GUAM REPORT

A STUDY OF THE TERRITORIAL GOVERNMENT'S
DEPARTMENT OF PUBLIC SAFETY

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FOREWORD

Guam is an island territory of the United States. The strategically located isle was acquired from Spain in 1898 for development as an American naval coaling-station in the far Pacific.

The United States, before and after World War II, afforded to the islanders an increasing measure of self-government. The Organic Act of Guam, approved in 1950, finally enfranchised the Guamanian people as American citizens and voters. These patient and congenial new citizens had thoroughly demonstrated their stability by uncomplainingly adapting themselves to several decades of more or less benevolent naval administration.

Since August 1950, the Department of the Interior has attempted to administer to United States interests in the island territory at long range, although the Department of Defense still retains large land holdings and continues to maintain important garrisons in Guam.

In mid-1961 a newly appointed civil governor of Guam requested the Department of the Interior to send out on loan a capable professional in the field of public safety. The services requested were for the purpose of the expert's working as an advisor for a time in and with Guam's Department of Public Safety, as well as for his making a study of that Department's administration and operating effectiveness.

This report will inform its reader of a multitude of conditions as they now exist in our remote island territory. Special emphasis has been afforded to the several functions of civil administration which—in Guam—are grouped together in the Department of Public Safety.

In order to ensure ready grasp by the reader of a variety of unusual and unfamiliar factors which bear upon the conclusions and recommendations contained in this report, a greater than usual amount of descriptive and explanatory material necessarily has been included.
PART ONE

THE ISLAND, ITS PEOPLE, AND THEIR PROBLEMS
Chapter One

NEW FRONTIERS AND OLD

The westward surge of America's empire building has finally come to rest in the lovely island territory of Guam. Decades of naval security restrictions have protected Guam from many twentieth century malaises, while preserving a delightful and hospitable island environment.

Guam today, like all of America, stands poised on the threshold of a new era.

America in its heartland prepares for the greatest and most thrilling adventure ever undertaken by man: the exploration of space.

In its far westernmost frontier outpost--in its unincorporated Territory of Guam--America forges ahead into a second decade of accelerated progress in territorial self-government, marked by plans for increased self-rule, economic development, and tourist visitation.

Everywhere a new and revitalizing era, with all that is excitingly implied by the words, opens out a vista into the future. In space there will be adventurous exploration, new strangeness, new mystery, heroic deeds, new sagas of human courage and endurance. In the dimension of Time, in Guam--our last old frontier--there will be new adventures in self-government, a challenging race to catch up with the past and to keep pace with the rapidly changing present.

After more than half a century of benevolently restrictive American naval rule, Guam today is finally open for visitation or emigration. The clock of the island's development has been slowed, but it has never stopped. Guam's future is bright. Unquestionably, this newly opened last frontier community faces many problems in the area of public safety.

Hence this study.
Chapter Two

VISITING GUAM

Jetting into Guam from Honolulu by Pan American Airways clipper, an arriving passenger overtakes tomorrow's sunrise. Somewhere, back there, a day has been lost. The final few score of the journey's winging miles are slanted downward through flame-tinted, towering cumulus clouds.

Guam suddenly appears below in surprising, fresh, green welcome. It is a large island. It has an unexpected substantial quality. This is not merely another Pacific atoll, ringed by reefs, baking in the sun. This is a solid place of distinctive character, timeless and assured.

Guam's 224 square miles form the largest island to be found in that part of the vast ocean which lies west of Hawaii and this side of the Philippines. Here in an island area approximately the size of New York City is the principal home of an important and unique sub-group of the Micronesian people, the Chamorros, found elsewhere only in the nearby islands of the Marianas Group.

The lovely and hospitable island of Guam lies 1500 miles to the east from Manila on the easternmost fringe of the Philippine Sea. It is 1200 miles out to the west from Wake and 3900 miles out from Honolulu. The Hawaiian capital itself lies 2600 miles off-shore from California's coastline. Even by jet clipper, a visit to Guam adds up to a lot of miles.

Guam's tiny capital city is Agana (Ah-GA-nah). Although few people live in Agana, many work and transact business there. Here is the center of the island's governmental, commercial, and religious activity.

Casual visitors, tourist sightseers, are still a rarity in Guam. Until 1958, traveling United States citizens were required to obtain passports plus naval security visas in order to visit this particular part of the United States. Security visas are said to have been difficult to procure. The reader may contrast this, if he wishes, with the long-established tradition of relatively unrestricted free circulation of American tourist visitors back and forth across Mexico's and Canada's borders.
Both before and after the Organic Act of 1950, which granted civil self-government to Guam, and even after the passport requirement was lifted in 1958, the United States Navy continued to require a "security clearance" from any off-island American desiring to visit our American island territory.

It was not until mid-1961 that the Department of the Navy was persuaded by Guam's civil governor to "suspend" its previsit, naval security clearance requirement directed at United States citizens. Free access to the island territory is now being afforded to any United States citizen or passport equipped alien, who wishes to pay a visit.

The civil government and the Guamanian people hope that many dollar-loaded tourists will come. Visitation had not begun, however, as this report was written. Pan American Airlines ticket-counter clerks on the mainland, in January 1962, were still notifying ticket purchasers for Guam that a naval security clearance was necessary, and were still routinely requesting passport numbers from American passengers.

Early in 1962 a pair of young American tourists did actually manage to stop over in Guam for a few days. When interviewed by the Guam Daily News, the husband said that Guam has more natural beauty than Hawaii, but that it appears to be sleeping, while the rest of the world keeps moving ahead. He said he could not understand why the economy of the island remains stagnant, while Okinawa, Korea and Formosa (also more or less devastated during America's Pacific and Asian wars) are now flourishing.

"Somebody," the thoughtful tourist concluded, "must be responsible for this. I would like to find out."
AGANA

This view was snapped from the site of an old Spanish fort, which overlooks Agana. The hill in the foreground was in process of being cleared of a wild overgrowth of tangentangen.
Chapter Three

GUAM IS GOOD

Guam's air terminal is still located within high wire-fencing and behind armed sentries who guard the Naval Air Station reservation. During the quite recently "suspended", and later ended, naval security period, which endured for 20 or more years, transiting passengers unequipped with proper naval security clearance were forbidden to leave their planes.

Ship passengers also were restricted to their ships.

A sign reading "GUAM IS GOOD" is said to have formerly adorned an ornamental "torii" structure located on Naval Station land near Apra harbor. Countless cargo-ship transit passengers must have glumly pondered this stark pronouncement by the hour as they fretted and sweltered in their ships awaiting the hour for resumption of their voyages. Without the all-important naval security clearance, they, too, stayed on board.

The story has it that Guam's torii sign abruptly disappeared soon after word got back that naval personnel on Saipan had also installed a slogan sign at their air terminal. The later sign boldly asserted: "SAIPAN IS BETTER."

Present Guam air terminal arrangements, while adequate for limited volumes of passenger traffic, certainly will not suffice for the future. Today's air terminal building is a small sun-baked quonset, which sometimes threatens to collapse from overcrowding at plane arrival and departure times.

The civil government of Guam looks forward with longing to the day when its revenues will permit construction of a suitable, modern terminal building on land which is not subject to naval control. Estimated cost of such a building at our dollar's present value is one-half million.

The identity of the author of the Guam slogan is not known to this writer. There is little doubt, however, that he spoke "from the heart." Stateside people who have been privileged to spend time in the island and who have had an opportunity to come under the spell of its charm mostly sincerely subscribe to the simple summarization: Guam is good.
Guam's climate is balmy, and always humid. However, the faithful trade winds blow part of the humidity out to sea. The temperature ranges between 70 and 90 degrees, with an annual mean of 81. The island lies at 13 degrees north latitude. The sun really bears down upon unprotected heads. One quickly learns to respect the tropical sun.

Really destructive typhoons and tidal waves are infrequent. Until quite recently, there were hundreds, if not thousands, of quite flimsy-looking buildings and houses on Guam which, prior to Typhoon Karen's visit on 11 November 1962, had stood up under nearly twenty years of Pacific Ocean weather. Most of these were flattened by the big wind, but some structures more substantial and much older are still standing.

The island has a pleasingly varied terrain, including hills, mountains, plains, streams, valleys, coves, beaches, cliffs, one splendid harbor, and many reef-sheltered lagoons bordered by graceful palms. There are springs, waterfalls, man-made lakes or reservoirs, caves, and thousands of acres of boondocks. (The last is a word of doubtful origin, thought to have originated with the United States Marines.)

In today's Guam the boondocks are familiarly called "boonies." Boonies are jungle areas thickly congested with tangled wild growth. The virtual impenetrability of Guam's widespread boonies accounts for the almost incredible continued presence in the island of Japanese military stragglers. Nineteen years after Guam was, in 1944, wrested from the grasp of the enemy an occasional straggler still is killed or captured by Guamanian game poachers.

It is not, however, the equable climate or varied terrain of the island which constitutes Guam's principle charm. As elsewhere in the world, the really enduring impression formed by a visitor, the one which counts most heavily in his feeling for the place, is that which he gradually acquires in his contacts with the people who live there. The people of Guam are distinctive in their Chamorro culture, warm-hearted, cheerful, hospitable, appealing and sincere.

It is no exaggeration to say that "Guam is good." Guam has a lot to offer. While serving in Armed Services assignments, thousands of stateside Americans have sampled the charm of living in this remote territorial community. Most of these will agree that life in Guam is pleasantly different, and that they would indeed enjoy another visit to the friendly isle.
Encountering a scene of beauty is not an uncommon experience. Here one of Guam's clear, cool, freshwater streams quietly flows down to mingle with the ocean's encircling immensity.
Chapter Four

CHAMORRO

There is a quality of mystery and an exotic flavor in the very name borne by the Guamanian people. This word, "Chamorro," also denotes the language spoken by the natives of Guam and of the 14 other Marianas Islands.

Chamorros are Micronesians, an important sub-group, with distinctive differences. The non-Chamorro Micronesians, inhabitants of other isolated Pacific islands in the relatively empty ocean, are usually referred to by the group name, "Kanaka." Chamorros are a more advanced people, perhaps because they have been for centuries exposed to Spanish cultural influences. The Guamanians in particular have had historically recent infusions of Spanish, Mexican, and Tagalog (Filipino) blood.

Scholars have speculated that adventurous explorers from ancient, feudal Japan may have settled in the Marianas Islands. Some who guess at the Chamorro word's origin link it with the old Japanese word "Samurai," which in feudal Japan indicated a member of the warrior class. The word, "Chamorro," still connotes "chieftain" or "leader" in Guam. The same etymological speculators point to a similarity between the island-name, "Saipan," and "Cipango,"--Marco Polo's westernized spelling of the Japan he heard about while he was in China.

Traces of possible early Japanese exploration and settlement have been found elsewhere in the Pacific islands. Among others may be cited the existing ruins of a once mighty, stone-walled, Venetian-canal type city on the reef at Ponape,--the almost obliterated city now called Metalanim.

Micronesians of both types are generally thought to be descendants of an early blending of Melanesian and Polynesian stocks, perhaps with added Malay strains. Micronesians are not generally as tall or robust as are today's Polynesians. They are brown or yellowish-brown of skin, with black, curly hair and eyes almost black.

Ninety-five percent of today's Guamanians are said to embrace the Roman Catholic faith. Spain conquered Guam and the other Marianas Islands in the late sixteenth and early seventeenth centuries.
Spanish priests were active in Christianizing the Chamorros until very recent years. The island clergy at present includes several Chamorros and many Irish-American priests.

Even after several hundred years of Christianity in Guam, traces of ancient, primitive religious animism remain. Most Chamorros are still aware of their dread Taotaomona. By old remembered custom, many Guamanians pay a sort of homage by muttering ritual phrases and furtively performing ancient ritual acts at such times as they are compelled to pass through or nearby to certain island areas where, traditionally, Taotaomona's influence is felt to be strongest.

There remains a dim memory in Guam of legends describing a giant people who first lived on the island. A modern dean of the College of Guam has estimated, through "carbon-dating," that humans have lived on Guam since 2500 B.C. Some link the ancient giants with the word, Chamorro. Some believe that the word, Taotaomona, refers to the spirits of the ancients, thought still to live in Guam, presumably in banyan groves and latte stone monument sites.

Others interpret Guam's legends as linking the word, Taotaomona, to an ancient god, or gods. Arriving near a latte site or an ancient banyan grove, almost any prudent, modern Guamanian will whistle respectfully and will mutter: "Guela yan gucla no papo yo." Freely translated, this is said to mean, "Ancient ones, I crave your permission to pass."

Unlike many Pacific island peoples, the Chamorros apparently never learned to commit their history to ritual songs or poems, to be memorized and passed along through successive generations. Much of the old, pre-Spanish Guam lore apparently has been lost. Early Spanish ecclesiastical records, where the old lore may have been recorded, apparently perished in the American recapture of the island in 1944.

Guam and the Marianas did produce one unique and distinctive bit of human handiwork at some unknown time in the remote past. The latte mepo are large carved stones, of which many have been found. The pedestal is roughly shaped into an approximation of a palm tree's trunk. Balanced on top of the pedestal base is a capstone shaped into a rough approximation of a palm tree's foliage. However, the coupled stones' resemblance to a palm tree is vague enough so that the actual inspiration to the stones' ancient sculptors may well have been some other object, unguessed by modern viewers of the stones.
Insofar as the writer has been able to determine, the latte stones are the Chamorro peoples' sole distinctive cultural production, aside from the language. The stones apparently were connected in some way with the old god, Taotaomona, and perhaps with tabu. Modern Guamanians for the most part avoid whenever they can the areas where the stones have been found.

ANCIENT RELICS

A collected group of latte stones on display in a small park near the Government Offices.
The legend on a bronze tablet near the group of latte stones reads:

LATTE MEPO
RECONSTRUCTED

The Latte Site is a classic example of the archeological ruins found only on Guam and the other islands of the Marianas. They are of such antiquity that their purpose was not known to the inhabitants of Guam at the time of Magellan's visit. These ancient monuments are part of the twelve stone Latte Mepe located near Fena River. During post World War II construction the original site was destroyed, but these eight pairs of stones were saved and erected on this site during 1955 and 1956 in accordance with a sketch drawn in the third decade of this century.

Parks, Monuments and Museum Committee
1957
Chapter Five

ISLAND ECONOMY

A civil governor of Guam recently summed up the territory's economy in his 1959 report to the Secretary of the Interior:

"Although Guam is relatively poor in natural resources, it is one of the important military bases of the United States in the Pacific, thereby providing an important wage economy for civilian residents, as practically the entire economy is based, directly or indirectly, upon such wages."

The extent of Guam's economic dependence upon the presence in the island of large Armed Services establishments is also set forth revealingly in the 1956 Governor's report:

"...Navy wages to Guamanians alone average $3,444,092 annually, and purchases from local concerns totaled $526,921. ...To sum it all, the Navy installation makes available for the economy of Guam an annual civilian payroll of approximately $11,530,000.

"A similar contribution is found in a study of Guam as affected by the United States Air Force, the monthly payroll of which is $1,615,273. ...Off-base purchases for supplies and services total $153,800 monthly....

"The economy of Guam continues to be sound but heavily reliant on the presence of military units."

The present writer was unable to discover any very recent record of the wages annually disbursed in Guam to military and civilian employees of the Navy and Air Force. However, income taxes upon all wages earned in Guam are either paid directly to the Government of Guam or are reported and paid Stateside, to be thereafter sent back to Guam by the Internal Revenue collectors of the United States. For all practical purposes, mainland federal income tax rates and local income tax rates of the Government of Guam are identical.
The island people pay no federal income tax, and the military stationed in Guam pay no local income tax. Ultimately, Guam receives the benefit of federal income taxes collected from the military who are stationed in Guam.

The 1960 Annual Report of Guam's Governor shows approximately $10 million collected in federal and local income taxes, with slightly less than half of that amount having been collected by the United States and returned to Guam. This portion of the total, perhaps, approximately represents income taxes collected from the military.

The permanent and temporary citizens of our island territory actually contribute no federal taxes of any sort. If any are paid, the United States faithfully returns them to the Government of Guam. This same arrangement is understood also to prevail in the Virgin Islands. Guam's Organic Act provides, as does the Virgin Islands', that all federal taxes collected on the mainland resulting from the sale of articles manufactured in the territories shall be refunded to the territorial governments concerned. The Virgin Islands annually realize a fair sum in excise taxes resulting from the brisk sale throughout the United States of Virgin Island rum. This is a source of revenue which Guam has not as yet tapped.

A former Governor of Guam, in his speech of 8 January 1962 to the Guam Legislature, stated that Guam's revenue is declining, and that it will continue to decline until Guam builds an independent basic economy. He said that complaints are continually being received from Washington about unrealistically low local tax rates in Guam.

Later in the same speech, the Governor asked for higher tax rates all along the line, except for income taxes, which rates are keyed to national rates. (Various Guam tax rates were later raised by the Legislature.)

The Territory has no bonded indebtedness. To defray operating expenses, plus providing money for a good continuing program of capital improvements, thus far Guam has managed to find money from current revenues. Current revenues are bolstered each year by substantial contributions derived from various federal grants-in-aid programs.

Wages paid by the Government of Guam to its employees, numbering perhaps 3,500 in the various departments of the Executive Branch, are in the main little more than one-half of the average wages paid to similar-rated employees working on the mainland. The cost of living on Guam is at the same time definitely higher than on the mainland.
The military establishments also employ large numbers of island civilians. However, federal wage scales are substantially higher, and civilians in military employment have commissary and post exchange privileges which appreciably reduce the cost of living.

A Guamanian citizen of the United States, as long as he continues to live in Guam, may not (at present) send elected representatives to Washington; nor may he help elect his own governor or secretary.

However, neither does he, as do stateside American citizens, annually hand over to federal, state and local tax collectors an average of 35% of his income. The fact that the United States' public debt in 1960 totaled $1 trillion $383 billion does not trouble him. Living in Guam, an American citizen is little concerned that each stateside American family's share of our staggering total indebtedness is $25,000. To the Guamanian American citizen it is a matter of academic interest only that the total public and private indebtedness of the American people has increased by 1,000% since 1912.

There are definite psychological advantages attaching to residence in Guam. The Guamanian United States citizen has his own worries and his own problems, but it is one of the substantial charms of living in this part of America that a Guam resident can still somewhat comprehend and can still to a large extent come to grips with the day-to-day realities of his simple island existence.

As long as stateside taxpayers collectively pay for and maintain large military garrisons in the territory; as long as stateside taxpayers are able to meet and pay an ever-growing federal tax-bill with which to fund an ever-increasing national debt, again with which to maintain ever more lavish federal grants-in-aid programs--our delightful island territory need never be unduly concerned about any economic fate worse than the occasional pinch of poverty.

Sometime after the island was devastated by war in 1944, the United States made $6 million available to the Navy for rehabilitation of Guam's civilian population. This amount was soon spent. Some small progress was achieved, but a great deal more remained to be done. Fifteen million more federal-aid dollars were sought in 1950, but for some reason which does not appear the territorial government withdrew its request later in 1950 and instead drew up a 10-year plan which committed the expenditure of $1.5 million from Guam's operating funds each year for 10 years into a capital improvement program (schools, roads, bridges, hospital, government administration buildings, community buildings, provision of power, water, sewers, telephones, etc.)
Guam's Territorial Flag is flown daily in the Plaza de Espana. One of the Guam Government's two modern office buildings appears in the left background. Guam's post office is in the background, center.
In actual implementation of the 10-year capital improvement plan, Guam's government outdid its own expectations. Instead of spending $15 million, approximately $27 million of Guam's operating funds, plus large federal grants, went into the island's capital improvement program in the first 10 years of civil administration. As will be shown later, diversion of operating funds into capital improvements resulted in a sacrifice of operating effectiveness in many of the government's programs.

Guam's governor announced in January 1962 that there is a "constantly increasing demand for desperately needed new capital improvements which total a minimum of over twelve million dollars." The havoc wreaked in the island later by Typhoon Karen has, of course, multiplied this figure many times.

Guam now has a modern 300-bed hospital, owned and operated by the territorial government. Five to six thousand patients are admitted each year for hospitalization. Out-patients seen each year number more than 35,000. The price of hospital rooms, medical care, drugs, etc., is kept fabulously low, and the government exerts less pressure to collect its hospital bills receivable than it does to collect overdue taxes. Very large sums in both areas remain uncollected for years, and some finally become uncollectable under the lenient island law. Substantial new federal grants-in-aid are understood to be needed desperately to repair recent storm damages to Guam Memorial Hospital.

Modern schools have been built in many parts of the island, including a tuition-free college. More schools are constantly being built in Guam in a desperate race by the government to keep up with the exploding growth-rate of the native population.

During the first decade of civil government in Guam, a new palace was built for the Governor, new and modern government administration buildings were constructed, a new federal post office building and numerous units of government-owned employee housing were constructed. The government's commercial seaport also was improved and developed. Telephone service was extended; running water and electric power were provided on a larger scale; some small improvements were made in providing sanitary sewers; public health offices were opened in all villages; and park development got off to a promising start.

Meanwhile, the steady, progressive transmutation of the island's former practically self-sustaining agricultural economy into the present military-garrison-servicing economy inexorably continued. The Governor's Report of 1951 candidly admitted: "....Guam cannot hope to develop an export agricultural economy."
In 1940, something of the sort was possible, but not in 1951. By 1951, the government was saying:

"It's (Guam's) chance of becoming self-supporting and relatively independent of the military establishment lies in the establishment of small processing industries and other businesses which will take advantage of Guam's position as the only American Territory in the Far East.

"It (Guam) now gives unmistakable evidence of becoming a major commercial center of the Pacific in the coming years. It is clearly the best and safest site for headquarters of American corporations doing business in the Far East."

Civil government of that early day could not foresee the strangulating effect upon the development of private business enterprise, which could not fail to result from the 1950 imposition of unprecedented, strict security, quarantine controls.

By 1953, the Government of Guam was confidently announcing:

"Plans for economic rehabilitation cover a wide field including the building of new homes to replace old quonset and temporary frame structures, the establishment of new industries and new commercial enterprises, the expansion of old industries and business.

...The economic development of an island, such as Guam, is vitally necessary in order that the territory may be in a position to provide a stable, job-giving, tax-paying economy should the level of military activity and military construction expenditures decline."

As this report is written, 12 years later, the brave dreams of Guam's first civil governors have never been realized.

Guamanians still live in quonsets and temporary frame houses, many of the old business enterprises have departed from the scene, and few indeed are the new industries and new commercial enterprises.
A FLAVOR OF TEXAS

Handsome, dynamic, former Governor Bill Daniel found time for Texanizing Guam's children. Alamo, the movie-horse, is here being very agreeable to "just one more" pose. The Governor's son, Will, stands nearby with a broad-beamed Black Angus bull.
Since the advent of civil government in Guam in 1950, the island has had—not counting a gaggle of officials who have filled in for brief periods as Acting Governor—six presidentially appointed civil governors. Each was appointed for a term of 4 years. None has thus far succeeded in completing a full term of office.

Of the six governors, four were proconsuls sent out from the mainland, two have been Guamanians. One governor who was chosen from among the native residents of Guam lasted less than a year. His tenure of office was briefest of any. The present Governor, very recently confirmed in office, is faced at the very beginning of his term with the herculean task of complete rebuilding of the typhoon-wrecked island community.

Each incoming governor has had his own ideas of what constitutes proper administration; each has placed his own emphasis upon programs. Each has wanted to make his own appointments of department heads and staff. Each in turn settled in to learn about the island's economy, its political vagaries, and the island's problems.

By the time each new governor began to function efficiently, he found that the "honeymoon period" with the legislature and other political forces had ended. Before long he came under fire from the island's only newspaper, from the legislature, from Washington, perhaps from the military (behind the scenes), from the business community, and perhaps (again behind the scenes) from the Church.

Even if he retained the full support of powerful federal officials in Washington, a Guam governor's reign has never been a happy one (as past events have proved).

Richly endowed with public spirited civic interest and patriotism as he must have been in the first instance—or he would never have considered accepting the appointment—despite all of the fortitude, tenacity, and skill in political maneuvering which he could muster, there seems to have come to each civil governor a time when he began to contemplate with grateful interest a return to more rewarding labors. Once this point was reached, the end of that particular reign was in sight.
When each short-term governor departed, it is said, by custom he bundled up all records and papers accumulated during his tenure of office. He and they departed together.

Guam then settled back cheerfully and comfortably to enjoy a few months of relaxed rule by an acting governor. It has hardly seemed worthwhile to gird against them, for most acting governors have never been long in command.

A new governor has always eventually been appointed. Thereafter, the old, familiar play would be acted out anew, each time with an entirely different personality installed in the leading role.

Lack of continuity of top level administrative talent is, and has been, Guam's major problem. Lack of tenure and stability has been felt not only in the governor's office but also in the executive departments—for, as was only natural, each new governor has freely exercised his prerogative to make his own appointments.

The remedy for such chronically demoralizing brevity in executive tenure is a change long overdue in Guam's Organic Act to permit the voters of the Territory to elect their own governors and secretaries.

Despite the editorially expressed misgivings of Guam's one daily newspaper about the poor state of the island voters' present-day political maturity, it seems that this important amendment to Guam's Organic Act now comes on apace.

The national administration has long since proposed to Congress an amendment to the Virgin Islands' Organic Act providing for an elected territorial governor and secretary. Important congressional leaders have followed up this good example by introducing similar legislation in behalf of Guam. The Secretary of the Interior recently informed the people of Guam that he will support such legislation in Congress.

If the proposed change in Guam's Organic Act is tailored to Guam's need, as undoubtedly it will be, provision should be made to permit an elected governor to succeed himself in office after one 4-year term. During an 8-year tenure, a competent executive could accomplish really substantial and enduring improvements in the island's economy and in its relationship with the other political units of the American system.
Chapter Seven

EXPANDING POPULATION

Spanish colonization of the island of Guam began in A.D. 1565. The Chamorros bitterly resisted. Many settlements were wiped out, and eventually most of the able-bodied warriors were killed. Some fled into the fastness of the island jungle. Others escaped and settled in nearby islands. One hundred thousand Chamorros lived on Guam when the Spaniards came. One century later, only 1,800 remained, mostly women.

The first American census taken in Guam was accomplished in 1901. Population at that time stood at 9,360. A recount made 9 years later showed 11,806. The year 1920 tallied 13,275. Ten years passed, and 18,509 persons lived on the island. The year 1940 numbered 22,290.

The population figures shown above do not include Armed Services personnel, but in pre-war times the United States maintained extremely small garrisons in Guam.

World War II and the Japanese occupation of Guam perhaps should have slowed the rate of population increase, but the 1950 census actually recorded 27,985 civilians in the island, plus 39,769 military, for a total of 58,754.

By 1960, as available records vaguely reveal, Guam's population had increased to "over 66,000." This figure includes military and civilians.

The population of Guam in 1963 may be estimated as standing between 70-75 thousand. Of these, perhaps 30,000 are military and dependents.

Guam's fifth civil governor requested on 8 January 1962 that the legislature consider the impact upon Guam's economy of a possible new and major military installation scheduled to be constructed in the island within 18 months. This installation, the Governor predicted, would increase Guam's population by 1,500 "almost overnight." Later events have revealed that the reference made was to the since announced, proposed development of Apra harbor as an atomic submarine base.
The Governor declared that Guam's population is "skyrocketing." He pointed out that during fiscal year 1960 there were 1,675 civilian births and 211 civilian deaths.

The island is indeed a healthful and fertile locality, with a birthrate almost double the U. S. average. The deathrate is now about one-half of the national average. Guam grows no larger, but the population surely is, in the words of the Governor, "skyrocketing."

Expanding population in Guam constitutes a serious future island problem, even though the City of New York packs 8 million people into an area of almost exactly the same size.
Chapter Eight

DISPOSAL OF SEWAGE

The annual report of the Governor for Fiscal Year 1960 ominously notes, in discussing sewage disposal:

"This is the area of greatest need and highest potential hazard."

"The long-term solution is island-wide public sewerage and treatment plants. The present limited use of the ocean for the disposal of raw sewage is already creating a problem in beach pollution."

Agana and Agat have sanitary sewer lines. Other civilian areas have cesspools, septic tanks and pit latrines.

Public Law 37, passed in 1957 by the Fourth Guam Legislature, set aside $25 thousand for the development of an island-wide master-plan for a sanitary sewer system. Apparently, no such plan has ever been drawn. Whether the money was spent, does not appear.

The Governor's Report for Fiscal Year 1959 sums up the sewage problem as it then existed. Little has since occurred to change the '59 picture:

"Water pollution of the beaches is of real concern, due to unauthorized temporary outfall pipes which serve small areas and which were installed as temporary sewer lines by the military a number of years ago. The real need is to determine the amount of pollution and work up data to forecast the type of public sewage treatment desirable for the island...."

This is interpreted by the present writer to indicate that the sum of $25,000 appropriated in 1957 for development of a sanitary sewer system master-plan may never have been spent.

A new study for a proposed Agana urban area sewer system was announced in 1962. A Swiss engineer consultant, connected with an entity called the World Health Organization, was reported to be in Guam. The Guam Legislature had recently appropriated $9,500 to finance his study. If time permitted, sewage system needs in
other parts of the island were also to be outlined. What came of
the 1962 study is not known. Agana's population is small, and it
is the only island area (except Agat) which possesses even modest-
scale sanitary sewer lines at this time.

Present-day raw sewage disposal in Guam is quite simple and
direct. Where sanitary sewer lines exist, bearing in mind that
the island areas thus served are few in number, a waste pipe is
laid out into a nearby lagoon. The raw sewage is dumped into the
ocean close by to the shore.

As the island's population expands, proper and safe disposal
of sewage becomes increasingly important.
Chapter Nine

UNFAVORABLE BALANCE OF TRADE

Prior to 1940, Guam was an agricultural community. Most of the food necessary to feed the population of 22,000 was grown in the island. Copra was produced for export in the amount of 3,000 tons annually.

Due perhaps partly to naval restrictions upon free access to the island, imports vastly exceeded exports. This condition is called an unfavorable balance of trade.

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<tr>
<th></th>
<th>Imports</th>
<th>Exports</th>
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<tr>
<td>Fiscal Year 1940.......</td>
<td>$643,000</td>
<td>$103,000</td>
</tr>
<tr>
<td>Fiscal Year 1941.......</td>
<td>994,000</td>
<td>84,000</td>
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</tbody>
</table>

Guam's shipping port at Apra today apparently still remains closed to all except government vessels and specially Navy-licensed freighters. The reason given is that the only harbor within the Territory of Guam lies adjacent to a "special naval area." The present writer has been unable to discover why the commercial port must be Navy regulated, or what exactly is meant by the rather vague explanation. Naval restriction of the only commercial shipping port, over the years, undoubtedly has operated to a very considerable extent to perpetuate Guam's strikingly unfavorable balance of trade.

With the advent of civil government in 1950, the First Guam Legislature hastened to lift all customs duties from goods imported into Guam. This made Guam's port a "free port", and it has ever since, in a customs sense, remained free. The 1950 change was aimed at reducing the island cost of living by allowing free importation of foodstuffs and consumer goods from the nearby Orient. This 1950 lifting of import duties was also expected to create an incentive to the establishment in the island of small processing industries. The latter aim has never been realized. Perhaps lack of economic development of the island has two principal bases: naval security restrictions, and a chronic shortage of indigenous labor.
Removal of customs duties, in practice, has operated to increase imports. At the same time, exports have dwindled. Copra ceased to be listed among Guam's exports after fiscal year 1951, when 349 tons were shipped. The island is graced by thousands of coconut palms, and coconuts still constitute a major staple of island diet, but palms are little cultivated. Copra is not produced in commercial quantities on Guam today.

Latest available figures, those of fiscal year 1960, show total goods imports of $32 million and exports of $8 million.

Exports listed which were shipped in appreciable quantities in fiscal year 1960 include rice and flour (origin unknown to writer); petroleum products (origin not known); surplus (perhaps military); and the largest item of all--"scrap"--52 million pounds of it. Exactly what materials are included in the "scrap" category is not apparent.

An unfavorable balance of trade means that money flows out and goods flow in at a faster rate than goods flow out and money flows in.

Without any doubt, if means could be devised to reverse the present unfavorable balance of trade, Guam's economic and governmental problems would be much closer to being solved.
A Guamanian farmer pauses for purposes of photography while enroute to his home from the fields. The carabao is still frequently seen in the island. It serves as an all-purpose domestic draft animal.
Early in the era of civil government in Guam, an urgent need for more and better private housing was recognized. The very first civil governor's report, written in 1951, outlined the housing shortage problem in Guam and confidently predicted its solution:

"During the year, arrangements were completed with the Federal Housing and Home Finance Agency in Washington, D.C., to send a three-man survey team to Guam to survey conditions and needs.

"This group will prepare a report and make recommendations on extension of necessary Federal housing legislation to Guam in order to alleviate the extreme shortage of housing. The extension of Federal legislation will make it possible for individuals to build private homes and rental housing units by borrowing the necessary capital and insuring these loans under FHA on a long-term basis.

"This program will also allow the Government of Guam to eliminate its temporary housing and provide adequate permanent housing for off-island recruited personnel."

The Governor's Report for Fiscal Year 1952 later summed up the same problem in these terms:

"Housing is presently one of the most critical problems in Guam.

The Government of Guam is making every effort to improve housing conditions in urban and rural areas.

"...Home mortgage loans insured by the Federal Housing Administration are available to home builders in the territory."
"At the present time there is considerable govern­
ment land available for the provision of house lots and
homesteads.

"Some local government financial assistance is avail­
able through the Guam Finance and Development Administra­
tion. Where adequate financing is not available on
reasonable terms, the Finance Administration is author­
ized to make direct loans."

In fiscal year 1953, however, the Government of Guam was not
quite so sanguine in its prediction of an early cure for Guam's
housing shortage:

"Progress on the solution of Guam's housing problems
was slow, as the local office of the Federal Housing Ad­
administration was able to issue only 50 commitments for
new housing, or additions to existing housing, during
its first year of operation. Additional commitments
numbering nearly 1,500, 80 percent of which are to be
rental units, await issuance until such time as mortgage
money becomes available. The provisions of the Alaskan
Housing Act (make) possible the purchase of FHA mortgages
by the Federal National Mortgage Association (in Guam).
However, as it applies to Guam, the act allows considerable
latitude in the election by FNMA to purchase Guam mort­
gages, an option that the agency has so far chosen not to
exercise. It is expected that this situation will grad­
ually ease as funds for mortgage financing become avail­
able."

Apparently, as of 1963, funds for mortgage financing never
have become available; the Federal National Mortgage Association
has never chosen to purchase FHA insured mortgages in Guam in any
great quantity; and the Federal Housing Administration has been
unable to make mortgage insurance commitments, except in isolated
instances. Furthermore, it is apparent that the Guam Finance and
Development Administration has not been very active in making direct
loans for housing from its $900,000 operating fund.

Until Typhoon Karen scalped the island on 11 November 1962,
Guam's private housing needs remained essentially the same as
described in the report of fiscal year 1952. This description
is summarized:
Eight villages were hastily and arbitrarily moved by the military during the reconstruction period immediately following World War II. A ninth, Agat, was also moved, but for some reason this village was treated to paved roads, curbs and gutters, a sewerage system, street lights, fire hydrants, etc.

Santa Rita, Asan, Piti, Sinajana, Barrigada, Dededo, Yona, and Talofofo, in their new locations received sub-standard, often makeshift improvements. The houses were small, flimsy, set closely together on small lots, and were served by narrow coral roads. Electric power and piped water were made available only to a limited extent. Sewage was limited to pit latrines and cesspools.

The villages of the island which escaped being moved to suit military needs were in no better shape.

The big wind of 1962 left standing few if any of the sub-standard village residences. Extensive rebuilding is urgently necessary at this time. Little can be done without substantial federal aid. How much aid will be forthcoming is still uncertain.

Agana, which before the war was a city of 10,000, has barely a thousand inhabitants today. After World War II, the city was completely replatted, and a new system of streets was constructed by the military on a rectangular grid system. Within each block an orderly lot system was superimposed on the previous jumbled platting. The confusion thus created in the area of questioned private ownership of Agana land has remained one of the greatest and most vexing problems of the civil government.

As this report is written, there is a conservatively estimated, urgent need in Guam for several thousand low-cost, modern, termite-proof, typhoon-safe houses. Since today's Guamanian family averages five in number, with many families numbering 10 or more persons, any new houses which may be built should not be small houses.

Guamanian taste in houses runs to many windows and door spaces, unencumbered by solid doors and glass windows. Jalousie, louvre, or shutter closures are preferred, since comfort dictates the ready admission of breezes. Typhoon Karen conclusively demonstrated that glass is not a stable construction material in Guam.
Hotal accommodations available on Guam today are scanty. None are up to stateside standards. Thus far, little demand has been manifested for short-term accommodations. Promotion of tourist visitation, one of the aims of the present government, may change this picture.

Rental housing in private ownership is occasionally available, but modern units are scarce and expensive. The Government of Guam, before Typhoon Karen, had substantial holdings in modern furnished apartments, plus many reasonably comfortable and modern houses. These units are rented at very modest rates to government employees and official visitors who can qualify under the regulations. The island government also owns a great number of weather-beaten, age-worn quonset shacks, which it acquired from the military, and which it uses principally for the quartering of off-island, contract employees and their families.

Guam's housing shortage continues to be one of the major island problems. Persistence of the housing shortage is attributable to a number of adverse existing conditions. In addition to typhoons, among these are confused land title records and survey markings; unavailability of water, power, sewerage, and telephones; unavailability of construction labor, materials and equipment; difficulties in financing; unavailability of title insurance; and, finally, the gap between the size of the average Guamanian family's housing requirement and its ability to pay for a house of adequate size.

Efforts by the civil government to promote federal grants-in-aid to solve this vexing problem have thus far proved unsuccessful. Beyond any question, outright federal depressed area housing grants, plus substantial disaster relief rebuilding funds, have recently become acutely and urgently essential here. Whether the scale and timeliness of the federal government's assistance will prove to be adequate to cope with Guam's present critical housing emergency remains to be seen.
A peaceful Guam village street scene. Traffic is no problem here, except at fiesta time. The southern village shown is Inarajan (Inna-RAH-hahn), considered by many to hold forth more pleasant prospects for relaxed island living than any other.

Another view of Inarajan.
Chapter Eleven

FINANCIAL PROBLEMS

A very great deal has been accomplished since 1950 through the efforts of Guam's rapidly changing procession of civil governors to bring the island territory and its loyal and patriotic people up to a reasonable approximation of modern living standards. If more money had been available, even more undoubtedly would have been accomplished.

Somewhere, somehow, Guam's present and future governors must discover, initiate and develop programs which will substantially increase the government's revenues. A few suggestions toward this end are offered in the final chapter of this report. Additional suggestions are included in the Annex.

Tourism has of course been in the forefront of every concerned person's mind since Guam's fifth civil governor in 1961 persuaded the Department of Navy to "suspend" its naval security clearance requirement insofar as it applied to United States citizens.

Further relaxation of naval restrictions is still being sought. The territorial government would gratefully welcome visits from passenger cruise-ships, if the Navy would permit. Future cruise-ship visitation which is now hopefully being contemplated includes foreign and United States passenger liners.

Guam's sister territory in the Caribbean, the Virgin Islands, increased its public revenues from $8.2 million in 1956 to $17.4 million in 1960. Dollars spent by tourists in the Virgin Islands in 1950 amounted to $1.8 million. In 1960 this source of revenue had increased to $24.7 million.

While Guam may never hope to be in the mainstream of tourist visitation, due to its remote location, a substantial amount of revenue undoubtedly will be derived in the future from tourist dollars spent in Guam.

The existing U. S. statute, which temporarily reduced to $100 the previous $500 limitation upon duty-free foreign goods purchased abroad and brought in by tourist citizens, expires on
30 June 1963. Unless Congress acts before that date to extend the present $100 limitation, many, many more American tourist dollars will be spent abroad. Guam could benefit greatly from a reversion to the $500 exemption rate.

It would not be out of the realm of possibility for an amendment to the U. S. Customs law to be passed, perhaps authorizing a double-rate exemption for goods bought in Guam. Whatever the normal exemption on goods bought abroad might be, this one slight change could very well operate to increase American tourist visitation and spending in Guam's free market. The Virgin Islands have for many years profited by a similar double-rate exemption.

The Guam Legislature has, from time to time, considered authorizing territorial lotteries and casino gambling. What the existing state of sentiment may be with regard to these somewhat controversial revenue raising measures is not known to the writer.

Distilling and bottling of spirits in the island for sale throughout the United States, an excellent potential source of rebated federal excise taxes, apparently has never been attempted.

The broad ocean surrounding the island is teeming with valuable food-fish. Few are caught outside the sheltering lagoon-reefs, however. The Chamorros apparently have no tradition of deep-water fishing.

Commercial fishing and processing in the island has been unsuccessfully attempted. The reasons for the failures of early canning ventures are not known to the writer. The potential still exists.

Suggestions have been advanced that Guam's government unquestionably would more readily encourage the founding of small business enterprises in the island by following Puerto Rico's example in offering a 10-year, initial, tax-free status to such new industries.

Early Guam moves toward similar encouragement and enticement of outside business and industry were made in 1958 by legislative exemption "of certain taxes to facilitate contracts for military Capehart Housing," and legislative granting of franchise rights for public transportation.

A recent instance of the territorial government's enticement to attract new business was a sale consummated by the executive branch of the island government to a Honolulu hotel syndicate of a choice 25-acre ocean-front site, located near Adelup Point, between Agana and Asan lagoons.
The potentially extremely valuable land changed hands for approximately $1,000 per acre—a price described by disappointed Guamanian aspirants for acquiring the same site as "a song." The company had previously attempted to purchase land in less choice locations from private owners, but the prices asked were said to have ranged between $12,000 and $50,000 per acre.

As a result of a substantial subsidizing concession by the territorial government, Guam now looks forward to the early construction of a modern, 3-story, deluxe, transient hotel, representing an investment of $1.2 million. The date when construction may be completed is unknown to this writer.

There are other possible roads to increased island prosperity. For instance, the Governor's Report for Fiscal Year 1958 speaks in glowing terms of the government's future plans for increasing the island's production of beef cattle.

"We plan to secure four Santa Gertrudis bulls. Under a planned breeding program, Guam in four years could have four purebred Santa Gertrudis herds plus innumerable high quality cattle. Native forage is conducive to beef cattle production and yields exceptionally well compared to stateside standards."

As of 1963, the "innumerable high quality cattle" have never materialized. Guamanian consumers are still purchasing and subsisting to a large extent upon pale and waxy New Zealand beef. Insofar as this writer is aware, there is no beef processing establishment in the island, aside from a small government-owned and maintained abattoir located at Inarajan.

"Operation Guam Friendship," a highly publicized, state-side cattle donation program, initiated and managed by Guam's fifth civil governor, quite recently gave new impetus to the development of grazing in the island.

It is conceivable that many of the very considerable government land holdings could be profitably leased to business persons qualified and equipped to develop a greatly-to-be-desired beef production program in Guam.

Our "last frontier" Territory of Guam is still little developed commercially. Many opportunities exist here for the founding of new and profitable business enterprises. The island government is disposed to welcome and encourage the investment of new capital, but few practical inducements have as yet actually ever been publicly offered.
One possibly fruitful method of attracting investment capital into Guam might lie in taking modest-sized ads in some of America's magazines of national circulation. New York State has been engaged in such a campaign for many months.

An excellent possible source of additional revenue, as yet never tapped by government in Guam, would be the establishment of realistic rates for drugs, rooms, and services at the government-owned and operated hospital. This might not be a popular move, but the island government does have the (for this purpose) advantage of operation under a virtual one-party political system. Governments with such political systems are able to operate with much less concern for what is popular with the voters.

Group hospitalization insurance has little sale in Guam. The people trustfully depend upon government to defray most, if not all, of their hospital expenses. Even the very small share of hospital and health care expense which is billed to the individual need not be paid, if the patient wishes to avoid payment.

A very active Social Service Board now exists—in part, at least,—for the purpose of abatement of hospital charges. During fiscal year 1961, 158 cases were reviewed, and the sum of $80,000 in hospital bills was forgiven. In fiscal year 1963, the government proposes to double the professional staff serving the hospital bill abatement board. A very few years of accelerated abatement of hospital bills, coupled with the slate-wiping operation of Guam's 4-year statute of limitations, should soon clear up an embarrassing backlog of uncollected hospital charges.

Little effort has hitherto been made by the government to collect on outstanding accounts. After 4 years, the statute of limitations makes such debts uncollectable.

The following tabulation shows the steady growth of Guam Memorial Hospital's Uncollected Accounts Receivable:

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<tr>
<th>Year</th>
<th>Amount</th>
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<tbody>
<tr>
<td>1958</td>
<td>$755,000</td>
</tr>
<tr>
<td>1959</td>
<td>1,052,000</td>
</tr>
<tr>
<td>1960</td>
<td>1,232,000</td>
</tr>
</tbody>
</table>

Guam's fifth civil governor, in his 8 January 1962 speech to the Legislature said of the territorial medicare program:

"The deplorable situation here was nurtured years ago because of social and paternal customs, and part of the blame lies with you for allowing the continuation of this unrealistic rate system. Part of it you must share..."
with the Executive Department for not encouraging a modern program of hospitalization insurance....

"Now you know, but probably the general public does not know, that over 50 percent of our annual budget--about $7.5 million in the next fiscal year--is earmarked for education and health."

Guam has no school tax as such. Expenses of the large and expanding educational establishment are partially borne by state-side taxpayers through sizeable annual federal grants in aid and by the annual transfer back to Guam of perhaps $5 million collected as federal income taxes from stateside military persons temporarily resident in Guam.

The Guamanian people are not specifically taxed for support of their schools. Nevertheless, a substantial percentage of the territorial government's operating funds annually are expended in the area of Education. Medical Services and Education combined have for a decade consumed unprecedented major shares of Guam's general fund revenues, as well as major portions of all funds allocated for capital improvements.

A specific and realistic school tax seems indicated for Guam, as the developing territory prepares to meet the future.
Chapter Twelve

LABOR SHORTAGE PROBLEMS

The creeping political disease of labor unionism, so-called by some, involving organization of island workers by "socialist" labor leaders has not, at the time this report is being written, penetrated into Guam. As a matter of fact, the writer was unable to discover evidence of any sort to indicate the slightest degree of communist infiltration into our lovely Pacific island territory.

However, the very recent presidential lifting of the Department of the Navy's protective security clearance requirement may open Pandora's box in Guam in more ways than one. Time will tell.

Meanwhile, Guam does have labor shortage problems. There is a crippling scarcity of capable clerical employees, despite the fact that an overwhelming majority of the island people aspire to be white-collar workers.

Skilled craftsmen and mechanics of all types are in critically short supply. Almost no Guamanian will hire himself out to perform common labor. Construction workers are imported, as needed--there are few for hire in the island.

In order to accomplish their missions in the territory, the Armed Services do import, or did import, large numbers of alien common and skilled laborers from the Philippines. As many as 10,000 to 14,000 of these alien contract employees are, or were, constantly being utilized by the military.

The U. S. Immigration Service recently attempted a 3-year "phase-out" of non-defense alien workers in a program ending in March 1962. At about the same time, liberalization of the U. S. naturalization laws applying to long-term resident aliens in Guam enabled substantial numbers of them to become citizens. The degree of success achieved through these two programs in reducing the number of aliens in the territory is not known to this writer.

Recruiting for federal civil service jobs by the military drains off the best qualified of Guamanian clerical workers, since U. S. jobs pay substantially more than the Government of Guam wage rates will permit.
The Government of Guam has difficulty in recruiting competent employees at every level and in every category, both in the island and on the mainland. The island's cost of living is high and the wages paid are little more than one-half of stateside rates.

All sorts of difficulties stem from Guam's crippling inability to supply the basic labor needs of the small and relatively simple territorial economy.

Recruitment stateside is difficult and expensive. Round-trip transportation for stateside-recruited Government of Guam workers and their families, plus two-way shipment of household effects, plus "appropriate quarters while in Guam at established rentals," plus a bi-annual, round-trip, travel-paid vacation back stateside, with extra travel-time allowed—the tab for all those expenses, which are considerable, is picked up by stateside taxpayers. Wages alone are paid by the Guamanian government. Even so, recruiting from stateside has always constituted a problem.

Contracts are for two years. Those statesiders who will sign up and emigrate to a remote tropical island for service at prevailing low island wages are not necessarily of the highest worker quality available in the stateside market.

The statesider employee's salary in Guam is the same today as that which is paid to his Guamanian fellow employees, plus a 25% bonus, which is called TPD. A bill passed by the Guam Legislature in 1962 to reduce the rate of TPD to 10% was pocket-vetoed by the Governor.

The very significant initials, TPD, stand for "territorial pay differential." The Armed Services and other federal employers in Guam also pay TPD. To Guamanian ears, the very sound of these initials has a most disturbing and irritating emotional impact. TPD to a Guamanian signifies injustice, discrimination.

Discrimination is authorized and commanded by Guam's Organic Act, but with a reverse twist, as will be explained later.

Prior to 1950, civilian statesiders employed by the Navy's island government were paid double wages. They received twice the compensation paid to their Guamanian counterparts. The First Guam Legislature, in its very first official legislative action, hastened to abolish the hated, long-established double-pay-rate differential. Ever since, stateside recruiting has languished.
The Governor's Report for Fiscal Year 1951 reveals that the new civil government had 1,728 employees, and reassuringly emphasizes that:

"The recruiting policy established by the government of Guam calls for maximum utilization of local residents and off-island recruitment is resorted to only when it is impossible to fill a vacancy locally.

"During the year, arrangements were completed with the Department of Labor and Industrial Relations in Hawaii to assist the Guam Government in recruiting necessary skilled labor for service in Guam. Similar arrangements were completed with the Labor Department of the Republic of the Philippines."

If the two successive paragraphs seem somewhat contradictory and difficult to reconcile, the reader should remember that the island government was one year old when the Governor's Report of 1951 was written.

The Territory of Guam, oddly enough, is one portion of the United States where federal law requires and compels discrimination on the basis of race, which discrimination, furthermore, is directed to the disadvantage of racial minorities and in favor of the majority!

Guam's Organic Act

"Section 9 (a) ....In making appointments and promotions, preference shall be given to qualified persons of Guamanian ancestry. With a view to insuring the full participation by Guamanians in the government of Guam, opportunities for higher education and in-service training facilities shall be provided to qualified persons of Guamanian ancestry...."

To be sure, the same Organic Act also commands:

"Section 5 (n). No discrimination shall be made in Guam against any person on account of race, language, or religion, nor shall the equal protection of the laws be denied."

Faced with a free choice as to which of the above-cited, irreconcilable commands to follow, Guam's government early chose to discriminate in favor of the island people whenever possible.
Despite government's best sincere, official discrimination efforts, however, the Governor's Report for Fiscal Year 1959, with special reference to Guam's Department of Finance, had to confess a degree of failure:

"Very few persons are available locally with sufficient technical background to aid in this work (writing regulations, solving tax problems, making involved computations, etc.) and resort has been necessary to off-island persons who are secured on a 2-year contract basis. Even though an excellent source of supply has been found in retired U. S. Internal Revenue employees, this help is largely temporary in that, so far, practically all such employees have left after their first contract...."

The same Department of Finance in fiscal year 1960 reported:

"Eighteen percent of staff is recruited on mainland. A major problem arises from the lack of local, qualified, technical personnel having sufficient training and experience to cope with the many tax problems which arise.... in the tax field there is no substitute for experience, which takes some years to acquire."

Other Guam executive departments have been faced with similar sheer-inability-to-discriminate problems.

Elsewhere in the 1960 Report it is recorded that:

"...the demand for skilled labor far exceeds the resident labor supply."

and

"Pooling of efforts by both management and labor may eliminate some of the major problems presently hampering proper training and development of the already occupationally imbalanced working population."

As this report is written, little progress has been made in Guam toward a solution of the indigenous labor shortage problem.

Considerable resentment builds up in the Guamanian population over the continued importation by the government of off-island doctors, dentists, teachers, government administrators, skilled technicians, craftsmen and clerical specialists. This resentment is directed not so much toward individual stateside employees as it is against groups.
For instance, the imported teachers in Guam's schools, and the stateside administrators who manage the Department of Education are frequently under fire. Top management officials naturally come in for a larger share of legislative and public press harassment than do less conspicuous employees.

Whether there is a residual islander resentment directed against imported clergy was not learned.

Some 2-year contract statesider employees do not complete their contracts. Others, as noted above in the Department of Finance report, stay for 2 years and then do not renew their contracts.

The net result, through a decade of attrition, has been that in at least one of Guam's executive departments there are no statesider employees at all, and many departments have only a very few remaining. The quality of the island-born and island-educated replacements has not always been up to desired standards, and this fact creates a very serious new problem.

Guam's public schools endeavor mightily to educate young Guamanians, plus those civilian and military family stateside children whose parents are stationed in the territory. The Department of Education has found that the islander children normally cannot measure up to stateside educational standards. As a practical solution, islander children are educated and graded at different standards and levels from the statesider children.

These facts came to public attention in November 1961, when a Department of Education consultant was questioned by a legislative committee. The consultant stoutly maintained, when challenged, that:

"There is every basis to believe that the ability of the average Guamanian youngster is equal to the ability of the average stateside youngster."

In further testimony, the same consultant revealed that Guamanian students were sometimes given "social promotions" to avoid possibly greater problems, and that age gaps in classes sometimes reaches 6 or 7 years. In an achievement test administered to Guamanian students in May 1961, which covered 13 fields of knowledge, stateside students as a group topped Guamanian students in all but 3 fields; namely, Latin I (a tie), Spanish I (12% stateside, 14% Guamanian students made passing grades), and Spanish II (18% stateside, 28% Guamanian students made passing grades).
The editor of the Guam Daily News summed it up editorially in his usual, very discerning way:

"The sorest spot, it seems, is the corroborated testimony that the public school educational standard here is at a low level, insofar as island students especially are concerned. We are now told that in the system there is a double standard for the academic grading of students—one for statesiders, the other for Guamanians—and that the gap, in favor of the former, is considerably wide. In the light of earlier information that even scholastically deficient high school seniors are graduated, presumably including those who were graded under the lower standard rating, one wonders how our schools ever got accredited.

"The committee, we trust, would not be satisfied with knowing about the ailments but would strive to find the causes and call for implementation of effective remedies. For we have, indeed, a gravely ill patient."

The above material has been introduced into this chapter because it suggests a possible answer to one of the important questions which constantly arises in Guam, and because it partly explains the never ceasing procession of stateside management surveyors, consultants, auditors, and trouble-shooters who flit in and out of Guam's executive departments.

The important question: Why is Guam's civil government bogging down in so many areas of its operation?"
FOR THE FORTUNATE FEW

Breezy, modern, furnished apartments owned and rented-out by the Government of Guam are sometimes available to island visitors. Hotel accommodations in Guam are not yet up to stateside standards.
Chapter Thirteen

PROBLEM POTPOURRI

Our delightful Pacific island territory has a host of other problems, large and small, some of which should at least be mentioned here for better reader understanding. Most of these problems have a more or less direct bearing upon the operations of the territorial government. In Guam, government is omnipresent and all-important.

Something of an abnormal situation has been created by long continued, complete or partial, naval regulating of visitor access to the island's air terminal, to the commercial port, and to the island, itself. Naval control of the island's water supply and its power production facilities constitutes another factor with which civil government must constantly reckon. Present naval control of access by sea to the commercial port; of various island roads and highways; of part of the telephone system; of free access by the police for law enforcement purposes to naval civilian employee residential areas; of federal government radio communications, etc., all of these unprecedented, dependent relationships add up to a substantial, behind-the-scenes, continued naval dominance of the ostensibly civil government of the island.

Many of the present-day arrangements are a sort of hang-over from five decades of outright naval responsibility for the territory's civil government. Some of the conditions mentioned will undoubtedly revert to a status of normal civil-military government relationships when the territorial government is able to absorb the sizeable expenses involved.

One brief example demonstrating the unusual existing civil-military relationship is quoted from a 1954 naval document. The text summarized the Navy's joint maintenance of highways agreement with the territorial civil government, and may serve to illustrate the peculiarity of Guam's present status:

"Since the highways are basically under the control of the Navy, any improvements proposed by the Government of Guam will require Navy approval."

...
The island's business community is small. Its influence with government is the same. The effect of this somewhat abnormal civic circumstance upon Guam's economy, whether for good or ill, can only be estimated. It is probable that the operations of Guam's government would make a nearer approach to continuity and efficiency if the influence of the island's business community were to grow stronger.

The fifth Governor of Guam, in his speech to the Legislature on 8 January 1962 stated that he had been directed by the Department of the Interior to implement a promise previously made by a diplomat representative of the United States to the General Assembly of the United Nations.

The United Nations was told that the United States would consult with the appropriate elected councils of U.S. non-self-governing territories to determine the wishes of the people regarding their political futures.

Guam was named along with Samoa and the Virgin Islands as a "non-self-governing territory." This categorization probably came as a surprise to most Guamanians, who seem to have been under the impression that they had already enjoyed 12 years of full citizenship and a large measure of self-government.

The Governor, accordingly, asked the island legislature to determine whether a plebiscite should be held at Guam's next general election (November 1962). An expression by the electorate was desired in order to learn whether Guamanians wish:

1. Continued association with the United States;
2. Association with some other area;
3. Separate independence.

Something interfered, and the plebiscite was not accomplished in 1962. The present writer has no knowledge as to whether such a plebiscite ever actually will be held. If one is held, and if the vote should be in favor of separate independence, a real and stunning U.S. defense problem will thus be neatly laid upon our doorstep.
Approximately 85% of Guam's foodstuffs are imported. Some of it comes from the Orient. The government has never been able to provide adequate inspection of imported foods. This failure to inspect could develop into a serious health problem.

Public transportation in Guam is limited to taxi service. Taxis are poorly regulated and are expensive. Buses on regular schedules are probably needed, although to what extent is not known. What is known is that the government would need to subsidize any present-day public transportation operation.

Thousands of unmarried, young, stateside youths are stationed in the island with the Air Force and Navy. Despite a well-intentioned USO program, the island offers little to these lads in the form of agreeable and wholesome recreation. As a result, many young Americans probably wind up by carrying away a deep conviction that Guam is not good. Widespread negative advertising of this sort cannot fail to damage the American public's present good image of the island, which the Guamanian people and the territorial government sincerely believe is the true one.

As soon as the United States forces had recaptured the island in 1944 from the desperately resisting Japanese, it became apparent to high military commanders that American bombs, shell-fire, and napalm had almost completely scalped the formerly verdant Guam.

A story has it that one enterprising and direct-action type of military commander had bushels of seeds of a quick-growing tropical plant known as tangentangen flown in from the Indies or the Philippines. These seeds were then sown broadcast from military planes. In a very short time the island was green again.

Tangentangen seems to be a sort of leguminous tree. The foliage is fernlike, and the tree grows tall and slender. The plant thrives in close and dense proximity to dozens or hundreds more of its own kind. Cattle browse upon tangentangen. The slender, tall trunks also make useful poles.

