a private enterprise partially financed by the Guam Finance and Development Administration and with the technical advice of the Department of Agriculture. If successful, the farm will have a planted area of 30,000 square feet and will be capable of producing 700,000 pounds of vegetables annually. Rice planting was revived on a modest scale in 1953/1954 with good results. It was extended the following season to fifty acres with a yield of 1,500 pounds per acre. A comprehensive survey of the agricultural needs of the Territory was made by the United States Department of Agriculture during the period 1956/1957, in view of proposals made to extend to the island federal grants and programmes in this field. In 1956, the food needs of the population, including military establishments, still exceeded local production, and were supplemented by imports in the amount of \$16 million out of a total import value of \$22 million for the year 1955/1956.

/...

The giant African snail, brought to Guam during the war, was still a serious menace to agriculture in 1957, notwithstanding the introduction of the predator snail *Gonaxis* and other measures such as poisoning and fencing.

Large sections of the island are rough and arid land, suitable for grazing only. At the end of 1947, the number of cattle and buffaloes was reduced to slightly over 40 per cent of the pre-war total, the number of hogs to 33 per cent and of poultry to 20 per cent.

The policy adopted in early pre-war years of importing pure-bred hogs and cattle for breeding purposes has had favourable results, as is shown in the following table:

	<u>Number of livestock</u>		
	<u>1947/1948</u>	<u>1953/1954</u>	<u>1956/1957</u>
Cattle	2,546	6,136	...
Buffaloes	580	850	...
Hogs	3,768	11,895	...
Poultry	30,317	171,840	...

By 1957, egg production had become the most important source of agricultural income. In that year, the Department of Agriculture began an experimental dairy project and the Legislature provided \$10,000 for the importation of dairy cattle for sale to farmers.

FISHERIES

Fishing is confined to within-reef fishing, and the local catches remain below local demand. The catch totalled 300,000 pounds in 1947; 376,000 pounds in 1953/1954; and 405,000 pounds in 1955/1956. An attempt to start tuna-fishing on a commercial scale was discontinued in 1956 because of the lack of trained crews and of dry-dock facilities.

Fish farming is used to supplement food supplies. The Tilapia Mossambica, a fresh to brackish water fish, popular in South-East Asia, was introduced in 1954. Plantings in reservoirs and ponds flourished and by 1956 some 6,000 *Tilapia* fingerlings had been distributed among 120 pond owners.

/...

A fisheries officer of the South Pacific Commission made a survey of the fishing industry in 1955. The following year, a Guamanian fish warden attended a thirteen-week training course given by the Food and Agriculture Organization of the United Nations and the South Pacific Commission in New Caledonia.

POWER

Electric power on the island is derived from fuel-generating plants. Under an agreement made in 1950, and revised in 1954, between the United States Departments of the Interior and the Navy, the Government of Guam has control of power distribution facilities. A separate Public Utility Agency was created by the Guam Legislature in 1952 and was made responsible for the operation of water, power and telephone utilities. The extension of electric power facilities to all population centres has been one of its major programmes; the Legislature in 1952 appropriated \$1 million for the installation of new generators. The number of power consumers increased from 1,443 in 1951 to 3,631 in 1954 and 6,121 in 1957, when over 75 per cent of the extension programme had been completed.

TRANSPORT AND COMMUNICATIONS

In 1947, Guam was a closed port under military jurisdiction. There were five military airfields at which civil aircraft were permitted to land. The island had eighty miles of main roads, sixty miles of secondary roads and several miles of minor roads. Radio and telephone facilities were under military control, with the local population being permitted to lease wire services.

The network of roads has been gradually extended and rebuilt in the course of the last ten years at an annual rate of approximately ten miles of village streets (graded and paved), six miles of secondary and three miles of asphalt surface roads.

In 1951 the civilian Government assumed responsibility for the operation of a small telephone exchange in Agana. In 1955 an automatic exchange system capable of serving 1,600 telephones was put into operation.

/...

Buses and taxi cabs are used for local transport. Excluding government vehicles, 14,389 motor vehicles were licensed during the 1957 fiscal year.

