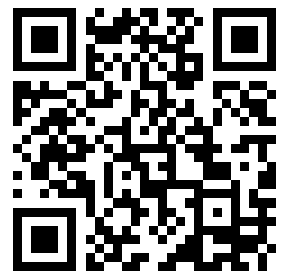


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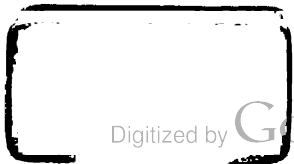
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U.S. Office of Naval Operations  
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REPORT TO

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UNITED NATIONS

on

GUAM, AMERICAN SAMOA

AND OTHER ISLAND POSSESSIONS ADMINISTERED

BY THE NAVY DEPARTMENT

(OPNAV-P22-100)

JULY 1946

Prepared By:

Assistant Chief of Naval Operations (Island Government)



INDEX  
G U A M

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	<u>Page</u>
<b>I. GENERAL INFORMATION</b>	<b>1</b>
Geography	
History	
People	
<b>II. ADMINISTRATION AND PUBLIC FACILITIES</b>	<b>3</b>
Status	
Administration	
Legislative	
Judiciary	
Financial	
<b>III. SOCIAL CONDITIONS</b>	<b>8</b>
Civil Rights	
Health and Sanitation	
Labor	
<b>IV. EDUCATION</b>	<b>10</b>
Educational Policy	
Organization and Administration	
School Budget	
Teaching Personnel	
School Facilities	
Curriculum	
Opportunities for Higher Education	
Adult and Vocational Training	
Cultural Institutions	
Special Problems	
Statistical Data	
<b>V. ECONOMICS</b>	<b>13</b>
Natural Resources	
Agriculture	
Fishing	
Industry	
Trade	
Trade Statistics	
Balance of Trade	
Bank of Guam	
Public Works	
Communications	
Transportation	
<b>VI. PICTORIAL SUPPLEMENT</b>	<b>16</b>



# AMERICAN SAMOA

	<u>Page</u>
I. GENERAL INFORMATION	29
Geography	
History	
People	
II. ADMINISTRATION AND PUBLIC FACILITIES	30
Status	
Administration	
Legislative	
Judiciary	
Financial	
III. SOCIAL CONDITIONS	35
Civil Rights	
Health and Sanitation	
Labor	
IV. EDUCATION	37
Educational Policy	
Organization of Educational Administration	
School Budget	
Teaching Personnel	
School Facilities	
Curriculum	
Opportunities for Higher Education	
Adult and Vocational Training	
Special Problems	
Statistical Data	
V. <u>ECONOMICS</u>	40
Natural Resources	
Agriculture	
Trade	
Foreign Trade	
Bank of American Samoa	
Public Works	
Communications	
Transportation	
VI. PICTORIAL SUPPLEMENT	43

## OTHER ISLAND POSSESSIONS

I. GENERAL INFORMATION	55
------------------------	----

## CONCLUSIONS

I. POLICY FOR THE FUTURE	56
--------------------------	----

# G U A M

## I. GENERAL INFORMATION

Geography - Guam lies at the southern-most end of a chain of islands, called the Marianas, which are situated between the 13th and 20th parallels of north latitude, and along the 145th meridian east of Greenwich. Seventeen islands make up this group which extends in a line almost north and south for 420 miles.

Guam is the largest and most populous of the Marianas. With an area of 225 square miles, it is about 30 miles long and from 4 to 8-1/2 miles wide. It lies about 5100 miles from San Francisco; 3340 miles from Honolulu, T.H.; 1500 miles from Manila; and 1350 miles from Yokohama.

It's climate on the whole, is pleasant. The northeast and east-north-east trade winds prevail from December to May, during which time there is comparative little rain. The southwest monsoon blows at more or less frequent intervals, influenced by the typhoons, from June to November, bringing heavy rains. The average yearly rainfall is 69.13 inches, 65% of which falls in the two months of July and September. The hottest months are May and June. The minimum temperature is about 70 degrees and the maximum about 91 degrees. Guam is in the typhoon belt of the Western Pacific, and is occasionally visited by severe storms.

All of the islands are of volcanic origin, but Guam and the other southern islands of the chain have been inactive for a long time. The southern part of Guam is high and mountainous with a range of hills along the west coast from 700 to 1300 feet high. Numerous small rivers and their tributaries rise in this ridge and empty into the sea on the east coast. The northern part of the island is a plateau, ranging from 200 to 600 feet in elevation, with only a few small brooks near Mount Santa Rosa on the northeast coast.

The rapidity of jungle growth over most of the island makes constant clearing necessary. In the northern part, the soil though fertile, is very shallow.

History - Guam was discovered on March 6, 1521 by Magellan while on his voyage around the world. He named the whole island group "Landrones".

The Manila galleons sometimes touched the island on their voyages to and from Acapulco but no attempts at colonization were made until 1668. On June 15 of that year Spanish Missionaries landed on Guam with the intention of converting to Christianity the natives of the entire group which was renamed the Marianas in honor of Maria Ana of Austria, Queen of Spain.

On the arrival of the Missionaries, churches and a school were built and the work of converting and baptizing the natives commenced. At first hospitable and peaceful, the natives soon turned against the Spaniards and several priests and soldiers met death at their hands. Wars and rebellion were constant from 1670 to 1696 at which time the island was subjugated. During this period the natives were compelled to abandon their previous homesites and were gathered into villages, the principal one of which was the town of Agaña. Also, the populations of Tinian, Saipan and the northern islands were brought to Guam and there re-settled where they could more easily be controlled.

After the subjugation, the Marianas were made a part of the government of the Philippines. For a while they enjoyed trade with the Philippines and Mexico but with the loss of the American colonies, Spanish trade in the Pacific gradually dwindled until Guam was practically cut off from commercial intercourse save for an occasional ship from the Philippines. During this period the island was used as a penal colony for Filipino convicts.

During the Spanish-American War, Guam was captured by the U.S.S. Charleston on June 21, 1898, under the command of Captain Henry Glass, U.S.N.

Guam was ceded to the United States by the Treaty of Paris, which terminated the war with Spain, and has remained a possession of the United States ever since.

Between the two World Wars the remainder of the Marianas Islands were governed by Japan under a League of Nations mandate.

On December 23, 1898 President McKinley issued an Executive Order placing Guam under the control of the Navy Department. A senior Naval officer is commissioned by the President as Governor of Guam.

People - The natives of Guam are called Chamorros. The origin of the ancient Chamorros is obscure, but it is probable that they were a group that became detached and isolated in the Marianas Islands from the Prot-Malays in their migration eastward from the mainland of Asia. The main part of this people are the Polynesians that now exist in Hawaii, Samoa, New Zealand, and other Pacific Islands.

During the conquest (1670 - 1696), and the pestilences of later years, many of the native men died, and as a result the present Guamanians are principally descendants of the Spanish, Mexican, and Philippine soldiery who were brought to Guam for conquest, and of the American, British, Chinese, and Japanese who came later. It is probable that no pure-blooded Chamorro exists in Guam today.

The oldest known book upon the early history of Guam states the population in 1668 to have been about 50,000 but this number appears to be an exaggeration.

Despite the forced immigration from other islands, the population was reduced by wars, storms and pestilence so that in 1710, when the first official census was taken there were but 3,678 persons remaining on the island. In 1855 the Spanish Government reports that of the original 50,000 Chamorros only 600 remained and that the balance of the population was comprised of citizens of mixed Chamorro-Spanish-Filipino-Mexican blood.

The first census taken by the Naval administration in 1901 indicates a Guamanian population of 9630. A vigorous campaign was initiated in the field of public health and sanitation which bore fruit to the extent that in 1941 the Guamanian population had increased to 22,000. As of March 1946 the population of Guam totaled 23,136 comprised as follows:

Guam males (16 years and above) .....	5796
Guam females (16 years and above) .....	6484
Guam children (Males - 15 years and under) .....	5348
Guam children (Females - 15 years and under) .....	5070
Japanese and part Japanese - Males .....	148
Japanese and part Japanese - Females .....	160
Japanese and part Japanese - Children .....	69
Hawaiian - Male .....	1
American - Males .....	38
Filipinos - Males .....	3
Marshallese - Males .....	2
Samoans - Males .....	6
Gilbertese - Male .....	1
Saipanese - Males .....	2
Rotanese - Females .....	6
Rotanese - Male .....	1
Danish - Male .....	1
Yap - Chamorro - Males .....	3
Yap - Chamorro - Females .....	1
Carolinian - Females .....	6
	<hr/>
	23136

The official language of Guam is English and all the Guamanians are conversant therein although they continue to use the ancient Chamorro tongue.

## II. ADMINISTRATION AND PUBLIC FACILITIES

Status - Guam is classified as an unorganized United States possession. It was captured by the U.S.S. Charleston on June 21, 1898 and was ceded to the United States by Spain by the Treaty of Paris. President McKinley on December 23, 1898 issued an Executive Order placing the island under the control of the Navy. A senior Naval officer is commissioned by the President as Governor of Guam, and the same officer is ordered by the Secretary of the Navy as Commander, Marianas Area and Island Commander, Guam. The inhabitants of Guam are nationals of the United States.

Administration - The organization of the Naval Government is as follows:

Attorney-General. The Department of Law has cognizance of all legal matters in which the Naval Government of Guam is interested. It has cognizance of all matters pertaining to public prosecution. For this purpose the Island Attorney, Deputy Island Attorneys, and all attaches or employees of the Island Attorney's office, form the prosecution division of the Department of Law and are placed under the jurisdiction of the Attorney General.

### The Judiciary Department.

1. Maintains all courts prescribed by the laws of Guam.
2. Compiles and preserves all court records.
3. Conducts all criminal and civil cases involving civilians on all actions coming within the jurisdiction of the courts.
4. Enforces the judgments of Guam Courts and all the laws of Guam.

### The Department of Education.

1. Provides and maintains elementary and secondary schools of high standard for all children living on Guam.
2. Provides and maintains vocational and trade schools for those who have qualified for advanced training. These schools offer training in agriculture, business, mechanics, carpentry, automobile repair, and related subjects.
3. Conducts Teacher's Institutes annually.

The Department of Health. The Department of Health has supervision of:

1. Public Health and Sanitation.
2. Supervision of the Naval Medical Center.
3. Maritime quarantine station and of domestic quarantine.
4. The epidemiological unit for insect and rodent control.

The Department of Internal Affairs. Functions to plan an integrated economy providing for the coordinated development of business, industry, labor and agriculture for the island. The Department authorizes business enterprises and industrial plants, operates the agriculture experimental farm, conducts experiments for the improvement of livestock for sale to private holders, and the promotion of fishing activities.

The Department of Public Works. The Public Works Department is responsible for:

1. Supervision of all civilian engineering work, construction and design, including certain roads, and trails.
2. Maintenance and operation of public utilities such as Guam Bus Lines and Guam Ice Plant.
3. Maintenance and operation of public utilities and facilities in native villages.
4. Inspection of all construction projects, mechanical and electrical installations for compliance with building code and safety precautions.

#### The Department of Civil Police.

1. This organization is the Island Police Force for all areas external to the boundaries of military reservations.
2. The Central Police Station is in Agana with outstations in native villages, with highway motor patrol cars fitted with radio receivers and transmitters which maintain constant touch with Central Station.
3. This department also maintains and supervises the Civil Jail which also functions as the Island Prison.

#### The Fire Marshal.

1. The Fire Marshal is charged with the fire prevention and fire protection for the Island, assisted by local fire departments in Naval Bases and Army Bases.
2. The Fire Marshal insures by frequent inspections conformance with the Fire Regulations insofar as construction of buildings, safety precautions, and fire fighting equipment is concerned.

The Department of Records and Accounts. Record and Accounts Department functions as Island Treasurer and is responsible for:

1. Collection of internal revenue and accounting therefore, including tax and revenue investigation.
2. Issuing licenses, collections and accounting therefor.
3. Operation of Bureau of Customs and Immigration.
4. Procurement, storage, issue and accounting for all materials and supplies used by the Naval Government.
5. Accounting and collection for Naval Utility enterprises.
6. Depository for land registration and vital statistic records of the Naval Government.
7. Disbursing agent for Naval Government revenues.
8. Property custodian for the Naval Government.

#### The Land and Claims Commission.

1. Administration of Guam Meritorious Claims Act - Public Law 224, Claims for loss or damage to real and personal property and for injury and death, caused by the war are received and adjudicated. To date there are 2841 claims in the total amount of \$7,859,770.55 for loss and damage to real and personal property and 310 injury and death cases on file with the Commission.
2. The Commission functions as the real estate agency for the Governor of Guam.

#### The City Planning Commission.

1. As the rehabilitation and post-war military development of Guam involves a major rebuilding and relocation program, the Planning Commission was provided to prepare plans for rebuilding Agana, which has now been extended to include new villages, new houses and new sites necessary to make the Island a community equipped and settled in accordance with modern principles of construction, comfort, convenience and economic utility.
2. The commission studies and plans for communities suitably zoned for economic operation with houses and buildings designed and located for maximum convenience and comfort with regard to natural resources, terrain and climatic conditions.
3. These plans are used as the basis for public construction and made available to the native population as a guide with the minimum of coercion to insure compliance with fire prevention, sanitation and typhoon protection.

The Bank of Guam. The Bank of Guam is a branch of the Naval Government of Guam which conducts general banking business, including:

1. U.S. Government Depository accepting deposits for the account of the U.S. Treasury.
2. Commercial and Savings Accounts.
3. Issuance of Bank Drafts, Cashier's Checks and Travelers Cheques.
4. Cable transfers.
5. Loans.
6. Discounts and Commercial Letters of Credit.
7. Services in connection with Trustee and Guardianship accounts.

The United States Post office. The Guam Post Office operates under the regulations of the United States Post Office Department.

Commissioners of Guam. There is one commissioner for each municipality on Guam. The commissioners are appointed by the Governor of Guam to serve during his pleasure and on a salary determined by the Governor. Consideration is being given to the matter of having these commissioners elected by the citizens of each municipality. These commissioners are the direct representative of the Governor in each municipality and are advisory and informative agents. The only other power that they exercise is a police power in connection with violation of sanitary regulations.

American citizens and Guamanians are appointed by the Naval Governor to positions with the Naval Government based on qualifications for the particular position. Apprentice training system prevails in Naval Station Shops.

Legislative - The Guam Congress is composed of House of Council and House of Assembly. All members are elected by popular vote by qualified voters in their respective municipalities. Suffrage is open to all citizens of Guam without regard to race, color or sex who have attained 21 years of age and are of sound mind and not under sentence for a felony. One councilman is selected for each municipality regardless of the population within the municipality. One assemblyman is elected for each district within the municipality. Assemblymen are thus based on population, roughly one for each 1,000 population. Councilmen are elected for four years; Assemblymen for two year periods. The members of the present Guam Congress are those who were in office at the time of the Japanese invasion.

In a recent referendum the native population of Guam have indicated their desire for a general election to be held in July 1946 on the basis of the population distribution resulting from relocation of the population in connection with rehabilitation.

As prescribed by the laws of Guam, the Guam Congress is an elective body to act in an advisory capacity to the Naval Governor of Guam advising the Governor on matters relating to the welfare and development of Guam and its inhabitants.