Otherwise, tangentangen is a considerable nuisance. Some there are in the island who have a violent emotional antipathy for it, and who bristle at the very sound of its name.
TRANSPORTATION IS A PROBLEM

The Government of Guam maintains a small fleet of compact cars for official use. Taxi-rides in Guam are expensive. No other means of public transportation exists.
During the approximately two and one-half years that the Japanese held the island, they made very substantial preparations to defend it. Hundreds, perhaps thousands, of tons of munitions of all types were tucked away in caves, bunkers, magazines and hidden ammunition dumps. Great quantities of these remained after the island was recaptured.

United States forces also swarmed over the island for a lengthy period, during and after the war. At one time, so it is said, there were 200,000 U. S. military men and women based on Guam.

Our forces likewise moved in large stores of munitions, and these in turn were tucked away out of sight, as the terrain permitted.

It may authoritatively be stated that Guam's terrain permits excellent concealment. A Japanese Zero plane landed in the outskirts of Agana, the island's capital, in 1944. It was not even noticed until it was discovered from a helicopter in 1962. The Zero was even then still in a condition of unmolested good preservation.

At the end of World War II, countless boatloads of Japanese and United States munitions were ferried out into the ocean and "given the deep six." Many more boatloads were overlooked and were never removed. Undetermined quantities of explosives remain on the island today.

From time to time, children are killed or injured by the induced explosion of live rounds which have been repeatedly overlooked in the many island munitions clean-ups which have regularly been staged.

During the dry season, each year, uncounted grass and brush fires are started by white phosphorus shells and bombs which have weathered sufficiently to expose the chemical.

No one knows or would attempt to guess how much dangerous war-time explosive material remains in the island. It is probable that forgotten and overlooked war munitions will remain as a Guam problem for another hundred years.
In his 8 January 1962 speech to the Legislature, Guam’s fifth civil governor spoke of the problem of excessively large land holdings held idle under civil government control. The Armed Services have progressively cut down their overlarge acreage, year by year, returning portions of their surplus holdings to the previous private owners or their heirs, and other portions to the Government of Guam. 

The civil government itself now holds thousands of acres of island land, which as the Governor bluntly stated "is being sinfully wasted."

At the same time negotiations are continuing, pressing the Armed Services to release more and more of the federal government holdings "for local development."

For many years Guam has had a homestead program, whereby, under certain conditions, islanders may apply for and receive grants of government land. The island people are possessed of more than a usual share of "feeling for the land," but for reasons not clear to this writer, the government's homestead offer has few takers.

Concentration of large areas of idle island land in the hands of civil government could pose a very real problem for the future.

One approach to a partial solution lies in the present possible acquirement and development by the federal government of some carefully selected site found to be most suitable for a national park. Within a very few years island land prices will "skyrocket" along with the population, and (it is hoped) along with a general upswing in territorial prosperity. Preservation of a sample area containing characteristic features of the island's natural beauty should have strong appeal to conservationist-minded officials of the federal government. Creation of a national park in Guam at this time would doubtless also have a stimulating effect upon the island's precarious, hand-to-mouth economy.

Certain types of wild game flourish in the island. It is understood that the only indigenous fauna are the gecko and iguana lizards. All other animals found in Guam have been introduced. Hunting (except for coconut crabs and fruit bats) has long been banned.

The "boonies" abound with a variety of deer understood to be German in origin. Guam venison is said to be very choice and tasty. Game birds are also observed, although these are infrequently hunted.
POSSIBLE NATIONAL HISTORIC SITE

View from across Magellan's Bay to the picturesque village of Umatac. Many Guamanians would be pleased to have this historic site preserved through federal action.
The coconut crabs grow to be very large. They are highly prized by the islanders as food, as are the "flying foxes" or fruit bats. The latter are taken by island hunters equipped with butterfly nets, who, at dawn, station themselves in trees strategically located along the observed flyways of the big, three-to-five-pound bats. The hunters traditionally administer the coup-de-grace to netted bats by biting the backs of their necks!

"Operation Guam Friendship," previously mentioned, recently brought a shipload of animals and birds to the island. Among these were several white-tail deer. Latest advices seem to indicate a reluctance on the part of government to entrust these highly edible game animals to the tender mercies of Guam's ever-active game poachers.

The islanders hunt their deer at night, using spotlights. Often these lights are mounted on the hunters' foreheads. Guamanians traditionally have displayed phenomenal skill in jungle hunting. They are excellent shots, and the deer are many. The size of the annual kill is anybody's guess, but it is all illegal. Hunting of deer has been forbidden for many years.

The parties of game poachers, who are in the "boonies" every good hunting night, constitute a problem. For one thing, they freely invade the jungle areas of the large military reservations. A group of poachers recently engaged in a brisk "firefight" with U. S. Marine patrols near the Naval Magazine. No casualties were reported on either side, but intrepid indeed are poachers willing to skirmish with U. S. Marines!

Another group of poachers was recently halted at night by an Air Force sentry near a high security area. One hunter who reportedly raised his weapon when challenged was shot and killed by the sentry.

The territorial courts have usually taken a lenient view of game poaching. One case, which involved a charge of "night hunting" was thrown out recently because the prosecution failed to establish in court that a shotgun confiscated when poachers were arrested out in the "boonies" was a firearm. No one had test-fired it between the time it was confiscated and the time it was produced in court! The court adopted the view that the exhibit might resemble a firearm, but until it was proved to be such, it was not convincing.

Game poaching is a problem, and probably will continue to be so until the government opens up a number of Jeep roads, permitting police patrols to penetrate at night through the dense jungle areas where hunting is best.
GUAM DEER

One of the deer found in great numbers in Guam. This type is said to have been introduced from Europe by the Germans into other Marianas islands before 1914. Night-hunting (poaching) for these venison-steak bearing creatures is one of the favorite pastimes of many otherwise respectable Guamanians. White-tail deer from Texas may soon roam the boonies mingling with the German breed to sharpen the appetites of the poachers.
Remoteness of the island constitutes a problem. Shipping expense added to purchase price is a very considerable factor. Freight rates between the U. S. west coast and Guam are said to be the highest in the world. Only two shipping lines serve Guam, which may account for the abnormally high rates. Then there are the long delays between the time orders are placed and the time deliveries are effected.

Important items of government equipment, such as fire engines, are frequently inactivated literally for months, awaiting the delivery of parts.

The fifth civil governor recently promised to solve this particular problem:

"Never again will you see high-priced bulldozers lying idle under a tangle of trees for weeks in some remote area for the lack of a part or a competent mechanic to keep it in its most productive operating condition.

"Our machinery that we can salvage, plus what little we now have on order and what the Executive Branch will buy in the future is going to be kept greased, painted, and properly maintained for maximum production at all times."

A devastating corollary to a problem of this sort—as well as to a solution of the sort proposed by the Governor—is, as was mentioned earlier, the even greater problem of rapid turnover in governors and government executives.

Lack of full-time political representation in Washington is well recognized in Guam as one of the most vexing of the territory's problems.

In July 1961, a petition signed by 10,000 Guamanian voters was forwarded to the United States Congress, along with a Guam Legislature resolution, requesting permission to elect and send to Washington a non-voting congressional delegate.

Whether favorable action by Congress in response to this request is likely in the near future is not known to this writer.

A movement recently was also afoot in Guam to establish a paid lobbyist in Washington. This plan may receive later implementation.
Guam's law enfranchises 18-year-old voters. Whether this fact would cause a problem in the event the territory succeeds in achieving the aspired-to, enviable status of national "representation without taxation," is not known to the writer.

There are, of course, many other problems peculiar to Guam, some of which will be mentioned in later chapters. One final and noteworthy item should be mentioned here. It is the problem which naturally arises in communities where competition cannot always be the life of trade, because in some important areas of community life there is no competition.

This is true in Guam to a certain extent: there is but one civilian newspaper (published under a different name on Sundays); one radio station; and one television channel. Television broadcasts are by the same firm as for radio. In other fields of business activity there are usually two or three firms competing, but frequently with one firm so far advanced that the others offer no real competition.

A healthy business economy thrives on competition. Perhaps, as time goes on, Guam will be fortunate enough to attract new, competing enterprises. Revocation by the national administration in August 1962 of the 1940 Executive Order No. 8683, which granted to the Navy "security clearance" quarantine authority over the island territory, almost certainly will some day precipitate a business development boom in Guam.
PART TWO

THE CIVIL GOVERNMENT AND U. S. MILITARY

INSTALLATIONS
Chapter One

THE EXECUTIVE BRANCH

Government of Guam

The old Naval Administration of Guam had 10 administrative departments. The island's total administrative budget in fiscal year 1940 was approximately one-quarter million dollars. Our Pacific island territory has come a long way since 1940. Although the Guam government's administrative departments still number only 10, the total proposed administrative budget for fiscal year 1963 is $13.5 million.

The fifth civil governor of Guam proclaimed that he was warned during Senate hearings preceding his appointment's confirmation that the United States will take a long, hard look at the high cost of government operation in Guam.

Actually there exists in Guam today no valid reason for congressional disgruntlement. Guam's first five civil administrations accomplished quite a lot in the face of built-in hazards and chronic handicaps. Considerable progress has been made since 1950, remembering always the relatively small sums which the territorial government has had to spend.

The island government is young, and the islander people who man it are still relatively unskilled in management. At least this much must be said in defense of past management: the civil government of the territory from the very first, in all of its branches, seems to have been largely entrusted to earnest, energetic, dedicated, honest public officials, who have consistently thought first of the public good and second of their own interests.

The 10 principal units of Guam's Executive Branch are divided into 7 "line departments", and 3 "staff departments."

Alphabetically arranged, the 7 line departments and their proposed 1963 budgets are:

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<tr>
<th>Fiscal Year 1963 (In thousands)</th>
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<tr>
<td>Agriculture</td>
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<td>Education</td>
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<td>Land Management</td>
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<td>Medical Services</td>
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<td>Public Safety</td>
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<td>Public Works</td>
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59
Staff departments include:

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<tr>
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<th>Fiscal Year 1963</th>
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<td>Finance</td>
<td>$ 922</td>
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<tr>
<td>Labor and Personnel</td>
<td>122</td>
</tr>
<tr>
<td>Law</td>
<td>121</td>
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The Office of the Governor proposed to spend approximately $100,000 of Guam's funds in fiscal year 1963 on "executive direction", passport issuance, and expenses of the palace. The amount calculated to be contributed by stateside taxpayers for support of the Office of the Governor is not available to the writer, but it probably amounts to substantially more than $100,000, because it includes the salaries of the Governor and the Secretary, executive staff, et al.

It should be noted that budgeted expenses of the palace and the passport office have stabilized at 31 thousand and $8 thousand per annum over a 3-year period, but that "executive direction" takes sizeable leaps upward each year: $27 thousand, $41 thousand, $58 thousand.

Other staff offices which were in fiscal year 1960 shown as being responsible directly to the Governor are: Budget and Management (in the fiscal year 1963 proposals these functions were listed within the Department of Finance); the Auditor General of Guam, and staff, which operation was initiated in fiscal year 1958 as "a new office of Federal employees under the direction of the Governor", the cost of which apparently is paid entirely by stateside taxpayers; and the Chief Commissioner and 19 village Commissioners of Guam, plus 3 assistant Commissioners, for whom, in fiscal year 1963, $142,000 of Guam's money was proposed.

Public Welfare, a function of the Department of Medical Services, was separately budgeted in 1963 for $334,000, to which sum was hoped to be added $188,000 of federal grants-in-aid.

There were other minor proposed 1963 expenses: The Public Library would spend $51,000, including Guam Museum outlays; the Recreation Commission contemplated $12,000 expenses; "Boards and Commissions" would need $1,800; travel and transportation would cost the Guam taxpayer $550,000. The impressive sum which the stateside taxpayers were to contribute toward travel expenses of territorial employees recruited on the mainland is not known to the writer; however, the fifth civil governor referred in one of his speeches to "enormous annual costs of off-island recruits". Finally, the Government of Guam's 1963 contribution to the Guamanian civil service retirement fund was to be $600,000.
CULTURAL ARTIFACTS

Entrance gateway to the grounds of the Governor's Palace. The latte stones are ancient symbols of unknown significance found only in the Mariámas Islands.
Funds for supplying the Commercial Port's and the Public Utilities Commission's operating expenses are understood to be accumulated from fees collected by those agencies.

Guam has been very fortunate, first, in being favored during the long decades of enlightened naval administration with a series of high-minded, public-spirited, naval governors of flawless integrity and good ability; and thereafter, in the recent years of civil government, in again being blessed with benevolent rule by men of such outstandingly high civic caliber as:

Honorable Carlton Skinner (1950-1953)
Honorable Ford Q. Elvidge (1953-1956)
Honorable Richard B. Lowe (1956-1959)
Honorable Joseph Flores (1960-1961)
Honorable Bill Daniel (1961-1963)
Honorable Manuel F. L. Guerrero (1963-)

Each of these fine men has had his own ideas as to where administrative emphasis should be placed. Each has developed his own programs in his own way. Each will be long remembered for his many strengths and virtues by the grateful Guamanian people. Territorial improvement and progress has been slow but steady, and Guam today has advanced in many important areas, economically and politically, from the conditions which prevailed in 1950.

Guamanians will remember, for instance, that village fires were handled by volunteer bystander bucket brigades in 1950, until Governor Skinner established the progenitor of Guam's present, modern fire department.

The year 1950 also witnessed the opening of Guam's commercial port, which shortly averaged handling 8,000 tons a month. Monthly tonnage today is well above 20,000 and steadily increasing.

Throughout the entire decade, regardless of which public-spirited governor chanced at the moment to be serving as Chief Executive of the Territory, principal emphasis in the expenditure of Guam's annual revenues has consistently been laid upon building up of Guam's schools and the Department of Education. Next in importance as reflected in expenditure of funds has been the implementation of Guam's paternalistic "medicare" program. Public Works Department has consistently been an "also-ran" (a poor third) except at the very beginning, when for a couple of years it led the field.
The prospect was, until very recently, for a progressive annual "beefing up" of the share of funds allotted to the Department of Agriculture. In its fifth, Guam had a governor who not only talked about taking measures to develop grazing and agriculture in Guam, but who meant to implement his promises. Emphasis has shifted. Even as this report was being written, word came that colorful Governor Bill Daniel had resigned, effective in January 1963.

Typhoon Karen, meanwhile, has passed devastatingly over the island. Honorable Manuel Guerrero, capable, experienced, and dedicated sixth civil governor, has been precipitated into the mounting and staging of emergency disaster relief programs of appalling proportions at the very outset of his term.

Guam has been very fortunate in having had at its executive helm during every critical period in its development a dynamic and forceful governor who has believed in "action now", and who has had the requisite wisdom, inspiration, and leadership to be able to rally the people behind him. No period in Guam's history has been more critical than is the present.

Governor Guerrero assumed his high office on 9 March 1963. No territorial civil governor since 1950 has ever been faced with more weighty problems or a greater challenge. He will need the unfaltering support of the island people, their elected representatives, officials in Washington, the press, Congress, the business community and the executive establishment, if he is to succeed in raising up a new and stronger island community from the wreckage of the shattered past. He will also need time in which to perform his labors.

It is the sincere hope of all who are concerned about the territory and its future that Governor Guerrero may be afforded the time he urgently needs in which to perform the great work which lies ahead.
DEEP IN THE HEART OF GUAM

Honorable Bill Daniel appears here mounted on his famous quarter-horse, Alamo. The popular fifth civil governor found time one Sunday to demonstrate Texas-style riding, roping, and the "cutting-out" of cattle to a fascinated Guam audience.
Chapter Two

GUAM'S UNICAMERAL LEGISLATURE

Several years before the Japanese took over the island at the outbreak of the Pacific phase of World War II, a measure of representation in island government was afforded to the island people by the U. S. Naval Administration.

A Guam Congress was authorized, mostly limited to the function of advising and counseling the naval governor, who was also the Naval Station commander. The Guam Congress numbered 18 elected members of a House of Council and 27 elected members of a lower house, called the House of Representatives.

The old Guam Congress functioned for a number of years, presumably with a hiatus occurring during the Japanese occupation. Ten Congresses had been elected and had served by the time island self-government was finally granted under the 1950 Organic Act.

In November 1950, the first of the new Guam Legislatures was elected, and on the second Monday in January 1951, the first regular legislative session was convened—under standing rules, which were largely patterned after the rules of the Senate of the State of California. (Guam's statutes are also primarily California-inspired.)

Some wanted to call this new elected body the Eleventh Guam Congress, but the matter was resolved by adoption of legislation designating it as the First Guam Legislature.

Elected legislators in Guam, however, still bear the courtesy title of "Congressmen".

Twenty-one persons are biennially chosen by Guam's voters from a list of aspirants to office. The voting is done on the first Tuesday in November of even-numbered years, unless November first happens to be a Tuesday. When that occurs, the voting is done on the next or second Tuesday in November.

There is for practical purposes only one political party in Guam today. This party functioned until recently under the name of "Popular Party". After the American presidential election of 1960, however, the name was changed to "Democratic Party".

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An organization called the "Territorial Party" still exists in Guam. Apparently, this was the dominant party many years ago. It is understood that very few members of the Territorial Party have succeeded in getting themselves elected to the Guam Legislature in recent years. This may be because all legislators are elected at large. Candidates also may campaign as Independents. For a number of years, however, the Legislature has been composed of avowed Democrats.

Political differences figure very prominently in all Guamanian relationships. There is little division on the basis of race or religion or social caste in the Guam of today, but a deep and abiding distrust, fear, even hatred, quite commonly exists between persons who suspect each other of entertaining differing political concepts and principles.

Guamanians can be very fierce and unrelenting with each other where political differences are involved. The nature of these all-important political differences was not learned.

To qualify as a candidate for the Legislature, all 21 members of which are elected at large, the aspirant must be a United States citizen, must be at least 25 years of age, must have no convictions for felonies or crimes of moral turpitude, and must have been domiciled in Guam for 5 years immediately preceding. These rules are, however, apparently very, very flexible, depending upon the will of the Legislature itself, which is empowered by the Organic Act to be the judge of the qualification of its own members.

Another provision of the Organic Act gives immunity to each member of the Legislature for anything he may say in any speech or debate in the Legislature, unless that body should care to take some repressive action. This immunity has been loudly and joyfully exploited upon occasion, political rivalries being as fierce as they are in the island.

After each election, the "Democratic Party" stages an all-day beach picnic as a victory celebration. At some time during the course of the festivities, the recently elected legislators are bodily carried out into the waters of the lagoon and doused while fully clothed. If this amiable custom accomplishes nothing else, it may serve to impress upon the elected officials of the community the fact that it is the people who rule.
The Legislature meets twice during the year, once in January for 30 days, and once later in the year for 30 more days. The Governor also may call the Legislature into special extra sessions of no more than 14 days at any single time.

Usually, the year's legislative program is introduced in the January session, and most of the bills are enacted during the second session.

The Governor has the usual veto power of an executive, and also has the unusual, time-saving prerogative of approving parts of appropriation bills, while disapproving other parts. If the Legislature passes a bill over the Governor's veto, he must forward it to the President, who may finally veto it, or approve it.

The United States Congress retains a very potent nullification power, which within a year of a territorial law's enactment, may operate to annul any law passed by the Guam Legislature, even though it may have been previously approved by the Governor or by the President.

One other unusual feature is provided by Guam's Organic Act. If the Guam Legislature fails to pass appropriation bills to take care of Guam's governmental expenses, as a new fiscal year begins, the budget for the year just passed automatically prevails again for the new year.

Guam's 21 legislators are each paid at the rate of $15 per day, while the Legislature is in session. Stateside taxpayers meet this payroll, which usually amounts to about $20,000 per annum.

Legislative committees may hold hearings at any time, but sessions of the Legislature are usually held at night. Attendance is better, since members mostly depend upon daytime business activities for their livelihood.

Guam's legislatures have from the beginning been most fortunate in possessing statesmenlike leadership of a very high order. The representatives at large who have been able to win and retain the favor of the electorate are, with few exceptions, dignified, dedicated, practical men, who hold the welfare of the island and its people very much at heart.
IMPORTED FRUIT JUICE WAS SERVED

The fifth civil governor frequently entertained in the palace. Guests shown here are members of the Sixth Guam Legislature.
Chapter Three

THE JUDICIARY BRANCH
Government of Guam

For over two hundred years Spain utilized Guam somewhat as the British used Australia and as the French employed the Dry Tortugas, as a dumping ground for criminals and political exiles. This policy of Spain's funneled hundreds, perhaps thousands, of Filipinos, Mexicans, and assorted New World Indians into the lovely Pacific island, where some died, and some were assimilated.

By a twist of historical irony, Guam is now in a position to retaliate upon the world outside: her courts, today occasionally suspend sentences, and her parole board sometimes acts to release prisoners, upon condition that the undesirable citizens arrange to depart forthwith from the island, never to return.

Guam's courts of law constitute a very important part of the territorial government.

The District Court of Guam has one judge. This judge, unlike the judges who are appointed for service in other federal districts (who receive lifetime appointments, and who are paid at the same rate) is appointed by the President of the United States for an 8-year term. The District Court judge's appointment is subject to confirmation by the United States Senate.

The reason for the 8-year restriction upon the term of Guam's federal judge is not known to the writer.

The District Court of Guam has original jurisdiction in certain cases arising under the laws of Guam, and in all federal cases in Guam. The decisions of this court may be appealed to higher United States courts.

The President of the United States may remove Guam's District Court judge, for cause, at any time.

Administrative supervision of the Judiciary Branch of Guam's government is vested in a Judicial Council. The judge of Guam's District Court is chairman of the council. Members are a chief judge and a judge of the Island Court, the chairman of the Guam Legislature's judiciary committee, Guam's attorney general, and Guam's bar association's president.
At last advices, besides the District Court, mentioned above, Guam had an Island Court, a Police Court, a Juvenile Court and a Commissioner's Court. Only the District Court and the Island Court are courts of record.

District Court has jurisdiction in all cases involving the United States Government, of local civil cases in amounts over $2,000, and of all felonies under the territorial code. District Court also hears all tax cases arising in the territory.

District Court has an Appellate Division. It hears cases on appeal from the Island Court. The District Court judge presides, and names two other judges from the High Court of the United Nations Trust Territories or from the Island Court.

The Island Court has a chief judge and a judge, both appointed by the Governor for 4-year terms. The Legislature confirms.

Island Court tries criminal misdemeanors, civil cases of less than $2,000, cases involving juveniles, marital relations, probate and special proceedings.

The Chief Judge of the Island Court designates a judge from the Island Court (there is only one other) to handle police court cases. The same arrangement provides a judge for the juvenile division of Island Court. Under the laws of Guam, a youth is a juvenile until he reaches 18 years. After that he can vote and becomes responsible for any crimes he may commit.

The Juvenile Detention Home at Mangilao, in Barrigada District, was (at last advices) under control of a Division of Public Welfare. The Director of Medical Services serves also as Director of Public Welfare.

Island Court also manages a special small claims procedure, for handling of cases involving less than $100.

The judge of Island Court who has been designated to serve in Police Court handles traffic cases and similar misdemeanors, also called "simple misdemeanors."

The village commissioners are empowered to try even simpler misdemeanors, with a penalty not exceeding $10. Whether any of the commissioners actually exercise their trial jurisdiction was not learned.
A combination probation and parole officer keeps busy under the direction of the Island Court supervising 70-80 probationers, perhaps a couple of dozen parolees, and 60-70 juveniles released to him for rehabilitation.

In fiscal year 1960, the District Court, (which sits in the legislature's auditorium, pending the long-awaited construction of a new courthouse) handled 45 civil cases and carried over 169. During the period, 24 United States civil cases were filed, plus 61 local civil cases.

One bankruptcy case was settled during the period and 5 were carried over.

United States and territorial criminal cases settled in District Court amounted to 43, with 3 carried over.

Guam has no grand jury, but trial by petit jury has been possible in Guam's District Court since February 1956.

The Island Court handled 299 civil, 99 marital relations, 289 criminal, 16 land registration, 46 probate, 110 special proceedings, and 478 small claims cases in fiscal year 1960. The same two judges also disposed of 177 juvenile, 5,522 traffic, and 24 minor misdemeanor cases during the year—for a total of 7,060. Island Court "carried over" 2,344 cases of various kinds.

Total of all court fines and fees deposited in Guam's treasury for the year was $91,448.

During fiscal year 1960 the Guam Police calculate that they received complaints (offenses known to the police) of 321 crimes listed in the specially selected key group of seven felonies, called, in Uniform Crime Reporting, Part I Offenses.

Guam Police--Fiscal Year 1960
PART I OFFENSES: Complaints Received

1. Murder and Non-negligent Manslaughter........... 4
2. Forcible Rape.................................... 3
3. Robbery........................................... 16
4. Aggravated Assault................................ 9
5. Burglary.......................................... 145
6. Larceny (over $50, except auto theft).............. 86
7. Auto Theft........................................ 58

Total........................................... 321
The police say that 95 adult persons were arrested for Part I felonies.

Of these, apparently, only 17 reached the District Court's courtroom for trial. (The figure is not firm because of vagueness in nomenclature and records.)

This seems to mean that only approximately 18% of the Part I major felony suspects arrested and charged by the police during the year ever came to the attention of the District Court.

Nationwide, the percentage of convictions gained in courts of persons charged by the police with Part I offenses consistently averages 75%.

In Washington, D. C., another federal court enclave which is widely known for "spare-the-rod-justice," convictions in relation to arrests for Part I Offenses consistently average 60%.

The percentage of such arrests which reach the attention of the District of Columbia courts is not available, but undoubtedly is larger.

Neither is the present ratio between percentage of convictions in Guam's District Court and arrests made by the police known to the writer.

That the fiscal year 1960 percentage of convictions was less than 18% (the percentage number of such arrest cases which were filed in District Court) is very probable. An estimate of 15% convictions is probably realistic enough for discussion purposes, once again calling attention to the fact that the nation-wide percentage of convictions in Part I cases is 75%.

One unique jurisdictional circumstance exists in Guam which undoubtedly accounts to some extent for the sensational discrepancy between Guam's small Part I offense conviction rate and the much larger national conviction rate for the same grave criminal offenses.

Arrests made by the Guam Police of military persons suspected of criminal offenses are counted and reported by the Guam Police as arrests, even though these persons are immediately turned over to military authorities, and even though these military cases never reach the District Court.
In other words, the offenses by military persons may be against territorial statutes, but District Court apparently has no jurisdiction (or wants none) in Guam over military persons. The Guam Police meanwhile maintain no reliable records of the number of military persons arrested and charged by them.

As a strange sidelight upon this highly unusual condition of military immunity from criminal prosecution in Guam, military persons are nevertheless required to answer to most civil police traffic charges in the Guam Police court.

In order for any observer to reach valid conclusions about Guam's arrest and conviction ratios, considerable improvement must first be obtained in the statistical accounting as now practiced by the Guam Police.

At one time, quite recently, the annual governmental post audit made in Guam revealed that the Island Court had not been collecting or accounting for all fines assessed. A substantial amount of revenue apparently had at least temporarily been lost to the government. However, the follow-up audit which was made in the succeeding year showed that a satisfactory fines collection procedure had by then been devised.

Considering all aspects of generally prevailing circumstances in our young Pacific territory, Guam's courts and judges unquestionably should be highly commended for their all-around splendid work, performed under sometimes aggravatingly difficult conditions.

It is obvious and apparent that the two judges of the Island Court are grossly overloaded with trial work. Seven thousand cases per year are far too many for any pair of judges to handle.

Also obvious is the overload of probationers, parolees and juvenile offenders being carried by Guam's one capable but overworked probation and parole officer.

Law enforcement, as has been elsewhere stated, is a teamwork chain-process. Failures anywhere along the functioning chain adversely affect the end result. The chain-process of law enforcement also does suffer from overload, especially in communities like Guam, which have major portions of the government's annual revenues consistently devoted to other governmental functions.
Chapter Four

THE UNITED STATES NAVY IN GUAM TODAY

It is a usual and customary thing for people to write or to speak in terms of disparagement about Pacific island civil-military administration, as provided in bygone days by the United States Navy.

Many living Guamanians, however, can look back and compare recent civil self-government with pre-war Naval government. Some do so with a certain nostalgia. While they would not forego their present proud United States citizenship, their voters' franchise, and some of the advantages of modern living, island life under the benevolent and stable management of the Naval governors seems in retrospect to have been in many ways satisfying.

The U. S. Navy still occupies important land areas and retains a position of large influence in today's Guam. The Navy almost certainly will continue to have a very important role in Guam's future.

The admiral holding command of Naval Forces Marianas resides and has his offices in Guam. While he has no fleet command--his flagship is a destroyer escort--naval planes, naval communications, naval hospital facilities, and the naval ship repair plant (all based on Guam), constitute a total responsibility of considerable magnitude.

Except for Guam, which is a part of the United States, the 13 other Marianas Islands are administered by the United States in trust for the United Nations. In the Trust Territories administration, Navy has always had, and still retains, a large influence, although the Department of the Interior nowadays recommends in the matter of the appointment of the United States High Commissioner by the President, and annually budgets his program.

Until 21 August 1962, when the High Commissioner and his staff moved to Saipan, the Trust Territories' administrative offices were located in Guam.

In the old days, the commander of the naval station in Guam was, ex-officio, also the governor of Guam. Today, the naval station commander is overshadowed by the presence in the island of the
ComNavMarianas admiral. Other high-ranking naval officers also hold staff positions and commands relating to the various naval activities in the island which are separate and apart from the naval station.

Naval Station includes the one good harbor of the island, along with its drydocks and ship repair facilities. Naval forces on Guam support and assist elements of the United States Seventh Fleet; maintain a number of Early Warning radar-search aircraft; handle all naval communications in the western Pacific, and are scheduled soon to operate a Guam base for U. S. atomic submarines on guard in the Pacific.

On 10 September 1962, the Navy announced its decision to base a number of Polaris missile-carrying, atomic-powered submarines in Guam's harbor. The effect of this decision upon the island's future economy and the safety of the island people remains to be seen. However, a substantial increase in military spending in the island may be confidently anticipated.

It is doubtful that any accurate estimate will ever be made of the huge investment total of U. S. taxpayers' dollars which have been spent since 1898 in the Navy's development of Guam. Not counting the incalculable military cost of reconquering the island in 1944, or the vast sums spent by the United States Air Force in developing its present base, a veritable torrent of U. S. naval dollars have been poured into Guam, year by year.

There is small room for wonder that a certain residual, bureaucratic naval resistance to the whole idea of handing over control of the island to a successor civil government has since 1950 occasionally been noted. Many of Guam's political leaders understand the Navy's reluctance to relinquish an autocratic control which endured for half a century. Out of old loyalties and gratitude for many benefits enjoyed in the past, Guam's present rulers strive mightily to maintain cordial relationships with Navy in the present.

The naval payroll still supports a great number of Guamanian families. Many benefits accrue to naval civilian employees which tend to take the edge off the high cost of island living.

Twenty-three years ago, in 1940, President Franklin D. Roosevelt issued an executive order (#8683), which established a Guam Island Naval Defensive Sea Area and a Guam Island Air Space Reservation. The Secretary of the Navy was empowered--in his sole discretion--to restrict all entry into the Guam island area, by sea or by air, to such persons, ships, vessels, and aircraft as he thought best.
The High Commissioner of United Nations Trust Territories has recently moved to Saipan. For many years, he lived and had his headquarters in Guam. This federal government-owned residence is splendidly located on a hill above Agana. Future occupant is unknown to writer at this time.
Entry controls for Guam, of varying degrees of severity and rigidity, were thus authorized. The Navy proceeded to develop and exercise entry controls, in its discretion, and until very recently has done so ever since.

On 21 August 1962, President John F. Kennedy rescinded Executive Order #8683. Our island territory today is free, and is wide open to settlement and development by Americans and U. S. business enterprises.

Apparently, for a number of years prior to 1950 naval entry controls were almost completely relaxed. In 1950, when naval administration of Guam's civil government was ended, Navy managed to salvage the old entry control authority from the debacle, and almost immediately found it necessary to impose a remorselessly tight security clearance restriction upon visits paid to Guam by United States citizens and others.

Individual naval security clearances were difficult and tedious to obtain. Very few persons from the mainland or from Hawaii, except those connected with the Armed Services and those hired by the Government of Guam, ever set foot on the island during the 12-year period between 1950-1962.

The fifth civil governor of Guam took office in mid-1961, and immediately set about to obtain an amelioration of the restrictive (and, as he said, completely unnecessary) naval security clearance. He early succeeded in achieving a temporary suspension of the restriction, but only in cases involving visits to the island by United States citizens. Others, until 21 August 1962 (Guam's second Liberation Day, when President Kennedy rescinded the old executive order), still had to have prior naval security clearance.

Guam's Chamber of Commerce claims that arbitrary exercise of quarantine authority over the island by the Navy unnecessarily operated for many years in restraint of trade, and that it had a blighting effect upon the development of economic self-sufficiency of the island.

Writing in mid-1962, one of the island's native born, leading merchants had this to say about Guam's present economy:

"Obviously, something is frightfully wrong. Up-to-date homes are few, business and personal incomes have dropped to an almost alarming low level. There is no sign of a sewer system project; the tangled land situation in the city of Agana remains unsolved, etc."
"The military and the civilian government must realize that a good, economically sound community--state, city or territory--depends for its survival on private enterprises. They should help and promote free enterprise, which in turn will provide a healthy and wealthy community."

This very thoughtful native student of the Guam scene apparently is convinced that satisfactory future economic development of the island depends upon the Navy's good-will and cooperation in:

1. Permitting foreign shipping to serve Guam.
2. Permitting American and foreign cruise ships to visit Guam.

It is considered likely that Guam's future does now hold a rosy promise of early escape from the crippling weight of the dead hand of the past. There is probably no genuine good reason why strict naval quarantine of a United States island territory's sole harbor and shipping port should have been imposed in 1950, nor why it could not be entirely and permanently removed in 1963.
Chapter Five

UNSINKABLE FLAT-TOP

Guam has often been heralded as the ultimate, western-most outpost of the far-flung, global defenses of the United States. On this island, indeed, are based our best and readiest deterrent weapons against attack from the Orient. Our weapons-bristling island territory very well may, one day, make a bountiful return in value received for the hundreds of millions of stateside dollars which have been invested in its development.

The only U. S. Strategic Air Command base in the entire Far East is situated in Guam at the north end of the island. Jet bombers here constantly stand ready-loaded and on instant takeoff alert along the runways of the 11,000-acre United States Air Force base.

As soon as Guam was recaptured from the Japanese in 1944, work began on North Field (as it was then called) and on other island air-fields, from which B-29 attacks against Japan were to be mounted.

Most of the runways and plane parking bays which were then developed in other parts of the island have since been abandoned. North Field was retained, however, and has, since 1950, been known as Anderson Air Force Base. Since 1954, it has been a SAC base. The present name for the base honors an Air Force general who was lost during World War II.

The big SAC base is located at a distance of 18 highway miles from Agana. Anderson AFB rapidly grew into a small city, with practically every needed facility contained within its many miles of tall, barbed-wire topped, chain-link fences.

More than a thousand new and modern tropical housing units for families of Air Force personnel have been constructed on the base. Until Typhoon Karen drastically altered the picture, these were said to be the finest quarters available anywhere in the world for Air Force personnel.

Planes necessary for flying typhoon reconnaissance, weather patrols, air-sea rescue, and other special missions are also based at Anderson.
The great majority of the airmen who are stationed at Anderson are young and unmarried. These youngsters live in barracks, and being young, are not always content to stay on base while off duty. Since servicemen in the aggregate constitute a very prominent feature of the Guam scene, a brief description of life in Guam as it must seem from their viewpoint may be of interest.

A "night on the town" in Guam usually means enjoying beer and earnest "trade-talk" in a succession of unglamorous taverns, in company with a group of fellow servicemen. Amusements available are movies, bowling, jukeboxes, and pinball games.

Beery arguments and occasional public bouts of fisticuffs do occur, but they are not commonplace. The Armed Forces Police are numerous and very effective.

Female companionship of the free-and-easy, pick-up type is rarely available. Prostitutes cannot long conceal their presence in the island, and once discovered, very soon face a choice between sitting out a sentence in the Agana police headquarters' cells, or departing from the island.

The USO is active in Guam. Most USO activities center around Hoover Beach, where wholesome leisure activities of various kinds are constantly available to servicemen.

Social programs and dances are frequently arranged by USO. If they attend such affairs, young servicemen may thus become acquainted with some of the island girls. Marriages resulting from these contacts are not frequent, but do occasionally occur.

Some servicemen devote most of their spare time to improving their education. Both services encourage this. Other men develop spare-time hobbies. A very popular one in Guam is aqualung diving for fish and valuable rare shells.

Open-air movie programs are scheduled nightly in several military reservations, and there are other, commercial movie theatres operating nightly in mid-island Tamuning.

Fiestas in the various Guamanian villages seem to be always in preparation, in their full swing of gaiety, or regretfully just ending. Hospitality to all comers is traditional at these affairs. Many servicemen enjoy the fiestas, attend them whenever possible, and, when well-behaved, are warmly welcomed into the hospitable Guamanian homes.
Even with all of this, a tour of duty in Guam for a young, unmarried serviceman is apt to be tedious at times. He has to show every tavern waitress his identification card to prove that he is of legal age to purchase beer. Transportation is not always easy to arrange. Prices are high, and his pay is low. Time, for him, eventually seems to drag. Before his tour on Guam ends, he is almost sure to come down with a case of "rock fever."

This familiar malady responds to no known medication. Its symptoms are homesickness, tedium, boredom, and a vast distaste for island living. As many victims of "rock fever" have conclusively proved, alcohol is not a remedy.

Because of the presence in Guam of constantly poised planes of the Strategic Air Command, not to mention the promised establishment at Apra harbor of a base for atomic-powered, missile-carrying submarines, Americans on the mainland may continue to live on in peace and prosperity, much less exposed to imminent danger of sudden annihilation. Also, because of the presence in Guam of these two potent deterrent forces, the Guamanian people unquestionably are themselves more exposed to highly probable, complete annihilation at a very early stage of the global war which lies somewhere ahead for us in the future. The only SAC base and the only atomic-powered submarine base in the Far East will certainly be an early, prime target for enemy missiles.

Guam serves the nation as a flat-top and sub-base which is indeed unsinkable, but a well-placed 5 megaton air-burst would also instantly and certainly render it practically uninhabitable. Perhaps in recognition of the fact that the people of our island territory are living out their lives in greater mortal danger of "fire rained down from the sky", because of the exigencies of our national defense program, a little more generous concern for their urgent needs and present problems might well be manifested in the councils where our national planning is done.
PRACTICE IS NEEDED

Twisting the coconut meat still in the shell against a fixed chisel-blade, when done skillfully, results in shredded fresh coconut—an ingredient highly valued in the island cuisine.
PART THREE

PUBLIC SAFETY IN GUAM;
THE SHAPE OF GUAM'S FUTURE
The remote island territory of Guam has its own peculiar problems. Some of these have already been mentioned. Others will receive attention later.

Guam is a territory of the United States. It is an integral part of America. Its laws and courts are a part of the American system of jurisprudence. Guamanians are American citizens. The Yankee Dollar constitutes the only currency in circulation. America's law enforcement problems are to a very large extent also Guam's problems.

The incidence of America's more serious crimes increased by 100% in the decade between 1950-1960. The United States counted nearly 2 million serious crimes committed in 1960.

Crime in the United States is increasing at a rate 5 times faster than simultaneous increases in the population. The annual, national cost of crime is approximately $25 billion.

Frighteningly, arrests of youths under 18 years of age have more than doubled in the past 10 years. These arrests are principally for auto-theft, larceny, and burglary. Increases in youth crime strongly indicate that we are losing in our battle to contain the crime problem of the future.

It has been authoritatively stated that two malignant social ailments principally underlie and account for mainland America's demonstrated inability to stem the rising flood-tide of lawlessness which seriously threatens to inundate our faltering civilization. These are:

1. Public indifference and apathy;
2. General moral deterioration of the population.

A distinguished commentator has recently publicly stated:

"Today prudent people are afraid to go into the parks of such a place as New York, afraid of being mugged, afraid of being robbed, afraid of being killed."

He quoted still another thoughtful commentator:
"No Chicagoan in his right mind would dream of strolling at night through Grant Park, along the downtown lakefront. And the New Yorker who used to sleep on the grass in Central Park on hot nights would as soon take a cozy nap on an East Berlin sidewalk with an American flag in his hand."

The American Territory of Guam has always hitherto been sufficiently shielded from our twentieth century mainland civic viruses so as to be—at this moment—in a favorable position to profit by the past sad experiences of more sophisticated American communities.

Control of crime in a community depends upon a vigorous and vocal public insistence upon satisfactory results obtained through the energetic, efficient, and proper activities of a number of civic and governmental entities, all working together in smooth coordination.

This means that the local legislature must first lay down a realistic and meaningful framework of criminal laws and penalties, and that the executive must join forces with the legislature and the judiciary to assist in the construction of an adequate, understandable, and enforceable Criminal Code.

Civic-spirited public information media, in cooperation with the community's schools, churches, and families, must tirelessly work toward the widest possible dissemination of information about the restraints and restrictions imposed by the criminal laws. At the same time, a never-ceasing explanation and education program must be carried on by the same agencies, so that all citizens may clearly know:

1. What the laws require, and why.
2. The nature of the penalties for failure to comply.
3. The inevitability of the imposition of penalties attaching to transgressions.

A properly organized, trained, and managed professional law enforcement agency must then commence to function. This force must be dedicated, in every sense of the word. Each law enforcement agent must be possessed of honor, integrity, zeal, and tenacity. The police must be allowed to function for the people without outside interference as long as their work is honest, efficient, impartial and enthusiastic.

Law-breakers hunted out and captured by the police must then be processed and charged by the government's prosecutors. Here again, honor, integrity, zeal, and tenacity are vital to a satisfactory
end result of the entire law enforcement process. The prosecu-
tors must work with the police, not against them. They must
conscientiously work for the people, and in the public interest.
They must ably prepare their cases and must bring a very large
percentage of police-captured law-breakers to answer to criminal
charges before the bar of justice.

The judges who preside in criminal courts, in their turn, must
be wise in the law, alert to forestall prejudicial errors, and in-
sistent upon the proper procedural safeguards and formalities. In
addition, judges must also be honorable, honest, zealous, and fear-
less. They too must realize at all times that they are acting for
the people, and that the public interest requires scrupulous fair-
ness from them, but does not permit sentimentality.

Jurors also must come to their duties properly indoctrinated
with the gravity of the service they perform. They, too, must
strive to remain unaffected by extraneous pressures and by senti-
mentality. They are the people, and must be able to realize where
the public interest lies.

After convictions have been obtained, probation officers
sometimes come into the law enforcement picture. These men must
be professionally educated and staunch in their mission, which
again is to think and to work for the people, and in the public
interest.

Corrections specialists, wardens, psychologists, jailers,
guards, turnkeys, rehabilitation experts: all of these play an
important role in law enforcement, for they must all sincerely try
to ensure that the time which a convicted criminal spends in custody
is honestly best managed so that future offenses are less likely to
occur.

Parole boards begin to function at this stage. Members of such
boards must be carefully chosen for their stability, wisdom, hard-
headed ability to evaluate human nature, and for their understand-
ing dedication to the proposition that they are acting in the public
interest and for the people.

The executive functions again at this stage through his par-
don prerogative. He must constantly remind himself, as executives
before him have done, that his power of pardon must always be used
in the public interest and for the people. It must never be used
for political expediency or for sentimental reasons.
The law enforcement process in our society is complex. It is subject to breakdowns, human error, failures and betrayals at every stage. A weakness at any stage inevitably adversely affects the aim and the hoped-for end result, which is the elimination of crime, or at least the obtaining of a good measure of governmental control of crime.

There is today little public understanding of these basic facts. The people learn slowly. Deliberate efforts are constantly being made by highly vocal and shallow dilettantes in the field to confuse and mislead the people. Meanwhile, our national crime bill annually amounts to $25 billion.

The best-known deterrents to crime are, always have been, and always will be:

1. Strong probability of prompt detection and arrest.
2. Certainty of prompt arraignment and trial.
3. Swift and stern sentencing.
4. The hardship, disgrace, and humiliation of penal servitude.

Many, many factors may operate in our modern American society to adversely affect a relatively coordinated, smoothly functioning process of law enforcement. Some of these should be mentioned here.

Legislatures have rather consistently evaded their law-making responsibilities by failing to provide simple, clear, and meaningful systems of criminal statutes, and by fixing unrealistically low minimum penalties for serious crimes. This permits a few politically appointed judges to be wildly sociological, sentimental, generous, and popularity-minded; perhaps resulting in lenient sentencing, at the expense of the public interest.

News media have been known to compromise their basic civic duty and principle for the somewhat questionable self-indulgent pleasures of directing undeserved attacks against individuals and agencies earnestly engaged in honest law enforcement.

Judges generally have unwisely been allowed to accumulate overlarge portions of discretionary power to suspend sentences; to admit criminals to probation; to sentence concurrently, instead of consecutively, in cases of multiple convictions; and to arbitrarily dismiss good and sound criminal cases without a decent regard for the public interest.
Venality and malfeasance are rare among the judiciary, but we probably have, as a nation, "gone overboard" in the concentration of too much discretionary power in the judges of our criminal courts.

The ultimate effect of too frequent human error in enforcement purpose frequently has been to shield the guilty criminal from the consequences of his anti-social behavior. It may be that loss of true perspective in the enforcement process has in our time become the rule, rather than the exception.

Many thoughtful observers of the present scene think that the prosecutor is the weakest link in our lengthy but important chain-process of law enforcement. In some communities the prosecutor operates behind an almost completely protective screening wall of political privilege. It very often is the prosecutor's own un-reviewed, independent evaluation and decision about the "strength of accumulated evidence", when he reviews each police case presented to him, which determines whether or not a law-breaker ever reaches the courtroom. This is especially true today in Guam, where no grand jury exists.

Comparison of accurately-kept local crime and punishment statistics with national averages can be very revealing. Such a comparison should be thoughtfully made in Guam at a future time, whenever it becomes apparent that reliable figures are available. Such statistics definitely have never thus far been kept in Guam.

American police today have learned to carry on their law enforcement functions very well out in the open, under the critical, watchful eye of the local press. It is true that policemen are, as a rule, less well-educated, less well-trained, and less well-paid than are the prosecutors and the judges. As such it is probable that they are somewhat more vulnerable to temptation.

The past sad record reveals many instances in many communities where a few of the weaker, less dedicated members of the police profession have betrayed their sacred trust--and have been found out. It is also probable that some few policemen who have foresworn their oaths of office and who have secretly betrayed the peoples' trust are, even as this report is written, still undiscovered and still active.

It should be said, however, in defense of the overwhelming majority of truly dedicated American policemen who today work tirelessly for the people that a tremendous improvement has been effected during the last 20 years in the general quality of American police performance.
In a world where all around us the foundations of bedrock human moral values are being shaken in a tumult of ideological conflict and calculated internal subversion of the faiths we live by, America's police have made phenomenal progress toward greater efficiency, toward ethical stability, and toward professional unity. A great deal more remains to be accomplished, and further progress may confidently be expected.

The poorest paid, least professionalized, least favorably situated of public service employees who have a vital role to play in the important teamwork of law enforcement are the probation and parole officers, corrections specialists, wardens, jailers, guards, prison psychologists, turnkeys, rehabilitation workers, and parole board members.

In the opinion of the present writer, this area today is truly the great neglected wasteland of law enforcement.

Some of the important workers named in this group donate their time and interest. Government mistakenly believes that it thereby accomplishes a saving. However, it is deemed more than likely that the resulting losses in effective government control and coordination add substantially to our $25 billion annual national crime bill.

Probation and parole officers should be trained professionals. Their work should be expertly assigned and their performances closely supervised. They should operate in coordination with, but not as, employees of the judiciary.

At the present time in America it is a rare citizen who does not apathetically accept the usual and customary parole and probation situation, where vital positions are filled by crusading "do gooders" or by political parishioners. Many probation and parole officers are uninterested and untrained; standards of performance are vague or non-existent; and such weak supervision of the work as may be afforded is a function of the judiciary. The result is usually a terrific overload of case assignments for each underpaid, disgruntled employee, sometimes resulting in his chronic discouragement and indifference.

Supervision of convicted criminals who have been released on probation or parole today is usually only a sketchy routine of keeping apathetically in touch with them at infrequent intervals.

The custodians of those convicted criminals who have not as yet been released on probation or parole—the wardens, jailers, guards, turnkeys, custodial specialists, rehabilitation experts,
prison psychologists, etc.—are another neglected group, but still one with a vitally important role to play in the teamwork of law enforcement.

A census taken at almost any jail or prison on almost any day will reveal that a relatively small minority of the prisoners are serving first sentences. Most are recidivists or "repeaters." This can only mean that few rehabilitation "cures" are being achieved.

Everywhere in the corrections area of law enforcement lie vast possibilities for future improvement.

It is suggested that a first step by government might well be to raise the standards for employment in the important corrections area, while at the same time raising the rates of employee compensation. Dollars saved by underpaying corrections employees unquestionably are greatly magnified and reflected back in multiplied losses, as measured by the $25 billion national annual crime bill.

And then there is the Parole Board. Membership here is customarily by appointment. Generally the executive appoints. The members sometimes serve without compensation. Perhaps many serve because of a sense of civic duty.

These boards perform a function which can have and does have a very considerable bearing upon the ultimate success or failure of the coordinated, dedicated law enforcement teamwork which has previously operated at great cost in effort and dollars to:

1. Create the law and to establish the penalty for infraction;
2. Indoctrinate the public in compliance;
3. Record the complaint of violation;
4. Investigate the case and arrest the violator;
5. Prepare the case for prosecution;
6. Prosecute the case and hear it;
7. Make a pre-sentence investigation and recommendation;
8. Formally pronounce sentence;
9. Receive, outfit and quarter the prisoner;
10. Analyze him and commence efforts toward his rehabilitation.

Here, at the very end of the costly teamwork chain-process, the Parole Board receives and acts upon petitions presented by individual prisoners who desire to avoid paying the penalty prescribed by law, and who promise in return for amnesty and clemency to go and sin no more.
The record will show that such promises have generally been lightly given and that they have frequently been broken.

A parole board has to be mature, wise, hard-headed, realistic, and well-informed. Otherwise, the difficult, expensive, patient, dedicated efforts of a great number of faithful public employees are set at naught; the undeserving, unreformed criminal is prematurely released; and in government's unceasing tireless war against crime, we the people have lost another important battle.

Earlier in this chapter it was stated that effective control of crime in a community depends upon vigorous and vocal public insistence upon satisfactory results obtained by the public employees and public agencies engaged in the important teamwork and chain-process of law enforcement.

Guam needs a local crime commission, independently organized and supported by the clergy, the business community, non-government professional people and educators, and the local press, television and radio. Interested persons from the large and important Armed Services community should also be accepted as members.

A crime commission's function is to maintain a full-time professional investigator and researcher or two for the purpose of running a continuous, non-government post-audit in the various areas of the law enforcement chain-process where weaknesses may conceivably be discovered.

Usually an annual report is issued by such a crime commission. This report calls the attention of the various branches of the government to areas of law enforcement in need of strengthening.

For instance, national averages and standards exist in police, prosecutor, and court crime statistics for similar communities, against which Guam's statistics might well be held up for comparison. As a preliminary to such comparison, however, considerable improvement in the Guam Police Division's present uniform crime tabulations and reporting would need to be accomplished.

Another forward step to improve understanding and coordination between the various local groups and agencies possessing a responsibility for or a legitimate interest in law enforcement in the Guam community could readily be taken by government.

The Executive Branch could initiate a Bill, and the Legislature could collaborate in passing legislation creating a law enforcement council, naming certain government officials as members.
of the council, ex-officio, and with certain interested non-governmental organizations invited to participate.

Such a council can do a great work in coordination and in creating a forum where a measure of unity in planning and purpose may be achieved. The membership of a territorial law enforcement council should include representatives from the three branches of the territorial government, all local representatives of the federal government who are engaged in some phase of law enforcement, an official of the local crime commission, and other representation as may be considered desirable.

In attempting to suppress crime and to strengthen law enforcement in any community, we must never lose sight of the facts of life.

First, there are no panaceas. Secondly, there is no substitute for honest, efficient teamwork on the part of all the linked agencies in the law enforcement chain-process. Thirdly, the people of a community receive only as much as they insist upon by way of efficiency in crime control.

Public apathy, depreciated moral standards, are ever the deadly killer-enemies of honest and effective law enforcement.
Chapter Two

PUBLIC SAFETY IN GUAM

One of the 10 executive departments of today's territorial government is called the Department of Public Safety. It seems only natural that the press, the public, the legislature, other agencies of government, and perhaps even a majority of DPS employees should gradually grow accustomed to assigning entire responsibility for the public's safety in Guam exclusively to an agency so named.

Actually, many conditions affecting the safety of the public in Guam are far and away beyond the jurisdiction or control of the Department of Public Safety.

In an earlier chapter the complex chain-process of law enforcement was described. The reader will recall that several of the vital links in that very important chain, although governmental or quasi-governmental in nature, are entirely removed from the control of Guam's Director of Public Safety. At the same time, no one would dispute that the desired net end-result of the entire law-enforcement chain-process, i.e., the effective maintenance of a good measure of control of crime, has a simple, direct, and important bearing upon the safety of the public.

The points which here need to be emphasized are:

1. That crime-control is not all there is to public safety.
2. That many important public safety functions are vested in other departments.

In our motorized modern world, perhaps nothing adversely affects the safety of the public more conspicuously, more violently, more bloodily, and more devastatingly than do our inadequate, poorly engineered, slippery-surfaced, maintenance-neglected, public highways. The traffic toll throughout our nation annually mounts to astronomical heights, and the public press faithfully clamors against it. Usually, publicity appeals call for ever greater driver caution; whereas, careful observation of American drivers' skills and judgment reveals relatively few reckless or clumsy drivers. Only the fit have survived! Consistently, drivers' skills today seem excellent beyond reasonable expectation—human nature being what it is. As the years go by, more and more we become convinced that the best approaches to reduction in the rates of traffic casualties lie in better engineering. We need to engineer more safety factors into our vehicles and into our highways.
Because we have for many years failed in our efforts to stem the bloody highway slaughter by passing laws and closely regulating drivers, thoughtful students of the contemporary scene are beginning to realize that regulation of driver conduct, while important, is not the most important factor in the problem. The safety of the motoring public depends to an even greater extent upon the safe condition of vehicles and of highways.

Highway engineering, of course, is not a function of Guam's Department of Public Safety.

Providing for the safety of the public: this is one of government's big responsibilities. A government's responsibility for ensuring safety to the public is so great that it cannot adequately be discharged merely by the creation of a Department of Public Safety, regardless of the number of functions which may be assigned to it. More especially not when, after having created such a department, government proceeds to neglect it, to deny it proper funds, to use it for a whipping-boy and scapegoat, to allow it but a small voice in council, and to permit constant outside interference in its internal administration.

Pinching of pennies by government when dealing with the safety of the public constitutes reckless mismanagement.

Perhaps the one really important, over-riding responsibility of government is simply to provide for the safety of the public. Education of the public is important, but is not basic. To provide for the good health of the public is basic, but there is a wide divergence of political opinion as to where the government's proper role may lie in this. To provide modern conveniences (utilities) to the public is important, but again this is not basic.

However, measures taken to provide safety and group security for the public, these are original and fundamental; this concept dates back to the dawn of man's history. For this, governments were invented.

Guam's original governmental efforts to provide for the safety of the island people are lost in the mists of antiquity. The tribal governments which are presumed to have existed at the time of Spain's conquest of Guam are reputed to have functioned with a good measure of effectiveness in shielding the island people from the aggressions of the invaders. The Spaniards recorded that the islanders resisted practically to the last man. This can perhaps be accepted, for the Chamorros are said always to be effective warriors when they are fighting in their own islands.
However, weapons superiority, accompanied perhaps by conventional Spanish perfidy, eventually achieved a complete conquest.

The Spanish government's security provisions which were then made to ensure public safety in Guam undoubtedly were principally aimed at perpetuating Spanish rule. It is understood that Spain's protective efforts were directed toward providing for the safety of the government's employees and of the imported clergy. For this purpose, a military garrison was most practical.

The American Naval Government, in its turn, also maintained a military garrison in the island. United States Marines, for half a century maintained American rule, law and order, and also effectively protected the lives and property of the island people.

Along about 1927, a few Guamanians were added to the Insular Patrol. This was a progressive step. The major emphasis on public safety in those days was centered in the police function, as it is today.

When the Japanese occupied the island late in 1941, an interruption occurred in the development of public safety measures by and for the island people. The invaders enslaved all of the able-bodied Guamanians who could be located. (Some of the hardier males took to the deep, thick boonies and were never rounded up.)

Commencing with the American reoccupation of the island in 1944, however, a new local Security Patrol Force was reorganized. Fifteen of the 23 pre-war Guamanian patrolmen were rehired and were combined with 5 U. S. Marines under the command of Marine Warrant Officer Virgil A. Hickle.

Guam's present-day Department of Public Safety may well be described as being a direct, lineal descendant of the 1944 Security Patrol Force.

On 3 September 1944, the military government of the island issued regulations for the internal government of Guam's new police force and also established a table of organization calling for an eventual 200-man police complement.

Recruitment began, and as additional Guamanian patrolmen were enlisted, a proportionate number of U. S. Marines were also added. A police training program was launched. Day and night patrols were maintained in Agana and in 3 villages.
A program of sending out heavily armed Guam Police scouting parties into the remote and inaccessible parts of the island was begun. Their mission was to capture or destroy small remaining units of the defeated Japanese forces.

The famed Guam Police Combat Patrol, led by the intrepid Sergeant (now Lieutenant) J. U. Aguon, accomplished more than 500 missions in 1944-1945. Four hundred-odd Japanese stragglers were rounded up (or killed) by the Guam Police Combat Patrol, with accompanying losses of one Guamanian policeman, one U. S. Marine Sergeant, and the wounding of several of the Guamanian police.

All members of this famous and highly successful Police Combat Patrol were later decorated by the United States Government for valorous and gallant services. Lieutenant Aguon received the Silver Star. All other members of the patrol received bronze stars.

Several who served with honor in the short-lived Guam Police Combat Patrol today remain in the employ of the Department of Public Safety, including Lieutenant J. U. Aguon, who is now the oldest, the most senior and the most highly honored of active DPS employees.

Recruitment to fill the authorized 200-man complement of the Guam Police was slow and tedious. Recruitment is still slow today, although the authorized complement has since been drastically reduced.

Between 1944-1949, only one-half of the 200 needed men had been recruited.

As of 31 December 1950, the then highly respected Guam Police became a unit of a newly created Department of Public Safety.

The new department numbered:

1 Commissioner
1 Chief of Police
1 Fire Marshal (Fire Chief)
1 Director of Civil Defense
1 Assistant Chief of Police
2 Police Captains

4 Police Investigators
108 Police
16 Firemen
3 Policewomen
5 Civilian clerks
1 Civilian maintenance man

Total.....144
The following-named men served as police chiefs, police commissioners, or directors of the Guam Police or the Department of Public Safety from its inception in September 1944, until today:

1944- --W. O. Virgil A. Hickle, U.S.M.C.
1944- --Lieutenant W. J. Law, U.S.N.R.
1944-1945--Lieutenant Commander John Wiig, U.S.N.R.
1945-1946--Lieutenant J. A. Anderson, U.S.M.C.
1946-1948--Major M. B. McNeely, U.S.M.C.
1948-1949--Major J. A. Copeland, U.S.M.C.
1949-1950--Lieutenant Commander J. P. Hackett, U.S.N.R.
1950-1951--Mandeville C. Frost, civilian
1951-1953--John D. Noble, civilian
1953-1955--A. R. Frock, civilian
1955-1956--Theodore D. Brown, civilian
1956-1958--D. L. Cristostomo, civilian
1961- --James T. Sablan (Acting), civilian

The present Acting Director, due to legal technicalities incident to his previous membership in the Guam Legislature, actually holds an office called "Special Assistant to the Governor for Public Safety and Military Affairs." In this capacity, for more than two years, Mr. Sablan has also functioned as Acting Director of the Department of Public Safety.

