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Administrative Reference Service Report No. 6

AMERICAN NAVAL OCCUPATION AND GOVERNMENT OF GUAM, 1898-1902

Prepared by

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Administrative Reference Service Reports

1. Incentives for Civilian Employees of the Navy Department:
A Review of the Experience of the First World War, by Dr. Henry P. Beers.
(Special Report, not for general distribution), May 1943.
2. U. S. Naval Detachment in Turkish Waters, 1919-1924, by Dr. Henry P. Beers,
June 1943.
3. U. S. Naval Port Officers in the Bordeaux Region, 1917-1919, by Dr. Henry P.
Beers, September 1943.

3A. U. S. Naval Port Regulations, Port of Bordeaux, France (Reproduction of
30 page pamphlet issued 19 March 1919) July 1943.
4. The American Naval Mission in the Adriatic, 1918-1921, by Dr. A. C. Davidonis,
September 1943.
5. U. S. Naval Forces in Northern Russia (Archangel and Murmansk), 1918-1919,
by Dr. Henry P. Beers, November 1943.
6. American Naval Occupation and Government of Guam, 1898-1902, by Dr. Henry P.
Beers, March 1944.

Note:

Attention is called to Report No. 3A, which reproduces a 30 page pamphlet, "U. S. Naval Port Regulations, Port of Bordeaux, France", published originally at Bordeaux by the naval port officer. It gives a comprehensive idea of the details of the routine functions of a port officer and might serve as a useful model for similar issues.

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CHAPTER I

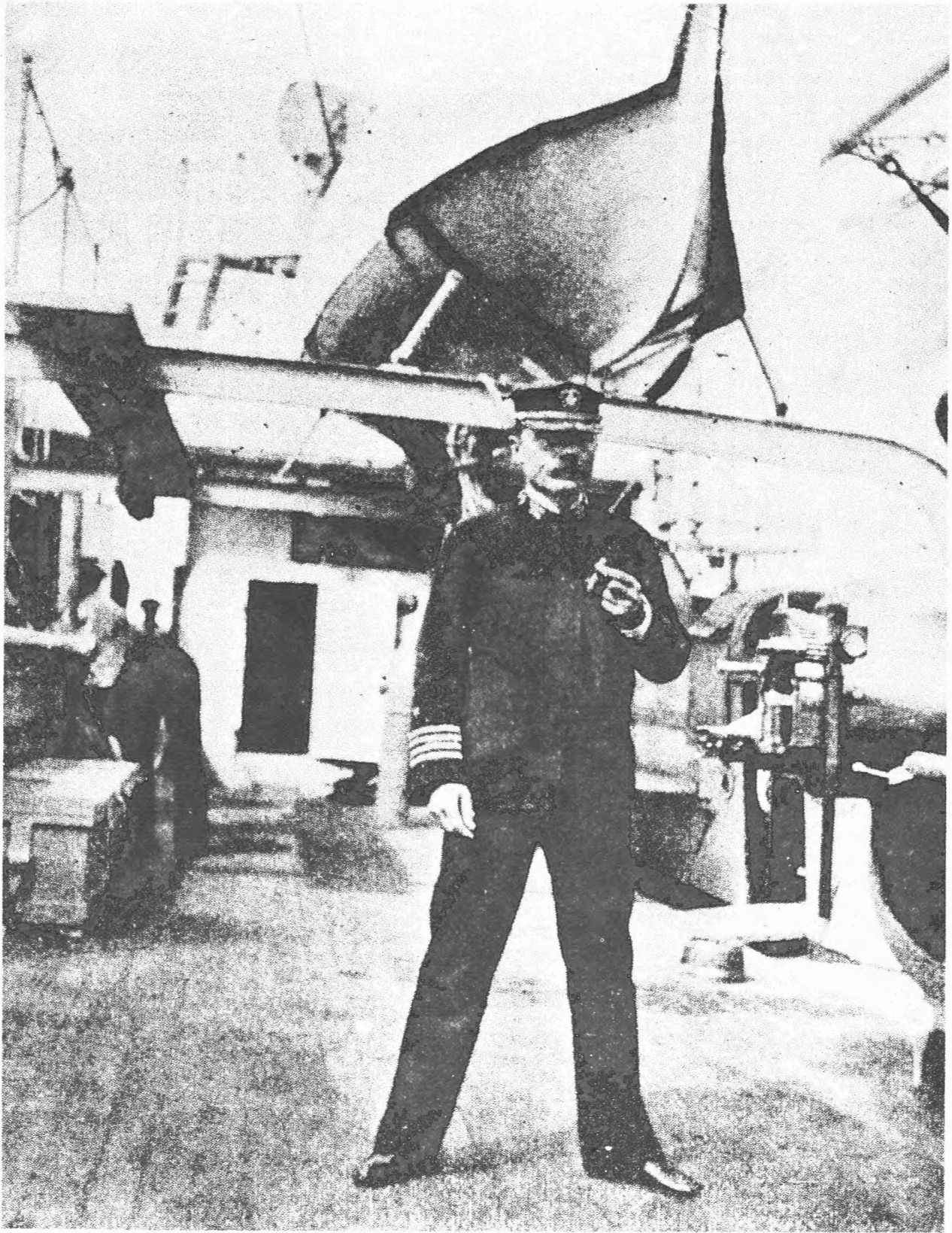
CAPTURE OF THE ISLAND OF GUAM

Early on the morning of June 20, 1898, the U. S. cruiser Charleston, with the transports, City of Peking, Australia, and City of Sydney, rounded the northern tip of the island of Guam. The vessels proceeded in column down its western coast to execute the mission of capturing the island. Part way down this shore, the Charleston entered and searched Agana Bay and finding no ships there rejoined the convoy and steamed south to the port of San Luis d'Apra where it was expected a Spanish gunboat would be found and which was believed to be fortified. As the warship advanced into the harbor showing the American flag, a brigantine the Minatocawa, anchored therein hastily raised the colors of a Japanese merchantman. Amidst rain squalls which made it difficult to discern objects in the bay and on shore, the Charleston under orders of its commander, Capt. Henry Glass, and piloted by T. A. Hallett, the third officer of the Australia, a former whaler who had visited the harbor a number of times, entered the channel leading into the bay close to Orote Point, passing unmolested under Fort Santiago, which had it been armed could have battered the ship without any damage to itself, for it was too high for the guns of the Charleston to reach it. Proceeding into the harbor, the Charleston came within range of Fort Santa Cruz located on a coral reef in the middle of the harbor, and upon orders of the captain some shots from its 3-pounders were fired at this fort. No reply came from the fort, and the guns of the warship ceased firing; it went ahead a short distance and anchored in a position to command the harbor.

The Charleston had not long been at anchor before a boat flying the Spanish flag came alongside carrying the officials who customarily boarded visiting vessels. These were Lt. Comdr. Francisco Garcia Gutierrez, the captain of the port, and Surgeon Jose Romero Aguilar, the health officer. Accompanying them was Frank Portusach, the only American citizen on the island, who, having recognized the ships as American, came to visit his fellow countrymen and to act as interpreter. The Spanish officials were taken by the captain to his cabin. They apologized, according to several accounts, for the inability of the governor to return the salute accorded the island by the Charleston, explaining that it could not be done until guns were brought to the bay. As they had not learned of the existence of war between the United States and Spain, in their isolation, the Spaniards were much surprised to be informed that the firing was not saluting and to be told that they were prisoners. Both were paroled, however, in order to acquaint the governor of the island with the situation and to carry to him orders to appear on the Charleston at once.

While this message was being conveyed to Agana, the convoy made preparations to complete the conquest of the island. In compliance with orders from Captain Glass, the City of Peking, which was under charter to the Navy, entered the harbor in order to coal the Charleston, and upon the captain's suggestion the Australia was also piloted in, while the City of Sydney hove to outside until the following morning. The harbor was examined, and dangers to navigation were buoyed. Word came from the governor late in the afternoon that it was against the law for him to board foreign vessels, so, Captain Glass, despite his chagrin at this lack of compliance on the part of an obviously weak enemy, arranged for a meeting on shore in the morning. That evening he met with General Anderson in command of the troops on board the transports to perfect plans for a landing party to be sent ashore in the morning.

While a landing force composed of marines from the Charleston and the City of Peking and two companies of Oregon Volunteers from the Australia was readied and towed by the steam launch of the Charleston part way up the harbor to the vicinity of the Japanese ship, Lt. William Braunersreuther and Ensign Waldo Evans proceeded under a flag of truce in a whaleboat manned by four armed bluejackets and accompanied by an interpreter and two correspondents to the landing at Piti. Here Lt. Col. Juan Marina, the governor of Guam, was found with his staff, and an ultimatum for the surrender of the island within thirty minutes was presented by the lieutenant, who addressing the governor in Spanish emphasized the uselessness of resistance by pointing out the warship in the harbor and the three transports filled with soldiers. After consulting with his staff in a neighboring building, the governor reappeared twenty-nine minutes



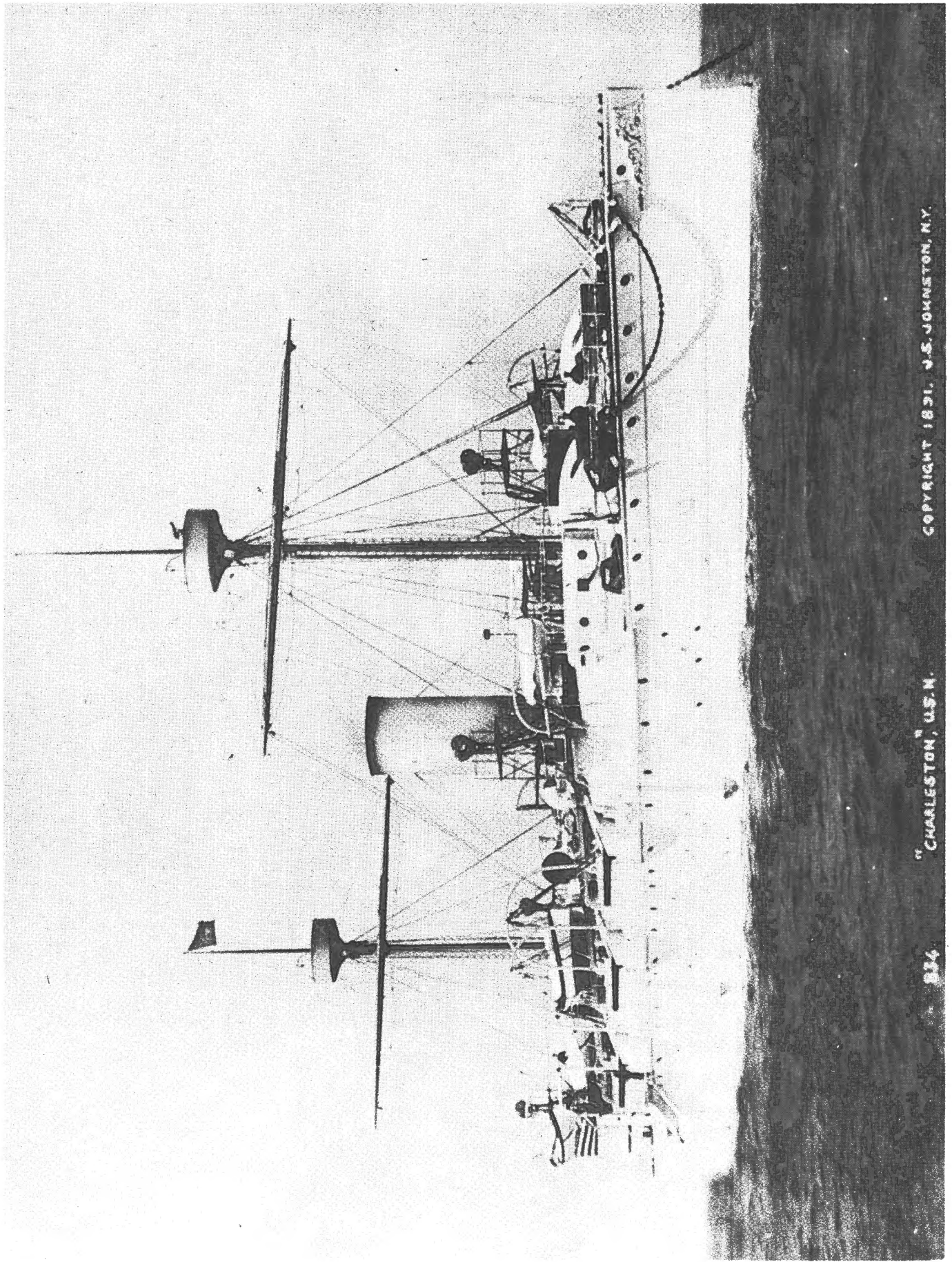
Captain Henry Glass, War Commander of the U. S. S. *Charleston*

later and handed Lieutenant Braunersreuther a letter which he opened and found to contain intelligence of the island's capitulation to superior force. The lieutenant then informed the Spaniards that they were his prisoners and would have to accompany him on board ship. They protested on the ground that they had not anticipated this and were not prepared, but the lieutenant insisted although he allowed them to write to their families. The party of Spaniards, including Governor Marina, Lieutenant Commander Gutierrez, Surgeon Romero, and Pedro Duarte Anducar, captain of naval infantry and secretary to the governor, were embarked and taken aboard the Charleston shortly after noon. On his return trip with the prisoners Lieutenant Braunersreuther encountered the two divisions of the landing party and directed them to return to their ships.

Shortly after two o'clock Captain Glass and his executive officer, Lt. Comdr. Gottfried Blocklinger with three correspondents were pulled across the harbor to Fort Santa Cruz where at 2:45 the American flag was raised. Betokening American possession of the island, this act was accompanied by a national salute of twenty-one guns from the Charleston and the playing of the Star Spangled Banner by the bands on the transports. That evening the captain sent out his dinghy to lower and bring back the flag, so that not even this symbol of American authority remained.

In the middle of the afternoon after the flag raising, Lieutenants Braunersreuther and Myers, Ensign Evans, and Passed Assistant Surgeon Ammen Farenholt with forty marines and a number of bluejackets in four boats landed at Piti to receive the surrender of the Spanish garrison, which the governor had provided the proper orders for in the morning. This force consisted of two companies, one of Spaniards and one of natives; both were disarmed, and the latter was allowed to go free much to their joy, while the former, numbering fifty-four men, with all the arms were ordered into a barge, transported to the convoy, and placed in the stowage on board the City of Sydney. The officers of this naval infantry, Lieutenants José Barruesco and Marcelino Ramos, and the other Spanish officers who had been taken on board the Charleston in the morning were given staterooms on the City of Sydney, accommodations being lacking on the warship for so many extra passengers. On June 22, after finishing coaling, the Charleston and the transports continued on their transpacific voyage to their major objective. No American or Spanish Army or Navy personnel were left on the newly captured island!

The capture of Guam was an incident in the voyage of the Charleston and its convoy to the Philippine Islands where, after the outbreak of the Spanish-American War in April 1898, Commodore George Dewey had on the 28th of the same month defeated the Spanish fleet in the battle of Manila Bay, and occupied on the next day the naval base at nearby Cavite, as well as Corregidor Island, thereafter blockading the bay. To assist Dewey in capturing Manila itself, expeditionary forces of troops were assembled on the west coast of the United States and embarked for the Philippines, the military command of which was given to General Wesley Merritt. Towards the end of May, the first of these bodies comprising 2500 men under Brig. Gen. Thomas M. Anderson on the transports, City of Pekin, City of Sydney, and the Australia sailed from San Francisco for Honolulu, arriving there on June 1. Their escort, the U.S.S. Charleston, which had been overhauled and repaired at Mare Island, had reached there two days earlier. The convoy sailed from Honolulu on June 4 heading westward, and when clear of land Captain Glass opened his confidential orders forwarded to him by the City of Pekin. These instructed him to pause briefly at the island of Guam and after capturing its port, officers, and garrison to proceed to Manila and report to Dewey, by that time a rear admiral. The import of these orders was signalled on the next day to the other ships of the convoy and soon everybody on board them knew of the excitement in store. The voyage was assiduously utilized in drills and exercising at the guns and in target practice. But the capture of Guam as we saw, turned out to be a quiet affair. They were the first reinforcement to reach Dewey and on August 13 participated with other troops and with the fleet in the capture of Manila. A much smaller affair than the conquest of the Philippines, the American seizure of Guam, was the first conquest of territory to be completed outside the continental limits of the United States.



"CHARLESTON", U.S.N.

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CHAPTER II

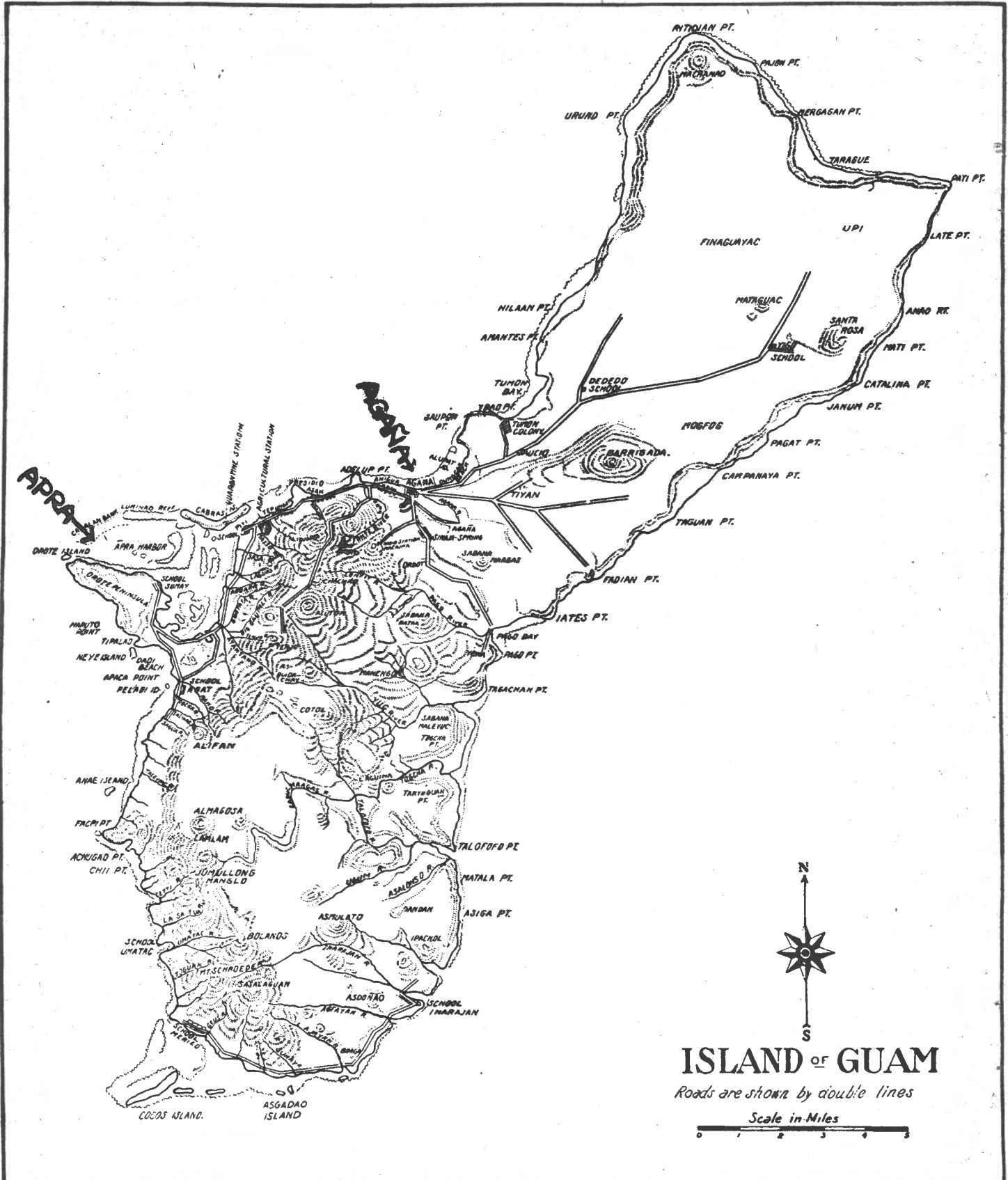
ISLAND OF GUAM

Guam is the most southern of the Mariana, a group of islands of volcanic origin running for 500 miles in a north and south direction 1500 miles east of Luzon in the Philippines, 5053 miles from San Francisco, and 3318 miles from Honolulu. These islands are the peaks of a submarine mountain range rising almost six miles from the bed of the ocean in one of the deepest known parts of the Pacific. To the north 1353 miles is Yokohama, Japan, to the south 300 miles are the Caroline Islands, extending from Palau the far western group, 2000 miles eastward to the Marshall Islands, and including the considerable islands of Ponape, Truk, Kusaie, and Yap, and numerous ports. Jaluit in the Marshalls lies 1573 miles from Guam. North of the Marshalls 300 miles is Wake Island, about half way between the Hawaiian Islands and Guam. Visible on clear days from the northern point of Guam fifty miles distant is the island of Rota, the nearest of the Marianas, of which the other principal islands are Tinian and Saipan, the latter being used as the seat of government for the Marianas, by the Germans and later the Japanese. Together the Marianas, Carolines, Marshalls, and Gilberts are known as Micronesia (sea of small islands) and embrace a total of 1400 islands with a total area of 1000 square miles scattered over a million square miles of ocean.