The Judiciary - The courts consist of:

<u>Composition</u>	<u>I. Court of Appeals</u>	<u>Jurisdiction</u>
<u>Court of Appeals of Guam:</u> Head of Judiciary Department (Presiding Justice) Two (2) military officers (Associate Justices) Two Guamanian Citizens (Associate Justices)		<u>Original:</u> Mandamus, certiorari, prohibition, habeas corpus. <u>Appellate:</u> All decisions (Civil and Criminal) of Island Court and of Justice Court in cases provided by law.

### III. SOCIAL CONDITIONS

Civil Rights - The civil rights of the inhabitants as to freedom of speech, press, religion, assembly and others are not infringed. Limitations which were necessarily placed upon individual liberty during the war by certain of the Proclamations of the Military Governor, were of course, ended when the Naval Civil Government was restored on May 30, 1946. Most limitations had been removed earlier. The inhabitants are treated in all respects on a basis of equality with United States citizens, except for the matter of wage scales, where a differentiation exists based on the relative standards of living. By local law, it is not possible for any landowner to alienate land to a non-Guamanian without approval of the Governor. This is part of the United States policy of "Guam for the Guamanians" which is intended to avoid exploitation of the inhabitants by outsiders.

Health and Sanitation - No reliable account of the health of the natives of Guam is available prior to its occupation by United States forces at the turn of the 20th century. The population at that time was 9630 natives living under deplorable sanitary conditions. There were no sewers. The wells were polluted. Sewage contaminated river water used for washing clothes and bathing resulted in widespread skin infections. Only one doctor was present, and he without medicines, responsible for the health of the natives. The United States brought to Guam a reforming zeal in connection with sanitation and health hazards of the natives, resulting in eradication of some diseases and curtailment of others.

The high native intelligence of the Guamanian was reflected in the enthusiasm and appreciation with which these reforms were accepted and progress maintained. Early in 1899 the first free dispensaries were established by the Navy at Agana and Port Luis d'Apra. In this year 1141 patients were treated (better than 10% of the population) for diseases listed as typhoid fever, intestinal diseases, syphilis, leprosy and miscellaneous.

A hospital for lepers was constructed in 1899 but it was sometime before all lepers on the Island were rounded up, isolated and cared for in this hospital. By 1907 most of the lepers (85) were segregated in the hospital at Tumon and \$16,000 granted from the United States was voted for their care. By 1913 the number of cases had dwindled to 22, all of whom were sent to the Cullion Leper Colony in the Philippines, a policy which has been continually adhered to from that date.

The experiments, initiated by the doctors in those days, in the treatment of tropical diseases led to treatments which effected remarkable and widespread cures. The natives on the strength of these results constructed hospitals for their sick. The largest of these is a hospital known as the Susana Hospital. The Susana Hospital was founded in 1905 by subscription from private individuals, the largest of which was \$10,000 from one Mrs. Russell Sage. The entire subscription is known as the Susana Hospital Association Fund. In 1909 the hospital buildings were destroyed by earthquake. Following this, the Navy Department allocated \$6,000 from the Naval Hospital Fund for the construction of a hospital to which women and children should be admitted, known as the Naval Hospital, Guam. The Susana Hospital Association, however, continued to care for women and children in a building erected on its own land and from its own funds. In 1922 an eight-room annex to the Susana Hospital was built from the Association Funds. The management of the Susana Hospital was vested in a board of directors of which the Governor of Guam was ex-officio chairman. The Health Officer of Guam acted as the executive of the institution. The hospital therefore occupied a semi-official position in the affairs of Guam.

In the assault of Guam by United States forces in 1944, the hospital was again destroyed by the bombardment incident to military operations against the Japanese. With the cessation of active operations, the civilian hospital was moved to the site of one of the Fleet Hospitals erected for the care of wounded

service personnel. Here a modern, well-staffed and well-equipped hospital is established with a capacity of 300 beds. This hospital has been designated as the Guam Memorial Hospital in honor of the Guamanians who fervently and loyally supported the Allied cause. To perpetuate the name of the Susana Hospital, one ward will be so designated and supported from the funds of the Russell Sage Foundation.

The Guam Memorial Hospital is staffed by 12 Naval Medical officers, 4 Naval Dental officers, 10 Navy nurses and over a hundred enlisted personnel. It is used exclusively for the care of natives and also provides clinical facilities for native students in nursing and medicine.

With the establishment of the Military Government hospital the training school for nurses was re-constituted. This activity has been transferred to the Guam Memorial Hospital. As now constituted it is staffed by Navy personnel including nurses. One class of 16 student nurses whose training was interrupted during the Japanese occupation was graduated in 1946. The present student body comprises 67 native students among whom are 6 girls from the Caroline Islands. The hospital also conducts a training course for native hospital corpsmen.

In conjunction with the hospital there has been established a training school for native medical practitioners. This school offers a four year course in general medicine. There are at present 21 young native men undergoing instruction including 3 students from the Marshall Islands and 6 students from American Samoa.

To provide necessary medical care for the civilian population during the Military Government period, two 100-bed dispensaries were combined and augmented to provide a 300-bed hospital which was located near the site of the old Susana Hospital. An adequate staff of medical personnel was established including a nursing staff drawn from the graduates of the pre-war School of Nursing. Fourteen dispensaries were established in outlying villages and communities. A pre-natal and child health clinic was inaugurated and included a program of "visiting" medical services designed to care for out-patients. No records were kept of individual treatments during the assault phase of the re-occupation and a period of about six weeks thereafter but it is estimated that over 150,000 treatments were administered in that time. An island-wide campaign of immunization was instituted and special attention paid to the rehabilitation of child health which had suffered severely as a result of malnutrition and allied effects of the Japanese occupation. One building of the old hospital was placed in repair and devoted to the care of tubercular patients. A comprehensive public health program is functioning smoothly and these adjuncts to health are also used in the training program of native nurses and practitioners. High standards of medical care and public health services are maintained in all facilities by well qualified professional naval personnel.

The steady increase of the native population of Guam from some 9630 in 1898 to 23,136 in 1946 attests the general high standards of sanitation and medical care maintained in this territory.

Labor - Conditions of work on Guam, as to working hours and related matters are the same as those for United States citizens and enlisted personnel. It has been judicially held that Acts of Congress do not apply to United States possessions unless containing specific provisions to that effect, therefore, United States workman's compensation, unemployment compensation and other legislation of this type does not apply in Guam. There are no large scale industries or plantations on Guam which require a system of labor inspection consistent with International Labor Organization Recommendation V. Labor matters on Guam come under the jurisdiction of the Department of Internal Affairs. The wage schedule for Guamanians is lower than that for United States citizens due to the difference in the local and United States standards of living. Coverage into the Federal Employees retirement system of all Guamanian employees in Naval activities is receiving consideration in the Navy Department at the present time.



teachers on the island of Guam, and to provide activities toward the attainment of moral, physical and intellectual culture.

However, since the school system has been re-established on Guam after the Japanese occupation there has not been time to give proper and adequate training to teachers. The 165 teachers were selected on the basis of the most intelligent and adequate material at hand. The Department of Education of the Government of Guam has high on its agenda the formulation of a program for the selection and training of native teachers.

Statistical Data -

1. Approximate number of children of school age: 7500
2. Average school enrollment: Boys 3750  
Girls 3400  
Average Total 7150
3. Number and types of schools.  
Public schools: Elementary 19  
Junior High School 1  
Senior High School 1  
Total 21  
Private: Private Schools .... 1.
4. Number of Teachers: 165.

## V. ECONOMICS

Natural Resources - The Island of Guam is now in the process of being rebuilt and remodelled. The devastation of the war had completely demolished the towns and all forms of agriculture or business were for the most part destroyed.

Guam has never been a very productive island. The natural resources are of no significance. There are fish and some timber but neither has been developed beyond the needs of the local population. There are no minerals of value which have been discovered on the island.

Agriculture - The main industry of the island was copra production. Prior to the war the principal export of Guam was copra. There were also exported limited quantities of native handicraft. The coconut plantations were partially destroyed by the war but there are now programs being promoted to recultivate and replant the coconut groves. 1250 acres are under cultivation in crops excluding the coconut groves. There are an additional 1600 acres available for cultivation. The Navy with the co-operation of the United States Commercial Company, a subsidiary of the Reconstruction Finance Corporation, has an extensive agricultural and animal husbandry project and it is intended that the island will become to the greatest degree possible self-sufficient as far as the feeding of civilians is concerned.

Fishing - In the month of April, approximately 62,000 pounds of fish were caught by the natives. It has been a problem to encourage the people to fish for commercial purposes. The financial return is not commensurate with the income of other occupations.

Industry - Except for small enterprises such as the manufacture of soap, there is no manufacturing on Guam. All manufactured products are imported from the United States. The main items imported are foodstuffs, petroleum products, metals, lumber and vehicles. The exports for the year 1940 amounted to \$102,575.00 and the imports were \$642,935.00. Equipment is on hand for the erection of a large soap factory which is expected to provide an outlet not only for local copra but for the product of nearby islands.

Trade - Most of the civilian population are at present earning their livelihood from employment by the United States Navy. There are also many new businesses which have been licensed to provide for the needs and services of the civilians. There are over 300 of these licensed business firms and they include wholesalers, retailers of all types of merchandise, beauty parlors, barber shops, cobblers, bakeries and numerous others. The average monthly income from private enterprises exceeds \$300,000.00. All of the licensed enterprises are owned by Guamanians due to the fact that non-Guamanians have been excluded from participation in business there.

The wholesale trade in the island for the month of April 1946 was \$155,000. Retail trade was \$158,000. The majority of the merchandise was obtained through purchase from the Naval Supply Center, Guam.

### Trade Statistics -

<u>Type of Business</u>	<u>No.</u>	<u>April 1946 Receipts</u>
Wholesalers	4	\$ 155,157.00
Retailers	53	158,280.27
Restaurants	20	14,332.13
Lumber and Bldg. Materials	1	26,310.45
Arts and Crafts	1	4,477.68
Bakeries	33	7,007.50
Taxi-cab	18	1,458.39
School Lunch Counters	21	4,028.68

Trade Statistics - (Cont'd)

<u>Type of Business</u>	<u>No.</u>	<u>April 1946 Receipts</u>
Cargo Hauling	13	2,206.93
Gas and Auto Repair	3	3,597.28
Importer & Distributor Motor Vehicles & Parts	1	4,480.36
Beauty Shops	7	1,386.65
Barbers	34	1,811.75
Silversmiths	12	1,889.00
All other misc. types of business including watch repair, instrument repair, pool room, private school, tailors, seamstresses, refreshment stand, retail produce, retail fish, Blacksmith, Cobblers, Carpenters, and Woodcarvers.		6,953.07
Total licensed businesses - 335		
Total receipts for April - \$392,443.39.		

Balance of Trade - Following is a tabulation of the dollar value of import and export trade from 1935 - 1940.

	<u>Export</u>	<u>Import</u>
1935	87,104	586,335
1936	110,081	523,195
1937	215,203	774,244
1938	150,050	635,112
1939	124,177	659,649
1940	102,574	642,935.

Bank of Guam - The Bank of Guam was re-established in January 1945 and as of April 1946 the deposits totalled in excess of \$4,500,000. The investments are mainly in United States Government securities. The Bank performs the usual functions of stateside banks such as loans, issues bank drafts and cashier's checks, commercial letters of credit, sale and redemption of war bonds. The Bank is anticipating the opportunity to aid in the financing of the rebuilding of civilian homes.

Public Works - Before the war the public works facilities, in general use by the Guamanians were so limited that the Public Works Department of the Civil Government of Guam was staffed by officers and men of the United States Navy on a part-time basis together with a few full time natives.

The re-occupation of Guam by force practically destroyed the physical facilities of the island and has completely changed the picture so far as public works is concerned. Since the post-war Naval Civil Government of Guam has just recently been re-established, it is not possible at this time to adequately and fully describe the public works, communications and transportation facilities which will be available in post-war Guam. However, they will be much larger and more comprehensive than they were in pre-war Guam. A significant factor in social and economic life has been the construction of a network of modern and adequate roads.

Agana and Agat and other communities are being rebuilt as modern American cities and villages with all of the utilities and conveniences that the average American community has. This will naturally require a much larger and more developed Public Works Department to be responsible for the repair and maintenance of such modern facilities as water supply systems, sewerage disposal systems, electrical distribution systems, roads and streets. There are at present the following government owned and operated public utilities on Guam: Guam Transportation Company (bus lines, taxi-cab service, trucking company), Guam Ice Plant and Guam Lumber Company.

The post-war Public Works Department of Guam will be staffed by full time officers and men of the Navy and locally employed Guamanians and technical and skilled civilian employees imported from the United States. At the present time the department already includes one Commander, Civil Engineer Corps, and two junior officer assistants all full time with Civil Government Public Works. The skilled and unskilled employees are at present enlisted personnel, locally employed natives and a few discharged servicemen who elected to remain on Guam.

Communications - There is no local telephone communication system for general Guamanian use although this will undoubtedly come in the post-war development of the island. Cable and radio communications to the outside are at present controlled by the Navy but are available to civilians for business and personal use. There is, of course, regular U.S. Mail Service to and from the island including regular Air Mail Service.

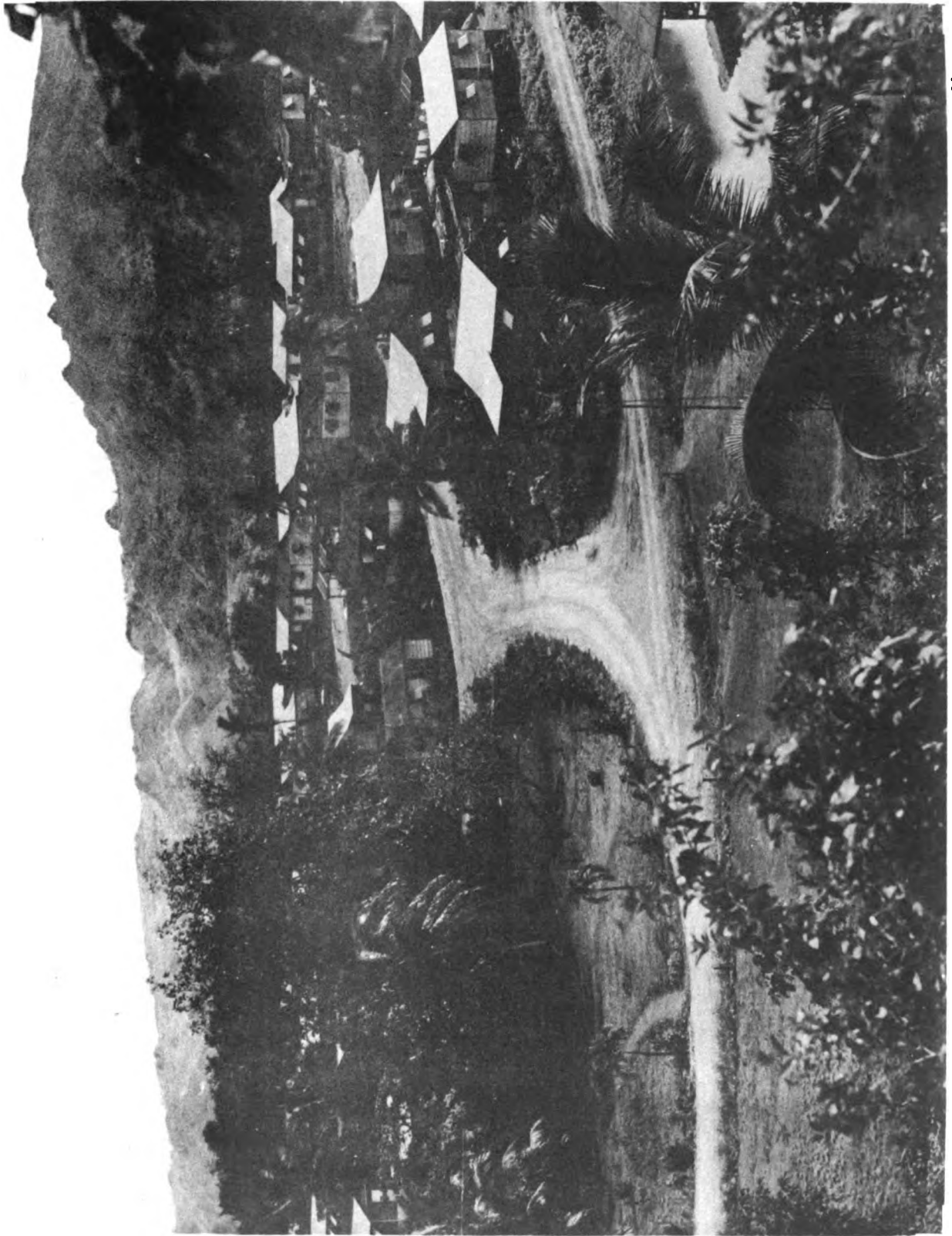
Transportation - In addition to the local bus line operated by the government, commercial air lines and steam ship companies are negotiating for the restoration of regular service to and from Guam. Tourist trade has of course been disrupted by World War II and it will be quite some time before it can be revived.