Today's Department of Public Safety has responsibility for Police, Fire, and Penal Corrections. Civil Defense was also a DPS division at the time this writer studied the Department. Following the great disaster occasioned by Typhoon Karen's visit to Guam on Veterans' Day 1961, Civil Defense was once again removed from DPS and restored as a unit of the Governor's Office.

The long defunct Guam Militia is still carried on the DPS organization chart. So is the Guam Boxing Commission. The last-named activity seems to function with little supervision from the Director of DPS.

Today's total number of DPS employees, or at least of authorized positions stands in the neighborhood of 210. The proposed DPS budget for fiscal year 1963 was $1 million. This sum amounts to approximately 7% of Guam's Executive Branch's operations budget for the year.

In other American communities, departments of public safety usually include only the police and fire functions. In Guam, penal corrections is added, and at times also Civil Defense.
Budgets of other American communities normally devote approximately 25% of available operations funds to police and another 25% to fire protection. In other words, half of the usual American community's annual budget is devoted to public safety (police and fire).

In support of this statement, a brief quotation from a document called "Governmental Facts about Greater Cleveland", published 15 November 1961, is offered:

"Preserving the public safety and protecting life and property is a major concern of local government everywhere. Cleveland, for example, is spending $27 1/2 million, or 49% of its general fund budget, on this function in 1961. This proportion is probably typical of the other 59 municipalities in the country."

It is entirely possible that Cleveland and the 59 other mainland municipalities do not, as does Guam, include funds for schools and education in their general fund budgets. Computing the 1963 DPS percentage share of Guam's operating funds, in relation to a total which does not include the cost of schools and education, leaves us with an 11% figure, as compared with the stateside average of 50%.

Guam's civil government has never by any method of calculation devoted much more than 10% of its operating funds to its agency responsible for police and fire protection (plus penal corrections and sometimes also Civil Defense). Year after year, the percentage has averaged 7%. From this small fund the really basic and vital public safety governmental services have had to be financed.

This lone, poor, sad fact (highlighted here for the first time) accounts for a large part of the government's, the press' and the public's frequently manifested dissatisfaction with a long-term alarming rise in the incidence rate of serious crimes committed in Guam; for the frequency of escapes from custody of dangerous prisoners; for a steady increase in the rate of public losses from fire damage; and perhaps also for the annoying lack of progress sometimes noted in preparations for Civil Defense.

It is a well-known and accepted truism that governments and people get pretty much what they are willing to pay for in this world.
WELL-EARNED HONORS

From left to right: Police Lieutenant Francisco O. Borja, Warden of the Guam Penitentiary; Mr. James T. Sablan, Acting Director of the Department of Public Safety; and Captain Candido S. San Agustin, retiring police official.

This picture was taken during retirement ceremonies held in honor of "Mr. Guam Policeman," a 35-year veteran. Captain San Agustin was at the time the only active-duty survivor of the first group of Guamanian youths to be enrolled in the island's police force, many years before World War II. All employees of the Department of Public Safety today are Guamanians.
Chapter Three

THE DEPARTMENT OF PUBLIC SAFETY

The territorial government of Guam, as a result of more than a decade of amiable, best-intentioned, floundering mismanagement, today stands cheerfully immobilized in a welter of tangled, knotty, and well-nigh unsolvable problems. Entanglement in problems has become a way of life. No well-informed functionary in Guam's government ever expects to see the day when a host of new problems will not be waiting on his doorstep, ready to be swept under the rug, there to age and mellow, ad infinitum.

Guam's government as a whole is the sum of its parts. Chronic frustration and confusion reign in the executive departments. If the Department of Education blithely but quietly pursues a policy of racial double standards in making promotions; if the Department of Medicine ineptly builds up a deficit of a couple of million dollars in hospital accounts receivable; if the Department of Finance exhaustedly falls behind by a million dollars or so in its collection of taxes; if the Department of Public Works mislays a bulldozer in the tangentangen now and again, and can't get around in months to repairing fire engines laid up for lack of parts: it would be just too good to be true if Guam's Department of Public Safety were to prove an exception.

Sad to relate, DPS also has its full share of problems.

Some DPS problems are a result of poor management policy, misguided high-level policy, imposed from above. Some are founded in a decade of enforced DPS pinchpenny operations conducted in threadbare poverty. Some result from a long history of rapid turnover in DPS heads: 30 chiefs in 35 years. Other DPS problems have flourished through the years in a climate of internal poor management, neglect, indifference, sloth, "don't know and don't care."

The present very able distinguished Governor of Guam, who was then serving as Secretary, requested the writer to spend little time praising features of the department's organization and administration which were found to be sound and good, but to concentrate upon the areas in need of improvement.
It is only fair, however, to make it clear that any casual inspection made by a stateside visitor today of the offices, equipment, facilities and personnel of DPS would be bound to impress the visitor somewhat favorably. Even the dilapidated, weather-weakened, old rest-camp of a penitentiary is kept clean, painted, and reasonably secure. Prisoners are well-fed and are kindly treated. They may be in rags, but the rags are clean.

Firemen, policemen, penal guards are all smartly uniformed. Equipment may be old and of cheapest quality but it is consistently well-maintained. Headquarters, the Agana lock-up, the several sub-stations, all are waxed and painted, and all are kept in good order. Officers and men are consistently cheerful, alert, and accommodating.

These usual visible indices to a state of general competence and efficiency are not entirely misleading. It is probably accurate to say that the DPS staff, generally, is earnest, interested, sincere, and devoted. Much can be accomplished with men like these, even if, at the same time, they are (through no fault of their own) underpaid, ill-trained, poorly educated, and largely unappreciated.

Today's Department of Public Safety grew by gradual accretion of functions out of its less complex, lineal progenitor, the Guam Police force. The military government of the island decided on 8 September 1944 that Guam should have a 200-man police force. From that day to this, men and money for a 200-man force have never been available. Recruitment and financing in Guam have always posed serious problems.

The Governor's Report for Fiscal Year 1955 (p. 29) records that:

"Recruitment difficulties were found to exist particularly with reference to stenographic and Public Safety personnel."

In October 1961, the writer found that the authorized strength of the entire Department of Public Safety (which department had by then been made responsible for fire-protection, penal corrections, and Civil Defense, as well as for police-protection) was 100. Twenty of these positions were vacant.

Not many young Guamanians apply for positions in the uniformed services of DPS. Of those who do apply, not many measure up even to present very low standards of acceptability.
The writer proposed to officials of the Department of Labor and Personnel (who are responsible for DPS recruitment) that a well-established police recruit screening test, one sponsored and distributed by the International Association of Chiefs of Police, be utilized in Guam in the future at some stage of applicant screening. This screening test contains 100 simple questions. The applicant is asked to mark best answers to as many questions as possible in one hour's time.

Stateside police recruiting experience has been that any applicant who cannot score 70 correct answers in "The Police Adaptability Test" is a poor risk. A normally bright 7th-grade schoolboy can finish this test within the hour allowed, and can score 90 or more correct answers.

Guam's Labor and Personnel officials promised at the time to sample a number of applicants by use of this test to establish a norm for Guamanians. The results will be of interest, not only to DPS, but also to the Department of Education.

The principal requirement for Guam Police applicant eligibility is United States citizenship, coupled with permanent residence in Guam. The latter provision effectively rules out off-island recruitment.

It is probable that a change in this rule and an attempt at off-island recruitment would not be worth the effort—not at the presently offered initial police salary, which is $3302 per annum. Even with added 25% territorial pay differential, plus the saving represented by the reasonable-rate rental of a government-owned residential quonset, an off-island recruit for the Public Safety service would need to contemplate subsisting himself and family on an income which would amount to less than $5,000 per annum.

The average income of United States families and unattached individuals in 1961 was $7,020. A stateside American factory worker received an average wage of $2.33 per hour, which, for 40-hour weeks, amounts to $4,846.40 per year. A $5,000 income in Guam, where the cost of living is considerably higher than in stateside communities, would have little off-island appeal. Off-island recruitment would also be greatly handicapped by the Guam racial discrimination policy, long ago imposed by federal mandate, which openly commands that preference shall be given by the government to qualified persons of Guamanian ancestry in making appointments and promotions, and in providing opportunities for higher education and in-service training.
Other departments of the Executive Branch--Finance, Agriculture, Public Works, Education, Medical Services, Law, to name a few--have, however, discovered in the course of the past decade that, in order to achieve any approach to continuity of operation (not to mention efficiency) a vigorous and expensive program of stateside recruitment is essential.

The Governor's Report for Fiscal Year 1959 (p. 40) contains this revealing item in the section devoted to the Department of Finance:

"During the year, there were 35 separations and 54 appointments, an exceedingly high turnover ratio. Lack of technical help from local sources resulted in the employment of persons from the United States. At the end of the fiscal year, and of the total staff of 167, 15 were employees from the mainland."

For a major portion of the 12-year period which has elapsed since 1950, when the Department of Public Safety was created, usually only one employee, its director, has been imported from stateside. The remainder of the staff have been career employees locally recruited. Few of the imported directors have served out their 2-year contracts. Some have suffered from violent public attacks by the press and by the legislature.

The present highly competent, and widely respected Acting Director, whose public relations in the island are excellent, as evidenced by his prior record of repeated re-elections to the Island Legislature, has had notably poor support from the press, which frequently describes him as "an assassin of character", and says of him that "he knows no more about police administration than does a bull about laying eggs."

From all of this, it may be understood that while stateside recruitment of DPS technicians might be desirable, such a program would indeed be difficult. Experimentation along this line has been attempted and has not proved successful.

The job of Director of the Department of Public Safety pays $8,112 per annum. In return for this, much is expected; perhaps too much.

The Department of Public Safety, numbering exactly the same functions in 1951 as it theoretically performs today had 217 employees. Of these, 160 were police.
A PLEASANT AFTERNOON

Fiestas are a prominent feature of the island’s social life. Music, dancing, food, beverages, animated conversation, lots of children—all add up to a pleasant afternoon. Acting Director of Public Safety James T. Sablan is in the right foreground. Captain Jose C. Quintanilla, Commander of the Police Division, sits, cup in hand, nearest the support of the canopy.
Through the years, the police function of DFS has consistently been whittled away and downgraded. By October 1961, the authorized strength of the department had declined to 199. Police strength had declined to 89, with 10 of these positions held vacant.

During the same "Fifties" decade, enforcement aid by the Armed Services police contingent was gradually and steadily withdrawn, as large areas of the island were relinquished to civil administration. Population of the island simultaneously was, as the fifth civil governor described it, "sky-rocketing." Police problems have multiplied.

The Governor's Report for Fiscal Year 1954 (pp. 43-44) describes a very important policy decision, which has operated ever since to the detriment of efficient operations in the Department of Public Safety.

"It should be noted that since July 1950 when Guam changed over from naval to civil government, the department of public safety has been in the process of transition from a military to a civil pattern of organization for police, fire and penal operations. The military pattern has been so long established that changes were viewed with suspicion and alarm by almost everyone concerned. By widely accepted mainland police and fire service standards, there seemed to be more high level ranks than necessary at about average salaries and too few people in the non-rated class at little more than one-half the average entrance salary paid for similar positions on the mainland.

"In this territory, where the cost of living is definitely higher than on the mainland, it can be appreciated why corrective steps were in order if personnel standards were to be raised and the quality of performance improved. It seemed likely a smaller number of better quality people, better trained and paid a higher salary, could eventually perform a more satisfactory overall service at somewhat less cost than the present and recent budgets have provided."

A proposed table of personnel distribution past, present, and future was then inserted. The sense of this table was to show the intention of government to bring the number of police employees down from 136 (in fiscal year 1952) to fewer than 100 in fiscal year 1955. At the same time, fire division employees were to be increased from 20 (in fiscal year 1952) to 40 in fiscal year 1955. The 25 or so men needed for penal corrections would hence-

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forth become a responsibility of the Guam Police. The combined strength in fiscal year 1955 of police and penal guards was to be 122. The text continues:

"It was apparent that, as civil government developed more independence in its structure and operations the Navy activities withdrew somewhat to the military areas. The fire division was short on equipment, housing, and personnel, while somewhat the opposite was true in the police division. The staffing patterns set forth above include a proposed distribution designed substantially to meet the needs of the department for several years. It will be noted that the penal unit has been absorbed within the police division's reduced personnel total and the fire division staffing has been doubled since the 1952 figures."

To guess that the reasoning of the author of the above-quoted gem of governmental casuistry was designed to be deliberately and advisedly misleading to all who might read it is today a pointless exercise in speculation. The pernicious doctrine thus enunciated, however, has since largely prevailed in influencing the calculations of several successive island governments. The damage to reason which has sprung from general acceptance of such specious doctrine has been very substantial. It has had a considerable effect in creating the present hapless plight of the Department of Public Safety.

A brief, analytical examination of this very important, ill-advised, high-level policy decision of 1954 is warranted and is here supplied.

When the government said that almost everyone viewed with suspicion and alarm proposals to depart from the military organizational pattern, this is understandable, insofar as the Guam Police were concerned (and it was the police who were about to be fitted into an abbreviated, procrustean bed).

The very first principle of police organization, as it was enunciated by Sir Robert Peel, the father of free-world law enforcement, writing in 1825, is quoted:

"1. The police must be stable, efficient, and militarily organized under government control."
It is upon Peel's Principles that all efficient modern police organizations are solidly founded. There is little cause to wonder that a proposal by the government to depart from the military organization pattern in future operations of the Guam Police caused consternation.

Next in the 1954 Report came the statement (in effect) that in comparison with stateside "standards" the Guam Police had too many chiefs and not enough Indians. The chiefs were said to be drawing pay "at about average salaries",--average by stateside standards. The Indians (too few in number) were said to be underpaid, at about one-half of stateside average salaries.

The present writer has no facts or figures (such being unobtainable in Guam, as will be explained later) to refute this claim, but responsible persons who were working in the department at the time have stated that the police force has never been top-heavy in its supervisory staff, and that salaries in the Guam Police at any level have never been comparable to stateside police salaries.

It is difficult to believe that the quoted 1954 statement was even remotely accurate, since DPS, as an entire government department, was then (as now) being afforded only an average 7% share of the government's operating funds. The Government of Guam spent $11,000,000 during the year, of which DPS had $795,000 as its share.

The 1954 proposed solution to the problem of how to beef-up the fire division at the expense of the police without any loss of effectiveness by the police, and without occasioning any necessity for increasing the DPS share of operating funds--indeed, at even less expense--was for the Guam Police to reduce its higher paid staff along with its total strength, take on an additional burden of responsibility for staffing the penitentiary, and then bounce up smiling with raised personnel standards, and with a smaller number of better-trained and better-paid people, thereby beating the high cost of living. Needless to say, this is all simply fantastic.

If it were not such a masterpiece of cynical sophistry, this wily justification of the government's purely dangerous 1954 decision to sell law enforcement short in Guam might well be labeled rank nonsense.

Eight years have elapsed since the unchallenged pronouncement of the important and dangerous 1954 doctrine, which still dominates the Guam Government's thinking.
Directors and governors have come and gone. Bright and cheerful 1954 assurances of the impending creation of a small, elite, Guam police force, better-paid, better-trained, more efficient, have never been realized. The Guam Police today are but a shadow of the proud organization of yesteryear.

Each day the tangled pile of unsolved DPS problems grows larger. To a considerable extent, realistic public safety perspective has been lost by everyone concerned. Events press in relentlessly. The territory stands on the threshold of its expanding future. Meanwhile, in the downgraded Department of Public Safety frustration and confusion are each year thrice compounded.

Mounting pressures and a growing sense of uneasiness about public safety in Guam—after a decade of calculated neglect of DPS—persuaded the government recently to take two positive steps in two different directions.

One step consisted of borrowing a consultant from the U. S. Department of the Interior to study, analyze, and report upon the organization, administration and relationships of Guam's Department of Public Safety.

The second step, taken independently of the first, was to propose to the Island Legislature another cure-all panacea, conceived in and growing out of the fallacious 1954 doctrine. The new doctrine is little more than a re-hash of the spurious 1954 dogma, which 8 years of fumbling experimentation has already conclusively proved to be worthless and spurious.

The government's executive budget for fiscal year 1963, submitted to the Island Legislature in January 1962, again proposed a puny 7% share of Guam's total operating funds for the Department of Public Safety. The latest lame effort is plainly one hastily designed merely to postpone for yet another while the ultimate necessity for looking hard facts in the face.

The sections of the government's 1963 budget proposals relating to the police and fire services are too long to quote in their entirety here, but extracts which bear upon urging the new panacea are furnished:

"For the next fiscal year, the Police Division plans to provide greater police protection to many new residential developments, new mercantile establishments, etc. In addition, the lifting of the Security Clearance for entry into Guam and the expected influx
of tourists to the island can require more police activity. The increasing demands for public protection are presenting more police problems than the division had ever anticipated. ....

"Since the Armed Services withdrew traffic patrols from roads and highways bordering military installations, the Police Division absorbed added enforcement responsibility without change in its staff strength of 80 personnel. The department would like to provide additional police by utilizing positions previously approved for firemen, which have not yet been filled due to delay in construction of fire stations, by appointing policemen thereto and later train them in firefighting and to serve in the dual role of policeman and fireman. This has been tried with success in other areas.

"With emphasis directed toward an integrated training program for both fire and police personnel of the department, no increase in personnel is contemplated.

"... Due to the nature of fire fighting apparatus requiring a number of men to operate each, and the infrequency and unpredictability of fire, there exist a high proportion of firemen free time while on duty. Consequently, with the view of increasing the effectiveness of both police and fire services at no added operating cost, and without jeopardizing the objectives of either, it is planned to train both Policemen and Firemen to be equally capable of performing police and fire functions. The program entails the establishment of a Public Safety Officer classification for both police and fire personnel below the rank of Sergeant. Under the integration concept, the Public Safety Officers while performing police services would be under the direction and control of the Police Division; and while performing fire fighting services on the other hand, they would be under the control of the Fire Division. Total personnel complement for this division for fiscal year 1963 is 67 and represents no increase in personnel requirements over the current year."

The proposed new departure in public safety doctrine may sound smooth and reasonable to the casual reader. Closer contemplation reveals its weaknesses. Since a major purpose of this study is to analyze Guam's public safety operation, to describe its present posture, and to suggest means of bringing it to a more adequate state of effectiveness, a quick review of facts and a few comments are necessary.
It should be remembered that in fiscal year 1951 the Guam Police numbered 169. Penal guards numbered 27. Of firemen there were 18. The effect of the 1954 decision to reduce police strength and to build up the fire division has operated to weaken the police operation to a point where police strength in fiscal year 1962 stands at 80 (with a considerable number of these men detailed to perform non-police duties). Fire Division now has 67. Penal Division, which formerly had 27, now has 24. Civil Defense, which had 2 employees in 1951, now has 7. Total strength of DPS in fiscal year 1951 was 217. Today, contemplated total DPS strength is 210.

After 12 years of island population growth and steady multiplication of its public safety problems, Guam's Department of Public Safety winds up seven men short of the number with which it began. Police strength has been reduced by more than half; penal guards have been cut back; fire division strength has more than tripled; and Civil Defense has also made a substantial gain.

The government promised in 1954 that the reduced number of police would be of better quality, that they would receive more training, and that they would receive higher salaries.

The writer found in 1962 that quality standards for public safety personnel had not been raised since 1954. In fact, 13% of DPS employees were found to have criminal records, and several, including some of the officials, were publicly known to be involved in unwholesome relationships and activities at the time of the writer's visit.

None of the government's fine promises have been adequately kept. Instead, 1954 fire and police initial salaries of $2,860 per annum have been advanced only to $3,302, as of 1962. Training during the past 8 years has been sporadic and scanty. Recruitment standards have been lowered, not raised.

Since 1956, it has been Guam's firemen (not the glibly promised, better-paid, better-trained, smaller, elite corps of police) who have enjoyed a 10% bonus added to their pay. Reason advanced: because of the hazardous nature of firemen's duties. (According to DPS records, no fireman has ever been killed in line of duty, whereas several police officers have been so killed.)

Broken promises, favoritism, administrative ineptitude, all add up to trouble; employee-morale-blighting, disillusionment trouble; recruitment trouble for DPS; crime-breeding trouble in the community.
The reader will note that the government begins its 1963 police budget statement with a recital of a variety of increased needs for efficient police services. Glibly, government goes on to describe its masterly 1963, low-cost plan to meet the extra workload.

It will proceed to create a triple-purpose employee, good for fire-fighting and penal corrections duties, as well as for police work. This plan, says the government, has been tried with success in other areas.

What of the fact that Guam now has, and has had since 1950, greater actual integration of police, fire, and penal employees than 90% of other American communities have ever cared to risk? Is a greater degree of professional integration desirable, or possible, in Guam?

In November 1961, there were 73 municipal communities in the United States and Canada with some degree of integration of police and fire (but not penal corrections) employees. These communities are largely grouped in the Great Lakes region. In very few of these municipalities are the bulk of the employees actually trained to serve as dual-purpose police and firemen. They merely stand available to assist the other public safety service in emergencies. Guam has had full coordination of public safety services in emergencies for many years. This is not new in Guam.

Those few stateside communities which have completely and successfully integrated police and fire services are mostly small residential cities or suburbs in the "under 15,000" population group. Because of the additional skills demanded of these public safety officers who learn to serve efficiently in dual (not triple) capacity, they are usually rewarded with higher-than-average pay and better working hours.

The first year of actual police-fire integration in any community is always expensive. Training, new equipment, salary boosts, must be absorbed. Complicated schedules must be devised. Complete reorganization is essential.

Apparently, none of these factors have thus far been considered in the hasty launching of the Guam government's newly proposed integration plan. The 1963 DPS percentage of total government expenditures remains fixed at the same proposed niggardly seven percent.
Operations of police and fire services differ radically. The police deal mainly in preventive patrol, in investigations of complaints, and in applied psychology techniques skillfully employed in the control of people. Fire service is practical mechanics, chemistry, an understanding of the principles of combustion. One service deals with human beings; the other with materials. The basic personality characteristics sought for in a police recruit are entirely different from those required from a fire service applicant.

Each service, ideally, requires an entirely different set of personality characteristics. This diversity is marked. Not many men are willing to assume responsibility for dealing with maladjusted persons, who frequently are resentful of authoritarian control. In recruiting for the police, applicants who do not have stability, emotional maturity, and a good measure of self-control, must be discovered early and eliminated.

Men having the traits and aptitudes necessary to render satisfactory service in both the fire and police professions are rare, and usually can command much higher salaries than Guam offers to its proposed new, triple-purpose, public safety officers. A proposal to equip present employees of DPS, through training, with high quality traits and aptitudes not already possessed is of doubtful validity, to put it kindly.

On Friday, 27 April 1962, several months after the government's budget proposal was submitted to the Island Legislature, the Acting Director of the Department of Public Safety was quoted by the Guam Daily News as having testified at a Legislative budget hearing that the department is undermanned and that it needs additional personnel, or funds with which to compensate present staff for overtime work performed.

What has happened in the meantime to the government's bold plan to create a new breed of triple-purpose public safety officers, thereby solving the problem of lack of police and penal corrections staff by utilizing the spare time of firemen?

At the same hearing, it was revealed that the government had stricken from DPS's 1963 budget estimates, not only the funds requested to extend a 10% salary bonus for hazardous duty to the police (firemen have been receiving the bonus for six years), but also the funds which had been requested to continue payment of the salary bonus to firemen.
This pay cut-back action seems inconsistent with the announced intention of the government to require DPS personnel to learn new skills and to serve henceforth in a triply hazardous capacity.

During the same hearing, it was remarked by members of the Legislature that custodians employed at the Guam Memorial Hospital, as well as nurses employed in the tuberculosis ward, have been enjoying 10% bonus pay for many years. Does government also propose to demoralize these employees by cutting off pay benefits which have been long established?

Per capita annual cost of police and fire protection alone in stateside communities stands at an approximate average of $25. Assuming that Guam's population is 75,000, the per capita cost of police, fire, pencil, and civil defense protection in Guam for fiscal year 1963 will be $13.33. Per capita cost, same year, for fire and police only, but including vehicle maintenance and a major share of the cost of DPS administration, is approximately $11.

If government in Guam would seriously study its own pinch-penny imbalance in financing which has operated through the years to starve and debilitate the Department of Public Safety, while fostering the expensive growth of crime and highway tragedy, and if it would give prayerful consideration to dedicating a more generous slice of the annual budget melon to DPS, the first foundation stone of a revitalized, more effective public safety service will have been laid.

Cautious and thoughtful experimentation in finding ways and means to utilize the spare time of firemen (which is not as plentiful as some believe) conceivably could result in an eventual saving. As before-stated, there already is to a considerable degree effective reinforcement of one DPS service by the others in daily operations.

A much more fruitful approach to full utilization of employee time in DPS would lie in the inculcation of the principle (new to Guam, but well-known elsewhere) that a policeman is responsible for keeping the peace and for enforcing the laws 24 hours per day. He is always on duty, although occasionally relieved from the active performance of duty.

In Guam, as a consequence of an ill-advised traffic code statute which prohibits a policeman from making an arrest for a traffic violation unless he is in uniform, the Guam police habitually shed all enforcement responsibility as soon as they
check off from duty. Perhaps somewhere along the way, some DPS director has mistakenly encouraged full extension of the undesirably restrictive principle which was long ago enunciated in the traffic code.

The records of past years' arrests may be searched in vain for instances of arrests made by off-duty police. The police do not even carry their sidearms and badges while off duty. Some of the police officials do not carry sidearms while on duty. The net result is that Guam does not receive the usual and customary off-duty law enforcement services from its police. Loss of full-time police services is expensive to the community.

Training is a vital ingredient in any public safety improvement program. Everyone proclaims the importance of training, but in Guam little is done about it. DPS has a training officer, who is a police lieutenant, but who is not a member of the Police Division. This man is capable and keeps busy, but a one-man training unit is simply inadequate for a complex operation involving four different types of public safety services.

An expanded program of off-island training for key personnel in all four DPS services will be expensive, but such a program seems absolutely essential to future improvement in public safety operations. In addition to the problem presented by the general climate of poverty in which DPS has hitherto been compelled to operate, two of the general personnel training policies of government, neither of which should apply to the Department of Public Safety, operate needlessly at present to interfere with the building up of DPS efficiency.

One such handicap is the policy which relegates to an independent "personnel board" the selection of an employee of DPS considered to have the best potential for development through participation in any proposed course of off-island training.

The essentially military nature of disciplined, uniformed public safety services requires the vesting by government of responsibility for all public safety personnel powers in one strong administrator, with no room left for meddling into internal administration of the public safety services by external selection boards. The Director of DPS should make such selections in the future, assisted by his professional staff. Amendment of this short-sighted governmental training policy would be a simple matter.
The second handicap is a relatively new policy of government which restricts stateside training of employees, including underpaid DPS employees, to those who possess private funds with which to defray their living expenses while off the island.

Many DPS employees are too poor even to afford telephones or electric lights in their homes; most have large families to support (five children is not unusual for a Guamanian family). Under the policy described here, DPS officials badly in need of off-island training have no chance whatever of receiving it. The government and the people are the losers. Again, a simple amendment to this needlessly frustrating policy of government could readily be adopted. Per diem allowances at the same rate prescribed for federal employees should be paid to DPS employees sent out for training.

Another of the well-meant but ill-considered policies of government which has long imposed an unnatural and demoralizing handicap upon law enforcement in Guam should also be discussed here.

In October 1951, an acting governor (Guam has had a great number of short-term acting governors) had occasion to consult with a sojourning parole board chairman from Illinois about detention of prisoners, law enforcement, and the handling of arrested persons, especially juveniles. The first civilian Director of Public Safety, who was already packing his suitcase in preparation for leaving the island, was requested to propose a new government policy recommending the immediate release of persons arrested.

With such stimulation and advice, the Acting Governor published a policy memorandum, dated 4 October 1951, on the subject of "Law Enforcement." This memo was described as a restatement of fundamental principles.

Attention was called to that section of the Penal Code of Guam which requires that every arrested person must be taken before a judge without unnecessary delay, and in any case within 24 hours (exclusive of Sundays and holidays).

Among the rules also laid down by the 1951 policy memo is one requiring the prompt release of arrested juvenile felons (and misdemeanants) under the age of 17, on the promise of parents or guardians to produce the young persons when needed again.

Another rule requires a similar prompt release of adult criminals who are arrested for misdemeanors, if the possibility of escape from or concealment upon the island is considered to be
remote. An exception would be a person reasonably considered to be prone to go and commit other offenses involving physical violence. The policy statement is quoted in part:

"Normally, persons arrested for misdemeanors should be promptly released."

The policy memo goes on to require approval by the Chief of Police or by the Director of Public Safety before violent or felonious prisoners are promptly released. Persons arrested for violations of federal laws were to require the approval of the United States Attorney for their prompt release.

The policy memo calls attention to another unusual provision of Guam law: the police (apparently because of the absence in Guam of a grand jury procedure) are the official investigators and weighers of citizens' complaints alleging crime. The penal code provides for the collaboration of the Island Attorney or his deputy when serious crimes are being investigated and weighed. The Director of Public Safety under this authority may conduct formal hearings in his offices and may legally summon witnesses to attend.

A complainant who is unsuccessful in obtaining prosecution of a crime in this manner has to be formally notified of the official ignoring of his complaint, and then may, on his own initiative, if he sees fit, go and file a formal complaint with the proper court.

The policy memo of 1951, and the penal code as well, stipulates that if the suspect is a government employee no investigation shall begin until the Governor has been notified.

Another provision of the memo requires that the Attorney General of Guam shall be informed of all police investigations "prior to prosecution." It should be remembered that in Guam the police make conventional police-type investigations, as well as the formal, grand-jury type.

The memo calls attention to Section 34 of the penal code, which (in cases of arrests made without warrants) requires taking the arrested person, without unnecessary delay, and in no case later than 24 hours (exclusive of Sundays and holidays) before the nearest or most accessible magistrate, where an information or charge must be laid.
The policy statement emphasized (p. 5) that:

"The information is the first pleading in any such case and it is therefore important that the Office of the Attorney General be afforded maximum opportunity to draw, sign, and present such information to the court within 24 hours following the arrest, when made without a warrant."

These somewhat exotic ground-rules have had, in the 11 years since they were laid down, a number of unforeseen effects.

If the interest of government is to repress crime and to maintain peace and good order in the community, these rules, perhaps, should now be revoked and new ones issued.

Provision should be made to allow the police to hold over juvenile felons taken into custody, until a Juvenile Court judge can inquire into their cases and can himself assume responsibility for their release.

Neither the prosecutor nor the Director of Public Safety should have authority to release adult persons charged with felonies or misdemeanors, except in accordance with procedures established by the Legislature or by bond and bail release procedures established by the courts.

The sections of the penal code which require prompt arraignment should be scrupulously honored in actual practice. These sections require taking all persons who are arrested and charged before a judge, within 24 hours. The statute cannot be satisfied merely by allowing arrested persons a larger scope of freedom in which to roam about.

For 11 years, it has been the custom in Guam to evade these prompt arraignment statutes through promptly releasing all (or almost all) prisoners immediately after their booking. This "prompt release" feature, until very recently, was even extended to drunken drivers, who, in many cases were released along with their vehicles while still drunk.

The Guam Legislature unmistakably intended to confer an important civil right to prompt arraignment upon all adult persons arrested. Citizens have for years consistently been denied this right.
The practice is to bring the arrested person to Agana headquarters, where he is "booked," fingerprinted, "mugged," and released.

The police officer then draws up a full report, addressed to the Attorney General, detailing the circumstances and recommending that "appropriate action be taken."

At some future time, near or remote, the prosecutor may see fit to draw up an information. If so, the police attempt to locate the defendant and to notify him when to be in court.

If the case is lost in the shuffle, or if the prosecutor decides not to prosecute, the police officer hears no more about it. Neither does the person who, perhaps long ago, was arrested and "booked." The police case then becomes one for which no disposition is available. It forever remains a statistic in limbo.

Several things are wrong here which need to be put right.

Guam is far enough advanced into the twentieth century, even now, to need and to require the services of a grand jury. It is simply not a responsible attitude for government to continue to foist off the investigative functions of a grand jury upon the Director of Public Safety, even though he is authorized to receive help from the Island Attorney. The valuable functions of a grand jury are in fact not being performed in Guam. It has been years, perhaps, since the Director of Public Safety has actually exercised his formal "inquiry into crime" hearing powers.

The people of Guam, meanwhile, who have been arrested and booked have all along had a vested legal right to an immediate arraignment or hearing. Such hearings have not for many years been afforded. The mere fact that arrested persons are allowed to roam about the island in the status of prisoners-at-large does not extenuate continued deprivation of their civil right to prompt arraignment or hearings.

The Guam Judicial Council, as a matter of practical procedure, should now consider the setting up of schedules of bonds and bails for various charges. It should prescribe rules of procedure for the police to follow in releasing certain classes of arrested persons, after cash collateral or bail-bond has been posted. These schedules should include standard minimum amounts acceptable for various offenses, including traffic violations. Offenses for which an election by the person charged to forfeit his posted cash collateral in settlement of the charge is acceptable to the court should be so noted.
The Director of Public Safety should be authorized by government to establish sensible internal rules covering the incarceration and timing of the release of prisoners, all within the framework of the statutes. He is prevented from normal exercise of judgment and discretion at present—or thinks he is—by the language of the 1951 policy memorandum, which commands:

"Normally, persons arrested for misdemeanors should be promptly released."

By extension, over the years, this "prompt release" doctrine has also routinely been followed in police handling of cases of most arrested felons.

There has even existed a weird feeling that the police alone are bound to comply with the law which requires arraignment of arrested persons within 24 hours. Their present left-handed method of compliance is the rub: the Guam Police do not actually procure arraignment of arrested persons within 24 hours; they turn their prisoners loose to prey again upon the community!

The prosecutors, meanwhile, do not seem to feel that they, too, have an obligation under the law—or under the mandate of the 1951 policy memorandum—to perform their essential functions promptly in furtherance of a combined law enforcement operation. It is the failure of the prosecutors to act promptly, perhaps, which is at the root of Guam’s peculiar and self-defeating present system of crime control.

It is possible that the courts have in the past declined to hear arraignment cases brought in overnight. This seems unlikely, since the courts were created to be guardians of the law and have to be presumed to be, not only aware of its provisions, but also zealous to set a good example and to require a high respect for the law from all concerned.

Guam’s statutes which require prompt arraignment of arrested persons are certainly enlightened ones. The civil right thus conferred is one which should be cherished and guarded by the people. All that is needed in the way of improvement is a concerted effort by government to make it a practical, functioning reality, instead of a "dead letter law," such as it apparently has always been.

The Legislature might wish to modify the existing statutes, after a workable bail-bond system and a grand jury system have been created. Arrested persons who have posted bond with the police, and who have obtained their temporary freedom, might
be excepted from the general requirement for arraignment within 24 hours. This slight modification alone would take a certain amount of pressure off the prosecutors and the courts.

After a grand jury system has been created and has begun to function, the present poor, "police inquisition" substitute for it, which was devised in the early days of Guam's civil government, should be abolished.

The Guam Police should be authoritatively told that their long-held, mistaken interpretation and extension of the language of the statute which requires participation by the Island Attorney in any formal, grand jury-like investigations of alleged crimes, as conducted by the Director of Public Safety, was never meant to transform assistants to the Attorney General into police detectives. DPS should reconsider its strained interpretation of the language of the 1951 policy memorandum, which commands informing the prosecutor of the results of police investigations of crimes prior to their presentment to the courts. This rule means just what it says, no more. When police cases are ready to be presented to the prosecutor, they should be. He it is who has responsibility for prosecution. The police have responsibility for investigation and apprehension.

Present police practice is to notify the Attorney General's office immediately of every complaint of serious crime which is received, as soon as it is received. Thereafter, the police expect to be guided and instructed by the lawyers employed in the Attorney General's office with respect to every move which is made by them in investigating crimes. It is believed that a clear separation of responsibility in this area will result in less "buck-passing" and better law enforcement.

The very able attorneys who are employed as assistants by the Attorney General may or may not be equally able police investigators. They may or may not have the interest or the time to take an active part in police criminal investigations. This is, after all, not their "cup of tea."

Proper perspective should be restored through positive action by the government in revoking the 1951 policy memo, and by issuing a new directive to the Department of Public Safety which points up the normal responsibilities of the police for investigating crime and of the assistants to the Attorney General for prosecuting criminals arrested by the police. Cooperation between police and prosecutor is highly desirable; each has his part to play in law enforcement. It is when perspective becomes lost as to who is responsible for what that the chain-process of law enforcement in a community suffers.
The present police practice of locating, booking, and releasing a criminal without any posting of bail-bond by him should be discontinued. It consistently results in an evasion of an important civil right.

The present prosecutor's practice of evaluating the merits of a police case at leisure, solely by reference to a typed report submitted by the arresting officer, and deciding on such doubtfully sufficient basis whether the case should be ignored or prosecuted, must be changed. Too many arrests for serious crimes presumably are being lost or ignored. The police officer and available government witnesses should be informally heard, at least, before a decision not to prosecute is reached.

Cases which are "no papered" or ignored by the prosecutor should be so reported in writing back to the police, along with a statement of the reasons for the prosecutor's negative decision.

While the law of Guam reads as it now does relative to the right of every arrested person to be heard or arraigned on police charges within 24 hours, such persons should conscientiously be afforded their guaranteed right.

All prisoners should routinely be held overnight in the Agana lockup (or be admitted to bail, if the courts will establish a list of acceptable standard bails and collaterals.) In any event, a prisoner should have his hearing or arraignment on the morning following his arrest, unless the day chances to be a Sunday or a holiday.

Persons booked for traffic or police court charges should routinely go to police court on the morning following. Those booked for more serious charges should go to Island Court. Those charged with federal violations or felonies should go to District Court. Transportation from the lock-up to court should be by police van.

After a prisoner's prompt first appearance in court, the convenience of the court should dictate further scheduling of hearings or trials.

A complex operation, such as that of Guam's Department of Public Safety, combining four important public services, needs a well-organized and smooth-functioning administration division to coordinate the work of the line divisions, and to support their efforts. Effective management of DPS has to be based upon services performed in such a division, plus the stability which can only
be afforded by a solid foundation of carefully spelled out internal rules and regulations. The department also lacks and badly needs comprehensive procedural manuals for each of the four services.

Present DPS regulations were issued in April 1954, by Director A. R. Frock. These rules for regulation of the conduct and department of the police (almost exclusively) have had to serve also to regulate the conduct of penal guards, firemen, and DPS civilian employees.

Twenty mimeographed pages constitute the very important Frock document. All but a very few of the copies of Mr. Frock's opus have long since disappeared. Division heads of DPS today do not have copies; none remain on file in Records. It is a good gamble that not more than six copies of this rare document could be located in Guam today.

The Frock rules are, however, the best internal regulations which are presently available in DPS. Mr. Frock, apparently, was the only director ever to find the time to do more than wishfully think about laying down internal rules.

The present acting director well understands the necessity for and the value of internal regulations. He has assigned a project of drafting up a new disciplinary manual, which will be applicable to all four types of DPS employees, to that same overworked police lieutenant who single-handedly staffs the DPS training section. Expected date of publication of the new and revised DPS disciplinary manual has not been announced. It is fair to suspect that the date may be remote.

Preparation of new employee orientation and indoctrination manuals, in-service training manuals, operations and administrative procedural manuals, while of vital importance to the upgrading of the effectiveness of DPS services, are simply beyond the capacity of the department to produce at this time.

Inasmuch as adequate rules and regulations and the various types of manuals mentioned are of critical immediate importance, if DPS is to become the creditably efficient organization which it yearns to be, prompt outside aid seems to be the answer. This is not a project which can be postponed. It is basic; it is needed now.

The Department of the Interior might very well agree to lend a capable technician for a year, as a helpful service to the territorial government. It is recommended that this possibility be
officially explored. If no federal-aid, free help is available, the Services Division of the International Association of Chiefs of Police should be queried as to their contract terms for supplying technical aid of the sort needed.

The new Governor of Guam has recently added to the DPS management staff a very competent former Deputy Director. Mr. A. H. Nobriga earlier served as an official in the Honolulu Police Department. He is a long-term resident of Guam, and his appointment as contract consultant in law enforcement matters unquestionably will do much to increase the department's administrative efficiency.

The Government of Guam issues a comprehensive manual officially establishing, among various other subjects covered, the internal organization of the executive departments and agencies. Copies of the Government Manual are very hard to find in Guam. DPS apparently had no copy at the time of the writer's visit.

A section of the Government Manual, Volume IV, Part 4, Chapter 2, Sections 201-204D, issued in 1955, appears to be the only authoritative document in existence establishing the internal organization of the Department of Public Safety and describing the functions of each organizational unit. Although the Government Manual is the final authority and reference in such matters as it treats; although amendments to the Manual are required before changes in authorized organization may be made,--there has, apparently, been little deference paid to its authority by DPS since the sections were published in 1955.

Functional organization of DPS, as it actually exists today, differs considerably from the DPS of 1955. Seven years ago, DPS had three operating divisions: Police, Fire, and Services. Guam Militia and the Boxing Commission then, as now, also came under the supervision of the DPS director. The Boxing Commission was active in 1955; it still exists today, but the sport no longer has great public appeal.

Civil Defense started out in 1950 as a unit of DPS; stayed on about a year; then became an independent agency for 10 years; and rejoined DPS in January 1961. Since November 1962, Civil Defense has once again been shuffled out of DPS. In 1955, Civil Defense was not a function of DPS, and the Government Manual does not show it as such.
The Guam Militia had its heyday prior to World War II. Island youths apparently were not then accepted for enlistment in the United States Armed Forces. The militia afforded an outlet for the martial spirit of Guamanian youths, who flocked to the recruiting offices and enlisted in great numbers. Many of today's leaders in island government and private industry were officers in the old Guam Militia.

The new civil government of 1950 revived the militia. About 1,500 men and officers signed up. Each year thereafter a decline in enrollment and enthusiasm was recorded. The year of 1955, apparently, was the last in which the Guam Militia functioned as such. Enrollment and militia activities were not even mentioned by the governors in their annual reports thereafter.

However, DPS organization (Government Manual) still shows the function. One governor made "political hay" of the moribund, or by then defunct institution, it is said, by commissioning various Washington politicians as 5-Star Generals in the Guam Militia.

Present thinking in Guam is directed toward procuring United States approval for a small National Guard unit—perhaps a battalion of Engineer troops. Expensive heavy equipment, financed with federal funds, would be very useful in Guam.

DPS had a Training and Inspection Section in 1955, according to the Government Manual. The inspection function has long since been forgotten, although it could well be revived. It is badly needed.

The Services Division of the 1955 DPS no longer exists. Its principal function was to operate the penitentiary, the Agana lockup, and the prison farms. The prison farms, themselves, apparently are no longer called by this name.

Utilizing prison labor, the 1955 Services Division maintained a carpentry and paint section, a buildings and grounds section, a vehicle maintenance section, and a work details section. Radio maintenance, using paid civilian employees, was another function of Services Division.

Today's DPS organization substitutes two divisions for the 1955 Services Division. DPS now has an Administration Division and a Penal Division.

Administration Division (sometimes called General Administration) today has responsibility for DPS budget requests, property records, photography and operation of the DPS photo laboratory,
fingerprinting, purchases and inventory control of DPS's supplies, radio maintenance, plus classification, filing, and security of all DPS records (except those of the Civil Defense, Fire, and Penal Divisions). Training, vehicle maintenance, the armory, and vice control are all also sometimes claimed by Administration Division.

Penal Division operates the Guam penitentiary and the animal pound. Prisoner work parties brought to headquarters are supervised by the police. Elsewhere, they are under control of guards furnished by the Penal Division. This division is responsible also for rehabilitation of prisoners. Rehabilitation programs, over the years, have been sporadic and ineffective.

Fire Division prevents and suppresses fires, keeps an eye on fire hydrants, refills fire extinguishers, maintains its stations and fire-fighting equipment, maintains its own records, and stages its own training programs for its employees and for village volunteer firemen.

Civil Defense, somewhat better equipped and more expensively staffed than the other DPS divisions because of the availability of federal matching funds, plans briskly and busily all day long, five days per week, in preparation for typhoons, earthquakes, tidal waves, floods, wars, sabotage, etc. Training of its own staff, of other DPS employees, and of the civilian population in civil defense programs is an important part of the work of this division. Civil Defense was the only division of DPS which did not have its budget requests trimmed back by the Guam government before the government made its 1963 proposals to the Legislature.

(A tentative suggestion by Civil Defense Division that $40,000 might well be spent in developing one of the Japanese caves which honeycomb the cliff bordering O'Brien Drive into an emergency command center for the Government of Guam was, however, promptly and firmly squelched.)

Police Division in 1955 had five sections. These sections were: Patrol, Traffic, Detective, Juvenile, Records and Identification.

Today, Police Division informally lists a patrol section, also a traffic section and a detective section. No juvenile section, as such, is mentioned, and the records and identification functions have been relegated to Administration Division. Communications and the manning of village sub-stations have now been taken over by the police, and a six-to-eight-man daytime headquarters staff is main-
tained, which is independent of the traffic section. Traffic section keeps one or two men on duty in headquarters to issue drivers' licenses, etc.

Police Division maintains a 2-man special patrol of hunters of homeless dogs, furnishes 2-3 chauffeurs to the Governor, details men as needed to work on the Director's vice squad and to perform photography, armory, vehicle maintenance, clerical, and other duties in Administration Division. It furnishes one member of a 2-man combined, anti-game-poaching patrol, in conjunction with conservation agents of the Department of Agriculture; it assigns policemen and policewomen as custodians of any prisoners who are confined in the Agana lockup; and it occasionally has as many as 2-3 men left over to perform routine, radio-car patrols of the island's 11 sizeable patrol districts.

It is rare, nowadays, when any Guam Police patrolmen can be spared to team up with the Armed Services police patrolmen. The traditional and useful joint operations of civil police and the military are not being maintained today, for sheer lack of Guam Police strength.

One of the more basic and urgent, immediate needs of the Department of Public Safety, if the Government of Guam should decide to build it into a service in which the people of the island can take real pride, is thoughtful reorganization, followed by recording of the details of the reorganization in a revised section of the Government Manual. Reorganization thus established should be followed up by semi-annual checks made by one of the government's internal audit agencies, to assure a reasonable period of continued functioning along the organizational lines prescribed.

It has been too easy in the past for itchy-footed DPS directors to hustle in and change everything to suit the moment's whim, and then to buzz out, leaving the wreckage of the organization behind them.

Stability in any organization is a jewel. The Government Manual is supposed to provide a good measure of stability. However, in the hurry and scurry of short-term governors and directors coming and going, both before and since 1955, the tendency has been to disregard and forget the strictures of the Government Manual which decree that no organizational changes shall be made until after amendments to the Manual have been officially approved.
Before firming up a new DPS into its more or less permanent shape for the future, three or four important questions will need to be answered. For instance:

What is to be done about a proposal to remove Penal Corrections from the Department of Public Safety?

A special committee was appointed in 1960, probably by the Governor, to study the penal corrections problem in Guam.

The report of this committee was not made available to the present writer. It is doubtful that many copies of the report still exist. Something there is in Guam, by way of a mysterious, elemental, destructive force, which does not tolerate the continued existence of spare copies of the many studies and surveys which are made of Guam government operations! Spare copies of each such study tend quickly to vanish from the government's files, and the recommendations made therein soon disappear from human memory.

The chairman of the special committee created in 1960 to study penal corrections was the judge of Guam's District Court. Membership of the committee is not known to this writer.

The Guam Daily News says that the committee did not emphasize physical plant improvements needed—perhaps because these are obvious enough. The factors which were emphasized included organizational relationships, administration, and the rehabilitation of prisoners.

Recommended were:

1. Separation of this function from the Department of Public Safety.
2. More stringent disciplinary procedures (perhaps for prisoners; perhaps for guards and turnkeys).
3. Segregation of prisoners by gravity of their offenses.
4. A realistic and practical prisoner rehabilitation program.
5. Recruitment of a qualified, professional penologist to fill the position of warden.

The committee went on to say that without prior implementation of all five proposed remedies, construction of a new physical plant would merely provide prisoners with sturdier, more attractive living quarters, from which escape would be more difficult.
The 1960 special committee's number one recommendation for removing from DPS the responsibility for managing Guam's penal corrections program, is of primary interest at this point to this study. Some discussion of the function removal proposal seems to be in order.

It is probable that few public safety organizations elsewhere in the United States have responsibility for penal corrections. The public safety organizational concept, generally, is limited to police and fire services. However, Guam is Guam. Many are the peculiarities in the Guam government's functional groupings which are founded in the government's over-riding need for economy.

As discussed earlier, the government is currently reaching very deeply into its bag of tricks, in attempting to create a triple-purpose policemen-fireman-penal guard. This abracadabra was devised in order to avoid allocating a greater share of funds to DPS. Is it reasonable to believe that a new and costly Department of Corrections will be proposed or financed in the foreseeable future?

The writer believes that ultimately it will prove to be DPS which will continue to operate essentially the same worn-out, old corrections physical plant for a considerable number of years.

The prisoners in the Guam penitentiary today, who are practically all young men between 19-25 years of age, serving an average sentence of 10 years, have a very natural, keen interest in the future progress of the proposed building of a long-talked-about new corrections center. To a man, these prisoners fully expect to be back in free society before any new corrections center is ready for occupancy.

In answer to the question as to what should be done about Penal Corrections,--the best answer lies, perhaps, in a hopeful prediction that much good can be done, and some good probably will be done, within the present organizational context. Whenever the territorial revenues will permit, a new Department of Corrections should be created.

Suggestions as to practical Penal Division improvement measures which might well be adopted will appear in a later chapter.

Another question needing thoughtful consideration at this time is:
What should be done about a proposal to gather up certain minor enforcement operations of the Government of Guam, and grouping these functions also in the Department of Public Safety?

The first of the government's lesser law enforcement operations which has been named for possible regrouping consideration is that of the Alcoholic Beverage Control Administration.

The Government of Guam organization chart of 1 June 1959 (latest available to this writer) shows ABC Administration as an independent line agency. However, the government's budget proposal for fiscal year 1963 lists it among the many work programs of the Department of Finance. Since it is a $22,000 program only, and since it is last of all to be listed by the Department of Finance, perhaps it is the least regarded.

Inspectors or agents of ABC keep an eye on the island's 226 liquor establishments, averaging 715 (mostly night-time) inspections per month. Violations of regulations are reported to the ABC Board. Penalties are usually suspensions of licenses. Perhaps 15-20 such suspensions may be ordered or threatened in the course of a year.

The government has a lively interest in the collection of alcoholic beverage taxes, amounting to as much as $300,000 per year. Also, there are business license fees to be collected. For the liquor traffic, these license fees would amount to several thousand dollars, but not to as much as a hundred thousand. ABC enforcement agents are primarily revenue sleuths, although they do keep alert for instances of lack of customer decorum.

With respect to this small group of ABC agents, no great difficulty might be anticipated in an action designed to incorporate them into the present DPS establishment, except for the difficulty of finding office space for them in the present small DPS building. The natural DPS organizational roosting place for these men would be in a new separate unit of the Police Division's detective section.

A shift in responsibility for administration of the ABC enforcement function might well result in increased mutual cooperation and effectiveness, and is recommended, if DPS office space can be found.
A frontal view of the small building which houses the Department of Public Safety. The building is modern and comfortable, but is by far too small for the purpose it serves.
Inspectors or agents of the Port Security Division of the Department of Commerce do their work at the air terminal and at the commercial shipping port. The enforcement responsibilities of this group are many and complex. Port Security agents presumably employ effective measures to enforce federal and Guam laws relating to plant and animal quarantine; to inspect for and seize a great variety of contraband; to enforce Foreign Assets Control regulations; to maintain U. S. export controls; to maintain Guam import controls; and to handle other shipping documentation, such as tax drawback certificates.

Observations of the work of the Port Security inspectors by the writer were few and brief. Little activity was noted at the times observations were made. However, the very considerable number of examinations and inspections reported by the Department of Commerce as having been made by this small group of inspectors during the first 10 months of 1961 leaves no room for doubt that their activity borders upon the frenetic at certain times.

It is of interest to note that a Port Security Division of DPS was created during fiscal year 1953. On 25 March 1954, for reasons which are not now apparent, the port security function was transferred to the Department of Commerce.

Commerce is an $83,000 operation, of which Port Security spends $56,000. The writer recommended re-transfer of this function back to DPS in his tentative, early appraisal of the very complex operation. That recommendation is withdrawn.

The function is one which is highly technical; one which requires a vast fund of specialized information; and one which the principles of good administration suggest should remain under the direct control of the able Director of the Department of Commerce. This gentleman also serves as Deputy Collector of U. S. Customs (Marine) for Guam and as head of the Commercial Port of Guam. The port is a self-supporting, quasi-governmental agency.

Enforcement of Guam's public health quarantine laws is assumed to be currently a function of the Department of Medical Services, although no such work program is mentioned in the government's proposed executive budget for fiscal year 1963.

The question as to whether responsibility for discharging this function rightfully belongs in DPS must be evaded here, for lack of sufficient information about the program and what it entails. Normally, police have only a secondary responsibility in the public health quarantine area.
Narcotics Control in Guam at the present time is primarily a licensing and registration function. One highly qualified, retired agent from the Federal Bureau of Narcotics is currently in the employ of the Department of Finance.

Guam has been shielded from the outside world to such an extent that narcotics addiction here is virtually unknown, unless mastication of the nut of the Areca palm, the betelnut of the East Indies, is considered to constitute narcotic addiction. Marijuana is almost unknown here. Opium and its derivatives are very rarely encountered. Cocaine is something one reads about.

It can safely be predicted that narcotics addiction among the Guamanian population will from this time forward begin to constitute one of Guam's greatest dangers and most serious problems. Early action by government to forestall criminal exploitation of a new and virgin illicit narcotics distribution area is imperative.

Recommendations as to practical control measures which should be now adopted will be offered in a chapter on the Guam Police.

In the meanwhile, transfer of the present sole narcotics enforcement-agent employee of the Department of Finance to the Detective Section in DPS's Police Division is recommended.

A qualified island-born employee of the Department of Finance could readily take over the licensing and registration checks which now comprise the daily work output of a valuable law enforcement specialist.

Uniformed security guards in the employ of the Commercial Port, who are paid out of port revenues, are not believed to be classified civil service government employees. On the assumption that they are not government employees and are not under the merit system, the question arises as to what would become of them if a new function, adding a responsibility for DPS guarding at the port, were to be handed to the Director of the Department of Public Safety. Indiscriminate blanketing into the police service of such a group of employees is definitely not recommended.

Police guards for the port, if carefully selected and closely supervised, undoubtedly would effect an economy, through providing a more conscientious and better-trained security force. This sort of security for the port at Apra is probably more urgently needed than is generally realized. Losses from loose security at a shipping port can soon amount to staggering totals.
It is recommended that a special study of this possibly wide-open sluicegate of revenue loss through lax security at the port be made. If economy demands assignment of strict, honest, incorruptible police guards, DPS's Police Division should be enlarged sufficiently to provide them.

The problem of what to do about procuring better administration of the Department of Medical Service's tumble-down, old juvenile detention center in Mangilao is one which is best described as formidable.

First of all, the 1963 amount budgeted by the government for operation of the "home" does not appear as a separate item in the government's proposals. It is understood that the federal government pays two-thirds of the cost of Guam's Child Welfare Services program, and it is probable that the expenses of the Juvenile Detention Home are included in a comprehensive item for Child Welfare Services. Unfortunately, the amount budgeted for such services has also been omitted.

The Guam government's breakdown of expected federal grants-in-aid, however, lists an item of $15,000 for Child Welfare Services, and this affords a clue.

A Guam operating funds contribution of $7,500 for the year (one-third of the total cost of the Child Welfare Services program) would tentatively establish the total cost of 1963 Child Welfare Services at $22,500.

From this amount, two social service workers are to be paid, plus two husband and wife teams,--the latter are caretakers at the Detention Home. The average salary of each of these 6 employees would therefore be $3,750 per annum, if we assume that the entire $22,500 is to be expended in salaries, which, of course, could not be the case.

Children held in detention must be fed. It is probable that the average detention home table is set for ten people, and that inmates are fed thrice daily. The cost per meal might average fifty cents. Food cost would thus amount to more than $5,000 in the course of a year. The annual cost of utilities and housekeeping supplies at the Detention Home might total $2,000. (Children in detention must be clothed and occasionally furnished with clean bed linen.)
The salary levels for the six employees by now have speculatively been reduced to $2,500 per annum, and nothing has been allocated, as yet, from available funds to maintain and repair the dilapidated old quonset.

Under an austere program of this sort, there might be little expectation of great success in accomplishing the noble aims spelled out in the Guam government’s 1963 budget prospectus:

"The purpose and objective of this program is to promote, safeguard and protect the social well-being, and general welfare of children...."

What actually happens at the Detention Home is that young burglars, foot-pads, thieves, rapists, arsonists, et al, if below the age of 18, are herded together with displaced or orphaned children in a facility which offers no hope of segregation, except to a slight extent by sex; no confinement security whatever; no discipline; and little in the way of a rehabilitation (or any other sort of useful work) program.

Boredom, sheer, intolerable, long-continued boredom, has its oft-repeated periodic, inevitable culmination in mass escapes. While the boys are enjoying their brief liberty, other crimes, usually burglaries, are frequently committed. Some of the youngsters who have never before experienced the perverse excitement and thrill of social defiance learn it here.

In many cases, the fact of the escape of young criminals who are presumably being held at the Detention Home is never communicated to the police. The police learn of it in rounding up juvenile suspects who are implicated in new crimes.

There is a considerable gap between the Guam government’s own description of its institutional care of detained children and the reality.

"The primary purpose of detention care is to secure holdings for children pending the study, evaluation, treatment and subsequent placement in foster homes or return to their natural parents. To achieve this purpose, the child in detention care must receive adequate facilities, care and supervision, opportunity for consultation, and satisfactory recreational activities and individual guidance."
Public Welfare in Guam is a $384,000 (Guam budget) operation. The federal government apparently annually adds approximately $188,000 to the fund. A greater share of this very handsome total could well be spent in improving the plant and staffing of the Juvenile Detention Home facility.

The bitter fruit of neglect in managing today's maladjusted and homeless children will appear on the menu of tomorrow's crime-bill tagged with prices which the island's government will need to strain its pocketbook to pay.

The Department of Public Safety undoubtedly could do a better-than-is-now-being-done job in managing the custody and rehabilitation of youngsters who commit crimes. As a matter of informal expediency, the juvenile court judge frequently commits boys who are unusually combative or headstrong to indefinite periods of confinement in the police headquarters cells at Agana.