Guam, the largest island in the northern Pacific between Hawaii and the Philippines and between Japan and New Guinea, is twenty-six miles long, four to eight miles wide, eighty miles around, and has an area of 225 square miles. The northern portion of the island is a tableland, and the southern part is mountainous. The climate is warm or hot and the vegetation luxuriantly tropical. The only change in the weather is from the rainy months of summer to the less rainy ones of winter. The temperature changes little throughout the year, and very equableness of the climate is trying to Americans. The island's only resources were fertile but shallow soil and forests.

At San Luis d'Apra (later renamed Port Apra) on the west coast of Guam is the best natural harbor in this entire area of the Pacific. Several miles across, this harbor is protected on the south by Orote Peninsula, on the east by the island of Guam itself, and on the north by Cabras Island (also called Apapa Island and Goat Island), and Luminan Reef and Calalan Bank extending southwest from this island towards Orote Point terminating at Spanish Rocks between which and that point lies a deep channel several hundred yards wide forming the entrance to the harbor. Yet it is not a good harbor, for the exposure to the west permits strong ocean swells to enter, and it was and still is (1938) encumbered with banks and coral reefs, particularly in its eastern and southeastern parts, necessitating ships to anchor in the western portion of the harbor. At the time of the American occupation two landing places were in use, one on Orote Peninsula at Sumay (also spelled Soumaye and Sumai), which was used by commercial vessels and in years past by whalers, and one at Piti located in the northeastern part of the harbor opposite the eastern end of Cabras Island, which was used for discharging government supplies and cargoes for Agana. From the anchorage farther out in the harbor boat channels led through dangerous reefs, which were difficult to navigate in low water to Sumay and Piti. At the latter place were the port office and another stone building used as an office by the governor when he had business at the landing.

Agana, the capital and principal town of Guam, is on the coast five miles north of Piti with which it is connected by a road running most of the way along the beach. The public buildings were all located on the plaza, as in Spanish colonial capitals in North and South America. Of these the principal ones was the governor's Palace or Government House, a two story structure of coral masonry located on the south side of the plaza, with walls three feet thick and protected on all sides from the sun by enclosed verandas. On the same side of the plaza were the government storehouses, and on the opposite side were the tribunal, in the basement of which was the calabozo, and several private dwellings. The Catholic Church was located on the east side and the treasury and barracks on the west. Some of the private homes in the town were substantially constructed of coral rock and lime (mamposteria) or wood, but others were flimsy shacks on posts with thatched roofs.



ISLAND OF GUAM

Roads are shown by double lines

Scale in Miles



The 9,500 or so inhabitants of Guam, of which the largest portion lived in Agana, consisted principally of the native Chamorros, a Malay stock with a considerable injection of Spanish, Filipino and Mexican blood because of the miscegenation of the women with the officials and soldiers from outside. Through the visits of whalers from the United States some American blood had also been introduced. The word Chamorro comes from Chamorri or Chamoli, the ancient name for chief. These people soon gained among the Americans a reputation characterized as kindly, peaceable, generous, and hospitable. They were religious, and they liked the parades and ceremonies accompanying the practice of the Catholic religion as it had been adapted to accomplish their conversion. They were not overly industrious because there was no reward for industry. Among the population in 1899 was a colony of Kanakas from the Caroline Islands who formed the most disreputable group on the island. The island's aristocracy were the descendants of the Spanish officials who had remained there. The foreigners included in January 1899, a few Filipino convicts, two Japanese storekeepers, one Chinaman, one East Indian, four Spanish priests of the Augustine Recollets, a few Spanish civil employees, and one Spanish merchant. The principal industry of the island was the exportation of copra, the dried meat of the coconut.

Although the Marianas were discovered in 1521 by Magellan on his voyage around the world and named by him the Ladrones, or Islands of the Thieves, because of what he considered the thieving propensities of the inhabitants, possession was not taken of the islands by Spain until 1565, the year of the founding of St. Augustine in Florida, and their colonization did not begin until a century later. A Jesuit missionary arrived in 1668 to undertake the Christianization of the natives, a process which eventually resulted in their conquest by military force. When Queen Maria Ana of Austria, the widow of Philip IV of Spain, made a donation for founding a college to aid in the conversion of the natives of the new possession in 1668, the name Marianas was given the group of islands in her honor. These islands have also been called the Pirate Islands because of serving as a base for freebooters. Upon the expulsion of the Jesuits in 1769, their place was taken by the order of Augustine Recollets, who remained on Guam until the American occupation. Because of the opprobrium attached to the word Ladrones, which was resented by the inhabitants, both Governors Leary and Schroeder recommended that use of the designation be avoided, the latter proposing instead "Island of Guam". A further difficulty about using "Guam, L.I." on mail was that the L.I. was sometimes mistaken for P.I. and the mail sent to the Philippine Islands.

From 1676 the Marianas were administered by a royally appointed governor, who possessed absolute authority in civil, military, and judicial matters. He was subordinate to the viceroy of New Spain until Mexico became independent of Spain and the galleons discontinued their annual voyages from Acapulco to the Philippines via Guam. After Spain had no further use for Guam as a way station for the galleons, the Marianas were nothing but a liability and no benefit was derived by the crown from the annual subsidy provided for the government of the Marianas. From this time (1815) until the islands were lost to Spain, their governor, whose capital was at Agana, was subordinate to the governor general of the Philippines.

At the close of Spanish dominion, the officials of the Spanish government of the Marianas included, besides the governor, a secretary or aide, treasurer, chief of public works, judge of the court of first instance, health officer, captain of the port, promoter fiscal (attorney), and registrar of lands. Next to the governor in rank was the sargento mayor, who was the commandant of the troops and who substituted at times for the governor.

Local affairs were in the hands of officials who functioned as representatives of the governor. Guam was divided into municipalities under the charge of gobernadorcillos (little governors), who managed municipal matters and executed public works under the direction of the governor. Other municipal officers included the justice of the peace (teniente de justicia), two judges, two assistant judges, and a constable (alguacil). The municipalities were composed of villages (pueblos) headed by principales del pueblo, and the villages were further broken down into local groups of fifty families called barangays. These were under a cabeza de barangay who, assisted by the suplente, were concerned with the census, taxes, and public labor. The cabezas were selected for life by the governor from candidates proposed by the gobernadorcillos, who

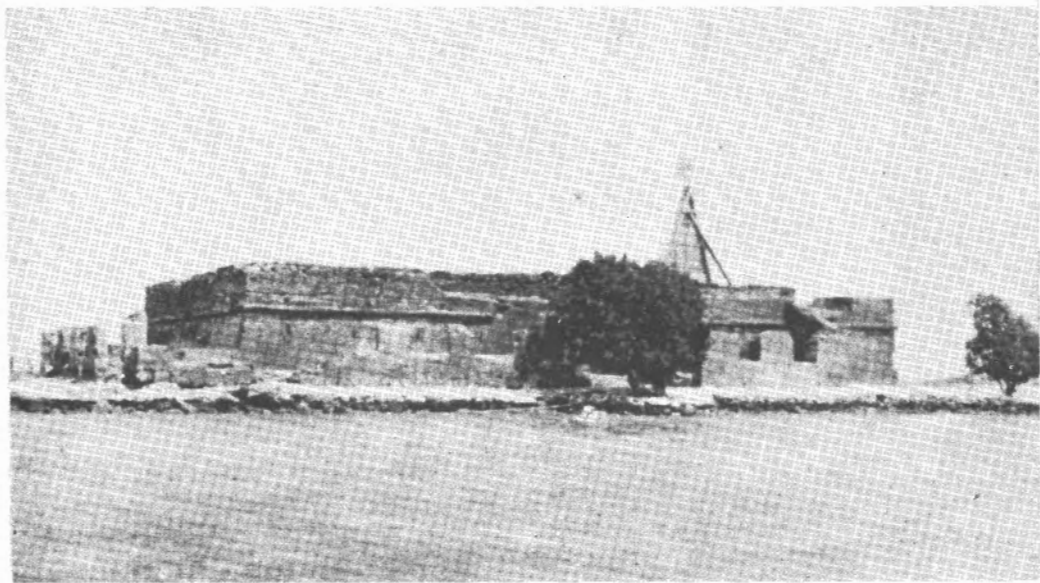
approved the suplentes proposed by the cabezas. A small native police force (Artilleria Insular) guarded the calabozo and kept order on the island.

The neighboring island groups were all in the hands of European nations, which had hitherto been occupied in a struggle for colonies in more important areas of the world, by the end of the nineteenth century. Germany annexed the Marshall Islands in 1885, Spain the Caroline Islands in 1875, and Great Britain the Gilbert Islands in 1892. All of these countries and France and the Netherlands possessed various other islands in the western Pacific. A more vigorous policy was adopted by Germany in Micronesia in government, industry, and commerce.

At Jaluit in the Marshalls the development of a German naval base was undertaken. The island of Saipan, 120 miles north of Guam, became the seat of the German government.



View of Apra Harbor



Fort Santa Cruz, Apra Harbor

CHAPTER III

INTERREGNUM

From the time of the departure of the Charleston in June 1898 until August 1899, a period covered in part by the war and the armistice with Spain, there were no regularly constituted authorities, the island being left largely to its own resources, particularly in the first half of this period. Captain Glass of the Charleston inquired of the Spanish officers and of Frank Portusach concerning Guam's government, resources, and other features. He apparently concluded that, after removing all of the Spanish officers and soldiers, it would not be necessary to leave any officers and men on the island. Portusach says that he was asked by the captain to take care of American interests until the arrival of officers, a statement which is confirmed by the correspondent Douglas White who was attached to the convoy accompanying the Charleston. Though the captain could not have spared much of a force, it was a mistake not to have left some representatives of the United States on Guam, especially in view of the rivalry among European nations for the annexation of the islands in the area. Portusach may have been given some sort of charge by Captain Glass, but he was not designated as acting governor, nor apparently was anybody else.

The operations of the U. S. Navy in the Philippines, culminating in the battle of Manila on August 13, 1898, necessitated naval reinforcements being sent to that station; some of the vessels so despatched visited Guam en route. When the monitor Monterey and the collier Brutus stopped there on July 23, a native boat came alongside with the information that everything was quiet and that the Charleston had carried away the governor and troops to Manila. The Monterey was coaled by the Brutus in the port, and vegetables and fruit were obtained from the shore. The Civil War ironclad Monadnock and the collier Nero arrived on August 3. A coaling operation was again completed with the use of fenders to keep the ships from battering each other because of the motion caused by the swell of the ocean entering the harbor from the west. Not long before the departure of these ships on the 6th, the German corvette Arcona entered the harbor, and, while the American vessels were passing out, officers of the Monadnock and the Arcona exchanged visits. In the same month, according to Portusach, the mail steamer Saturnos, which had been chartered by the Spanish from the McCloud Company to make periodic visits here, came on its last trip, taking away the wives and families of some of the Spanish officers. The S.S. Uranus came on a similar errand in December from the Philippines, having on board the former captain of the port, Gutierrez, who came to take away his family and that of the governor.

Hostilities with Spain ceased pursuant to the terms of a protocol of August 12, 1898, which provided in its terms that an island in the Ladroneas was to be ceded to the United States. According to this agreement commissioners met at Paris, and a treaty was signed on December 10, 1898, ceding the Philippines and the island of Guam to the United States. The treaty further provided that stands of colors, uncaptured vessels, arms, equipment and supplies were to remain the property of Spain, but that public buildings, land, and other immovable property, and archives and records, executive as well as judicial, relating to the said island or the rights and property of their inhabitants were to be transferred to the United States. The decision to retain the Philippines for the development of economic enterprise there and commercial relations with China made it desirable to have Guam for use as a coaling station, cable station, and naval base. From San Francisco to Manila via Honolulu and Guam was about 7000 miles, a much longer distance than steamers could go without recoaling. The naval vessels of that day had steaming radii of from 2000 to 5000 miles, with only a few having a greater radius than 4000 miles. Most of them could steam for only 1000 to 2000 miles and return without recoaling, hence the importance of Guam as a way station on the route to the Philippines and as an outpost of Hawaii in time of war. The acquisition by the United States of the Hawaiian Islands and Guam in 1898 and Wake in 1899 gave it a line of communication across the northern Pacific, which was of immense strategic potentialities.

We took the Philippines and Guam, but the rest of the Marianas and the other Spanish possessions in the area went to Germany. Seeking to profit from the situation in the Pacific resulting from the defeat of Spain, Germany endeavored to arrange a division of the Spanish possessions with the United States, but the latter country declined and went ahead with negotiations with Spain. Rebuffed on one side, Germany turned to the other and on September 10, 1898 made a secret

agreement with Spain, dependent upon the outcome of the war with the United States, for the purchase of the islands of Kusaie, Ponape, and Yap in the Carolines. During the negotiations with Spain, the United States expressed a desire to acquire Kusaie for use as a cable station, but Germany protested, and the matter was not pushed. After the conclusion of the treaty between the United States and Spain, Germany signed treaties with the latter country by which she bought the Carolines, the Pelews (Palau), and the Marianas, except for Guam. Thus American Guam became surrounded by German islands. It must have been realized by the United States Government that the remaining possessions of Spain would not long continue in her hands, yet the opportunity presented by the treaty was allowed to pass. Edward Van D. Robinson, writing in the Independent of October 13, 1898, pointed out the strategic value of the Spanish islands and the certainty of their getting into stronger hands than those of Spain. In the words of this writer: "Guam is either too much or too little." However, because of the distance of these islands from Germany, they were of limited strategic value to her.

The new German possessions contained ports, particularly in the Carolines, suitable for naval bases which were within reach of Guam. Realizing the threat they presented, Captain Leary, while at Colombo, Ceylon en route to Guam, wrote the Secretary of the Navy of the rumor that Germany had acquired the Ladrone and Caroline Islands and recommended that immediate steps be taken to erect fortifications and shore batteries on Guam. To accomplish this, he suggested that naval vessels leaving the Asiatic Station for the United States be directed to stop at Guam to deliver as many of their rapid fire guns as the department might think advisable for mounting on shore. The Navy Department, however, approved the Bureau of Navigation's opinion that nothing should be done until information had been supplied as to the necessity for fortifying Guam and until a complete report on the matter had been obtained from the governor.

Preparations for the naval occupation of Guam were undertaken by the Navy Department even before the signing of the treaty with Spain. Orders dated December 9, 1898 were sent to the U.S. gunboat Bennington to proceed from the Hawaiian Islands, where it had been attached to the Pacific Station, to Guam in order to make a survey of the harbor. Accompanying these orders were instructions from Charles H. Allen, the Assistant Secretary of the Navy, dated December 14, directing that a hydrographic survey of the harbor and the bordering lands be made and that a site be selected for a coaling and watering station; possession was to be taken for the use of the Navy of all public land bordering on the harbor; in case the land selected for the coaling station was not part of the public land, a suitable site was to be purchased; the report on the survey was to be accompanied by charts, contour maps, and records necessary for the publication of a complete chart of the harbor and such other information as would enable the department to prepare specifications for the erection of public works. Rear Admiral Arent S. Crowninshield, Chief of the Bureau of Navigation, a position then concerned with the operations of the Navy, recommended on December 12 that the department obtain an order from the President making the island of Guam a naval station and placing it under the control of the Navy and that an expedition be fitted out to establish the station, the commandant of which should have control of the island. The result was the issuance by President McKinley on December 23 of executive order no. 108-A, placing the protection and government of Guam under the Navy Department. Although ratification of the treaty with Spain was still several weeks distant, United States sovereignty was thus extended over Guam as it had been over the Philippines two days previously.

The collier Brutus, which had been ordered to Guam in order to coal the Bennington, reached there on January 1, 1899, after a voyage of twelve days from Manila, having been slowed down by poor firemen and broken-down machinery. On the day of its arrival, the commanding officer, Lt. Vincendon L. Cottman, sent Ensign Williamson Dunn ashore to Agana with a member of the crew as interpreter to ascertain the state of affairs and whether there was an authorized person in charge of the island to whom a bag of mail could be delivered. Among natives of Piti, Sumay, and Agana who visited the ship that day were Frank Portusach and Padre Palomo, who informed the lieutenant that José Sisto had assumed charge of the government of the island after the departure of the Charleston, but that they, as representatives of a faction opposed to his continuance in authority, had given him notice that he must quit that very day. The immediate cause for this development appears to have been a riot between Chamorros and Filipinos which had recently occurred at a cock fight; the Filipinos had drawn knives and begun stabbing when Portusach quelled them by brandishing a revolver. It had also been learned that Sisto had divided the funds

in the treasury among himself and other government employees. Altogether it seems to have been high time for the appearance of an American officer. On the succeeding day Sisto came on board the ship with Surgeon Romero, who had returned to the island on the Pennsylvania and had been unable to leave on the Uranus, and the captain of the company of native soldiers. Sisto stated that as the chief civil official (treasurer) remaining after the departure of the military officers he had assumed charge, but that he was ready to turn over the control of affairs to the commanding officer of the Brutus. Portusach and Palomo were also aboard again, and, after hearing the stories of both sides in private, the lieutenant brought them together and asked if they had anything further to say. They did not. Lieutenant Cottman then announced that he could not take charge until he had received instructions from home that peace had been concluded with Spain and until that time he recommended that Sisto continue in charge in order to preserve order, but that if any complications arose he wanted to be notified. So Don José was allowed to go on as administrator or acting governor.

While waiting for the arrival of the Bennington, the officers of the Brutus gathered information concerning affairs on the island, and its crews scraped and painted ship. Lieutenant Cottman went to Agana on January 3 to return the visit of the administrator and to inspect the government buildings, which he found barren and dilapidated. With the officers of the ship he also visited the whole portion of the island in the neighborhood of the bay of San Luis d'Apra and received visits in return from the local officials. He was able to report at the end of the month to the commanding officer of the Bennington that everything had been quiet.

The Bennington sailed from Honolulu on January 7, 1899, stopping at uninhabited Wake Island on the 17th to take possession of it by raising a flag staff and nailing thereto an American flag, and stood into the port of San Luis d'Apra on the 23rd. The commanding officer, Comdr. Edward D. Taussig, received an official visit from Jose Sisto and Dr. Romero on the next day. The survey of the harbor was immediately begun, a number of working parties being formed to operate from the ship as a base where Lt. Charles B. T. Moore, the executive officer, was made ship keeper with the responsibility for all watches and the proper equipment and punctual dispatch of the parties. The coaling of the Bennington was also undertaken. Together with Lieutenant Cottman who undoubtedly acquainted him with the situation on the island, Commander Taussig and others from his ship paid a visit on the 25th to Agana, calling on Sisto and inspecting the government buildings. A report presenting information concerning the buildings at Agana with plans of the Palace and indications of how its rooms might be used was prepared by Passed Assistant Surgeon Brownlee R. Ward.

Unlike the other naval officers who had visited the island, Taussig went beyond his orders and concerned himself with the administration of its affairs. On January 28 he issued order no. 1:

1. All laws and regulations of the former Government will remain in force until otherwise directed.
2. Passed Assistant Paymaster Barron P. DuBois, U.S. Navy, to collect and disburse all revenues of the island from and after February 1st., 1899.
3. The inhabitants are informed that subjects of Spain may elect to remain on the island as subjects of Spain and that they will receive the protection of the United States Government while conducting themselves in an orderly and law abiding manner.
4. All inhabitants electing to remain subjects of Spain are directed to make their declaration to the Local of their district. All officials and employees of the island government will be continued until further notice.