## GUAM

Freed of the oppressive yoke of Japanese occupation, the 23,000 inhabitants of Guam are making rapid strides back to normalcy under a comprehensive program designed to repair the devastation of three years of warfare.



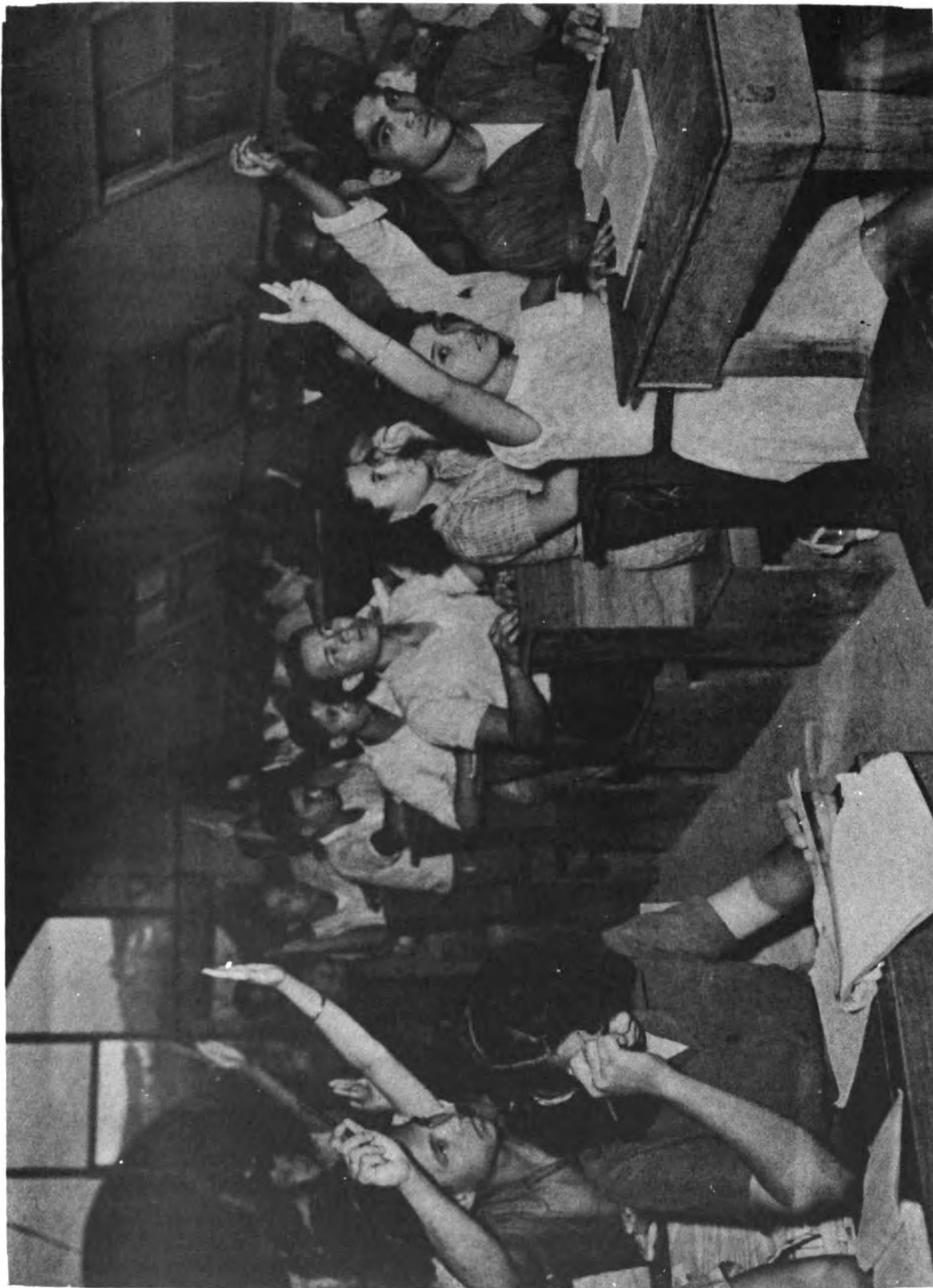


*A section of Sinajana village, which has displaced pre-war Agaña as the metropolis of Guam and now boasts a population of 3,181 and 444 homes. Construction of the village was begun by Naval Military Government works late in 1944. (Fig. 1)*

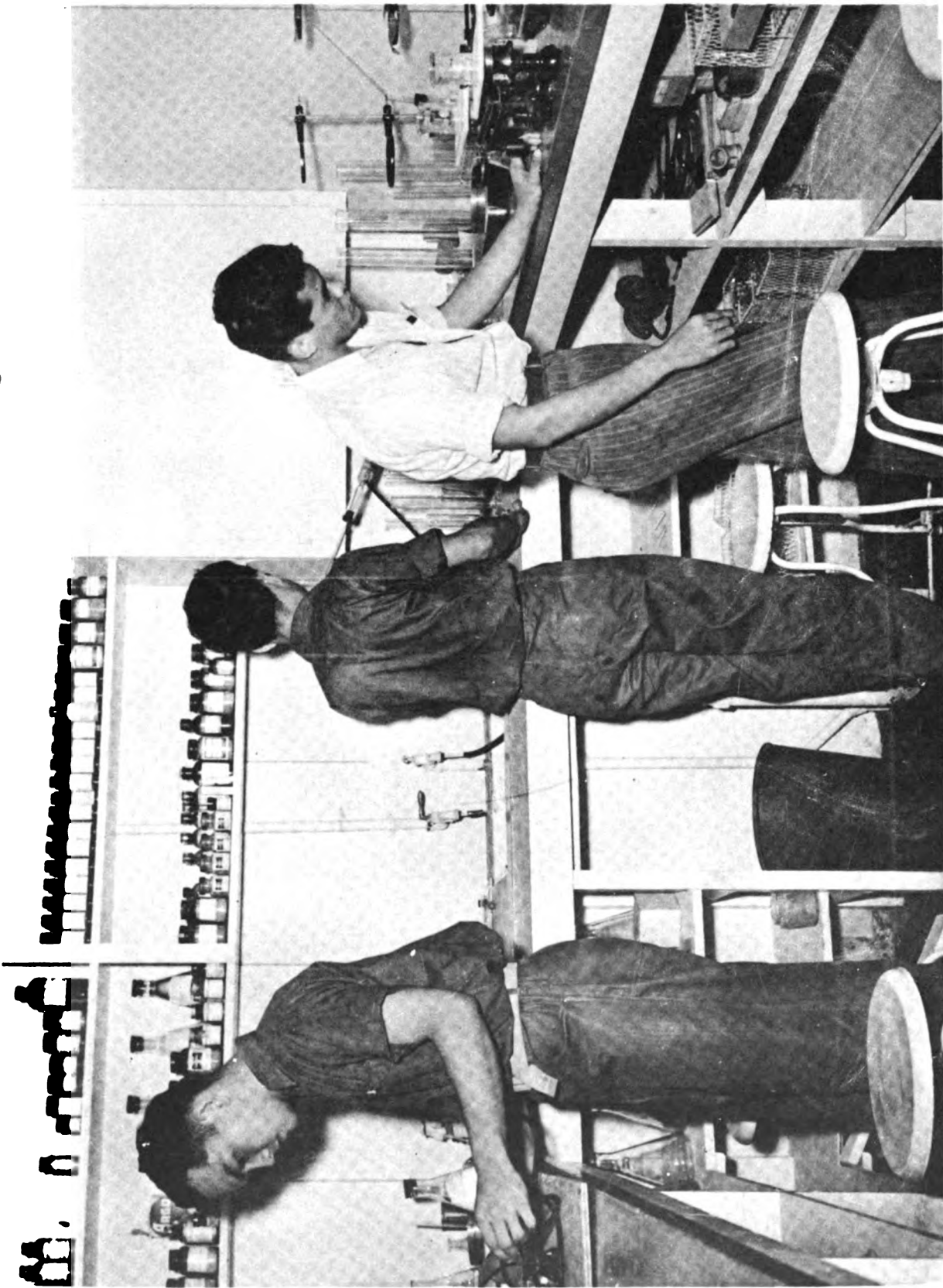




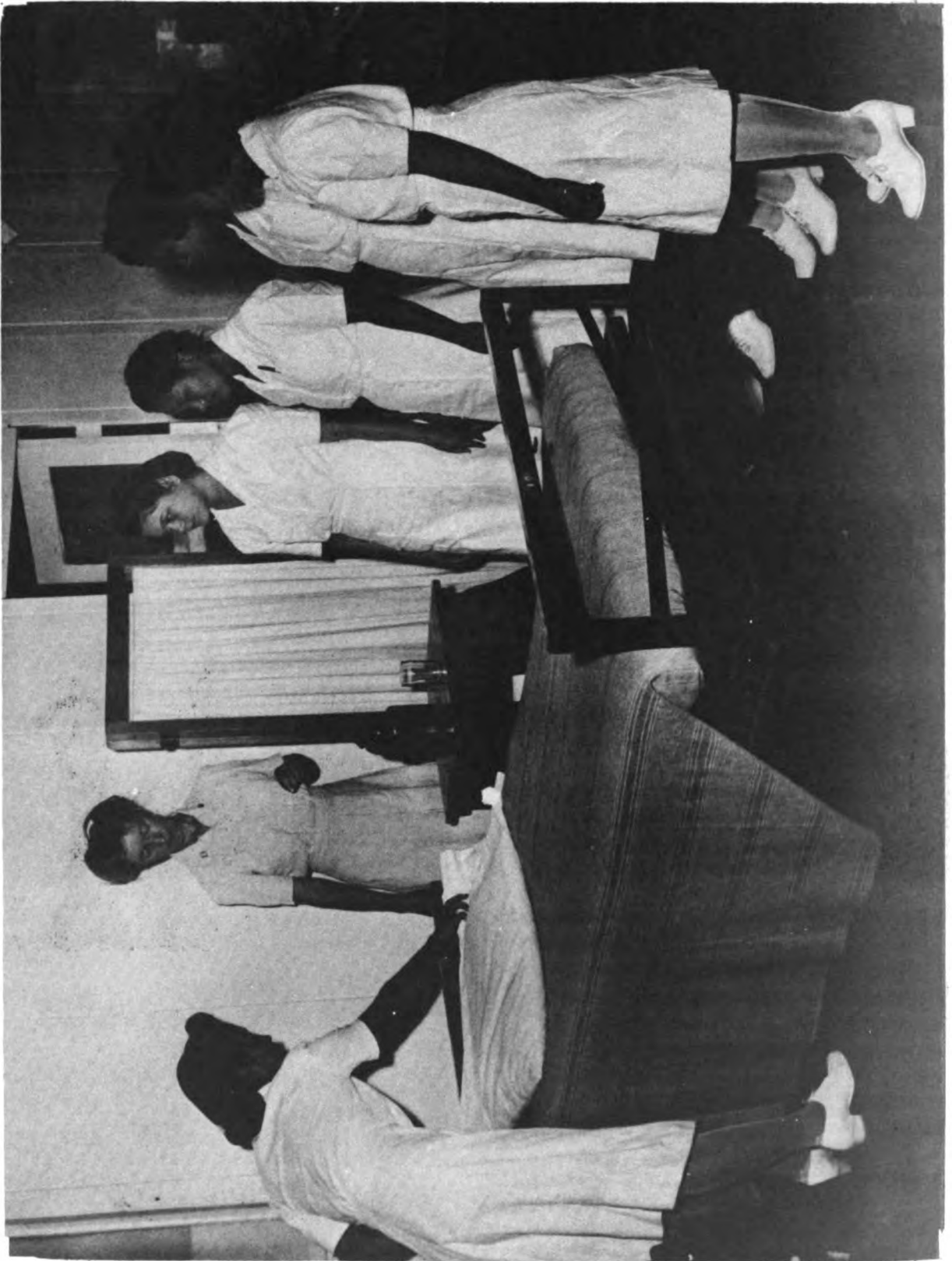
*Four 'teen age Chamorrans of Guam swinging proudly along a Seabee-built road to their Seabee-built school.*  
*(Fig. 2)*



*A classroom in the George Washington High School at Sinajana. In May, 1946, enrollment was 900 at this school. Nine busses assigned to the school bring students from other villages, some travelling as far as 40 miles a day. (Fig. 3)*



Three of the students enrolled in the Medical School for Native Practitioners, operated by the Naval Civil Government on Guam. After a four year course, the graduates will return to their home islands to administer to the native populations. The school is staffed by six Navy medical officers. (Fig. 4)