Shortly before the introduction of civil government in Guam, a commercial port, Apra Harbour, was opened in March 1950, with 20,000 square feet of warehouse space and 1,200 lineal feet of dockage. The management of the port was set up as an independent operating agency. The dock facilities have since been systematically enlarged and improved to meet the requirements of increasing trade. By 1957, the covered warehouse area had been increased to 110,400 square feet and the dock-frontage to 2,400 feet, which enables the port to berth three large cargo vessels simultaneously. In 1957, Guam was a port of call for two shipping lines, one with an average of eighteen calls a year and the other with seventy-two calls a year. The Pacific Micronesia Lines, which supplies, inter alia, the Trust Territory of the Pacific Islands, has its home port in Guam.

PUBLIC FINANCE

Under the naval administration, revenues were mainly derived from an internal revenue tax, a personal tax, trade and licence fees and a general gross sales tax. Federal grants averaging \$1 million annually assisted the island to meet expenditures until the fiscal year 1951/1952. With the passing of the Organic Act in 1950, the income tax laws of the United States became applicable in Guam, and all custom duties and federal taxes derived from Guam were paid into the treasury of the Territory. The income tax does not apply to gross income from agricultural produce and fishing. It has become the principal source of revenue.

Revenue and expenditure
(thousand dollars)

	<u>1947/1948</u>	<u>1952/1953</u>	<u>1956/1957</u>
Revenue	3,392	9,990	10,017
Expenditure	2,430	10,336	11,307
Main heads of revenue:			
Licences, permits, customs and excise	1,822	1,092	1,136
Income tax	-	7,532	6,485
Federal grant	1,570	-	-
Main heads of expenditure:			
Public works	695	708	714
Agriculture	136	276	130
Public health	226	1,724	1,737
Education	451	1,738	2,347

INTERNATIONAL TRADE

Private imports were revived in 1947. The main items, mainly from the United States, were foodstuffs, building materials, hardware, clothing and textiles.

Exports of local products were of little consequence up to 1948, when \$888,000 worth of surplus military supplies and salvage were exported. Copra was exported on a modest scale in 1951 (349 tons). Scrap metal and surplus materials were the most important items in the export statistics for several years.

The deficit in the balance of payments is to be considered against the background of the Territory's service economy.

Imports and exports
(thousand dollars)

	<u>1947</u>	<u>1952/1953</u>	<u>1956/1957</u>
Imports	6,803	19,650	24,355
Exports	-	3,057	5,522
Principal imports:			
Foodstuffs (including beverages)	...	8,918	...
Raw materials and fuels	...	899	...
Machinery and transport equipment	...	4,631	...
Other manufactured goods	...	4,391	...

/...

Direction of trade
(percentage of total value)

		<u>1953/1954</u>	<u>1956/1957</u>
United States:	Imports	87.3	84.9
	Exports	17.0	15.7
Japan:	Imports	7.3	5.6
	Exports	25.6	32.8
Trust Territory:	Imports	1.5	2.1
	Exports	55.2	33.5

SOCIAL CONDITIONS

Human rights and fundamental freedoms are guaranteed in the Organic Act of Guam by a bill of rights which is a paraphrase of the Bill of Rights in the Constitution of the United States of America.

The shortage of permanent housing has been a serious problem which is being gradually solved. A sound medical organization has come into existence in the past decade, built around the new central hospital in Agana. It brings the doctor to the villages at regular intervals. The system of water supply has been extended to many outlying villages.

LABOUR AND EMPLOYMENT

The majority of wage-earners in Guam work for military establishments, for contractors to the armed forces or for the Government of Guam. Others are employed by private business or work independently on farms.

Since there is a shortage of both skilled and unskilled labour, workers have been recruited from Hawaii, the United States, the Philippines and other Pacific areas. From the Philippines, 15,000 to 17,000 workers were brought to Guam on one-year contracts during the period 1951 to 1953; they are required to leave on the termination of their employment.

/...

A wage scale for all government employees was adopted in January 1951, and in May 1951 the Guam Legislature enacted the Personnel Law, which established a merit system for this group. Guamanians are given preference over United States or foreign personnel in government service. Of 1,740 government employees in mid-1952, 167 were recruited outside the Territory; the corresponding figures for mid-1957 were 2,180 and 155.

In 1957, there were 8,176 wage-earners and 568 farmers working their own land. The average hours of work are eight hours a day, forty hours a week. A government employment service assists private employers and government agencies in recruiting labour.

Though employers' and workers' organizations are not prohibited, there are no labour unions. No labour problems have arisen calling for the use of arbitration and conciliation machinery.

In-service training schemes for Guamanians exist at the military establishments.