In accordance with the foregoing order, Commander Taussig directed Sisto on the same day to turn over to Passed Assistant Paymaster Barron P. DuBois all books, memoranda, records and moneys relating to the collection and disbursement of the revenues of the island of Guam. All public lands recently the property of the Spanish government bordering on the harbor of San Luis d'Apra were taken over for the United States Navy Department in order no. 2, dated January 30, 1899. On the morning of February 1 the battalion of marines and a volunteer band were landed from the Bennington, marched from Piti to Agana, where they participated with the native artillery company (insular police) in ceremonies on the plaza attending the raising of the American flag. At the same time a flag was also raised at Fort Santa Cruz, a salute being fired on board

the Bennington. Taussig and Cottman preceded the men to Agana and were met by a delegation of the principal citizens who appeared pleased to be placed once more under the American flag. According to Father Resano, however, many of the Chamorros were sad at the transfer of ownership, while the Americans, he admitted, were restrained in the manner in which they carried through the exercise.

The Brutus departed for Honolulu and San Francisco on February 1 with communications from Taussig to the Secretary of the Navy. He declared his intention, upon completing his assigned duty there, to place one of the inhabitants in charge of the island. If the government intended to send out officials, he recommended a governor, a tax collector, a registrar of land titles, and a medical officer. As the people were well disposed towards the United States, he believed that a lieutenant's guard would be a sufficient garrison, but it might be well to have a larger force until the government was well settled. He recommended that \$3,000 be allowed for the repair of the Palace and other expenses and that furniture be provided for the buildings from which the furniture had been removed ostensibly as private property of the Spanish officials. Wire screening, household effects, toilet articles, a small vehicle and two horses, two or three cows, and plenty of vegetable seeds should be brought.

During his brief management of the finances of Guam, Paymaster DuBois gathered much information concerning these and the administration of the island. In examining the accounts of the treasury turned over to him by Sisto he discovered that he had paid himself eighteen months' advance pay and to the other employees of the office a year's advance pay. Immediate steps were taken to recover this money; the interventor and four clerks returned all they had been given, except for a small sum, but Sisto returned nothing. The sums of money received by DuBois were as follows: from Sisto for the general treasury \$966.57, as repayments from the treasury employees \$1881.00; from exemptions from labor \$136.00, from taxes upon Chinese (2) \$19.76. After spending \$30 for transportation and \$4 for lighting the barracks, he turned over to Vincente Herrero, his successor, \$2969.33. Funds of the local treasury amounting to \$10.15 were also transferred to Herrero. The matter of the refund from Sisto was left unsettled.

As to the method of collecting and disbursing the revenues, he found that the local funds were derived from a poll tax of \$1.50 per year upon each male between the ages of 18 and 60, and by taxes upon slaughtering cattle, branding live stock, and cock fights. The poll tax was collected by the Locals of the different districts, while the other taxes were collected by tax gatherers. Funds for the general treasury were obtained from taxes upon real estate, industries, and from exemptions from forced labor. The tax upon real estate amounted to five percent of the annual net revenue of the property and was collected quarterly. The tax for exemption from forced labor was payable in advance. The revenues produced \$600 a month while the expenses amounted to \$725.

The money in the Guam treasury consisted of Chilean, other South American, Mexican and Philippine coin. The South American coins, which were considerably worn and therefore greatly depreciated, were being imported by every trading vessel while the Mexican and Spanish money was being exported by the merchants to meet bills of exchange; the bad money was driving out the good. DuBois recommended and Taussig issued a proclamation declaring that taxes should be paid in Mexican or Spanish money and that South American money would be accepted only at certain discounts. American money was to be accepted at twice the value of the Mexican. A later order prohibited the importation of mutilated or depreciated money. But this was only the beginning of troubles with the money of Guam.

Data concerning the organization of the Spanish government of the island was also reported by Paymaster DuBois. The artillery company was found to consist of the following: 1 lieutenant, 1 sergeant, 1 bugler, 1 guarda parque, 1 armorer, 8 corporals, and 45 privates, all of whom were maintained at a monthly cost of \$336.77. The treasury employees were 1 chief clerk, 1 clerk, 3 clerks. The employees of other government offices were the assessor, vaccinator, alcalde, clerk of the court, clerk, doctor, school teacher, gobernadorcillo, clerk of the local funds, and an interpreter.

In compliance with orders from the Navy Department brought on the U.S.S. Yorktown, which

arrived on February 13 with three bags of mail, the Bennington was unexpectedly detached from duty at Guam and departed with the former vessel for Manila on the 15th. Dr. Romero and his family were given transportation on board the Bennington. The services of this ship were thereafter employed throughout the Philippines in operations against the insurrectionists.

Upon the Bennington's departure the affairs of the island were placed in the hands of Joaquin Perez by appointment of Commander Taussig, who left no naval officer there to represent the United States. Shortly before, the commander had directed Vincente Perez to continue as secretary, a position which this man held for many years. Presumably, other officials also retained their positions according to the order of Taussig already referred to. Since there was no American officer at the island for several weeks after the sailing of the Bennington, there is a hiatus in the records for this period. The U.S.S. Oregon and the U.S.S. Iris stopped at San Luis d'Apra on March 10-11, long enough for 586 tons of coal to be transferred to the battleship. The islanders showed their interest in their American connection by visiting the Oregon, the log of which states that the mayor, administrator, assessor, pilot, harbor master, and several businessmen from Agana came on board.

Upon the arrival of the Brutus at San Francisco on March 7, 1899, Lieutenant Cottman transmitted to the Secretary of the Navy a report, dated February 20, prepared at the request of Commander Taussig. This embodied much descriptive information, concerning the island and social, economic, and governmental conditions as well as observations and recommendations based upon the information collected by Cottman and the other officers of the Brutus during their stay at Guam. Lieutenant Cottman recommended as follows:

If the Government intends to make Guam a self supporting island and a creditable colony it will be necessary to commence immediately and use heroic measures. The following are suggested as some of the necessary means to this end. (1) First of all send the Spanish priests to Spain or to one of the Spanish Islands and the native priest to one of the other islands, I believe he claims some of them. These priests are the moral lepers of the place and are a great draw back and detriment; they have considerable political influence. As the people are all Roman Catholics send here four American priests, judiciously selected for their suitability. Priests similar to the Catholic Chaplains in the Navy would be suitable.

(2) Having gotten rid of the moral lepers send four government doctors whose first duty will be to examine all the natives in the Island and corral all the lepers and send them out of the island, the leper settlement at Molokai (Hawaii) is suggested as rendezvous. There are about six lepers now in the island. Next let the doctors establish a hospital with sufficient surrounding ground for a ranch and collect all the syphilitics in the island and start a colony that will be self supporting, say at Merizo. If any of the cases can be cured by treatment let such be released from this settlement when cured. Let the doctors look into the sanitary requirements. All the towns need sewers.

(3) Establish a government pharmacy and have compulsory examination of all natives and for the present free treatment.

(4) Send all the Filipino convicts back to Manila.

(5) Compel all males above 18 to do a days work six days in the week, until they become accustomed to work; this will prevent their laying around the homes idle and drinking La Tuba. Make them build a good carriage road all around the island.

(6) Establish Public Schools and compel all children to go to school and teach them English, having male teachers for the boys and women teachers for the girls.

(7) Establish an Industrial School.

(8) Make American the business as well as the official language.

(9) Establish a government experimental agricultural station and stock farm in one, send out all kinds of vegetable seed, grain seed, fruit seed and grazing grass seed that is suitable for the tropics; have a fair amount to distribute free under supervision of the Agriculturist of the Experimental Station. Send out half a dozen good milk cows and a bull or two, Texas horses, ducks, partridges and quail, also agricultural implements and some axes and saws.

The importation of a small portable sawmill and planer was suggested as boards were then

sawed by hand. The naval station should have flat bottomed boats of very shallow draft in order to navigate the inside of the harbor at low tide. An equitable code of laws for direct taxation, etc. should be formulated and substituted for the old Spanish laws. He continued:

The natives in short should be given the benefit of an enlightened civilization, made to understand that their religion was not compulsory but a matter of their own choice, text books of a purely religious nature and tending to cloud their minds in ignorance and religious fear while failing to teach them morals should be abolished, and prohibited in the schools and text books substituted which teach as far as applicable to a primitive people the arts and sciences which would be beneficial and instructive to them and enable them to raise better crops, build better homes or boats, or raise more stock, in short, giving them instruction how they may better their condition in life and improving their morals. The natives show considerable talent and adaptability in the arts and with proper instruction and implements would no doubt prove adept pupils.

In examining the shore of the bay of San Luis d'Apra to determine where he might discharge the coal on the Brutus, should orders be received to that effect, he found no suitable place -- none that could be used without great labor because of various natural difficulties. The south side of Cabras Island was hard to get at, but he preferred this to the port of Sumay on Orote Peninsula because it was more protected from the ocean, especially from heavy ocean swells which rolled right up to Sumay. Unless it was decided to undergo the considerable expense of establishing a coal depot on shore, he proposed mooring a coal hulk near the western end of Cabras Island where vessels could go alongside it, or stationing it elsewhere in the harbor. In concluding his report he indicated that officials or missionaries going to the island would have to take not only the luxuries but also the necessities of life with them, for practically nothing, not even a reliable food supply, was available. The department acknowledged receipt of Cottman's report on March 14, stating that it was the first reliable information received concerning the island and that it had been useful in fitting out the Yosemite for the station ship at Guam.

In April the department received from Commander Taussig a report of February 17 upon the administration of the island of Guam, which has not been located in the department's files. In acknowledging the receipt of the report, Secretary of the Navy John D. Long expressed approval of the commander's actions in regard to affairs on Guam.

Naval surveillance of affairs on Guam began anew on March 24, 1899 when Lt. Louis A. Kaiser arrived on the Nanshan, a Scottish built collier, purchased at Hong Kong by Admiral Dewey in April 1898 for use in his campaign against the Philippines. Lieutenant Kaiser seems to have been the only member of the U.S. Navy on board this vessel, which had a civilian, E. H. Stovell, as captain and a Chinese crew. The practice of having merchant crews on the colliers was one which the Navy Department was forced soon to make general because of the dislike shown by regular Navy personnel for this service. While stationed at Guam, the Nanshan coaled on April 7-8 the U.S.S. Wheeling and on July 26-29 the U.S.S. Solace.

Governmental affairs on the island were allowed to continue as they had been since the departure of the Bennington. On the arrival of the Nanshan, the native officials promptly reported on board and were received by Lieutenant Kaiser, who records them as follows: Vicente Herrero, administrator has custody of the funds; Joaquin Perez, mayor or captain of the town, acting governor; Juan Torres, second paymaster; Vincente Perez, assessor; Francisco Napal, Doctor; and Henry Melanchamp, general utility man. During this period there was also in existence a junta appointed by Commander Taussig and composed of the acting governor, Padre Palomo, Juan Torres y Diaz, Vincente Herrero y Roberto, Luis Torres y Diaz, and Antonio Martinez, who were the most prominent men on the island. The function of this body appears to have been to oversee matters and act in case of necessity, but Joaquin Perez had no difficulties of particular moment until after the arrival of Lieutenant Kaiser.

Immediately after his arrival, Lieutenant Kaiser began acquainting himself with affairs in which he was eventually forced to take an active part. Out of curiosity he visited on the 24th the American whaler, the Andrew Hicks of San Francisco, which had been in the harbor for some time. Ships arriving subsequently were boarded by him and also by the acting governor, both

visited the Solace on different days, the latter being received with the "honors befitting his position." At Agana on March 26 and 27 he inspected the public buildings and took steps to improve their sanitation, particularly that of the cuartel. He took meteorological data and on May 13 forwarded an abstract of his observations to the Manila observatory. Part of his time was spent at Agana where he hired a house on the shore. Here the native customs came under his observation, and on May 21 he ordered that the native soldiers were not to participate in the religious celebrations. While not more seriously engaged, he went hunting pigeons, deer, or goats and sometimes succeeded in shooting them.

José Sisto, the former administrator, was under arrest at the time of Kaiser's arrival because of his misuse of the public funds. Through the acting governor, Sisto requested permission to leave the island on May 21 as he had deposited 1875 Chilean dollars as a repayment, but the lieutenant insisted that he must pay in the more valuable Mexican dollars. After Sisto had complied with this requirement, Kaiser then asked for an explanation of the sales of government property which he had made according to charges by Portusach. Palomo and Perez were able to explain this new matter satisfactorily and Sisto was allowed at last to depart.

Among three classes of Filipinos on the island -- those who came to earn an honest living, ex-convicts who had served their time, and exiled insurrectionists against the Spanish government in the Philippines -- was a turbulent element, particularly in the last group, who, the residents of Guam thought, should be deported. Some of the Filipinos began acting suspiciously, and it was feared that they were planning to obtain revenge upon Chamorros for the death of a Filipino which had occurred at Sumay in the preceding December. The matter was brought to the attention of Lieutenant Kaiser at his house in Agana by Perez on the last day of March and on the next day he attended a meeting of prominent citizens held in the Palace to discuss the situation. An order prepared at the meeting and issued by the lieutenant on April 2, forbade persons without passes to be on the streets from 9 P.M. to 5 A.M. and required every one to declare the firearms in their possession inside of twenty days under penalty of fines and the confiscation of the weapons. The situation was brought under complete control, but the Filipinos remained a canker in the community.

When Col. Eugenio Blanco, the Spanish governor of the Marianas, arrived in port on May 9 on the S.S. Elcano, which was frightfully crowded with refugees from the Philippines and troops bound for Saipan, Lieutenant Kaiser was presented with a problem of a diplomatic character. The governor requested that there be turned over to him the arms, munitions, and medical supplies which had been in the custody of the former Spanish officers, according to the terms of the treaty of peace. Because he had no copy of the treaty, Kaiser declined to surrender the material, but he agreed to the departure of the Filipinos deported to the island by the Spanish government. Ratifications of the treaty were not exchanged at Washington until April 11, 1899, so there had been no opportunity for the Navy Department to convey intelligence of this to Kaiser, who, in fact, seems to have had no correspondence with the department. A Spaniard described as the acting Spanish governor came to San Luis d'Apra on the S.S. Esmeralda on June 16 with a letter from General Elwell S. Otis, the American general in command in the Philippines, suggesting that the arms be delivered to the Spanish governor of the Marianas. Since General Otis did not have jurisdiction over Guam, Kaiser was in doubt as to the propriety of fulfilling his request; he consulted Comdr. Charles Belknap of the U.S.S. Nero upon its arrival on July, and was told to pay no attention to it. After the return of the Esmeralda from a trip to Yap, acting governor Perez turned over to the Spanish officer, who represented the governor of Saipan, the keys to the arsenal, but Kaiser, learning of this, gave Perez written orders to the effect that the governor of Saipan could not have the arms, and when Perez protested, Kaiser communicated directly with the Spaniard and secured the return of the keys.

The difficulty over the arms led to a difference between Kaiser and Joaquin Perez. The latter called a meeting of the Junta on July 11; this advisory council seemed to think that Perez was in supreme control, but Kaiser insisted that the senior officer present (himself) was in charge. Perez thereupon suggested that he act as governor, but the lieutenant demurred on the ground that Perez had better continue on account of internal affairs. Kaiser was not familiar with Spanish. Going up to the capital next day, Kaiser found ordnance stuff being loaded into carts. He communicated with Perez who informed him that he was sick, so he called together the council which

adhered its former opinion but said that he might assume control. Deciding to remove Perez, Kaiser placed in his stead a half-caste Samoan named William Coe, said by Kaiser to be an American subject, who had arrived on the island since its capture by the Charleston. The difficulty concerning the arms was finally solved by Kaiser's securing from the Spanish officer a signed statement to the effect that any articles which might not come under the treaty would be returned.

An attempt was made towards the end of July to establish a legislature, presumably as a step towards setting up a civil government by the islanders themselves. Lieutenant Kaiser discouraged this, however, by declaring to an American named Rumberg, who was involved in the movement, that no changes in the laws would be tolerated.

Matters on Guam were evidently approaching a state in which the lieutenant would have been forced to take complete charge whether he wanted to or not. His attempt to manage things through acting governors whose authority he infringed upon whenever he chose was not proving successful. A governor of Guam later described these interregnum conditions as "chaos." This troubled period of American rule in Guam came to an end in early August when the U.S.S. Yosemite arrived, bearing on board the first governor of Guam, Capt. Richard P. Leary, U.S.N. A month later, after transferring its coal to the Brutus and the Yosemite, the Nanshan weighed anchor and steamed to Manila.

CHAPTER IV

ADMINISTRATION OF GOVERNOR LEARY

By President McKinley's direction of December 23, 1898, the government of the island of Guam was placed under the United States Navy Department. This department, which had already been making plans in regard to the island, appointed Captain Richard Phillips Leary governor of Guam on January 12, 1899, and instructed him to assume control of all crown lands, fortifications, and public buildings together with such archives as might be found. A separate set of "Instructions for the Military Commander of the Island of Guam, Ladrones, Pacific Ocean" of the same date and signed by President McKinley and Secretary of the Navy John D. Long, read as follows:

With the signature of the treaty of peace between the United States and Spain by their respective Plenipotentiaries at Paris, on the 10th of December, 1898, and as the result of the victories of American arms, the future control, disposition and government of the Island of Guam are ceded to the United States. In fulfillment of the rights of sovereignty thus acquired and the responsible obligations of government thus assumed, the actual occupation and administration of the Island of Guam becomes immediately necessary.

In performing this duty, the military commander of the United States is enjoined to make known to its inhabitants of the Island of Guam, that, in succeeding to the sovereignty of Spain, in severing the former political relations of the inhabitants and in establishing a new political power, the authority of the United States is to be exerted for the security of the persons and property of the people of the Island and for the confirmation of all their private rights and relations. It will be the duty of the military commander to announce and proclaim in the most public manner that we come, not as invaders or conquerors, but as friends, to protect the natives in their homes, in their employments and in their personal and religious rights. All persons who, either by active aid or by honest submission, cooperate with the government of the United States to give effect to these beneficent purposes, will receive the reward of its support and protection. All others will be brought within the lawful rule we have assumed, with firmness if need be, but without severity as far as it may be possible.

Within the absolute domain of naval authority, which necessarily is and must remain supreme in the ceded territory until the legislation of the United States shall otherwise provide, the municipal laws of the territory, in respect to private rights and property and the repression of crime are to be considered as continuing in force, and to be administered by the ordinary tribunals so far as practicable. The operations of civil and municipal government are to be performed by such officers as may accept the supremacy of the United States by taking the oath of allegiance, or by officers chosen as far as may be practicable from the inhabitants of the Island.

While the control of all the public property and the revenues of the state passes with the cession, and while the use and management of all public means of transportation are necessarily reserved to the authority of the United States, private property, whether belonging to individuals or corporations, is to be respected except for causes duly established. The taxes and duties heretofore payable by the inhabitants to the late governor, become payable to the authorities of the United States unless it be seen fit to substitute for them other reasonable rates or modes of contribution to the expenses of government, whether general or local. If private property be taken for military use, it shall be paid for when possible in cash at a fair valuation, and when payment in cash is not practicable, receipts are to be given.

All ports and places in the Island of Guam in the actual possession of the naval forces of the United States will be opened to the commerce of all friendly nations. All goods and wares, not prohibited for military reasons by due announcement of the naval authority, will be admitted upon payment of such duties and other charges as shall be in force at the time of their importation.



CAPTAIN RICHARD P. LEARY, UNITED STATES NAVY,
GOVERNOR OF GUAM.

Finally, it should be the earnest and paramount aim of the naval administration to win the confidence, respect and affection of the inhabitants of the Island of Guam by assuring to them in every possible way that full measure of individual rights and liberties which is the heritage of free peoples, and by proving to them that the mission of the United States is one of benevolent assimilation, substituting the mild sway of justice and right for arbitrary rule. In the fulfillment of this high mission, supporting the temperate administration of affairs for the greatest good of the governed, there must be sedulously maintained the strong arm of authority, to repress disturbance and to overcome all obstacles to the bestowal of the blessings of good and stable government upon the people of the Island of Guam under the free flag of the United States.

Captain Leary, the officer selected for the new and important post, was a native of Baltimore in his late fifties, who after finishing at the Naval Academy had seen active service during the Civil War and had served in numerous ships and stations during the intervening years. In the Spanish-American War he had commanded the U.S.S. San Francisco in Cuban waters, and when this vessel was decommissioned in the fall of 1898 he had been made inspector of equipment at the Boston Navy Yard. His selection as governor of Guam may have resulted from the experience he had had in Apia, Samoa during the last six months of 1888. At that time, as commanding officer of the U.S.S. Adams on the Pacific Station, he had played an aggressive role in protecting American interests during a native rebellion, which also involved British and German interests. Other considerations that might have influenced his choice have eluded research, but knowledge of the Spanish language was not one, for he was not familiar with it.