Since the avowed purpose of the Juvenile Detention Home at Mangilao is a public welfare purpose--no mention even being made of provision for the secure custody and rehabilitation of young criminals,--it is recommended that every effort be made to confine the young criminals elsewhere, and that the Department of Medical Services be charged only with the care and feeding of non-criminal strays and orphans.

A discussion of proper management of juvenile delinquents who must be held in custody will appear in another chapter.

In 1953, the Guam Legislature decreed the formation of a new regulatory board, to be located in the Department of Finance. The initial function of the board was to adopt and publish rules, regulations, and standards in several named areas of business and commerce. Thereafter, reports of non-compliance would be studied by the board, and business licenses would be suspended, revoked, or refused, as necessary, in order better to regulate certain sensitive commercial activities.

Among the activities named to be so regulated are three for which DPS has, by law, general inspection responsibility. These are: the dispensing of liquid fuels; operation of places of amusement; and the sale of arms and ammunition. One other, the regulation of which by DPS is not as yet covered by law, but which should be, is the licensing of private detectives.

Nine years have passed since the immediate organization of the above-described regulatory board was decreed. The board has yet to be organized. The present writer, while in Guam, was asked to draft
suitable regulations. Drafts were prepared. Whether any action has been taken to comply with the 1953 legislative directive for establishing a regulatory board is not known to this writer.

The incident is mentioned as a sample of occasionally revealed, existing low efficiency of operations in the entire Executive Branch of Guam's civil government.

In conclusion, it seems fair to say that Guam's Department of Public Safety enjoys no important position among numerous departments, offices, and agencies. DPS has never been afforded good support and a sizeable share of the territorial government's total funds, such as are customarily attached to a public safety operation.

To this fact alone, if there were no other adverse factors operating within the general milieu of existing poor balance of administrative relationships, might well be attributed the admittedly unsatisfactory present state of DPS efficiency.
Chapter Four

THE GUAM POLICE

Guam's present police chief is a vigorous, personable, youngish-middle-aged Guamanian, who bears a Spanish name that few statesiders ever learn to spell or pronounce. Guam's fifth civil governor affectionately called him "Captain Joe." He holds the rank of Captain, and is referred to as the Commander of Police Division.

Some few years back, the island legislature passed a law which decrees that, forever more, the titles, Chief of Police, Fire Marshal, Fire Chief, Commissioner, Warden, etc., shall all be considered as synonyms for "Director of the Department of Public Safety."

Before that peculiar statute was passed, the uniformed, professional head of the Guam police service was actually called the Chief of Police. At one time (since 1950) the Chief of the Guam Police held the rank of Lieutenant Colonel. Later, that rank was whittled down to Major. Later still, the Major's rank was also dropped, and a mere police captain was placed in charge of the by now diminished (and somewhat demoralized) force.

The reader is reminded that during the nine-year "whittling down" period, dating from 1954, the entire Guam Police operation has been deliberately and progressively downgraded, decimated, and devalued, in accordance with the government's announced policy.

For refreshment of reader recollection, a significant extract from the Governor's Report on the Guam Police for Fiscal Year 1954 is again quoted, in part:

"By widely accepted mainland police and fire service standards, there seemed to be more high level ranks than necessary at about average salaries...."

"It seemed likely a smaller number of better quality people, better trained and paid a higher salary, could eventually perform a more satisfactory overall service at somewhat less cost than the present and recent budgets have provided."
The 1954 government thus casually established, unchallenged, a dangerous, demoralizing, degenerating, and totally unrealistic cut-rate concept with respect to law enforcement in Guam.

Where did the government expect to find the promised better quality people; how train them better; how pay them better from a budget even further reduced from the pitifully poor funds previously made available for public safety? In the very next year's report (1955 p. 27), the government conceded:

"Recruitment difficulties were found to exist, particularly with reference to stenographic and Public Safety personnel."

This devastating 1954 curtailed law enforcement doctrine apparently has never before been challenged or questioned. It has operated, termite-like, for 8 years to gnaw away at the morale and effectiveness of the Guam Police.

Never since civil government began in Guam (in 1950) have the Guam Police had more than 5% of the government's annual operating funds. The average Guam Police funds percentage figure, over the 12-year period, has been approximately 3%. Normal percentage of funds devoted to police service in other American communities is 25%.

The present Acting Director of the Department of Public Safety is a very capable, thoughtful student of government. He is well aware of the basic principles involved in successful management of a complex operation, such as the Department of Public Safety in Guam has grown to be. For instance, he is the first of the DPS directors ever to take the elementary administrative step of giving a written delegation of authority to his career professionals who have command of the various DPS divisions.

Important as good management and strong leadership is to success, placing a capable administrator in charge of a Department of Public Safety is not the entire recipe for improvement. Early in the present DPS director's reign, he realized that he must swing a snarling, half-starved tiger by the tail. There simply is no money to buy the food which would make that tiger purr. There never has been.

How has it happened that the Guam Police have had 30 assorted chiefs, directors, commanders, and commissioners in 35 years? The half-starved tiger has proved to be a real man-killer, a man-eater.
Captain José C. Quintanilla, Commander of Police Division, is a gifted leader, a capable police administrator. Unquestionably, he is the one right man in DPS for the job he holds. He came up through the police ranks—the hard way. Most of his success he owes to his good intelligence, his keen interest in police operations, demonstrated integrity, a high sense of responsibility, and proved ability to choose and develop the right men to place in charge of the several important aspects of DPS's total police function.

Captain Quintanilla, as yet, has never had an opportunity to develop his own excellent potential as a police administrator. The island does not offer the sort of professional police management training which he wants and needs.

Guam's present police commander manifestly would be better equipped professionally to reorganize the attenuated force and to direct its future re-training and more efficient operations if he could receive the benefits of valuable instruction offered free by the FBI's famous National Academy for police executives.

All that is needed is for the Government of Guam to persuade the FBI to admit their man to the Academy, to agree to pay for his travel and modest living expenses in Washington, D.C., during the 3-month course, and then to speed him on his way. The total cost to the government of the world's best professional police management training would amount to approximately $2,500. This relatively minor sum would be repaid a hundred-fold in better future management of the important Guam Police operation.

Rejection by government of this timely proposal for the Guam Police commander to receive FBI training, on the grounds that government's restrictive present-training policy prevents payment of the police commander's modest living expenses while he is in training, will merely afford another way of saying that improved police performance is not of great importance to the government's total program. Exceptions to the government's restrictive, off-island training policy of 27 October 1961 have been made before, and will be made again.

The Guam Police today are islanders all. Very few have ever been off the island of Guam. Some have never ventured as far as Cocos Island, which lies about a mile off the southern tip of Guam.
Whatever is known by the Guam Police today about police doctrine, modern procedures, techniques, organization, administration, and operating effectiveness, they have learned piecemeal, through the years, from a number of imported leaders, each of whom had differing interests, ideas, and concepts.

Some of the Guam Police have studied the scant literature of police science, and have somewhat improved themselves thereby.

Others, a few, have had stateside training courses. Among there are numbered the Department of Public Safety's training officer (a police lieutenant); the officer-in-charge of Police Division's traffic section (an acting police lieutenant); and the officer-in-charge of the detective section (also an acting police lieutenant). One public safety patrolman (so-called), who is assigned as an assistant to the police lieutenant currently in charge of the penitentiary has had a comprehensive course in police science and criminology at the college level. This man is now in charge of the important prisoner rehabilitation program at the Guam Penitentiary.

Another valuable man, who was recently blanketed in as a police lieutenant from civilian employee status, serves as radio technician for the Department. This man has had one stateside training course as a radio electronics technician, and should some day profitably be treated by the government to an advanced training course in his field. The technical proficiency of this police lieutenant specialist in communications is outstanding; the Department and the government could ill afford to lose his services, and could well afford to finance further training for him.

On the principle that administrative forehandedness urgently requires advance attention to be given to developing the potential abilities of other promising career professionals in any progressive police organization, a proposal seems reasonable to send to Honolulu the lieutenant who is assistant to Guam's police commander for a 6-week on-the-job-training course.

The cost of such training, including government defrayal of Lieutenant Esteban C. Meno's modest living expenses while in Honolulu, would amount to approximately $1,200. For this small sum, the government could expect and would receive future valuable services many times greater than the cost of its investment in his training.
THE HUNT IS ON

The cares of office are here apparent. Lieutenant E. C. Meno and Captain J. C. Quintanilla, of the Guam Police, are hot on the trail of a pair of Texas armadillos which were stolen overnight from the "Operation Guam Friendship" menagerie exhibit.
As will be discussed in another chapter, Guam's present, urgent police problem is the steadily spreading inclination toward lawlessness and crime of many young Guamanians. It is now urgent and necessary to make up for time previously lost by government in its launching of a police program realistically designed to contain and abate a burgeoning threat to the peace and good order of the island community.

A sergeant of Guam Police, Edward M. Camacho, has demonstrated the valuable and unusual qualities necessary to fit him to receive delinquency control training, and later to organize and command a police Youth Program. The highest quality training available in Juvenile Delinquency Control is furnished by the School of Public Administration of the University of Southern California. Enrollment of Sergeant Camacho in USC's 3-month special seminar at a total cost of not more than $2,400 would seem to be an excellent move for the Government of Guam to make at this time. Delinquency control is a fairly new field of police activity. Experience in other communities has shown that training for police in this field is well worth its small cost.

In-service training of the Guam Police has been consistently poor in conception and quality. Courses offered have been few and infrequently scheduled. Police doctrines and concepts which have been partially instilled during the reign of one director have been repeatedly jettisoned in favor of other doctrines introduced by a constantly changing procession of new police commanders and department directors.

There is room here for one brief illustration in point, taken from the Governor's Report for Fiscal year 1955, page 46:

"After being understaffed for several months, the department, (of Public Safety) on April 5, 1955, recruited 18 patrolmen and 9 firemen, bringing the roster up to the full authorized complement. A recruit training program, which included subjects considered important to every officer entering this department, was established. At the completion of the 4 weeks' training course, a graduation ceremony was held and the recruits were presented with certificates, and assigned to active duty."

Police and firemen were trained together in one big class. Subjects named as having been taught to the mixed class of police and firemen included the following (and none other):
Criminal law and procedures
Criminal investigations
Patrol operations
Traffic safety and accident prevention
Statement taking
Firearms nomenclature and use
Other subjects of police interest.

The report goes on to reveal that in addition to the above-listed professional indoctrination afforded to the 9 new firemen (and 19 policemen), another training program was going on out in the villages where volunteer firemen were instructed in firefighting and fire-prevention work.

The discerning reader will also have taken note that the 1963 proposal of government to train future firemen as policemen and penal guards is not a new idea in Guam. DPS was already active in bewildering its new firemen in 1955. At the same time, since some few people in the island needed to be made ready to take care of the few fires occasionally occurring in the villages, unpaid volunteers were being trained as firemen.

The Guam Police today are attractively and smartly uniformed. Their state of discipline is excellent. Almost to a man, they are earnest, interested, and reliable. They yearn to become again what they once were—a prestige organization.

Whether or not the Guam Police force will ever be allowed to develop into the smoothly functioning, progressive, modern, island constabulary that it yearns to be, and well could be, depends on whether the island people and the government are willing to attempt to regain long-ago-lost perspective.

Guamanians, by and large, seem to have far greater-than-average natural qualifications for police work. Disadvantages existing at present, such as general lack of facility in speaking and writing English, and lack of professional background, could in time be overcome through a carefully planned program of training.

The force critically needs a progressively doubled and then redoubled percentage share of operating funds: from 3% to 6%, and then to 12%. (There simply is no possible alternative approach to solving the problems created by long DPS funds starvation.)
The force needs wise and stable management, continuing un­
changed for 5-10 years, with special emphasis continuously being
given to professional planning and programming.

The present good and businesslike (if hectic) atmosphere
which prevails at the Guam Police headquarters in Agana has often
been remarked and commended by persons having had acquaintance with
comparable police facilities elsewhere. The friendly and helpful
attitude of the individual policemen, as they proceed to the dis­
charge of their responsibilities, has also frequently gained favor­
able attention.

In any period of emergency or stress, the Guam Police have al­
ways made a magnificent response. Witness the sensational success­
ful operations of the Guam Police Combat Patrol, after World War II.
A more recent example of selfless devotion to the public welfare
occurred during the 1962 typhoon disaster. The work of the Guam
Police (reinforced from the ranks of the Fire and Penal Divisions)
was of such outstanding excellence while the emergency existed as
to merit a special citation from the Guam Legislature.

There is much which is agreeable to a prediction of eventual
realization of success in recreating a proud, efficient, and
highly creditable island police force, if government will, once
and for all, recognize and believe that there is a limit to fru­
gality in financing the police service beyond which it is not
safe to venture. A police funds share annually and regularly set
at 12% of total government operating budget would not seem unreas­
sonable for Guam.

After 5 years of such expanded operation, under good, profes­
sional leadership, the relative effectiveness of the police should
again be studied.

Department of Public Safety budget requests have always been
minutely fine-tooth-combed by the government's budget and manage­
ment analysts. Each paper clip and rubber band proposed for pur­
chase by DPS during the next fiscal year has literally had to be
listed. Such items as do survive in the DPS budget requests must
once again pass scrutiny by the budget and management comptrollers,
and must gain their hindsight approval, before the funds can
actually be spent. It is not unusual for purchase requisitions
submitted for urgently needed police equipment items to drop, as
it were, into a well of silence.

Months later, sometimes, but not always, the needed items
may actually materialize.
At other times, the necessary, several-month waiting period elapses; nothing happens; a tracer effort is launched; and DPS learns that an urgent purchase requisition has never been cleared. Reasons assigned: human error, caution about over-spending, pressure of other work, misgivings about the necessity for buying the item ordered, etc. Urgent police equipment needs, ruled out by budget and management comptrollers, constitute a part of the present police problem.

For instance, in the matter of the purchase of fire extinguishers for police cars: The Guam Police, recollecting that they are required by law to so equip police vehicles, have been attempting since 1954 to do so. As of 22 January 1962, a Fire Division inspector reported that only 9 extinguishers were available for police vehicles, and that repeated attempts to purchase more had proved unavailing.

The same galling restraint is regularly and frequently encountered in police management's attempts to fill existing personnel vacancies. The Department of Labor and Personnel will not move to set up promotion lists, process promotion actions, or to recruit new men, until approval is given by the Budget and Management Office. Such approvals are not quickly or readily gained.

The present system, allowing as it does over-riding Budget and Management Office control of DPS spending, is unnecessarily frustrating with respect to the efficiency of DPS operations; it is unrealistic; and it should be changed.

Budget estimates submitted each year by DPS should be just that—estimates. Spending of appropriated funds should normally receive only quick and casual outside review. Within reasonable bounds, approval of purchase requisitions submitted should be prompt and virtually automatic, once they bear the signature of the director of the department.

The present poor system allows a large measure of autocratic interference by relatively minor functionaries of another department into the DPS director's management of his department. Such interference amounts to a violation of one of the fundamental principles of government administration: the one which holds that responsibility for efficient operation of a department must be vested in one executive, possessing virtually complete authority, and answerable only to the Chief Executive who appointed him to his office, and to the Legislature which confirmed him in it.
A famous firm of West Coast efficiency experts, John A. Donaho & Associates, was hired in 1960 to send a team of professionals to Guam to train the staff of the Department of Labor and Personnel in the better performance of certain of their functions. This team was also paid a substantial sum to make a study of the government's pay structure and personnel policies, and to submit a report. The very comprehensive report which was submitted is entitled "A Pay Plan and Personnel Study."

Copies of the Donaho report are now very difficult to locate, as might be expected—Guam being as it is, sensitive to the impact of such studies. Little harm, surely, can result from quoting one paragraph, which seems singularly apropos here in leading up to a discussion of the present shaky state of employee morale among the Guam Police.

"Few administrative steps are so disturbing to a pride in service as those which, without justification, single out an employee or a group of employees to receive preferential treatment. The ire of the many employees who suffer in this unfair situation seldom is counterbalanced by the gratitude of the few who are benefited."

As the present report is being written, the issue as to what would be the 1963 fate of the 10% bonus pay differential enjoyed by Guam's firemen since 1956 undoubtedly has been resolved. The writer is unaware of the nature of the decision. In all probability this benefit has now been lost to the firemen, principally as a result of DPS efforts to have the Legislature extend the same benefit to the Guam Police.

In the event that the by now customary pay benefit has been withdrawn from the firemen, there unquestionably has resulted a very extensive damage to firemen's morale. If the police were excluded again, while the benefit was continued for firemen alone, a really crippling blow has been struck this time at police morale. If neither service is afforded the 10% bonus this year, a very extensive loss of zeal and enthusiasm, generally, among all DPS employees will have been noted. If the Legislature provides for payment of the bonus to one or both services, and if it was later pruned out by the Governor, even greater damage will have been done.

The proposed 10% additional compensation for police, firemen, and penal guards actually is entirely merited and was long overdue for police and penal guards. The government promised in 1954, when it consolidated the penal guards with the police and reduced them both in rank and numbers, that in return for more work they would receive better pay.
The government's promise somehow got twisted about, and, as it developed later, the firemen got the reinforced strength plus the increased pay! The true, practical basis for expanding the pay of Guam's firemen alone, since 1956, has not been because of the hazardous nature of the firemen's duties. It was done actually to slow down the rate of losses of trained Guam Fire Division personnel to the fire companies maintained by the Armed Services.

Now that the Guam government is publicly committed to the training of the Guam Police and the penal guards in the techniques of fire prevention, in handling of fire apparatus, and in the principles of fire-fighting, numbers of these men should also soon be able to pass U. S. Civil-Service examinations as firemen. In the near future, they too should be able to qualify for better-paid, alternative employment in the fire-fighting services of the military establishments.

The Government of Guam has never, heretofore, given much concern to the cultivation of employee pride in service, the fostering of employee gratitude for considerate treatment, or to the stimulation of employee interest in the work and the building of professional zeal and enthusiasm among its employees. Short-term executives and department heads rarely give attention to such matters, knowing in advance that employee morale-building is a delicate job which is not accomplished overnight.

The Guam Police constitute one employee group which, despite past neglect and mistreatment, would respond most gratifyingly to long-term good management in the future.

The essential elements of a continuing police improvement program, which could be guaranteed to yield a bountiful harvest of satisfaction in terms of increased efficiency and high-quality work product, are not generally well understood. The major features of such a program are included here for future ease of reference:

**Program for Building a Police Force of High Quality**

1. Provide attractive pay schedules, a generous retirement system, firm job protection, and security for police families. Raise the entrance standards, and provide for careful screening of recruits.
2. Provide for a generous and adequate training policy and program. Afford continuous incentives to employees for maintenance of their interest in seeking more and more professional training throughout their entire careers.

3. Provide for the secure keeping of adequate records of employee behavior and work performance. Arrange for periodic, realistic ratings to be made and recorded by supervisors; for frequent supervisory counselings; and for records to be kept of professional training.

4. Provide for early recognition of and extra attention to the development of employees who show good leadership potential.

5. Provide for strict, impartial discipline; prompt supervisory correction of poor performance and misconduct; early elimination of the hopelessly unfit.

6. Provide for careful screening and early promotion of employees who demonstrate good potential for serving in supervisory capacity.

7. Provide a generous incentive system of awards and honors, other than promotion, for employees who demonstrate sustained professional interest and who render exceptional services.

8. Provide for periodic studies to be made by competent, professional police analysts of the personnel management and training program; follow-up by effecting any necessary improvements.

9. Create an atmosphere of competence, maturity, and stability in management. This will result in increased confidence, enthusiasm, and zeal among employees.

10. Give constant management attention to the careful building up among employees of team-spirit, elan, harmony, force unity, self-confidence, and pride in the organization.

Those who best understand police employee psychology know that there are certain, deep-seated psychological needs which must to some extent be satisfied by force management before a proper occupational climate is created, within which efficiency and improved police performance will flourish.
Policemen need to feel confidence in and respect for their leaders. They need to feel that they are valued and useful members of a prestige organization—of a team which functions smoothly, and which daily accomplishes a good and important work. They need to feel confident that they will always receive a fair measure of management recognition and approval for personal good performances, and that they will have a share in the approval frequently manifested by the community for the good work accomplished by the organization.

Policemen need to feel that their virtues, good work, unselfish acts, will be recognized and inevitably somehow be suitably rewarded or commended; conversely, that wrong-doing by them or their fellows, sooner or later, somehow will be discovered and suitably punished by "the system." This is very important; this is basic.

Policemen must live in the serene confidence that a career marked by faithful service, exemplary performance, good conduct, diligence, and scrupulous honesty, over a period of years, cannot but result in honorable retirement and comfortable security in old age.

While wearing the uniform, policemen need to feel an honest pride in it, and constantly to sense the liking and respect of their neighbors and acquaintances, founded upon the fact of their personal connection with an honored and admired prestige organization.

Like most humans, policemen want to feel trusted, to "be in the know," to feel important, to be suitably recompensed for their efforts, and to be secure in their jobs.

As an example of how readily—even casually—widely accepted principles of good police personnel management may be jettisoned, when management perspective has been distorted for a number of years, mention is made of a Guam government memorandum, entitled "Survey of Services," dated 21 February 1962, which was addressed to all department heads.

The governor who held office at the time had called a special session of the Legislature, and was preparing to ask it to increase certain tax rates. The "Survey of Services" memo pointed to a possible operating deficit (if taxes were not increased) and asked that preparations be made in all departments to reduce the number of employees—thereby effecting an economy—if the Legislature should decline to raise taxes.
This survey was not a "behind-the-scenes" maneuver. The memo was marked for the general information of all employees. Each director was requested to report within one week the number of employees, in order of their importance, who would be let out if additional taxes were not approved.

Despite the well-known fact that the staff and strength of the Guam Police had already been reduced by half since 1954, and despite a good surmise that if a substantial number of Government of Guam employees were ever thus summarily actually to be let out of their employment, civil disorders could seriously be anticipated (at which time the services of all police would be critically needed), preparations were more or less publicly made to reduce the strength of the police force by 24.

Fortunately, the requested new taxes were voted, and the threatened reduction in the police force never had to be consummated.

Such casual threats to police job security, however, do a great deal of morale damage. An axiom of police personnel management is that employee confidence grows but slowly after years of careful cultivation, and vanishes overnight in a changed climate of even partially revealed government indifference to its own moral obligations.

The honored, acknowledged leader of modern, free-world law enforcement, Mr. J. Edgar Hoover, Director of the Federal Bureau of Investigation, has conclusively demonstrated that it is possible to raise law enforcement standards and to improve the caliber of law enforcement agents. He built the present, famously effective FBI by careful recruitment to high standards of eligibility, by rigorous training, fair but firm discipline, attractive pay schedules, and by the constant, deliberate fostering of a high esprit-de-corps.

There is an overwhelming, continuing need in America today to raise law enforcement standards and to improve the caliber of police personnel. This is especially true in Guam, which has (through no fault of the island people) been lagging far behind.

Markedly improved pay scales for the Guam Police are needed, plus improvements in benefits, a more realistic training program, and other measures of administrative streamlining, before it will be possible for Guam to approach its ideal of efficient maintenance of law and order, accompanied by no infringements upon traditional American concepts of equal justice for all, under the law.
It is only in communities where a firm determination and desire to effect improvements in law enforcement actually exist among the appointed and elected officials who are responsible to the people for good government that any real progress is effected.

Once again it should be remarked that the current tendency in most American communities, and especially in Guam, is toward civic apathy. Toleration and meek acceptance by the people of unwarranted interference with and mishandling by their elected or appointed representatives of an established, professional, police career service cannot fail to result in complete or partial breakdown of police effectiveness. The cost to the community of poor and weak police services is very great, although perhaps not immediately apparent.

A distinguished young criminologist and penologist, who was placed on loan to the Government of Guam by the United States Bureau of Prisons, journeyed out to Guam early in 1961 and made a study of its crime and punishment problems. His report—a copy of which was obtained from him; none was available in Guam—contains enlightening glimpses of the police establishment (as well as of Penal Corrections), and of the general crime picture in Guam. Some brief excerpts from this excellent professional report will be of interest here.

"...I have found the residents of the island to be hospitable, warm persons who observe exceptionally high standards in their relationships with their fellow men. The island itself is exquisitely scenic and in all respects a healthy and rewarding place in which to live. It is perhaps because of the inherent nature of the island's citizens and the wholesome surroundings in which they conduct their daily affairs that the problem of crime has not reached the proportions it has in other areas...."

"The personnel presently assigned to the penitentiary are lacking in numbers and correctional training. All are police officers, and all are rotated periodically to the penitentiary from police duty...."

"Inasmuch as no correctional program is, or can be, attempted at the present installation, the police personnel are doing as good a job as can be expected...."
"In the event a new correctional facility and a workable correctional program is established, the police personnel assigned to the penitentiary should be replaced by full-time correctional workers who can be trained in this work. Police work requires different attributes and training than corrections, and one individual cannot be expected to become accomplished in both of these highly specialized fields of work. ...."

"Thus far the island of Guam has been fortunate. Its crime problem has been relatively small.... There is, for example, no narcotics problem, and alcoholism does not seem to be a significant factor in the background of the territory's offenders. However, there is every indication that unless a realistic program for the treatment of offenders is now undertaken, the problem of crime will reach more serious proportions within the next few years. My observations and conversations with community leaders indicate that the economic pressures of the island are growing rapidly, with the young people in particular increasingly interested in commercialized entertainment and the acquisition of material things."

"....The development of delinquency among these two groups (juveniles and young adults) suggests that within a very few years, the island may find itself with an adult-crime problem, as these juveniles and youths become older."

The principal point which needs to be re-emphasized at this time is that the Guam Police should not be used as corrections employees, jailers, and turnkeys. As remarked above in the excerpt from the penal corrections study, policemen and guards should be possessed of different temperaments, different personal qualities, and different professional philosophies. One individual cannot be expected to become accomplished in both highly specialized work situations.

(How much less reasonable is the government's 1962 plan to create an all-purpose Public Safety Officer, which will require the same individual to become accomplished in three highly specialized, different fields: police, penal corrections, and fire service!)

The rising incidence of crime in Guam is a matter of some concern now. Perhaps the concern is not great, but it will grow, along with the rate of crime.
Major crimes known to the police during fiscal year 1961 are said to have increased by 16.2% over the previous year. Crime statistics in Guam are not reliable, but there is little room for doubt that, each year, new growth occurs. Burglary is, and has been, the most prominent crime problem.

The Governor's Report for Fiscal Year 1956 speaks of a burglary preventing, special, night-prowl team formed by the Guam Police to reduce the increasing number of burglary offenses. That was not the first year, of course, in which burglary had been noted as a growing problem.

In fiscal year 1961, the police received 221 complaints of burglaries. Arrests made for burglary numbered 73; seventy-seven burglary-charged persons were booked. However, only 10 convictions were had upon burglary charges, while 2 burglary-charged persons were convicted of lesser offenses. Burglary arrests booked by the police, but with their case dispositions not accounted for in the DPS Annual Uniform Crime Report for 1961, numbered 65. Of these, 53 were persons under 18 years of age. Seven assuredly either were not prosecuted, or were military personnel. (It is possible that some of the 53 who were listed as being under 18 years of age also were military personnel.)

In the Guam Police's Uniform Crime Report section showing the age of persons who were arrested for burglary in fiscal year 1961, the total number shown is 73. This is the figure also shown (on another page) for the total number of persons charged, who were arrested and held for prosecution. Four others were elsewhere shown as Summoned, Notified or Cited. What became of all these cases? Interpretation of Guam crime statistics is difficult and confusing. At best, surmises and guesses must be freely employed. One is never sure that he is on firm ground.

Twenty percent of all crimes in Guam are committed by juveniles—or so the DPS records seem to show. Fifteen percent of all crimes are attributed to Armed Services personnel.

The point which needs to be made is that rapidly growing crime rates in Guam will not wait forever for corrective attention. Many improvements need to be made in government's law enforcement perspective and in the public awareness of the importance of efficient law enforcement. The time to start effecting these changes is now.

In the interest of re-establishing perspective, a brief review of basic and generally accepted law enforcement doctrines may at this point prove to be of value:
Government in American communities is founded upon an expectation of a good measure of compliance with laws and regulations by most of the people. A substantial majority of the people must be sufficiently educated to be able to accept the necessity for rule by law, to support the concept, and to approve of the government's efforts to enforce the laws.

If the rules which have been adopted by the people's representatives are not widely accepted and generally respected by a great majority of the people, general lawlessness will prevail. The police are never numerous enough, nor are they endowed with sufficient authority, to combat widespread general resistance to the rule of law.

It is too much to ask of our police that they fight crime, and combat criminals, while at the same time defending themselves against assaults by the lawgivers and the news media molders of public opinion, and perhaps also while facing the sullen animosity of the people.

Responsibility for maintenance of public peace and the rule of law and order is not that of the police alone. Every citizen owes a personal responsibility for scrupulously maintaining his own good conduct and that of the members of his household.

In addition, each citizen owes a responsibility to support and respect the disciplined agents of government (the police) who are retained to enforce the laws. Without widespread, active, interested support and cooperation from a large majority of the people, government falters, and law enforcement in a community ceases to be effective.

The course of Guam's political development has been such that the island people have never, thus far, been made fully aware of their responsibilities as citizens. For five decades Guamanians existed virtually as "wards" of the U. S. Navy, except for a couple of years spent in slavery with the Japanese. In the 12 years just past, the island people have rapidly increased their comprehension of all that is implied by local self-government--without actually ever having had a chance to try it. The Navy and the federal civilian bureaucracy have thus far never been willing to relinquish to the local people the real powers of government.
The time is rushing upon us all now, however, where willy nilly the people of Guam must clamber down from the comfortable federal lap, and take successive, brave, faltering steps toward genuine self-rule. Guam unquestionably must and soon will transform itself into a mature, self-governing unit in the complex American system.

As these first, truly independent steps are being taken, much will need to be changed in the island government, and more will need to be changed in the unquestioning, acquiescent attitude which the Guamanian people have painfully been taught to assume in relation to their government.

Government itself, in Guam, needs to be viewed by the Guamanian people in a new perspective. No longer may government soothingly and firmly end all differences of opinion by declaring: "Father knows best," but instead must learn to convey: "Make your real wishes known. We are your servants; the elected servants of all the people."

One early, practical approach by the Guamanian people toward informing themselves of the true state of efficiency existing in an area of government which touches them closely, to wit, law enforcement, lies in the early organization of a citizens' crime commission. This approach is earnestly recommended.

Guam truly needs a vigorous, aggressive, active citizens' crime commission.

The Guam Police have been compelled for 12 years to operate in accordance with a discouraging "prompt release" policy in their processing of arrested criminals. In the course of the passing years, the Guam Police consequently have come to regard themselves as more or less exclusively highway and traffic control police. Traffic law enforcement is now their principal daily work. The Guam Police today can be described as traffic enforcement oriented.

In traffic law enforcement, arrests rarely need to be made or reports written; traffic tickets, returnable directly to traffic court, simplify the procedure.

The island does, of course, have its traffic problems. With 20,000 cars daily using 100 miles of highway, traffic regulations are a necessity—and no regulation is worth the paper it is printed upon, if it is not enforced.
As a matter of factual truth, the Guam Police excel in this single aspect of their police activity. Their traffic law enforcement is done smoothly and conscientiously. Drivers are treated courteously. The traffic court also functions judiciously, capably, and promptly. Traffic statistics are ably recorded, and are periodically reported in a professional manner.

Best of all, present force management absolutely refuses to interfere with, to adjust, to cancel, or to "fix" a single traffic ticket.

The following table gives at a glance an idea of the volume of the traffic violation ticketing activity which has been accomplished by the Guam Police in several of the years since 1952:

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<tbody>
<tr>
<td>Traffic Citations</td>
<td>4,366</td>
<td>4,229</td>
<td>3,377</td>
<td>11,930</td>
<td>8,663</td>
<td>5,797</td>
<td>6,532</td>
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<tr>
<td>Courtesy Tags</td>
<td>---</td>
<td>---</td>
<td>549</td>
<td>4,239</td>
<td>2,904</td>
<td>828</td>
<td>800</td>
</tr>
<tr>
<td>Total</td>
<td>4,366</td>
<td>4,229</td>
<td>3,926</td>
<td>16,178</td>
<td>11,567</td>
<td>6,795</td>
<td>7,332</td>
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Figures for 1960 and 1961 are not immediately available. Practically all citations and courtesy tags issued by the police have been for moving violations. Until very recently, the Guam Police tagged no parked cars, even though many were daily parked in violation of signs.

The only aspect of the traffic problem with which the Guam Police have never heretofore adequately been able to cope (aside from parking control) is the very serious problem of drunk driving. The table below shows the number of arrests for drunk driving made, year by year, since 1952. How many of these arrests resulted in convictions is not known. Some difficulty has been experienced by the police in gaining convictions, as will be described later. Practically all of the drunk driving arrests shown in the table presumably were effected by the Guam Police after serious motor vehicle accidents were reported and investigated.

**Arrests for Driving while Intoxicated**

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<tr>
<td>1953</td>
<td>107</td>
<td>125</td>
<td>46</td>
<td>76</td>
<td>87</td>
<td>130</td>
<td>170</td>
<td>120</td>
<td>140</td>
</tr>
</tbody>
</table>

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In 1961, of the 140 drunken drivers arrested, 97 were civilians and 43 were Armed Forces personnel. Ninety-three of the 97 arrested civilians were prosecuted in court—an excellent record. Seventy-eight, or 84%, were convicted; again, an excellent rate. Five were acquitted. Ten cases were still pending, as of 12 February 1962. Since lengthy postponement of trials is normally a preliminary to reduction of charges or outright dismissal, it may be assumed that the final outcome of these 10 cases will not affect the above-noted, excellent conviction ratio.

Of the 43 Armed Services drivers charged, 3 were convicted by military courts in 1961. One was acquitted. Thirty-four cases were still pending disposition, as of 12 February 1962. Driving while intoxicated is one traffic offense for which Armed Services personnel are not required to answer to the courts of the Government of Guam.

Difficulty has frequently been experienced in the past by the Guam Police in obtaining helpful, official, medical pronouncements of the fact of intoxication from certain of the naval doctors who stand duty watches at night at the Guam Memorial Hospital. This difficulty has been specially remarked in cases where the arrested driver has had an Armed Service connection. In cases where the arrested driver has been a naval officer, it is rare indeed that medical certification of an existing state of intoxication has been obtainable.

The Island Attorney for many years, has followed a policy of requiring the Guam Police routinely to take each arrested drunken driver to the Guam Memorial Hospital, where a doctor presumably would promptly examine him. The physician would then be asked to sign a form, stating whether or not, in the doctor's professional judgment, the arrested driver, when examined, was under the influence of intoxicants.

The police reportedly found that long waiting periods would elapse at the hospital, amounting sometimes to hours, during which time the prisoner sometimes achieved a state of sobriety. The doctor, of course, would then be able to state, quite honestly that the prisoner, when examined, was not intoxicated. As indicated above, if the prisoner was a civilian, such delays in medical examination apparently have been the rule, rather than the exception.

Doctors from the staff of the Naval Hospital apparently have customarily long been employed (spare-time) by the Government of Guam to take the night watches at the Guam Memorial Hospital.
Efforts by the island police to gain approval for their establishing the fact of intoxication by other, more reliable, scientific means have been unavailing. A "drunkometer," or similar device, purchased by the police several years ago for driver-testing purposes, has never been approved or used.

If the government actually desires to improve the effectiveness of law enforcement in Guam, one very important step should be taken as soon as Guam's delicate balance of relationship with Navy will permit. All military personnel on the island should be made subject to the usual processes of the territorial law. Arrested military persons should no longer be booked and promptly handed over by the civil police to the Armed Forces Police. The latter should be advised of the arrest in each case; should in most cases be allowed to assume custody, but the arrested military person should later always be required to appear in an island court. Jurisdiction over the offense should be yielded (if at all) only after a hearing in an island court, and in response to a formal request made by the military command.

The disposition of such cases as may be turned over to the Armed Services for trial in military courts should be faithfully reported, in the future, to the Guam Police. After a year or two of this sort of operation, assuming that statistical records will be intelligently and faithfully kept in the future by the Guam Police, comparisons can be drawn between civil and military conviction rates, types and severity of sentences for various offenses, etc. On the basis of such comparisons, the island court judges (and, we would hope, the Citizens Crime Commission) could determine whether our American ideal of "Equal Justice Under the Law" is an actuality in Guam.

Such a determination is not possible at present.

With full understanding of the reasons for the present, almost complete traffic law enforcement orientation of the Guam Police, the basic principles of general police organization still remain unchanged. Re-orientation of the force so as to give greatest emphasis to crime prevention patrols is an important, current necessity.

A patrolman trained for general service does the work which justifies the existence of a generalized police force. This is the kind of organization which Guam's single police force has to be—there are no others. The crime prevention patrolman is the "infantryman" in the never-ending war against crime and civil disorder. He may be a motorized infantryman, but his mission is
the performance of constant, alert, unrelenting, crime-prevention patrol—the best police tactic ever developed for maintaining peace and good order in a relatively crime-free community.

Guam, the island, is currently divided into 11 police beats, or patrol districts. Each of these districts contains approximately 20 square miles. Patrols in the eleven areas are performed by solitary police officers who are equipped with radio-cars or radio-jeeps. Present strength of the force permits the assignment of an average number of 5 patrolmen to cover these 11 large "beats"—but some or all of the 5 patrols frequently must be temporarily reassigned to special-event areas, or to the scenes of operational emergencies.

The present patrol strength availability in the Guam Police amounts to a token effort only. Add to this sad picture the fact that the 5 available patrol-cars are almost completely traffic oriented, whose operators give thought only to ticketing driver violators, and you have an existing dislocation of police purpose which cries out to be brought back, somehow, into rational bounds.

Furthermore, there are the eleven village police, called by the Guam Police today the Substation Section. These men are really little more than police aides to the village commissioners. The 1954 report of the Governor recorded that:

"Patrol operations and procedures have been modified extensively during the year. Village police units which from custom operated to a considerable extent under the decentralized control of the village commissioners and were housed in village police stations, have been gradually absorbed into a standardized patrol pattern, on specified patrol beats and under the centralized supervision and control of headquarters command and dispatch.

"Poor roads and absent or poor communications, which in the past seemed to justify the village police force, have been improved to a degree where there is little need or justification for perpetuating the practice.

"All roads on Guam, regularly traveled by residents, now have continuous police-patrol service..."

It is said today in Guam that the village commissioners did not like being deprived of their chauffeurs and their handy police transportation. The deprived village commissioners' resentment was so great that the offending DPS director shortly came under
heavy fire and attack from the Legislature and the local newspaper. He was routed from his job and from the island, amid a great clamor and public uproar.

Soon thereafter, we find the Governor's Report for Fiscal Year 1956 serenely announcing:

"Police substations were established in 10 outlying villages and a police officer assigned to each station. Village patrolmen are available for police assistance 24 hours a day, and are performing their duties in cooperation with the village commissioners."

No police commander or DFS director since 1954 has had the cool nerve to again attempt to deprive the village commissioners of their valued chauffeurs. However, the 11 men so assigned could gratefully be received back again into the police force, for the performance of police duties, if—as may happen—the archaic village commissioner system itself should be abolished by government. Guamanians say that many of the present incumbents have few useful functions remaining, except to serve as political "precinct organizers" for certain members of the legislature.

Guam is very fortunate in having at the head of its police detective section a truly gifted young sleuth. Acting Lieutenant Henry F. Taitano, a scion of one of the island's best-known and most highly regarded families, quite recently returned to Guam at the conclusion of an extensive, stateside training tour, which, after a day of orientation with the FBI, led him into the detective bureaus of the Washington, D. C., Metropolitan Police, New York City's "finest", the Criminal Investigation Division of the Royal Canadian Mounted Police, as well as the detective bureaus of Chicago, Seattle, Los Angeles County, and Honolulu.

A week or 10 days was spent by the peripatetic Guam detective chief in each locality. His training included criminal identification and records systems, laboratory systems, files and facilities of the operating detective units, field operational detective techniques and procedures—all of this while observing and actually working with investigators on active cases.

Lieutenant Taitano's training tour program was arranged and sponsored by the Training Division of the International Association of Chiefs of Police. The Government of Guam defrayed the not inconsiderable expense of transportation, and Lieutenant Taitano personally assumed all other expenses.
ECONOMY vs. EFFICIENCY

The Department of Public Safety's radio network control-room is operated, at least part of the time, by youngsters who are called "police cadets." Cadets attend school; work in their spare time for token pay.
Much improvement in the organization and in the functioning of the Guam Police detective section undoubtedly will result from this brief exposure of the detective section's leader to ideas, techniques, and methods employed by some of the free world's better investigative agencies.

When last observed by the writer (March 1962), the Guam Police detective section was functioning without a detective bureau's customary and basic files and records, with little or no investigative equipment, with no laboratory, no identification unit, with a great dearth of "know-how", but still with great enthusiasm for the work. Despite all handicaps, the detective section was also operating with remarkably good success.

Most arrests for crimes in Guam are made by Guam Police detectives. In 1961, one hundred and seventy-nine (179) persons were charged by the police detectives with serious crimes (Part I Offenses). Part II Offenses, involving arrests for a variety of lesser crimes, including Gambling (Vice Squad arrests) and Driving While Intoxicated (Uniformed Force arrests), totaled 785.

Perhaps 500 of the arrests made for Part II Offenses were effected by the police detectives. Since the complement of the Detective Section is 7, it becomes apparent that the Guam Police detectives are very busy people: each man makes perhaps 100 arrests in the course of a year. Each arrest requires a considerable amount of detectives' time in follow-up.

The Uniform Crime Report for 1961 does not reveal the number of complaints received which alleged Part II crimes (the less serious types), but the total of complaints received alleging major crimes, during 1961, was 663. The percentage of serious crimes solved by arrests was somewhere in the neighborhood of 27%. The national arrest clearance rate for this class of crimes is 26.1%.

The conclusion may be fairly drawn that Guam's police detectives, while they are unquestionably overworked and underpaid, are maintaining a first-rate standard of efficiency, despite great handicaps.

If the day should ever dawn when government becomes sufficiently interested in containing and abating crime in Guam to seek practical means of increasing the efficiency of its police detectives, the first step should be to create a new position of Captain of Detectives. If he is still available, this job should
go to the highly talented, recently trained leader who is now in charge of the present detective section. Thereafter, the present section should be dignified by the title of Detective Bureau.

Going back to the record of the past, once again we note that the record reveals an inexorable government policy aimed at the ruthless "whittling down" of formerly effective crime control strength. In 1951, twenty persons were assigned to detective work, including six who were responsible for identification and records. The 1951 "Bureau of Criminal Identification and Records" had a mobile crime laboratory, a photo laboratory, and was equipped to handle ballistics comparisons.

In 1953, two police special investigators were in government employ, eight detective sergeants, three police identification officers, and an undetermined number of police detectives.

Thereafter, in various annual reports submitted by Guam's governors, the special investigators, detective sergeants and detectives, having been, meanwhile, absorbed into an inclusive, broader, cheaper category, called Public Safety Patrolmen, all detectives tended to lose their specialized identity, and were counted thereafter merely as patrolmen.

In 1959, effect closely following cause, as might have been expected, the following note appears:

"Crime was on an upward trend and the total for this fiscal year is the highest in the past 4 years."

During 1960,

"...streamlining of the (Police Division's) patrol section made available personnel for assignment in the Vice Squad, which was established within the detective section during the year.

"The crime rate continued on an upward trend and offenses reported in 1960 showed an increase of 10.4% over 1959...."

"During the year, 53 automobiles were stolen, an increase of 20.8% over 1959."

--And so it goes. The crime trend is still on the upswing, as this report is being written.
If and when the time comes to return to reality in Guam crime control matters, and after the new Detective Bureau, commanded by a Detective Captain, has been established in the Guam Police division, a complement of 19 rated detectives should be assigned to the new bureau.

Further "streamlining" of the uniformed patrol is, of course, not recommended. The strength of the police force as a whole is going to have to be substantially augmented. There simply is no other way adequately to meet and solve the crime problems of the present and the future.

Recommended titles and ratings for the proposed 19 assorted detectives may be found in an Annex to this report. Men chosen from the uniformed force to serve in the new Detective Bureau should be carefully selected for their demonstrated capacity to perform satisfactorily as detectives and investigators. The detective captain should have a large voice in determining which men he is to have working in his bureau.

Detective talent boils down in essence, and to a large extent depends upon, the constant exercise and cultivation of an unusually keen, inherent ability to observe, remember, and compare. Some have the inherent ability; some do not. Those who do not should be retained in the uniformed force.

The Guam Police have no funds available with which to finance small rewards to develop police informers. As far as could be learned, the Guam police detectives have never heretofore seriously considered the value of developing a network of confidential informants in advance, in order to be able to depend upon receiving the usual and invaluable leads and tip-offs, which are so often necessary in the modern-day solutions of crimes.

This hapless total police lack of confidential informants in Guam came to attention during the hue and cry which was raised in February 1962, after a cage containing a pair of Texas armadillos was stolen overnight from a menagerie display in the Paseo. For reasons which need not be elaborated here, prompt solving of this sensational larceny would have been greatly to be desired.

There simply were no clues. However, the police reasoned that a certain small number of persons on the island must know something about the disappearance of the exotic creatures. All efforts to locate leads proved fruitless.
"WHERE ARE THOSE ARMADILLOS?"

The big investigation is underway, but is still in its initial, careful search stage. Left to right: Honorable Bill Daniel, fifth civil governor of Guam; an unidentified Guam policeman; Captain Jose C. Quintanilla.
A suggestion made at the time to the police that all police informers should be advised that double the usual reward would be paid for armadillo information, brought forth the startling fact that the Guam Police work without informers.

Apparently, small sums are somehow made available to the Director for purchase of information in vice cases, but nothing can be spent for information leading to the solution of criminal cases.

The present head of the detective section, as a result of his recent contacts with several stateside detective bureaus, undoubtedly now appreciates the great importance attaching to the patient and careful development of confidential informants. Two or more informants in each of the island's villages, and perhaps also a few located among the civilian employees working on the various military reservations, would seem very essential. Provision should be made in each year's police budget, henceforth, under the heading, "Rewards", for the unvouchered expenditure by the Guam detective chief of ten to fifteen hundred dollars. Confidential informants are paid in cash--small sums paid for valuable information, on delivery--and the identity of such police informants is always very carefully guarded.

The Guam Police have long been the proud possessors of an outmoded device, which is still perhaps adaptable to the scientific perception of deception in suspects, witnesses, complainants, and others. This machine was bestowed on "indefinite loan" by one of the local agencies of military investigation.

No one in the DPS organization understands its use, and there is little existing hope that anyone will ever be permitted by government to travel back stateside for the purpose of attending the brief course which is necessary to acquiring the doctrines and psychological skills, without which the idle lie-detector machine can never again be placed into useful operation.

The new Guam Police detective bureau unquestionably could profitably utilize a modern lie-detector device--one operated by a trained and skillful agent.

Again, the same crucial questions arise: will Guam finance improved, modern crime-control, or will government spend the necessary two to three thousand dollars elsewhere? Which is more important: medicare? new schools? more teachers?--or reversal of the present, strong trend toward lawlessness?
Deeper down, underlying such questions, is another, more basic consideration: which is truly the keystone in our social structure? --ensurement of good public compliance with the rules by which anarchy in our society is kept at bay, or the furtherance of continued good health, fertility, and education of the people?

All of the Guam government's present programs are necessary, even noble endeavors, as all such programs are important to any government. Even so, value priorities must be the same with governments as with people--survival continues to constitute the first law of nature.

In addition to the many operational handicaps and problems of the Guam Police which are attributable to the stark climate of poverty in which they have long been compelled to operate, a great multitude of other quandaries press in relentlessly. It is truly a great marvel that the organization can continue to function with even passable success.

Shortage of and poor arrangement of headquarters space is a substantial handicap. The present DPS building was one of the early construction projects of the Navy in their rebuilding program for Agana, after the island was recaptured from the Japanese. The police occupy one large room in the building and 8 small offices.

The large police room is a public room, where people come in considerable numbers to register their cars, obtain drivers' licenses, apply for identification cards, seek to register their firearms, make complaints, ask for information, etc.

Here also, arrested persons are booked, police telephone business is transacted, police officers note their time-cards, pick up their mail, wait for interviews with their officials, type up their reports, and kill time while awaiting roll-calls or the ending of their duty tours.

Policewomen typists here rework the patrolmen's initially submitted, rough police reports, to somewhat improve sense, diction, punctuation, grammar, and spelling. Traffic records and statistics are here maintained. New applicants for drivers' licenses are tested here.

Prisoner work parties perpetually and doggedly spread wax and run noisy buffing machines over the floor. Children play tag and dodge about underfoot.
A "duty officer" and a "desk sergeant" work busily under a large sign, swung from the ceiling, which commands the use of the English language, except when interpreting needs require resort to the familiar Chamorro tongue. Phones ring, buzzers sound, babies wail, dogs bark—and everyone goes distractedly about his business as best he may.

At times, the large public room of the police wing resembles a carnival midway, at least in noise, confusion, crowding and commotion. All that is lacking is the shrill of the peanut whistle and the smell of hot, buttered popcorn.

Notable in this room, and elsewhere in the police offices, is a scant nondescript display of broken-down, reclaimed relics of discarded office furniture and equipment. Chairs of any sort are at a premium; some have no backs, others sag weakly back against exhausted springs. Desks are battered and warped, unlockable, unsuited to their present usage. Filing cabinets are in scant supply. Many have no locks. Typewriters available to the police are old, rusty, and erratic. They have been repaired and realigned so often that accumulated labor charges might long ago have purchased new machines.

There is a story told in Guam—which perhaps apocryphal—that most new typewriters purchased by the government go first to the Department of Education, where they replace worn-out, student-training machines. The worn-out machines, in turn, are then made available to other departments. Even a casual inspection of the machines now in use by the Guam Police would seem to lend a certain credence to this story.

Threadbare, frugal lack of even reasonably adequate furnishings, office equipment, stationery and supplies in the police establishment is one of the chronic handicaps to creating a proper image of the police in the minds of the island people. An agency housed in poorhouse poverty by government gains little respect.

One of the axioms of police administration is that constant attention must be given to maintaining a high standard of efficiency in police records-keeping. In 1825, when Sir Robert Peel laid down his famous 12 principles, as he first developed the idea of government maintenance of a corps of civil police, he was wise enough, even then, to emphasize the importance of good records to the police.

"11. Police records are necessary for the correct distribution of police strength."
ENGLISH, THE OFFICIAL LANGUAGE

This sign hangs from the ceiling of the Guam Police business office as an ever-present reminder. It was recently installed by the Department of Public Safety's present Director, and has had a good effect.
THE "NERVE CENTER" OF THE GUAM POLICE OPERATION

The sergeant at the left is acting in the capacity of a desk lieutenant, who is sometimes called the "duty officer" (Navy style). The typist is a patrolman serving in the capacity of desk sergeant. It is the rule rather than the exception in the Guam Police for responsible posts to be manned by men holding lower ranks.
Since that early day, police everywhere have repeatedly reaffirmed and proved that adequate, secure, reliable records are indispensable to the effective management of police assignments, as well as to efficiency in many other police administrative and operational activities.

The Guam Police today keep their own good traffic enforcement and accident investigation records, and compile their own reliable statistics in the field of traffic. The force for years has been richly cashing in on valuable benefits resulting from one course of training afforded to one police officer, who studied at the Traffic Institute of Northwestern University. That the Guam Police today function very creditably in the traffic phase of police operations is directly attributable to the training opportunity which was financed for Acting Lieutenant A. C. Ada, the diligent and able police official who is presently in charge of Police Division's traffic section.

As reported earlier in this chapter, the Guam Police have become almost entirely traffic enforcement oriented during the past 7 years. The fact that it is only the traffic records which are currently being well-kept and maintained in the Police Division is another revealing facet of the force's long-term preoccupation with traffic enforcement.

In 1954, a most significant change in Guam Police records-keeping was ordered and proudly hailed as a progressive, forward step. What was described as "centralization of DFS records" was for a time accomplished. A progressive, forward-looking effort was also made in 1954 to introduce stateside standard police Uniform Crime Reporting methods and procedures. Not much assurance was given at the time, however, that these changes would soon work out to effect police records-keeping improvements:

"It probably will be several years before continuous training and higher personnel standards combine to result in mainland standard quality records and statistics.
The possible exception is the statistical data on traffic."

The 1954 DPS director who wrote the last-quoted excerpt spoke truer than he knew. A few months later, "the roof fell in on him," and off-island he went. The police, thereafter, (except for one brief period, circa 1957) maintained none but traffic records. All other police records have since been maintained outside the force.

The police traffic records today are the only reliable and useful records which are being kept in DPS.
The "several years of continuous training and higher personnel standards" (for the police) envisioned in 1954 by Director Frock have simply never materialized. Instead, the police function has been steadily downgraded, starved, and de-emphasized. Police efficiency has constantly deteriorated in every phase of operations, but perhaps the most grievous damage done to the force has resulted from the 1954 loss of police control of police records.

At the time of the writer's visit to Guam (October 1961), stacks of criminal case folders and other valuable police records had been thrown on the floor of a locked cell in the Agana jail, where, to all appearances, they had been thoughtfully stirred with a canoe paddle.

Direct intervention and a firm command by the reigning governor eventually resulted in these particular records being gathered up and placed in boxes. Filing cabinets, as ever, were in critically short supply—even the old, rusty, discarded-by-the-military style of cabinets to which DPS has long been accustomed. Where these wooden boxes of invaluable police records may later have been cached is a good question. Storage space in the crowded DPS building simply does not exist.

Whenever secure space for the necessary files and cabinets can be provided to the Guam Police, the police records-keeping function should by all means be returned to the Police Division. This change is vital to any program for future improvement of the Guam Police operation.

A police crime laboratory is also demonstrably of crucial importance to efficient law enforcement in Guam. The same is true of a standard police identification section. These are both "restoration of function" projects.

All three of the above-mentioned functions were once performed by the Guam Police, presumably with fair competence. The 1954 police austerity policy cut them off. Now government must decide whether the immediate, looming threat of crime rampant in the island does not require that these important police functions be restored.

Training of carefully selected DPS people to take charge of building and maintaining a standard police records system, a modest but efficient police laboratory operation, and a police identification section will seem expensive. It is always expensive to correct and compensate for years of neglect and muddled mismanagement; but in this case there is no sensible alternative—the money must be spent, and the vital police functions restored.

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Radio-communications in the force, thanks mainly to the quiet, competent, dedicated efforts of the police lieutenant-technician who has had communications in charge for a number of years, is in reasonably good shape. Some of the mobile units in use by the force today, however, were Navy "throw-aways" in 1954 and are perhaps 20 years old by now.

In 1954, it was noted that radio

"signal quality through the island is in need of improvement, and antenna height seems to be the answer. A 90-foot tower is on order and plans are in the making for its erection on nearby Agana Heights to provide an antenna height of about 275 feet above sea level as compared with the 90-foot elevation now possible. The Agana Heights location will permit miles of unobstructed radiation."

The 1954 idea of an Agana Heights transmitter location was later abandoned in favor of a transmitter located in the newly constructed Guam Memorial Hospital--where the police transmitter remains today. This site has also proved unsatisfactory.

Early in 1962, negotiations with Navy were begun to obtain permission to locate the police transmitter on the peak of Mt. Alutom, where the Navy already has a typhoon-tracking radar installation.

Tests conducted at the time showed no interference with the island's commercial TV picture, broadcast from the same peak. As this report is being written, word comes that Navy has rejected the territorial government's request, reportedly because of likelihood of interference with the TV picture.

There is a well-understood, definite, long-standing need for relocation of the government's public safety radio transmitter to some point on the island which is high enough to permit island-wide reception by all mobile units. The expense and effort involved in shifting the broadcast to higher ground would not be very great. Effective, reliable communications is another of the most important prerequisites to effective police performance.

Continued attention by government to the problems involved in shifting the Guam Police transmitter to higher ground is strongly recommended.
At one time, in DPS, in answer to complaints from the public that the police had a number of phones in their various offices, all with different dial codes, and that requests for police services, etc., were being confusingly referred from one office to another, a manually operated telephone switchboard was installed in the police headquarters.

For reasons not now clearly understood, it was decided to locate the switchboard in the midst of the noise and confusion of the Police Division's large public room, previously described. This arrangement proved unsatisfactory. The switchboard was later removed. Telephone communication with the police and with other DPS offices is now back on the previously-proved-unsatisfactory basis of straight-line phones, all bearing different numbers, located in various offices.

The public at large communicates with the police over three straight-line phones, all bearing the same number, and all answered by the desk sergeant. His desk is located in the afore-mentioned large public room.

Ready communication between the police and the public being critically important, especially on an island as poorly patrolled as is Guam, reconsideration of a PBX switchboard for the DPS building is strongly recommended. A sufficient number of incoming trunk lines should be provided to handle today's peak volumes of telephone traffic, with provision also now being made for future increases in volume.

Internal communications within the DPS building are greatly in need of improvement. Installation of "call-master" telephones at the key desks throughout the building would seem to be a very practical solution, from the standpoint of increased coordination and efficiency. Telephone intercom lines and signals between key DPS desks also unquestionably would prove to be an economy. At present, calls to and from the Director's office connecting with other phones in the small DPS building are dialed through the island's central switchboard. The same is true of calls between DPS divisions.

It is usual and customary, elsewhere, for public safety services radio traffic to be monitored by means of office-installed monitor speakers located near the desks of the officials responsible for the various public safety functions. It is also desirable to provide for the recording of all radio messages on tape or dictabelts. Recording of messages and responses is automatically accomplished by a voice-operated relay system.
The taped records are reviewed from time to time, whenever accurate recall of questioned instructions and responses is desired. Some organizations provide for routine spot-checking of the tapes by communications officers.

If DPS funds should ever be increased to permit normal police operations, improvements in phone and radio communications should receive serious, early consideration.

For a number of years, responsibility for conducting periodic inspections of motor vehicles in use on the island's streets, roads, and highways has by law been vested in the Department of Public Safety. A casual drive about the island today would convince any reasonably interested and observant person that the Guam Police's motor vehicle inspection function is not being adequately performed.

It should be. To a very considerable extent, the safety of the island's motoring public is daily imperiled by the continued, uncontrolled operation of unsafe vehicles.

The government is, of course, aware of the growing danger to public safety stemming from the almost complete and total inability of the Guam Police to provide proper motor vehicle inspections and controls.

Early in 1962, a proposal was made by government to the Legislature that the motor vehicle inspection function be reassigned to the island's commercial garages on a fee basis. The Legislature very wisely decided it would have none of that, but it did act to make available the sum of $18,000 for the construction of a police motor vehicle inspection facility and for the purchase of needed testing equipment.

One item of expensive, brake-testing equipment is already on hand and available; this machine was purchased (or otherwise acquired) several years ago, and has long been held in storage at the Guam Penitentiary.

Many months have elapsed since the inspection station construction appropriation was voted. Thus far, no visible evidence of any design or construction activity has been noted.

The only feasible location for such a testing station is on vacant land of the square in which DPS headquarters now stands. It may happen that the long-ago appropriated building funds will be obligated before the appropriation authority lapses—but this is by no means assured.
Detailed plans, specifications, and instructions for building and operating a motor vehicle inspection station were hopefully procured during the writer's stay in Guam. These were left with the police acting lieutenant in charge of the traffic section. They should prove to be of value, if and when a beginning is made in the building construction program.