STANDARD OF LIVING

An annual cost of living survey was started in 1953 based on interviews with 100 Guamanian families of five persons. In March 1957, the annual cost of living per family was \$2,922.77, which included food, clothing, medical care, housing and furnishings, transportation, recreation and miscellaneous expenses.

TOWN AND RURAL PLANNING AND HOUSING

Following the re-occupation, an emergency housing programme was put into effect by the Naval Administration, and at the end of 1947 about 3,960 temporary structures were available to displaced Guamanians. Under this programme, ten new villages were established; planning was not always adequate, lots were often small and roads narrow. Quonset huts were used for offices, public buildings and living quarters.

In 1950, the development plans for the towns of Agana and Agat had been completed. The redevelopment of Agana was retarded because the new lots drawn

/...

in the town plan were under multiple ownership. By mid-1952, consolidation procedures had progressed to the extent that 40 per cent of the lots were under single ownership. In other parts of the island there was generally enough government land for the provision of house lots and homesteads. Home mortgage loans insured by the Federal Housing Administration have been available to home builders since 1952. Notwithstanding this provision, the replacement of the post-war temporary dwellings of the Guamanian population by permanent housing did not progress as fast as originally envisaged. By 1957, the situation had improved and permanent housing was being constructed. Private firms have built several housing estates for sale or for rent. Building, zoning and subdivision regulations have been adopted for all population centres.

SOCIAL SECURITY AND WELFARE

According to local custom, the aged, the indigent and orphans are cared for by their families. There is no separate agency for social welfare. Nevertheless, certain provisions have been necessary. The Director of Finance acts also as Director of Welfare. The welfare policy of the Government provides that no resident shall be without proper food, clothing and shelter. Welfare work is done by a private organization on contract as a joint venture, whereby the private agency contributes \$1 for every \$3 given by the Government. In 1957, the number of persons who received aid was 327, of whom 74 per cent were children. For direct assistance \$37,000 was expended (98 per cent for food).

A Civil Service Retirement and Disability Fund exists for full-time government employees. In March 1956, a bill was enacted which provides survivors' benefits to the spouse and minor children who survive female government employees or annuitants.

Following a typhoon in November 1949, the national chapter of the American Red Cross authorized the expenditure of \$150,000. The Red Cross, in 1951, also trained thirteen persons from nine villages as social welfare workers.

A workmen's compensation law came into effect on 1 August 1952 and by mid-1953, 4,757 employees were covered by this law.

/...

PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

Sixteen hundred and two cases of misdemeanours and felonies, excluding military offences, were reported to the police in 1947 and prepared for prosecution.

During 1956/1957, 1,003 misdemeanours and felonies were processed, a 3.1 per cent decrease below the 1956 figures and 20.2 per cent below 1955/1956. Of these, 374 involved major offences and reflected a 14.7 per cent decrease from the 439 major offences reported in 1956. This downward trend was attributed to a decrease in burglary, larceny and robbery cases.

The Juvenile Court dealt with 147 cases during the following fiscal year. In most cases, juvenile delinquents are referred to juvenile officers for supervision. A juvenile home where recreational and educational facilities are provided, was opened in July 1955. In 1957, twenty-three juveniles were placed in the home for rehabilitation.

The monthly prison population in 1948 averaged thirty-five; in 1953 this figure ranged between thirty-four and fifty-seven; in 1957 the average was forty-one. Prison labour was used for repairing departmental sub-stations in villages and for work in other departments. Prisoners receive training in mechanical, electrical, clerical, radio and carpentry work. The rehabilitation programme for prisoners was extended in 1957 with the institution of vocational training in arts and crafts.

A probation officer was appointed for the first time in 1952.

PUBLIC HEALTH

The central hospital for civilians in Agana was destroyed as a result of military action in 1944. It was replaced by the Guam Memorial Hospital consisting of a number of temporary wooden structures with a capacity of 300 beds and staffed by twelve naval medical officers. Fourteen dispensaries were established, approximately one in every village, each staffed by a Guamanian graduate of the pre-war School of Nursing. Following the re-occupation,

/...

an island-wide campaign was conducted to combat chronic diseases and parasitic infections and a comprehensive public health programme was organized, with monthly visits to the homes of Guamanians by the public health nurses. Child health (including ante-natal and post-natal care) received special attention. There was wide-spread malnutrition among children. The high death rate of 250 per 100,000 in 1947 led to a survey on the incidence of tuberculosis. Typical tropical diseases, such as malaria, dysentery, filariasis, are practically unknown, except for yaws, which was brought under control during an island-wide campaign in 1947.