The political status of Guam has always been peculiar since its acquisition by the United States. The only administrative authority has been that derived from the President as commander-in-chief of the Army and Navy of the United States. Neither the Constitution nor the laws of the United States have been extended to the island by Congress. The Attorney General held in 1904 that there could be no question as to the regularity of the appointment of a naval officer as the governor by the Secretary of the Navy since the island had been placed under his charge by the President. Even as unincorporated territory, however, Guam, according to the famous "Insular Cases" decided by the Supreme Court in the years following 1900, possesses certain "fundamental" rights provided by the Constitution, which are extended through Guam's becoming United States territory. In its decisions the Supreme Court has determined that inhabitants of the possessions do not have American citizenship until Congress confers it by legislation, nor do they have the right to indictment by grand jury and trial by jury until Congress acts. However, the guaranty against deprivation of life, liberty, and property without due process of law has been held to be fundamental and therefore applicable to all United States possessions.

No time was lost by the Navy Department in undertaking the preparation of the Guam expedition. The station ship chosen was the Yosemite, originally the El Sud, built by the Newport News Shipbuilding and Dry Dock Company in 1892, purchased by the Navy in April 1898, converted into an auxiliary cruiser, and employed to blockade the harbor of San Juan during the recent war. A board on repairs for this vessel submitted a report in December 1898, and in January repairs and alterations were commenced at the Norfolk Navy Yard. Upon the recommendation of the Bureau of Navigation quarters for the governor of Guam and a flag officer's outfit were installed at the cost of \$5,000. At this navy yard equipment stores, ordnance supplies, clothing, provisions, an ice machine, an evaporator, and machinery for an engineer's work shop were taken on board. Captain Leary reported on board, on January 24, for duty in command of a division of the Asiatic Station, which was to consist of such vessels as were assigned to Guam. Enlisted men were received from time to time, and on February 25 a marine guard under Lt. John H. Russell boarded the ship. Early in January orders were issued by the Assistant Secretary of the Navy Charles H. Allen that work on the Yosemite was to take precedence over that on other vessels, but the Bureau of Construction and Repair sent similar orders to the commandant of the navy yard in regard to other vessels, so the work on the Yosemite was delayed, and the ship did not leave Norfolk until April 8.

The final preparations for the voyage were made at the New York Navy Yard where the Yosemite arrived on April 10. Extensive purchases made by Governor Leary from an allotment of \$10,000 allowed by the department with the approval of the President from the emergency fund for the Navy, provided by the deficiency act of January 5, 1899, were received on board here. Bought from various New York firms, these purchases included a variety of goods, some new to the government accountants, as follows: toilet articles, notions, band instruments and appurtenances, saddles, flag officer's silver set, sundry articles of silver ware, furniture, billiard tables, cooking utensils, hardware, drinking accouterments, an admiral's China service, an admiral's glass ware, 6 dozen packs of playing cards; baseball, tennis, croquet, and chess equipage; backgammon, dice, checkers, and sporting goods; and sheet music for the band. Some of these things were to furnish the governor's palace; others were for the amusement and recreation of the marine garrison; and others were for the edification of the natives who "were as a class unacquainted with the use of tooth brushes, hair brushes, studs, etc." There were also loaded at New York other stores and supplies, surveying instruments, a mooring buoy, a wind mill, anchors, hawsers, beacons, eleven boxes from the United States National Museum for biological research, a hectograph, a ship's library, tools, and apparatus. The cargo also included portable lighters, building materials, astronomic and photographic equipment, a printing press, special postage stamps for the island, and agricultural implements. At New York defects were discovered in the electric wiring system and an overhauling had to be authorized, producing a further delay in the departure of the ship. On April 25 a board of inspection headed by Rear Admiral Frederick Rodgers inspected the ship, its equipment, personnel, and drill, and on the next day returned to attend sea trials of its machinery. A battalion of marines composed of Major A. C. Kelton, Capt. C. L. A. Ingate, and J. H. Russell, Lts. H. W. Carpenter, A. T. Marix, and R. E. Carmody, 8 sergeants, 8 corporals, 4 musicians, and 99 privates reported on board on the 28th. The ship's personnel wore its best blues on May 1 when the President of the United States and a party of officers from the navy yard and other naval vessels visited the Yosemite to bid it bon voyage. The ship got under way on the 11th on the eastward voyage to the Pacific. Her force numbered nearly 200 in addition to the marine battalion; many of them were specially enlisted mechanics. It was a well equipped but modest expedition.

The long voyage of nearly three month's duration took the vessel across the Atlantic, through the Mediterranean, the Suez Canal, the Gulf of Suez, the Indian Ocean and on to the Philippines and Guam. Stops of varying length were made at Gibraltar, Port Said, Egypt, Colombo, Ceylon, where the homeward bound Olympia with Admiral Dewey on board was encountered, Singapore, and Manila. Nearly two weeks were spent at Manila where ammunition was delivered to the Asiatic Fleet; the final stage of the voyage from that place to Guam took from August 1 to 7.

The naval government of the island of Guam dates from August 10, 1899, the day on which Governor Leary issued the proclamation reproduced on the opposite page.

PROCLAMATION
— TO —
THE INHABITANTS OF GUAM
— AND —
TO WHOM IT MAY CONCERN:

Pursuant to the provisions of a Treaty of Peace between the United States and Spain, concluded by their respective Plenipotentiaries at Paris, France, the Tenth day of December, Eighteen Hundred and Ninety-Eight, the future control, disposition and government of the Island of Guam are ceded to the United States.

Now therefore, by virtue of the authority vested in me by His Excellency, The President of the United States, I, Richard P. Leary, Captain, United States Navy, and Governor of the Island of Guam, do hereby announce and publicly proclaim my actual occupation and administration of this Island, in the fulfillment of the Rights of Sovereignty thus acquired and the responsible obligations of government thus assumed.

That, you, the Inhabitants of Guam, are hereby informed that in establishing a new Political Power, the authority of the United States will be exerted for the security of the persons and property of the people of the Island and for the confirmation of all your private rights and relations.

That, All political rights heretofore exercised by the Clergy in dominating the people of the Island, are hereby abolished, and everyone is guaranteed absolute freedom of worship and full protection in the lawful pursuits of life, so long as that protection is deserved by actual submission to and compliance with the requirements of the Government of the United States.

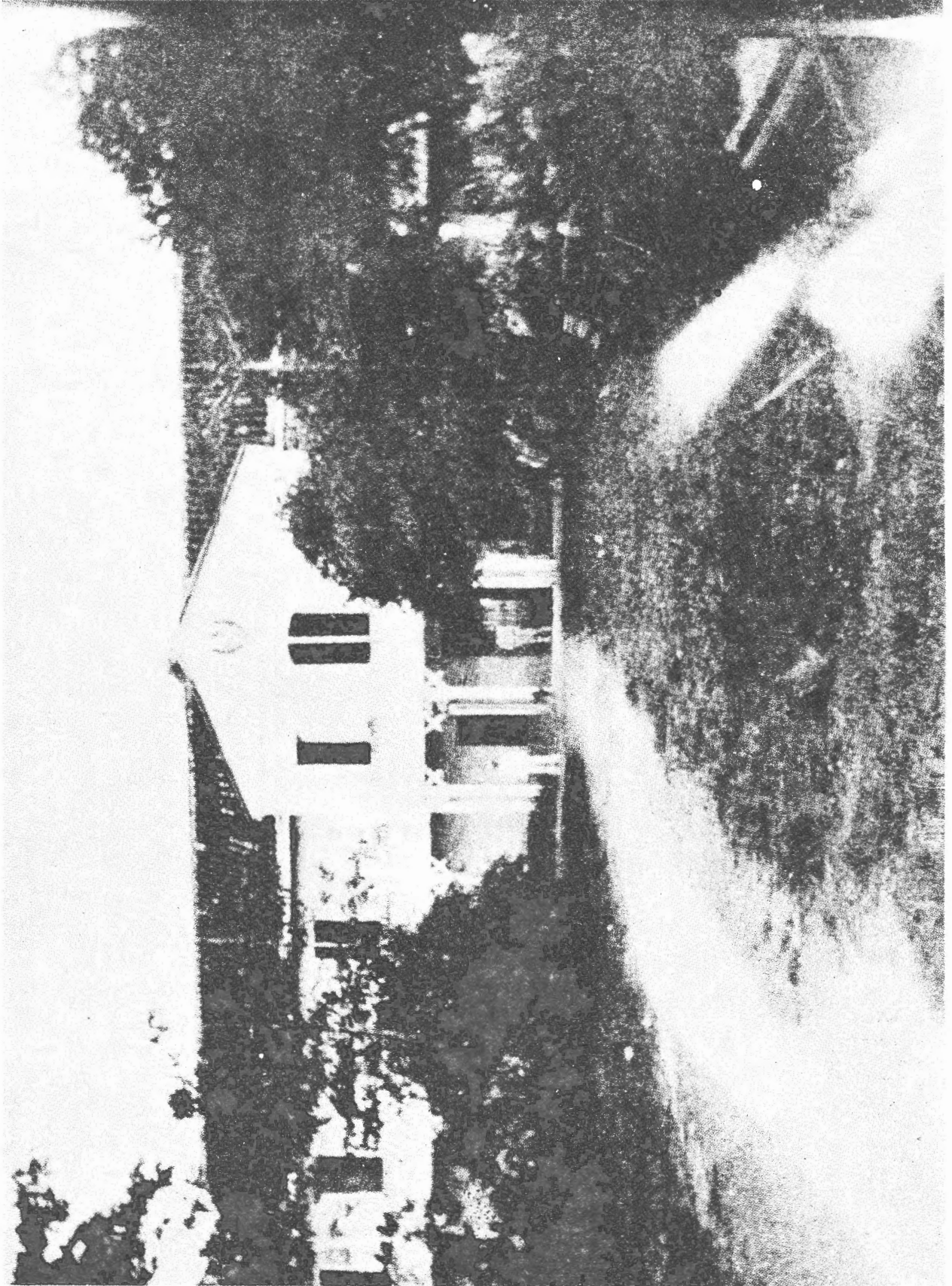
That, All public lands and property and all rights and privileges, on shore or in the contiguous waters of the Island, that belonged to Spain at the time of the surrender, now belong to the United States, and all persons are warned against attempting to purchase, appropriate or dispose of any of the aforesaid properties, rights or privileges without the consent of the United States Government.

That, For the present preservation of law and order, the existing laws not conflicting with the provisions of this proclamation will continue in force until modified or annulled by competent authority, and all persons are enjoined to render prompt and cheerful obedience to the same in order that the blessings of good government, with the benefits of civilization and freedom, coupled with happiness and prosperity for the greatest good of the greatest number, may be the heritage of all residents of the Island, as Worthy Citizens of the Island of Guam, under the Free Flag of the United States.

In Witness whereof, I have hereunto set my hand and caused the Seal of the United States Naval Station, Isle of Guam, to be affixed.

Done at Agana, Isle of Guam, this 10 day of August in the year of our Lord one thousand eight hundred and ninety-nine, and of the independence of the United States of America, the one hundred and twenty-third.


Captain, United States Navy,
Governor of Guam.



Governor's Palace, Agaña, Island of Guam

Governor Leary continued to occupy the quarters on board the Yosemite because the Palace at Agana needed extensive repairs. He moved to the capital on November 26, riding in his imported carriage drawn by white stallions imported from the Philippines with a Filipino coachman. He took with him the Yosemite's band, his Japanese steward and his house servants, who were enlisted men, and established himself in the Palace surrounded by the furniture and paraphernalia brought from the United States.

While the governor remained in the harbor at San Luis d'Apra, he was represented at Agana by his aide, Lt. William Edwin Safford, who arrived on August 13 on the Brutus, which also brought in three Jersey heifers and a bull purchased in California. Lieutenant Safford was a studious man of thirty-nine years, a graduate of the Naval Academy, and a native of Chillicothe, Ohio, who had devoted much of his naval career to studying the plants and peoples of the tropics in which he had made a number of cruises in the past twenty years. He was an accomplished linguist and had taught modern languages at the Naval Academy for two years. Because of his conscientious character, his interest in the tropics, and his familiarity with the Spanish language, he was an excellent selection for the position of aide, which in reality amounted to that of lieutenant governor. He installed himself on August 15 with his Japanese boy, Miyomoto, in the quarters over the public treasury formerly occupied by José Sisto. The apartment was fairly well furnished with a cane-bottomed bed, a table of the native ifil wood, comfortable chairs of rattan, and a huge earthenware jar for a bath tub. Among his books were 200 volumes, many annotated, from the library of Robert Louis Stevenson which he had purchased from Mrs. Stevenson's solicitor at Apia, Samoa. Early in September, Safford had to vacate his quarters to make way for a marine barracks, so he purchased a house on the plaza opposite the Palace and separated from the Tribunal by a vacant lot. He later bought the lot in the rear of this property, razed the old building on it, and developed a nursery for the plants he had brought with him from Hawaii and others he obtained in his walks about the island of Guam. On two ranches he acquired in the neighboring country he raised chickens and most of the food for his table. He did not find it difficult, as some Americans did, to become used to the native foods. In his town house he was cared for by Susana, who was reputed to be the best cook on the island.

Lieutenant Safford assumed his official duties at Agana on August 15, relieving the acting governor William Coe. The governor directed him to use his own discretion and to call on him only in emergencies; complaints were to be disposed of by him unless of an unusual character. All sorts of people soon began to bring their troubles to him in his office on the second floor of the Palace or to his home in the evening, and he received them with an unfailing courtesy and understanding that won him the regard of the people of the island. The lieutenant regarded his position as an opportunity to do something for the inhabitants and to ameliorate the conditions under which they lived, and in his dealings with them he asked them to treat him as if he were one of them and not to grant him favors because he was an official. He made an altogether different type of official from the ordinary Spaniard who had come to profit and depart. He formed a close friendship with Padre Palomo, the refined, intelligent, and well educated native priest, who was the most influential man on the island, and who became the lieutenant's advisor.

Political, social, economic, and religious conditions existing in Guam at the time of the occupation were not in accord with American ideals and practices and in some respects were oppressive to the inhabitants. Some of these conditions were known to Governor Leary from his perusal of the reports sent to the department by Lieutenant Cottman and Commander Taussig; others became known to him and to Lieutenant Safford during their conduct of affairs. With the governor's instructions as his sailing directions and his and Safford's education as Americans as an inspiration, the governor, with the assistance of his aide, legislated reforms into Guam's way of life. The legislation was in the form of general orders, a designation undoubtedly suggested by the general orders of the department. Except as modified by these general orders, the Spanish law remained in force in Guam; it consisted in part of compilations of law prepared in Spain for the government of all of its colonies and of others applicable to the Philippines. These Spanish compilations were as follows: Ley Lipotecaria para los provincias de Ultramar, La coda penal, and La coda civil de los Philipinos.

Personal observation and investigation of the customs and habits of life of the Spanish priests having convinced him that their continuance on the island would be "subversive of good government



**LT. WILLIAM E. SAFFORD, U. S. N.
AIDE TO GOVERNOR LEARY**

and prosperity, injurious to the interests of the community and incompatible with the moral teachings and principles of civilized society. . . I have informed those priests that transportation to Manila has been ordered for them in the U.S.S. Nanshan, and it is my intention to see that they avail themselves of the opportunity to leave this island," wrote the governor to the department on August 28, 1899. Fray Francisco Resano had already moved, pursuant to orders from his superiors, to Saipan. Lieutenant Safford received a visit on September 1 from three Spanish friars who, expressing willingness to become American citizens, begged to be allowed to remain on the island. But Governor Leary was unyielding, and on September 6 the Japanese brig Jun Ho Maru carried away certain friars to Saipan while the priests of Agat and Merizo, Dr. Francisco Napal, the doctor's half-caste son, and the former Spanish assessor left for Manila on the Nanshan. Padre José Palomo was the only priest allowed to continue on the island; he enjoyed a universal respect, confidence, and liking. Whereas the governor regarded the expulsion of the other priests as a good riddance, the retention of Palomo proved beneficial to the American administration, for he became its friend, advocated its measures, and seconded its orders from his pulpit in the church at Agana of which he was given charge. Towards the end of October, Fray Resano sought to return temporarily to Guam from Saipan, but his request was denied by Governor Leary, who instructed Safford to write the friar that the American government did not recognize the Catholic church as a political power and hence was not interested in orders he had from his superiors.

The Nanshan also carried away fifteen of the Filipino ex-convicts, who were deported at the request of the citizens of Guam. Lieutenant Safford investigated the cases involved and found that some of the Filipinos were thrifty, hard-working men, cabinet makers, rice planters, etc. and useful members of the community, so that only the incorrigible ones who had acquired bad reputations were removed. These were marched to Piti and embarked on board the vessel while the women they left behind followed them to the shore weeping with infants in their arms.

The earliest reform attempted by Leary was to curb the use of intoxicating drinks. Excessive use of "La Tuba," a beverage made from the juice of the coconut, kept many of the natives in a stupor much of the time, interfered greatly with their productive capacity, and injured their health. Ranch managers plied the farm laborers with this drink in order to destroy their appetites and thus save money on feeding them. Some of the United States marines at Agana developed a liking for "La Tuba" and, imbibing it in too great quantities, became disorderly. As a step towards the introduction of prohibition, Governor Leary on August 16, 1899 issued General Orders Nos. 1 and 2. The first of these prohibited the sale, issuance, or disposition of in any way of intoxicating liquors in the island to any person not a resident prior to August 7, 1899; the second forbade the importation of intoxicating, spirituous liquors into the island after September 15, except by special licenses issued by the government. Both orders levied penalties upon offenders. To prevent the enlisted men attached to the station from getting the native drink and thus to keep the peace between them and the natives, the governor issued General Order No. 8 on November 1, 1899, which, stating that "drunkenness, the chief source of all crime and trouble in this island must and shall cease," established prohibition on the island of Guam. Special licenses could be obtained from the government for the purchase of liquor, presumably for medicinal purposes. The punishment for the first offense was made 100 dollars Mexican or thirty days in jail, and double this for the second offense. There were no saloons in Guam during the first two American administrations. The effect was a pleasing one to the missionary, Reverend Francis M. Price, who reported that as a result of the liquor laws drunkenness was rarely seen among the natives or the marines. Whatever success these laws had was also a contribution to the health of the island, whose population through excessive use of the coconut drink, like the inhabitants of other island groups in the area, had deteriorated from the habit.

Most residents of Guam raised their own food and took pride in the tracts of land which they owned. To safeguard their ownership and to protect government interests, General Order No. 3 of August 21, 1899 forbade all persons claiming ownership of land from selling or transferring any portion of it without first obtaining the consent of the government. The object of this order was to afford time to see that all titles were properly recorded in the office of the registrar of land titles. As registrar, Lieutenant Safford had possession of the registration books, and by the end of October many people had come to him to have their lands registered. He endeavored to impress upon them the necessity of having this done before the arrival of more foreigners in the island. A warning had to be issued, however, in General Order No. 14 of March 13, 1900 that,

in order to have legal titles, all persons claiming land must register their titles in Agaña before May 15, 1900. During the process of registering titles it was discovered that many persons could not sign their names, so General Order No. 13 was issued on January 23, 1900 requiring every adult resident of the island to learn to write his or her name before the first of July 1900, the government offering to supply samples for copying. It also urged upon all people the desirability of learning to read, write, and speak the English language.

In the fall of 1899 Lieutenant Safford undertook an examination of land ownership in the island as a result of receiving complaints from certain residents that their lands were being trespassed upon. He found that large tracts of land had been granted for grazing purposes but that the owners' herds were very small. To mention the worst case, Vicente Herrero had a large area on the east coast of the island south of the Yigo district and had inherited from his father sixteen square miles along the same coast between the Ilig and Talofofu Rivers. After a young man had sweated and labored for years clearing land adjacent to Don Vicente's plantation in the northern part of the island, the latter claimed it as his land. The farmer disclaimed knowing that it was Herrero's land, stating that he had developed it from virgin forest and that Herrero had known he was doing it. Herrero would not sell the land, and the farmer would not sell the labor he had expended on it, for he was too old to start all over again. Safford, as judge of the court of first instance, decided that the man who had done the labor had more claim to the land and so announced his decision, which was supported by the governor, who was the judge of the Supreme Court of the island. Safford then proposed that a tax be levied on all land regardless of improvements so that owners of large tracts would be obliged to sell land to those who were willing to cultivate it or to turn it back to the government. After studying the classic works of Henry George on the subject, the lieutenant devised a system of land taxation, which was promulgated in General Order No. 10 on January 5, 1900. In place of the Spanish tax on real estate a land tax was imposed, the rate varying according to whether the land was within the limits of a town, suitable for agriculture, forest, or grazing, and the rates declined in amount in this same order. A reduction of twenty per cent was allowed districts remote from the capital because of the difficulty of transporting products to market. The tax became effective immediately and was made payable at the end of June and the end of December. Certificates of tax payments were thereafter to be required for registering titles. Not long after the establishment of the land tax, Vicente Herrero turned over to the government all of the land he claimed in the southern part of the island except a narrow strip along the shore. Land ownership was so universal in Guam that the number of large holders was small; some more of them probably took the same step as Herrero as a result of the tax. Governor Leary confidently reported not long after the issuance of the order that it would have the beneficial result of opening up agricultural lands that had been lying idle and would encourage the native population to improve their condition. Some measure of success along these lines was evidently attained.