In the meantime, the Guam Police will continue to make casual inspections of vehicles brought in for drivers' license testing purposes. Since no established standards for rejection during such inspections now exist, the value of casual inspections is small.

For the same reason, rapid, roadside inspections made by the police along the highways during their occasional "road-block" operations result in the correction of only the most obvious and demonstrable vehicle faults. Among these readily observable faults might be listed: lights not operating, no brakes, no horn, etc.

By conservative estimate, Guam annually licenses at least a thousand cars which could not pass a reasonable, scientific test of safe roadworthiness. The police do not, at present, have the facilities or the testing competence to rule these vehicles off the island roads.

The present head of the Guam Police traffic section should be dispatched to Honolulu to work for a month with the traffic police of Oahu. During his stay, he should devote sufficient time to vehicle inspection to become thoroughly familiar with the techniques, skills, and problems incident to such an operation.

Upon his return to Guam, he should be asked to present a detailed program for constructing, equipping, and staffing a motor vehicle inspection operation. This is the recommended, sensible approach to making an immediate beginning and a very worthwhile improvement in the existing poor state of public safety motor vehicle inspections.

As government dawdles over spending the already appropriated construction money, (which must be spent soon if the present high rate of highway injuries and death is ever to be effectively reduced) death takes no holiday.

When and if the talked-about vehicle testing station becomes a functioning reality, the first vehicles to traverse the "safety-lane" should be the official vehicles of the Guam Police.
The Guam Police set up auto check-points on the highways from time to time. In the dragnet, a good number of license discrepancies are discovered, along with a variety of the more obvious sorts of vehicle deficiencies.
As of October 1961, the Guam Police were operating 37 vehicles. The oldest was a 1942 Ford Jeep. Eleven other Jeeps were '51, '53, and '56 models. Seventeen cars were aged from 1-6 years. One panel truck was 8 years old. Seven motorcycles were aged from 1-6 years. Twenty-four of the 37 vehicles were deemed by the writer to be unfit for police use, either because of advanced age or excessive mileage.

Vehicles to serve as police radio-cars, acquired in 1962, turned out to be 6-cylinder, economy-type sedans yielding excellent gas mileage, but proving to be disappointingly low in power. The police have requested a grant of government purchasing authority providing for their future use of standard police interceptor-type sedans, possessing the fleetness and agility needed by police everywhere to handle the many demands made upon their time. Whether recommendations previously submitted urging such an upgrading of police transportation have as yet been honored is not known to the writer.

These recommendations to give the Guam Police better cars are hereby renewed. It is important that the Guam Police be equipped with standard, modern police tools, if they are ever to do an adequate job.

Many communities routinely assign two patrolmen to each radio-car. Some assign one. Others use one-man cars in the day time; two-man cars at night. In Guam, one-man patrol cars at all times is the rule, principally because of critical shortages in police patrol strength.

Elsewhere in this report, mention has been made of the fact that the Guam Police rarely enter and check the taverns and nightlife spots of the island as a feature of their preventive crime-patrols. Insults and challenges are said to be the invariable lot of any solitary patrolman who enters such a place. In 1956, a "riot squad", headed by a police sergeant, had to be organized for the special purpose of visiting and controlling disorders prevalent in night-time drinking places.

Tavern-keepers apparently soon became convinced that the police were operating in "restraint of trade", for the 1956 special grog-shop patrol functioned for a short time only, and then was disbanded.

Military police patrol teams today regularly and frequently visit the taverns. AFP jurisdiction extends only to Armed Services personnel; however, these good men gladly pitch in to assist the Guam Police, whenever reinforcements are needed.
THE GUAM POLICE MOTORCYCLE SQUAD

Boots and breeches are not supplied. Sidecars have not as yet been tried in Guam.
As the situation now exists in Guam, no Guam Police patrolman 
on duty and in uniform, would care to enter a crowded drinking spot 
at night, except in response to radioed instructions, usually broad-
cast only after trouble has already been reported. Even in these 
circumstances, the arrival of a solitary patrolman precipitates a 
new outbreak of disorder.

Handicapped as the Guam Police are by the government's police- 
demoralizing "prompt release" arrest policy, which obliges them to 
release a fighting drunk as soon as he has sobered a bit, patrolmen 
are understandably reluctant even to respond to "trouble" calls at 
the taverns.

Limited observation of police handling of such situations left 
the writer with the impression that more effective measures than 
can and should be employed by the Guam Police whenever they have received a report of violence and disorder in a public place.

Today, after a patrolman has arrived at the scene, and has 
ascertained the identity of the brawlers or troublemakers, he 
probably will attempt nothing more than remonstrance, and this 
delivered in a most hesitant and unconvincing manner, He will 
then depart as hastily and as gracefully as possible.

In most communities, police summoned to scenes of disturbances 
proceed to quell any disorder found upon arrival; they seek to 
learn what violations have been committed (and by whom) before 
their arrival; and they then proceed to effect retributive arrests 
of any persons found to be drunk, disorderly, combative, or other-
wise meriting police attention. Arrest powers of the police who 
are functioning at public disturbances necessarily must always be 
broader and more inclusive than they are under less potentially 
explosive circumstances.

The Guam Police, however justly, feel that their authority 
today is every bit as technically limited and ineffectual while 
they are operating at scenes of public disorders as it is else-
where.

For instance, two tavern customers may argue loudly and even 
exchange blows. Other customers may intervene. A potentially 
explosive situation is created. The proprietor of the tavern may 
then send a messenger to notify the police. When the Guam Police 
eventually arrive, the fighting usually has stopped. Threatening 
glances and occasional bitter words, however, may still be observed,
and the atmosphere may still be charged with tension. The proprietor points out the troublesome customers to the police and perhaps wants them removed; but he usually says he will not swear an information against them, fearing damage to future business.

If the combatant customers and their friends (some or all) happen to be Armed Services personnel, the Armed Forces Police will take their own out, will establish identities, and will then either hold the military persons over night, or will release them on their own promise to return promptly to their quarters. Disciplinary actions in such cases may or may not be consummated later, depending upon the circumstances.

Civilian roisterers, on the other hand, may greet the Guam Police with insolence; may very well decline to leave the place; and may barely restrain their conduct within broadly elastic bounds of intolerant flaunting of law enforcement authority while the police are present. The same persons may (and frequently do) defiantly create new disorders after the police have departed. A solitary police officer is greatly handicapped in dealing with these situations—and such disorders are fairly common in Guam.

Several recommendations would seem to be in order here. As soon as the strength of the Guam Police patrol force can be sufficiently increased, force management should assign two patrolmen to each patrol car on all night watches. The teams of patrolmen should be reindoctrinated and specially trained, and should thereafter be required regularly to visit the night spots on their beats and to maintain order.

The government should make it a rule to keep over-night persons arrested for drunkenness, disorderly conduct, disturbing the peace, resisting arrest, or assaulting a police officer. At the very least DPS policy should provide for holding such prisoners in custody until the next occasion when court is in session.

Prosecutors should be prepared always to press vigorous presentations of the charges laid against this type of offender. The government should seek the cooperation of Island Court judges in providing uniformly stiff penalties for all persons found guilty of public roistering or of police harassing offenses. Police management should reindoctrinate and retrain patrolmen in better understanding of the importance to the community of their requiring a full measure of respect for the police uniform at all times, under any circumstances. The Guam Police uniform was once worn with pride in Guam, and this high pride in the police service must somehow be restored.
In American communities where a realistically high value is placed upon government's providing for police services of the highest quality, government customarily offers certain uniquely attractive benefits to public safety employees. These will be above and beyond benefits offered to civil servants working in less hazardous and less strenuous capacities.

Among these usually provided special benefits are: better salaries, more liberal sick leave benefits, furnishing of smart uniforms and good police and fire equipment, a younger retirement age, liberal pensions for families, and a better retirement system --especially with reference to physical disability retirements.

Guam presently furnishes the barest minimum in uniforms and equipment to its police, penal guards, and firemen. It budgets $56 per man, per year, for this purpose. (The cost of a Guam policeman's uniform, plus equipment worn on the person, is approximately $150. The $150 provides for one of each item: shirt, trousers, cap, etc.)

The minimum age for optional retirement of police and firemen is 55 years, whereas it is 60 years for other civil service employees. In every other feature, Guam's civil service retirement plan is exactly the same for police, guards, and firemen as it is for clerical employees.

Public Safety employees who are injured and permanently crippled in the actual performance of hazardous duty collect no retirement fund annuity at all, unless they have been at least five years in the service.

Any retirement fund disability annuity which is granted is calculated on the basis of a standard formula in which long years of service must have been previously rendered; if the employee is to receive an amount sufficient to support him.

If the policeman's retirement results from permanent crippling, incident to injuries received in line of hazardous duty, the net amount he receives is in any event 10% less than he would receive if he had not been injured, but had merely elected (after age 55) to retire.

Guam's policemen and firemen deserve better than this. Before the government achieves its purpose in providing to the people of the island police, fire, and penal corrections services in which the government and the people can feel a justified pride, certain long-postponed improvements in the relative status and benefits of public safety employees must be accepted and placed in effect.
Because of the constant hazards to life and limb, routine exposure to extremes of weather, extra demands placed upon off-duty time of police, penal guards, and firemen, and the necessity for irregular days and hours for their scheduled duty, these employees should have, first of all, government-financed, free medical and surgical care.

Their sick-leave benefits should be double those afforded to other government employees, and when injured in line of duty, any amount of convalescent time required, in the discretion of the attending physician, should be allowed.

If and when judged to be physically unable to continue to perform duty—and these should be medical judgments—the public safety services professional, career employees should be retired with generous annuities regardless of age. If their career-terminating disabilities are medically evaluated as having been incurred in line of duty, or as having been aggravated by performance of duty, the retirements should be at the same maximum annuity rate as allowed to public safety employees with long terms of service. In addition, service-connected disability annuities should be tax-exempt, in whole or part, in proportion to the degree of the disability rating.

The minimum optional retirement age for police, fire, and penal guard public safety employees should be 50 years, instead of 55. This measure alone will serve to attract better qualified persons, and will also serve to keep the three strenuous career services weighted with a preponderance of younger men.

Pensions for surviving spouses and young children should be available promptly, in the event of the demise for any reason of public safety employees, including those who may die while still actively employed, as well as those on the retired list. Survivors' pensions should in no case amount to less than one-half of the current active pay scale for the rank last held by the deceased. Depending upon the number of children less than 18 years of age remaining in the family, the basic, half-pay spouse's pension allowance should be subject to increases by reasonable stated amounts. These family pensions should also be tax-exempt.

Proposal of attractive fringe benefits such as these for employees of Guam's revitalized Department of Public Safety perhaps will come as something of a shock to the government's ultra-conservative, cautious, frugal, fiscal officers, who have labored so long and faithfully in an administrative climate which has placed great emphasis upon general public medicare and education, with little room left for concern about public safety.
The time has now arrived in Guam, nevertheless, when a general shift in governmental emphasis must be made. Postponement of improvements in public safety, evasion of the present clear call upon government to face up to reality, inexorably must be followed by a full tide of expensive and heart-rending misfortunes, unhappiness, and human misery, which already threaten to inundate the island people. Very fortunately, lawlessness and its accompanying cynical corruption of the morals of the people have, thus far, made no great inroads.

The Honorable Thomas J. Dodd (Dem.), United States Senator from Connecticut, Chairman of the Senate’s Special Sub-Committee on Juvenile Delinquency, speaking in 1962 at a Washington Board of Trade luncheon, said (quoted in part):

"The questions we must ask at this time are why and how crime spreads and multiplies...."

"It has long been maintained by experts on these problems that delinquency is learned by the young from the old, by the immature from the mature, and by the innocent from the vicious...."

"It is sometimes carried out by deliberate, planned seduction. An example is the deplorable traffickers in narcotics and other dangerous drugs who transport these poisons into the United States and literally inject crime and vice into the veins of thousands of young boys and girls every year, by killing in them the will to live a normal life, by destroying ideals, by wiping out morality, and by reducing these youths to the state of walking 'zombies' moved about only by force of the chemicals in a dose of heroin or morphine."

Guam is the only port of the United States (or at least is one of the very few such communities) where travelers arriving from abroad do not pass through Customs. This fact is at once an advantage and a disadvantage. One of the grave disadvantages lies in the ease with which quantities of heroin could be imported for distribution in the island.

Heroin is a whitish powder, which constitutes the main staple in the world-wide narcotics traffic. Its addictive quality is much greater than morphine. Heroin is produced in large quantities in government laboratories located in Red China, through the processing of opium from poppies, mostly grown in Yunnan.
The evil drug is trans-shipped through Thailand or Burma to Hong Kong. Heroin is not difficult to purchase in its pure state, in quantity lots, in Hong Kong for a price in the neighborhood of $2,000 per pound. Purveyors "cut" or adulterate the pure drug by adding many times its weight of another (harmless) white powder, called "sugar of milk."

By the time an addict purchases his quarter-ounce or less from a "pusher", the heroin content of the powder he buys is perhaps 1/20th of the powder's weight and bulk. This means that the $2,000 pound of pure heroin, as first purchased abroad, has been by 100-200 times multiplied in its value to the "pusher" who directly supplies the addicts (a simplification, but one serving to point up the tremendous profits, which tend to keep the narcotics traffic alive).

Why does Guam need to fear the inevitable future introduction of heroin into its hitherto dope-free economy? Because the island is nearer to Hong Kong than is any other part of the United States. Because Guam has no customs barrier, involving search of baggage, etc. Because the island people have not been indoctrinated with knowledge about the starkly horrible degeneration of the human personality which is closely attendant upon drug addiction. Because the island's youths are frankly receptive to new "kicks." Because the island's single law enforcement agency is almost completely lacking in the knowledges, techniques, and skills necessary to the mounting of an effective, modern, narcotics enforcement program. Finally, there is danger because of the enormous profits attaching to illicit drug distribution.

In moving now to prepare to counter the ever-present danger of the introduction into Guam of illicit narcotics, government will do well to transfer its one very capable, trained narcotics enforcement agent from the Department of Finance into the Guam Police detective bureau. This man should conduct a comprehensive indoctrination course for the Guam Police, concentrating a major portion of his effort in training the police detectives in the special skills, techniques, and procedures employed by narcotics enforcement agents.

The Federal Bureau of Narcotics, an agency of the United States Department of the Treasury, conducts a 2-week training course in Washington, D. C. This course is free and open to the Guam Police. It is recommended that government arrange to send the officer in charge of the Guam Police detective bureau, or his assistant, to receive this very valuable free training. This move alone might well prove to be the "ounce of prevention" which will save some of the island people future heartbreak and endless misery.
Little more room exists in this chapter, or in this report for further detailing of presently existing Guam Police problems and handicaps. They are too many. Law enforcement in Guam has had, since 1950, little resemblance to the usual American community's governmental function described by that name. This difference may best be accounted for by the remote location of the island, and its effective, virtual isolation from the world through strict naval control of visitation.

The more important, recommended approaches to improvements of the force surely, by now, must be fairly clearly understood. However, summarization will do no harm.

1. The critical importance of high-quality law enforcement to the community must somehow be learned and accepted.

2. Instead of 3% per annum of government's operating funds, the Guam Police must have 12%. (In other communities the police receive 25%.)

3. Off-island training for key police personnel must be encouraged and financed by government.

4. Salaries and other police employee benefits must be greatly improved, and the police jobs made more attractive.

5. Police recruitment standards must be raised; in-service training must be improved; and individual professional improvement must be encouraged.

6. The strength of the force must be increased by 50%; the force must be reorganized; and a new records system must be established.

7. Reindoctrination to effect a change of perspective within the force must be accomplished. The Guam Police now believe that their purpose is almost exclusively traffic patrol. Their real purpose is, and must be, crime-prevention patrol, with traffic secondary.

9. More police space, in a better arrangement, is a critical necessity; the police need to set up their own basic records, establish a crime laboratory, and resume their former identification function.

10. Improvements in police radio and telephone communications are essential prerequisites to general improvement in the effectiveness of the force.

11. Improved vehicular equipment is basic to increased police efficiency.

12. Re-establishment and enlargement of the Guam Police detective bureau is urgent. Narcotics control must constantly be emphasized. The Vice Squad should be returned to the detective bureau.

13. Production of a new manual of rules and regulations and several new procedural manuals is essential to future, improved police services.

14. The Guam Police's long-dead, formerly excellent Youth Aid Program must be revived and vigorously supported.

15. The so-called village patrolmen should be either returned to headquarters control, and henceforth be subject to assignment to crime-prevention patrols, or they should be separated from the force and their future salaries budgeted under the appropriation item entitled "Commissioners of Guam." In the latter alternative, they should have a distinctive uniform and badge.

16. Expend the $13,000 already appropriated for the construction and equipping of a motor vehicle inspection station. Train the man who will be in charge of the auto inspection program. Let the police function freely to rule unsafe cars off the island's roads and highways.

17. Arrange for holding military persons who are arrested for crimes answerable to the island courts.

18. Arrange for an island grand jury, for a bail-bond system, and for scrapping of the present, pernicious, "prompt-release" arrest system.
19. Open numerous Jeep-patrol trails through the impene-trable "boonies"; increase the number of police patrols; change to 2-man patrols at night; require patrolmen regularly to visit and police the taverns and trouble-spots.

20. Increase the rank of the Police Commander from Captain to Major, and send him to the FBI National Academy.

21. Eliminate the present, controversial, 10% hazardous duty pay bonus concept, and simultaneously raise the pay of all DPS employees (except the Director) by 10%.

22. Adjust the salary of the Director of DPS in accordance with the recommendation advanced by the 1960 Donaho Report.

23. Give careful consideration, looking to the adoption of certain staffing features and pay differentials, as proposed in the Annex to this report.

There remain several hundred other thoughts, hints, anecdotes, and suggestions in the writer's notes, of which dozens offer most enticing possibilities for elaboration. However, the 23 above-listed recommendations fairly summarize the important present needs of the Guam Police.

It is estimated that this entire recommended program can be "purchased" by government as a complete package at a cost which would be well within the suggested, future minimum 12% of government's annual operating funds. All that now remains is for government to resolve to shift priority funding emphasis for the first time to Public Safety--where it should have been during all of these many long, lean years!
Chapter Five

FIRE DIVISION

Prior to 1950, whatever quenching of fires was accomplished in the island was done by volunteer bucket-brigades or by Armed Services fire-fighting units. The first civil governor moved promptly to improve this aspect of the new public safety service. In his fiscal year 1951 report he proudly recorded:

"The Territorial government established its own fire protection organization and trained a group of firemen to man the equipment."

As of this writing, Guam's Fire Division has been in existence about 12 years. In this brief time, Guam's fire-fighters have tripled in number and have greatly improved in efficiency. Somewhere along the line, a Dalmation dog was acquired for Fire Headquarters, but the traditional brass pole still awaits the construction of a better housing facility for the Fire Headquarters than is presently provided by the ancient, open-front quonset at Tamuning.

It is interesting to note that Guam's entire governmental operating expense during the first year of civil government amounted to a figure approximating $5 million. This tidy sum included $57 thousand for the Judicial Branch.

The budget proposed for fiscal year 1963--12 years later--totals $13½ million, exclusive of the expense involved in operating Judicial Branch. Budget growth from $5 to $13½ million would seem to represent a 12-year Guam government costs-expansion somewhere in the neighborhood of 175%. This apparent growth rate is not, however, the true growth rate. Each year during the period creeping inflation in our economy devalued the dollar approximately 3%. Viewed in this light, the annual expenses of government in Guam have actually been increased by approximately 80%--a relatively modest rate of growth.

During the first few years of Guam's civil government, the budgets for the Department of Law (Attorney General) and the Department of Public Safety were lumped together. The first indication which appears in the record showing separation of Law and DPS budgets is found in the Governor's Report for Fiscal Year 1957. The ratio of the two departments' relative budget sizes in that year was 1 to 10--with DPS the larger. It may be safe to assume that the ratio between the two budgets was about the same in earlier years.
If this is approximately true, DPS has "never had it so good", relatively speaking, as in 1951, when it spent about 12% of the total of government's operating and capital improvement funds. Contrast this with a 7% of government's total operating funds which has been programmed for DPS in 1963.

The 1963 DPS budget amounts to a million dollars. In 1951, the DPS share was in the neighborhood of $656,000. Making allowance for an approximate 35% depreciation in purchasing power of the dollar during this period, we find that, although the government as a whole is spending 80% more each year, after 12 years of growth, DPS is still spending about the same annual amount in 1963 as in 1951.

It is of great significance that as the first decade of civil government progressed, and as the government's revenues increased, (along with annual government expenditures), the proportionate amount of its total funds, which was allotted by government to the Department of Public Safety gradually declined from 12% to 7%.

The record speaks for itself. Scanty provision which has ever grudgingly been made for a 12-year growth expansion of Guam's public safety services has been frugal to the point of recklessness in government's gambling with economies in the services which are basic to community living.

The Department of Public Safety, which along has had the major responsibility in Guam for protecting the island people from the ravages of fire, crime, criminals, typhoons, and at times for planning escapes from the hardships of future wars, today plainly shows the blighting effects of a long-continued funds starvation.

Fire protection, as a new concept of civil government's service in Guam, has had through the years, by grace of the government's special favor, as will be shown, a slightly more favorable climate in which to grow and improve than have the other DPS services.

Fire Division's growth has been largely at the expense of the police, robbing Peter to pay Paul. The proportionate DPS share of government's total funds has steadily diminished, year by year, from 12% to 7%, during a decade of pinchpenny government financing. Fire Division budgets, within the department have at the same time shown a steady growth.

Stimulated by even this slight advantage, Guam's young fire service has consistently performed well, and Guam's firemen of today inspired since 1956 by a 10% pay bonus differential, have
earned a great deal of credit for their demonstrated stability, reliability, efficiency, and dedication to the public service.

The original Guam Fire Division had a Fire Chief and an Assistant Fire Chief. Sixteen firemen completed the division roster.

The 1951 fiscal year record reports 7 pieces of fire equipment already in use with 3 new pumpers on order. Only 83 fire alarms were registered during the year. Location of the main fire station of that early day is not recorded, but it is believed to have been established, even then, in the dilapidated old quonset located on Marine Drive, in Tamuning, where Fire Headquarters still stands. The opening of an unmanned fire substation in the southern village of Inajar at was also noted in 1951.

Guam's new Fire Division in its second year of operation had 101 fire alarms to answer. An assistant fire chief from Honolulu was imported for the purpose of organizing and training the Guam firemen. This man spent 3 months with the Guam Fire Division.

When he departed, Fire Division had a Fire Chief, an Assistant Fire Chief, a Fire Captain, 2 Fire Lieutenants, 4 Engineers, and 11 Fire-Fighters.

An early gain of 2 employees in Fire Division was recorded, in 1952, while the Guam Police lost 33, and the Department of Public Safety lost 25.

In the third year of its operation a better-trained and vastly better-equipped Fire Division answered 101 alarms, opened two new, modern, manned fire stations (Sinajana and Barrigada), added 3 new 750 GPM pumpers to the division's equipment inventory, and sent one man to Honolulu for training in fire-prevention and fire-fighting.

The Fire Chief's job had been vacated by this time. It was never to be filled again.

The division was for this year only placed in charge of an Acting Fire Chief. Last year's Fire Captain, 2 Fire Lieutenants, and 4 Engineers were still hanging on. Fire-fighters by this time had been increased to 19, a gain of eight. The police, as might be expected, lost exactly eight men in 1953, while DPS was regaining three.
GUAM VILLAGE SEAT-OF-GOVERNMENT

A typical Guam village police and fire sub-station. The village commissioner (mayor) usually has his office here. Sometimes also space must be found for a public health headquarters office.
In its fourth year, Fire Division gained 2 more men (ranks not shown), while the police lost 26—the police at the same time were accepting a major new responsibility for staffing the penitentiary.

DPS dropped 44 in total number of its employees in 1954. In addition to that cut-back, a general DPS austerity program also was commenced. The new program consisted of effecting economies by holding numerous DPS job vacancies unfilled.

Volunteer fire units were organized in the villages, and more unmanned fire equipment was distributed 'round and about the island for volunteer use.

The five-year-old Guam Fire Division in 1955 boasted 40 members, a gain of eleven. The Assistant Fire Chief also by then had vanished from the scene (never to return), following the former Fire Chief. During 1955, the Fire Division was finally placed in charge of a Public Safety Captain.

A polite fiction in 1955 began to be propagated by government to the effect that all officials of the Department of Public Safety, including sergeants, possessed the background and training to qualify them to serve equally ably in the two principal public safety services.

By June 1956, the Director of Public Safety was being quoted in police professional journals published on the mainland to this effect:

"All administrative positions in the fire and police divisions are interchangeable. Only the positions of firemen and patrolmen are specific to their respective divisions. That is, a fireman is ordinarily not transferred to the police division, or vice versa. But a sergeant or other administrative officer may be shifted from one division to the other, since he is qualified to handle either position."

The government's latest official fiction, as of 1963, is the direct antithesis of its 1956 doctrine. Henceforth, so we are told, government plans to recruit a new type of all-purpose employee, to be called "Public Safety Officer." Officials of the various DPS divisions will continue to be employed in only one professional capacity!
The truth and reality of the DPS situation—past, present and future—probably more nearly resides in this summarization:

Since its founding in 1950, there undoubtedly has been an undue amount of aimless shuffling about of personnel in the employ of the Department of Public Safety. Perhaps as an unforeseen consequence of such inter-service transfers, most employees of DPS today are sufficiently familiar with the work of the other divisions as to be able to reinforce the regulars when emergencies require it.

Personnel shuffling is not recommended, however. The net effect has not been to increase specialization and professional efficiency, but to reduce it.

The sooner aimless shuffling about of DPS personnel is stopped, the better. Very few of the DPS employees in any rank have the range and versatility to excel in more than one profession.

Fire Division in 1955 had 1 Captain, 3 Lieutenants, 5 Sergeants, and 30 Firemen. One fireman was by then available for stationing in each of the 3 villages where fire-fighting equipment had previously been left unmanned, ready for volunteer use. These 3 men were placed in charge of the village volunteer companies, and presumably supervised their training and drills.

A very important mutual aid fire-fighting agreement between civil government and the Armed Services was signed in 1955. Each force agreed henceforth to assist the other, if needed, regardless of the fire's location.

The Fire Captain in 1955 was brought in protesting from his office at Fire Headquarters in Tamuning to work thereafter from an office at DPS headquarters, in Agana. Exactly when he rebounded back to Tamuning is not known, but he is back there again, as of this writing.

By 1956 the strength of the Fire Division had temporarily been stabilized at 40. Police Division regained 8 men from the DPS Service Bureau, and DPS lost only 2 employees from its total strength.

The Guam Fire Captain was very generously treated by Navy to a several-weeks' course in Navy's structural fire-fighting school, located at the Naval Supply Center, Oakland, California.
While he was off-island, the Fire Captain visited and studied with several departments on the mainland and in Honolulu.

Thirteen additional fire trucks were acquired. Eleven were from salvaged military surplus. Many of these were too far gone to restore, and were not used. Fire alarms answered in 1956 numbered 198. Two very large fires were recorded. One of the fires ravaged over 20 square miles of undeveloped land, and the other burned fiercely for many hours in a large junkyard. The explosion of stored, live ammunition added considerable hazards to fire-fighting during the junkyard blaze.

This was the first year of payment of the 10% hazardous duty pay bonus to members of Fire Division.

Fire prevention in 1956 began to be emphasized in programs initiated and managed by Guam's firemen.

In 1957, its seventh year of operation, Fire Division may or may not have been enlarged or reduced in strength; the record does not show. However, 231, fire alarms were answered. Sixty fire-drills were held, including a fire-quenching display staged at the Paseo for the edification of the general public.

School children in considerable numbers toured the various fire stations, and listened to explanations of fire-fighting techniques. Here they also learned about the importance of fire-prevention.

Forty-eight island familiarization tours were arranged for fire-fighters as part of Fire Division's in-service training program. Visits by groups of firemen were made to various villages and also to some of the island's unpopulated areas.

A few members of Fire Division attended a Fire Prevention School held at Anderson Air Force Base. One fireman studied for 7 weeks in a fire-fighters' training school at Minneapolis, Minnesota.

By 1957, Fire Division had begun an island-wide fire prevention inspection program, covering public buildings, schools, theatres, business establishments, homes, farms, etc. Fire extinguishers in all public buildings were regularly inspected and serviced, as needed. A new Fire Division service of inspecting brush and trash piles prepared for burning was instituted. About 1,300 permits to burn were issued during the year.
One notably large brush fire covering four acres of Nimitz Hill was fought for 16 hours in conjunction with Navy fire units.

Two hundred and eighty-five alarms were answered during Fire Division's eighth year. The strength of the division in 1958 is not recorded.

By then, as the record shows, three main fire stations had been established. These were located, as they are today, in Tamuning (fire headquarters), Sinajana and Barrigada. Six of the outlying villages had one-man fire stations by 1958.

In-service fire-fighting training was emphasized, utilizing Fire Division instructors trained during the previous year at Anderson Air Force Base.

Fire Prevention Week, first introduced in 1957, was publicized and observed again in 1958—and later it was renewed in all subsequent years. Off-duty firemen were again called in for unrecompensed additional service during the big week, and a concentrated major effort was mounted to eliminate the island's fire hazards and hazardous practices.

Two notable 1958 fires were recorded. One completely consumed a Mangilao church. The other destroyed a combination residence-store-movie theatre in Merizo.

In 1959, the number of reported fires increased by nearly 20%. Three hundred and forty-nine alarms were answered. Nine major, dry-season, grass and brush fires were recorded. Extinguishing each of these trade-wind-fanned blazes required the entire strength of the Fire Division, amply reinforced by military units.

Inspections, brush-burning by permit, fire prevention education, and other good programs—including Fire Prevention Week—were continued as carry-over measures from previous years. Fire-fighting demonstrations for the public were again held in conjunction with the military fire companies.

In January 1959, the Governor wrote to the Speaker of the Guam Legislature and vigorously objected, on principle, to the continued payment of a 10% hazardous duty bonus allowance to Guam's firemen.

He pointed out that the element of hazard is greater for police than for firemen, and suggested increasing the basic rate of compensation for both services, after providing for new sources of additional revenue. (The new sources of additional revenue, to wit, increased taxes, were provided in 1962.)
By 1960, four additional firemen are shown as having been added to the Fire Division roster since noses last were publicly counted in 1956—a gain of one man per year. DPS in 1956 boasted 170 in total strength, as compared with its 1956 roster of 164. Police and Penal guards in 1960 numbered 113, as compared with 102 in 1956. However, in this year (1960) a new Penal Division was created, and the police were required to furnish 25 men to staff this new division.

General Administration Division was also created at this time. The police lost their Records and Identification function to the new division, along with sufficient personnel to staff it.

Fire Division records were separated from other DPS records in 1960, and were transferred to Fire Headquarters in Tamuning.

Fire alarms decreased by 17.8%. Estimated fire damages, however, increased by 46%. Fires recorded numbered 286.

Thirty-nine employees of Fire Division attended a training program staged at Anderson Air Force Base by the Fire Protection and Aircraft Rescue Division of the United States Air Force. Island familiarization tours for firemen were held again, as well as the usual, annual fire prevention program, featuring public drills and displays.

The entire record for 1961 is not available, but the number of fires reported was greatly reduced, from 266 to 104. By October of 1961, strength of the Fire Division stood at 45, with ten additional authorized Fire positions not yet filled (for economy reasons).

The Fire Division was by 1961 organized into two platoons, each commanded by a Lieutenant. A Fire Prevention Section was staffed by one Sergeant and 3 Firemen. Manned major fire stations had been increased to four; the latest addition being a 2-man station at Inarajan.

Equipment on hand in 1961 included three Model 1952, 750 GPM capacity pumpers. Inarajan also proudly displayed a 1955 Model 500 GPM pumper. These units were considered to be the best of a sorry lot of mostly salvaged, surplus military fire-engines—the only equipment available to Guam's Fire Division at the time.

Two more Navy surplus 750 GPM pumpers, intended eventually as replacements for a couple of 1942 Air Force surplus, 500-gallon pumpers, had been hopefully acquired by Fire Division in early 1961.
These machines were still patiently standing, awaiting repair in the yards of the Department of Public Works, when the writer left the island in March 1962.

One new 500 GPM pumper was purchased by the government, and delivery had been effected, prior to March 1962. This modern pumper, constituting the first new fire equipment acquired since 1956, was intended for assignment to a new, major fire station which was still under construction at Dededo. Three other venerable old pumpers of 500 GPM capacity were stationed in 1961 at Yona, Merizo, and Umatac.

In mid-1961, several employees of Fire Division attended a 3-week course held at Guam's Trade and Technical School. The name of the course was "Basic Elementary Fire Service Hydraulics." One fireman completed a course in "Life Saving and Water Safety," offered at the USO beach park. Others attended DPS Civil Defense courses in First Aid, Rescue Operations, and Radiological Detection Instrument Operation. Firemen also attended a DPS Training Section course in English Language and Report Writing Procedures.

Fire Division, for a first in 1962, activated a full-time, 2-man Jeep patrol during the dry season, in an effort to reduce the frequency and severity of grass and brush fires.

Shortage of fire supervisors, resulting from 3 long-held-vacant positions for Fire Sergeants, finally influenced the Department of Labor and Personnel to stage promotion examinations in mid-1962. From a total of 35 firemen, only 3 applied to compete for the promotions. Many could not compete because of educational deficiencies.

In January 1962, the record of government's budget proposals established the current strength of Fire Division at 67, and the strength of Police Division at 80. (Parity in strength between the two services seems likely to occur within the near future.)

The controversial 10% hazardous duty bonus pay, long enjoyed by firemen, was again in 1962 proposed by the DPS director. The 10% bonus was also recommended by him as being merited by the police. The entire item was thereafter, somehow, quietly and totally eliminated from the government's budget proposals.

The outcome is not known here, but a possibility remains that the Legislature did proceed to vote the bonus pay funds, even though the DPS director's request for such funds was officially deleted by the Governor.
During 1962, a collection of training manuals and professional fire service publications was obtained from the justly celebrated, outstanding Fire Department of the District of Columbia. These materials were turned over to the Guam Fire Division Captain to constitute a nucleus about which a more extensive professional training library could be built.

Correspondence was initiated with the following-listed fire service research organizations, in the expectation of getting Guam's Fire Division placed upon their mailing lists. Each of these agencies regularly distributes free, valuable, professional publications:

The National Board of Fire Underwriters,
Committee on Fire Prevention and Engineering Standards,
Research Division, 85 John Street,
New York 38, New York.

National Fire Protection Association,
60 Batterymarch Street,
Boston 10, Massachusetts.

Underwriters' Laboratories, Inc.,
161 Sixth Avenue,
New York 13, New York.

Federation of Mutual Fire Insurance Companies,
20 North Wacker Drive,
Chicago, 6, Illinois.

Contacts were also established in 1962 with a number of state-side companies and agencies having training films of various sorts to lend, including many of interest to the Fire Service.

At last advices, the DPS training section was not equipped with a movie or slide projector, and had no screen.

Very few of the island's present buildings possess more than one story. Fire ladders and hose-towers are not available in Guam. Fire-fighting equipment at present consists mainly of pumpers --vehicles which carry a considerable quantity of water to the scene of a fire, and which are capable of driving away to a source of supply and refilling, if one tank does not suffice.

Fire hydrants have been for long installed in many parts of the island. Despite a continuing hydrant-inspection program, it sometimes happens--after a fire occurs--that a discovery of no
water or no pressure is made. The highly mobile pumpers then seek another source of supply.

The vehicles of the Fire Division mount 2-way radios tuned to the Guam Police frequency. Messages from Fire Headquarters are first phoned to the police dispatchers in Agana. All observed fire-fighting equipment is well-maintained and is expertly handled by Guam's firemen.

The Guam Fire Division is ably commanded by a vigorous, handsome, and athletic young Fire Captain. Capt. Pedro S. N. Castro is probably one of the best-known and best-liked of all Guam's public officials. Unquestionably, he is the right man for the job he holds. There is every reason to believe that he has been the modest individual largely responsible for building up the Fire Division into the highly regarded, efficient organization that it is today.

Perhaps it has been somewhat due to the general liking and respect in which Captain Castro is held that his division alone, among several in DPS, has had constantly increased personnel strength, has enjoyed 10% bonus pay, and occasionally has even had money to spend for new facilities and new equipment.

In the relatively favorable climate in which Fire Division has developed, since 1950, a good measure of fire prevention and fire-fighting efficiency has been achieved. Morale in the division is excellent, and a general sentiment of trust and approval exists among the island people with respect to their firemen's competency.

Guam's firemen perform two 24-hour tours of duty in one week, and three 24-hour tours during the following week. This averages out to 60 hours per week. The stateside trend is toward straight 48-hour weeks for fire service employees.

It is believed that the present 60-hour workweek of Guam's firemen should now be reduced to 48 hours. Reduction in hours can be readily accomplished by adding a very few additional firemen's positions. Such a change is recommended, but for once the Fire Division's reinforcement should not be at the expense of the Guam Police. The police are at present regularly called upon to perform at least 8 hours of unrecompensed overtime duties per week.

This recommended, well-deserved, fire service reinforcement, accompanied by the recommended change to a 48-hour week, will provide a simple cure for a good measure of the difficulty recently reported by the government in connection with its fiscal year 1963 budget proposals, to wit:
"...there exists a high proportion of firemen's free time while on duty."

On a 43-hour workweek basis, firemen will have little free time. Daily maintenance of equipment, daily physical conditioning and training programs—all very essential to perpetuating the present state of fair efficiency of Guam's Fire Division—will leave little free time for firemen's performance of police or penal guard duties.

Firemen should however, continue to be called upon to reinforce the police in times of police emergencies, and the police should unhesitatingly be thrown in as reinforcements during fire emergencies. Both units should continue to respond to trouble-calls at the penitentiary; and penitentiary employees who can be spared should be sent to assist the police and firemen, as needed, whenever needed.

A great deal more can and should be done by training to prepare one class of DPS employee to render better and more practical emergency services while assisting another division. This is a valuable field of training activity which will appeal very strongly to the present DPS Training Officer. All he needs is a small staff of assistants, (when last observed, this official did not even have an office or a desk—installation of a police armory had crowded him out). Unquestionably, the DPS Training Officer will be able to further improve, through training, the present reasonably good state of efficiency invariably now displayed on the frequent occasions when one type of DPS employee is called upon to assist the men of another division.

Fire Division has thus far managed very well with only a very primitive organizational structure and with fire-fighting equipment mostly comprised of Armed Services castoffs. (With all of the government's demonstrated good-will, the pinch of poverty is occasionally felt, even in favored Fire Division.)

Guam's Fire Captain recently found that he had no emergency vehicle belonging to Fire Division which was suitable to serve as his personal-official conveyance. Since the Fire Captain cannot, at his present salary, afford even the luxury of a telephone in his home, and since he urgently needed immediately available personal-official transportation, instantly ready by day and night, he had to settle for one of the 3 new cars which had just been delivered for police use. When last observed, the Fire Captain was using a new radio-car prominently marked "Guam Police."
CHRISTMAS IN THE TROPICS

The Department of Public Safety’s Fire Division celebrates the Noel in festive manner at a party staged for the firemen’s children. Santa Claus arrived on a big, red fire truck, loaded down with presents.
The police, by this time accustomed to deferring to Fire Division's needs, made no protest, although their own need of the car was perhaps even more urgent.

It is recommended that a proper car or Jeep be purchased for use by the Fire Captain. Such a car was requested in the 1963 DPS budget estimates, but was knocked out at first review.

The pumpers now being used by Fire Division are in reasonably good operating condition, and seem to be the type of vehicle best adapted to Guam's terrain. Some are quite old, and replacements for those should by now at least be under consideration.

If the two big pumpers which sat so long in the yards of the Department of Public Works are there still, and are still awaiting repair, a renewed attempt at expediting repairs might now be in order.

Perhaps--by extension of principle--the fifth civil governor's promise to the Legislature respecting bulldozers, made in a speech delivered on 3 January 1962, might be used as leverage to expedite servicing of fire engines!

"Never again will you see high-priced bulldozers lying idle under a tangentangen grove for weeks in some remote area for the lack of a part or a competent mechanic to keep it in its most productive operating condition.

"Our machinery that we can salvage, plus what little we now have on order and what the Executive Branch will buy in the future is going to be kept greased, painted, and properly maintained for maximum production at all times."

All of Guam's fire engines are in need of louder sirens, of more highly visible (front, rear, and both sides) displays of rotating and revolving warning lights, and of public address broadcast speakers connected into their radio-receivers, so that radio-calls can be readily monitored by firemen working at the scenes of fires.

"Fire-rescue" is a concept (new to Guam) which should now be considered for development in the Fire Division organization. By this is meant the training and equipping of a special group of rescue experts within the division. These specially trained men would be available to respond in teams by day or night to any scene where any rescue problem might require their emergency,
expert handling. Response by these teams should be in a special vehicle equipped with a variety of rescue apparatus. Their vehicle should also be suited to stretcher-case transportation.

Arson investigation experts should now be trained and made ready to respond to every alarm of fire. Arson investigators should routinely search the scene of every fire and investigate the possibility of arson. A report of findings should be routinely submitted by investigators for each fire, even though their reports may mostly be negative.

A fire-boat will eventually be needed in Guam. Such craft may occasionally be purchased from federal surplus. As the commercial port and the boat basin develop, especially if visits by passenger liners are ever approved by Navy, a fire-boat will serve as a very worthwhile and necessary safety measure.

Fire Division badly needs to set up and install a good, standard system of fire service records. The fire service records being kept at present are not even remotely adequate.

If the division cannot promptly demonstrate its ability to install and operate a standard system of fire records, the function of fire service records-keeping should perhaps once again be relinquished to the DPS General Administration Division.

Statistical data needed later in compiling a comprehensive fire-service monthly report, and later still an annual report, should be provided after each fire, routinely, in a detailed occasion report submitted by the platoon commander. This is of primary importance to future expansion of service and to improvements in Fire Division's efficiency.

The usual types of fire reporting data normally reported and analyzed by the better stateside fire departments may readily be determined through correspondence requesting sample monthly reports and annual reports from several stateside departments. Sample report forms should also be requested and analyzed for possible Guam Fire Division adaptation and use.

Membership in professional organizations is just as important for the Fire Captain and his staff as for DPS and police officials. Guam's remote location makes it doubly important for government's career professionals to seek every possible opportunity for keeping abreast of current thinking and new developments in their professions.
A very conspicuously urgent need exists for the early construction of a new and modern fire headquarters. The open-front quonset at Tamuning, which has served for 12 years as a "temporary" fire headquarters should now be abandoned in favor of a new, permanent building located in the same square with the DPS headquarters building.

This recommended, future close proximity of fire headquarters to DPS headquarters will simplify coordination between divisions, will bring Fire Division for the first time under daily public scrutiny and departmental supervision, and will reduce the all-important time of fire-fighters' response in the event of fire occurring in the administrative offices of the government.

Fire Division should faithfully maintain annual spot-maps, upon which locations of fires are graphically portrayed by map-tacks, each-tacks having different shapes for each of the principal types of fires.

At the end of each year a blown-up photo of the spot-map, taken before removing the tacks, would record for the files where fires of the various types occurred that year.

Several years' spot-map photos could be profitably analyzed before decisions are made as to where future fire stations should be located, where the best equipment should be assigned, and where the strength of the division should be concentrated.

Similar records, graphically depicting time of day and day of week, with reference to incidence of fires, would be equally helpful to the proper administration of Fire Division.

Employees' time records in Fire Division are maintained in a slack and inefficient manner. This is true throughout all the DPS divisions, but is perhaps more marked in Fire than elsewhere, for four reasons.

First, the division is not centralized, second, there is little daily contact with DPS management; third, all employees perform unrecompensed and unrecorded overtime services, on occasion, and this fact influences supervisory officers to wink at tardiness and short periods of unauthorized employee absence; fourth, the "honor" system, whereby employees themselves fill out their time-cards (whenever they happen to think of it), encourages cheating.

The cure is for repeated emphasis during DPS training courses to be placed on punctuality and the maintenance of honest time and duty status records. Supervisors should regularly fill out the time-cards each day for their subordinates.
An employee of General Administration Division should be assigned to devote full-time to maintaining departmental time and leave records. Time and duty status for each employee should daily first be entered in a bound book by the departmental timekeeper, and from this bound book, a formal summary sheet should be prepared, as a record suitable for forwarding to the payroll clerks of the Department of Finance.

Any extra hours of duty performed by DPS employees, including supervisors and command officers, should be routinely reported to the timekeeper on a form provided. These hours should be noted in another bound book, maintained by the timekeeper for statistical purposes.

Instances of working-time fraud and deception, collusion, or unauthorized indulgence by supervisors, when definitely established, should be seriously regarded by DPS management.

In any public safety service, efficiency somewhat depends upon control of employee working hours—and control is not possible without the inculcation of a widely accepted doctrine of rigid and specific observance of the sanctity of time records.

The 12-year-old Guam Fire Division has thus far gotten along somehow without any formal Fire Division system of published rules and regulations,—unless the police rules published in 1954 by Director Frack could be accepted as such.

This lack of formalized guide-lines to standards of acceptable employee conduct has unquestionably contributed to a greater prevalence of employee misconduct than would otherwise have been the case.

An instance in point comes to mind. One of the Guam firemen came up for consideration early in 1962 on a charge of public violence and assault upon a cockfight referee. The off-duty fireman was acting as his own "handler" in the pit, as one of his birds was matched. The referee made a ruling of some sort, which irritated the fireman. The latter remonstrated with the referee, and when verbal argumentation had no effect, attempted to assault the referee (at least it was so alleged).

The Guam Police were called; responded; and while investigating, apparently had to warn or restrain the off-duty fireman from a fresh outbreak of violence.

The matter was referred to a DPS Board of Inquiry, which conducted hearings and made certain recommendations.
Review by the inquiry board of the fireman's personnel record revealed that earlier instances of high temper and a marked propensity toward violence, when aroused, had been previously noted.

As matter of record, on one earlier occasion, this man had become unduly disturbed about some matter in connection with his employment, and had loudly and belligerently invited his commanding officer to step outside for a trial of the issue by fisticuffs.

The point of the anecdote is that lacking well-understood, well-enforced rules to govern employee conduct in presumably disciplined public safety services, there can be little discipline. Without discipline, there exists no real efficiency.

If the reader is by now curious at to what came of the cockpit violence case:

1. The board of inquiry recommended the fireman's dismissal, because of an established pattern of uncontrolled high temper, accompanied by violence, and because it was convinced that the fireman had been less than frank and candid in his testimony. (The fireman had previously been suspended and warned a number of times for various infractions.)

2. The Acting Director of DPS enlisted the aid of the Department of Law and the Department of Labor and Personnel in drawing up "appeal-proof" charges upon which to base a dismissal action; and the fireman was officially dismissed on 25 March 1962.

3. On 18 April 1962, the Guam Personnel Board ordered him reinstated, because he had not been afforded sufficient time to answer the charges. (So much for "appeal-proof" dismissal actions!)

4. The employee was immediately returned to the public payroll, and on the same day a notice of suspension was served upon him, plus notice of renewed intention by the government once more to dismiss him. Ten days were allowed on the second dismissal notice; two days on the first.

5. An additional charge of assault was preferred against the embattled fireman, because he was belligerent with the detective who attempted to deliver the notice of suspension, and allegedly "pushed" him.
6. The local newspaper took up the cudgels in behalf of the fireman and editorially denounced the Acting Director of DPS. It was printed in connection with this case that DPS management showed "not only bad judgment but...a state of mind that reflects personal brashness as well as a tendency to curtly and carelessly dispose of important administrative matters."

As the Acting Director of DPS has frequently, humorously stated, he enjoys the best of public relations, in spite of his poor press relations.

The outcome of the second DPS effort to dismiss this fireman is not known at this time.

When the effort was first made to attempt his removal, however, it was discovered that the only extant DPS regulations having official force and effect were the previously mentioned, rather sketchy, police regulations promulgated in 1954 by Director Frock.

The present lack of adequate regulations for all divisions of DPS is again emphasized, with special reference to Fire Division, (where the greatest number--12--of employees possessing criminal records is concentrated.)

Guam's firemen are paid at the same niggardly rate as are its police and penal guards. The entrance salary is $3,302 per annum--about one-half of the entrance salary paid to public safety services recruits in the major California cities. The thoughtful reader may also recall that the nation-wide average for 1961 statewide family incomes was $7,020. Guam's cost of living index, meanwhile, is considerably higher than it is in other communities prospering under the American flag (except in Alaska).

Low pay, high cost of living, few special retirement and fringe benefits of the sort usually offered by government to attract high quality applicants to the arduous and hazardous public safety services--these adverse factors serve to explain the Guam government's perennial recruitment difficulties and the necessity for lowered public safety recruitment standards.

The Fire Division, despite its early good showing--which may be attributed partly to the general, basic loyalty and dedication qualities which seem to be inherent in the island people, and to an even greater extent to the relatively more favorable early climate for Fire Division's development within the DPS establishment,
is showing signs of having reached its peak of initial momentum and of being about to level off at its present stage.

The present stage of Fire Division's development is not far enough advanced to enable it adequately to serve a more sophisticated Guam of the very near future, toward which the island government of today must henceforth optimistically and realistically build.

The Guam Fire Division deserves and should have better facilities, more and better equipment, more personnel and a larger staff, better pay and retirement benefits, equal to (but not greater than) those proposed for the Guam Police, and more off-island training opportunities.

There is nothing basically wrong here which time, good management, and a stimulating infusion of doubled and redoubled operating funds will not cure. On the contrary, the fire-fighting, fire-prevention, fire-protection services afforded by the Department of Public Safety are relatively sound and are approximately adequate to the island's present need.

The government's 1963 budget proposals included $281,000 for Fire Division. Of this amount, $8,000 covered contractual services, supplies and materials, and new equipment. The remainder, 97% of the total, was for salaries.

The reader would not need to be expert in government financing to be able to perceive that a calculated proposal by any government to allow its public safety fire service to spend only 3¢ out of each budget dollar toward training expense, new equipment, new facilities, supplies, contractual services, maintenance (except vehicular), and general improvement of services, reveals a stand-pat government, which anticipates no improvement or progress by Fire Division in 1963.

Even the Department of Law, a governmental entity usually considered to require few tools except brains and law books, was budgeted for 1963 by the Guam government to spend 7¢ of its budget dollar on travel and transportation, other contractual services, supplies and materials, and new equipment.

Labor and Personnel was allowed 9¢ from each budget dollar for non-salary expenses. Finance had 13¢. Education 24¢. Medical Services 29¢.
The Department of Public Safety, in toto, with nearly 200 uniformed men to clothe and equip; with its vital communications to maintain; dependent as it is upon maintaining its wheeled mobility; with 40 prisoners to bed, board and clothe; was allowed but 13¢ from each budget dollar to spend for non-salary purposes. This is the same non-salary expense spending rate as afforded to the Department of Finance.

If the Government of Guam truly desires to learn in which direction lies better balance and a more realistic perspective for its future operations, a general suggestion may now be advanced.

Government must weigh and consider whether free education and reduced-rate medical services for all are quite as important as they may have been made to seem to be in the past. It must consider at the same time whether a further calculated risk in the deliberate scamping of support for the four important public safety services is desirable, or even tolerable.
REST-CAMP OR PENITENTIARY?

This sign stands at the entrance to the Guam Penitentiary. In 1956, a guard tower stood in this spot. The sign, at that time swung from the tall pipe-framing above the gate. It read: Department of Public Safety, Police Division, Guam Penitentiary." Little else has changed.
Guam is lyrically described in "handout literature" which is distributed on request by the U. S. Department of the Interior as

"...the showcase of Democracy in the Far East.

"Here....you will find a modern U. S. community ruled by a democratic form of government, with good schools, fine churches and all of the customs known on the mainland."

There are also certain unmentioned, more piquant and colorful aspects of Guam. The lyrics for these have not as yet been written. Perhaps someday new stanzas will be incorporated into the "Showcase of Democracy" libretto. Among the more exotic of the Pacific Island whimsies, which surely must then be mentioned, stands the penal corrections camp at Ordot.

Even a casual tour of inspection of Guam's quonset-camp penitentiary reveals that security is virtually non-existent and that barebones poverty has prevailed within the compound for many years.

The sleek young prisoners troop in and out of the place all day long in the company of more elderly police guards. The guards may or may not be in charge and control of their working parties, for guards' authority, if any, is moral in nature. Occasionally it may seem that the real leaders of the work groups are to be found among the prisoners.

One such prisoner work-group, early in 1962, was assigned to the performance of ground-clearing services near the Governor's palace.

The work-party reported on the scene in good schedule, and choosing a comfortable shady nook, the prisoners indolently stretched out in the shade. The working gang was busy chatting and smoking, while comfortably, and lazily enjoying the day; their guard, meanwhile, amiably ruminated nearby. Suddenly, the vigorous and energetic island Governor stepped into their cozy nook to inquire when work would commence!
This was an entirely unprecedented development. Nothing quite like this had ever happened before. No one moved. No one replied. Each man in the flabbergasted group simply gulped and stared. (The language barrier becomes almost impassable at such times.)

After a few impassioned remarks from the island's chief executive, the "work party" was persuaded to get back upon its feet. For the remainder of the day, the group was impelled into a semblance of useful activity. New dispositions of personnel were later made to ensure no future repetitions of complacent inactivity while prison work parties were under observation from the palace, but it is doubtful that any lasting reforms resulted from this incident.

The prison mess at Ordot is notable for its ability to feed 3 hearty and tasty meals per day at a total daily food cost per man of $1.17. Outside work parties, leave the compound at 7:45 a.m. They cheerfully knock off from their morning activities each day in to pile into police cars (the penitentiary has no more suitable transportation) for return to Ordot by 11:30 a.m.

Outside work parties leave Ordot again at 1:00 p.m., and return to the compound at 4:00 p.m.

The "working" day for prisoners, exclusive of transportation time, averages 6 hours. Some prisoners work on Saturdays; some do not. For those who do, the work-week may be as much as 36 hours. For those who do not, the work-week is 30 hours, or less. For some, the assignments consist of housekeeping and light maintenance work at DPS headquarters. Others operate fish-traps, mow lawns, cultivate gardens, and clean stables, for DPS and other departments.

One enterprising penal guard, some few years ago, secretly deplored the sheer waste and misuse of profitable manpower as manifested in the penitentiary's uninspired work programs. He decided to institute a quiet, night-time work program of his own. His plan involved utilizing only the more professionally capable and agile of the young prisoners.

Each night at midnight this guard would quietly muster a working party of two, and would load the pair into a pick-up truck belonging to the government. He would then direct the two young burglars into shuttered taverns, stores, and other business establishments. The resulting loot, would, before morning, be neatly hauled away in the government's truck to a suitable hiding place.
After a time, the inevitable mischance occurred. The truck, guard, and prisoners, plus a load of loot, fell into the hands of an honest police official who was making his night patrols.

The guard eventually was sentenced to serve six years in the same clubby little penitentiary, but he was always thereafter clad in a different uniform. How long was the sentence which the guard actually served is not known, but it seems probable that probation or parole intervened to spare him a major portion of his sentence.

Shortly before 1950, the Navy built the Ordot fenced encampment, covering approximately 12 1/2 acres. Thirteen quonsets and one small wooden building were constructed inside the chain-link fencing. Equipment and facilities necessary to the administering of a temporary confinement camp for civilian prisoners were installed.

Whether the palm-tree shaded confinement camp was ever used by the naval government of the island, before Navy's civil administration responsibility ran out, is not known to the writer. When the new civil government set up shop in Guam, in 1950, the Ordot prison camp was turned over by Navy to the Interior Department's Government of Guam. The fenced compound soon began to be called the Guam Penitentiary.

The land upon which the camp is built is still in private ownership. It is valued at $38,000, or approximately $3,000 per acre. The Government of Guam pays an annual rental to the landowners of 6% of the land's value, or $1,480 per year.

The government holds an indefinite lease on the land. During 13 years of government operation of the Ordot confinement facility, the land owners have realized about 73% of the land's estimated value in rentals paid by the government. At the same time, the government has been holding idle thousands of acres of publicly owned land, in what the fifth civil governor called a "sinful waste."

During the first five years of civil government, the 13 cages in the cell-block on the second floor of the DPS headquarters building were also routinely utilized for the confinement of prisoners serving sentences. Ordot prison-camp was closed down, and was not used at all for a considerable time during 1954. The resulting concentration of all prisoners into the Agana cells must have entailed some degree of over-crowding of the prisoners. Prisoner populations averaged 72-71-47 in number during 1951, 1952, 1953.
GUAM PENITENTIARY

View from a centrally-located, uncompleted, prison guard-tower. Clockwise from left to right, the quonsets are: hobby shop; prison laundry; messhall; main dormitory.

The prison compound covers approximately 12\(\frac{1}{2}\) acres. The penitentiary was built by the Navy in 1950 as a temporary confinement camp. It is still serving as the island's corrections center for civilian prisoners.
The reason for the 1954 resettlement of all prisoners into the headquarters cell-block remains a mystery. They were, however, all removed once again to Ordot prison-camp in 1955. Interestingly, since that latter year, (until November 1962) the headquarters cell-block was little used. Apparently, another resettlement of all penitentiary prisoners into the Agana lockup has occurred since the big typhoon.

During the first four years of civil government in Guam, the Department of Public Safety had no separate detention facility for juveniles--just as Guam then allowed no trial by jury in any of its courts. Juvenile offenders apparently were few, and those few were processed by the Guam Police (and after 1952 by the newly established Juvenile Court) without frequent recourse to confinement.

Guam had no Juvenile Court until 6 June 1952. Once such a court was established, however, three criminal cases were quickly filed by the police in the new court during the few remaining days before the fiscal year ended.

A juvenile section was created in the Guam Police establishment on 26 December 1952. Juvenile arrests amounting to a total of 36 were made during fiscal year 1953. Cases filed in Juvenile Court for the same year numbered 173; but these were not all criminal cases.

No record exists showing the number of arrests of juveniles made by the police during 1954, but a mixed bag of cases filed in Juvenile Court for the same year numbered 123.

In 1955, the Juvenile Detention Home at Mangilao was first activated. Eighty-five juveniles were this year arrested by the Guam Police; 134 cases of all types were filed in Juvenile Court; and 9 children were sent to the newly established home as detainees.

The prison-camp at Ordot and the jail facility at Agana, plus the Juvenile Detention Home at Mangilao, jointly comprise the stark arrangement of the entire penal corrections plant of today's Government of Guam. This, unbelievably, constitutes a detention plant in which federal detainees and prisoners, as well as local, are loosely held in custody. Penal detention in Guam is a reality only for such periods as the prisoners may choose to abide.

Any prisoner into whose ears the call to freedom sounds simply takes his foot in hand and departs!
This sign mysteriously appeared one morning alongside the approach road leading to the gate of Guam's penitentiary. A bit of horseplay perpetrated by a few members of Guam's Rotary Club, the sign still served to focus public attention upon one of GovGuam's perennial problems.
Restlessness among prisoners was most marked in 1960, for some reason not known to the writer. Perhaps Penal Division attempted to institute new regulations and restraints, or in some way disturbed the congenial, slack status quo. Nine adult prisoner escapes were recorded for the year.

This was the year that certain wags from among the membership of the island's Rotary Club had a pedestal-type sign quietly prepared.