With the establishment of civilian government, the various medical activities were brought under a Department of Medical Services, comprising the Guam Memorial Hospital, the Public Health Service and a division of administration.

The ten-year capital improvement scheme of 1951 envisaged the construction of a new Guam Memorial Hospital on a permanent basis. Priority was given to a 160-bed tuberculosis wing, which was opened in 1955. The hospital construction programme was completed in 1957 at a cost of \$5.6 million from local government funds and includes typhoon-proof buildings with a total capacity of 321 beds.

As tuberculosis had been a prime health problem for many years, a programme for the detection and control of the disease was organized in 1952. A mobile X-ray unit was acquired and a survey of the entire population conducted during 1952/1953. Of more than 10,000 people X-rayed, 4.9 per cent had tuberculosis in various stages. By 1954, tuberculosis had moved from first place to third in the leading causes of death and by 1956 the tuberculosis death rate was the same as in the United States. A special effort has also been made in the field of maternity and infant care; a programme to educate expectant mothers and to provide ante-natal and post-natal care was initiated in 1951. The following year, the village dispensaries were transformed from first-aid stations into public health units, open to the public several hours each day. In 1955 doctors began to function on the village level in monthly community clinics. A school dental health programme, jointly sponsored by the local chapter of the Red Cross and the Government, was put into operation in May 1950.

The Guam Legislature approved the first complete Health and Sanitation Law in August 1956. Under the ten-year capital improvement programme, funds have

/...

been appropriated annually for the expansion of the water system to all centres of population and by 1957, 75 per cent of this extension scheme had been completed.

A School of Medical Practitioners, established by the Navy, offered a four-year course. In 1947, forty-nine Pacific islands students were enrolled, of whom seven were from Guam. The rest were from the Trust Territory of the Pacific Islands under United States administration. The School of Dental Practitioners, also established by the Navy, had a four-year course open each year to ten students from the Trust Territory, Guam and American Samoa. The Guam School of Nursing, with a three-year course, had seventy-five students in 1947. When civilian Government was introduced in 1950, the School of Nursing was transferred to the Department of Medical Services, the practitioners' schools were discontinued the next year and the students were transferred to the Medical School at Suva, Fiji. The nursing school was closed in 1952 pending the opening of the new hospital. A refresher course for public health nurses was held in 1955.

The civilian Government has been faced with the problem of recruiting well-qualified physicians and nurses. Better housing and service conditions have led to an improvement in the situation. Availability of specialists from the United States Naval Hospital, Guam, on a part-time basis, has made possible clinics in neuro-psychiatry, ophthalmology and dermatology, which together with established clinics in the Guam Memorial Hospital, furnish a complete curative medicine programme.

A team of United States Public Health Service experts made a survey for the improvement of health and medical services in 1957.

/...

Medical and health staff

	<u>1947</u>	<u>Number</u>		<u>1956/1957</u>	
		<u>Govt.</u>	<u>Private</u>	<u>Govt.</u>	<u>Private</u>
Physicians	19	13	4	...	7
Dentists	...	2	3	...	...
Nurses (senior trained and certificated)	41	98		...	...
Midwives (senior trained and certificated)	...		22	...	20
Sanitary inspectors	...	8	...	...	...

Institutions

	<u>1947</u>	<u>Number</u>		<u>1956/1957</u>	
		<u>1952/1953</u>			
General hospitals	1 (388 beds)	1 (180 beds)		1 (161 beds)	
Dispensaries	14	16		17	
Mobile units		1		...	
Specialized units (tuberculosis)	...	1 (171 beds)		1 (160 beds)	

EDUCATIONAL CONDITIONS

During the period of naval administration, a Department of Education was responsible for public education. It had a Board of Education, charged with the formulation of policy, consisting of seven members, two appointed by the Guam Legislature, three elected at large and two appointed by the Governor from the armed forces. The Department was headed by a Director. No basic change in this organization occurred with the introduction of civil government in 1950. Two years later, the Guam Legislature enacted a new education code, setting forth general standards for teachers, students and texts. The Organic Act had made education compulsory for children between six and sixteen. The code stipulated that education in public schools should be free.