As practiced on Guam, the Roman Catholic religion, to which most of inhabitants of the island adhered, embraced certain features which seemed objectionable to the governor. The priests had been not merely the spiritual guides of the people but had had an important effect on the government, for here as in Spanish colonies elsewhere the Spanish crown through its representatives in the island supported the conversion of the islanders, so the priests backed by the officials were able to force Christianization upon them. Since they were in effect public holidays, the numerous church festivals taking place on Guam seriously interfered with the economic life of the people by keeping them away from their work. In fact, feast days usually accompanied by spectacular processions, which delighted the simple natives, were the occasion for debauches lasting several days. The governor put an end to this custom by prohibiting in General Order No. 4 of August 25, 1899 the public celebration of feast days of patron saints of villages, etc; thereafter religious feasts were to be celebrated within the walls of church, chapel, or private residence; and the only public holidays were to be those authorized by the laws of the United States and by proclamation of the President. An effort was being made, reported the governor soon afterwards, to separate church matters from civil and political affairs. Lieutenant Safford observed disappointment among the natives at the abolition of the public celebrations, but they continued their observances privately. Padre Palomo was probably disappointed once more when he received verbal orders from the governor about a month later to cease ringing the church bells at 4 A.M. because they disturbed the patients in the hospital. After the issuance of this order, Lieutenant Safford saw numerous natives who possessed no clocks huddled before the church door

between 2 and 3 A.M. so as not to miss the 4 o'clock mass. The church bells were no longer rung at 4 A.M.; the accustomed ringing was replaced by an irregularity which was disturbing in another way, forcing the governor, on April 29, 1900 to instruct in writing Padre Palomo to desist from tolling the bells until after the military band had ceased playing the salute to the colors. Subsequently the bells began ringing again at 4 A.M.; and then the belfry was destroyed in an earthquake. Cock fighting on Sunday was forbidden on June 11, 1900 (General Order No. 21). Parents, guardians, and precaptors were admonished on May 14, 1900 in General Order No. 19 "to check the pernicious habit of GAMBLING that prevails among young children and to discourage the habit among adults."

The governor's campaign continued, the next object of attack being concubinage. The large fees exacted by the priests for marriages had forced many people on the island to cohabit without benefit of the ceremony. According to General Order No. 5 of September 15, 1899, this practice was to be punishable by fine and imprisonment after November 3, 1899, and until that date licenses and civil ceremonies were to be free. An unforeseen difficulty that arose was quickly solved by the governor. Safford reported to him that some men who had been married had left their wives and lived with other women and had children by them. A simple matter, said the governor, we'll grant divorces, and he directed the lieutenant to issue a decree providing for divorces even though they would not be recognized by the Catholic church. The governor reported in October that divorces and marriages had become numerous and that a further step had been taken to make the natives useful and reputable citizens.

Agriculture was the chief occupation on Guam, and practically everybody labored on their own ranches off in the country. Few persons raised more than enough food to satisfy their own needs, so even the artisans and the officials were obliged to farm. The principal money crop was copra obtained from the coconut tree, which also produced other food, drink, fuel, clothing, medicine, material for household implements and boats and building material. Only a small proportion of the cultivable land was in use, and so little extra food was produced that after the destruction of crops by hurricanes famine was widespread until recovery followed. The islanders had little incentive to raise more food; their wants were simple, and they had very little use for money; besides there had not been much of a market for foodstuffs on the island. Production was further reduced by the ancient practice of living in town and farming in the country, a requirement forced upon them by the Spaniards in order to facilitate the collection of taxes, which necessitated the expenditure of much time in travelling slowly back and forth by foot, oxcart, cow, or carabao. Week-ends in town had other attractions than the Sunday morning mass, for the sabbath was also devoted to sports, trading, odd jobs, gambling, and cock fighting which was the island sport. The primitive implements used by the ranchers also imposed a limitation on their productive capacity. The agricultural output was further reduced by the destruction wrought by numerous deer, goats, and lizards, and by allowing domestic animals to run loose and get into growing crops. By enforcing the Spanish laws forbidding animals from running loose, the American administration put an end to their pillaging.

The state of agriculture on the island became a serious matter to the administration within a few weeks after the arrival of the expedition, for it became difficult to procure eggs, chickens, meat, and vegetables for the garrison and the men on the station ship. To keep up their health, fresh vegetables were essential, so a means was sought to ensure their production. Lieutenant Safford searched the old Spanish records to ascertain what the former governors had done to increase production and found orders restricting the exportation of food and fostering cultivation. In an effort to induce the natives to produce a little more food than they themselves needed, he drew up similar orders and presented them to the governor who issued them as General Orders Nos. 6 and 7, October 4, 1899, the first of which prohibited the exportation of cattle, hogs, fowl, eggs, rice, and sweet potatoes, and allowed the delivery to ships under government permit of only enough food for the ship's own use during passage to another port; the second required every inhabitant without a trade or habitual occupation to plant sufficient food to support himself and to keep chickens and a sow; free grants of land were offered by the government on condition that they were cleared and cultivated; ranches were to be fenced to protect them from cattle; and local officials were instructed to report in writing on the progress made in agricultural activity. Despite these orders, which at best would require considerable time to achieve results, the food situation on Guam remained a problem for the natives and for the American garrison and was

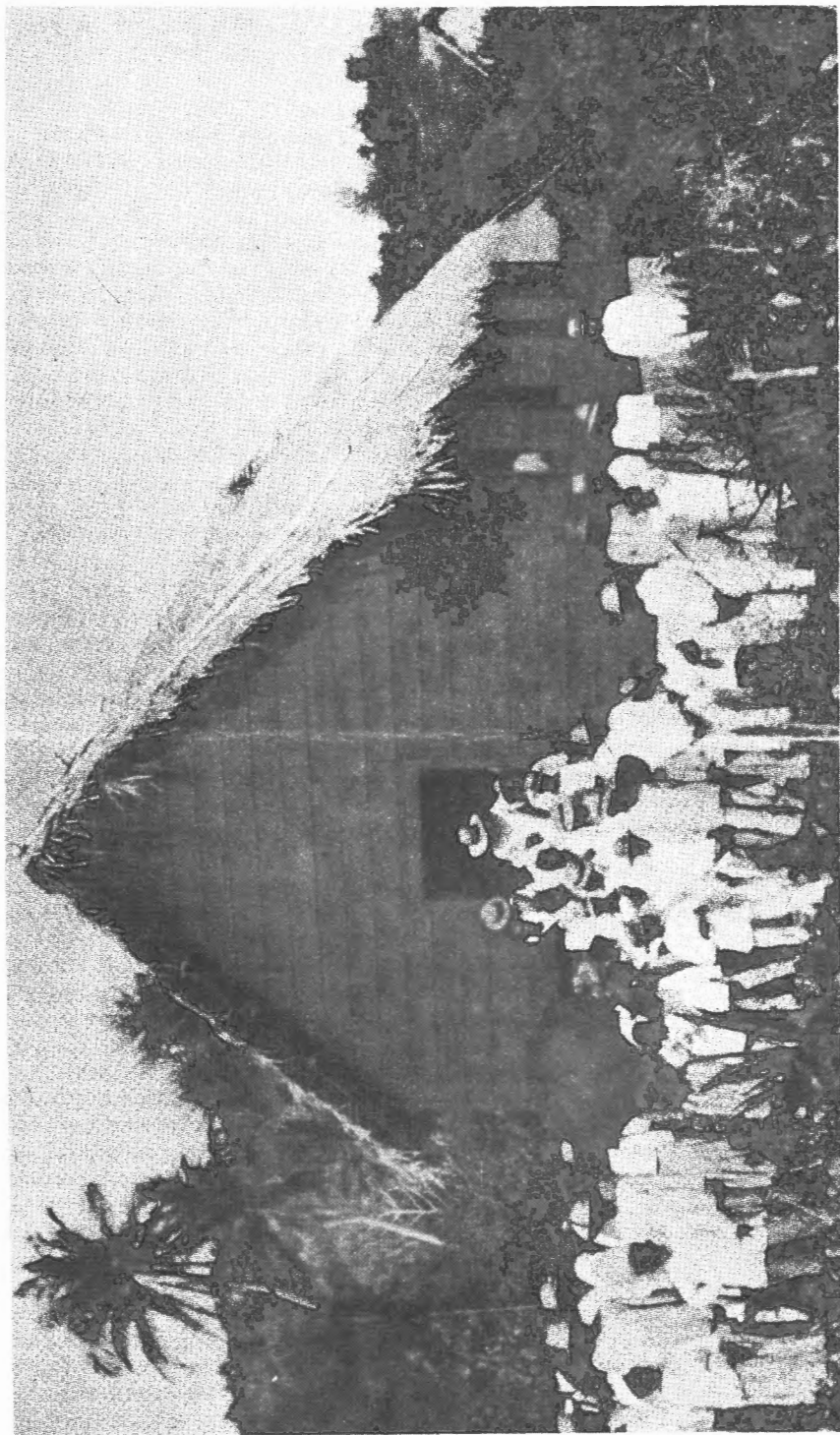
solved only by importing foodstuffs from the United States. The cattle imported from the United States died because they were unable seemingly to accustom themselves to the green food growing on the island, which they were obliged to consume when the supply of baled hay and bran was exhausted. It was also possible, thought Lieutenant Safford, who made the animals a special charge, that they had eaten plants which the native cattle had learned to avoid.

Lieutenant Safford conducted an unsuccessful experiment in gardening with seed from the United States. He planted beans, peas, sweet corn, melons, and other vegetables; they grew rankly at first and rotted before maturity. He believed that he would have better success if he tried planting at the close of the rainy season as the dry season would correspond to our summer, but he had no opportunity to test this deduction. He imported some California navel orange trees, although oranges were so plentiful on the island that many spoiled.

Some progress was made in improving the public works of the island by means of transfers of funds from the allotment made the governor by the department to the island treasury and by modifying the old Spanish law requiring fifteen days labor on public works from each male between eighteen and sixty years. Roads, bridges, and public buildings were so badly in need of repairs that these extraordinary expedients were adopted. The transfers of funds began early in the administration and continued throughout its duration. The commutation of labor upon public works was discontinued except in extreme cases of necessity, but the provision and payment of substitutes was allowed. Effected by General Order No. 16 March 17, 1900, this requirement placed the commutation, when allowed, at 10 pesos annually, and provided for the return of such commutation as had already been paid. As a means of encouraging industry among the natives and enabling the government to put the main roads in good condition and advance other public improvement and repairs, this device was "working charmingly" wrote the governor late in May.

Soon after the inauguration of the American government, complaints were received by it from residents that certain servants had escaped. In looking into the matter a system of peonage was discovered by which natives on borrowing money or goods from persons made written agreements to work off the indebtedness by personal labor. Once enmeshed these unfortunates were kept in debt interminably by having to work for very small wages and by having their debts renewed by charges for one thing or another. Benigno Acosta, for instance, borrowed money (16 pesos) from Dona Luisa Quitugua in November 1898 with which to pay the funeral expenses for his mother and then went to work for his creditor. The agreement stipulated that for attending to her farm in the locality called Ipao he was to receive two pesos a month and a third of the foodstuffs; he was to be responsible for unjustified losses of cattle and for damages caused by them; and was to plant daily five coconuts. But the lady kept him from guarding the cattle by sending him on errands and prevented him from getting a share of the crops by having him burn lime all of the time. Considering himself a slave, Benigno presented his case to Safford who solved it by taking the boy into his own employ to clear his ranch above San Ramon at six pesos a month and board and arranging with his creditor for the payment of the debt. Declaring that the system of peonage was a system of slavery, subversive to good government, an obstacle to progressive civilization, a menace to popular liberty, and a violation of the privileges guaranteed by the Constitution of the United States, Governor Leary in a proclamation of January 1, 1900 abolished peonage, effective February 22. The contracts under which the system existed were annulled in order that the natives might work for money and pay off their debts in that commodity. In General Order No. 18 on May 12, 1900 the governor reminded the merchants and others interested in the commerce of the island that the late system of advancing money, stores, or other merchandise for personal labor, copra, or other products of the land not in existence at the time of the purchase was one of the phases of peonage prohibited by law. Mexican coin or the American equivalent was announced to be the currency and legal tender of the island. Barter was difficult to suppress and was used in later years.

The Americans brought to Guam not only a reforming zeal but also an interest in the health of the islanders which was eventually to eradicate some diseases and to curtail others. The sanitary conditions at the time of the occupation were deplorable; there were no sewers, and refuse dumped on the ground, where much of it was disposed of by hogs, polluted the wells sunk into the porous soil. The use of the river at Agana, into which much of the sewage was washed by rains, for washing clothes made skin diseases prevalent. Not even the rudiments of hygiene were



SCHOOLHOUSE AT MEEIZO, GUAM

practiced, and the medical care present was one doctor without medicines. The lepers who had been segregated in a hospital had been allowed to escape during the period of the interregnum and were scattered over the island under the care of relatives and friends who thus became exposed to that terrible disease. The bad water obtained from the wells, which were the only source of supply aside from the equally bad rivers, and rain water, caused serious intestinal infections from which many persons died. The early navy doctors diagnosed a horrible, disfiguring disease from which numerous natives suffered as syphilis, but this later turned out to be gangosa. The other principal disease was tuberculosis.

Diseases among the natives constituted a danger for the Americans newly arrived on the island, so immediate steps were taken by the government to improve health conditions. Assistant Surgeon Alfred G. Grunwell was ordered late in August 1899 to Agana with a hospital steward, medical stores, and instruments to establish a dispensary where free treatment was given to the native population. The sick in the villages of Piti, Sumay, and Agat were attended by Assistant Surgeon Mack V. Stone, who was located at Port San Luis d'Apra on the station ship as quarantine officer. Steps were taken to improve the sanitary conditions at the capital until a public sewer system could be installed. The people were no longer permitted to dump their refuse outside of their houses, nor were hogs allowed to scavenge. While these measures were going ahead, the governor appealed to the Navy Department for additional medical supplies, surgeons, and stewards. Despite these energetic efforts a typhoid fever epidemic broke out early in the fall and caused a number of deaths during the ensuing months. To keep proper statistics of deaths occurring among the islanders, the governor required, by General Order No. 17 of April 3, 1900, the gobernadorcillos of the districts to receive reports of deaths and forward them to the governor. Burials were not to take place without a written permit from the governor. A total of 1141 civil patients were treated gratis by the medical officers from August 7, 1899 to July 31, 1900; their diseases being classified as typhoid fever, dysentery, intestinal diseases, syphilis, leprosy, and miscellaneous. The natives at Agat and Sumay under the direction of Surgeon Stone built hospitals at their own expense. The presence of lepers outside of confinement was known, Safford encountering them on his walks about the island; a leper hospital was established, but nothing was done at this time to segregate them again. The experiments initiated by the doctors in these days in the treatment of tropical diseases ultimately led to treatments which effected remarkable and widespread cures.

The schools of Guam had been conducted by the Recollet friars, so when they were expelled it became necessary to devise some other means of running them. Schools had been maintained at each of the villages, the friars being assisted by very poorly paid native teachers, principally to teach the natives Spanish. In his report of August 28, 1899 upon conditions in the island, the governor stated that measures had been taken to organize schools; he requested instruments for a band which would be instructed by the band master, elementary school books for beginners, and kindergarten outfits. But it proved impossible to accomplish much because of the poor state of the island's finances. Lieutenant Safford himself undertook to instruct in English, early in the fall of 1899, three evenings a week, securing from the natives fifty pupils ranging from five to fifty years of age, from the American band a number of Italians, and from the officer's mess a number of Chinese. The youngsters had other sources of information, as the governor learned when one of them greeted him with "Hello, bub!" Though it had apparently not yet established schools for the island, the government placed the public education system under its exclusive control by General Order No. 12, January 22, 1900, which also prohibited religious instruction in favor of any particular creed, declaring that the proper place for such training was in the home circle, church, chapel, or Sunday school. Children between eight and fourteen were required to attend school unless excused by competent authority. Instruction in the English language was to be introduced as soon as suitable teachers could be obtained, the present force of native teachers being expected to cooperate with the teachers of English. About this time a Mrs. J.M. Rumberg, the wife of an American settler on the island was appointed teacher of English at Agana. In other towns on the island the native school teachers carried on by themselves, the government apparently doubling their pay from \$3 Mexican to \$6 per month. The government was obliged to announce on May 14, 1900 in General Order No. 19 that the requirement of General Order No. 12 were not being complied with and directed the gobernadorcillos to remove immediately all crucifixes and saint's pictures from the public schools and direct the teachers to discontinue instructions in the church catechism.

To run the island government it was necessary to have money to pay the salaries of officials and school teachers and for public works, and the money had to be raised from local sources, for Congress did not adopt the Spanish policy of providing a subsidy. Aside from paying the salaries of the naval officers who filled governmental positions and providing medical supplies which were used for the natives, the United States Government made no regular contribution to the maintenance of the island government. The taxes formerly imposed by the Spanish, which have been described, were continued, except that the real estate tax was abolished in favor of a land tax. As an additional source of revenue, dog licenses were instituted on January 1, 1900, pursuant to General Order No. 9 of December 6, 1899, which also stipulated that animals large or small were not to be permitted to run loose on the streets nor to encroach on the property of neighbors.

As there was no other manner in which to raise sufficient funds, it became necessary to impose a duty on imports. Lieutenant Safford under direction of the governor undertook the preparation of a tariff schedule, which he endeavored to do in such a way as to encourage the cultivation of rice, coffee, and sugar, and to discriminate in favor of American goods. A printed schedule of "Tariff Rates for the Island of Guam" signed by the governor was promulgated on November 3, 1899. Except for alcoholic liquors, goods from the United States were to be admitted free. The tariff imposed heavy duties on liquor, luxuries, and on foodstuffs which competed with those produced in the island. An export duty of three pesos per ton was levied upon copra shipped from the island to foreign ports. Medicines, some building materials and supplies, publications, and some foods were free. The rates were mostly ad valorem, payable in Mexican coin or its equivalent.

The governor's tariff schedule was soon replaced by one sent from the Navy Department. A copy of the schedule forwarded by the governor to Washington late in November 1899 reached the Treasury Department and produced a letter dated January 8, 1900, from the secretary of that department, Lyman J. Gage, to the Secretary of the Navy, expressing a number of criticisms of the schedule to the following effect: (1) specific duties were preferable to ad valorem duties because they made certified invoices and expert appraisers of value unnecessary, (2) some of the rates on articles of clothing, food, etc. were exorbitant, (3) unenumerated merchandises was not provided, for, (4) no regulations for entry, etc., nor provisions for covering, tare, etc., (5) additions should be made to the free list such as returned products, and personal effects of travellers, (6) inconsistencies were apparent, as for example, exemption of engravings, photographs, etc., and the imposition of duties on lithographs, and wide differences in the duties on liquors. The tariff and regulations for the Philippine Islands modified to meet the different conditions in Guam were suggested as a substitute. At the request of the Navy Department, Robert P. Porter, a journalist and statistician who had been a member of the U.S. Tariff Commission and who had been sent to Cuba and Puerto Rico in 1898 as special fiscal and tariff commissioner, one or two Treasury Department employees prepared a new tariff for Guam. A quantity of the new "Customs Tariff and Regulations for Guam" was sent to the governor of that island by the Assistant Secretary on February 12, 1900 with instructions that by order of the President it was to remain in force until duty modified, suspended, or revoked. The president's order of February 1 contained therein directed that an accurate account was to be kept of the collections and expenditures and rendered to the Secretary of the Navy. The regulations contained directions concerning entries and clearances of vessels, entry of merchandise, tables of import rates of duty, forms and certificates to be used, and oaths to be administered. The duties had to be paid by Americans, members of the garrison and others, as well as by natives. The tariff became the chief financial support of the island government. After it went into effect, Governor Leary by General Order No. 20 of June 8, 1900 terminated the export duty on copra.