One morning the Warden was whistling cheerily on his way to work. As he approached the entrance to the Ordot prison camp, he suddenly and amazedly encountered an official-looking traffic warning sign which read:

**DRIVE SLOWLY**
**PRISONERS ESCAPING.**

After inquiry established the non-official origin of the sign, it was impounded in one of the storage quonsets at the penitentiary. No one has ever put in a claim for it.

The island government's prisoners who do elect to escape from one or another of the 3 corrections facilities never go far or stay out long. Usually, within a few days, they are picked up by the police and are returned to detention. While at large, most escapee groups manage to perpetrate a few burglaries, in order to obtain food, clothing and supplies.

After a time, the glamour of life as underfed fugitives hiding out in the "boonies" begins to pall, and the escapee prisoners willingly and gladly return to government's penurious but paternal care.

Escapees are supposed to lose their "good time"—meaning credits accumulated toward reduction of their sentences. Recap­tured prisoners are also subject to be tried on charges of escape, and on charges reflecting their latest crimes (such as burglary) committed while at large.

The writer could find no evidence on record in the 1959 report of any such retaliatory measures having been taken, although four prisoner escapes were consummated in that year. The 1960 report shows only 4 escape charges filed in District Court, as against 9 escapes recorded. In 1961, six escapes were recorded, but for this year the number of charges filed is not available, nor are the dispositions of charges.

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Juvenile escapes from custody have been so many and so frequent that the Guam Police keep no record of them. Many are never reported to the police by the Detention Home authorities.

It is understood that the last man legally hanged by the civil authorities in Guam--perhaps 3-10 years ago--was an escaped murderer who had been serving a life sentence. While at large, he killed again. (This light comedy script also has its tragic interludes, but they are not many.)

The government has been aware since 1950 of its urgent need to do something constructive about improving its penal corrections, but in this area--as in many others--the territorial government has again succeeded only in cheerfully floundering about, while standing half-immersed in a tangle of knotty and well-nigh unsolvable problems.

Several studies of the island's penal corrections problems have been made (including this one). The most authoritative of these studies was done in early 1961 by a very erudite young federal official, who was borrowed by the Government of Guam from the management staff of the Federal Bureau of Prisons.

Mr. Lawrence A. Carpenter's report and recommendations unquestionably will become more and more valuable as the time nears for drawing up plans and blueprints for a new Guam Corrections Center.

The Legislature recently appropriated $18,000 to finance plans and blueprints for a critically needed new corrections facility. Whether government can move fast enough to obligate the money before the appropriation lapses remains to be seen. Whether a copy of Mr. Carpenter's invaluable recommendations can still be located in Guam, when needed, also remains a question.

A new, all-purpose detention facility is urgently needed in Guam. This cannot even be debated. A secure-custody confinement and treatment center for effective management of the lawless few who become wards of the government is one of the basic and essential needs in any community. Without secure prisoner custody facilities the entire governmental process of laws and law enforcement breaks down.

Confinement, exile, or execution are the only possible or permissible sanctions under our system whenever our laws are not voluntarily respected and honored by all of the people. Execution and exile are rarely employed by modern governments. Confinement is the sanction of choice, because
(1) it need not be inhumane; 

(2) it separates the criminal from his prey; and 

(3) it affords the government a golden opportunity to attempt his rehabilitation.

Long-term lack of adequate confinement facilities in Guam has resulted in a very considerable and wide-spread governmental disorientation. Perspective has gradually been lost, and the effectiveness of enforcement of the island's laws has suffered.

For lack of adequate (or even acceptable) confinement and correctional facilities, the courts and parole board in Guam have occasionally resorted to the alternative sanction of exile. Female criminals, for instance, have regularly been handed suspended sentences, on condition that they depart from the island and never return. Other female offenders, native to the island, have merely been placed on local probation.

Short-term confinement of females is possible in Guam, but is not economical. The services of 5 policewomen (badly needed elsewhere) are required to man one post in the Agana lockup whenever a woman prisoner has to be held there. Long-term confinement of female criminals is inconceivable; this has never been possible in Guam.

A Bill was submitted to the U. S. Congress in January 1961 by the Department of the Interior, having the hopeful purpose of securing authorization for Guam to enter into a western interstate corrections compact. This Bill was reported out of the Senate Judiciary Committee in January 1962. The Guam Legislature had earlier approved entering into this compact, subject to consent legislation in the U. S. Congress. Whether congressional consent has as yet officially been given is not known at this writing.

One purpose of the western corrections compact is to make the confinement facilities of each member state available to all other member states. Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming have all combined to make their corrections facilities available to each other.

Guam's participation in this corrections compact (if congressional consent is gained) probably will require few, if any, changes in present DFS procedures, and will solve few of its present problems.
GUAM PENITENTIARY

A view looking toward the entrance gate from atop the uncompleted prison guard tower. The palm tree immediately behind the flagpole is just inside the fence. Its trunk affords a ready aid to fence climbers. Escapes have been frequent.
The reason that few penal corrections improvements might be expected as a result of the proposed new pact participation is that Guam's government will hesitate a long while before financing a prisoner's (and his custodian's) transportation expenses to and from Guam, plus the prisoner's boarding expense while he is residing within a stateside prison.

Guam is budgeting $138,000 for prison operation expense in 1963. Of this total, $107,000 is salary expense; $21,000 is for all other prison operation expenses. Since the average prisoner population during the past 3 years has held steady at 38, the direct cost to the island government of maintaining each prisoner in the style to which he has become accustomed is $3,632 per year.

It is a good bet that none of the states who are members of the western corrections compact can match the Guam individual prisoner cost figure. If Guam joins the compact, and if its annual, low cost figure for boarding each prisoner becomes known, some of the member states may choose to effect major economies by shipping their prisoners out to Guam!

If stateside prisoners concerned could only know the in many ways idyllic facts about a prisoner's lot in Guam, some might clamor for transfer to the Guam Penitentiary.

Not so many years ago, a police lieutenant who was then serving as warden of Guam's penitentiary, privately undertook to arrange his own rehabilitation program for guards and prisoners alike. At night, after "lights out," a no-limit poker game was organized.

While it lasted, this probably was the only nightly poker game in any civilian area of the island which could run with any assurance that the Guam Police vice squad would not be kneeling at the keyhole. The high fences and barbed wire enclosing the compound may not serve to keep the prisoners in, but they proved to be highly effective in keeping the vice squad out.

All good rehabilitation programs, sooner or later, must come to an end. This noble experiment toward relief from tedium proved no exception. The word got out, in time, and a shift in command at the prison-camp resulted. Perhaps it was then, in the aftermath of prison reform, that prisoner escapes reached a new high.

In March 1962, the enterprising editor of the Guam Daily News dispatched a feature story writer to visit and write about the Guam Penitentiary at Ordot. Five minutes before the reporter arrived, the editor phoned the prison's warden to inform him of the impending visit. This amounted to calculated short notice.
However, the present warden and Commander of DPS Penal Division, Lieutenant Francisco O. Borja, is a very able administrator, and one who knows how to manage. The place was in its usual "apple-pie" order for the unexpected tour of reportorial inspection.

The *Guam Daily News* reporter described Ordot as

"...a tiny undeveloped village dominated by a dump, a radio station and a penitentiary."

The location of this village of Ordot is almost exactly in the center of the island. It lies 2.8 miles by highway from Agana.

The lady reporter noted in her story that the penitentiary's buildings are inadequate (restrained word), that the dryer in the laundry has not worked for some time (actually not for years), and that the prisoners had only one change of clothing. The galley (kitchen) was not as sanitary as it should have been, and there was no sterilization of eating trays and utensils.

Food cost was 39¢ per man, per meal. (Guam Memorial Hospital's food cost in 1960 was 97¢ per meal.) Meals at the penitentiary were reported to be appetizing and filling. Meat or fish was served with every meal, including breakfast. Fresh vegetables, however, were a rarity in the prison mess.

In earlier years the thousands of hours of prison labor afforded to the Department of Agriculture were compensated by ample supplies of fresh vegetables, eggs, and farm produce. These foods, for some reason, no longer are regularly furnished in quantity to the prison mess, although prison labor is still being supplied.

The *News* reporter stated in her feature story that "when fresh vegetables do appear on the menu it seems like Christmas to the inmates." (Inmate is a euphemism almost exclusively used in Guam, instead of prisoner.)

Three guitars and one ukulele were noted in the dormitory. The prisoners very agreeably played and sang for the lady reporter, and she recorded that they were as good as any of the local groups who had appeared on television programs.

She reported a dearth of tools in the prison hobby shop, a lamentable lack of medical care and psychiatric help for prisoners, and the lurking presence of a haunting specter which constantly threatens disruption of prisoner stability, namely, the enemy within: boredom...
FLOAT-BALLS ARE FREQUENTLY WASHED ASHORE IN GUAM.
THEY ARE MUCH PRIZED AS TROPHIES.

Vincente G. Munoz, DFS officer in charge of rehabilitation of prisoners, holds a Japanese fisherman's float-ball found by the writer on the occasion of his first tour of the island.
The News reporter found that 90% of the prisoners were aged 19-25. Only 35 were on hand at the time of her visit, but the average population is 38. Two of the 35 were married. Most were in for burglary or theft. Few had turned to crime because of need. Few had any understanding of why they had molested the property of others.

Morale among the prisoners was high at the time of the reporter's visit, because new rehabilitation classes were forming. Typewriters were to be borrowed from the Department of Education and typing classes had been scheduled.

A recent survey among prisoners had been made, and prisoner interest had been expressed in carpentry, cabinet-making, blueprint reading, electrical wiring and installation, and automotive repairing. The basis for deciding to program typing classes was not apparent.

It was reported that no problem is ever encountered in obtaining prisoner students for new classes. The problem lies in keeping the students in the classes. When the point is reached where it is necessary for the students to apply themselves to learn new techniques, to accept new disciplines in order to make progress, attendance dwindles. These young men mostly lack the stability, the incentive, to develop new skills.

Facilities for active sports are limited within the compound. Space for volleyball is available, but not for baseball, footfall, soccer, lacrosse, etc.

Garden space is available, and the need for fresh vegetables in the prison diet is well-recognized. However, few of the men have any interest in planting, cultivating and harvesting. Such activity has connotations of low status in Guam.

Experts say that it is not an easy job to manage a prison. Escapes constantly threaten. Funds are always limited. Corrections personnel are hard to find. There is little inducement for men to enter this type of work, where opportunities and job satisfactions are few. Most prisons are overcrowded. (Not so in Guam.) There is plenty of work to be done, but inducing the prisoners to apply themselves is difficult.

Guam has attempted to solve several of the above-noted general problems of prisons in characteristically unorthodox ways. The problem of how to reduce the number of escapes has been partially met by making prison life so agreeable that most prisoners are content to stay on indefinitely. When their terms expire, they take a brief vacation in the free world and then return.
This is one prison which is operated without benefit of adequate written regulations! Realizing the critical urgency and need for correcting an egregious oversight of previous administrations, the present very capable Acting Director of the Department of Public Safety in 1951 requested the writer to collaborate with the DPS Training Officer (a former Ordot warden) in drafting suitable regulations for the government of prisoners.

Twenty-five basic rules were drafted, plus a general informational statement, a daily schedule of prison routines, definitions of the four custody categories, and a list of guard reports routinely to be required.

This highly essential and long-awaited basic prison administrative document was forwarded by the DPS director to Guam's attorney general, along with a request for prompt legal review.

As this report is written 18 months later, the urgently needed new regulations still await the requested prompt review.

Scarcity of funds is met by frugality in prison maintenance, even at the expense of security. For instance, the fences are falling down in places, floodlighting is spotty, construction of a central watch-tower has been stalled for many months, the prison kitchen facilities are old, unsanitary, and inadequate, the prison laundry operates at 57% efficiency with worn-out equipment, and the prisoners are threadbare, having worn out the last of the old Guam Militia uniforms, obtained years ago from U. S. military surplus.

Instead of recruiting corrections employees directly, the government prefers to recruit new men for the police. The police thereafter keep the young, new employees and shuffle off the older, less active men to Penal Division.

The courts, ultra-liberal with probation, and the island's congenial parole board take care of overcrowding at the penitentiary. Early prison population averages of 72-71 (1951-1952) have been gradually reduced to 39, as Guam's crime rates have steadily increased.

Strength of the Penal Division at 24 men, however, remains virtually unchanged; it stood at 27 men in 1951. Better security in the prison's physical plant conceivably could immediately result in a substantial saving in guard strength (where the only substantial costs of Guam's penal corrections program are concentrated).
Improvements in penal security are not, however, likely to be authorized. The government is understandably reluctant to expend $2-3 thousand in improving the tumble-down old Ordot prison camp at the same time that it is bemusedly following the will-o' the-wisp of building a new corrections center.

The national ratio of imprisoned persons to free is 178 per 100,000. Guam's civilian prisoner rate is 76 per 100,000. The national ratio of corrections employees to the number of prisoners is not available, but it is a good bet that Guam's 24 guards for 38 prisoners probably tops all other American penological statistics.

Governments in the free world usually commit lawbreakers to prison for one or more of the following-named reasons:

1. **Retribution**—requital for misbehavior in accordance with a system of merits and deserts.

2. **Public protection**, through incapacitation of the criminal.

3. **Deterrent effect** upon the criminal and upon others who come to know of the threat of imprisonment.

4. **Correction**, or retraining of the prisoner while he is in custody, in order to help him avoid future anti-social behavior.

Of these, correction is the penological aim and end which is currently most fashionable. Guam has valiantly been attempting in its lame, haphazard way to keep in step with current penological fashions and has repeatedly attempted to mount a really effective prisoner rehabilitation program.

Little success has thus far attended upon DPS efforts toward prisoner rehabilitation. This is not discreditable, certainly. The same thing is true everywhere in America. The percentages of cures of criminals obtained in other penal institutions is also profoundly discouraging.

Any modern community proudly sheltered under the American flag has an inalienable right to live in peace, unmolested by assaults from criminals. Law-abiding persons have a right to demand to be protected by their government from criminals, to be secure in their homes and while on the streets, to be free from the depredations of frauds, cheats, and schemers.
Guam, our remote island territory, suffers many disadvantages because of its far location. Perhaps the time has come for Guam's government and the island people to consider compensating for some of the island's inherent location disadvantages by more freely using this same remoteness to Guam's own advantage in ridding itself of its criminal recidivists.

The island's courts long ago revived the archaic sanction of exile in dealing with female undesirables. Perhaps now, as an extension of the same good principle, the courts might consider offering as an alternative to imprisonment, one-way "freedom rides" to all male criminals who come up for sentencing on second offense charges.

The parole board might also bargain with the recidivists who are already serving time, offering freedom in a package-deal along with one-way freedom rides.

It would be necessary for the Legislature to create a small rehabilitation fund with which to finance such rides. "Loans" could be made to criminals in parole or probation status sufficient to pay minimum fares to Hawaii, perhaps on passenger-freighters, for probationers, parolees, and their families.

It is understood that all the states are now members of an interstate parole and probation compact, and that it is now possible for probationers and parolees to move from one state to another and still remain under supervision. Why not the parolees and probationers from Guam?

Loans made from the proposed rehabilitation fund probably would not average $200 each. Repayment might be slow. But even if none of the loans were ever repaid (remembering that the annual cost of supporting a Guamanian prisoner is $3,632), the financial saving in institutional care alone would be considerable.

Would it not be worthwhile for Guam's government seriously to consider the advantages attaching to official financing of one-way freedom rides for incorrigibles?

Modern penology recognizes and recommends a major shift in environment (while on probation or parole) for maladjusted persons.

Experimentation is not entirely abhorrent to Guamanian judges. It is a matter of record that these sincere and dedicated men are able to depart from the well-charted pathways of the law upon occasion, when it is within the public interest to do so.
For instance, one family man recently was sentenced to a short term in the Guam Penitentiary, to be served as follows: each day, he was required to report in at Ordot in time for dinner and for overnight incarceration. After breakfast each day, he was set free to pursue his trade and support his family. In such manner, he served out his sentence.

In another instance, a disturbed woman who had been convicted of no crime was by court order kept locked in a cell at headquarters for considerable time, while awaiting psychiatric evaluation.

For one more instance, two juvenile boys recently were by court order kept locked in adult cells for several weeks at Agana headquarters, apparently because they had escaped from police custody after being arrested.

A proposal for the Guam courts also to consider experimenting with grants of probation to twice-convicted criminals who are willing to serve their probation periods off-island would seem to be definitely in the public interest. Few of these would ever return.

Penal Division has been commanded at various times by experienced and capable police officials; never by a trained and experienced corrections official. Penal corrections has not always had division status. Nor has it always been called by its present name. Management of the ugly-duckling penitentiary and its untrained, uninspired police guards, jailers, and turnkeys, has always been a thankless job. No police official has ever sought the assignment. Some have resented it.

Through the years, government has financed stateside police training for selected officers, and always with good results. The same good benefits have resulted from stateside training, financed by government, for officials employed in the Fire Division and Civil Defense Division.

No ranking DPS official has ever applied for corrections training, however, and none has hitherto ever received such training--at least not at government expense.

A Public Safety Patrolman, so-called, who has in recent months had charge of the penitentiary's rehabilitation program, even more lately was known to be sojourning stateside for a time, ostensibly for the purpose of visiting and observing federal, state, county, and city corrections institutions. Some good undoubtedly will result from this. It is believed that the government initiated and financed this particular observation tour.
Early in 1961, through the good offices of Mr. Carpenter, a very generous offer was made by the Director of the Federal Bureau of Prisons to lend an experienced corrections official of the Federal Prison Service to the Government of Guam for a period of 2 years.

The promised Prison Service official upon reaching Guam, would be committed to selecting the best-qualified Government of Guam corrections employee, and would arrange a 6-month tour of stateside training for him within the federal prison system.

After the return to the island of the Government of Guam's stateside-trained corrections employee, he would work closely with the federal corrections expert in Guam, in a continuation of his 6-month period of stateside training. By the time the federal man had finished his 2-year, on-loan tour, Guam assuredly would have--after all these 13 years--a trained penal corrections official in territorial government employ.

In the meanwhile, a proposed new penal corrections center should by now be under construction. When the new facility is completed, the island government will be well on its way toward achieving for the very first time a rational solution to its penal corrections problem.

More than two years have elapsed since the Bureau of Prisons' very generous--even noble--offer was made. The Legislature, meanwhile, has cooperated by voting $12,000 to finance the preparation of plans and blueprints for the urgently needed new corrections center.

Mr. Carpenter's rough drawing of his proposed, modest, corrections establishment has long ago disappeared from the files, but it is understood that he will produce another, at request. In any event, his report's verbal description of the proposed new plant is very complete and detailed.

The superintendent of Guam's Trade and Craft School has stated that plans and blueprints can be produced at small expense in that school.

Two excellent, alternative, prospective sites for the proposed new corrections center were several months ago selected from among various parcels of government-owned land. One is located in a fertile farmland basin, north and west of the village of Talofofo. The other--more desirable for several reasons--is located at Tagachan Point, near the village of Yona.
Whether all of these combined favorable circumstances, coupled with the island's long-postponed, well-understood, urgent need to improve its handling of penal corrections, may serve to stimulate needed decisions and constructive actions by Guam's government remains to be seen.

Once again, the problem boils down to a question of where shall the government's available money be spent? For 13 long years, a succession of territorial governments have fretted with ever-growing problems resulting from inadequate penal corrections. Thus far, no Guam government has ever been willing to spend the money which will be required before even minor improvements in penal corrections can be expected.

Penal Division's commander, who also serves as the penitentiary's warden, made very modest budget requests for fiscal year 1963. He asked for $5,000 to improve the sanitation in the prison's kitchen, plus effecting proposed improved security arrangements within three of the most-used quonsets.

His modest contractual services item was discouragingly cut back to $2,000 before the government's proposed budget was presented to the Legislature.

Funds received from the federal government in consideration of the care of 8 federal prisoners for varying periods during fiscal year 1962 amounted to approximately $11,000. This sum alone defrayed more than half the year's expense of feeding all of Guam's prisoners.

A food purchase item of $21,411 was proposed by the warden in the penitentiary's 1963 budget estimate. The amount was approved.

However, a $2,600 item proposed for the purchase of clothing, working tools, cleaning supplies, paint cement, wire, etc.,--the item called "Supplies and Materials", which included a sub-item of $6,000 for "prisoners' health and comfort"--meaning clothing, bedding, toilet articles, etc., was ruthlessly eliminated. Not even small items to buy clothing for the prisoners, shoes, bedding, household supplies, mess-hall equipment, maintenance supplies, office stationery, and prisoner recreation supplies were allowed. If any are purchased in 1963, the 3½¢ per meal food cost will need to be further reduced.

New prison kitchen equipment which was requested amounted to $3,900. This included a water heater, a range, a coffee-maker, etc. The item called "Equipment" fared best of any. Only $800 was cut out of this request.
In the final windup, the Penal Division commander's modest total budget request of $162,000 was cut back to $138,000, before the Legislature received it. This amounted to $7,000 less than the previous fiscal year's estimate. (Taxes had just been increased in Guam to provide additional revenue.)

Penal Division's budget items have been presented here in some detail for two reasons. First, to demonstrate the climate of grinding poverty within which the penal corrections program has been, and still is, compelled to operate. Second, to highlight the relatively feeble emphasis which government mistakenly assigns to attempting to correct a major public safety problem of long standing; namely, long-neglected penal corrections.

A major shift in the government's Penal Division budgeting and staffing policy is strongly recommended.

After the Bureau of Prisons trained new warden is ready for service, the present penitentiary staff should all rapidly be returned to the Guam Police for performance of police duties. Penal Corrections budgets thereafter should be at least adequate—a characteristic which has never heretofore even been aimed at by the government's budget trimmers.

Job descriptions defining the duties, qualifications, and conditions of employment for the various guards, instructors, social workers, etc., who will be needed in the new corrections center should be prepared, commencing now. Careful recruitment to fill the newly created positions should then be accomplished. It may be that several of the DPS employees might wish to apply for certain vacant positions in penal corrections when active recruiting begins, but it is not likely.

Definitely—and this is most important—the Guam Police must be finally, officially, and for all time disassociated from penal corrections. In this respect, Guam today is 50 years behind the van of modern thinking in penal philosophy.

Penal guards of the future should have a distinctive uniform and badge, and should possess no police authority. Firearms should be restricted to those guards who are performing active duty. Firearms should be carried only while guards are on the premises at the corrections center. Grey denim is often used as a uniform for corrections employees, and would be suitable for Guam's modest budgets and climate.
One area of the present Penal Division's administration which was observed to be in an unusually backward state, and an area which should be treated to immediate corrective attention, is records and orders. First of all, the 1959 issued internal regulations for the government of Penal Division employees, entitled "Operations Orders," should be carefully reviewed, brought up to date, published—and enforced. Disciplinary actions taken, except those which are genuinely minor in nature, should always be a matter of record.

Regulations for the government of prisoners should also be reviewed, brought up to date, officially adopted and published. Violations of these rules also should always be made a matter of record.

A separate folder should be opened for each prisoner on the day he is first received into custody. All documents and papers pertaining to him should be filed therein. Daily notations should be faithfully made in these folders, so that a prisoner's complete history from birth, more especially his criminal and penal history, may readily be reviewed by authorized official persons, as necessary.

Assuming that individual dossiers will also be kept in the future by the Guam Police detectives for all island residents who have come into conflict with the law, measures should be instituted whereby there is effective interchange between the detective bureau and the corrections center of documented information pertaining to arrested, convicted, and imprisoned persons.

Whenever a new prisoner is received at the corrections center, a prompt review by penal authorities of the detective bureau's dossier on him should be routine practice. Documents appearing therein which would enlarge the corrections center's fund of information about the prisoner, should be copied for the corrections center's folder.

The detective bureau should review the corrections center's folder at the time of the prisoner's release, and should copy any useful records found there before the folder is transferred to the inactive file at the corrections center.

High security classifications should be imposed upon personal informational material of this sort. At present, security for vital, valuable, sensitive records in the DPS establishment is non-existent. The usual and commonplace records protective devices (for lack of funds with which to purchase secure storage facilities, such as locked filing cabinets) have never been available—either in Penal Division, or elsewhere in DPS.
A comprehensive, detailed penal activities reporting system needs to be devised, whereby the warden of the corrections center can conveniently and routinely submit daily, monthly, and annual reports to the Director of DPS.

These reports should include the daily prison population count; notations of prisoners sick and injured; numbers of prisoners assigned to various types of activity; the number of hours of labor performed by each group; names of prisoners receiving instruction; the types of instruction provided; unusual incidents; prisoner disciplinary actions taken; status of prisoner funds, showing amounts credited to each prisoner; amounts of "good time" credited and debited; escapes, recaptures; and other data currently valuable to the Director as daily information, and later valuable to statistical clerks in making up monthly and annual detailed summaries of penal corrections operations.

A similar morning report should be made up to show the duty status of each member of the corrections staff for the previous day, his hours of duty, and his post of assignment.

Good management at departmental level is impossible without such daily reports.

Before an alien prisoner is released, the U. S. Immigration Service representative in the island should be officially notified in writing of his impending release, and an official request should be registered with the Immigration Service calling upon them to effect the prisoner's deportation. It is understood that DPS has shirked this responsibility in the past.

One of the most gruesomely unpleasant of present DPS functions is jointly shared by the Police and Penal Divisions. Estrays and dead animals are gathered up by the police and are taken to the Ordot dump or to the penitentiary, as the case may require.

Island law requires dogs to be licensed and also to be kept up. Any dogs found running at large, licensed or not, are subject to be gathered up by the police. Any brought in alive are kept at Ordot for the required number of days, and if not claimed, they are destroyed.

The execution chamber is an old, worn-out, military surplus "reefer" (or walk-in refrigerator), into which is piped exhaust gases from an automobile engine.
Homeless dogs constitute one of the island's perennial, major nuisances, along with giant African snails, and common rats. Snakes are only beginning to be a problem. Although not native to Guam, large constrictor-type snakes have been inadvertently introduced, hidden in cargoes taken from ships. Apparently, such snakes also have recently flourished in the island's "boonie" tracts.

Dogs habitually take refuge in the "boonies." Countless numbers of mongrel dogs are also to be seen along the highways, scavenging within the military reservations, and sniffing hungrily about in the villages.

The police wage a constant and unrelenting war upon the island's homeless dogs, and have been gradually losing the war for 12 years. Each year the dog crop grows larger.

Guam has never known a case of rabies, either animal or human, but the very real and dreadful threat of this disease must constantly be borne in mind. In the field of police dog-control activity, as elsewhere in DPS, records are fragmentary, but dog "game bag" figures for fiscal years 1956, '57, '58 are available. In these three years, the police and penitentiary accounted for 925, 1,050, and 1,184 dogs.

The fiscal year of 1960 apparently was a year of little dog-control emphasis; its recorded liquidation total dropped to 200. In the following year, dog disposals increased to 703. Figures for fiscal year 1962 are not available, but a new capture technique was introduced in that year, and renewed emphasis was asserted in the program. Six hundred dogs were sped to a happier hunting ground in the month of May 1962, alone. Unquestionably, fiscal year 1962 will be found to qualify as the all-time record year when final dog-killing tabulations have been made.

The Sixth Guam Legislature passed a dog quarantine act, which requires that imported dogs be held in government quarantine for several weeks. The responsibility for operating a suitable quarantine facility was not fixed, but it is assumed that when the day arrives that a dog actually is imported and is offered for quarantine, the dog-pound facilities of Penal Division will get the nod.

These facilities are not even remotely suitable for the long-term quartering of any self-respecting dog. No dog owner would ever voluntarily consider leaving his dog there.

Guam as yet possesses no chapter of the Humane Society. If one existed, unquestionably the present Ordinance facility, which only by a reckless stretch of the term could be described as a dog-
pound, would promptly and publicly be condemned as inhumane and disgraceful.

The penitentiary itself has been authoritatively rated as being "almost totally inadequate," with prisoner security described as "virtually non-existent." These are carefully measured terms.

The dog-pound at Ordot is a primitive, stinking, filthy horror.

The visiting Federal Bureau of Prisons expert recommended in 1961 as follows:

"...the responsibility for the dog pound and the safe-keeping of stray carabao and other animals should be turned over to the Chief of Sanitation. This activity bears no relation to the operation of a penal or correctional institution...."

The present writer also urges, that with proper deference to the first of the bedrock principles of functional organization applicable to any organization situation, namely

"The structure of an organization is dependent upon its purpose",

that some other department of the Government of Guam be designated to build and operate a territorial animal shelter and quarantine station. A veterinary in the employ of the island government should be placed in charge. There is no veterinary on the island at present, unless a DVM officer still functions within the military establishment.

The government's official version of the present organizational structure of the Department of Public Safety, as contained in a release dated 27 June 1955, which transmitted new sections 201 through 204.04D of the Government of Guam Manual, flatly states:

"This release establishes the internal organization of the Department of Safety. Each organizational unit shown on the approved organizational chart is described functionally in this release."

The release cited, while still in force and effect, is eight years old, and actually bears little relation to 1963 DPS. The Penal Division of today was the Penal Section of a now defunct
Service Division of that bygone day. Penal Section, in 1955, as briefly described by the Government of Guam Manual, had responsibility for operating the jail, prison, and prison farms.

A mimeographed organization chart depicting the structure of today's Department of Public Safety, which was prepared and issued unofficially by the Acting Director under date of 1 September 1961, shows a DPS Penal Division, but no Service Division.

Penal Division, according to this chart, had a "Security Units" section, with 3 sergeants and 12 patrolmen, a "Special Detail" section with 6 patrolmen, and a "Culinary and Supply" section with one patrolman.

Stability of organization has long since been lost in the DPS establishment. It is a good bet that today's Penal Division could not truthfully lay claim to any definite, formal, sectional organization. It is probable that individual personnel within today's division possess fairly well-understood individual assignments, but that most such assignments are constantly subject to daily readjustments.

For instance, it is not inconceivable that the patrolman who is assigned to be in charge of the prisoner rehabilitation program, might, without any great management hesitancy, be reassigned to "stand a watch" in the absence of one of the prison guards—or vice versa.

It is axiomatic among savants of government organization that the total effectiveness of an organization is never greater than the sum of the effectiveness of its several parts. If today's Penal Division is truly an organization at all, its several parts are not sections or units, but are individual persons. Since 90% or more of the individual persons are parts discarded from the parent police organization, the effectiveness of Penal Division might be expected to be poor.

As a matter of fact, Penal Division's present effectiveness is much better than poor. The present organization, accepting as it does very primitive operational standards, plus positive and strong leadership from a warden who tolerates no nonsense or hanky-panky from employees or prisoners, consistently manages to turn in a performance which is well above its own low standard. The Guam penitentiary operational standard is exceedingly low, relative to corrections standards accepted elsewhere, but there is little of reputed former employee slackness and indifference to be noted about the penal camp premises these days.
AFTER 13 YEARS OF LOW BUDGET MAINTENANCE

View from the prison tower in the central compound. From left to right, clockwise: unused "maximum security confinement" quonset; four storage quonsets; the dog-pound quonset. Floodlighting of the fence-lines at night is poor. The fences are in poor condition.
Discipline among the prisoners has also been improved during the regime of the vigorous, soft-spoken, "take charge" guy, who serves as the able Commander of today's Penal Division.

In March 1962, one of the prisoners, while standing in ranks during a roll-call formation, was impelled by sheer ennui to set up a sudden clamor:

"Come on prisoners," he yelled. "Let's kill these guards. We outnumber them!"

He was promptly led away and locked in a cell. (Cell-confinement of prisoners rarely is resorted to in Guam.) Later, after this prisoner failed satisfactorily to explain his outburst to the warden, he was kept in his cage for 15 days.

It should be understood that in the slack 'old days, a verbal reprimand, with no loss of "good time" and with no record made, would have been considered appropriate. This same prisoner is probably once again, by now, evaluated as meriting a classification of "minimum custody," but the 15 days he spent in the cage undoubtedly will have somewhat blunted his mordant sense of humor.

Mr. Lawrence Carpenter, the Federal Bureau of Prisons expert, who carefully inspected Guam's Penal Corrections establishment, early in 1961, recommended that three custody classifications, as described below, be adopted by Penal Division, even though (as Mr. Carpenter pointed out) the physical facilities at Ordot were not adequate to establish more than true minimum custody.

Those prisoners who can be trusted with outside work assignments while under the supervision of one unarmed guard were recommended to be classified as fit for minimum custody. Those who can be trusted to work only inside the compound were recommended to be classed as held in medium custody. Those considered to be escape-minded were to be kept in cells, and spoken of as being in close custody.

Mr. Carpenter found that the majority of Guam's prisoners were housed in two quonset dormitories, as they are today. Many of the prisoners had large cabinet lockers, to which they had retained exclusive key control. Locker inspection was routinely being performed once each month.

Lockers generally were found by Mr. Carpenter to be loaded with indescribable collections of junk. Corridors, day-rooms, and bedside tables, plus various other nooks and storage places were also stacked with junk.
Accumulated personal possessions of prisoners, such as coffee percolators, hot-plates, radios, fans, fancy cocktail tables, musical instruments, record-players, tool-kits, etc., were everywhere in evidence.

One prisoner was also a TB patient; he was still undergoing treatment. This man should have been at the Guam Memorial Hospital, Mr. Carpenter thought, but instead had his own private apartment at the penitentiary, equipped with lounging chairs, a small kitchen, a refrigerator filled with meats and other food items, a stove, a pantry filled with groceries, and a dresser stocked with drugs of various sorts. This man was scheduled to be deported in August or September 1961. Whether he kept his date with the Immigration Service is not known.

Various other oddities of the penal institution were noted and mentioned by Mr. Carpenter in his report. Locks and keys, and key control, were badly mixed up, if not completely zany. Weapons were being stored under very nominal security. Visiting policemen wearing sidearms circulated at will in and out of the compound. Vehicles of all sorts freely passed in and out through the compound's gates, and stood parked within by the hour.

The compound's fences were noted to be overgrown with vines. Carts, boxes, poles, and other useful fence-climbing aids were handily stored inside the compound, mostly against the fences. One palm tree was observed to be growing inside the compound and leaning against the fence. Some of the buildings within the compound were noted to be standing too near the fences, where they hopelessly compromised security by effectively screening large sections of the fence from the guards' view.

Floodlighting was poor, partial, and ineffective. Weeds, brush, and jungle growth had been allowed to flourish into an effective escape cover, beginning just outside the fence lines.

Some of these undesirable conditions, as remarked by Mr. Carpenter in May 1961, had been corrected by October. Others were still awaiting official attention and action in March 1962.

The government's official budget proposals of January 1962 succinctly summarized the intentions of government with respect to the future operations of Guam's penal camp at Ordot:

"Greater security measures are being planned for the next fiscal year in order to prevent further escape of prisoners."
"It is also planned to improve the buildings and to ascertain the most efficient method of operation of the Penitentiary without increased cost."

Much needs to be said in favor of actually providing greater security against escape, and something also needs to be said in favor of more economy in penitentiary operations!

The only place remaining where government might start in effecting greater economies would be to reduce the number of guards. In order safely to accomplish this, however, government must first provide more nearly adequate physical security facilities.

How can government effect security improvements without spending money? By using prison labor.

A word to the warden, and he would set the prisoners to the tasks of mending fences, installing barbed wire, cleaning out the brush from a security-lane around the fence-line, repairing the floodlights, etc.

A good place for a prison security work program to begin would be to have a work-party of prisoners complete the central compound guard tower which cannot now safely be used.

Why was it left uncompleted? Because the Department of Public Works could never manage to design or construct safe, short, slanting stair-ladders, complete with handrails, so as to provide safe access to the observation platform for the creaky old prison guards who must mount the tall edifice, rifles in hand.

Government has also promised for fiscal year 1963:

"In addition, the educational and vocational program for the inmates will be stepped up for rehabilitation."

Implementation of this promise without expenditure of funds was not promised. As above-recorded, the patrolman who was recently placed in charge of prisoner rehabilitation has had a tour of California penal establishments. At least a portion of the expense of his tour was borne by the government. At any rate, his stateside corrections training has since proved to be, without any doubt, a big government step in the right direction.
ENTRANCE TO THE GUAM PENITENTIARY

The guard-tower in center background has never been completed or used. The climb to the platform above is hazardous, especially for the older and more infirm members of the Guam Police who tend to compose the penitentiary's guard force.
Mr. Carpenter had misgivings about the chances of government's success in mounting a successful prisoner rehabilitation program within the "almost totally inadequate" present confinement facility. He said that:

"....the corrections problem on Guam (however) is... within quite manageable limits, given suitable facilities, funds, and personnel."

And he also said:

"....the (present) penitentiary is singularly ill-equipped....to provide them (prisoners) with educational and vocational training to enhance their ability to stay out of trouble when they are released."

Despite Penal Division's perfectly obvious and well-understood, long-term lack of character rebuilding talent and facilities, prisoner paroles have never slowed.

Mr. Carpenter further observed:

"....because of the Parole Board's commendable policy of giving most committed offenders a chance on parole....the time usually served....is usually less than half the maximum....with first offenders becoming eligible....at one-fourth of their terms and repeated offenders at one-third. These eligibility dates are further advanced by the accrued good time earnings of the prisoners."

In other words, even though the government's prisoner rehabilitation programs have always thus far been inadequate and ineffectual, the Parole Board has nevertheless been faithfully and regularly performing its function by opening the prison gates before the morally unregenerated criminals have served half of their sentences.

What effect might this policy be expected to have upon steadily increasing crime rates?

When Mr. Carpenter was in Guam, adult criminals who were still in debt to society numbered 113. Twenty-eight were lodged in the penitentiary; 35 were free on probation or parole. Three of the probationers had been convicted of traffic offenses.
Further evidence demonstrating the futility and waste involved in the Penal Division's previous best efforts toward the moral regeneration of Guam's prisoners, while they served their customary half-terms, appears in the Carpenter report notation that, although...

"an almost ideal situation exists for salvaging the persons committed,"..."most of whom appear to be excellent prospects for rehabilitation,"..."more than half the present population of Guam penitentiary have previous adult or juvenile arrest and commitment records."

As has frequently heretofore been mentioned, records in Guam are fragmentary and unreliable. Even so, it begins to appear possible at this point to produce a sort of rough outline showing the usual course of the territory's machinery for criminal justice, as it has operated during the first 12 years of civil government of the island.

Going back to the one year (1952) for which fairly complete police activity records are available, it was claimed (authenticity not guaranteed, but approximate accuracy probable) that in response to approximately 400 complaints of major crimes received by the police, 92 arrests for felonies were made, and 92 cases were prepared for prosecution by the police.

From this mass of raw material, 23 felony cases were prepared and presented by the Attorney General to the District Court.

No trial by jury was as yet available in Guam, so the District Court judge unassisted found 16 of the 23 felony defendants guilty—a 17% conviction rate, in relation to major crimes arrests by the Guam Police.

Whether Guam had a parole and probation officer in 1952 is not known to the writer. It is a good guess that this important functionary may first have been appointed in 1955. However, venturing another guess, it may perhaps be assumed that the court was freely exercising its probation prerogative at the time, even without the services of a probation officer. Of the 16 convicted felons, it might be conservatively estimated that perhaps one-half received probation or suspended sentences. It is almost routine practice in Guam (and elsewhere) to grant probation to first offenders.
If we may assume that 8 convicted felons were finally housed in the Agana jail cells or in the Ordot quonset dormitories, these 8 men would represent the final essence—or end result—of the long, tedious criminal justice process.

The constantly diminishing figures, above-cited, look like this when grouped in close sequence: 400 crimes; 92 arrests; 28 prosecutions; 16 convictions; 8 men served time.

Mr. Carpenter calculated in 1961 that the average sentence of the prisoners he interviewed was 10.3 years. The average age of the group he saw was 22.7. The average stay of such young prisoners at Ordot is about 3 years. The direct costs of supporting each prisoner amount to about $3,500 per year. This is a 3-year total cost of about $10,000.

Since the average Guamanian prisoner, under present conditions, is usually released in a poor state of rehabilitation, and more often than not pursues while free his interrupted career of crime, the odds are heavy that he will soon be back in his comfortable bunk at Ordot. Since he is a young criminal, government may expect to spend at least $100,000 in maintaining him during his lifetime. He is a luxury that few governments can afford.

How much more sensible for Guam's government—at least during the next few years, while it is making up its mind to spend the $300,000 needed for construction of a new corrections center—to set up a rehabilitation fund, and from this fund to lend each young "two-time-loser" the fare with which to take his one-way Freedom Ride to Hawaii!
Chapter Seven

CIVIL DEFENSE

The long Cold War drags on. Our people are growing tired of hearing about it, and most refuse to think about it. Nevertheless, governments must continue to think, plan, and prepare against the day of Armageddon. Governments must somehow contrive in the perhaps brief time remaining to dragoon all of our apathetic communities into their best possible war-readiness postures. For thermo-nuclear war inexorably advances upon our civilization, and at some frantic future time will suddenly burst around us.

A few years ago, everyone in Guam was talking about Civil Defense, although little in the way of practical preparation was actually getting accomplished. Now there is almost no talk, much less public interest, and still no sign of any really practical preparatory activity.

Civil Defense today in Guam may be described as a bewildered mouse which has half-emerged from the womb of the proverbial mountain, after the mountain has spent 13 years in somewhat lackadaisical labor.

The net, practical CD results visible today, after 13 years of desultory Guam Civil Defense efforts, are disconcertingly negligible. Perhaps the regrettable present lack of any real state of civilian government’s readiness for enemy attack stems naturally from unimaginative, unrealistic, stereotyped concepts of Civil Defense planning and preparation. Perhaps the island people are basically too shrewdly practical to be much concerned with fall-out shelters, when it is fairly obvious to them that Guam’s real need is for blast shelters.

On 1 August 1950, President Truman signed organic legislation which officially established Guam as an unincorporated territory of the United States. Unincorporated, in this sense, means that the territory has not been absorbed as an integral part of the United States. The Organic Act granted U. S. citizenship to the Guamanian people, and vested responsibility for federal administration of the island’s affairs in civilian hands. For the first time in 300 years, the island people thereby passed out from under military rule and became endowed with many of the powers and responsibilities of self-government.
An Office of Civil Defense was established within the Department of Public Safety on 1 December 1950. Before the fiscal year had ended, 7 months later, two island-wide, simulated air-raid drills had been conducted, and other populace training measures had been undertaken. (Air raids were still a possible threat to Guam in 1951. In an age of missiles, air-raids seem to be no longer probable.)

A considerable measure of public interest and enthusiasm for Civil Defense in the early years of island civil government has been recorded. The Guam Militia was still popular, and was once again active. Close-order marching drills, with rifles, were held every Sunday in the Plaza de Espana, to the accompaniment of martial music and applause from hundreds of enthusiastic onlookers.

In the first year of its rebirth, the militia muster rolls bore the names of 188 officers and 1300 men. This was the revived Guam Militia's peak year. Enrollment declined steadily thereafter, and the briefly resurrected organization became inactive again after 1955. The Guam Militia's final demise dealt a severe blow to the territory's Civil Defense program.

Guam's rejuvenated militia regiment, while it lasted, afforded color and meaning to all of the island's Civil Defense programs. These important ingredients have been notably lacking in territorial Civil Defense programs since the militia, as an organization only half-heartedly supported by government, was allowed to die.

In a fairly recent speech made to a stateside audience of interested public officials, one of the deputy assistant directors of the U. S. Office of Civil and Defense Mobilization (the current title of our federal Civil Defense program) began by saying:

"What I will say to you is based on the proposition that our nation is imperiled by Soviet Russia's drive for world domination. The threat is nuclear attack, if we cannot be subjugated otherwise. This threat is active, and the capability to carry it out manifestly exists with our enemy. The deterrent is a balance of military and non-military capabilities."
"As the Communists gain militarily, civil defense and defense mobilization becomes correspondingly more important, and in war will unquestionably determine our survival. It is noteworthy that, during recent months (mid-1960), Russia is known to have greatly accelerated her civil defense preparations.

"It is also implicit in this statement that for civil defense and defense mobilization to stand on a parity with our military forces, it must be effective. It must have capability. It must be meaningful by its readiness to respond at any moment to warning of attack or of impending attack. Dangerously for us, we do not today have the capability or readiness. We are still in the preliminary stages of non-military preparedness."

This brief, extracted statement, authoritatively delivered in plain, uncompromising words, retains considerable validity even today (two years later). Whether the United States, as a nation, is still "in the preliminary stages of non-military preparedness", is not definitely known to the writer--but it seems probable.

Guam unmistakably must be classed among those American communities which are, Civil Defense-wise, almost totally unprepared. This is true, even though $15-20 thousand per year for 12 years regularly has been budgeted and spent in furtherance of the island's Civil Defense preparedness.

The present Guam deputy-director for Civil Defense reported in connection with the submission of his fiscal year 1963 budget estimates that:

"Prior to 1961, Civil Defense planning and training were hindered by the inadequacy of personnel as well as the limitation of financial resources."

Early in 1961, someone in Guam discovered federal Public Law 85-606. This law authorized grants-in-aid of federal money on a 50-50 matching funds basis to promote state and local Civil Defense preparedness. Guam's CD deputy-director reported that, as a result,

"....the Civil Defense Division of the Territory of Guam is able to proceed with the reorganization and the establishment of a more realistic staff framework."
In March 1961, Guam submitted a new, proposed CD Administrative Plan to federal regional headquarters in California. Substantial increases in CD staff were authorized, as a result of this plan's prompt approval. Recruiting of a larger CD staff was not long delayed thereafter.

Early CD staff in Guam (1052) consisted of a director, a coordinator, and a clerk-typist. Volunteer workers were also employed on the staff, at that time.

Since the new federal money began to roll in ($16,000 in fiscal year 1962), Guam's deputy-director-in-charge has enjoyed a 3-week training course at OCD staff college, Battle Creek, Michigan. The authorized, salaried CD staff in Guam now numbers 7.

Total amounts recently budgeted for Civil Defense by the Government of Guam (not counting expected matching federal contributions) are shown below:

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There is likelihood of even larger, future CD budget growth.

In submitting its 1963 budget proposal for Civil Defense, the government explained its plan and program in these terms:

"The department (of public safety) through its Civil Defense Agency in its responsibility of providing civil defense services to the people, renders that type of function supplementing police and military in the event of a disaster, either natural or otherwise. This includes the responsibility for preparing during normal times the policies, procedures and civil volunteer force necessary under adverse conditions to cope with the needs of fire fighting, police, medical and health, rescue, engineering, air raid, emergency welfare and similar services."

The reader will note that even in this age of missiles, Guam's government is still thinking of preparing for air raids!
The statement of justification continues:

"For fiscal year 1963 Civil Defense will continue to perform its functions in preparing the civilian population for any emergency in case of disaster such as typhoons, earthquake, tidal wave, flood, war and sabotage, etc. In order to execute these functions, Civil Defense will conduct the training of the civilian population in rescue, home protection exercises, first aid, fire fighting, radiological, and other courses. The continuous training and testing of the staff operational capabilities are among the important programs that will be undertaken during the next fiscal year.

"Civil Defense staffing requirements for fiscal year 1963 include the Deputy Director, Plans and Training Officer, Logistics and Resources Officer, Administrative Officer, Intelligence Officer, and two clerical positions. This represents no increase in personnel over the current year's staffing requirements."

It is understood that the recruiting necessary to fill 7 CD positions has (as of this writing) been accomplished. Exact, finalized titles of the various CD staff officers are not available. However, a 29 March 1962 Civil Defense progress report to the Director of the Department of Public Safety, submitted several months after the government's budget proposal was prepared, speaks of a 7-person, approved CD staff which would include one "Public Guidance Coordinator," instead of an Administrative Officer, and one "Women Activities Coordinator," instead of a Clerk III.

Salaries offered to Civil Defense staff officers amount to $4,680 per year. A police officer is hired for $3,320. Any CD staff officer is supposed to be a college graduate, with 2 additional years of responsible experience gained while performing governmental or school instructor's duties.

Due to DPS space limitations, all employees of the CD staff at the time the writer's study was made (1962) were performing their duties in one room, which is approximately 12x30 feet in size. A number of brainy people furiously planning, all day long, in one fertile seedbed of a room surely have by now succeeded in generating some very excellent and imaginative Civil Defense programs for the future. The prospects should henceforth be very bright for the dawn of a new CD era in Guam.
Civil Defense was assigned to DPS as a function when civil government in Guam first began. For some reason not now discoverable, CD achieved independent office status during or after the first year. Another executive order shuffled it back into DPS, as of 7 January 1961. Still a third reshuffling order lifted CD once again out of DPS and into the Governor's Office, sometime after 11 November 1962. While Civil Defense was a division of DPS, the Director of DPS also functioned as Director of Civil Defense. A deputy director was at the time in command of the division.

Civil Defense activities in Guam, as well as elsewhere in our country, have thus far been principally concentrated upon the production of plans. Guam has had (or has long been on the verge of having) several CD plans.

In order to open the channel to the inflow of federal Civil Defense money, one of these plans had to be given highest priority in 1961. Submitted in March for approval by CD regional headquarters, it came back in April, approved.

Other CD plans for Guam have not moved quite as briskly. An "Operational Survival Plan" apparently was forwarded to CD regional headquarters for review and approval sometime early in 1962. This plan's present status is not known. A "Typhoon Emergency Control Plan" was submitted to the Office of the Governor, for review and approval at about the same time. (Approval of the typhoon plan apparently still had not been obtained by the morning of 11 November 1962, when Typhoon Karen ravaged the island.) A plan for implementation of the "Continuity of Government Program" (presumably a federal program) seems also long ago to have been submitted for administrative consideration.

The federal Civil Defense establishment is said to have money or supplies available for distribution under a federal "Hardware Program." If this is so, it has to be assumed that CD in Guam is working up (or has already worked up) whatever plan is necessary to enable Guam to claim its share of this new federal bounty.

Insofar as the writer has been able to discover, Guam CD is apparently still operating under the provisions of a Civil Defense war preparedness plan which was issued in 1958 by Governor's Executive Order.

No copy of this 1958 plan (or of the proposed new "Operational Survival Plan" for Guam) could be made available to the writer for study by present CD management. Nor could a copy of the old "Typhoon Emergency Control Plan," nor a copy of the new, proposed "Typhoon Emergency Control Plan" be furnished.
Document security in Guam's Civil Defense Division (unlike the loose security which prevails elsewhere in DPS) is virtually impregnable. It is possible, of course, that copies of requested CD documents actually were not available. At any rate, this writer's study of Civil Defense in Guam went forward in good style without benefit of documentary review—which, perhaps, was as good a way as any.

Public Law 21, First Guam Legislature, entitled the "Guam Civil Defense Act of 1951," decreed the establishment of a Civil Defense council, to be appointed by the Governor, with the Governor to act as chairman. An Office of Civil Defense was created, and 6 functions and responsibilities were assigned:

1. Prepare civil defense plans and programs.
2. Provide within the Territory of Guam for the protection of life and property menaced by enemy attack or disaster.
3. Provide for necessary communication and warning systems.
4. Train volunteers for service in civil defense.
5. Disseminate civil defense information to the general public.
6. Periodically conduct island-wide drill and evacuation exercises.

Apparently, Civil Defense Councils have, on occasion, actually functioned usefully in the past. In 1952, besides the Governor, the Civil Defense Council included the Directors of Civil Defense, Public Safety, Education, Agriculture, Medical Services, the Chief Commissioner, the Colonel of Guam Militia, 5 citizens representing business, welfare, and civic organizations, plus two Armed Services representatives.

No Civil Defense Council exists in Guam at present. There seems to be no record of any such council having met since 1957. A proposal made by the present CD deputy director to reactivate the Civil Defense Council in Guam, submitted many months ago, apparently "got lost in the shuffle."
It is hereby recommended that a Guam Civil Defense Council be formed, and that it meet quarterly hereafter on a regular schedule, for the purpose of reviewing the progress made by the Civil Defense Office in imaginative, practical planning, and for the added purpose of evaluating the efficiency of the CD Office in actually implementing its programs.

It is apparent from the record that the current federal matching funds program in Civil Defense is not altogether new in principle. Guam received $12,200 worth of federal supplies and equipment, on a matching funds basis, in 1953. The nature of the equipment then received, or what became of it, is not known to the writer.

Through the years, various federal donations, principally consisting of surplus equipment, have been received by Guam Civil Defense. Donations and acquisitions mentioned in records now available which were received subsequent to 1953 include 7 two-way, mobile radios, mentioned in 1954, plus the acquisition by the island government (at a total cost to Guam of $4,280) of 22 public warning sirens. Mention is also made in 1958 of the stockpiling of federally approved medical supplies in the Office of Civil Defense.

In 1956, blankets, beds, liquid containers, and feeding utensils were acquired from surplus.

In 1958, a class was trained in radiological monitoring. Presumably, at least one geiger counter was purchased, borrowed, or received by donation.

In 1959, a statement was recorded that Guam was not eligible to receive benefits under the federal Surplus Property Disposal Act or the federal Natural Disaster Act. Three radiological monitoring kits were, at the same time, noted as having been received. How these kits were acquired, if not from surplus, was not revealed.

In 1960, without explanation as to how Guam succeeded in qualifying for such (last year forbidden) benefits, it was recorded that the territory is eligible to receive CD items from federal surplus and that Navy had donated sizeable amounts of blankets, helmets, candles, water containers, and feeding utensils.

It was also recorded in 1960 that federal Civil Defense regional headquarters had approved the donation of a set of radiological testing equipment for training purposes. Donated federal property was said to have been stored in government warehouses.
No additional Civil Defense property is recorded as having been acquired during 1961 or 1962. However, funds were requested and approved in the 1963 budget to acquire 5 eleven-gallon food carriers, costing $146 each, complete with pan assemblies, costing $85.60 each, additionally.

Six 10-gallon liquid dispensers are also being purchased. These cost $160 each. The uses to which all of the donated or purchased, stored CD equipment has been, or will be, put has not been revealed.

It is understood that the Navy and Air Force are prevented by federal law or regulations from endowing the Government of Guam with useful items of equipment which are surplus to their needs, except for items which will be utilized in the Civil Defense program.

If this is true, and it seems to be so, it is recommended that federal legislation be proposed authorizing the Department of Defense to effect the transfer to the Government of Guam of any items of surplus federal property which are physically present on the island, and which are requested by the territorial government.

A considerable amount of surplus fire-fighting equipment has been transferred over to the Government of Guam, through the years -- perhaps by tagging it for Civil Defense. Enabling federal legislation seems strongly indicated to permit our struggling, poverty-ridden, island territory to have the benefit of some of the outmoded, already replaced but still usable, Armed Services heavy equipment, which otherwise would be sold as scrap.

Now that Guam CD has a staff officer responsible for Logistics and Resources, a search of government warehouses and other likely storage spaces (including the storage quonsets at Ordot peniti
tiary) should be made, in an effort to determine how much of the previously donated and purchased CD material is still on hand, and what condition it now is in.

There is a strong and persistent rumor abroad in the island that blankets, feeding utensils, food containers, etc., acquired from federal surplus for Civil Defense, have long since been issued and used at the peniti
tiary for prisoner health and comfort.

It would be of interest to learn how much of the previously pur-
chased and donation-acquired, stored CD material could actually be located and utilized for the relief of disaster-stricken Guamanians during the November 1962 typhoon emergency.
Of the six previously-listed, basic functions and responsibilities assigned to the Office of Civil Defense by Public Law 21, 151, available records reveal that 3 have consistently received a fair measure of attention. These three are:

1. Preparation of plans;
2. Training of volunteers in warden duties, rescue, and first aid;
3. Dissemination of CD information to the people.

Two other basic obligations have received some scant attention:

1. Provision for communications and warning systems;
2. Conducting of drills and evacuation exercises.

The last remaining basic responsibility—namely, provision for protection of life and property menaced by enemy attack or disaster (the one actual, real, and basic purpose for which the Civil Defense agency was created)—has never been seriously or thoughtfully attempted.

The island of Guam is 4-10 miles wide and 22 miles long. Trade-winds blow fairly steadily across the island, mostly from the northeast, with a normal wind velocity of 5-15 miles per hour.

Enemy attack, when it comes, will be nuclear or thermo-nuclear in nature, probably arriving in the form of missiles launched from beneath the nearby ocean's surface. Four important military targets located on the island will ensure an early concentration of enemy attention to the destruction of the island's war-making potential.

These 4 important military installations are the SAC base at the island's north end, the big naval communications center, near the north end of the island, the naval air station, and naval ship repair facilities plus an adjacent submarine base—all of the last-named being located near the center of the island's western coast.

Because these military targets are all located somewhere along the island's western coast, airborne nuclear debris originating from bursts calculated to destroy the island's retaliatory military potential will probably never constitute a Guam fallout problem. The NE trade-winds will promptly blow the airborne fallout material out to sea.
It seems unlikely that the enemy would waste his warheads along the island's eastern coast or in the mountains to the south, unless he tries for the Naval Magazine located there. He will of course assume that basic American military defense preparations will long ago have included hidden, hard-cased, underground, command bunkers, equipped with all necessary gadgets for emergency military operations. The enemy undoubtedly will try to lob in a sufficient number of pinpoint excavating shots so as to saturate the three most likely command bunker locations. Other than these (plus the Naval Magazine), worthwhile targets do not exist in the island.

In February 1962, a team of two federal Civil Defense experts arrived in Guam and surveyed the existing possibilities in the island suitable for group fallout shelters. Seven buildings were tabbed as possibilities. (Were these shelters recollected and utilized during the November typhoon emergency?)

A Guam Civil Defense program, to make sense, surely must concentrate on blast shelters. It is entirely possible for government to build blast shelters strong enough to survive any but bullseye, pinpoint ground bursts. Nothing sensible, of this sort, for the protection of the civilian population of the island has, however, seriously been considered.

The island government still has even earlier priority Civil Defense measures to catch up—measures which have been talked about, but never as yet seriously considered. Perhaps the most urgent, unimplemented early priority is to provide for continuity of government.

Most states, and the federal government, now have secure, underground control centers and alternative, emergency, government office facilities built very substantially of heavy steel and concrete, with vault-type doors, and with independent supplies of filtered air, electricity, safe water, and food. These bunkers are equipped with emergency telephone systems, radios, and teletypes. Duplicates of important government records are stored here under conditions of maximum security.

Guam's government has nothing of this sort currently even under contemplation. Yet this need is most urgent. Our nation's wisest planners say that when the expected nuclear holocaust finally and suddenly sweeps the world, the antagonist who can survive and can quickly reestablish production and essential services will be the ultimate victor.
It is axiomatic that, in order to be of any value, an active Civil Defense program must have already provided an advanced state of readiness, before the countdown for missile-launching begins. Guam has never even seriously thought about Civil Defense in practical war-readiness terms.

Military defense, of course, is an entirely different matter. We have to assume that our Navy and Air Force contingents in Guam have been ready for the expected holocaust for many years.

The Governor's Report for Fiscal Year 1952 says that

"The director (of Civil Defense), as the executive head, coordinates the activities of the agency, and maintains close liaison with the Armed Forces through the Commander Naval Forces Marianas."

This was once an excellent and important concept, but it seems to have been jettisoned in recent years. Instead of maintaining close liaison with the military, Guam Civil Defense has gradually become almost completely disassociated, except for occasional surplus-material foraging expeditions.

Revival of the dormant Civil Defense Council should help to renew the very important, long-lost, civil liaison with the military.

Our enemy's present political leader and spokesman has never troubled to conceal his profound conviction that by continuing to out-maneuver us diplomatically, and by judiciously continuing to pursue Communism's famous "salami tactics" all around the world, he will eventually be able to take over and "bury" us without resorting to war.