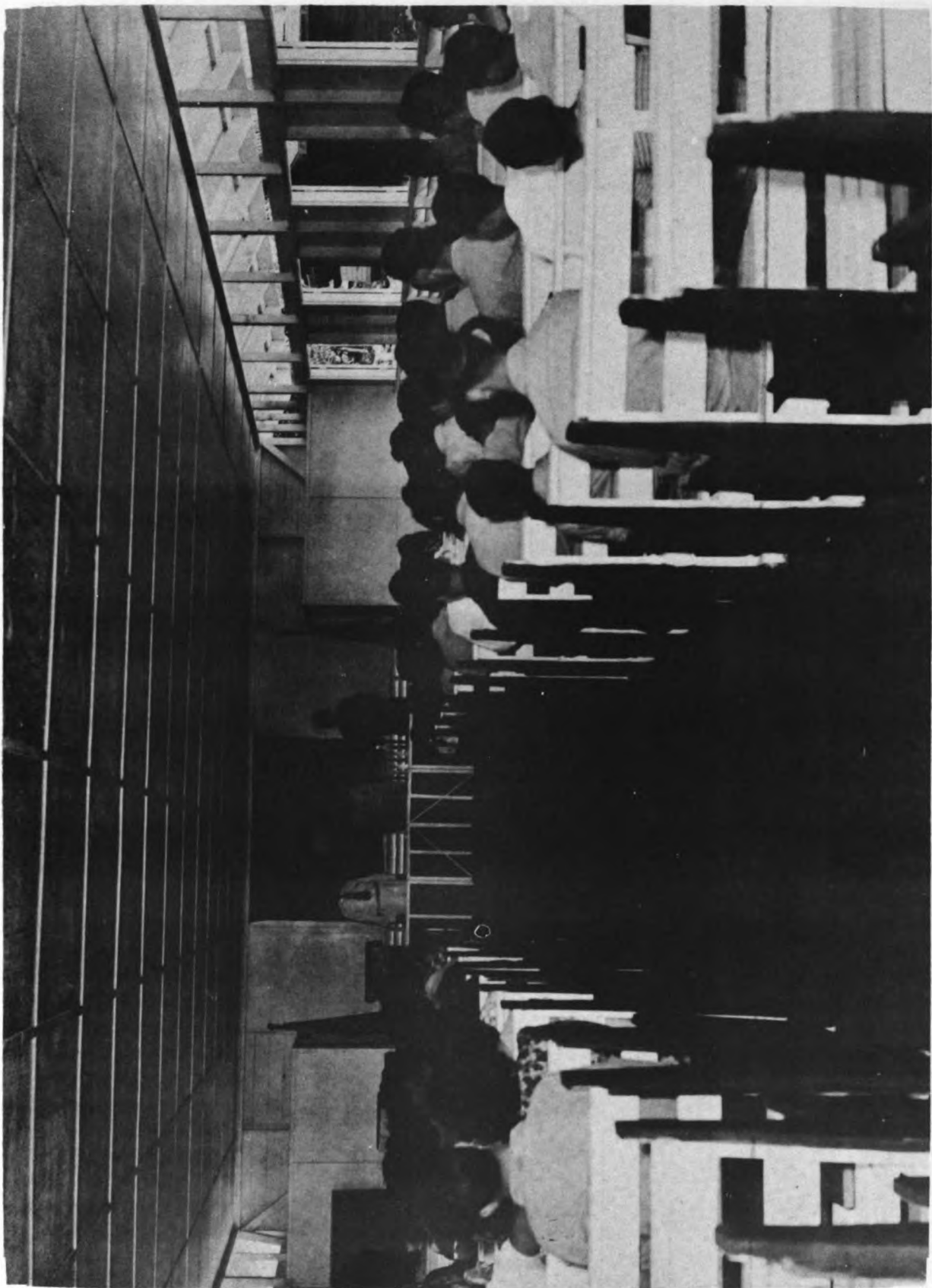


*Trainees at the Nursing School for Female Natives are taught the fundamentals of their calling by U.S. Navy nurses. The first class completing the three year course will graduate in June, 1945. (Fig. 5)*

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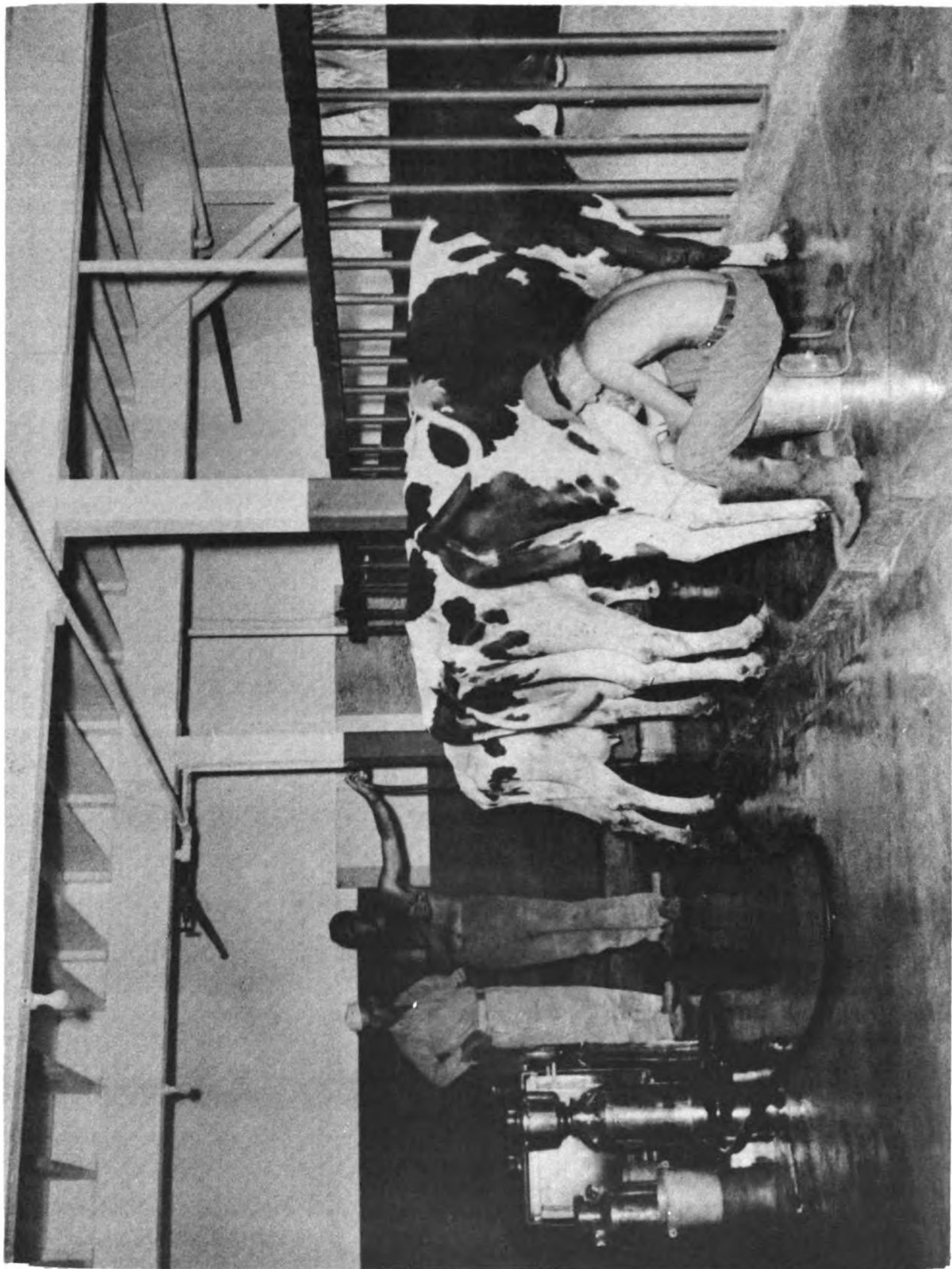
*St. Joseph's Church still bears the scars and stains of the battle waged in the re-occupation of Guam. The great majority of the Guamanians are Roman Catholics. (Fig. 6)*



*Baptist mission at Agana Heights has a congregation of more than 400. Though the spiritual and cultural rehabilitation of the island at present has to be carried on in temporary churches and a Quonset-type library building, the construction of permanent churches throughout the island is provided for in the*

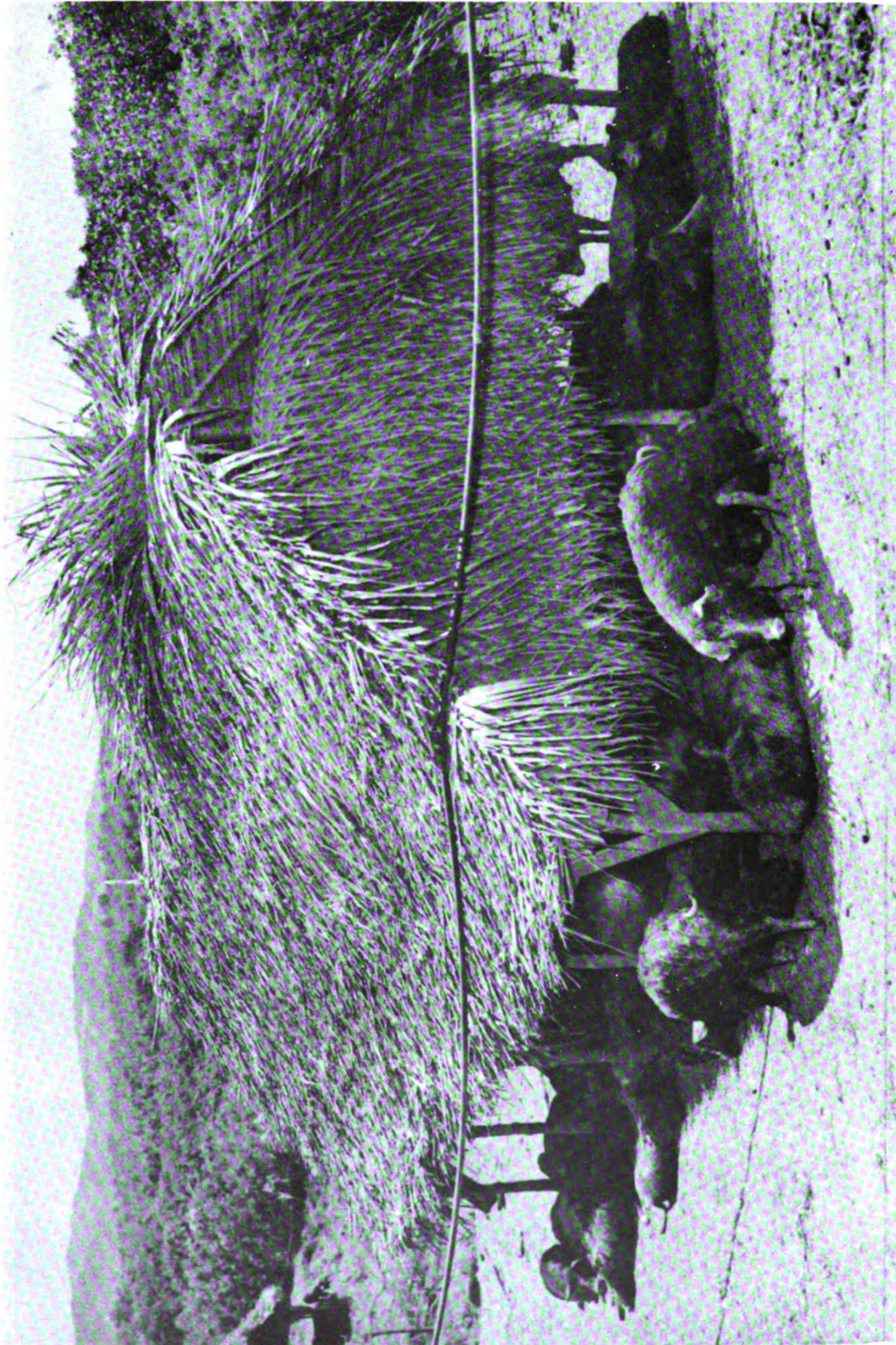


The moving palm fronds of yesterday's battlefields form a backdrop for this scene on the Guam Experimental Farm. (Fig. 8)



*Part of the Dairy of the Guam Experimental Farm. (Fig. 9)*





*These hogs are part of a shipment from the mainland for the Hog Farm of the Guam Experimental Farm.  
(fig. 10)*



*A young Guamanian helps her mother by toting water in G.I. waterbuckets.  
(Fig. 11)*

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*Native children of Guam play baseball with all the ardor of the mainland youngsters. (Fig. 12)*

## AMERICAN SAMOA

### I GENERAL INFORMATION

Geography - The Samoan group of islands extends in latitude from 13° 26' to 14° 22' S., and in longitude from 168° 10' to 172° 48' W., being about 2700 miles east of the northern tip of Australia and 2200 miles south of the Hawaiian Islands.

American Samoa comprises the Island of Tutuila and all other islands of the Samoan group east of longitude 171° W., including Rose Island, Ta'u, Olosega, Ofu and Aunu'u. The Islands of Ta'u, Olosega, and Ofu are generally known as the Manu's Group, and the Island of Aunu'u is administered as a part of the Eastern District of the Island of Tutuila. Rose Island is an uninhabited coral atoll. By Joint Resolution of Congress approved March 4, 1925, the sovereignty of the United States was extended to Swains Island, which lies 210 miles to the northward of Tutuila, and the island was made a part of American Samoa.

The islands of American Samoa are of volcanic formation and mountainous, rising in places abruptly from the sea. The Island of Tutuila is of irregular shape, about 18 miles long and from 5 to 6 miles wide in the widest part, containing approximately 40 square miles of land. A mountain range extends nearly the whole length of the island, with spurs on either side and indentations of deep valleys. Except at the foot of the mountains along the coast, and a broad fertile plain in the southwestern part of the island, there is very little level land. Pago Pago Bay, the safest and best harbor in the South Seas, has its entrance to the southward and nearly cuts the island in two.

The climate of the islands is tropical but equable. From May to November strong southeast winds blow, during the other months the winds are variable. Moderate gales and occasional hurricanes have been experienced. In 1899, 1903, 1913, 1915, 1926, 1931, and 1936 hurricanes swept the islands with great damage to property and food crops and, except in 1931 and 1936, some loss of life. Destruction of property and crops was so great in 1915, 1926, and 1931 as to necessitate appropriations from Congress and Red Cross relief. During the month of January 1939 (hurricane season) a tropical storm narrowly missed Tutuila but this area was subjected to heavy torrential rains. During the period from 13 to 19 January, 54.3 inches of rain fell in the vicinity of the Naval Station with a record high of 18.3 inches on 16 January. Considerable damage resulted due to numerous landslides. A hurricane of moderate intensity passed over the islands on March 1-2, 1941, causing considerable damage to breadfruit and bananas, slighter damage to coconuts, and some damage to native houses. The rainy season extends from December to March. The average yearly rainfall for 41 years was 193.5 inches. The temperature is highest during the summer months, December to February; coolest in the winter months, June to August. The yearly temperature ranges from 90° to 70° Fahrenheit.

The soil of the islands is of two kinds - clay and sand. In the valleys it is alluvial and quite fertile for growing tropical fruits and taro. Due to the heavy rainfall the soil on hillsides is thin and there is no subsoil. Certain elements necessary to temperate zone plant life were apparently burned out at the formation of these islands. The soil is quite "spotted", i.e., in certain localities one kind of tree or vegetable will grow well and only a short distance away the same tree or vegetable will not thrive. This is due chiefly to the various altitudes of the tillable portions of the land surface, the nature of the soil and the degree of protection from salt air.

People.- The natives of American Samoa are Polynesian and closely akin to the natives of Hawaii and the Maoris of New Zealand. At the taking of the sixteenth decennial census on April 1, 1940, the population was reported as 12,908.

The following tables indicate blood extraction and location of the inhabitants as of the 1940 census.