English is the medium of instruction. The majority of the school buildings were destroyed or damaged on re-occupation of the island by the United States

/...

armed forces. In the immediate post-war years, twenty-one elementary schools and one high school were rebuilt, mostly as temporary structures. The ten-year capital improvement plan of 1950 provided for the replacement of the temporary facilities (often quonset huts) by reinforced concrete structures. By June 1956 seven of the twenty elementary schools were housed in permanent buildings.

The supply of Guamanian teachers after the re-occupation was inadequate. No formal licensing of teachers had been instituted. The average Guamanian teacher at that time was a high school graduate who had attended a four weeks "Teacher Institute" each summer since the start of his career. United States-trained teachers and administrators were engaged to fill positions in which fully trained personnel were most needed. Of 212 teachers in elementary schools in 1947, 190 were Guamanians.

Among the steps taken to improve the situation were the establishment in 1946 of a normal school (one year of college-level training), the replacement of the Teacher Institute by a summer session of six weeks conducted in Guam by the University of Hawaii and the sending of Guamanian students to teachers' colleges in Hawaii and the United States. An arrangement made in 1952 with the University of California provided for the in-service training of Guamanian teachers. The supply of teachers was hampered also by the level of the salaries offered. Some amelioration was brought about by legislative action in 1956.

The increasing number of local teachers and the enforcement of a code of certification of teachers in public schools gradually led to an improvement in the quality of teachers. Yet, in mid-1957 the recruiting of enough qualified teachers for the growing school population was still difficult.

The proportion of school enrolment to the population of school age was 90 per cent in 1947; this figure rose to 97 per cent in 1952. The pupil to teacher ratio was forty-four to one in 1947 and thirty to one in 1951; it remained at approximately this level in the following years.

A programme of vocational education was initiated in 1950. This was limited to agricultural courses and vegetable gardens in the elementary schools; on the high-school level, in-office practice, electricity and metal working were also given. A Guam Vocational School was established in 1952, offering eight to ten

weeks' courses for adults, while in the same year a vocational day-trades programme was initiated, providing courses in automobile engineering, carpentry, typing, electrical wiring and radio repairs. Guam became eligible for federal aid for vocational education under an act of the United States Congress passed in 1956.

Until 1952, the educational structure had been limited to elementary schools and one high school. In that year, a private school began offering two-year courses at the junior college level. A territorial college primarily designed as a junior college for teacher training was also established in 1952. Its curriculum was expanded in the following years so as to include standard college courses and business courses, as well as adult and vocational classes. It is envisaged that eventually the college will become an educational centre for the South Pacific, offering a degree based on a four-year college course.

Scholarships are available for higher studies in the United States and Hawaii. A Government Student Loan Fund was established in 1951. In 1957 it made forty-one loans in totalling \$34,150.

	<u>Schools</u>				
	<u>1947</u>	<u>1953/1954</u>		<u>1956/1957</u>	
		<u>Public</u>	<u>Indep.</u>	<u>Public</u>	<u>Indep.</u>
Primary	20	21	5	20	...
Secondary	1	1	2	1	...
Vocational	-	1	-	1	-
Higher education	-	1 ^{a/}	1 ^{b/}	1	1

a/ Territorial Junior College.

b/ Father Duenas School two-year course at junior college level.

/...

<u>Schools</u>	<u>Pupils</u>		
	<u>1947</u>	<u>1953/1954</u>	<u>1956/1957</u>
Primary	7,690	9,432	9,621
Secondary	771	1,926	1,996
Vocational	-	456	...
Teacher training	25	...	...
Higher education:			
- in the Territory	-	246	478
- in the metropolitan country or elsewhere	58	...	...

<u>Schools</u>	<u>Teachers</u>		
	<u>1947</u>	<u>1953/1954</u>	<u>1956/1957</u>
Primary	212	303	...
Secondary		69	78
Vocational	-	13	...
Higher education	-	14	...

CULTURAL INSTITUTIONS AND MASS COMMUNICATIONS

The Nieves M. Flores Memorial Library which has a book collection of over 22,000 became a separate department of the Government in 1954. In the same year, a Guam Museum was opened. The high school library has 11,000 volumes.

The Territory's newspapers are the Guam Daily News and the Territorial Sun, published in English, and the Unatuna Si Yunus, a weekly issue in English and Chamorro.

The island has about sixteen permanent cinemas. Several filmstrip projectors are used for educational purposes. The Guam Radio Broadcasting and Television Station broadcasts radio programmes for about 126 hours a week. There were approximately 2,500 radio receivers in 1954.