To meet the expenses of the island for labor, cartage, transportator of stores and building material, and constructing public works, it was necessary for Governor to utilize a portion of an allotment of \$10,000 from the emergency fund Navy Department 1900 allowed him at his request before his departure from the United States. At intervals during the year he transferred from this fund to the island treasury a total of \$5,632, and only \$186.91 of this amount appears to have been repaid. To have paid it entirely would have emptied the island treasury. After Leary's return to the United States the Navy Department had some difficulty with the Auditor for the Navy Department in the Treasury Department in connection with the accounts relating to these transfers and

to those for the purchases made by Leary in New York of furniture, etc., which it was stated had not been purchased in accordance with Navy Regulations. The department maintained that the captain had acted in good faith under authority vested in the President and that conditions attending the inauguration of the government of the island and its remoteness justified the expenditures. The matter was finally adjusted after several months correspondence during late 1900 and early 1901, and resulted in instructions being sent to Governor Schroeder that all disbursements of public money should be made by the pay officer of the station, except expenditures from the insular funds which were to remain in the custody of the treasurer of Guam.

A financial statement forwarded to the Navy Department by Governor Leary in March 1900, presented the condition of the island treasury as follows:

amount in treasury July 1, 1899	2171.51 Mex.
receipts July 1 to Jan. 1, 1900	9415.25 "
expenditures July 1 to Jan. 1, 1900	6767.69 "
amount in treasury Jan. 1, 1900	4819.69 "

After he had audited the figures for the six months ending June 30, 1900, Lieutenant Safford reckoned that the treasury had on hand \$10,426.89 Mexican. \$3,567.00 had been produced by the sale of postage stamps, and \$6,545.72 by import duties; otherwise the treasury would have been almost empty, despite the income from other sources: land tax, trade licenses, registration office, receipts from slaughter houses, cock fights, fines, taxes in lieu of work on roads, fish-pen licenses, passports, gun licenses, dog taxes, and port dues of vessels. The principal expense had been the pay of the native military company, which acted as the police at an cost of over \$3,000 and the employees of the treasury and government offices. The pay of some of the civil employees was very low, and there were no funds to pay American school teachers. The force of native police was entirely too large, having been carried over from the Spanish period, and was later reduced much to the advantage of the treasury. Trying to keep the island government solvent was about the greatest problem that confronted the naval governors of Guam, who were constantly obstructed in their endeavors to undertake improvements by the impoverished state of the treasury.

With the establishment of the naval government on the island of Guam, the chief positions in the government, which had formerly been occupied by Spanish army or navy officers, were filled by officers of the United States Navy. As governor, Captain Leary was in complete charge of matters, and like his Spanish predecessor he performed legislative and judicial functions. There was no legislature, for the only legislation permitted consisted of the general orders drawn up by the governor or his aide and issued by the former. The governor also came to fill the following positions: inspector of customs, postmaster, judge of the Supreme Court, and inspector of public schools. The governor's aide, Lieutenant Safford, also had multiple jobs, filling the positions of registrar of lands, deeds, and titles; auditor of the treasury; and judge of the court of first instance. He felt poorly qualified for the last position as his legal experience had been limited to sitting on courts martial. Although Safford felt that he already had enough to do, the governor appointed him judge of the criminal court of the island on January 8, 1900. General supervision of medical and surgical duties were under Surgeon Philip Leach, subordinate to whom were Assistant Surgeons Grunwell and Stone. At San Luis d'Apra Assistant Surgeon Stone functioned as health and quarantine officer. The commandant of the marine garrison at Agana Lt. Col. A.C. Kelton also performed the duties of chief of public works. Subordinate posts in these departments were filled by natives. When Vicente Herrero y Robert resigned as treasurer in October 1899 because the duties of the office did not give him sufficient time for his personal affairs, the interventor, Juan de Torres, was promoted to the place. Pedro Duarte, the former Spanish captain who had been carried away in 1898, and later returned to the island where his wife, the daughter of Henry Millinchamp, and family lived, was appointed inspector of roads and sanitation because he could survey, owned a transit, and possessed knowledge of sanitary engineering.

The judicial system of the island had to be reorganized to some extent because the American occupation brought to an end the jurisdiction of the Tribunal Supremo of Madrid to which appeals could be taken through the audiencia of Manila. Governor Leary created the Supreme Court of

Guam on April 15, 1900 to take the place of the audiencia, apparently intending it to be the highest tribunal in the island. Guided by little codes of Spanish colonial law -- civil, commercial, and criminal -- not much larger than prayer books, Lieutenant Safford as judge of the court of first instance, the old Spanish court which was kept pretty busy after the American occupation, did his best in deciding cases. The governor told him to do as he thought best. Sometimes he had recourse to the wise counsel of Padre Palomo, whose long familiarity with island matters enabled him to be a real help.

By April 15, 1900 the organization of the island government had crystallized sufficiently to permit the publication of an "Official List" showing the different departments and their respective incumbents. In the Department of Government besides Leary and Safford were a government translator, Atanasio Taitano, and a keeper of archives and town crier, Nicolas Lazaro. The captain of insular artillery, Lorenzo Franquez, was placed under the Military Command headed by Lieutenant Colonel Kelton. The Medical Department was composed of Leach, Grunwell, and Stone, and a leper hospital attendant, Pedro Namauleg. With Leary at its head as inspector of customs, the Treasury Department included a deputy collector of customs, William Coe; a treasurer, receiver and paymaster of island funds, Juan de Torres; a chief clerk, Joaquin Diaz; a clerk, Manuel Untalan, and a city clerk, Agana, Demetrio Quitugua. The Post Office Department included Leary as postmaster, Kelton as assistant postmaster, and a clerk, Atanasio Taitano. The governor, as judge of the Supreme Court, headed the Department of Justice, which embraced the court of first instance, a court interpreter, a clerk of court, accompanying witnesses, and a clerk of magistrate's court. The Land Office was headed by the registrar of lands, deeds and titles, who was assisted by an assistant registrar, Vicente Camacho, and a writer. For the operation of the port of San Luis d'Apra there was a Marine Department with the following officials: captain of the port, William Coe; and government pilot, Henry Millinchamp, who had occupied the post under the Spanish. There was also a captain of the port at Umata which was occasionally used by small trading vessels. The Department of Education included, besides the governor as inspector of public schools, a principal of public schools, Agana, Felipe Cruz; Mrs. Rumberg, the teacher of English at the same place; four native teachers at Agana and others at Maria Cristina, Anigua, Asan, Tepungan, Sinahana, Agat, Umata, Merizo, Sumay, and Inarahan. In addition to Kelton and Duarte, the Department of Public Works included an engineer in charge of government works, Lt. H. L. Collins, U.S.N.; and two assistants, one a warrant machinist in the U.S. Navy and the other a native. The jailer, Agana prison, Juan del Rosario; two assistants, two constables, and a recorder of prison made up the Department of Prisons. A Department of Agriculture included only the inspectors of crops and inspectors of stock in the four districts into which the island was divided for purposes of local government.

An incident that occurred in June 1900 is an interesting commentary on naval government. Deciding that the government needed the property occupied by Lieutenant Safford on the plaza facing the Palace, the governor condemned it on June 11, by virtue of the right of eminent domain and of the authority vested in him as governor, had an award made by a board of appraisers, directed the lieutenant to comply with the order and turn over the keys to the chief of public works, and instructed him as registrar to prepare papers describing the property and register them. Ever since his arrival on the island Safford had spent considerable time and effort developing his residence as a home and a nursery; he protested against the governor's action on the ground that he had not complied with the Spanish law in the condemnation proceedings and refused to register the transfer. The governor thereupon removed Safford from the positions of registrar and judge of the court of first instance and appointed another officer, Ens. Henry L. Collins, to these positions. For failing to comply with the instructions originally given to Safford, Collins was also removed, after declaring the governor's action was an act of confiscation not in accord with the laws in force in the island. The governor then issued a special notice abrogating the Spanish laws relating to the condemnation of property in the island, making it retroactive to June 3, 1900. Safford accepted payment for his house under protest, but was allowed to remain in it during the rest of his stay on the island and apparently was restored to his old positions. In connection with the settlement of the accounts involved in the transaction, the matter was referred to the Attorney General of the United States, who held in an opinion communicated to the Secretary of the Navy on September 22, 1903 that the proceedings conducted by the governor and the acceptance of the award by the owner vested the title to the property in the United States and that the power of the governor under the instructions dated January 12, 1899 was intended to be plenary and authorized him to do what the exigencies of military government required.

The framework of local government as it had existed under the Spanish was retained, the same positions and in most cases the same officials being continued. In April 1900 the gobernadorcillos, who were directly responsible to the governor, of the districts of Agana, Agat, Merizo, and Inarahan were Gregorio Perez, Jose Pineda, Felix Roberto, and Juan Napute, respectively. They were assisted by local lieutenants at Agana, Asan, Anigua, Tepungan, Sumay, Umata, Inarahan, and Sinahana. The justices of the peace in the four districts were Louis de Torres, Juan Pangelinan, Pedro Cruz, and José Duenas in the same order as above. The teachers in the local town have already been mentioned; they were under the governor as inspector of public schools. In each of the districts were inspectors of crops and inspectors of stock. The native officials in the outlying villages received only nominal pay and were obliged, like the other officials on the island, the school teachers, and the members of the native artillery company to maintain their own ranches in order to have sufficient food. At the end of September 1899, the gobernadorcillo of Agana resigned on account of not getting much pay and not having time under the new administration to look after personal affairs and the care of his farm and plantation. By upholding the decisions of the local officials as much as possible, the government sought to instill respect for them among the natives.

One thing the native officials had to learn was that dishonesty and graft would not be tolerated. In September 1899 when accused of altering a land record, the gobernadorcillo of Merizo admitted his guilt and was promptly removed from office. In the next year the gobernadorcillo of Agana was detected in diverting to his own ranch laborers supposed to be engaged upon public works. He pleaded that it had always been the custom and that he had not been informed of a change, but he was brought to trial, the governor hoping that the punishment meted out would put an end to the custom.

Near the end of October 1899 a Spanish commission whose duty it was to collect Spanish property in the Marianas arrived in Guam under the presidency of Col. Cristobal de Aguilar on the S.S. Uranus. The colonel arranged with Lieutenant Safford for receiving certain property belonging to the military branch of the late Spanish government in accordance with the treaty of peace. The property appears to have been of small extent and value, consisting in part of some old guns on decaying carriages near the Palace, old cannon balls, and old muskets which had been in the arsenal at the time of the capture of the island by the Charleston. The material was disposed of in an auction to local artisans who wanted to melt down the metal. Safford himself bought two bed frames and a large ammunition chest in which he planned to keep his plants. The commission departed on the 30th bound for Saipan and Yap. Another duty of Colonel Aguilar seems to have been to turn over to the Germans the islands which they had purchased from the Spanish.

Hurried off in the midst of the war, the Spanish officers had left behind the archives of the government of the island. They were examined by Lieutenant Safford soon after his arrival and were found in bad condition as a result of damage by insects and mildew. At the instance of the Librarian of Congress, who was then engaged in a vigorous effort to secure custody of the archives of the territories of the United States, the governor shipped the records, except for those relating to land, to Washington in a single case in 1903, and they were transferred by the Navy Department to the Library of Congress where they have remained ever since.

Governor Leary's administration endured a bit less than a year. In a communication to the Secretary of the Navy of February 8, 1900 he requested to be detached in July at the expiration of his sea cruise as a captain as he would then have had forty-five months of almost continuous sea service and as his presence would be needed at home for domestic reasons. He was relieved by Comdr. Seaton Schroeder on July 19, 1900, and Safford was relieved on the 30th by Ensign Alfred W. Pressey, who had arrived with the new governor. The ex-governor and his aide sailed on August 2 on board the Yosemite for Cavite whence they returned to the United States. After serving for nearly a year in command of the receiving ship Richmond at Philadelphia Navy Yard, Captain Leary was detached in October 1901 and placed on sick leave. He died from heart disease on December 27, 1901 while visiting his brother-in-law at the marine hospital at Chelsea, Mass. It is probable that he was not a very well man while stationed at Guam. Lieutenant Safford resigned his commission in the Navy in August 1902 to accept an appointment as assistant curator of the Office of Tropical Agriculture in the United States Department of Agriculture. While stationed at Guam, he had diligently collected plants and studied the

native language, and in 1905 he published a valuable work on The Useful Plants of the Island of Guam, which has a wider application than its title indicates, and in the American Anthrologist in 1903-1905 a study on the Chamorro language. An interesting diary kept while on Guam was published in the Plant World in 1902-1904 as A Year on the Island of Guam, issued in a separate form about 1910, and partly reprinted in the Guam Recorder in 1933-1936. He continued with the Department of Agriculture for a quarter of a century, becoming a prominent botanist, ethnologist, and philologist.

Some of the changes instituted by Governor Leary attracted attention in the United States. Certain Catholic periodicals disapproved of his expulsion of the priests and of his other measures concerning religion. Having been appointed the apostolic delegate for the new possessions acquired by the United States, the archbishop of New Orleans sailed late in 1899 to visit the Philippines, intending to stop off at Guam, but the short stay of the army transport on which he was travelling prevented this on the westward voyage. From Manila, where he probably obtained full details of Leary's measures, the cleric wrote an irate and threatening letter to the governor, to which the latter replied that the interests of the community were his constant study and that if he were convinced any of his general orders should be changed he would do so, concluding that in the future the clergyman should address his letters to the department at Washington. Later in the same month (February 1900) Leary wrote the clergyman withdrawing the invitation to visit the island which he had extended in December. The correspondence in this case was forwarded to the Navy Department, which had been kept regularly informed of the governor's measures and had not disapproved of them.

At the instance of Major General Elwell S. Otis, commanding general of the U. S. Army in the Philippines and military governor of those islands, and with the approval of the President, who had probably heard about complaints concerning Leary's purported interference with the religious and civil rights of the people of Guam the island became the scene of a visitation by an army officer early in 1900. Joseph Wheeler, famous Confederate cavalry leader, lawyer, and cotton planter, who had been commissioned a major general of volunteers at the outbreak of the Spanish-American War, had served gallantly in the campaign against Santiago, Cuba, and had been sent with a brigade to the Philippines, was ordered by General Otis on January 16, 1900, to stop off at Guam on his way to San Francisco, investigate conditions there, the administration of the United States officer in charge, the work accomplished and in contemplation, and the public advantages afforded by the island by reason of its location and physical features. In compliance with instructions from the Secretary of the Navy, Rear Admiral J. Crittenden Watson, commander-in-chief of the United States Naval Force on the Asiatic Station, directed Governor Leary in an order of January 19, the substance of which was communicated to Otis and Wheeler, to receive the latter with consideration but not to take any orders from him. Both Watson and Leary protested to the Navy Department against the issuance by the War Department of an order such as that addressed by Otis to Wheeler, providing for the inspection by an army officer of a naval command. Leary regarded Otis's order, which referred to him as the "United States officer in charge," as an indignity and wrote a letter, which was intercepted by Watson, to the general informing him of his status. The Bureau of Navigation thought that a representation should be made to the President against the impropriety and bad effect of an investigation of such a character, but Secretary Long just seems to have had the papers filed.

When General Wheeler arrived at Guam on the Transport Warren on February 6, he presented his orders to Governor Leary and was escorted about the capital by him. With horses borrowed from the governor and Pedro Duarte, trips were made by General Wheeler and a party consisting of his secretary, Mr. Garret, William Bengough of Harper's Weekly, and, at Wheeler's request, Lieutenant Safford, across the island to Pago, north to Mount Santa Rosa from the summit of which a view of a third of the island was enjoyed, and south through the towns of Asan, Agat, Umata, Merizo, Inarahan (Ynaranjan), and across the island from the latter place to Sumay whence on the 10th the general's party boarded the transport. During these journeys Wheeler asked Safford many questions about the administration of the island, and received explanations of the measures which had been taken to further the interests of its people. He also had interviews with the governor, Padre Palomo, and town officials; in fact, every facility was extended to him in his quest for information, so that on his long voyage home he was able to write a report.

General Wheeler's report, which was submitted to the President and by him referred to the Secretary of the Navy for whatever action the suggestions contained therein might make desirable, gave the island administration a clean bill of health. The report appeared in the same year as a War Department publication and was the first report on Guam to be published by the government. It contained information about the geography of the island, its products, animals, people, towns, roads, history, and the naval administration, and incorporated some information about the island which the general had collected while in the Philippines; an appendix contained the general orders issued by the governor and the tariff rates. Presenting explanations for the most important measures adopted by the naval administration, he stated "There is no question but that the governor and his aide, Lieutenant Safford, have used their best judgment in framing the orders which have become the laws of the island of Guam." It was not evident, he thought, however, that the land tax would cause considerable property to pass out of the hands of those persons owning considerable bodies of unencumbered land. He recommended that a court of law be created under a man learned in the law as he feared that the decisions then being rendered might not be sound and that difficulty might arise as to the authority of a naval officer to give decisions affecting property rights. Regarding the harbor of San Luis d'Apra as suitable for a coaling station, he suggested that a pier, a railroad running from Cabras Island to the main island, and a breakwater along the length of Luminan Reef be constructed. After the publication of this report, the Navy Department was able to refer inquirers to it for information concerning Guam.

On the day that he took charge of affairs on Guam, Commander Schroeder wrote the department as follows:

I am much impressed by the extent and excellence of the work that has been done in evolving order from chaos. I consider myself extremely fortunate to be the successor of an officer whose administration has been so wise, and characterized by such good judgment, and whose untiring work has produced such excellent results.