Polynesians (including those of part Polynesian blood).....	12,607
Caucasians with permanent residence in American Samoa.....	31
Caucasians attached to the Naval Station.....	263
Japanese.....	4
Chinese.....	1
Filipinos.....	2
Tutuila (including Naval Station).....	10,164
Manu'a Group (Ofu, Olosega and Ta'u Islands).....	2,597
Swain's Island.....	147

The above population represents an increase of approximately 127% over that of 1900, which was estimated at 5,697. This is attributed principally to the cessation of internecine warfare, the Public Health Department's program of education in sanitation and hygiene, and establishment of free medical facilities for the natives. On June 1, 1945, the public school teachers and Samoan nurses conducted a census and found that the total population had increased to 16,493, an increase over 1940 of 28.1%.

The Samoan language is probably the oldest form of Polynesian speech extant. It is closely related to the Maori, Tahitian, Hawaiian and Tongan languages.

## II ADMINISTRATION AND PUBLIC FACILITIES

Status - American Samoa is classified as an unorganized U. S. possession. Prior to 1899 the interests of the United States, Great Britain, and Germany in the Samoan Islands had been the subject of misunderstanding and controversy for many years. In that year, a treaty between the three interested nations was signed, by which the Samoan Islands west of longitude 171° W. were allocated to Germany and those east of this line to the United States. The former German islands are now mandated to New Zealand.

On February 19, 1900, the President, by Executive Order, placed the islands of American Samoa under the jurisdiction of the Secretary of Navy. On April 17, 1900, the High Chiefs of Tutuila voluntarily ceded the Islands of Tutuila and Aunu'a to the United States. The islands of Manu'a Group were ceded to the United States by their Chiefs on July 16, 1904. Congress accepted the islands under a Joint Resolution approved February 20, 1929. The inhabitants, citizens of American Samoa, are nationals only of the United States.

While the Constitution of the United States does not extend to American Samoa, Section 105 of the Codification of the Regulations and Orders for the Government of American Samoa contains most of the guarantees included in the first ten amendments of the United States Constitution known as the Bill of Rights.

Administration - The organization of the Naval Government is as follows:

Attorney-General - The Attorney General represents the Government of American Samoa as prosecutor in all felonies and in all actions in law or equity in which the Government is a party or has any interest. He has supervision over and inspects all work of District Governors, County Chiefs, Pulenu'us (village chiefs) and police, and makes regular reports thereon to the Governor. He is also custodian of the archives of the Government.

Chief Justice - The Chief Justice is a member of the High Court and presides as Chief Justice over all its deliberations whether as a court of original jurisdiction or as an appellate court. He has

general supervision over all District Judges and Village Magistrates and prescribes their form of procedure. When requested by the Governor or the Fono, he renders opinions upon questions of law.

Department of Public Health - The Department of Public Health has supervision over, and is directly responsible to the Governor for, all matters relating to the public health.

Department of Public Works - The Department of Public Works has cognizance of the construction, and repair of all insular, district, county, and village public works, including roads, highways, bridges, culverts, buildings, dams, waterworks, and pipe lines, and including any other public structure or improvement.

Treasurer - The Treasurer of the Government of American Samoa is custodian of all funds of the Government. He is held to a strict accountability for all Government funds coming into his possession. He is also the purchasing agent and disbursing authority for the Government.

Department of Native Industry - The Department of Native Industry is maintained for the purpose of continuing the native arts and crafts among the native Samoans.

Department of Agriculture - The Department of Agriculture operates the Experimental Farm and Dairy and has the responsibility for developing policies in regard to improvement of agriculture and livestock.

Customs Department - In addition to the responsibilities for administering custom regulations of American Samoa this department has charge of the Land Transport Service Bureau and Samoan Navigation Company which provides transportation service between the villages and islands of American Samoa.

Board of Education - The administration of the public school system is vested in a board known as the Board of Education. This board consists of seven (7) members, four of whom serve ex-officio as follows: The Chaplain, the Attorney-General, the Public Health Officer, and the Public Works Officer. Three members are native Samoans, selected by the Governor to represent the three districts of American Samoa. The duties and responsibilities of the Board of Education are:

1. Prescribes rules and regulations for the certification of teachers and provides necessary means for the training of teachers.
2. Adoption of a Policy of Education for the school system of American Samoa and amending this Policy from time to time as the need may arise.
3. Establishing rules and regulations for properly maintaining a public school system including length of school year, hours of daily instruction, attendance, holidays and vacations.
4. Adoption of courses of study for elementary, high and special schools.
5. Adoption of text books for use in all public schools.
6. Establishing rules for adequate supervision of "faifeau" (village schools) and private schools.
7. Assumes all other responsibilities properly falling within the scope of a school board which are not otherwise specifically provided for in this act.

Bank of American Samoa - The Bank of American Samoa is a branch of the Naval Government of American Samoa which conducts general banking business including:

1. U.S. Government Depository accepting deposits for the account of the U.S. Treasury.
2. Commercial and Savings Accounts.
3. Issuance of Bank Drafts, Cashier's Checks and Travelers Cheques.
4. Cable transfers.
5. Loans.

Local Administration - For purposes of local administration, the Island of Tutuila and Aunu'u are divided into two districts, viz: District of Falelima East and the District of Falelima West commonly known as Eastern and Western Districts. The three islands forming the Manu'a Group constitute the District of Manu'a.

Each district has a native governor who is appointed by the Governor of American Samoa. This district governor presides over the District meeting of his district. He is responsible for the welfare and good order of the district. He also collects the natives taxes for his district.

Each district is divided into counties which are designated as nearly as possible to embrace the village or villages with their adjoining lands composed in each Falaupega (old political subdivision) of the district. The hereditary chief of Faatui of the county presides at county meetings. This chief reports all county meetings to the District Governor. He is also a Justice of the Peace and may sit with the magistrate of any village in his county.

In each village of the district a chief is appointed to hold office for a one year term. He is nominated by the village council from the rank of chiefs of the village every year and his nomination is referred by the council to the Governor of the District who approves or disapproves it. The village chief presides at village meetings and is responsible for good order of the village. He reports to the District Governor as to the order of the people, the sanitary conditions, state of the roads and other matters of interest to the village. He sees that district regulations are carried out by the residents of the village.

Legislative - The village, county and district councils consisting of hereditary chiefs and their fallupolu (advisors) hold meetings to discuss affairs of the village, county or district according to old Samoan custom. The county and district councils recommend laws to the Governor which they deem expedient and necessary for the county or district.

In addition there is an Annual Fono in which each district is represented by:

1. The District Governor.
2. All county Chiefs of the District.
3. All District Judges of the District.
4. Ten registered matais as delegates selected by the District Council.

The Fono is presided over by the Governor and it serves in an advisory capacity to the Governor on matters relating to the welfare and development of American Samoa and its inhabitants.

Judiciary - The judicial power of American Samoa is vested in a High Court, District Courts and Village Courts. In each village there is a village magistrate and in each district there are one or more District Judges.

Village Courts - The Village Court consists of one native magistrate, and holds hearings every week in the court house set up by the Village Council. This jurisdiction extends to:

1. All civil matters between natives when the amount in dispute does not exceed the sum of \$10.00.
2. All offenses committed by natives and not directed against foreigners when the punishment will not exceed \$10.00 fine or one month imprisonment.

District Court - The District Court is a court of record and is comprised of a native district judge and United States district judge. Sessions are held each month at such village or place as may be recommended by the district council. If the opinion of the court is not unanimous the right of appeal to the High Court exists. The jurisdiction of the District Court extends to cases in law and equity as follows:

1. All civil matters between natives and foreigners, and between natives, when the amount in dispute exceeds the sum of ten dollars (\$10.00).
2. All civil matters between foreigners, when the amount in dispute does not exceed the sum of two hundred and fifty dollars (\$250.00).
3. All crimes and offenses committed by natives when the punishment which may be inflicted exceeds a fine of ten dollars (10) or imprisonment with hard labor for one month, excepting charges of treason or for murder, such charges being under the jurisdiction of the High Court, and all crimes and offences committed by magistrates or judges are under the jurisdiction of the High Court.
4. All crimes and offences committed by foreigners when the punishment which may be inflicted does not exceed a fine of two hundred and fifty dollars (\$250) or imprisonment with hard labor for a term not exceeding six months.
5. All matters in which an appeal is taken from a village court.
6. District Court No. 1 has jurisdiction of all matters within the cognizance of probate courts, and the American District Judge is the probate judge.

High Court - The High Court consists of the Chief Justice and two associate justices who are selected by the Chief Justice from the District Judges. Sessions are held at such time and place as the Governor deems essential to the promotion of justice. The High Court has exclusive jurisdiction over:

1. All civil suits concerning real property in American Samoa, and all rights affecting the same.
2. All civil suits between foreigners, when the amount in dispute exceeds the sum of two hundred and fifty dollars (\$250).
3. All crimes and offences committed by foreigners, when the penalty which may be inflicted, exceeds a fine of two hundred and fifty dollars (\$250) or imprisonment with hard labor for a term exceeding six months.
4. All charges of treason or of murder.
5. All crimes and offenses committed by judges, magistrates, county chiefs or District Governors.
6. All judicial jurisdiction exerciseable within the limits of American Samoa, not otherwise provided for.



Finance - The financial position of the Island Government is considered to be satisfactory. The general fund which comprises the cash working capital of the government of American Samoa shows an increase of \$58,636.21 for the year ending June 30, 1945.

However the receipts for the year increased only \$7,568.22 while the expenditures increased \$122,226.67. The financial statement for 1945 and the statement of assets listed below indicate the financial status of American Samoa as of that time.

FINANCIAL STATEMENT  
OF THE GENERAL FUND AND SPECIAL DEPOSIT ACCOUNT SEPARATED  
FOR THE GOVERNMENT OF AMERICAN SAMOA FISCAL YEAR - 1945

	<u>Gen. Fund</u>	<u>Special Dep.</u> <u>Account</u>	<u>Total</u>
Balance on hand July 1, 1944	\$255,993.44	\$ 5,401.33	\$261,394.77
<u>GROSS RECEIPTS</u>			
Department	<u>Gen. Fund</u>	<u>Special</u> <u>Deposit</u> <u>Account</u>	
Judicial	14,984.20	8,297.17	
Native Tax	27,137.38		
Customs	194,148.98	7,062.63	
Printing	2,574.75		
Cargo & Serv.	45,222.93		
Land Transp.	72,763.15		
Public Health	3,330.94		
Public Works	13,204.97	66,871.63	
Education	1,338.95	3,011.13	
Contingent Fund	.94		
Western Dist. Tax Fund	54.00		
Agriculture	2,768.98		
Miscellaneous	224,116.41		
TOTAL RECEIPTS	<u>\$601,646.58</u>	<u>\$85,242.56</u>	<u>\$686,889.14</u>
TOTAL BAL. BRT. FWD. & RECEIPTS	\$857,640.02	\$90,643.89	\$948,283.91
<u>GROSS EXPENDITURES</u>			
Judicial	5,490.08	8,159.67	
Native Tax	18,185.58		
Customs	10,306.04	7,177.83	
Printing	536.31		
Land Transp.	12,687.63		
Public Works	13,791.33	68,311.04	
Education	52,572.64	2,412.12	
Public Health	60,950.36		
Commodity Admn.	260.00		
Agriculture	4,861.18		
Treasurer	354.33		
Contingent	1,341.05		
West. Dist. Tax Fund	1,624.00		
Miscellaneous	360,049.84		
TOTAL EXPENDITURES	<u>\$543,010.37</u>	<u>\$86,060.66</u>	<u>\$629,071.03</u>
BALANCE AS OF JUNE 30, 1945	\$314,629.65	\$ 4,583.23	\$319,212.88

STATEMENT OF ASSETS - GENERAL FUND CASH INVESTMENTS  
AND WORKING FUNDS ADVANCED JUNE 30, 1945

CASH:

General Account Bank Balance	\$314,629.65
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INVESTMENTS:

U. S. Government Securities (Par Value)	609,800.00
Bank of American Samoa (Capital & Surplus)	65,000.00
Samoan Navigation Co. (Nom. Value)	<u>1.00</u>
	674,801.00

WORKING FUNDS ADVANCED:

Department of Education	2,000.00
Department of Public Works	1,000.00
Department of Purchasing Agent	50,000.00
Copra Fund	<u>4,000.00</u>
	57,000.00
TOTAL .....	<u>\$1,046,430.65</u>

The war has thrown the economy of American Samoa into an abnormal state. The exports have greatly decreased. The imports have greatly increased and the capital funds of government and private interest have increased at a terrific pace. Now it is necessary to readjust this economy to its pre-war status. The natives must return to their neglected coconut plantations and other businesses. As a whole, the future of this area is good but it will be necessary for the government to aid and encourage the people to develop their economy to the highest possible degree of self-sufficiency.

III. SOCIAL CONDITIONS

Civil Rights - The civil rights of the inhabitants as to freedom of speech, press religion, assembly, and others are not infringed. Persons of Samoan descent form almost the entire population. The inhabitants are treated in all respects on a basis of equality with American citizens, except for the matter of wage scales, where a differentiation based on the disparate standards of living. When the United States flag was raised on American Samoa all the land was communally owned by family groups except for a few small tracts owned by foreigners whose titles thereto had been established between 1890 and 1899. From the date of acquisition of American Samoa, the Government has realized that the basis of natives' prosperity, health and happiness was founded largely upon their continued ownership and cultivation of lands held by them, and has pursued a policy of "Samoan lands for Samoans". The laws of American Samoa accordingly provide that there shall be no alienation to a non-native of land held by natives. These lands, however, may be leased to non-natives, with the sanction of the Governor, for a term not to exceed 40 years, for any purpose except for the extraction of minerals and the cutting of timber.

Health and Sanitation - There were 12,908 Samoans registered in the 1940 census. This increase from 5,697 registered in the 1900 census is particularly noteworthy as elsewhere the population figures for the Polynesians are more or less stationary. The increase is attributed to the cessation of internecine warfare, the Public Health Department program for educational sanitation and hygiene and the establishments of free medical facilities for the natives.

In 1900 the sanitary principles of the Samoan people consisted of the controlled use of the stream for all water usage. The upper section was used for water supply, then bathing, then washing clothes, and finally the beach section for latrines. There were no mosquito control measures. The only medicines available were a few primitive herb concoctions. A shell was used for all surgery, even to the scraping of eyes, which along with the high incidence of severe conjunctivitis, accounts for the extremely high occurrence of blindness among the Samoan people. However, there was very little progress made in the way of sanitation or modern medicine until after 1912. At that time the first definite attempt was made to establish the nucleus of a hospital embracing the training of Samoans in the art of nursing and coordinating with a public health program for the care of the Samoan people. Prior to this time the Samoans were apparently loathe to trust foreign medicine. In 1902 the U.S. Navy Department purchased the site of the Main Building of the old Samoan Hospital for about \$2,000. This parcel of land was established as the site for a hospital in 1911. The first building was erected in 1912. Additional sections of land were acquired in 1913, and 1935. The first operations were performed in a fale of native Samoan type near the site of the present administration building in 1911. The main building of the old Samoan Hospital was constructed in 1912. An operating room followed in 1913. A new operation unit was built in 1920. Other buildings were constructed as various funds became available until it has reached the present size of twenty-seven units. The last major alteration, prior to the construction of the new Samoan Hospital, was made in 1936.