It is still a good bet, however, that somewhere along the road to ruin the retreating free world will grow weary of retreating and "accommodating," and will make a stand. That day may come very soon, not so soon, or never; but if and when it does come, free-world people generally must be informed and ready, and must move promptly to previously prepared secure shelters, if any are to survive.

Two days before these words were written, through a local mishap, the enemy attack signal was accidentally sounded in a California town of 7,000 population. Proper response by the public to any such CD signal is to turn on the radio, tune to a local station (or a Conelrad broadcast), and follow radioed instructions.
What happened in California? Seven thousand people almost simultaneously tried to call the local police station to request police instructions—so it was reported.

It is doubtful that any such accidental test of civilian readiness could occur by misadventure today in Guam. It is doubtful that any effective, island-wide system of enemy attack announcement signals now exists in Guam.

Twenty-two attack warning sirens were acquired in 1954. Apparently, these were installed and were operable at one time, for a notation appears that they were tested in 1956. Again in 1957, a routine monthly test of enemy attack warning sirens was arranged. Tests in 1957 were made on the first working day of each month.

Is the Guam Civil Defense warning system still operable today? Is it island-wide in coverage? Is it authoritatively unmistakable for what it is, and is its significance understood by the people?

The writer spent 6 months in the island, and never heard a test.

Is the entire island network of warning devices wired into a single control station? This seems doubtful. Are the sirens capable of emitting the two standardized, distinct types of signal necessary to inform the people (steady blast and ululation)? This also seems doubtful.

It would seem desirable to assign some member of the present, recently augmented CD staff to check over the island's enemy attack public warning system, to report what he finds, and to follow through with work and purchase orders for any equipment improvements found to be needed. Audible attack warnings, whose significance is well understood, constitute a very fundamental and basic part of any realistic Civil Defense program.

Among preliminary recommendations submitted by the writer on 20 December 1961, was a $40,000 item for converting one of the Jap caves in the cliff-face bordering C' Brien Drive, in Agana, into an emergency Civil Defense operations and communications center. Forty thousand dollars spent by the Government of Guam for this purpose would have been matched with another $40,000 by the federal government.

This cliff-face location has the incalculable advantage of being located a mere stone's throw from the seat of government. It also has the disadvantage of being located fairly close to one of the island's prime, military targets—the naval ship repair
station and submarine base. Whether such an underground installation in Agana could survive the blast and fire resulting from numerous nuclear ground-bursts which unquestionably will be directed at Apra is problematical. This is a matter for engineering estimate.

If a competent engineering evaluation ever should be made of the proposed cliff-cave site, and if the cave location is rated a good command bunker risk, the government might still give thoughtful consideration to implementing this suggestion.

Definite, prompt action of some adequate sort must be taken without further delay to ensure the continuation of civil government after enemy attack. Nothing of this nature has ever been attempted or accomplished in Guam, and mounting international tensions, which could lead to holocaust at any moment, continue to grow and multiply.

The Government of Guam also needs a really secure, blast-proof, hidden, underground bunker, located in a part of the island where there would be little likelihood of accidental direct hits. The mountainous area in the southern portion of the island would seem to offer the best possibilities for location of such an alternative seat of government.

In the same general area of the island, shelters adequate for protection from blast of several thousand of the island people definitely should be constructed. Excavations into the sides of mountains could be protected internally by large, strong, corrugated metal arches. These arches can be further reinforced by metal ribs. Stocking of such shelters with food, water, bedding, and medical supplies would make a great deal of Civil Defense sense.

Civil Defense planning in Guam henceforth should be principally directed toward providing blast shelters rather than fall-out shelters, for the people. Well-stocked blast shelters would have been of great value during the recent typhoon emergency, had any been available.

Experience elsewhere than in Guam has shown that when war or disaster emergencies do occur:

1. The police are always discovered to be the backbone of civil defense efforts in a disrupted community. Police fingerprint files must be saved at any cost.
2. Basic, mobile, radio-directed civil defense squads, comprised of 6-8 trained specialists, plus a leader, are most useful and responsive to the various situations needing attention during and after attacks or disasters.

3. Emergency communications nets, separate and apart from normal systems, have always proved invaluable.

4. Ham radio operators perform marvelously in attack or disaster emergencies, if properly organized and pre indoctrinated.

5. Planning in advance for the inevitably necessary rationing of food and water is a valuable and rewarding effort. The same planning in advance is needed to provide medicines and medical supplies and services.

6. Arrangements must be made in advance to disperse valuable equipment, so that some at least will survive.

Someone who has access to Guam's proposed new "Operational Survival Plan" might check it against the 6 concepts above described. If any have been slighted, perhaps another evaluation of the plan is indicated.

Auxiliary police, for instance, are an absolute must in the island's planning. The Guam Militia is no more, and the Guam Police have been halved in numbers since 1950.

Back in 1953, volunteers for Guam's Civil Defense were underfoot everywhere--5,643 were enrolled. It was then discovered that none could be trained in any CD specialties except "Warden", "Rescue", "First Aid", "Home Nursing", and "Disaster Relief."

Those who signed up for "Welfare", "Police", "Fire", "Engineering", "Transportation", "Medical", "Education", "Public Information", "Communications", "Staff", "Miscellaneous Services", and "Radiological Monitoring", could not be usefully employed or trained at the time, even though (as the CD director opined) realistic "pre-attack training is the key to successful post-attack operations."

In 1952, 108 block wardens were appointed to serve in 19 villages. The commissioner in each village was appointed to be the chief warden.
POSSIBLE EMERGENCY COMMAND CENTER SITE

Lieutenant Esteban C. Meno, Assistant Commander of Guam's Police Division, stands near a barred entrance of the vast Japanese cave-complex, which honeycombs the Agana hill upon which the Governor's Palace stands.
It is improbable that the old Civil Defense village wardens organizations still exist today. However, such wardens would be of great value in a real attack emergency, or in the event of disaster.

What has become of the old lists containing the names of thousands of volunteer workers--of the old rosters of block wardens in the villages? Now that Guam has a greatly augmented CD staff, perhaps some staff member could be assigned to comb over the volunteer lists of yesteryear and bring them up to date. Some of the training courses, unavailable then, undoubtedly could be profitably staged now. The federal CD agency, in the meanwhile, has ground out tons of valuable training materials. Quantities of indoctrination and training leaflets are freely available, on request.

Has any effort ever been made to learn the identities of the island's ham radio operators, to inventory their equipment, to estimate their capabilities, or to acquaint them with the ways in which they can best serve the community when disaster strikes or when the enemy attack comes?

In 1955, a large map showing CD evacuation routes, was prepared. Does it still exist? If the government actually succeeds in creating public blast shelters, evacuation routes leading into the shelter areas will become critically important. Once such shelters become available, government should open and maintain Jeep-tracks through the "boonies", leading from all directions to the vicinity of the shelters. Present highway facilities would become hopelessly jammed in an attack emergency.

Whatever can be done to expedite the gaining of federal government approval for Guam to organize and equip a battalion of Army Engineer National Guards will have a stimulating effect on the island's general state of Civil Defense preparedness. A unit of this sort would prove to be invaluable to the territorial government, in CD emergencies, as well as in many other contexts.

The wheels were once in motion to amend a U. S. Public Law 875, known as the "Natural Disaster Act," so as to include Guam among the Act's potential beneficiaries. If this amendment has never been consummated, perhaps new impetus is needed.

After Typhoon Karen, there was talk of "Disaster Area" federal funds. Perhaps federal disaster aid has indeed been made available; if so, this may be no problem.
Guam does have occasional natural disasters—or at least the typhoons, tidal waves, and earthquakes, which frequently threaten the island always contain a potential for disaster.

Before Typhoon Karen struck, one of the most severe typhoons ever recorded, Lola of 1958, caused damage to Guam crops and property estimated at $5 million. Wind velocity was recorded at 135 mph, with occasional gusts even higher. Typhoon Karen of 1962, the all-time champion devastator, produced 200 mph winds and left thousands homeless. Storm damage totals for Karen are not yet available, but will probably be reckoned in the tens of millions.

The island's Civil Defense organization (if it can presently be called such) was put to a real test, when the latest of the big typhoons visited the island. Whether CD functioned satisfactorily in the "moment of truth" is not known here. However, the most severe storm emergency which is conceivable could not begin to compare with the havoc which will result and the stupendous confusion which will ensue during and after an enemy attack.

Civil Defense Division, until recently a division of DPS, enjoyed relatively preferred unit status among DPS divisions. Its employees were not subject to shuffling about among the other DPS divisions; they were better paid; had better office furniture and equipment; were rarely asked to work overtime or on weekends; and they had few pressures or deadlines to meet.

For many years, in a cozy, cloistered climate of federally half-endowed cogitation, the days slipped dreamily by for the Civil Defense staff, and who was there to know whether the island people were receiving much or little from their own partial financing of vital CD research and planning? Typhoon Karen undoubtedly provided a definitive answer to that previously unanswered question. For it is only when the record of major Civil Defense accomplishments is subjected to a sudden crucial test, followed by a long, over-the-shoulder, backward view that a true and revealing perspective can be had.

What has Civil Defense accomplished in Guam since 1950?

The record shows that a modest amount of training has been effected, plus the distribution of a few bushels of CD leaflets. A number of lectures on CD subjects have been delivered; a reasonably adequate number of CD films have been shown; a few CD plans have been prepared, even though no plans recently could be located. Installation of public warning sirens once was a functioning reality. Acquisitions of various, assorted CD supplies have been made, even though some of these supplies may or may not be still on hand and usable.
This adds up to a somewhat disappointing bill of accomplishments, over a 12-year period.

The highly qualified, well-educated, capable deputy director in charge of today's Civil Defense Agency should be able to improve greatly upon the modest record of accomplishments achieved by his predecessors. Already, during his tenure, he has prevailed upon government to double his staff and to triple his funds. Such virtuosity bodes well for his success in future performances.

Guam is, nevertheless, frighteningly far behind even the most laggard of the states in its posture of readiness for enemy attack. Construction and equipping of adequate blast shelters may very well constitute today's paramount and really urgent public safety priority. Provision for high-decibel, authoritative, island-wide, enemy-attack, warning signals is secondary, but still is rated urgent. A stepped-up populace indoctrination and volunteer training program would seem to rate third priority.

The island government cannot justify, simply cannot extenuate further shilly-shallying with the lives of its precious people in this war-tense world.

New courthouse, new penitentiary, new airport, new schools—all of these are long overdue and wholly desirable. Guam needs and yearns for them all.

But public safety takes precedence!

Perhaps there exists little public demand at this moment for blast-proof community shelters. As this chapter opened, it was pointed out that our people have closed their minds to further contemplation of presently existing nuclear-war perils, and have consigned the prodigious responsibility for ensuring their survival to God and to their governments.

It assuredly is not tolerable nor honorable for governments, in turn, to assign the whole of the problem to God. God helps; but in the past has seemed to expect and require initial self-preservation action from those who have the power and the intelligence to help themselves and their brothers to survive.
Chapter Eight

GENERAL ADMINISTRATION

There exists in Guam's Department of Public Safety a lamentable amount of confused and fuzzy thinking about the organizational purpose and the structure of the Division of General Administration.

At the outset of a 6-month study of DPS, which the writer made in Guam, commencing in October 1961, a detailed series of questions was submitted by the writer, who was seeking official answers to numerous questions. Among these were questions as to the names of the supervisors in charge of the G. A. Division and its three structural units, as named and listed on an unofficial DPS organization chart, previously supplied. Extracts from the returned document are shown here:

Q. Who is the Commander of the General Administration Division?
A. William T. Gay.

Q. Who heads the Records and Identification Section?
A. William T. Gay.

Q. Who is in charge of the Personnel Section?
A. William T. Gay.

Q. Who is in charge of the Budget, Property, and Supply Section?
A. William T. Gay.

The writer later became aware of the rumored existence in the organization of a DPS official known as Superintendent of Records. Another question was then posed, and the answer recorded:

Q. Who is the Superintendent of Records?
A. William T. Gay.

Still later, it became necessary for the Director to appoint someone to fill an important vacancy in a position known as "Special Assistant to the Director."

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Who was the man promptly designated to assume these temporarily undischarged responsibilities--in addition to all other responsibilities previously assigned? Right you are:

None other than William T. Gay!

General Administration Division today is very much a "one-man show." The present, hard-driving, dedicated, capable G. A. Division Commander daily manages to wring 65 seconds out of every minute of his own time. His personal example of single-minded diligence likewise inspires all of the division's employees. In the face of rugged obstacles to the creation of any state of real efficiency in General Administration, Mr. William T. Gay, supported by his handful of faithful employees, wages a constant battle, marked by daily setbacks and defeats, in attempting to maintain records control and all of the other administrative controls which have fallen to his portion.

That he is increasingly swamped, inundated, and overwhelmed by a tidal wave of complicated responsibilities and tedious administrative detail is readily apparent. Also apparent is the dogged courage and equanimity with which Mr. Gay returns undaunted to his desk each day, even though he is but sparingly rewarded for his truly heroic exertions.

The G. A. Division Commander's salary is $5,772 per annum.

Those who know DPS intimately will almost unanimously agree that the present commander of the Division of General Administration, more so than any other employee of the department, is DPS's one indispensable man. Without him, coordination and continuity of effort in the department would decline to the edge of chaos. With him, a sketchy sort of order prevails, and DPS somehow manages to continue to function.

Since the dawn of its creation in 1950, the Department of Public Safety has consistently included in its scheme of organization a control unit, sometimes called Administration, but in recent times usually described as General Administration.

In 1950, out of a total DPS strength of 217, eleven persons were noted as having been assigned to a unit which was then called Administration.

Twenty-two employees apparently were assigned to serve in the G. A. Division of 1962, from a DPS total strength of 210. The unit was by then sometimes called Administration Division, or, alternatively, General Administration.
The structure of any organization has to be dependent upon its purpose. The purpose of the administrative control division within DPS, which has recently, usually, been labeled General Administration has never been clearly understood, much less defined. This lack of definition of function and purpose undoubtedly accounts for wild fluctuations which have occurred from time to time in the unit's strength.

For instance, in 1951, Administration had a strength of 9. Thirteen persons were so assigned in 1952. In 1953, the strength of the organization had been reduced to 3. In the very next year, the total G. A. Division strength was back up to 9 again.

General Administration was in 1954 reconstituted again from its all-time record low of 3. This augmentation of strength was timely, for a very ambitious program was in that year decreed for DPS's small internal control organization:

"Commencing January 1, 1954, a centralization of public safety records and a start toward standardized reporting was effected. All reports now are numbered in series, published on a Daily Bulletin, as face sheets are made up at the complaint desk. Officers are assigned and reports are indexed with follow-up action and filing under the supervision of the Superintendent of Records and a report review clerk.

"Considerable progress has been made during the period from January 1 to June 30, 1954, in adherence to crime reporting and recording standards as set forth in the booklet "FBI Crime Reporting Code for the United States and Its Possessions."

It must be recorded here, however, that a gloomy prophecy which was registered in 1954 has since been proved to be all too sadly true:

"It probably will be several years before continuous training and higher personnel standards combine to result in mainland standard quality records and statistics."

During one period, from 1957 to 1959, the department seems to have had, first, a Records and Identification Division, and later, a Records and Identification Section—the latter having been assigned as a unit of Police Division. During this period, centralized records-keeping (if any existed) apparently was not a responsibility of General Administration.
However, in 1960, the DPS Service Division which had endured since 1955 chiefly for the purpose of managing the department's penal corrections function was renamed Penal Division. Odds and ends of minor DPS functions, which no longer seemed to belong in Penal Division—such as the expediting of automotive repairs and the maintenance of police ordnance—were then tossed into a reactivated General Administration Division, along with a renewed responsibility for maintaining many of the department's records and files.

Perhaps not strangely, by the end of 1961, there existed nowhere in DPS any firm understanding of General Administration's personnel strength, its internal structure, its functions, or its purpose.

That section of the Government Manual which constitutes the only existing description of the official internal organization of DPS does not even mention a General Administration Division.

An unofficial DPS organization chart furnished to the writer in October 1961, which purports to show the department's internal organization, as of that year, lists only 3 sections functioning within the General Administration Division:

1. Records and Identification
2. Personnel

The number of employees then shown as manning these three sections totals 14.

Curiously, DPS budget requests for fiscal year 1963, which were prepared at about the same time as was the above-described organization chart, (and most likely by the same people) show 8 units (not 3) grouped under General Administration, with the 8 units tagged with different names from those shown on the unofficial chart. The total number of G. A. Division personnel shown in this second attempt at DPS organizational accounting is 22 (not 14).

Since it is manifest and apparent that efficiency within the General Administration Division will never be increased while present DPS confusion about its purpose and structure continues, a number of recommendations need to be made at this point.

First, DPS needs to achieve better managerial perspective.
Functions which actually are not parts of the divisional responsibility of the G. A. Division commander should never at any time be grouped and shown as having been established within that division.

For instance, a vice squad exists in DPS. The vice squad is shown in the budget estimates (not by that name, but as "Special Investigation"). It is shown as a part of the Division of General Administration. The Director, himself, is shown as a member of the G. A. Division. Neither properly belongs there, or actually functions there.

Second, immediate managerial thought should be directed toward the proper future grouping of certain present G. A. functional units, namely, those which are now organizationally out of place as units of that division.

A separate administrative entity called "Director's Office," or some such name--should be firmly established in management's thinking, and this entity then should consistently appear (and always by that name) on DPS organization charts, in DPS annual reports, and in DPS budget estimates. Functions and personnel (exclusive of Division Commanders) which are actually under the direct control and supervision of the Director, should be grouped in this new unit. The few functions and persons so assigned normally should be limited to the Director's personal staff and his assistants.

There may be some good (but non-apparent) reason why the vice squad must operate from a spot in the DPS organization which is outside of the Guam Police establishment. However, if satisfactory results can be obtained from a vice squad operating out of the Detective Bureau--or even perhaps while under the personal direction of the police commander--there are many reasons why vice squad's return to the police establishment should be accomplished.

Surely there is no valid reason why the DPS function of Training should continue to be located partly in and partly outside of the G. A. Division control. There are many valid reasons why this unit should be increased in size and definitely assigned to General Administration Division.

The department's armorer, who once was a policeman, spends the better part of his day reloading ammunition to be used in the department's firearms training program. This man should be assigned to the Training Section, since at present he owes responsibility to no definite supervisor below the Division Commander's level.
If the department's automotive maintenance expediter still functions as such, he undoubtedly should be reassigned to Police Division. He once was a policeman, and the vehicles with which he is principally concerned are police vehicles.

The 4 policemen who take official photographs for the entire Government of Guam establishment, and who develop the negatives and produce the needed number of prints, are now assigned to General Administration. They should not be.

These men should be transferred back to Police Division, and should henceforth work out of a reconstituted "Police Records, Identification, and Crime Laboratory Section." This section should become a part of the enlarged Detective Bureau.

Most other police personnel remaining in General Administration, including policewomen, should be transferred back into Police Division. An exception should be made for the two police officers employed in the Training Section.

Eight years of experimentation with "centralized" DPS records, has resulted in little actual centralization, much confusion, and a virtually bankrupt state of efficiency in records management. The Fire and Penal Divisions currently make little pretense of adherence to the 1954 DPS records centralization concept. Police Division ably manages its own traffic accident and enforcement records and statistics. Aside from documents pertaining to DPS (rather than to its divisions) the only records actually being kept in General Administration's files today are criminal case records. These would be better kept in the Detective Bureau.

General Administration should be authorized to rid itself of its present responsibility for Police Division's criminal case records, by transferring them back to Police Division. With such preliminary clearing of the decks accomplished, the actual functional purposes of the very important General Administration Division should be once and for all time defined, recorded in the Government Manual, and forever after borne in mind.

If a clear understanding of the actual functional purposes of the G. A. Division can be achieved, it will not prove difficult to comprehend the necessity for a suitable internal structure.

The logical, general purposes of this important division of the Department of Public Safety seem to be to provide to the Director and the 3 line divisions coordination controls and supporting general administrative and staff inspection services on a department-wide basis.
In order to be definite, practical, and helpful in clarifying what is needed for the future, it is hereby recommended that consideration be given to the creation and proper staffing, within the new General Administration Division, of 3 proposed small sections or units. Each of these sections is tentatively described below, in turn.

**Budget & Accounts Section**

1 - Supervisor (civilian)
1 - Clerk (civilian)

**Functions:** Preparation of departmental budget estimates and justifications;

Cost accounting;

Preparation of requisitions and purchase orders;

Preparation of current status of appropriated funds reports and future expense projections;

Preparation of records of maintenance costs, including contractual services, vehicle mileage, and gas and oil consumption records;

Furnishing of supporting services to other G. A. sections, as required.

**Property & Supply Section**

1 - Supervisor (civilian)
1 - Clerk (civilian)

**Functions:** Operation of a secure storage facility for stocking and issuing of uniforms, equipment, parts, supplies, etc.;

Custody of found and recovered stolen property;

Maintenance of inventory records of departmental property;

Accomplishment of annual DPS property sight inventories;

Storage and issue of blank forms and stationery used by the department;
(Functions of Property & Supply Section - continued)

Prompt serial number marking of new items of property acquired by the department; followed by the prompt recording of new items in DPS inventory control files.

Records & Statistics Section
(Except records which are to be maintained in other G. A. sections or in DPS divisions.)

1 - Supervisor (civilian)
2 - Clerks (civilian)

Functions: Maintenance of a departmental mailroom, including mail receipt and dispatch records;

Preparation of info sheafs of clippings, and sheafs of info carbon copies of departmental correspondence, both sheafs for timely circulation among Director's staff and division commanders;

Abstracting of information from division and department reports, and transfer of same onto statistical punch cards;

Maintenance of time, attendance, overtime, leave compensatory time, and sick leave records for all employees of the department; preparation of time-sheet summaries for the payroll office;

Preparation of General Administration Division's morning reports and monthly reports;

Preparation of the department's annual reports;

Maintenance of the department's correspondence, publications, and order files;

Micro-filming of over-age departmental records before destruction; maintenance of duplicate records files in secure underground storage;

Maintenance of the department's vital master-name-index file;
(Functions of Records & Statistics Section - continued)

Recording and filing of minutes of meetings of DPS boards and staff groups;

Preparation of statistical studies in all fields of DPS activity, as required.

License Records Bureau

1 - Supervisor (civilian)
1 - Clerk (civilian)

Functions: Maintenance of files containing records of drivers' licenses issued, auto registrations, auto inspections, gun ownership licenses, identity cards, concealed weapons permits, civil defense auto passes, private detective licenses;

Maintaining of files reflecting driver violations and penalty points assessed toward driver's license suspension or revocation;

Maintaining of records affecting driver status under the Financial Responsibility Act;

Assisting Records & Statistics Section with the maintenance of the departmental master-name-index file.

Inspection & Management Improvement Section

1 - Supervisor (civilian)
2 - Inspectors (civilian)

Functions: Advance planning and programming;

Internal audits of administrative efficiency in all divisions, with special attention to proper management of divisional records and files; samplings of the accuracy of division-prepared statistical reports (such as Uniform Crime Reports, prisoner food costs, traffic section's enforcement and accident reports, etc.).
Measurement of adequacy of follow-up activities within divisions (such as accomplishment reports phoned back to complainants regarding the actions taken in response to complaints received);

Staff inspection visits to arms dealers, places of amusement, liquid fuel dealers, prize-fights, cockpits, etc., made to ensure compliance with the regulations upon which their business licenses depend;

Assistance to divisions in preparation of useful spot maps; vigilance to ensure their proper maintenance by the divisions;

Preparation of recommendations to be submitted by the G. A. Division Commander listing suggested improvements to procure a more efficient administration within the 4 DPS divisions.

Personal Service Section

1 - Supervisor (civilian)
1 - Clerk (civilian)

Functions: Custody and maintenance of personnel folders pertaining to all employees of the department;

Maintenance of individual folders for all interviewed applicants, as well as for all enrolled volunteer civil defense auxiliary police and firemen;

Records of amounts contributed and money disbursed in connection with frequent internal solicitations for contributions staged among DPS employees;

Management of an annual performance rating program for all DPS employees;

Management of departmental records pertaining to employee association activities;

Implementation of employee morale-building programs, such as athletic activities, funerals, retirement ceremonies, etc;
(Functions of Personnel Management Section - continued)

Management of an employee Incentive Awards System, including active solicitation of suggestions from employees to improve efficiency;

Processing of merit and valor awards and honors, etc.

Training Section

1 - Supervisor (police)
1 - Clerk (civilian)
1 - Armorer (police)

Functions: Maintenance and enlargement of the department's book and film training library, including sample publications and forms obtained from public safety units in other jurisdictions;

Staging of suitable indoctrination and orientation training courses for new employees;

Management of in-service courses for all employees; command-training courses for newly promoted employees; combat-firing and riot-squad training for policemen and penal guards;

Preparation of training bulletins for the various divisions;

Provision of other training assistance when needed by DPS employees or by the divisions;

Continuing review of the report-writing proficiency of employees of the various divisions, and implementation of practical measures to improve same;

Reloading of ammunition needed in the firearms training program;

Maintenance and improvement of the department's firing range;

Preparation of manuals needed in the department.
Public Relations Section

1 - Supervisor (civilian)
1 - Clerk (civilian)

Functions: Preparation of press releases;

Furnishing of DPS operations information to news communications media;

Arranging for and making public addresses regarding the work of DPS.

Staging public safety information programs on radio and television;

Effecting better inter-division communication and promoting harmony between divisions;

Working for better coordination and harmony between DPS, other departments, the business community, citizens' groups, and the military;

Publication of a daily bulletin within the department, and production of a monthly newsletter for wider distribution;

Maintenance of posted daily informational material for employees on locked bulletin boards;

Maintenance of cordial DPS relationships with the courts and the legislature;

Drafting of needed legislation to be proposed by the Director.

The commander of a reorganized and reoriented General Administrative Division should have an assistant, known officially by that title. These two, plus 8 section supervisors, plus 7 clerks, 2 inspectors, and 1 armorer, add up to a total proposed division strength of 20—which is two less than the strength shown for G. A. Division in the government's 1963 budget estimates. A proposed total of 20 employees is 6 more than was shown by DPS in the 1962 unofficial organization chart.
PROBLEM: SHORTAGE OF WORKING SPACE

A view of the crowded records room in Department of Public Safety's headquarters. A majority of the file cabinets and desks cannot be locked.
If the majority of police personnel who are now employed as clerks, photographers, etc., in the General Administration Division are returned to Police Division—as they should be, with few exceptions—recruitment of approximately 15-16 new civilian employees will be necessary in order to staff the reorganized G. A. Division. This new approach to DPS efficiency will enable the Department of Labor and Personnel to set up G. A. supervisory and inspectors' jobs on a pay scale high enough to attract applicants with better educational background and ability.

The important work presently crying out to be done in General Administration Division, before DPS can hope to take on the desired "new look", certainly rates classifying at least 10 of the 16 proposed new employees in salary range 27. The division commander should by all means be reclassified and placed no lower than in range 31; his assistant might well be set up in range 29.

Recruiting of competent employees for jobs in these pay ranges may not prove to be too difficult. A certain number of college-trained Guamanian youths have recently entered the labor market, as was revealed in the 1962 Civil Defense staffing project.

It is to be hoped that there will be no more nonsense in DPS about G. A. Division's responsibility for centralized records keeping. This is a concept which once had a good sound, but 8 years of disillusioning experience has completely convinced all informed observers that it was but a dream. Centralized records-keeping has not and never will work out successfully in DPS.

Police Division, Fire Division, and Penal Division should all aim to set up the necessary and proper files and records within their own establishments. To a considerable extent, such files already exist. Aid, guidance, and regular internal audit inspections of division files and records-keeping practices should be provided to line divisions by General Administration Division, but the responsibility for each line division's records should rest within the division.

In general, the Guam Police should be concerned with development of six classes or groups of records:

1. Crime Records: Accurate accounting for all crimes known to the police, from initial complaints through the final dispositions of charges. (The Keysort punch-card system is inexpensive, and might be considered for use in expediting preparation of Uniform Crime Reports.)
2. **Police Services Records**: accurate accounting, from receipt of requests or complaints, through recording of services rendered, and concluding with regular, public-relations-type, follow-up notifications. (A simple punch-card statistical file should be installed to expedite the preparation of statistical reports of police services rendered.)

3. **Traffic Enforcement and Motor Vehicle Investigation Records**: at present, these records are being very capably and professionally handled within the police division. **Exception**: no spot maps are maintained. (Punch-card statistical accounting system is also recommended here.)

4. **Communications Records**: radio monitor tapes, radio and telephone logs, etc. (Such records are of little value unless reviewed daily by supervisors.)

5. **Detective Bureau Records**: crime laboratory; photo laboratory; identification; dossier files; criminal case files; modus operandi files; mug files; various supporting files and records.

6. **Internal Administration Records**: Orders; reports; operations summaries; etc.

The Fire Division will need to maintain a minimum of four general classes of records:

1. **Fire Alarm Records**: accurate accounting for all fire suppression activities of the division in connection with responses made to each alarm received. This would include routine arson investigation reports.

2. **Fire Prevention Inspections Records**: including descriptions of physical hazards and dangerous practices noted, plus a record of follow-up activities made to ensure correction; hydrant inspections; hose test records; fire extinguisher refills; etc.

3. **Fire Rescue Records**: if and when this important public service is included among the vital functions of Fire Division, records of all requests for services should be made, along with reports of services rendered.
4. **Internal Administration Records:** Orders; reports; operations summaries; etc.

Fire Division should henceforth include in its internal organizational structure a unit called "Records and Statistics." This section should be headed by a full-time civilian clerk-supervisor, hired at about salary range 27. Selected firemen, while performing duty at Fire Headquarters should be detailed part-time to assist in maintaining the records of the division. These firemen should also be held in instant readiness to make fire alarm or fire rescue runs, as needed.

Penal Division should plan to maintain five general types of records:

1. **Penitentiary Operations Records:** an accurate, day-by-day accounting of the details of operation of the prison camp at Ordot, including prisoner population, menus, daily food costs, food donations received, garden produce harvested, events scheduled for prisoner recreation, prisoner admissions, releases, visitors admitted, locker inspections made, weapon and key security checks accomplished, etc.

2. **Jail Operations Records:** same operations records as for the penal camp, but only for the days during which at least one prisoner has been confined in the jail.

3. **Prisoner Personnel Records:** for the penitentiary, and also for the jail. Careful accounting should be made here of the authority by which prisoners are received and confined, date and time confinement begins and ends, property and money received along with prisoners, prisoner classifications, behavior, work assignments given, criminal records, earlier confinement records, dossiers, etc.

4. **Penal Camp Prisoner Rehabilitation Records:** this function of Penal Division is of such great importance as to merit a special records classification. Here, records should be kept which reflect the efforts made to re-convert criminals back into citizens. Prisoner response to rehabilitation efforts should also be noted.

Prisoners held in the jail would need few records kept on the progress of their rehabilitation. The Agana lockup definitely does not lend itself to a program of prisoner rehabilitation.
5. **Internal Administration Records**: orders; reports; operations summaries; etc.

A civilian clerk-supervisor, perhaps one hired in pay range 27, should be added to staff to set up and take charge of Penal Division's new Records Section and its expanded records system. If clerically competent penal guard employees are not available in the organization to render part-time records maintenance assistance, a lower grade civilian clerk should also be added to the staff. **Trusties from among the prisoners should not be utilized in records maintenance.** Use of trusties as clerks compromises records security.

The Civil Defense agency, even though momentarily detached from DPS, should consider the establishment of records in five general categories:

1. **Civil Defense Plans**: Current and obsolete. Federally distributed related material.

2. **Records of Drills and Field Operations**: critiques, followed by any necessary strengthening of planned emergency procedures, might be based upon these records.

3. **Records of Populace Training**: lists of volunteers who have been trained in various specialties, and who are organized and equipped to respond to CD emergencies, should be kept up to date. Also to be maintained are lists of volunteers still awaiting training.

4. **Inventory Records of CD Materials and Equipment in Storage**: including periodic sight-inspection records.

5. **Internal Administration Records**: orders; correspondence; reports; operations summaries; etc.

General Administration Division, itself, will need to maintain divisional internal administration records. These files should be maintained in the new Records and Statistics Section.

Where is the space to be found in the present DPS headquarters for housing the additional personnel and the additional office equipment which will be needed? The answer is that space is not currently available.
General Administration, at barest minimum, will need double the space now afforded. The Detective Bureau will need three additional, medium-sized rooms—one for an Identification and Crime Laboratory, one for additional desk space, and one for Records and Files. The Fire Division urgently requires an entire new fire headquarters building—preferably one constructed on the lot adjacent to DPS headquarters. Penal Division perhaps should plan to rebuild one of the old Ordot storage quonsets into an administrative office. In this new space the new Records Section and a reinforced Prisoner Rehabilitation Section should be housed. The present Operations Office quonset at the penal camp is just large enough for the existing Operations Staff. Prisoner Rehabilitation and Penal Records sections will need to be housed separately.

As has been elsewhere noted, the pressure for more working space in the small DPS headquarters building is acute. One of the rejuvenation prerequisites which would be vital to any substantial improvement in DPS services and operating efficiency is the addition of another story, or another wing, to the present headquarters building.

Another important preliminary to achieving highly urgent better efficiency in the very important, proposed, new General Administration Division is the off-island training of its Commander.

For approximately $1,200, Mr. William T. Gay can be afforded a 6-week training tour in Honolulu. While there, he will observe at first hand files, records, training activities, and the functioning of administrative controls in the Oahu police, fire, and penal establishments. It is strongly recommended that an early training project of this sort be approved.

The Department of Public Safety of the future will, or perhaps will not, gather itself together for a vastly improved, all-around, creditable performance in its several very important services to the public, depending almost entirely upon whether the government really desires improved DPS performance. If a sufficiently high funding priority is assigned by government, DPS can and will return excellent dividends in improved services.

If and when the time comes for DPS seriously to attempt an adequately supported general improvement program, first attention should be given to rebuilding and revitalizing the all-important General Administration Division.
Simultaneously, the Director's staff must be strengthened by the recruitment of a capable Deputy Director and a full-time administrative assistant.

These are the two first and most important government steps to be taken on the long road back toward once again achieving satisfactory efficiency in Guam's public safety services.

Other high priority recommendations requiring early administrative attention and continuing emphasis are:

1. Accurate division and department records-keeping, plus honest statistical analysis and reporting.

2. Preparation and publication of revised DPS internal rules and regulations.

3. Preparation and publication of badly needed procedural manuals in all divisions.

4. Provision of more headquarters space. Equipping of the entire, expanded DPS Headquarters Building with modern office furnishings and machines.

5. Off-island training courses for key personnel in all divisions. Better in-service training, and more of it.

6. Improved personnel management program, including increased employee compensation and other benefits, along with upgraded recruitment standards.

7. More realistic approach to and greater emphasis upon practical civil defense measures, regardless of whether the CD agency is located within DPS or is independent of it.

8. Concentration of substantially greater authority for operation and administration of DPS in the Director, as an official responsible directly to the Governor.

9. Effecting of badly needed (elsewhere discussed) improvements all along the line in the vital chain-process of law enforcement.

10. Institution and development of a vigorous and practical program of crime prevention and youth delinquency control.
Discussions of recommended means for achieving the basic improvement program requirements, as listed above, as well as suggestions for effecting additional really worthwhile DPS improvements, will be found in other sections of this report. All of the divisions of DPS are profoundly important to government's general mission of providing for the public safety, but within the Department of Public Safety itself no division ranks higher in order of importance than does the staff and management division called General Administration.
Chapter Nine

YOUTH DELINQUENCY CONTROL

In Guam, as elsewhere in this world, today's unregenerated juvenile delinquents are likely to become the incorrigible criminals of tomorrow. The malignant process of criminal delinquency neglect has elsewhere penetrated so deeply into the American social structure that youth delinquency's control and containment may elsewhere, henceforth, be difficult if not impossible. The naval quarantine's postponement of Guam's development of patterns of criminal delinquency among its youths, however, hopefully reveals our outlying island territory as one American area which is still relatively free from chronic incidence of crime.

In Guam, the prognosis for containment of youth criminal delinquency is still excellent. Much will depend upon government's ability to recognize its priceless opportunity, still remaining, for instituting a vigorous crime prevention program, and upon government's ability to move promptly in practical ways to establish effective controls.

America as a nation has nearly everywhere been losing ground in its fumbling efforts to recognize and eliminate the roots and origins of chronic anti-social behavior. Criminal delinquency, thus far, seems to have firmly established itself among approximately 5% of our American young people. The growth rate of crime continues to accelerate.

We have, as a nation, demonstrably been losing ground in our battle to deal repressively with a flood-tide of youth-crimes. Today's oft-times appalling youth-crime aggressions have directly derived from our failure to identify and treat the causes of a growing national prevalence of youthful lawlessness.

Concern about misbehavior in the young is not a new development in the world. Consider the timelessness of these sentiments, taken from a stone tablet inscribed by an unidentified Assyrian sociologist, circa 2800 B.C.:

"Our earth is degenerate in these latter days; bribery and corruption are common; children no longer obey their parents; the end of the world is evidently approaching."
Consider also that a couple of millennia later, in 400 B.C., Socrates gloomily and similarly observed and recorded the Athenian scene:

"Children now love luxuries; they have bad manners, contempt for authority. Children are now tyrants, not the servants of their households. They contradict their parents, chatter before company, gobble up dainties at the table, tyrannize their teachers."

Our own concern about criminally delinquent youths of today is better founded than were the viewing with alarm of our ancestors, for in these times we face something altogether new in the world --widespread, forthright criminal delinquency among the rising generation.

Let us not, therefore, at least in this discussion, confuse youthful misbehavior with youthful criminal delinquency.

Statistics maintained on a national scale by the FBI have revealed for a number of years that crimes against persons and property, generally, are now being committed at a rate which accelerates its growth 4 times faster than the rate of increase of the U.S. population. This fact is alarming in itself. Even more disturbing is the fact that arrests of persons under 18 years of age, nation-wide, have more than doubled during the 50's decade. Juvenile arrest statistics in Guam are not available for the years preceding 1955, but it is probable that island juvenile arrest rates have tripled or quadrupled during the latter half of the decade and the first three years of the 60's.

Nationally, for every dollar spent on education, crime costs $1.11. Every dollar contributed to churches is offset by a $0.00 crime-bill. There is, of course, a reason (in fact, several reasons) why we are increasingly beset with crime.

Our American people have been exposed for at least two generations to a demoralizing "modern" philosophy--one widely disseminated by many of our public schools--which teaches that nothing is ever altogether "right" and nothing is ever quite "wrong." We have been sedulously taught that there are no positive or definite limits on misconduct. The result is a present population increasingly detached from belief in ancient and accepted moral concepts and a people filled with uncertainty and confusion about behavioral values.
We are in doubt today not only about what is right and what is wrong, but also about which are our entitlements and which are our social duties. We tend to decline to accept personal responsibility for assuring our own moral conduct; we no longer much consider what we owe to the group, only what we demand from the group; and we tend more and more to lose respect for the ancient verities upon which our entire culture is founded.

This is a great tragedy, for we are even now a nation confused, irresolute, marked by apathetic acceptance of disquieting events, for which we have no understanding.

The justly celebrated American philosopher, William James, writing early in the twentieth century, said that one of the two unique foundation-stones of our great republic—one of two of the most precious, basic, distinctive attributes of our Anglo-American civilization—was the homely, inveterate, American habit possessed by our people of directing

"fierce and merciless resentment toward every man or set of men who break the public peace."

Consider, after even a casual survey of the contemporary American scene, where we now stand with relation to this important truth as revealed 50 years ago by one of our all-time keenest American social analysts.

Guam is truly fortunate in that, although an island youth delinquency problem does exist—and, through neglect, every year grows more serious—the dimensions of the problem are still within containable bounds. In other words, there is a comforting capacity still remaining in the island people to muster group resentment, even formidable civic indignation, against those who break the public peace.

A chance still offers for the island government to re-establish practical control measures aimed at halting the spread of the mainland's deep-rooted "delinquency disease" among young Guamanians, and thereafter, for once again (hopefully) of making annual island reductions in criminal delinquency's rate of incidence.

If this highly to be desired reversal of trend is actually to be accomplished in Guam, the time to begin is now.
A special Department of Public Safety mass was held in Agana's cathedral early in 1962. The Bishop of Guam presided. Honorable Bill Daniel, fifth civil governor of Guam, and his family, were guests of the Department on this occasion.
Prior to World War II, weighty emphasis which then was placed by the Chamorro-Spanish culture upon family authority operated very effectively to restrain lawless impulses in the young. After the Guamanian youths of that day passed adolescence, they usually married, and themselves immediately became responsible heads of growing families. There was little youth crime in Guam in those days. Whatever occasional disposition toward adopting anti-social attitudes might have then been manifested by maladjusted youths was early squelched within the families.

Right was clearly right; wrong was plainly wrong; and the threat of public disapproval was a powerful force guiding Guamanian youths toward duty, honor, integrity, righteousness, and respect for the accepted mores of the group.

Even today, the island people are still very much family-oriented,--more so than in most mainland communities--and the families are more inclined to live their Christian religion and to respond with complete assurance to the moral and ethical teachings of the churches.

Family solidarity, respect for paternal authority, unhesitating acceptance of time-tested group standards,—all of these, however, are fast fading in the Guam of today. This, apparently, is part of the price of progress.

Each year the island's crimes increase. More and more of the island's partially educated youths develop insecurity, uncertainty, and rebellious traits which lead them restlessly deeper and deeper into the attitudes and actions which constitute criminal delinquency.

We know from thoughtful observation and experience that human patterns of conduct and human attitudes, once established, are not readily changed. This is especially true of patterns of aggressive misconduct and anti-social attitudes, for when these are discovered in anyone, their possessor may be cast out, shunned, or distrusted.

There is no substitute in human personality for good moral constitution (sometimes called character). Good character is rarely developed in children except in an environment of family love and harmony. Its growth is fostered in an atmosphere of parental affection, effective discipline, and close parental attention and interest. Without the reassuring support and sustaining inner certitude of a good moral constitution, formed early in a good home, a child may readily become confused during the trying period of his adolescence and, while confused, may stray into criminal delinquency.
THE AGE OF INNOCENCE

Young Guamanians are inclined to enjoy carefree island life while they may, secure in the knowledge that "theirs is the world and everything that's in it."
Decadency in human societies starts with uncertainty and confusion about moral values, with the gradual acceptance of relaxed standards of conduct, with undue emphasis upon the acquisition of material goods, and with complacency about the loss of spiritual concepts. Gradually, the truths we live by become obscured, and we tend to grow confused, apathetic, indifferent, self-centered, and selfishly unconcerned about our social responsibilities and our obligations to the community.

Delinquency is not an easy subject to comprehend. The term frequently conveys different meanings. Perhaps an effort to clarify its significance for purposes of its discussion within this chapter may be in order.

What, for instance, do we really mean by the term, "juvenile delinquent?"

The law arbitrarily establishes within each jurisdiction a certain, specified, chronological age which legally separates juveniles from youthful adults. In Guam, this age is 18. Below age 18, young Guamanians are legally considered to be children. In legal parlance, children are also called juveniles.

When children commit crimes, the law usually provides for an attempt to be made to discover the reasons for the child's social maladjustment, and for a further effort to be made to correct any deficiencies in the child's environment. Retribution or punishment for the juvenile's criminal misbehavior is rarely, nowadays, considered to be a proper corrective measure.

The reader may recall that we Americans began, as a nation, in the second decade of this century to modify our "fierce and merciless resentment" against those who breach the public peace. At first, this limited tolerance of criminal delinquency applied only whenever the peace-breachers happened to be children. General acceptance of even that small degree of stifling of our peoples' "fierce and merciless resentment," which the great American philosopher, William James, felt to be vital to the survival of our republic, quickly led to the development in our country of a cult of tolerance. Toleration of crime and criminals has led easily and naturally to indulgence and complaisance. Today, a state of virtual public apathy with respect to criminal delinquency has become the rule.

The facile tendency of 20th Century Americans is for all of us to tamely submit to further oppressive stifling of any remaining, mild resentments which we might feel toward aggressive criminal delinquents, regardless of their age, as long as their crimes
do not affect us closely or personally. Some of our courts, a number of our penologists, many of our molders of public opinion, generally, seem determined to subvert the old, proved criminological formulae which helped to preserve and prosper our ancestors in their drive to develop a great nation. Fortunately, this aspect of the decadency disease has gained little headway in long-protected Guam.

Returning once again to definitions, by "criminal delinquent" we mean a maladjusted person (age not a factor) who, for whatever reason, has established a pattern of criminally anti-social, aggressive behavior, manifested by repeated attacks upon the persons or property of others.

A murderer, while certainly a criminal, is not necessarily also a criminal delinquent; his may have been a single crime, one of passion, accompanied by no established pattern of criminal misconduct.

A motorist possessing a record revealing many convictions for traffic violations conceivably may eventually meet a judge who will send him to jail for a term. Imprisonment, by itself, does not necessarily mean that the prisoner is a criminal delinquent. Here we may have a pattern of less than criminal misbehavior, with no apparent record of attacks upon persons or property.

A criminal delinquent, once again, is a person who repeatedly attacks persons or property. This simple definition should be borne in mind.

Under these terms, finally, a juvenile delinquent is a person less than 18 years of age who has demonstrated a criminally over-aggressive pattern of behavior.

A delinquent youth, for purposes of this chapter, is a young person (18 years, or older) who has repeatedly criminally misbehaved, as described above, but who is now legally old enough to be required to answer for his crimes.

Some thoughtful students of the problem of criminal delinquency believe that it is taught. Recollect Senator Dodd's 1962 speech on the subject:

"It has long been maintained by experts on these problems that delinquency is learned by the young from the old, by the immature from the mature, and by the innocent from the vicious."
There seems to be little room for doubt that criminal attitudes are infectious, especially among youths.

Others feel that delinquency flourishes in societies which have loosened the restraints of family discipline. They say that a juvenile delinquent simply is a child whose father did not believe in burning his britches behind him.

One of the world's all-time, truly great and brilliant men who have graced the pages of human history, one Leonardo da Vinci, left behind for us this bit of basic wisdom:

"There is no result in nature without a cause; understand the cause and you will have no need of the experience."

Seeking to understand the causes of criminal delinquency among the youths of our lovely island territory clearly constitutes for us the only sensible approach to the problem of how best to contain and control youth crime.

Mr. Lawrence Carpenter, the federal penal corrections expert, who early in 1961 studied the criminal delinquency problem in Guam, felt that parental neglect, economic pressures, commercialized entertainment, and the desire of young people to acquire material possessions were all factors contributing to criminal delinquency among the island's youths.

Others, after thoughtful contemplation of exactly the same problem as it exists in stateside communities have attempted to explain today's growing prevalence of criminal delinquency among youths in terms of an infectious spread of a sort of spiritual negation.

The young victims of this enervating social disease acquire an early attitude of indifference, which develops into futility. The bored youngsters drift from futility into what has been called an "existential vacuum", where nothing inspires zest or enthusiasm and life is devoid of meaning.

Young people afflicted with this contemporary boredom malady may become prone to shrug and say:

"What do I have to lose? I'm ready for whatever excitement or diversion that offers. How else will I get my kicks?"
One remedy for criminal delinquency among youths which seems strongly indicated points toward organized youth programs designed to arouse interest, enthusiasm, and creative zest in the young. If the homes and the churches fail in this, sometimes agencies of government or civic organizations can succeed. Certainly, the stake is large enough to justify almost any effort.

At the same time, if parents, educators, clergy, and the public opinion-forming news media somehow can be aroused and gathered together into a properly informed, concerned, unified, common front against the spread of the pernicious "no right--no wrong" doctrine; if some means can be found to rekindle our waning "fierce resentment" towards all who breach the public peace; today's growing threat of constantly increasing youth crime in the island can be halted.

Unfortunately, in Guam, something must also be said about the present failure of government to be more than perfunctorily aware or concerned about the seriousness of the problem of criminal delinquency among the island's youngsters. Government's recent history of stubborn reluctance to assign sufficient emphasis to the re-instituting of effective youth crime containment measures must likewise be dolefully remarked.

Guam's experience with youth crime has not been extensive. It should be remembered that it was not until March 1955 that any provision was made in Guam for separate confinement of juvenile and adult prisoners. The Juvenile Court was not established until 1952. Police records of the number of juveniles arrested only began to be regularly kept in 1955.

These facts tend to establish that youth crime, as a serious problem in the island, apparently is a comparatively recent one.

Even today, the territorial government annually budgets no definite sum to cover the expenses of its Juvenile Detention Home in Mangilao, and even now no effort is being made at the Detention Home to segregate juvenile criminal delinquents from the charity cases. ("...delinquency is learned by the innocent from the vicious." See p.292)

An excellent early beginning toward a police crime prevention program was made by DPS in August 1955. In that year a "Youth Activities Squad" was organized within the Juvenile Section of the Police Division. The "Youth Director," so-called, of that day, organized a Junior Baseball League and a Junior Volleyball League.
"RAMSHACKLE STRUCTURE"

This is Guam's Juvenile Detention Home. The interior is even more dilapidated than the exterior. Confinement security here is at zero level. Problem children are sometimes still held in adult cells at DPS headquarters lockup.
Uniforms, sports equipment, and athletic trophies were purchased and distributed. Volleyball and basketball courts were constructed at the Detention Home, and sports equipment was supplied. Boy Scout hikes, picnics, and camping trips were organized. DPS magnificently stood host to 3,500 island youngsters on Christmas Eve of 1955!

All of this highly commendable DPS crime-preventing activity was financed from funds realized through the staging of two benefit boxing programs sponsored in 1955 by a then active (now defunct) Police and Fire Benevolent Association.

The Governor's Report for Fiscal Year 1956 related of the newly organized Youth Activities Squad that it was established for the purpose of

"...setting up and implementing sound recreational and other worthwhile activities and programs for youth benefit. This particular phase of the overall objectives of the department is in line with its continuous effort to prevent juvenile delinquency."

The DPS annual report for the fiscal year reflected a not surprising, gratifying 17.8% decrease in crimes known to the police. Only 19 juveniles were arrested for serious crimes during the year--66 fewer than in the previous year.

Fiscal year 1957 reports reveal that the Guam Police Youth Activities Squad was still active; the island's crime rate was still declining; and even fewer juveniles than in 1956 had to be arrested for committing serious crimes.

The Youth Activities Squad was commendably also still in existence in 1958. A youths' musical band was organized and equipped during the year, as well as several youth drill-teams representing all of the island's villages. Arrests of juveniles for serious crimes declined to the record low of 10 for the year, even though major offenses known to the police took a sharp rise.

In the next year, 1959, the Youth Activities Squad was, for no apparent good reason, quietly dropped from the DPS program.

Crime rates faithfully reflected a substantial gain for the year, as well as in each year thereafter. The number of juveniles arrested in 1959 for serious crimes skyrocketed from 10 to 78.
A tabulation of police statistics relating to juvenile crime during 7 successive years is furnished here. This record seems to demonstrate the tremendous value to the island community of an energetic, practical, police-program approach to crime prevention, as well as to reveal the equally sure and certain consequences of youth program neglect.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Juvenile Crimes Known</th>
<th>Number of Juveniles Involved</th>
<th>No. of Arrests of Juveniles for Serious Crimes</th>
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<tbody>
<tr>
<td>1955</td>
<td>89</td>
<td>91</td>
<td>85</td>
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<tr>
<td>1960</td>
<td>94</td>
<td>121</td>
<td>91</td>
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<tr>
<td>1961</td>
<td>150</td>
<td>185</td>
<td>150</td>
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</tbody>
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Mr. Carpenter has pointed out that if the presently existing state of governmental and community indifference to constantly increasing youth crime in the island is allowed to continue

"...within a very few years, the island may find itself with an adult crime problem, as these juveniles and youths become older--unless positive steps are now taken to bring about their rehabilitation."

Mr. Carpenter also recommended the enactment by the Guam Legislature of a statute similar to the Federal Youth Correction Act. He went to the trouble of drafting and forwarding suitable legislation, but the territorial government has apparently taken no official notice of it.

Even though sentencing youthful criminal delinquents to serve 6-year maximum, indeterminate sentences may seem to some to be a depressingly negative approach to crime prevention, a Youth Act such as the one drafted by Mr. Carpenter has its place in any enlightened, Guam crime-prevention program. There are always a few maladjusted youngsters who will not respond to athletic and recreational programs, or to the inspirational guidance and counseling of a youth activities director. Continued moral good health in the community requires the enforced segregation of such youths.

It should be here again emphasized that an overwhelming majority of the island's youngsters are perfectly normal, healthy, respectable children. They constitute no criminal delinquency problem at all--either to the police or to the courts. Some,
perhaps, may be occasional truants from school, and others may be infrequently caught short of home at curfew time (10:00 p.m.). These children need little crime-prevention attention; they will probably never become criminals in any event.

The trick is to locate the youthful criminal delinquents early, and then to focus and concentrate the best preventive efforts of the community upon the very few island youths who are committing burglaries, stealing automobiles, and perpetrating other thefts and larcenies.

In order to satisfactorily accomplish this truly important prevention and rehabilitation work in a professional manner, one of the officials of the Guam Police should be professionally trained. A specific recommendation aimed at accomplishing this important first training step appears in another chapter of this report.

Let us never lose sight of the fact that during the three years (1956, 1957, 1958) when the Guam Police had a capable Youth Activities Director working full-time on crime prevention, juvenile crimes and arrests fell away to negligible proportions.

As soon as the police crime-prevention program was scrapped, juvenile crimes and arrests began to increase again--and both have continued to increase rapidly and alarmingly ever since.

Criminal delinquents have been noted to have certain traits in common: they are very apt to be immature, purposeless, irresponsible, cynical in a shallow sort of way, filled with vague resentments, and inclined to self-pity, repudiation and self-destruction.

A considerable part of Guam's youthful criminal delinquency probably is based upon lack of opportunities for certain unsettled island youths to form stabilizing associations with positively oriented, mature humans. It is for this reason that a police official possessing a strong, well-developed personality must be chosen for the important position of Youth Activities Director.

The cost of crime and of the lifetime institutional care of criminals is so great--even in Guam, where institutional facilities are almost incredibly primitive and inexpensive--that a real economy could well be effected by providing for pre-sentence psychiatric evaluation of convicted young offenders. In Guam this would involve no great expense--merely paying the salary of one psychiatrist, or, even better, perhaps, the salary of a clinical psychologist.
It must be of tremendous help to a judge who is trying to arrive at a sentencing decision to have available a professionally prepared report, showing the nature of the young criminal who appears before him, as well as his potential for rehabilitation. It must often be difficult for the judge to discover for himself whether the young prisoner in the dock is essentially normal, or whether he is mentally retarded, morally warped, perverted, or psychopathic.

Special consideration might be given to implementing this recommendation for providing professional pre-sentence evaluation of young criminals, if anyone in government is truly interested in practical measures for controlling crime in the island.

Mr. Carpenter found during his Guam corrections study that government had never gotten around to hiring a professional social worker to work full-time with delinquent and potentially delinquent children and their families. He pointed out that the hiring of such a specialist would be an excellent investment, and that great future economies could be thereby effected. Although never implemented, Mr. Carpenter's recommendation is still potently valid. One full-time social worker hired for this purpose would seem to be a stark necessity, if any serious effort toward the containment of further development of criminal delinquency in the island is to be mounted.

There are other useful measures of youth delinquency control available, which are not as yet being used in Guam. For instance, consider the values inherent in a procedure involving prompt suspension of driving privileges for any juvenile or youth charged by the police, as soon as the youngster has been booked for committing a crime.

Juveniles should (temporarily) forfeit drivers' licenses to the police when booked for any offense. Youths should be required to hand over their licenses when booked for any felony or for specified misdemeanors.

The rationale for instituting this driving license forfeiture practice lies in the well-known role which vehicular mobility plays in most criminal delinquency patterns. Why not "ground" the delinquent as soon as caught? This breaks the pattern, and in many cases might prove to be a simple and effective crime-prevention device.

Later, the right of a repentant youngster to drive again could be conditionally restored by the judge who considers the case. This recommended system affords one more leverage tool with which to influence improved youth behavior.
The Guam Police say that 20% of all crimes committed are attributable to juveniles. Apparently, also the 80% of non-juvenile crimes committed in Guam are, to a very great extent chargeable to youths or very young adults. The arrest records and penitentiary statistics seem to support this view.

The fact that there are very few older criminals known to the police today supports the conclusion that criminal delinquency actually was rarely encountered in Guam prior to 1945. Regrettably, the changing times have already substantially altered for the worse the once-simple patterns of living in our picturesque and enchanting island territory.

During a brief, sample, 9½-week period, from 1 August 1961 to 28 September 1961, eighty-two juveniles were arrested (or were taken into police custody, as the sociologists prefer to say). Thirty-one were picked up for aggravated curfew violations; 23 were booked for burglaries; 3 for night-hunting.

Throughout the entire same fiscal year a total of 636 adult and juvenile persons were arrested for various crimes (non-traffic offenses). Of these, 28 were under 15 years; 175 were in the age group 15-19; 130 were in the age group 20-24; and all other age groups combined totaled 303. Fifty-seven of the year's crop of arrested persons were females.

Burglaries, larcenies, and auto thefts constitute the crimes which have always appealed most to Guamanian youngsters. These same 3 crimes have also always had the same major appeal to juveniles and youths elsewhere in America.

Two unique, distinguishing facts should here be remarked:

1. The juvenile and youth criminals of Guam have thus far never developed anything comparable to state-side-recorded, tigerish appetites for crimes of violence.

   Yokings, purse-snatchings, rapes, robberies, gang-fights--such brutal crimes have never greatly appealed to island youngsters.

2. Vandalism is still almost unknown in the island.

On 7 December 1961, after four consecutive months of greatly increased incidence of juvenile serious misbehavior and criminal activity, Acting Director James T. Sablan, Department of Public Safety, again attempted to call public attention to the disturbing
situation. A press release was issued and forwarded to both of the island's public information dissemination media.

Mr. Sablan revealed that during the months of August, September, October and November 1961, more juveniles had been taken into police custody than in any previously recorded 4-month period.

A new police problem was also noted: reports of many recent thefts of portable property from parked autos were being received. This offense is called "car-clouting" in stateside police parlance. Well known on the mainland, car-clouting is new to Guam.

Mr. Sablan also called attention to a rapid increase recently noted in arrests of youngsters for immoral acts committed in public places.

Although statistics on the subject are not available to the writer, it is understood that the annual rate of illegitimate births in Guam today stands at approximately 500. Not all unmarried mothers are juveniles, of course, but extra-legal sexual activity seems to be a relatively new and increasingly important police problem.

The last man previously to study and report upon Guam's corrections and criminal delinquency problems, Mr. Lawrence A. Carpenter, of the Federal Bureau of Prisons, summed up his discussion by writing:

"...the members of the legislature with whom I have talked have all expressed an excellent understanding of the correctional problems of the island and the need for immediate action.

"I feel that the territory is to be congratulated for what is on the whole a relatively low crime and delinquency rate. The offenders I have seen...are typically salvageable and well worth an investment by your government that would make them useful and productive citizens. I am confident that the foresight of the government, the legislature, and the community will bring about that investment."