CHAPTER V

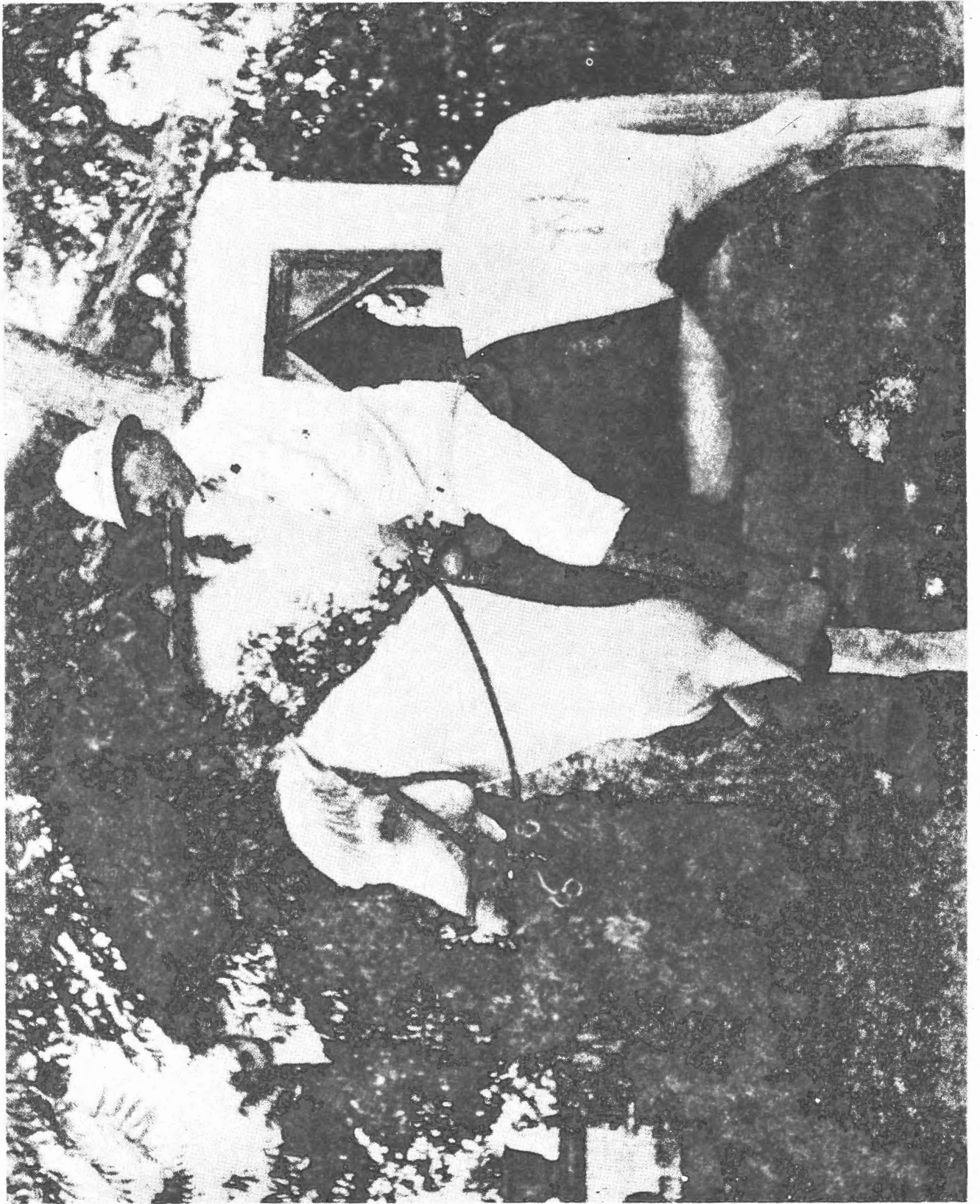
ADMINISTRATION OF GOVERNOR SCHROEDER

Comdr. Seaton Schroeder received orders for duty as governor of Guam, in April 1900, after the Secretary of the Navy heard him remark at a dinner that he liked the pleasure of foreign service. A native of Washington, D. C., where he was born in 1849, Schroeder soon after graduating from the Naval Academy had had several years service in the U.S.S. Benicia on the Asiatic Station and was familiar with the Spanish language. He had been executive officer of the U.S.S. Massachusetts during the Spanish-American War when it bombarded the shore batteries at Santiago de Cuba. Sailing from San Francisco in a vessel of the Pacific Mail Steamship Company to Nagasaki, Japan on May 11, 1900, he took command of the Yosemite at Yokohama on the 30th. From that port the vessel steamed to Manila for coal and stores and leaving Cavite on June 30 reached Guam a week later. While Commander Schroeder learned about the affairs of Guam from Governor Leary, his aide, Ensign Alfred W. Pressey, who had reported on board the Yosemite on April 24, was initiated into the duties of the offices which had been held by Safford. A ball was given for the new governor of Guam, on July 20, the day after he succeeded Leary, by the citizens of Guam, who had continued friendly to the American administration. Except for the period from August 11 to November 2, 1901 when he was called to Washington to attend the court of inquiry asked for by Admiral Schley as a result of the controversy with Admiral Sampson over the conduct of the Santiago campaign, Governor Schroeder remained on the island continuously until relieved. During the governor's absence his place was taken by Comdr. William Swift, a veteran officer, who was detached from the command of the Yorktown, which carried Schroeder from Guam to Yokohama:

The orders originally communicated to Commander Schroeder made him the commander of a division of the Asiatic Fleet, as Captain Leary had been before him, but these orders were modified by others of May 9, 1900, which relieved him of this command. The isolation of Guam and the nature of its administration had made it impossible for the commander-in-chief of the Asiatic Station to exercise any real control, a situation which was recognized by the dispatch to Guam, in November 1900, of orders making the governorship an independent command.

During Governor Schroeder's administration further progress was made along the lines initiated by Leary, whose work in most cases formed the basis for that accomplished by the second administration. If there was no longer room for extensive reforms, there was an opportunity to improve on some of them, to ameliorate others, and there were still a few fields of endeavor open. By General Order No. 32 of July 19, 1901, it was provided that in violations of General Orders Nos. 1, 2, and 8, concerning the sale and importation of liquor and prohibition, conviction could be secured by the adduction of sworn testimony before the governor, who would thereupon impose the punishment, which was now made a fine of \$100 Mexican, or imprisonment for a month, or both, and confiscation of the offender's goods for violations of both orders 1 and 2. Unless useful for medical purposes the confiscated goods were to be destroyed and a certificate of destruction prepared.

In the field of medicine, the early labors of the Navy doctors were continued and extended. In announcing that the government would maintain the hospitals at Agat and Sumay, on August 14, 1900 (General Order No. 24), and would continue to provide gratis treatment there and at Agana, the governor urged all persons suffering from disease to present themselves for care and treatment. All midwives were required by General Order No. 28 of November 1, 1900 to take courses of instruction after December 1 in the naval hospital at Agana in order to secure licenses to practice. The enforcement of this law resulted in a reduction in the hitherto deplorable rate of mortality among mothers and infants. Supported by the government, a campaign opened early in 1901 to raise money to construct a civil hospital at Agana, succeeded in obtaining 1800 pesos, an amount which was more than matched by the island government. The two story structure completed after some difficulty in getting material was named at the request of the populace after Maria Schroeder, the wife of the governor, who had taken an active part in the movement and had secured contributions from the United States. The accommodations afforded by the new hospital, which had space for twenty patients and a dispensary, greatly facilitated the care of the civilian population. Among them there were twenty-two deaths that fiscal year (1901) from epidemic



Governor Schroeder mounted on his favorite horse

catarrh, fifty-seven from dysentery, and others from puerperal fever, the deaths from the last, however, being reduced by the law relating to midwives. The first results of the vital statistics, which had been provided for by Governor Leary, showed a total of 255 deaths during this year, including thirty-four caused by the hurricane, and 325 births, the excess of births over deaths being greater than in previous years. Despite the efforts made by the government to make known its readiness to supply medical care and treatment, some islanders failed to present themselves and died; others came too late and also died. The records, according to the governor's report of July 16, 1902, showed the chief causes of death to be dysentery and consumption; others resulting from tetanus and asthma, the latter usually in old persons. Yet general conditions were improving, the statistics showing for the fiscal year (1902) 412 births and 243 deaths.

By act of the governor of November 16, 1901, a civil register was established for the island of Guam to contain a record of all deaths, marriages, births, and entries into and departures from the island. The information desired for each type of entry was described in the General Order No. 36, which was an important law for the protection of individuals, who were required to report the desired information to the official in charge of the register. This law also stipulated that marriages performed by all ordained clergymen and priests of whatsoever religious faith and by justices of the peace were legal and prescribed rules for issuing marriage licenses. All divorces and marriages that had occurred between September 15, 1899 and July 19, 1900 were declared to be valid, but legally separated persons were reminded of their obligations towards their descendants.

Upon receiving in February 1902 a report of the presence of four lepers on the island, Governor Schroeder took immediate action to inaugurate a systematic search for others who might be in concealment, to provide for their temporary segregation, and to found a permanent leper colony. Since the former leper hospital grounds at Asan had been converted into a prison camp for Filipino insurrectionists, he requested the Navy Department in March 1902 to furnish \$2,000 in gold to buy other land and pay a portion of the cost of erecting buildings, and in the meantime he went ahead. He was still trying to get this money from the department for the island government in 1905. Inspections were made by the governor to select a site for the colony, and a location was chosen at the western end of Tumon Bay on the northwestern coast of the island above Agana Bay, where clearing of the ground was under way early in April. Although it was isolated, this location was accessible from the capital by a fairly good road and was as healthy and safe a spot as could be found. Here on June 12, 1902, by General Order No. 43, the Tumon leper colony was established, and the twenty-five lepers who had been discovered were installed there in small, thatched houses; a hospital, mess room, kitchen, chapel, a modest residence for the superintendent and two watchmen, and a sewer latrine completed the layout. The regulations for the conduct of the colony contained in the law mentioned required particular care in the diagnosis of cases in order to prevent persons from being made inmates who had other diseases.

The health of the islanders could have been fostered by the improvement of the educational system, particularly would instruction in English have facilitated the dissemination of information about medical care and hygiene. However, little advancement was made in the public schools until after the passage of a year. Lt. Albert Moritz, the chief engineer of the Yosemite, attempted to fill in the gap in a measure by conducting private classes at Agana while stationed at Guam during 1900-1901. A private school for teaching English was opened in the former year by Miss Rosa Custino, the daughter of a native whaler, who had returned to the island after living in Hawaii; this school continued until the departure of the teacher in 1902. At the request of the governor the Navy Department undertook in 1901 to obtain a teacher of English to be paid \$100 gold per month from the island treasury and provided with transportation out and back. Learning of this opportunity from Ensign Pressey, Mr. H. H. Hiatt of Broken Bow, Nebraska, a graduate of the University of Iowa and an experienced teacher, with a wife and a daughter who could also teach, applied for the position in June. He got the appointment, for the department believed that the services of his wife and daughter would also be valuable. Under the superintendence of Mr. Hiatt and with the assistance of the two women of his family, three schools for public instruction in English were opened at Agana on October 1. Other schools were soon introducing the same instruction at Asan and Agat, two qualified non-commissioned officers of the marines being employed as teachers, as well as a young Chamorro woman. This modest beginning did not permit instructing all of the children between eight and fourteen who under the law were supposed to attend, but

it was successful as far as it went, thanks to the diligence of Mr. Hiatt. Unfortunately there was no money in 1902 to continue the employment of the Hiatts and, after the closing of the schools on July 31, they returned to the United States. Through monetary assistance afforded by the Jagatna Civil Club of Agana, which was composed of civil employees of the naval station, and contributions received from the naval personnel on the island, the governor was evidently able to reopen the schools at the capital at least temporarily in the fall of 1902. Relaxing his predecessor's policy, Governor Schroeder in 1901 permitted four Capuchin friars to enter the island, thus acquiring that many teachers for its people. Rivalling the activities of the Catholic mentors, was the American missionary Rev. Francis M. Price, who, after arriving in 1900, with native assistance conducted a day school and a manual training school. Lieutenant Moritz after his return to the United States was of assistance in forwarding donations of school books.

For some time after the American occupation, the Catholic Church had no opposition in the practice of religion. Informal services were held by Colonel Kelton for the marines, first at the barracks and later in a private dwelling, and a few natives attended. In the fall of 1900 this congregation numbered about twelve people and included the governor. More benign and amiable than his predecessor, Governor Schroeder softened the interdict against religious processions by allowing them when a committee headed by the padre could present good reasons for his doing so. To the natives the typhoon of 1900 was a visitation resulting directly from their failure to parade in April in fulfillment of a vow made after the earthquake of 1858. In the General Order (No. 26, September 15, 1900) announcing the modification of General Order No. 4, Governor Schroeder declared that days on which processions were held were not to be public holidays and gave a list of the holidays which were observed in the United States.

As missionaries of the American Board of Commissioners for Foreign Missions, a Congregational minister, the Rev. Francis M. Price, his wife, his son-in-law, Edward E. Hyde, and his two daughters arrived in Guam on the U.S.S. Solace in November 1900. To convert people who had known only a single religion for over two centuries was not easy, but Price was something of a crusader. In a rented house in Agana was installed a chapel which was attended by a few natives who had participated in the previous, informal services, and members of the marine garrison, who were without benefit of a chaplain. Threats and then persecutions were used by members of the Catholic faith, according to Price, to restrain their fellows from joining in the Protestant observances. After the chapel was stoned when occupied by worshippers, who were likewise attacked on the street, the governor had to intervene to prevent further disturbance. For months the street in front of the chapel was patrolled to prevent violence and to teach the islanders that freedom of religion would be enforced by the American administration. Apart from this necessary performance of duty, the governor showed no special favors although he himself was a member of the Protestant congregation, which indeed had some staunch natives among its membership. By October 1903 a Protestant church of thirty-one members and thirty probationers was formally organized, and on November 1 the first communion service was celebrated in the island.

Two new laws relating to the public land were enacted by Governor Schroeder. "For the purpose of securing uniformity and equal justice to all applicants for grants of unclaimed land," General Order No. 31, May 23, 1901, provided that land granted for farming or grazing had to be cultivated or kept stocked with cattle before the beneficiary would be entitled to register the land, otherwise the concession would be annulled and the property revert to the government. Applications for grants were to be in writing and were to present certain information about the applicant and the land desired. No land bearing a large amount of hard wood was to be granted as it was regarded necessary to retain the forests under the protection of the government to prevent the trees from being cut down for export. Land was evidently granted free, for the law makes no mention of money, in the hope that agricultural production would be increased. An amplification of General Order No. 15, concerning the process by which titles were to be obtained for real estate, was contained in General Order No. 42 of April 9, 1902, which stipulated that the provisions of the existing Spanish Land Law (Ley Hipotecaria) regarding the granting of titles by the courts of justice were still in effect, and that owners of real estate or of equity therein could petition for grants of title according to that law. Thus additional means of protection were assured small land holders.



GUAM NATIVES WITH WATER BUFFALOES AND STUDEBAKER WAGON

For its own well-being as well as that of the inhabitants, the government continued agricultural experiments. In an effort to find out what American produce might be grown there and what new plants might be introduced, vegetable and grass seeds were imported and planted. The experimental plantings indicated that carrots, turnips, sweet potatoes, radishes, and lettuce could be successfully grown. Corn, cantaloupes, beets, salsify, tomatoes, Irish potatoes, peas, and beans were tried without the same success. For some plants there was too much heat, for others too much rain, and for others too many bugs. The tomatoes went to vines; the white potatoes did not produce; onions failed to grow; the American watermelon grew well but was no better than the native melon. The hurricane (or typhoon, as such storms were generally called in the Western Pacific) of November 1900 ruined the natives crops and destroyed their coconut trees, causing great hardship for months and stopping the export of copra for several years until the trees could again grow and bear fruit. Despite all the efforts made by the government, the island was not yet producing sufficient food for its own consumption in the fall of 1902. The governor recommended to the department in that year that the Department of Agriculture be requested to establish an agricultural experiment station on the island, a matter which he had discussed with the Secretary of Agriculture on his visit to Washington in the preceding year.

A chief reason for the backward state of agriculture on Guam was the lack of public roads; these became during Governor Schroeder's administration the chief item of expenditure for public works. Under the charge of the chief of public works were in addition bridges, public buildings, the sewer and water pipes outside of buildings, and the transportation of coal, stores, and personnel. By building new roads and improving the old ones, the governor planned to make it easier to bring produce to the capital and to the port and to induce more people to take up land and pursue farming. Within a year after his arrival, the governor had personally visited almost all parts of the island on foot and on bull back, thus acquiring first hand knowledge of the existing roads and paths, the most productive agricultural areas, the products of the island, and the condition of the people. It was believed that by building an arterial road through the region east of Agana, which was the most important agriculturally, that ranch owners would construct branch roads leading to it. But it required all of the road tax labor for 1901 to restore the Piti-Agana-Maria Christina road to its previous state after the damage done by the hurricane of November 1900, and no other labor or money was available, even to repair the bridges that had been injured. During the fiscal year 1902, however, a considerable amount of work was expended in repairing and improving roads, bridges, schoolhouses, other public buildings, and in erecting the civil hospital and the leper colony. In road building cascajo (coral rock) was used with very satisfactory results. Work was not commenced on the new road to the east, but improvement was accomplished on the road between Piti and Agat, which was partly rerouted, and on the road from Merizo to Ynarajan. Through the exercise of energy and tact, the chief of public works managed to persuade enough of the farmer islanders to labor on the public works. By the summer of 1902 the state of the island's finances necessitated halting work on public improvements although some of them could not be used until completed.

Chiefly in connection with the road construction program, a topographical survey of the island was made during 1901-1902 by Civil Engineer Leonard M. Cox, U.S.N., the chief of public works, with the assistance of Pedro Duarte. To facilitate the prosecution of the survey, the governor on November 29, 1901 issued General Order No. 37, decreeing that officials engaged on the survey should have the right to enter private ground where necessary and cut down trees and shrubs and erect signals. The results of this survey were published in a large chart by the U. S. Hydrographic Office in 1904.

The activities of the island government were dependent upon its financial condition, a matter to which Governor Schroeder gave his early and constant attention. Numerous changes were made in the tax system to make it easier to administer, to obtain more funds, and to improve collections. In order not to compel people to make two trips each year to the capital, the land tax was made payable annually by General Order No. 23, August 10, 1900. Not long after his accession the governor appointed a committee to examine and report upon the existing laws, regulations, and customs relating to fees, such as criminal and civil court fees, fees for licenses, passports, notaries' and land judges' certificates in order to codify laws and simplify procedure. A result of the study was General Order No. 27, October 20, 1900, which provided as follows:

GOVERNMENT HOUSE.

AGANA, ISLAND OF GUAM, October 20, 1900.

GENERAL ORDER)
No. 27.)

1. In all cases where public officials receive a salary, the fees provided by law as payable to them by the Government are hereby abolished.

2. In all cases where public officials receive a salary exceeding six dollars a month, the fees paid to them under provisions of law by private parties shall be covered into the Island Treasury. Officials who are responsible for the issuance of permits or the fulfillment of obligations for which these fees are charged, shall collect the fees and deposit them in the Treasury, taking receipts therefor and keeping an account of the same; and such officials shall hold their accounts ready for inspection at any time and by such person as may be appointed by the Governor.

3. The fee for a marriage license is hereby fixed at \$1.00.

4. The following fees are hereby established for services performed by Land Judges:

Defining and bounding town property-----	\$0.50
" " " other -----	1.00

Double fees shall be paid when the Land Judge is required to travel more than five (5) kilometers from his residence. Land Judges are required to perform these services whenever required, and within a reasonable time after the receipt of notice.

5. The annual dog tax is hereby fixed at 50 cents, under such regulations as may be prescribed.

6. The use of stamped paper, or the payment of the equivalent when ordinary paper is used, in judicial proceedings, shall no longer be required.

7. The laws relating to raffles are so far modified that no license or fee shall be required for holding them. All other provisions regulating these and other operations or games of hazard are continued in force.

8. Officials in charge of departments or offices where fees are paid, will cause to be posted in their offices and in the offices of their assistants, for the information of the public, copies of their respective tariffs, certified to by their signatures and by that of the Aide to the Governor, correcting errors and omissions when discovered.

9. All laws or parts of laws inconsistent with the provisions of this order are hereby abrogated.

SEATON SCHROEDER, U.S.N.
Governor.

In succeeding months other changes occurred in the tax structure. By the fall of 1901 there had been erected by the government on public land near the sea an abattoir in which slaughtering was regulated under payment of license fees and a public market from which rent was obtained for the stalls which were auctioned off. More important than the revenue, however, was the hygienic aspect, of these installations for they were intended to serve as object lessons in the proper handling of meat and food. The old poll tax (Impuesta Provincial) and the labor tax (Prestacion Personal) were abolished by General Order No. 38 of December 24, 1901 in favor of a personal tax of twelve pesos per year to be paid by all males between eighteen and sixty years, except most of the officials and persons on active military service. Persons failing to pay the personal tax were required to labor on public works when called on to do so by the chief of public works or his representatives, the cabezas de barangay, tenientes, and gobernadorcillos.

Another old imposition, the industrial tax, was abolished on April 1, 1902 (General Order No. 39, February 25, 1902). A variety of provisions was contained in General Order No. 41 of March 26, 1902 as follows: the gun license was placed at two pesos a year; the repairing of houses and other buildings was declared free from tax; all fish-weir licenses were set at two pesos a year; permission to erect fish-weirs was to be requested from the mayor of the district, but no restrictions were placed upon fishing by means of hand implements.

In regard to the state of the treasury for the fiscal year 1901 the following figures were presented in the first annual report of Governor Schroeder:

balance in the treasury July 1, 1900 (Mex.)	10,426.90
received from all sources during the year	53,356.73
	<u>63,783.63</u>
expended for all purposes during the year	41,771.63
unappropriated balance June 30, 1901	<u>22,012.00</u>

The balance represented a gain of \$11,585.10 during the year despite the hurricane.

For the fiscal year 1902 somewhat more detailed figures were given:

balance in the treasury on July 1, 1901	22,011.90
(custom house	14,681.61
receipts during (personal tax	13,652.25
the year (land tax	3,302.32
(all other sources	13,016.01
	<u>66,664.09</u>
expended for all purposes during the year	57,776.95
unappropriated balance in treasury, June 30, 1902	<u>8,887.14</u>

The much smaller balance was to be explained, reported the governor, by the unexpected expense for the leper colony and the decrease of \$10,842.39 in import duties as compared with the year 1901. The poverty existing among the people as a result of the hurricane was responsible for a decrease in imports and a corresponding decrease in import duties. The burden of the taxes amounting to \$44,000 gold during the two fiscal years was born cheerfully by the people although a considerable portion of them were direct. The ordinary expenses of the government had increased because it had been necessary to raise salaries of the government employees on account of the higher cost of living caused by the import duties and the American occupation. The hurricane had obliged the government to expend over 9,000 pesos for food to relieve the starving portions of the population, and 3,000 pesos had been contributed in all to the building of the civil hospital at Agana. The small balance in the treasury forced a curtailment of expenditures during the latter part of 1902. Despite all that the government could do the supply of funds from taxes was precarious, and several times during the administration the treasury was empty.