The past ten years have shown a remarkable trend away from "bush medicine" and a marked increase in the desire of the native population for modern medical and surgical treatment. This has been brought about by the following factors:

1. The development of a progressive Public Health program by the United States Navy Medical Officers with the whole hearted assistance and backing of the Governors of American Samoa.
2. The interest exhibited by a number of the more progressive American Samoa natives in building up the trust in modern medicine, by forming a society whose members made frequent visits to each village, encouraged the people to bring their "friends" to the hospital for treatment.
3. The employment in the villages, of Samoan Nurses who have not only augmented the feeling of medical security but also have wielded a remarkable liaison influence in accomplishing Public Health measures for the good of their people.
4. There has been a marked increase in expenditure of Island Government funds for the maintenance of the increased tempo of the Public Health program. Expenditures have been as follows since 1935 for the Public Health Program.

1935 -	\$12,911.56
1936 -	14,616.89
1937 -	12,853.59
1938 -	20,242.75
1939 -	14,810.84
1940 -	13,458.32
1941 -	14,834.97
1942 -	15,705.65
1943 -	33,808.18
1944 -	44,967.53

1945 - 68,645.66 plus \$60,000 for construction of New Samoan Hospital.

The new Samoan Hospital established in 1946 has a capacity of 400 beds. It is staffed by 20 Naval Medical Officers, 10 Naval Nurses and 136 Naval corpsmen. Included in the facilities of the new hospital are an insane asylum and a leprosarium which now has only three patients. The hospital consists of 8 modern well lighted and well ventilated wards, modern operating rooms, laboratory treatment room and dental clinic.

A motorized Child Health Clinic, recently established, services the villages distant from the clinic and hospital.

Over 400,000,000 units of penicillin has been used during 1945 in the treatment of yaws. The results have been phenomenal.

Six Samoan men are now undergoing a four year course in medicine at the Native Practitioners Training School conducted by the Naval Government of Guam.

Labor - Conditions of work on American Samoa, as to working hours and related matters are the same as those for United States citizens and enlisted personnel. It has been judicially held that Acts of Congress do not apply to United States possessions unless containing specific provisions to that effect, therefore, United States workman's compensation, unemployment compensation and other legislation of this type does not apply in American Samoa. The wage schedule for American Samoans is lower than that for United States standards of living. Coverage into the Federal Employees retirement system of all American Samoan employees in Naval activities is receiving consideration in the Navy Department at the present time.

There are no large scale industries or plantations on American Samoa which requires a system of labor inspection consistent with International Labor Organization Recommendation V.

#### IV EDUCATION

Educational Policy - The policy and objectives of the educational program may best be expressed by quoting the following from the 1945 Annual Report for American Samoa:

"In view of these changing conditions, which are likely to go much further as time goes on, the objective of education is to conserve the best Samoan culture and at the same time give acquaintande with the intellectual tools and social concepts and institutions of the West, to the end that American Samoa may maintain respect for their native heritage and skill in their traditional arts and crafts, and at the same time may learn to meet on equal terms with peoples, the conditions of the modern world."

Organization of Educational Administration - The organization of the Education Department of American Samoa is set up as follows:

1. Board of Education, which consists of four United States citizens and three natives.
2. Administrative Staff -

Director of Education, who is a United States citizen.

Superintendent of Education who is a native.

Secretary of Education, who is a native.

School Budget - The school budget runs approximately \$30,000 per year for

expenditures and \$1,500 per year income. The exact figures from the 1945 Annual Report are:

Expenditures	\$28,317.50
Income	1,338.96

Teaching Personnel - The teaching personnel in the public schools is comprised largely of natives. It is considered desirable to have in the school system from three to five American teachers, but during the war these went into more lucrative forms of government employment as did many of the better qualified native teachers. Most of the teachers are intelligent locally educated men and women.

In the private schools, the teachers are usually missionaries of the faith of that particular mission with native assistants.

In 1945 there were 95 teachers in 44 public schools for the approximate 3,000 students between the ages of 7 and 15. Teacher training is conducted at the Poyer School. Students who have graduated from the ninth grade may enter the teacher training program which is now a one year course. The basic curriculum is as follows:

Primary Themes.  
Methods of Arithmetics.  
Methods in Reading.  
Music, Games and Activities for the Primary Grades.  
Health.  
Agriculture.  
School Organization, Planning.  
Intermediate Themes.  
English.  
Social Studies.  
Methods in Science and Agriculture.

Facilities - The public school buildings vary from native construction to modern wooden frame buildings of American design and construction methods. In the outlying villages many of the schools are constructed by the Natives with native materials and are ample in the mild climate of Samoa. There are approximately 44 public schools and five private schools.

Curriculum - The curriculum of the public schools of American Samoa is based on a study and recommendations made in 1933 by Dean Wist of the Teacher's College at the University of Hawaii and a committee of educators experienced in the problems of Polynesian education.

The courses offered are: Theme, Reading, English, Spelling, Writing, Arithmetic, Geography, Health, Agriculture, Samoan Culture, Samoan Crafts and Music.

The Theme is the main subject from which most of the other subjects are developed. The theme topic is discussed the first period of the morning and plans are made to correlate all other subjects for the day. For example, in teaching the theme "Home and Home Life" a daily topic might be "Mats in the Home". The class under the guidance of the teacher would discuss the use of mats in the home. A simple story would be developed on the blackboard as a result of the discussion. This would then constitute the reading lesson for the day. Certain new words from time to time are introduced into the stories and graded vocabulary lesson. Copying the story into a note book serves as writing material. The health lesson will likely stress the way in which mats contribute to good health in the home. The arithmetic problem is developed from a discussion of the construction of mats. The agriculture class will have a lesson on the growing and caring of laufala, from which mats are made.

These topics assigned for each year are:

First Grade: Home and Home Life.  
 Second " : Community Life.  
 Third " : Foods and How they are secured.  
 Fourth " : Clothing and Shelter.  
 Fifth " : Transportation.  
 Sixth " : Communications.  
 Seventh " : Polynesian Environment.  
 Eighth " : Government.  
 Ninth " : Nations as Neighbors.

In connection with the teaching of useful subjects Agriculture is one of the most important subjects in the school curriculum and every school maintains a small garden in which the children work and study the practical problems of agriculture, and thereby learn the best methods for caring for their native food plants.

Opportunities for Higher Education - There are no university-trained educators among the native teachers. However, it is planned to convert the Old Samoan Hospital building, now vacant, into a new educational center to which the best students will be sent for training as teachers. Students will be selected on the basis of a competitive entrance examination.

It is also planned to teach typing and bookkeeping in order that Samoans may be qualified to fill government stenographic and clerical work. The lack of development in the English language has retarded the development of good typists and clerks from the native students heretofore but those with the right aptitude will be given special instruction in English which will qualify them for the business college type of education.

Adult and Vocational Educational Program - The Government Experimental Farm is the most important phase of adult education and is used to work out local problems of agriculture with native farmers as well as with the public schools.

Statistical Data (1945) -

Number of teachers:	95
Approximate number of children of school age:	3,395
Average enrollment of children:	3,000
Number and types of schools:	
Public Schools:	44
Private Schools:	5
<u>Mapusage School</u> : Sponsored by Latter Day Saints. Grades from kindergarten to nine. Enrollment:	79
<u>The Saint Francis School</u> : Sponsored and maintained by the Marist Sisters Order of the Roman Catholic Church. Small monthly tuition fee. Three white teachers and two natives. Enrollment:	232
<u>The Lepua Convent School</u> : Serves the purpose of training girls for the Roman Catholic Church. Grades one to six. Subjects taught: English, Samoan, Arithmetic, Religion, Writing, Catechism, Bible History, Latin, Sewing and Cooking. Enrollment:	11
<u>Autaloma High School</u> : A girl's boarding school maintained by the London Missionary Society. Nine grades from one to nine. Standard school curriculum with emphasis on sewing, agriculture and handicrafts. Enrollment	103

Fagalei: London Missionary Training School for boys who have graduated from the sixth grade of the "faifea" schools. Academic level is approximately that of the ninth grade. Exact enrollment not available.

## V ECONOMICS

Natural Resources - The natural resources of the islands comprising American Samoa are of no economic importance. The main products of these islands are copra and mats woven from local grass and leaves. There are no minerals, timber or fish in the area which are of sufficient quantity to create industrial development for export.

Agriculture - During the war the copra exports were greatly reduced due to the lack of personnel to cultivate and develop the coconut plantations. For the year ending June 30, 1945, the receipts from the sale of copra were \$39,167.36. The average selling price f.o.b. Pago Pago was \$67.34 per short ton. There was considerable increase in the quantity of copra for the year 1945 over the years 1942 and 1943 and 1944. A program is under way to eliminate the coconut beetle which has been a menace to copra production. An agreement has been made to sell the copra production of the period from July 1, 1946 to December 31, 1946 to the Commodity Credit Corporation for \$105.00 per short ton, f.o.b. San Francisco. It is expected that in future years copra production will steadily increase due to improved methods and increased selling prices.

Trade - There is no definite quantity of mats or curios to be exported, but the local authorities are establishing an agency to purchase and export the items in accordance with an organized plan. This should result in higher prices and induce greater production.

Manufacturing and trade of these islands is of no significance except as mentioned above. There are small markets where local products are sold and exchanged for local consumption. These products are mainly foodstuffs.

Foreign Trade - Foreign trade consists of exports of copra, mats and curios. The imports consist of supplies which are shipped mostly from United States and include the majority of items which are required by the Samoans for food, clothing, shelter, business and agriculture. The imports exceed the exports. The present ratio of imports to exports is 4 to 1. Tourist trade has of course been disrupted by World War II and it will be quite some time before it can be revived.

Bank of American Samoa - The financial status of the Bank of American Samoa was greatly improved during the war years. The bank statements for the period from 1940 to June 30, 1945 show an increase of \$1,621,051.01. It is anticipated that a gradual continuous decrease will take place over the next few years. The bank is in a strong financial condition with practically 100% of its resources in the form of cash due from other banks and U. S. Government Bonds. Commercial and savings deposits are well over one million dollars. However, both have decreased during the fiscal year 1945. The net operating profit was \$16,157.39 for the fiscal year 1945. Dividends paid during the fiscal year 1945 amounted to \$16,250.00. The total resources of the bank as of June 30, 1945 were \$1,804,280.40.

Public Works - The Public Works Department of the Government of American Samoa spends annually approximately \$14,000 for salaries, maintenance of quarters, maintenance of Public Buildings, maintenance of roads and bridges, maintenance of automotive equipment, maintenance of water and electric service, upkeep of village water supplies and latrines, and for general village improvements.

Considerable income, approximately \$65,000 annually, is derived from the sale of ice, water and electricity from these utilities that are operated by the government.

During the war many public improvements were brought to Samoa; mainly a new Hospital Building and miles of public roads, the maintenance of which, will become the responsibility of the island government in post-war American Samoa. During the war these facilities were maintained by the military.

Communications - There are no modern communications facilities for general use by the Samoans, nor does the local economy and culture require them. The U. S. Naval Communication facilities are available for American Samoa Government use, civilian emergencies, and legitimate business transactions requiring radio or telegraph communications.

Transportation - A small bus line is operated by the Public Works Department for civilians.

The Government of American Samoa also operates the SAMOAN NAVIGATION COMPANY. This is a profitable business venture and meets an inter-island transportation need. The net profits from the operation average \$40,000 annually. Since the SAMOAN NAVIGATION COMPANY is an agency of the American Samoan Government, the net profits are paid to the treasurer of American Samoa to the credit of the General Fund.

Commercial steamship and air-line companies are now considering the matter of restoring regular service to and from American Samoa.