The foregoing was written in May 1961. However, it is, in 1963, readily demonstrable that little "foresighted investment action" has since been taken by anyone in government. Time marches on, crime rates continue to increase, and small public concern is manifested.
On 8 January 1962, the Governor of the Territory, in a speech made to the Sixth Guam Legislature, listed 19 miscellaneous items for which legislation would be proposed. Of these, number 15 reads:

"Some provision for an expansion of our island's youth athletic program in our schools (must be made), which would go hand-in-hand with a plan now being studied to develop a juvenile program within our Department of Public Safety."

Insofar as can be learned, no new or improved juvenile program has since been developed (or even contemplated) in DPS. The Legislature did, however, appropriate money to pay for developing plans for a new corrections center. This was a progressive step, even though there apparently has never actually existed any real government intention of expending the sum which was thus made available.

Whether any expansion within the schools of the island's youth athletic program has occurred since the Governor announced the desirability of such a program is not known.

In any event, there has hopefully been a certain small amount of interest shown recently by government in mounting a practical youth crime-prevention program. If maximum benefits are to be realized from a crime-prevention program, the initiation of it should not be long delayed. Even now, it may be too late profitably to resume the marvelously fruitful Guam Police Youth Activities work, which was commenced in 1955, and which was allowed to collapse in 1959.

In the hope that the listing here of several practical crime-reduction steps, all of which urgently need to be taken soon in Guam, may stimulate early implementation action by the island government, a final recapitulation of the writer's recommended program is offered:

1. Lip service is not enough.

The island government's legislators, judges, and executive officials must sincerely recognize and accept the existence in the territory of a rapidly growing youth crime problem.
2. The same responsible officers of government must not only recognize the problem, they must sincerely and earnestly resolve to do everything possible to meet it and contain it.

Step-by-step action must then follow.

3. Commencing with minor, first steps (just to get into the swing of it) major changes and improvements should also follow, as the implementation program gains momentum.

An initial, simple improvement, requiring little effort, might well be a revision of the DPS section of the Government Manual to provide officially for the re-creation of the Youth Activities Squad of 1955. This unit of DPS had no official standing at the time, but it produced marvelous good results.

4. A second minor step might then be taken in implementing a recent recommendation made by a White House Conference on Children and Youths that at least one adequately trained law enforcement officer be assigned full-time within each jurisdiction to handle juvenile and youth offenders, and to work with other agencies of the community concerned with delinquency prevention and control.

By this is meant, in practical implementation terms: send a qualified, interested police official to receive 3 months' training in the Delinquency Control Institute, of the School of Public Administration, at the University of Southern California (or to attend some other, equally professionalizing course --if one can be found.)


This Act authorized $30 million to be spent nationally over a 3-year period to support training programs for persons who work with problem youths. DPS has several such persons who are urgently in need of professional training. The more who can be trained at federal expense, the better for Guam.
6. **Fourth step:** Authorize the Director of DPS to institute the juvenile and youth driver's license controls which were discussed above (p. 299).

The Baltimore (Maryland) Police have a program which involves frequent police street-checks of youthful drivers,--checks based upon no reason other than their age. They report that this program alone has steadily (over a 3-year period) reduced the incidence of auto thefts in the city. Many other youth crimes have also thus been solved or prevented.

7. **Fifth step:** Arrange with the Department of Education to "crack down" on truancy and other serious school disciplinary offenses, which might later lead to criminal misconduct.

The DPS Youth Activities Director should establish liaison with school authorities. He should maintain complete dossiers of all problem children in the island, dating from the time any alerting pattern of serious misbehavior first becomes apparent.

8. **Sixth step:** Reorient the Vice Squad.

There is little commercialized vice in Guam. While continuing to maintain vigilance to ensure that vice gains no foothold, in the meanwhile the energies of the squad should be directed toward locating the breeding places of youth crime--unwholesome places of amusement, gang hangouts, beatnik pads, etc.

If the island's sociable poker games need occasional police attention, the vice squad can surely always again find the time for a quick blitz raid, or two.

9. **Seventh step:** Take advantage of the Federal Bureau of Prisons' fine offer to train a DPS official as a corrections specialist. The man selected to receive this training should be carefully chosen. He will eventually be in charge of the entire corrections program.
10. **Eighth step:** Draw the Department of Education into a much more prominent and responsible role in confined youths' rehabilitation and reorientation programs. Utilize the Guam Trade and Technical School to greater advantage.

11. **Ninth step:** Revive the long defunct Police, Fire, and Penal Corrections Benevolent Association.

Fund-raising programs under the auspices of such an association once achieved substantial success, and could again. What better way to expend such funds than in a Youth Activities campaign?

12. **Tenth step:** As an encouragement to prisoners and juveniles held in detention to learn craft skills, settle upon production of several standard items of prison handicrafts considered to possess good sales appeal; arrange for their production by prisoners; display these items for sale in the police lobby of the DPS building. Cash receipts should be deposited to the craftsman's credit.

13. **Eleventh step:** Arrange to draw the Department of Medical Services into the program by instituting routine medical examinations of all sentenced criminals prior to their incarceration. Juveniles held in detention should also have prior medical screening. Psychiatric evaluations of prisoners and detained juveniles should also be accomplished, whenever requested by DPS officials.

14. **Twelfth step:** One clinical psychologist should be added to the Department of Education's staff. He should be readily available to the courts for pre-sentence evaluations of convicted persons and for evaluations of juveniles who have demonstrated patterns of criminal delinquency. This person could also assist in arriving at proper security classifications for prisoners.

One qualified social service worker should be added to the Juvenile Court's staff. This person should devote full-time to working with juvenile delinquents and their parents.
15. **Thirteenth step:** Appoint a full-time Juvenile Court judge (in addition to the present pair of Island Court judges, who are already heavily overloaded).

The Juvenile Court judge could be allowed to help out in Traffic Court, or elsewhere, as needed -- but only if his primary workload (juvenile cases) permits.

16. **Fourteenth step:** Increase the paid staff of the probation and parole office by adding one new employee.

Present workload is by far too heavy for present staff.

17. **Fifteenth step:** Encourage the organization in Guam of an independent Citizens' Crime Council (elsewhere described).

18. **Sixteenth step:** Legislate a Guam Law Enforcement Council into existence. This, too, has been described in another chapter.

19. **Seventeenth step:** Revoke the 1951 executive order requiring prompt release of prisoners.

The pernicious effect of this weird policy has previously been fully discussed.

20. **Eighteenth step:** Gear up the Guam Police Detective Bureau to a new point of efficiency, where card index files will in the future be kept describing each piece of valuable stolen property. These files should be routinely collated with reports required and received from licensed business purchasers of second-hand property.

In this way, certain items representing the fruits of crime will be recovered; many valuable leads will be developed leading to identification of criminals. As safe disposal of loot becomes more difficult in the island, crime may cease to flourish.

The public generally should be alerted to bring to the attention of the police information about attempts by youths and children to dispose of suspicious items through person-to-person, direct sales.
21. **Nineteenth step**: Mount a DPS public relations program aimed at persuading churches, schools, families, and all public information media to learn, review, and reiterate again and again, the six philosophical basics of American law enforcement doctrine:

(a) Laws must be enforced without fear or favor.

(b) All crimes known to the police must be thoroughly investigated.

(c) All persons known to be responsible for crimes must be arrested.

(d) All offenders against the law must be vigorously prosecuted.

(e) Penalties commensurate with the offenses must be promptly imposed upon all persons convicted of crimes.

(f) While criminals are in custody, society's interest requires that every feasible effort be made to persuade them to avoid future offenses against the laws.

The public's interest and support can be and must be rallied in behalf of ensuring the survival of our ancient and formerly honored ethical and moral concepts, such as: truth is beautiful and divine; duplicity and deception are corrupt; honesty is noble; dishonesty is evil, etc.

It is these concepts which are being slyly filched from us by today's "progressive" educators. It is, perhaps, in the slow decay of our basic morality that we must look to find Leonardo's famous initiating cause, without which we could not experience the great wave of criminal delinquency which now seriously threatens to destroy the continuation of our cherished free way of living.

22. **Twentieth step**: Inasmuch as years may pass before a new corrections center will be ready, and because today's need for a better detention facility is really urgent, the government should now proceed, using prison labor, to remodel the old camp at Ordot.
The separately fenced yard which presently contains the dog-pound quonset, the gas-chamber, and a storage quonset should be carefully studied with a view to creating a 12-boy confinement facility, complete with kitchen, laundry, and usual services.

The existing fence-line which separates this yard from the main compound of the penitentiary should be made secure by the elimination of the present gate, and by installing double-fencing. New access to the juvenile detention section should be created by installing a double-fenced, sally-port type gate in the same fence-line as the penitentiary's gate, but far to the left of it.

Complete separation of juveniles from older prisoners could thus be inexpensively achieved, while retaining the considerable advantage of having all corrections facilities centralized.

Once this detention facility has been made ready, DPS should be officially designated to take charge of juvenile delinquent detention. Other juveniles under detention should be continued in the charge and care of Public Welfare.

23. Twenty-first step: Revise the old Guam Juvenile Control Act by reference to the federal statute on this subject. Lower the dividing age in Guam from 18 to 16 years.

Salt Lake City, a few years ago, experimented with permitting publication of the names of juvenile criminals and their parents, whenever the offenses amounted to serious crimes. This is said to have led to a 25% reduction in serious crimes committed by juveniles. It is a tactic worth considering, when the present Guam Juvenile Control Act is revised.

The present police practice in Guam is for the police to interrogate juveniles who have committed crimes only while in the presence of the island's probation officer. This restriction is awkward. It unnecessarily limits the police in their investigations of crimes. Perhaps a policy change substituting the DPS Youth Activities Director for the overworked probation officer at such interviews held in the future would prove to be in the public interest.
24. **Twenty-second step:** Dust off the old draft of a Youth Corrections Act, long ago helpfully furnished by Mr. Carpenter, and legislate it into law. This Act would equip the courts with needed corrective leverages and powers not now possessed.

25. **Twenty-third step:** Assign to the DPS Youth Activities Director an important responsibility for ensuring that all children held in detention and all youths held in penal servitude be immediately taken into a planned program of reorientation, instruction, and athletic activity. This program should be designed to fully occupy for no fewer than 8 hours per day, all youths and children who are held in custody by DPS.

The Youth Activities Director should also ensure that hobby materials, tools, and instruction are constantly made available to youngsters being held, at least during their spare-time hours.

A minimum program only of carefully selected movies and TV programs should be allowed to criminally delinquent youths and children who are in custody. The test of suitability should be: if a program is not educational and rehabilitative, it is not approved.

It is not sufficient for government merely to detain or imprison youngsters who are criminally delinquent. Government must also make the most of its opportunity to rehabilitate and reform. This is a vitally important area of governmental activity.

Rehabilitation of criminals has been talked about in Guam for many years, but the discouraging fact is that very little practical, intelligent youth rehabilitation effort has actually been made in Guam since the DPS Youth Activities Squad was abolished in 1950.

During the past four years, perspective in DPS has to a large extent been lost. It has seemed logical and reasonable to emphasize programs of prisoner public works activities at the expense of the time which is more importantly needed to retrain and reform them. No very valuable public works have ever been performed in Guam by prisoners, but daily routines involving light custodial services have gradually been built up until these have become the normal and expected thing.
The recommended appointment and training of a new Youth Activities Director should furnish the impetus needed to again strongly re-emphasize rehabilitation and reform in the territory's corrections program. Any young person held in custody who has been professionally evaluated as being salvageable certainly should, in the future, immediately become the target of every known corrections technique and every available modern rehabilitative device.

The whole corrections system, the government's entire aim and purpose in dealing with youth crime should henceforth be concentrated upon:

1. Early discovery and proper recording of children and youths who seem to be forming criminally delinquent patterns of behavior.

2. Prompt professional evaluation, designed to discover best approaches to the reform of maladjusted individuals.

3. The efficient utilizing of custody, and every known corrections and rehabilitative device to assist and persuade errant children and youths to adopt new and socially acceptable attitudes in their relationships with their fellow humans.

There is little which is new in this recommended simple program, but each part of it is time-tested and sound. The future welfare of the island people depends to a more or less unrealized, large extent upon the good work which may or may not soon be accomplished in the area of government's successful containment and control of youth crime and youthful criminal delinquency.
Chapter Ten

THE SHAPE OF GUAM'S FUTURE

Three sensational developments, each having an extraordinarily important bearing upon the shape of the future of our exotic island territory, have recently occurred.

The first of these momentous events was President Kennedy's 1962 revocation of President Roosevelt's economically stultifying 1940 Executive Order No. 8683. This order had for 22 years effectively endowed the U. S. Navy with "quarantine" power to forbid or restrict civilian access to Guam.

The second, a politically very important recent development, was the 1962 publicly proclaimed promise of Administration support for a federal bill authorizing the people of Guam to elect their own Governors and Territorial Secretaries. Both offices have for 13 years been filled by presidential appointees, whose tenures of office have each averaged perhaps 2 years.

The third, and most startling recent development, was a catastrophic act of God, namely, the late 1962 Veterans' Day ravishing of the island by Typhoon Karen. Winds up to 200 miles per hour this day battered the island for 4 hours, killing 9 or more persons, injuring hundreds, and leaving behind almost complete and total devastation. Nine thousand island homes were destroyed. The havoc wreaked by Karen is described as having been even more severe than the war damage suffered by the island in 1944.

Taken together, these three momentous events of 1962 conclusively ensure significant economic and political changes in Guam's near future.

A crucial political decision, which was to have been resolved in 1962 by the people of the territory, has been postponed. In the very near tomorrow, however, a plebiscite must be held in which the Guamanian people will freely decide whether they prefer to continue on with the United States in territorial status; or, alternatively, in commonwealth status; or even, perhaps, as the 51st State of the Union. A fourth possible choice could be complete, self-supporting independence.
It is most fortunate for Guam that a decision for free, independent, self-supporting status was not made by island voters during the November 1962 elections. Territorial elections ended just a few days before Typhoon Karen's visit. An important United Nations sponsored plebiscite, which still remains on Guam's political agenda, actually was originally proposed for consideration by the Guamanian electorate in 1962. The plebiscite was not held.

Massive emergency aid for Guam from the United States will now, of course, be needed. Substantial federal aid to rebuild the devastated island will also be required during each of Guam's next few years. The island's buildings and facilities of all sorts are said to be 90% damaged or destroyed. The cost to mainland taxpayers of rebuilding the island probably will eventually total $2-3 hundred million.

Wiping the slate clean with a big wind, if followed by solid and complete federal rebuilding of the island's patchwork of over-aged roads, its flattened villages, its scant utilities, and its primitive service facilities—even though such a program will prove to be immensely costly to mainland taxpayers—surely such long-needed rebuilding cannot be evaluated as amounting to unmitigated pure calamity. Karen's tempestuous visit conceivably may ultimately be judged as having in the end turned out to be a stroke of predominantly good fortune for the majority of the island people—at least for those Guamanians who survived.

There seems to be little likelihood of the United States proceeding now to pour a quarter of a billion of mainland tax revenue dollars into anything less than an intelligent program of durably and solidly rebuilding its keystone Pacific defense bastion.

Surely we may expect to see none but typhoon-proof structures built with federal-aid funds in Guam, henceforth. Solid, enduring, program-planned, community rebuilding is something Guam has always needed, but has never before experienced.

1963 may, indeed prove to be for Guam the golden opportunity-time, long-awaited, in which provision may be made (utilizing federal-aid funds) for an island-wide system of sanitary sewers, for extensive (and expensive) installations of telephone and power conduits, for providing adequate supplies of stored water and water-pipelines, and for acquiring modern replacements of long-ago outworn, condemned schools and public buildings. Provision for a civil government controlled source of public power is another high priority possibility.
When the island rebuilding program is finally completed, Guam may gratefully possess for the first time an air terminal building which is not under naval control. Public Works activities also should by then be comfortably housed in a complex of modern structures. The old George Washington High School quonsets perhaps will by then have been completely erased and replaced.

Various other important fruits of the island government's vigorous and timely exploitation of its once-in-a-lifetime opportunity should also in 1963 begin to be harvested. Perhaps the devastated prison camp at Ordot can be replaced (at federal expense) with a modern corrections center--preferably by one built on the high shelf above Tagachan Point. Perhaps the ruined Fire Headquarters quonset at Tamuning can be replaced (again at federal expense) with a new and modern building located alongside DPS headquarters. DPS headquarters, itself, has long been in need of expansion. The proposed and badly needed vehicle testing facility also can, perhaps, now be constructed. A new courthouse for Guam has long been urgently needed.

The possibilities for urging high priority, desired improvements needed in the island are almost endless. Whatever else happens, Guam's future prospects for catching up with stateside communities in provision for basic modern facilities unquestionably have been considerably brightened by the scouring effect of a cleansing great wind called Karen.

An earlier chapter of this report pointed up a major handicap to progress in Guam, which has existed since 1950. This has been a problem of governmental instability resulting from the rapid rate of turnover in governors and territorial secretaries. Accompanying each quick turnover of governors, there has also been a virtually complete shakeup of executive department heads.

With the expected 1963 authorized changeover to elected governors and secretaries, this major handicap to territorial progress will have been eliminated. Reasonable periods of tenure are essential to substantial accomplishments in any position of leadership. The 1963 prospect for Guam here again is very bright.

One of Guam's present leaders, highly respected, thoughtful Judge Paul D. Shriver, of the island's District Court, not long ago predicted in an address which he delivered to Guam's Rotary Club that Guam would acquire commonwealth status within 10 years. This political development certainly is a possibility, especially if the lifetime dream of some of the island's Guamanian folk leaders could at the same time be realized. Their dream is an
old Chamorro aspiration which will never die: that sometime, somehow, the several Mariannas Island and all of the Chamorro people may once again be politically and ethnically united.

Judge Shriver proceeded to point out that a great present urgency exists for the Territory of Guam to appropriate and invest whatever funds may prove to be necessary in establishing during 1963 a permanent territorial business office in Washington.

This Guam office in the nation's capital would be staffed by a full-time lobbyist, charged primarily with seeking the extension of all available federal benefits to Guam.

The full-time, paid lobbyist, as proposed by Judge Shriver, might also be expected to be constantly working to cultivate cordial personal and official relationships with key people in the federal establishment, and also to work at procuring nationwide press coverage for significant events occurring in the territory.

A second staff member skilled in the techniques of personnel recruitment might be hired to investigate and screen all mainland applicants for employment by the island government.

The present writer thoroughly believes, along with Judge Shriver, that the territorial government would unquestionably derive substantial benefits from a modest investment aimed at providing high-quality Washington representation. Out of sight, out of mind. Guam lies 9,000 miles to the west, measured from the backdoor of the U.S. Treasury. Whenever that golden door flies briefly open, it is only those who alertly wait nearby (and who are equipped with handy wheelbarrows) who prosper.

Commonwealth status has many advantages and few disadvantages. Puerto Rico laughs at any invitation to exchange its present commonwealth status for statehood.

Guamanians, in a commonwealth status, could retain their U.S. citizenship, could continue to enjoy their present freedom from federal taxation, could be independent and self-governing, could continue (without paying any part of the cost) to enjoy the protection of the multi-billion dollar U.S. defense establishment, and could continue to be sweetly eligible for as many (and perhaps more) federal grants-in-aid.

All of this, and more, commonwealth citizens receive at the piddling cost of not being able to vote for or against candidates for U.S. national offices—which, as territorial citizens, Guamanians cannot do now.
Complete independence probably will never appeal to the great majority of Guamanians. They are genuinely proud of their U. S. citizenship. Commonwealth independence would however, as Judge Shriver predicts, probably appeal very strongly, especially so at such time as economic prosperity begins to be felt in the island territory.

The weight of the heavy hand of federal bureaucracy has usually been much more irksome to the people of our territories than it has been to those in our states. To escape federal dictation in the past, one U. S. territory after another has battled for statehood.

Today, the new and benefits-laden, all-around, best-available political deal for any U. S. territory is commonwealth status. There seems little doubt that Guam will eventually declare for it.

Puerto Rico has recently pointed the way, economically as well as politically. Thirteen years ago, that island was described as one accursed with a hopelessly destitute society. Puerto Rico was frequently then called a Caribbean slum. Today, the islanders have full employment at good wages; they are well-dressed; they eat regularly, so their average size and stature has increased; and, generally speaking, they are a people comfortably filled with high optimism about their future.

Puerto Rico's present economy is booming. Imports are at a total of $1 billion per year. With a population of only 2.3 million, Puerto Rico constitutes the world's 5th largest consumer market for U. S. goods. The island's own total exports per year currently amount to $400 million.

Puerto Rico's only natural resource, other than Caribbean island weather and beaches, was and is manpower. Manpower is a valuable resource when properly advertised and utilized. The government of Puerto Rico decided in 1950 to exploit to the fullest its unique double inducements to industry of exemption from federal taxation and ample supplies of cheap labor.

Eight hundred new plants have been built in the island since 1950. One hundred more are being built each year. Manufacturers in Puerto Rico are said to net 16% before local taxes (after the 13-year initial hospitality period has ended). Stateside manufacturers claim to net on an average only 4-7% before paying both local and federal taxes.
Stateside individual taxpayers pay 20-89% of their incomes to the U. S. for such federal services as armed forces protection, federal-aid roads, federally aided agriculture, education, health and welfare, national parks, etc. These federal-aid things cost the Puerto Ricans nothing. They are all supplied free to the prospering commonwealth by the benevolent stateside taxpayers.

In addition, certain federal subsidies are poured into the Puerto Rican economy. Perhaps the "Big Bonanza" among federal subsidies is Puerto Rico's share of the national U. S. sugar quota.

Here is how the sugar subsidy works—when it works—at this moment there seems to be a temporary hiatus in the lush outpouring of funds: each year’s anticipated U. S. national consumption of sugar is estimated, and the United States offers to pay perhaps $56 per ton above the world market price for all of its sugar purchases. (This peculiar type of "sharp Yankee trading" apparently has been going on since 1934 without a hitch, until very recently.) Quite naturally, every sugar producer in the world battles for a place in the waiting line to sell over-priced sugar to the United States.

Annually, heretofore, one of the U. S. congressional committees (Committee on Agriculture) has met to divide up the total national sugar market requirement among domestic and foreign producers. Each of these producers yearns mightily to fill as large a share as can be arranged for of the U. S. need. Large domestic producers and several foreign countries have maintained very highly paid, very capable, and very persuasive full-time lobbyists in Washington for the sole purpose of influencing the key congressional committee to approve the purchase of more and more of their clients' sugar.


In 1962, Puerto Rico was awarded a $1 1/2 million share of the total $3 billion U. S. requirement. The $1 1/2 million was divided principally among 3 large Puerto Rican sugar-producing companies.

Explanation of the ABC's of exploitation of today's most profitable sugar market has been introduced here as a preliminary to predicting that Guam may some day discover the incentive to go and do likewise—even as have Puerto Rico, the Virgin Islands, and Hawaii.
First, of course, sugar must be produced in Guam. While sugar beets will never do well in Guam, sugar cane unquestionably could profitably be grown. The island government holds thousands of acres of land, now idle, which could be planted in cane.

Sugar cane is a giant, perennial grass, averaging 10-20 feet in height, and occasionally reaching a height of 40 feet. Ideally, cane should have rich, moist soil, 100 inches of water per year, sunny skies, heavy fertilizer feeding, and a tropical climate.

Crops mature in 8-30 months. Heavy equipment and deep plowing is needed. Cultivation is necessary for feeding and weed control. Harvesting is done with machinery. Sugar yields are about ½ ton per acre per month of growing time, up to 6-7 tons total per crop, per acre.

Cane grows best where annual mean temperatures are above 70 degrees, where rainfall exceeds 40 inches, where definite wet and dry seasons prevail, and where fertilizer is cheaply available. Rich, moist soil is not essential, if sufficient fertilizer is available. There are numerous varieties of cane; some are available to suit any soils. Diseases of cane are numerous, but all can be controlled, as can insect damage.

To produce sugar cane profitably in commercial quantities in Guam, agricultural laborers would need to be imported in considerable numbers. Heavy machinery would need to be introduced, and a source of cheap fertilizer developed. Conceivably, the latter could be processed out of the waste from island fish canneries (which do not now exist).

From the waste left over after the conversion of cane into sugar, rum could be distilled. Federal excise taxes collected on Guamanian rum sold in other parts of the United States would revert to the territorial treasury. Rum manufactured and sold on the island probably would readily undersell other rums imported. This would create an excellent small market right at home.

The territorial government, or the Guamanian corporation which would lease the cane fields for production of cane and sugar, would need to maintain a sugar-lobbyist in Washington. As small as the Guamanian crop would be, little difficulty should be encountered in selling it all each year at the rich U. S. subsidy price.
A SOURCE OF RICHES

View to the north from the furnished rental apartments owned by the Government of Guam and located on Saupon Point. Large game fish, including sail and blue marlin, abound in these coastal waters. The nearby Pacific also teems with valuable food fish not presently being utilized, except by the Japanese.
It would seem that new investment capital and new business enterprises must now, somehow, be attracted into Guam. The island government can readily do its part by scattering the same sort of bait as has been successfully employed by Puerto Rico since 1950: 10-year local corporation tax moratoriums. Federal corporation taxes are not collected from Guam enterprises.

The Virgin Islands, another small U. S. island territory, has fared better economically and politically than has Guam, since 1950. One reason is that the Virgin Islands maintains a much closer liaison with Washington than does Guam. Relative distances are a factor in this.

Virgin Islands enjoys a special, additional, $100 customs exemption for goods purchased in St. Thomas. This has proved to be a most attractive lure for casual visitors who would otherwise be limited to the standard $100 U. S. limit on custom-free goods. During the winter season 1962-63, more than 170 passenger-laden, dollar-heavy, cruise ships were scheduled to visit V. I.

This recently poverty-stricken, small, Caribbean island territory has made great progress in 12 years, and now enjoys an annual income larger than Guam's, with assurances of a steadily rising standard of living for its people in the future.

How was this accomplished? Principally through early territorial government recognition of V. I's scant stock of natural assets, combined with an enduring determination to make the most of what opportunities offered.

Guam could readily be standing today in as favorable a position as the Virgin Islands, or even better. The potential for prosperous future growth is present in Guam; it merely awaits some sensible and simple program of development.

Even tiny, remote Samoa begins now to emerge somewhat as a self-sustaining modern community. Guam's long-delayed economic flowering must not be further held back through lack of governmental decisiveness and leadership guidance. The future belongs to those who have the wit to evaluate it, the positive decisiveness to plan for it, and the resolution to execute the plans thus made.

Hawaii, once a remote and romantic U. S. Pacific island territory, chose statehood in 1959. Today, Hawaii is no longer remote (5 hours from the mainland's west coast). Tourism has risen 123% in 3 years, and now is a main foundation-pier supporting the new states's prosperous economy. Sugar, pineapples, and defense
spending are the other principal supports. Population climbs steadily at a rate of 3% increase per year. Business is booming. Rebuilding and new construction in Hawaii has been frantic, but the end is not yet in sight.

There are lessons to be learned in Guam from Hawaii's experience. The principal one, without any doubt, is that Guam must expect and be prepared in the future for the same sort of rapidly accelerating boom and development (on a smaller scale) as has already occurred in Hawaii. There is now no possible means remaining whereby rapid economic development and greatly increased visitation to Guam can be long deferred or postponed.

The primary, highest priority business of the island government, from this time forward, has to be to learn to accept the changes which the future will surely bring, to shrewdly evaluate all possibilities, to plan ahead, and to resolutely proceed with the implementation of an imaginative and soundly conceived program of island development. It is the sincere hope of the present writer that certain of the suggestions and observations which have been set down in this report may prove to be helpful, as Guam abruptly awakens from its age-old slumber.
ANNEX

This section contains items of needed legislation and various suggested improvement measures. These should be considered by the Department of Public Safety and the territorial government for possible adoption at some future date.

Progress in accomplishing improvements is most readily made in public safety organizations through early, firm establishment of goals, followed by tenacious management insistence upon constructive action toward their attainment.
NEEDED AND RECOMMENDED LEGISLATION

1. Revision and Consolidation

A new, all-inclusive DPS Act is needed which will gather up and revise under one heading all existing applicable legislation pertaining to the Department of Public Safety. The new Act should clearly re-define the complex missions of the present-day department, should list its functions, and should grant the necessary authority for the DPS missions' accomplishment.

The functions of Alcohol Beverage Control inspection and Narcotics Control enforcement should be removed from the Department of Finance and added to the responsibilities of DPS. Uniformed guarding of the Commercial Port should be thoughtfully considered for possible transfer to DPS.

Legislation permanently fixing the Civil Defense function in DPS would now seem to be necessary and desirable. Civil Defense functionally belongs in DPS, where it can be most economically administered. Most importantly, Civil Defense needs a measure of stability; it has for too long served as a political football.

2. Streamline the Vehicle Code

The ponderous Vehicle Code of Guam should be overhauled and streamlined. Authority for promulgation of traffic regulations should be vested in the Executive; these regulations should not be a part of the Vehicle Code. The standard U. S. Uniform Traffic Control Act should (with very few modifications) be placed into effect in Guam, along with the standard manual of Uniform Traffic Signs and Markers.

A drivers' "point system" for license suspension and revocation, should be authorized.

The new Traffic and Vehicle Code should be broad and general in its provisions, leaving the finer detail necessary for its implementation to be worked out in regulations to be issued by the Department of Public Safety. Broad powers relating to the inspection of vehicles and the control and licensing of drivers should be delegated to DPS, as well as authority for the establishment and operation of a collateral desk at police headquarters.
Tighter regulation of the inspection and registration of private vehicles owned by military persons should be decreed. Federal law grants authority to military persons in Guam to operate their private cars which are registered elsewhere, but only when using drivers' licenses issued in the same off-island jurisdiction. These privileges probably do not attach to members of the service families. Lax extension of such privileges in Guam is responsible for a certain loss of revenue. When auto inspection facilities become available, all such off-island registered cars should be inspected, even though exempted from Guam registration. Evidence of financial responsibility should also be required from military drivers, as from civilians.

3. **Youth Control Act Needed**

A Youth Control Act providing for special sentencing and rehabilitation of youthful criminals in Guam is badly needed. A copy of such an Act, in draft, was submitted many months ago by Mr. Carpenter of the Federal Bureau of Prisons.

4. **Modernize Present Juvenile Control Act**

Overhaul and modernization of Guam's Juvenile Control Act is overdue. A separate, full-time Juvenile Court judge should now be authorized. The new Act should forbid incarceration of juvenile criminals in adult-type corrections facilities. It should also ban their institutional intermingling with other children held in custody as welfare cases. DPS should now be given the responsibility for delinquent juveniles' detention and correction.

5. **Expedite the Construction of a New Corrections Center**

An Act authorizing the construction of an all-purpose Guam Corrections Center should receive immediate priority. Staffing of the new corrections center with DPS employees professionally trained especially for corrections work should be decreed as a feature of this construction authorization Act.

6. **Grand Jury; Petit Jury**

A new Act is needed providing for the regular, periodic impanelting of a grand jury in Guam. Trial by petit jury should also be authorized, to be optionally available in the trial of certain Island Court cases.
7. **Licensing of Private Detectives**

The Director of DPS should be authorized to establish regulations governing the licensing and operations of private detectives in Guam.

8. **Liberalize DPS Pay and Benefits**

A separate and more liberal pay structure for police, firemen, and penal corrections employees should be provided by a special Act. These employees should remain under the civil service merit system, but their pay scales, retirement ages and pensions, family pensions, sick leave, hospitalization, disability pay, insurance program, etc., should be specially regulated by separate legislation.

9. **Professional Training**

An Act is needed exempting DPS from the general prevailing practice of allowing a government Personnel Board to select employees to receive government aid for professional training. The Director should choose the most suitable DPS employees to receive training, after consulting with his staff.

The Act proposed should authorize special government financial aid to DPS employees who have been selected by the Director to receive professional training.

10. **Eliminate Bonus Pay**

Hazardous-duty bonus payments to firemen should be ended at the same time as the recommended new and more liberal pay structure Act, covering all DPS uniformed employees, becomes effective. The new Act should include an across-the-board pay raise of not less than 10% for all uniformed DPS employees.

11. **Overhaul Narcotics Control Act**

The Guam Narcotics Control Act should be reviewed, and, if necessary, brought up to date. A sample, recommended, standard Narcotics Control Act may be readily obtained, for reference, from the U. S. Bureau of Narcotics.
12. Civil Jurisdiction over Criminal Offenses Committed by Military Persons

If Guam law needs to be amended to bring military persons who have offended against territorial criminal statutes under the primary jurisdiction of the District and Island Courts, prompt action to effect such amendment is recommended. Waiver of such offenders to military courts, after arraignment, should be permitted.

13. Rehabilitation Loan Fund

Serious consideration should be given to setting up by law a Rehabilitation Loan Fund, from which loans sufficient to provide cheap, one-way transportation to Hawaii for certain criminal probationers and parolees (and families) could be made.

14. Off-duty Arrest Responsibility

The law which presently forbids the Guam Police from making traffic arrests when not in uniform should be repealed, and in its place should be substituted a law requiring police to retain identifying insignia and sidearms in their immediate possession at all times, and requiring them always to exercise their law enforcement authority in repression of crime and in protection of life and property, regardless of their momentary duty status.

15. Abolish "Prompt Release" Arrest Procedure

An Act should be passed abolishing the old "prompt release" custom and strictly limiting the circumstances under which arrested prisoners who cannot furnish bail may be released by the police before arraignment.

16. DPS Management Positions

An Act is needed establishing by law three top-level management positions in the Department of Public Safety. Provision should be made for the appointment of a Director, a Deputy Director, and an Administrative Assistant to the Director. Salary ranges should be established by law for each of these 3 top positions, and a time limitation should be set by law specifying a maximum period, beyond which none of these three top positions, whenever vacant, may continuously be held vacant. The new salary set by law for the DES Director should be in accordance with the Donahoe study recommendation.
17. **Limitation on DPS Position Vacancies**

An Act should be passed limiting to 10 the total number of vacant positions which may be held vacant in the Department of Public Safety at any one time.

18. **Incentive Awards; Performance Ratings**

Legislation is needed requiring the establishment within the Executive Branch of a government-wide Incentive Award plan. At the same time, a government-wide system of annual performance ratings for all employees should be decreed. The conditions under which merit-system, protected government jobs may be abolished, and reductions in force effected, should be spelled out.

19. **Guam Business Office in Washington**

Legislation establishing a Guam business office in Washington, D. C., should receive early attention.

First order of business in the new office: pressing for early enactment of the pending bill authorizing local election of governors and secretaries.

Second priority: pressing for a bill to be introduced authorizing a Guamanian non-voting territorial delegate to the U. S. Congress.

Third priority: inclusion of Guam in an Act which already permits visitors to the Virgin Islands to bring back to the mainland past U. S. Customs an extra hundred dollars worth of duty-free merchandise.

Fourth priority: extension of various federal benefits which are not now available to Guam, plus immediate procurement of larger federal disaster-rebuilding grants.

20. **Tax Incentive for New Industry**

Earnest consideration by the Legislature is recommended of some modification of Puerto Rico's already proved, nourishing, local corporation-tax easement program for enticement of new industry. Richest existing Guam business development opportunities: sugar-production, rum, cattle-grazing and beef processing, fisheries (commercial and sport), fish canneries.
21. **Guam Law Enforcement Council**

Establishment by law of a Guam Law Enforcement Council is urgently needed and recommended.

22. **Civil Servants' Political Activity**

Overhaul the existing law which prohibits political activity by government employees holding merit-system, protected career positions. Put some new teeth into the law, so as to really take politics out of the Guam civil service establishment.

23. **"Ready, Willing and Able"**

Establish by law the good, sound, personnel management principle that government employees who are not on hand, ready, willing, and able to perform their assigned duties at the time and place scheduled may be summarily suspended from further performance of duty, pending the filing and settlement of formal charges.

24. **Liquor-bottle Tax Seals**

A better system of tax-paid seal identification of bottled liquors sold in Guam will unquestionably result in larger revenues. Legislation seems necessary in order to arrange for a better tax-seal system.

25. **Urgent New Construction Projects**

Legislative initiative and action apparently will be needed to provide authority and funds for the construction of a protected, alternative, Civil Defense seat-of-government facility; to provide for emergency-equipped public blast shelters; for another wing to be added to the DPS headquarters building; for the construction of a modern fire headquarters building; and for a secure police weapons storage armory. These construction items are all urgent, and are all recommended as such.
II

LEGISLATIVE RESOLUTIONS NEEDED AND RECOMMENDED

1. **Resident FBI Agent**

   A resolution by the Legislature is recommended petitioning the Attorney General of the United States to station a resident FBI agent in Guam.

2. **Citizens' Crime Commission**

   A resolution by the Legislature is recommended calling upon leaders of the island's business community to organize a Citizens' Crime Commission.
ACTIONS RECOMMENDED FOR CONSIDERATION BY THE GUAM JUDICIAL COUNCIL

1. Collateral Lists; Bail Bonds

Preparation and furnishing to DPS of lists of standard, acceptable, minimum traffic and parking violations cash collateral sums and bail bonds is recommended, as well as the furnishing of cash collaterals and bail bond lists for criminal violations.

2. Minimum Standards for Housing of Federal Prisoners

Basic, minimum federal prison standards, relating to federal prisoners' health and comfort, already exist, and are available for guidance. These standards have apparently never been applied in Guam. Action by the Judicial Council to apply these federal standards in the most effective way, henceforth, plus action to publicize deficiencies found at each regular inspection which is made of Guam's prison facilities, might be helpful in inducing improvements in presently existing, sub-standard, prisoner-care conditions.

3. Ratio of Convictions to Arrests

Annual review of the ratio of Guam's serious crime conviction-rate to the number of arrests made by police for serious crimes seems to be strongly indicated. The Guam conviction-rate should be brought into closer conformity with the national rate.

4. Need for Clinical Psychologist

A Judicial Council request made to the Executive to arrange for the hiring of a clinical psychologist--available alike to the courts, to the schools, and to DPS--might receive favorable attention.

5. Prompt Arraignment Procedures

Improvements in prompt arraignment procedures are long overdue. The Judicial Council might also wish to press for abolishment of the 1951 executive-order-decreed present system of automatic prompt release of arrested persons by the police. The present loose processing of arrested criminals demoralizes the police, unnecessarily exposes the public to further criminal depredations, and negates the retributive aspects of law enforcement.
6. **Coordination between Prosecutor and Police**

The Guam Legislative Council probably can work out procedures whereby the prosecutor may refuse to prosecute no arrest charge lodged by the police without a full inquiry into its merits, followed by a written notification to the police of any quashing action, including a statement of the reason for it.

Cases which proceed as far as the prosecutor's formal information stage should, of course, not be nolled or quashed without the approval of the proper court. The police are entitled also to be routinely informed of any nolle prosse actions. Accurate police records of dispositions of arrest charges are important in Uniform Crime Reporting.

7. **Citations for Minor Misdemeanors**

For the greater convenience of the courts (and the prosecutor and police) in handling minor non-traffic violations, the Judicial Council might initiate a system of written citation notices, similar to traffic citations, whereby physical arrests of minor violators need not be made. Instead, a citation, returnable in police court before a stated day, would usually be issued by the police. A copy of the citation would serve as the "information" form in court. These minor misdemeanor cases could be handled most expeditiously.

8. **One-Way Freedom Rides**

In the event the Legislature creates a criminal "Rehabilitation Loan" fund for the financing of one-way freedom rides to Hawaii, the Judicial Council should resolve to do its part in bargaining with recidivist criminals to procure their departure from the island.

Probation authorities in Hawaii would need to be notified in each case, in order that they might be in a position to supervise the probationer during the trying period of his early transplanted readjustment.

9. **Measurement of Driver Intoxication**

A practical, scientific means for convenient police measuring of the amount of alcohol present in drivers suspected of intoxication should be authorized.
IV

ACTIONS RECOMMENDED TO BE TAKEN BY THE EXECUTIVE

1. Expansion of DPS Facilities

Earmark and reserve the entire square upon which the DPS headquarters building stands for DPS's future expansion. Contemplated are another wing for the headquarters building, a fire headquarters housed in a separate building, and an auto inspection station. If space then permits, a fenced yard and covered storage for DPS vehicles would be in order.

2. Public Safety Financing

Doubling in fiscal year 1964 of the allotted seven percent DPS share of the government's 1963 operating funds is urgently recommended. This should be followed by another doubling in 1965 of the 14% DPS 1964 share of funds. Operation of DPS thereafter at a 30% total funds share, each year, for 3 more years is recommended.

Another study of DPS effectiveness should be made in 1969.

3. Loosening of Budget and Management Section's Shackles on DPS Operations

Budget and Management Section of the Department of Finance exercises over-riding authority in DPS affairs without accepting the responsibility for public safety. Proper functioning of a Budget and Management service is to review and assist, to guide and counsel, not to control. DPS should be furnished an approximate budget total each year in advance, and should stay within that figure in planning ahead for each year's expenditures. The DPS Director should have rather wide latitude within his budget maximum in planning how to best dispose of DPS funds allotted.

Purchase orders and requisitions presented by the Director to Budget and Management Office for review should be promptly reviewed, and should be cleared with every possible indulgence. If approval of an order cannot be granted, for some demonstrably good and sound reason, the order should be promptly returned with an explanation of the reason.
4. Revision of Out-of-Date Section in Government Manual

The 1955 Government Manual description of DPS organization should be brought up to date. The long defunct Guam Militia should be dropped from the new list of the department's functions.

5. Revocation of 1951 Executive Order

The 1951 Executive Order on the subject of law enforcement should be revoked. This is the order which prescribes "prompt release" of arrested persons without requiring bail.

6. Improvements Immediately Required at Ordot Prison Camp

Immediate action to improve existing facilities at the Guam Penitentiary is in order. Working plans should be drawn up, materials and construction supervision services should be made available to DPS, and the necessary work should be done immediately, utilizing prison labor.

Provision should be made at the same time for housing a dozen juvenile boys in a separate part of the compound.

Reasonable sums should be budgeted in the future to provide clothing, bedding, tools, laundry, recreation, and sanitation for prisoners under the item called "Prisoner health and comfort".

A sizeable prison vegetable and produce garden should be developed—perhaps on unused ground within the compound—and prison labor should be utilized daily in growing fresh vegetables in sufficient quantity to supply the prison mess.

Prisoner rehabilitation should be stressed, and all practical means should henceforth be utilized to interrupt established patterns of criminal delinquency.

7. Amendment of Restrictive Training Policy

The pernicious policy memorandum of 27 October 1961, Subject: "In-Service Training Policy," should be amended to exempt Department of Public Safety employees from provisions numbered 1, 2, 3, 4, 5 and 7.
8. New Location for Police Radio Transmitter

If the Navy still cannot be persuaded to permit the installation of the police radio transmitter on Mt. Anthrop, a similar high elevation which is not under Navy control should be selected. Island-wide police radio transmission coverage should be provided without further delay.

9. New Animal Pound

Relieve DPS of responsibility for maintaining an animal impounding facility. Transfer this responsibility to the Department of Medical Services. Hire a veterinarian to manage animal quarantine and impounding. Construct a new and more humane pound facility. Abolish the inadequate animal pound facility now existing at Ordot penal camp. (The space is needed for construction of a juvenile detention facility.)

With constant caution against a possible outbreak of the dread rabies disease, genuine vigilance against the importation into the island of possible rabies carriers must be ceaselessly maintained. The military should collaborate in this. Quarantine of animals imported is not now possible. Immediate action must be taken to provide suitable animal quarantine facilities.

10. Separation of DPS Professions

Government must relinquish its recently proclaimed purpose of establishing a triple-purpose public safety employee. Talent is simply not available. More realistically, the Guam Police should be encouraged and assisted to seek their greatest possible development as police professionals; the firemen should concentrate on acquiring latest modern fire-prevention and fire-fighting doctrines and skills; and the penal corrections employees should concentrate upon learning all there is to know about their own very important profession.

At all costs, the Guam Police must be immediately and finally divorced from responsibility for the jail and the penitentiary.

Recruiting in the future should be separately done for each of the 3 DPS services. Job titles, plus minimum standards for qualification, should reflect in the future the principle of separation of professions.
Emergency support by one DPS service for another should be permitted and encouraged, but principal training emphasis for each of the 3 different types of DPS employees should be concentrated within each separate, primary area of professional interest.

11. Inspection of Imported Foods

A food testing laboratory, manned by qualified technicians, should be established under the supervision of the Department of Medical Services. Imported foods (especially foods shipped from the Orient) should be faithfully sampled and tested. This should be done as a matter of daily routine.

12. Contagious Disease Quarantine

This function should be firmly established and regularly funded by separate sub-title in the budget estimates of the Department of Medical Services. If enabling legislation is needed, it should be initiated.

13. Island Pest Controls

Responsibility and annual funding for this very important function should be vested in the Department of Agriculture. Dogs, rats, snakes, mosquitoes, roaches, termites, snails, etc., should henceforth receive daily attention. Control measures in the past have been sporadic and haphazard.

14. New Air Terminal

This project should be kept high on the priority agenda for early financing. Planning for best location, the type of facilities desired, etc., should commence immediately.

Present air terminal arrangements are distinctly not adequate for Guam.

15. Cruise-ship Visitation

Negotiations with Navy to permit free access to the harbor at Apra by cruise-ships carrying citizens of all free-world nations should continue. Tourist dollars spent in Guam will instill new life into the island's business economy--if and when tourist visitation is actually invited and permitted.

This type of negotiation can best be handled in Washington. The proposed Guam Business Office in Washington might give this item fifth priority.
16. National Historic Site

Negotiations with the Department of the Interior and with sympathetic and influential congressional officials should be pressed, looking to the early establishment of a "Magellan's Landing" national historical site, in or near the village of Umatac. Before many years have elapsed, this present opportunity will cease to exist.

17. Charter-boat Sport Fishing

Development of the Agana Boat-basin to accommodate deep-sea sport fishing boats conceivably might result in the immediate establishment of the nucleus of such a fleet. Sufficient demand exists, even now, for the profitable operation of one or two such craft in Guam.

18. Fisherman's Pier and Wharf-type Seafood Restaurant

A profitable investment opportunity exists in Guam at present for the establishment of a fishing pier, extending out past the reef into deeper waters, where ocean fish could reach baited hooks. A modern, high-quality seafood restaurant, located near the shoreline base of the fishing pier would attract customers aplenty. Guamanians delight in consuming fish, but few care to venture offshore in boats to catch them.

The Guam Department of Commerce in its mailed circulars might suggest this and other profitable investment opportunities thought to be suitable for development in Guam by private capital. Small classified ads run in big-city mainland newspapers under the heading of "Investment Opportunities" would shortly provide an excellent mailing list.

The State of New York regularly offers in advertisements placed in magazines of national circulation to prepare free, special, confidential survey reports, based on the stated requirements of interested business enterprises, to all such who inquire. An offer of this sort made by Guam's Department of Commerce could hardly fail to favorably affect the growth rate of Guam's future economy.

19. Hospitalization Insurance

The government should foster the introduction into Guam of Sick, Accident, and Hospitalization Insurance. Government defrayal of part of the cost of such insurance for its own employees and their families would popularize such coverage.
After a publicity campaign and a public indoctrination period, doubling of the present low rates charged for hospitalization and medical services would seem to be not unreasonable.

Vigorous efforts should be made in the future to collect for the costs of hospitalization and medical services.

20. School Taxes; College Tuition Fees

Special taxes should be levied upon real estate, in addition to present taxes, for the financing of new school construction and for the support of public schools.

Tuition fees sufficient to make the College of Guam partially self-supporting should be charged. Additional support from the collection of the above-recommended special school taxes should be allocated to the college.

Taxes levied upon real estate which are not paid should never henceforth remain uncollected until outlawed by the statute of time limitation. The government should hold regular tax-sales of land upon which taxes are in arrears, and should exercise its powers to sell off the land in order to recover unpaid taxes.

21. Sanitary Sewers

Provision for an island-wide system of sanitary sewers and for the construction of a sewage disposal plant both become increasingly urgent as the island's population increases.

(Properly treated sewage sludge residue is an excellent agricultural fertilizer.)

22. Development of Power Sources

A long-range plan for the orderly development of electrical power sources, independent of the Navy's power supply, should be formulated.

(The Atomic Energy Commission might consider locating an experimental nuclear power plant in Guam.)

23. Fresh Water Supply; Telephones

The island people are now at least partially dependent upon Navy for their fresh water. A long range plan to make the civilian community entirely independent of the naval supply of fresh water is very much in order.
The island's telephone system is also now at least partially dependent upon naval facilities. Planning ahead to separate the two telephone systems is recommended.

24. Preservation of Island's Natural Beauty

Planning in the present to establish the necessary governmental controls to ensure orderly future development of business and residential construction is important and timely. Establishment today of minimum construction standards, so as to ensure that none but typhoon-safe and reasonably aesthetic-appearing buildings are licensed for construction in the future also seems urgent.

Government attention afforded at this stage to preservation of the island's natural beauty and historical glamor will prove to be very much worthwhile.

25. Expanding Population

With an island birthrate which is double that of stateside communities and a deathrate only one-half of the national average, Guam is already threatening to become over-crowded. Long-range planning by the government is also necessary in this area. The time to commence making practical arrangements to solve an expected future population problem is now.

26. Critical Housing Shortage

Guam has had a chronic, critical housing shortage since 1944. Typhoon Karen made it even more desperately critical.

At this moment, the big, big problem in Guam is early provision of permanent-type shelters by the thousands for the storm-racked people of the island. Federal aid in very substantial amounts will be required. Whenever the necessary rebuilding is accomplished, it is to be hoped that mistakes of the past will be corrected, and that any rebuilding which is done will proceed only after sufficient thought has been devoted to the needs of the future.

27. Balance of Trade

A favorable balance of trade probably will never exist in Guam. However, the balance between imports and exports could someday very well be substantially more favorable than it has ever been. Favorable local corporation tax benefits and the active enticement and encouragement of an assortment of enterprises and industries will unquestionably operate in the future to stimulate the island's economy.
13. Labor Shortage

A planned program of incentives and encouragement to the island people is needed in order to ensure the needed variety of work skills in the population. The only alternative is importation of workers from stateside or from foreign areas.
ACTIONS RECOMMENDED TO BE TAKEN BY THE DEPARTMENT OF PUBLIC SAFETY

1. Reorganize and Reinforce the Guam Police

Annually estimate the population of the island (civilian and military). Calculate the optimum current strength of the Guam Police on the basis of 2 police officers (all to be assigned to the performance of police duties) per 1,000 inhabitants. Request funds in the next annual budget to raise the strength of the force to the number required by the size of the island's population.

Optimum non-com supervisory strength may be calculated on the basis of one corporal or sergeant for each 7 patrolmen.

Commissioned strength of a newly reinforced, present Guam Police force should be:

- 1 major
- 2 uniformed captains
- 1 detective captain
- 6 uniformed lieutenants
- 1 detective lieutenant.

Three sergeants of the newly reinforced, present Guam Police force should be detective sergeants. Five patrolmen should have the new rank of detective. Nine patrolmen should be assigned as plain-clothesmen.

Uniformed sergeants should number 14 in the new force. Ten uniformed corporals should be created (new rank). Twenty-one uniformed policemen performing special or skilled assignments should have a (new) rank of police-technician. Ten uniformed patrolmen should have new uniforms better suited to the performance of motorcycle duties, and should receive additional compensation on account of their mounted status.
Pay ranges during the first year of operation of the new force should be as follows:

- Major......................... R-35B
- Captain....................... R-31A
- Detective Lieutenant........ R-28A
- Lieutenant.................... R-27A-F
- Detective Sergeant........... R-25C
- Sergeant...................... R-24A-F
- Detective...................... R-21A
- Corporal...................... R-21A
- Plainclothesman............... R-20B
- Motorcycleman................ R-20B
- Police Technician............ R-20B
- Patrolman..................... R-19A-F

Provision should be made in the reconstituted force for a Youth Aid Director and supporting squad; for a Records, Statistics and Identification Section; for a Detective Bureau; and for greater emphasis to be placed upon crime-prevention patrols.

2. Revive the DPS Employee Benevolent Association

Funds raised by the Benevolent Association in 1955 and later expended in Youth Aid activities temporarily halted, and for a few years even reversed, the rising juvenile crime rate. This excellent program should be repeated. If the results are again favorable, the Benevolent Association activity should become a permanent feature of the DES' approach to crime prevention.

3. Property Storage; Sight Inventories of DPS Property

A secure storeroom for DPS property is urgently required. A property records' system should be installed. All items of government property in DES possession should be individually marked or identified. Inventory cards bearing property numbers should be prepared. Sight inventories of all property should be taken annually.

4. Preparation of Needed Manuals

Rules and regulations and various procedural manuals are urgently needed. DES should take the initiative in seeking outside technical assistance to ensure the early correction of this vital defect.
5. Contributions to National Files

If the Guam Police are not now regularly contributing Uniform Crime Reports and copies of their fingerprint cards to the FBI files, such contributions should regularly be made in the future. The same recommendation is also made with respect to commencing informational contributions to the new national drivers' license file maintained by the Bureau of Public Roads.

6. More Accurate DPS Employee Timekeeping

A full-time DPS timekeeper should now be employed. The present "honor" system of time-card submissions by individual employees should be abolished, and records of employees' hours worked should in the future be certified and submitted by supervisors.

7. Daily Work Performance Records

The various DPS divisions should each set up and maintain daily records showing location and type of assignment for each employee, as well as his scheduled hours of duty. These records should also reflect for each employee the amount and type of work actually performed, wherever measurement is possible. The quality of work performed should be regularly evaluated and recorded for each employee by his supervisor.

8. Records of Overtime Work Performed

DPS should establish a department-wide form notification system, whereby employees can claim credit for overtime hours worked. Compensatory time should be allowed, as work schedules permit.

9. Replacement of Worn-out Furniture and Equipment

As rapidly as doubled and redoubled annual appropriations will permit, DPS's present poor equipment and furnishings should be carted off to the dump at Ordot and new replacement items substituted. Furnishings and office machines which come within the public's view should be among the first to be up-graded.

10. Mobile Field Headquarters

Utilizing the Civil Defense "hardware program" and federal matching funds, an office-equipped communications and headquarters house-trailer, with gasoline-powered generator, should be acquired.
The trailer should regularly be placed on loan to the Guam Police or to Fire Division, when not in active use for Civil Defense purposes. A headquarters which can quickly be set up in the field at the scene of large fires or public events (such as fiestas) has elsewhere been proved to be of great practical value.

11. Lockers for DPS Uniformed Employees

Every uniformed employee should have a locker at the DPS building, at the Penitentiary, or at Fire Headquarters. These employee lockers should be provided as soon as funds and space are available. An anomalous situation now exists: prisoners in custody at Ordot camp are afforded lockers (some have several), whereas most DPS employees have none.

12. DPS Headquarters Communications

Phones, radio-monitor-speakers, inter-com equipment, electronic headquarters paging speakers, portable bull-horns, radio-car mounted public address systems, radio-monitor-recorder, published, printed daily bulletin, and locked, glass-front bulletin-boards, should all be utilized to important advantage in providing greater efficiency and in conserving time, while increasing coordination between DPS units. Up-grading of the department's physical communications facilities is of primary importance to any real increase in DPS efficiency.

13. Firearms Training Program

The pistol range now in use by the Guam Police is merely a secluded space where pistols may be discharged in reasonable safety. Development of a more formally adequate training facility is recommended. Training of the force should be done on a combat-firing course. The program should include training in night-firing.

The Guam Police are presently equipped with an amazingly motley collection of worn-out and rusty old sidearms. Trade-in of present weapons, and early purchase of new Cal. 38 Sp. police revolvers is the recommended solution to this problem. Police supervisors should hold strict daily inspections of sidearms. The island's built-in humidity is conducive to quick formation of rust.

At the time the new pistol range facility is constructed, consideration should also be given to the simultaneous construction on the same site of a DPS training center, with offices and classrooms.
14. Confidential Information Purchases

The detective captain of the new Guam Police force should have access to cash funds from which he may draw small sums to pay for valuable information leading to the solving of serious crimes and the capture of criminals. The accounting regularly required from him could include any item of information thought necessary, except the identity of the informant. His accounting should be to the Director, who should, himself, maintain close security in the matter.

15. Riot Squad

Two dozen selected police officers should be formed into a class, to be indoctrinated and drilled regularly in approved principles and tactics to be employed during public disturbance situations.

Special equipment, such as helmets, gas-masks, riot sticks, tear-gas, etc., should be maintained in a portable ready-locker, so designed as to be susceptible to easy loading into a police vehicle for transportation to the scene of a disturbance.

16. Auxiliary Police and Firemen

Recruitment, equipment, indoctrination, and training of a 250-man auxiliary police corps should become an immediate joint responsibility of the Guam Police and the Civil Defense Agency.

The Guam Fire Division, in conjunction with Civil Defense, should move simultaneously to recruit and train 125 volunteers as auxiliary firefighters.

17. Police Van

Acquisition of a radio-equipped police van for the Guam Police is long overdue. Prisoner transportation, including Ordet work parties, is now being accomplished by utilizing police patrol vehicles.

18. Towing Crane

A heavy-duty towing crane for use by the police in moving wrecked or abandoned vehicles and for removing cars parked in violation of parking regulations is essential.
Attention is also called to the fact that the Guam Police do not now possess a fenced and protected lot for the safe impoundment of vehicles taken into police custody.

19. Lack of Police Equipment

The Guam Police have always been required to function as best they could without the usual and customary police equipment. To name only a few minor lacks: portable signs, collapsible wooden barricades, traffic cones, fusee flares, emergency no-parking signs, visibility vests for traffic work,—all of these and many other items are needed.

As funds become available, proper police equipment should be purchased.

20. Fire-Rescue Vehicle

The Fire Division should train a dozen selected men in the skills needed to enable them to respond usefully to a great variety of public emergency situations.

A suitable ambulance-type vehicle should be procured and equipped with rescue tools and materials, one or more stretchers, oxygen inhalation equipment, etc.

21. Charts Showing Accomplishments

The DPS director and each DPS division should prepare a 3'x4' white cardboard wall chart. All should arrange to display their charts prominently in their offices for a 12-month period.

Any suggestions or recommendations made in this study which specifically pertain to a particular area of administration or operation, and which have been accepted as suitable for implementation, should be separately noted on the appropriate chart.

As implementations are accomplished, each completed item should be so marked—perhaps by a gold-colored star affixed to that portion of the chart. Daily implementation efforts will result in gratifying improvement progress. This method is warranted to be the best ever devised for steadily achieving desired programmed improvements.
22. Stability of Management

Time is needed for any administrator, even for one entirely competent, to train a complex organization such as Guam's Department of Public Safety into desired good habits in following prescribed methods. Much of DPS's present-day poor posture must be attributed to past extreme brevity of tenure of directors. Changes in leadership are always to some extent demoralizing and confusing.

A competent administrator can achieve a successful operation, even though handicapped by poor organization and other adverse factors. The soundest organization, on the other hand, may soon be ruined if it is placed in the hands of a weak or poor administrator.

On the whole, DPS has had strong administrators, most of whom were above-average in competence. The past DPS weakness has largely resulted from lack of stability in its management. It is to be hoped that past disrupting curtailments of directors' tenure will not recur in the future. Extended management services from the present very capable DPS Director well may pave the way to unprecedented future excellence in DPS operations, especially if he may confidently look forward to substantial future augmentations of the annual DPS share of government's operating funds.