**PICTORIAL SUPPLEMENT**

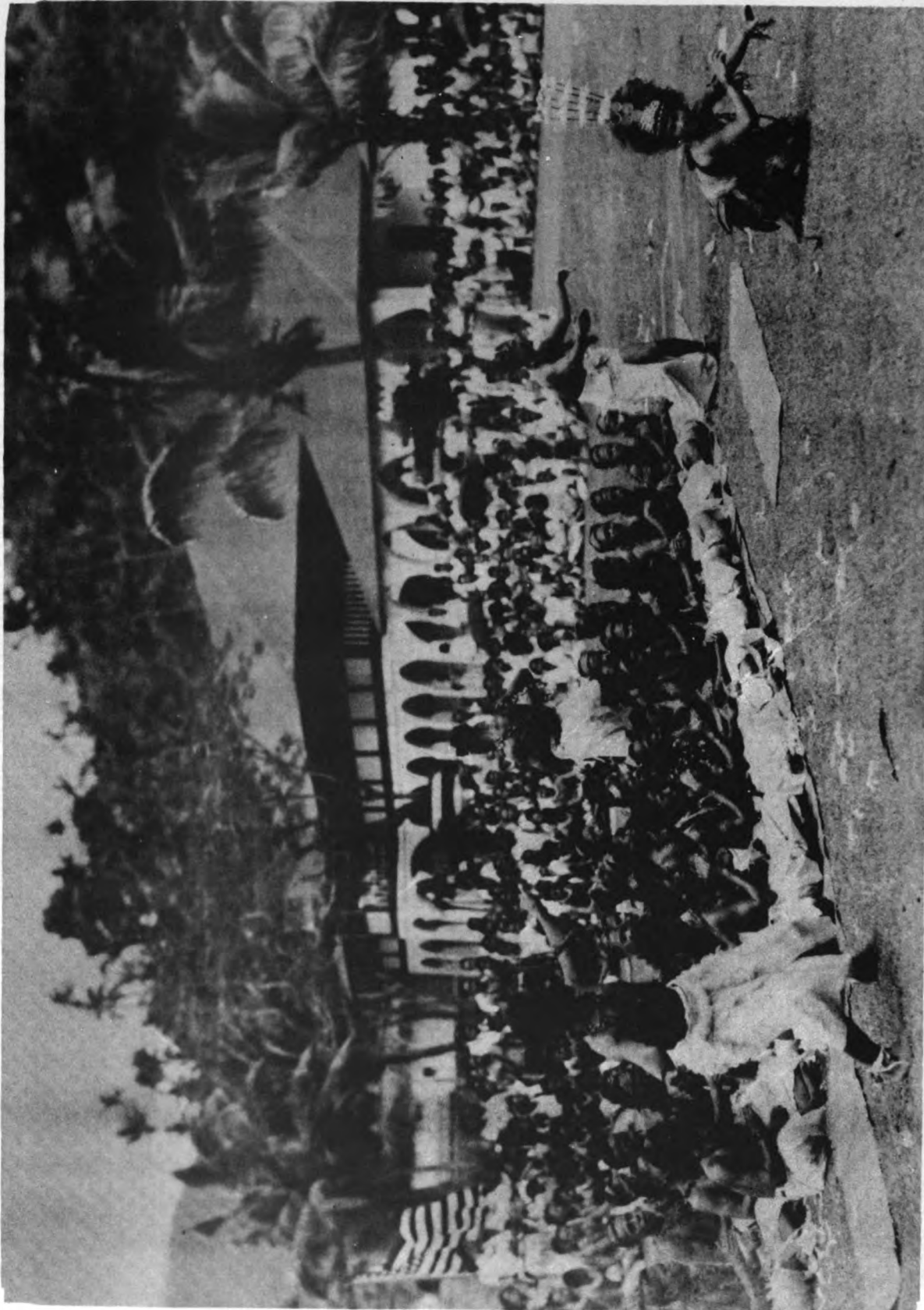
**AMERICAN SAMOA**



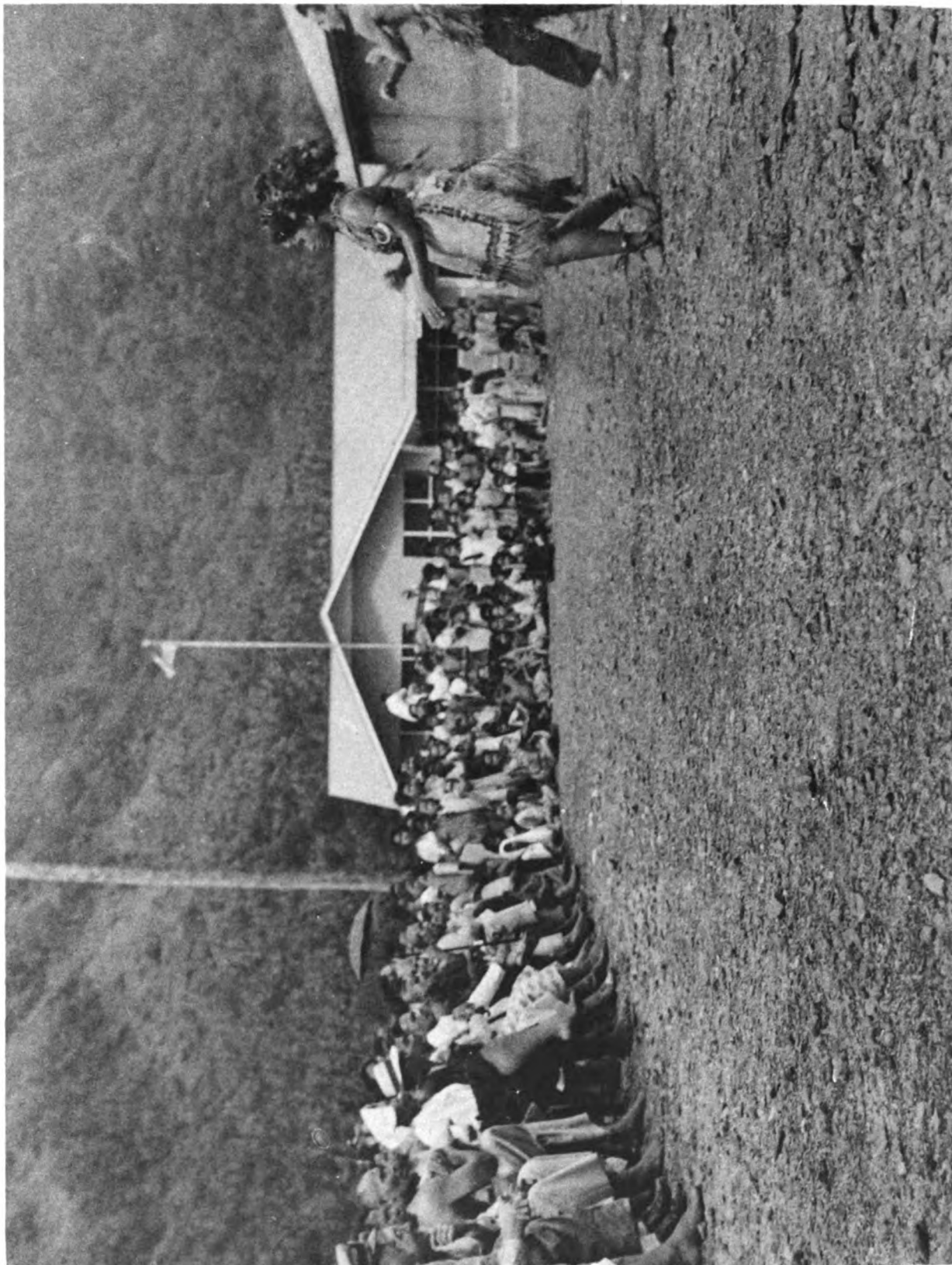
*High Talking Chief Mulitausaoplele in his native costume. The lava which is wrapped around him is made of tapa cloth, traditional garb of Samoan chiefs. The swath hung over his left shoulder and the rod he carries also are part of his official costume. Both are symbols of the High Talking Chief's position and are part of his official costume. Both are symbols of the High Talking Chief's position and are handed down from generation to generation. (Fig. 13)*



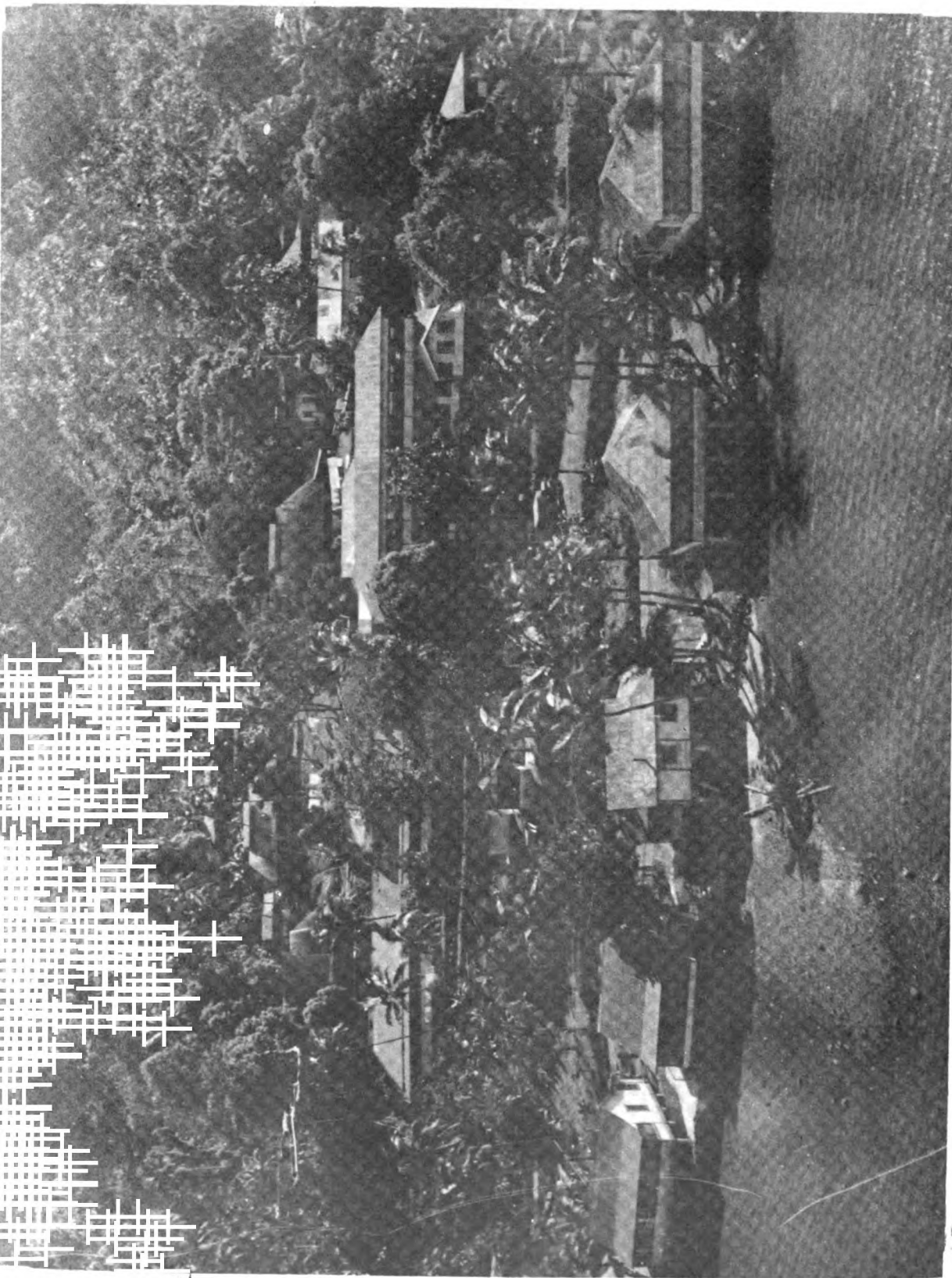
*Samoans selling native handicrafts in Pago Pago. (Fig. 14)*



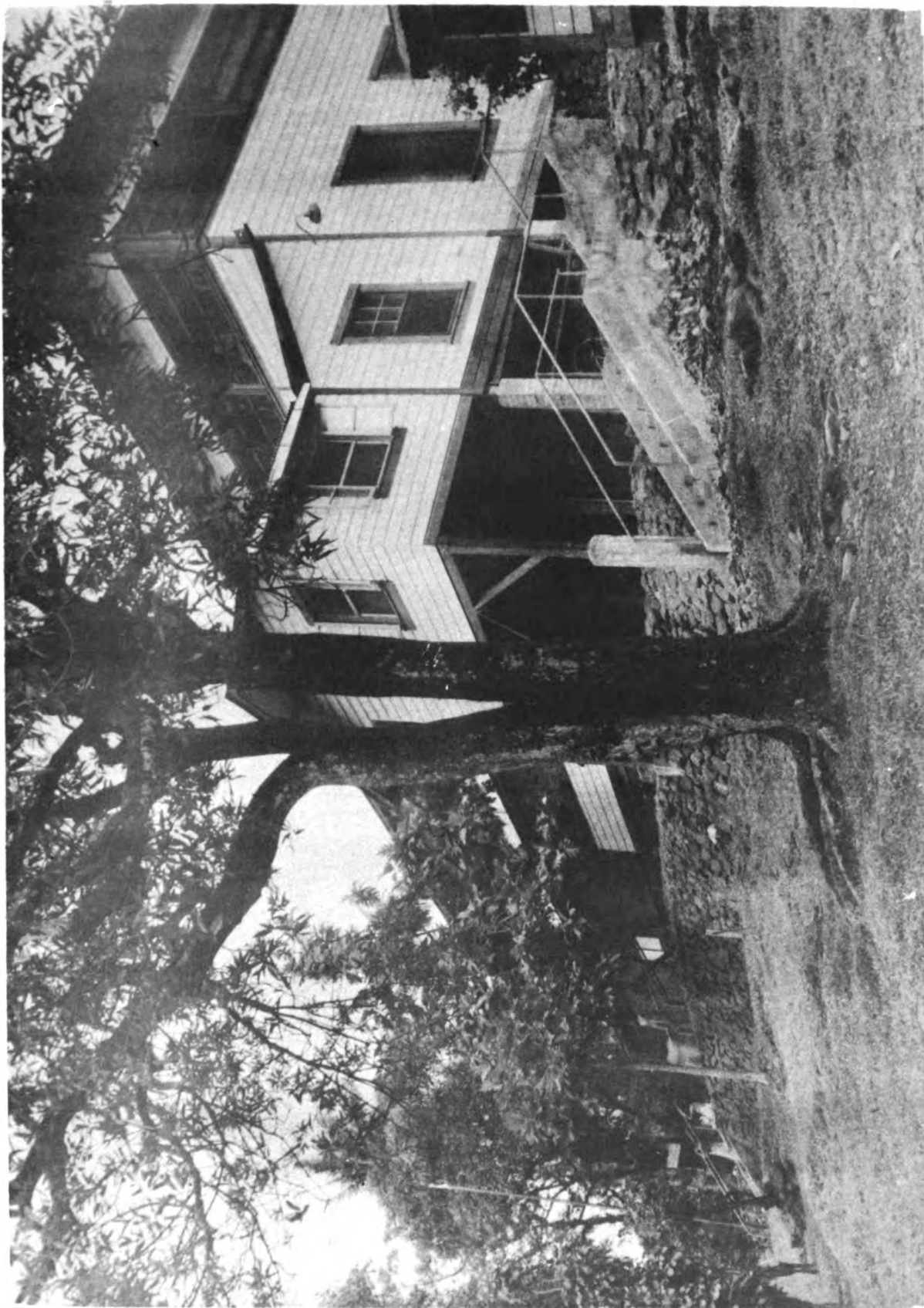
*School children performing the siva (a native dance) at the Naval Station, Tutuila, Samoa. (Fig. 15)*



A school is rebuilt and the dedication is celebrated by a siva. The school is in the background. (Fig. 16)

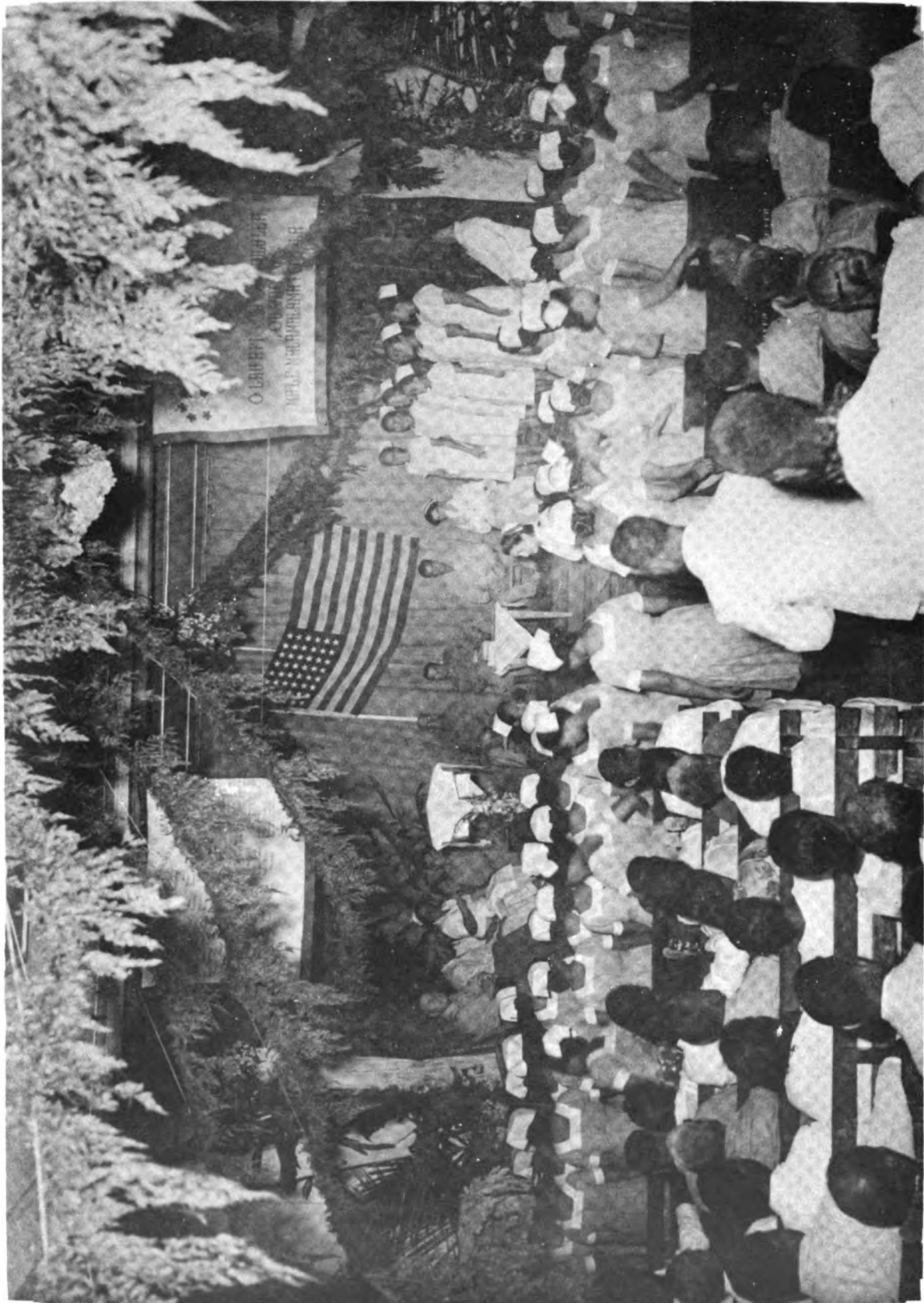


*The Samoan Hospital at Tutuila. It is operated by the Public Health Department of the Government of American Samoa for the benefit of the natives. (fig. 17)*

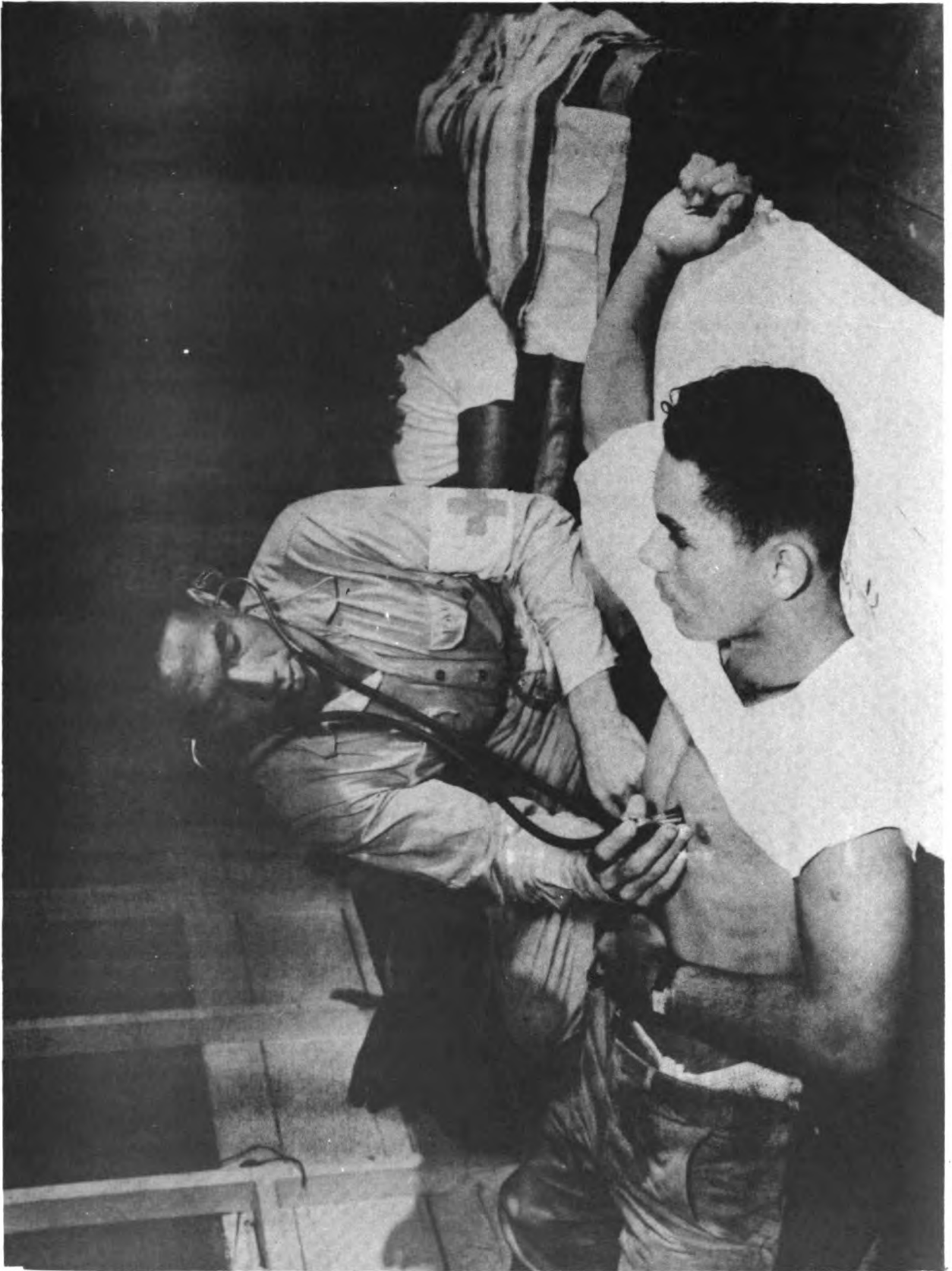


*One wing of the American hospital at Tutuila. (Fig. 18)*





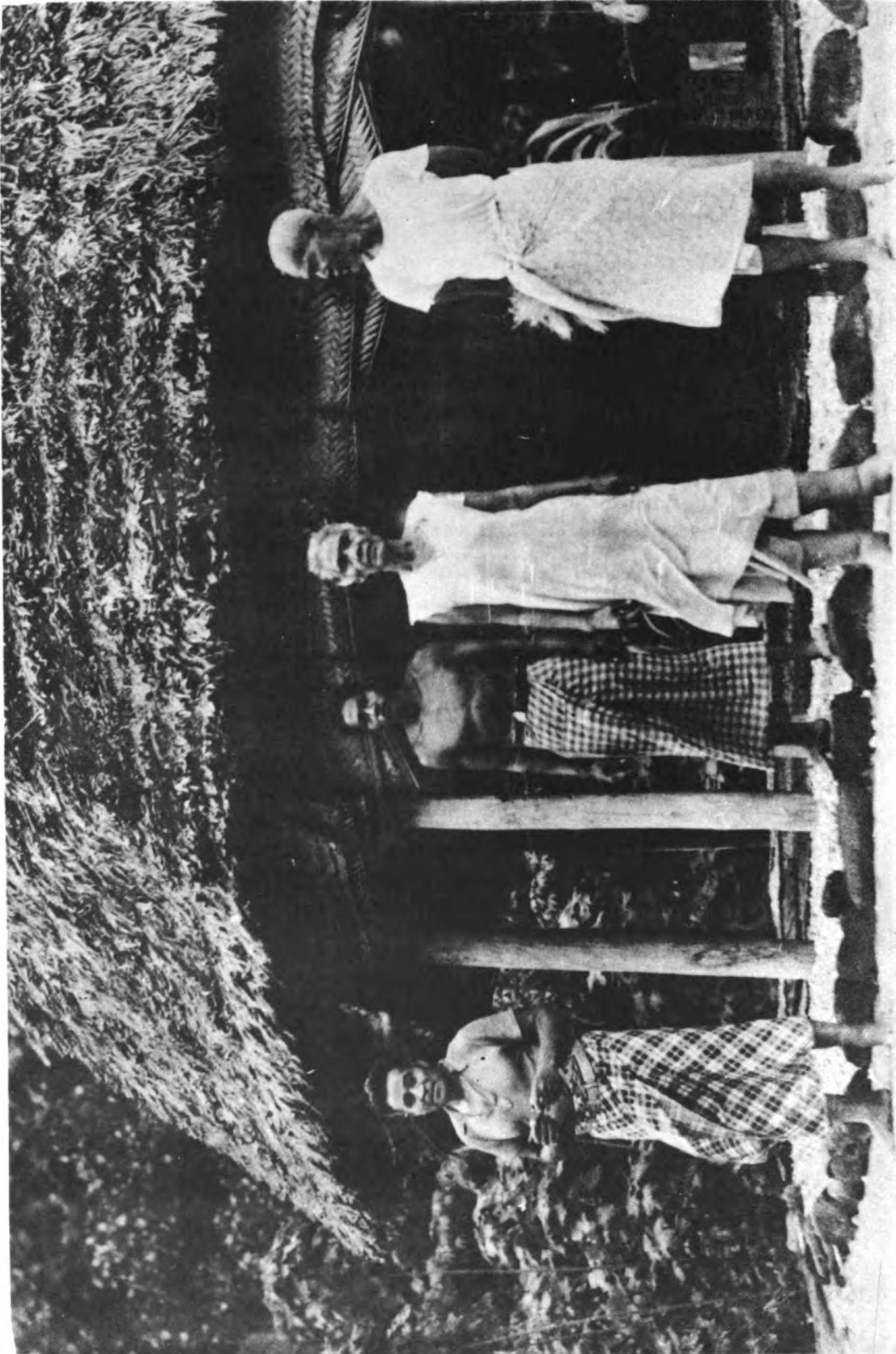
*The Medical Corps of the U.S. Navy maintains a public health program which includes the training of native nurses, six of whom are seen standing at the right on the platform awaiting the graduation exercises. (Fig. 10)*



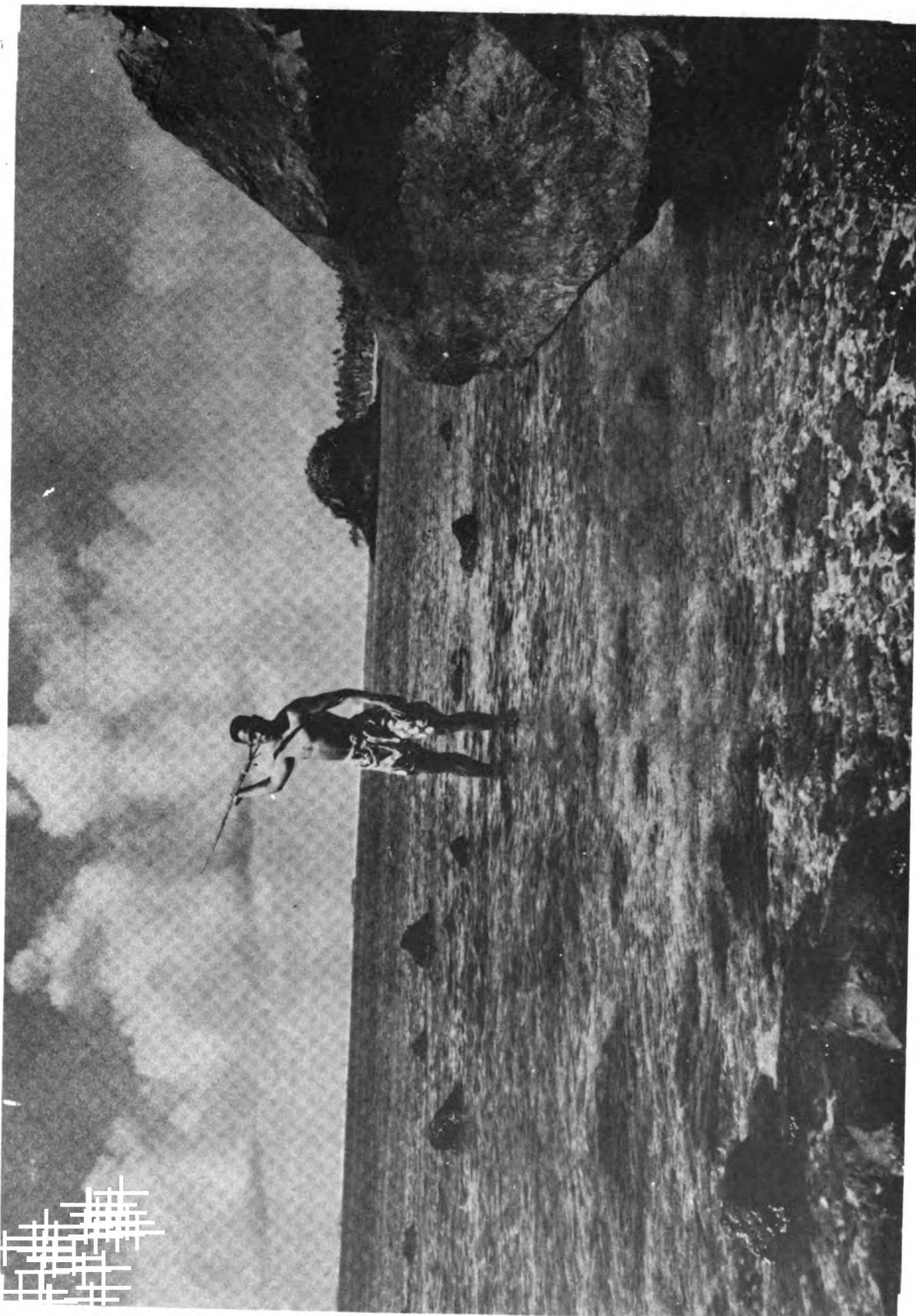
*A Samoan hospital corpsman in the hospital performs a routine checkup. (Fig. 20)*



*The Fita Fita band, composed of natives, plays martial airs in celebration of the U. S. Marine Corps' 100th birthday. (Fig. 21)*



*Samoans pose for a picture outside their home on Ofu Island. (Fig. 22)*



*Tupelu fishes native style. He stands poised ready to throw his spear at a large fish under the rock pictured in foreground at right. (Fig. 23)*

OTHER ISLAND POSSESSIONS

The United States has jurisdiction over the following Pacific Islands, the administration of which was made a responsibility of the Navy Department by the Executive Order number indicated:

<u>Island</u>	<u>Executive Order No. and Date</u>
Johnson	6935 of December 29, 1934
Kingman Reef	6935 of December 29, 1934
Kure	7299 of February 20, 1936
Midway	199A of January 20, 1903
Palmyra	8616 of December 19, 1940
Sand	6935 of December 29, 1934
Wake	6935 of December 29, 1934

Due to the physical limitations of these islands commerce and agriculture have not been developed on any of them, nor do they contain native populations. Johnson and Sand Islands are used as native bird sanctuaries.

# C O N C L U S I O N

## I. POLICY FOR THE FUTURE

Not the least of the by-products of war in the Pacific is the effect produced upon the lives and economy of the native peoples in the area. The isolation of the inhabitants of the former Japanese Mandated Islands has been brought to an end. Hereafter trade and intercourse can flourish unchecked between the islands of the Mariana, Marshall and Caroline groups.

In delineating the mission of the Military Government of the occupied islands, the Commander in Chief, Pacific Fleet and Pacific Ocean Areas couched his directive as follows:

"It shall be the mission and duty of the U.S. Naval Military Government to give effect to the announced policies of the United States by:

- "1. The physical restoration of damaged property and facilities.
2. The continued improvement of health and sanitation.
3. The early establishment of self-governing communities.
4. The institution of a sound program of economic development of trade, industry and agriculture along lines which will ensure that the profits and benefits thereof accrue to the native inhabitants and which will assist them in achieving the highest possible level of economic independence.
5. The establishment of an educational program adapted to native capabilities and to local environments and designed to assist in the early achievement of the foregoing objectives."

The above objectives are identical with the aims and plans of the Naval Governments of Guam and American Samoa. To effectuate their achievement, special training is being given at Stanford University to a group of selected officers who are to be assigned in September 1946 to duties in connection with Naval Military and Civil Government.

Public health programs are being extended and improved. Through the media of the medical training facilities on Guam, Guamanian and Samoan Practitioners and Nurses are undergoing training which will enable them to take their places in the program of Public Health Service to their own peoples.

The extension and improvement of the educational systems of Guam and American Samoa are calculated to assist the natives toward achieving economic independence in a "Guam for the Guamanians" and a "Samoa for the Samoans", and to enable them to assume an ever increasing share in the management of their own governments with the ultimate aim of fitting both races for United States citizenship.

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