Feeling that the United States Government should pay a portion of some of the expenses of the island government because they resulted from American occupation such as instruction in English; or chiefly benefited the naval station, for instance, the Piti-Agana road; the governor submitted an estimate for an appropriation by Congress in July 1902. Money was asked for the following items: three or more American school teachers \$2,400; salary of the judge of first instance \$2,400; construction, repair, and maintenance of roads and bridges \$6,000; and a dam and reservoir in the Pigo River valley and water supply to Agana \$32,000. Congress, which during these years showed a curious indifference to the affairs of Guam, while it succored the Philippines, and Puerto Rico, appropriated nothing.

During 1900 it became known to the Navy Department for the first time that on May 3, 1899 an executive order relating to the collection of the customs in Guam had been signed by the President and promulgated two days later by the War Department. By this order Guam was made subordinate to the Philippines customs district, and an army officer was to be assigned as collector of customs of the island. Since the Navy Department had previously been given control of Guam, such an arrangement would obviously not have worked, had an attempt been made to execute it,

for the Navy was running the show there. To correct the inconsistencies between this order and that of February 1, 1900 regarding the collection of tariff duties in Guam, a new executive order prepared by the Navy Department was issued on December 14, 1900. It authorized the naval officer in command of the island of Guam to act as collector of customs with power to appoint a deputy whenever necessary, and it directed that any authority that had been exercised by him in regard to the collection of customs be approved as though provided for in the order of February 1, 1900. The order had little effect on the actual situation on the island since it merely recognized existing conditions.

The experience of the department and the governors with the accounts of the island government led to the institution of a new system of accountability in 1902. Governor Schroeder wrote the Assistant Secretary on this subject on July 12, 1901, pointing out that a much simpler system would be possible than in the Philippines, and recommending that funds appropriated by Congress be deposited in the treasury of Guam instead of being disbursed through the Navy pay office as was then ordered. The Bureau of Supplies and Accounts revised suggestions made by the governor for changes to be made in the rules and regulations of the War Department for the Philippines in order to fit them for use in Guam, and prepared a draft of a promulgating order and a set of rules and instructions, which were forwarded by Secretary Long to President Roosevelt and signed by him on November 14, 1901. The Rules and Instruction Relative to the Accounting System of the Naval Government by the United States in the Island of Guam published by the Navy Department in 1901, contained the executive order authorizing the governor to appoint an auditor, a chief clerk, and a treasurer of the island and the rules and regulations under which they were to function. The auditor was to receive and audit all of the accounts of the island; the chief clerk was to perform such duties in connection with the accounting system as might be prescribed; and the treasurer was "to receive and keep all the moneys arising from the revenues of the island and disburse the same only upon warrants issued by the Governor". An annual report of the financial condition of the government was to be submitted by the governor to the Assistant Secretary of the Navy. With Pedro Duarte as auditor the new system began functioning on April 1, 1902, pursuant to General Order No. 40, March 4, 1902. The governor reported in the following July that it promised to be successful in accomplishing the object desired, which was evidently a more regular system of accounting.

The economic condition of the island is revealed in statistics concerning its commerce for the fiscal year ending June 30, 1902. The exports amounted to \$35,349.83 (gold) and consisted almost entirely of Mexican money, the island not having recovered sufficiently from the hurricane of 1900 to have copra, cocoa, and coffee for export. Of the imports of \$35,165.53 (gold), \$15,598 were in goods from the United States, principally flour, cotton cloth, iron and steel, leather and leather goods, meat, dairy products, sugar, soap, vegetables, and wood. The chief imports from Japan, which amounted in all to \$13,887, were cotton cloth, other cloth, rice, iron and steel, soap, sugar, tobacco, and wood. Over \$5,000 worth of goods came from the Philippines. Although part of the imports were consumed by Americans, it is evident that the economic consequences of hurricanes of the disastrous variety were something to reckon with.

A census taken on September 1, 1901 disclosed a population of 9,676, including 4,566 males and 5,110 females. Of the total 14 were citizens of the United States, 9,630 citizens of Guam, and the remainder aliens as follows: 14 Spanish, 2 Italians, 13 Japanese, and 3 Chinese. The census did not include the naval personnel on the island and their families nor civil employees of the naval station from the United States. The information acquired in the census was useful to the island government in collecting taxes.

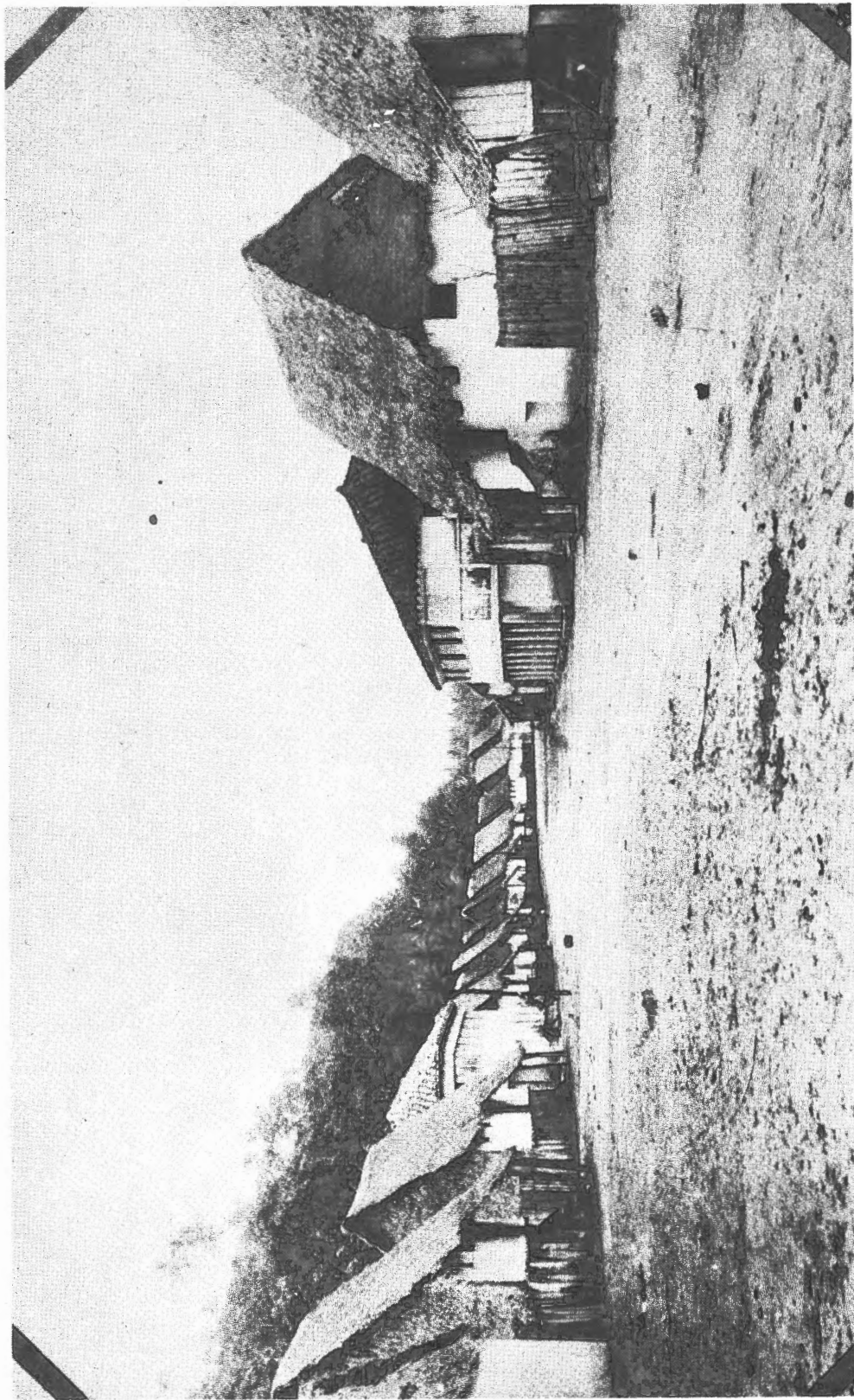
Until 1901 Guam had an independent postal establishment under the governor as postmaster. The United States Post Office Department furnished postage stamps which were overprinted "Guam" and received in payment only the cost of manufacturing the stamps, the proceeds from their sale going into the island treasury. Two shipments of these stamps were supplied to the island, the first in May 1899 containing stamps with a face value of \$950 and the second in November 1899 with a face value of \$10,700, the cost of manufacturing both lots being \$12.92. As the quantity of these stamps issued for Guam was much smaller than those furnished other island possessions, the Guam overprinted stamps were sought after in the United States by stamp dealers and collectors, thus making a sizable source of revenue for the island treasury. But when the Post Office

Department received a request in March 1901 for a further supply of the stamps, it declined to furnish them on the ground that by doing so the stamps then held in the United States would be decreased in value and would be used for mailing purposes thus depriving the Post Office Department of revenue, and suggested the appointment of a postmaster in Guam to handle mail in the ordinary way. Consequently orders were sent to Governor Schroeder late that month directing him to appoint a postmaster and pending such appointment to act himself as postal agent. Within a short time Atanasio Taitano Perez was designated as postmaster, and the island lost a source of income.

After bearing with the Caroline Islanders for a half a year, Governor Schroeder deported them. Some 600 of these people had been brought into the island forty years before on a labor contract, but their number had decreased to 96 during the intervening years. Governor Leary had forbade their appearing in public in their customary nude condition, requiring them to provide themselves with suitable conventional wearing apparel (General Order No. 21, June 11, 1900). This order was not enforced by Governor Schroeder, who contented himself with confining them to their barrio. They were a source of embarrassment, for visitors to the island rushed out to the Caroline Islanders' village to secure photographs of them and upon returning to the United States represented the subjects as Guam ladies, much to the chagrin of the real Chamorros, who were described by the governor as "decent, modest, self-respecting, and always neatly dressed." Coming to regard the Carolinos as a "very low order of human animal living from hand to mouth and in a state of nudity," Governor Schroeder deported them in January 1901 to join a colony of their fellows on Saipan, the government of which was glad to get them to put them to compulsory work.

The United States exploited neither the people nor the resources of Guam. Although more taxes were imposed and more revenue was raised by the island government than during the Spanish dominion, the moneys obtained were expended for the benefit of the island itself. At the beginning Americans were actually discouraged from going to Guam because of the primitive conditions there. An agent of the Western Commercial Company of San Francisco arrived in October 1899, however, to investigate business possibilities on the island. This man, named Stimpson, was still on hand in the following summer and in possession of a fine team of horses. The company applied for a grant of land known as the "Swamp" in order to drain and cultivate it, and the governor had the tract surveyed. Writing to the department on August 27, 1900, Schroeder expressed a determination not to allow the introduction of contract laborers by this company as this would bring in an objectionable class of Chinese and would make the Chamorros less willing to work. After the hurricane of November 13, 1900, this company was given a contract to construct a bridge over the Pigo River on the road from Agana to Piti. It was still operating in the island early in the following year. What activities the few Americans on the island at the time of the census were engaged in has not been ascertained, except in the cases of Stimpson and Mrs. Rumberg, the school teacher. A number of the enlisted artificers brought out on the Yosemite obtained discharges while still on the island and went to work at their trades, receiving better pay than they had while in the service.

A big wind that began blowing on Guam on November 13, 1900 developed into the severest hurricane that had struck the island for years. If it had come at night instead of in the day time, the loss of life would have been much greater than the thirty-four deaths among the natives and the five among the crew of the Yosemite, which was driven to sea and lost. The shutters of the Government House were blown in, its galvanized roof carried away to the hill in the rear, causing everything within to be ruined, as the gale was accompanied by a drenching rain. The other government buildings were unroofed and otherwise damaged. Sucked up by atmospheric pressure, the sea rose and flooded the capital as far as the plaza. In Agana and the other towns nearly all of the houses, except those built of coral masonry, were destroyed. Most of the deaths occurred at Ynaranjan where a huge wall of water came in from the sea and overwhelmed the town. The people were deprived of more than their shelter, for the high wind blew down coconut and breadfruit trees, and ruined growing crops. So great was the injury to the coconut trees that no copra was exported for several years. Much damage was suffered by the roads and bridges, the road between Agana and Piti running close to the sea was nearly wiped out; telephone poles were downed. The governor was accused in newspaper accounts of taking refuge in the cellar of the



MAIN STREET, AGANA

Palace, but he denied this in a letter to the Assistant Secretary, stating that there was no cellar. Like the marines and seamen stationed on the island, he was out in the storm engaged in rescue work.

The hurricane amounted to a disaster and necessitated taking immediate relief measures. In order to prevent a rise in the prices of food because of the scarcity, the governor comman-
deered the food in the stores and rationed it to those unable to buy. The collier Justin, which had taken the place of the Brutus, was sent to Manila with tidings of the hurricane, and returned with some naval provisions, part of which proved unfit for use. By order of Rear Admiral George C. Remey, the commander-in-chief of the Asiatic Station, the U.S.S. Newark went to Guam, investigated conditions there in the early part of December, and reported that it could easily be seen that general destruction had been worked by the storm. The U.S.S. Arethusa was sent there with additional supplies upon the orders of the Navy Department, which somewhat later (January 9, 1901) directed the commander-in-chief of the Asiatic Station to supply the governor with necessary provisions from any in available naval stores. By mid-January provisions valued at \$4500 gold bought by the island treasury had been distributed, much of it going to the hard hit southern towns of Ynarajan, Merizo, Umata, and Agat, places where the Navy was not spending money as at Agana. The cost of food relief reached a total of nearly \$10,000, part of which was apparently borne by the Navy Department. In a visit by carabao to the towns on the western and southern coasts during January 1901 the governor found that much progress had been made in rebuilding them although operations had been hampered by the lack of roofing material. The residents of Pago, however, as the governor learned in a trip to the east coast in March, instead of reconstructing their ruined homes removed to the neighboring heights or to Agana.

Before the island had recovered from the hurricane of 1900, it was visited on September 22, 1902 by a destructive earthquake, causing damages estimated by the governor at \$23,000 for the naval station and \$22,000 for the insular public buildings. Although this was the severest catastrophe of this sort of which there was any memory, nobody was killed and few were injured. In Agana, where a large part of the masonry houses were destroyed the damage to private property was estimated at \$100,000; the courthouse and jail were slightly damaged, the two school buildings were so badly hit as to necessitate condemnation. The Government House was saved by its thick walls, but the old church after standing for over two centuries and a quarter lost its bell tower and one wall. Two bridges between the capital and Piti were destroyed. At the latter place the custom house was damaged beyond repair. Destruction was also extensive in other districts. The lessons learned in the hurricane and the earthquake resulted in the issuance of building regulations to be followed in new construction in order to make safer buildings. (General Order No. 46, October 30, 1902). Any country or administration attempting to govern the island of Guam, which is in an area where typhoons originate, and which is of volcanic origin and thereby likely to be subject to earthquakes, must take into consideration the effect which the recurrence of these phenomena will have upon the government's economy.

During Governor Schroeder's administration some changes occurred in the administrative organization of the island government. At its inception the governor took over the positions which had been filled by his predecessor, and his aide, Ensign Pressey assumed those which had been held by Lieutenant Safford. Besides the positions of registrar, auditor, judge of first instance, and judge of the criminal court, Pressey was for a while, at least, the collector of taxes. In 1901, however, the position of registrar of lands, deeds, and titles was held by an official who was also functioning as promoter fiscal and treasurer. In the next year Pressey was also relieved of the auditorship by Pedro Duarte, whose appointment has already been referred to. In compliance with the executive order of November 14, 1901, according to which the auditor was appointed, appointments were presumably made of a treasurer and a chief clerk. An "Official List" of March 1, 1903 shows both of these positions to be filled. Other new positions, the origins of which have already been mentioned, were registrar of the civil register, filled on March 1, 1903 by Lt. Raymond Stone, and that of postmaster filled on the same date by Pedro Duarte, in addition to his authorship and the position of assistant in the department of public works. At the governor's request he was furnished with a civil engineer, a post which was filled in the spring of 1901 by Civil Engineer Leonard M. Cox, U.S.N. This officer was made chief of public works, on July 1, 1901 in place of the commandant of the marines. By the order of December 1901 relating to the personal tax, the chief of public works not only had charge of the labor that was to be performed on public works but

was also to decide questions arising in connection with the collection of the tax. The Medical Department became the Department of Health, Charities, etc. and was given charge of the civil hospital and the leper colony. After a successful inauguration of a school system, the Department of Education was suspended in the latter part of 1902, for want of funds. The Marine Department was apparently abolished as unnecessary and to save money. By General Order No. 25 of September 5, 1900, all persons employed by the government were required to take an oath of allegiance.

Governor Schroeder was particularly interested in the Department of Justice of which he was the head as the judge of the Supreme Court. In an effort to clear the crowded docket of the court of first instance, the department was expanded by adding an attorney general (promoter fiscal), and two court constables. All ecclesiastical jurisdiction and tribunals and all laws giving clergyment special privileges were abolished by General Order No. 29, May 1, 1901, which gave the court of first instance cognizance of all cases which had come before ecclesiastical tribunals, except cases coming more properly before some other civil or military tribunal or authority. The civil courts were also given jurisdiction over all proceedings held in real estate surveys and the establishment of land marks (General Order No. 44, August 6, 1902). When the government was interested in such cases, its Office of Public Prosecutor (Ministerio fiscal), as its legal representative, was to be a party thereto. The Public Prosecutor, evidently a new position, was given by the law setting up building regulations the duty of applying at the request of the Chief of Public Works for an injunction against dangerous property. Declaring that a document purporting to have originated in territory under the jurisdiction of the United States and bearing the seal of a notary public or of a court of justice was to be regarded as authentic, General Order No. 48 of January 17, 1903, authorized the judge or clerk of the court of first instance to administer oaths and take acknowledgments for a fee of \$.75 Mexican and to issue copies of judicial proceedings for a fee of \$1.50 Mexican. A question having arisen as to the status of the Supreme Court, the governor by General Order No. 45, August 12, 1902, confirmed its existence and its competence to handle all matters which by law are in the jurisdiction of the territorial courts of second instance, which was evidently the Spanish court to which it corresponded.

Because the court of first instance handled most of the judicial cases on the island, and because as competent an officer as Pressey might not be available to succeed him, Governor Schroeder wanted to obtain a civilian to take his place. Early in 1901 he wrote the department asking if it could pay the salary of a civilian judge and if so could it find a person to fill the position. More than a year later when it appeared that Pressey would be going home, he cabled the department from Cavite to find a lawyer familiar with the Spanish language and Spanish procedure and acclimated to the tropics for a salary of \$3000, which would be paid by the insular treasury. The Assistant Secretary Charles H. Darling attempted to secure a man in Puerto Rico but did not succeed, the governor of that island reporting that all competent persons declined. A Filipino was finally given the judgeship at a salary of \$200 per month.

The question of an appeal from the courts of Guam arose in 1902 in connection with a murder case. Juan de la Cruz Perez was convicted of the murder of Vicente Aguon Quintanilla by the court of first instance in 1901 and sentenced to death in accordance with the penal code of the Philippines, the sentence being sustained and confirmed by the Supreme Court of which the governor was judge. The Spanish law required that all death sentences be appealed to the court of cassation in Manila, but the jurisdiction of the Tribunal Supremo of Madrid had ceased with the American occupation, and, since no United States court had been given jurisdiction, the island judiciary was left in something of a quandary. In referring the case to the Assistant Secretary in June 1902 for a decision as to the law involved, the governor, stating that the man was in jail awaiting sentence and that proceedings in the case were suspended, pointed out that the use by him of the pardoning power to commute the sentence to the next highest punishment authorized by the code would be open to the charge of expediency and cause a portion of the community to feel that the law was not being carried out in letter and spirit. The matter was referred by the department to the Office of the Judge Advocate General, which opined that since Congress had not provided the island with a civil government with a judiciary, it would be appropriate and proper for the governor to pardon the man, as the case would thus be kept open for a future appeal to such higher courts as Congress might give jurisdiction. Governor Sewell, Commander Schroeder's successor, reported in March 1903 that he had commuted the sentence to life imprisonment, a step which was approved by the department.

LAW LIBRARY
JUDGE ADVOCATE GENERAL
NAVY DEPARTMENT

The Spanish codes which furnished the basic laws of the island of Guam were referred to by Governor Schroeder as "models of equity and well codified," but since they had been prepared for all Spanish possessions or for the Philippines they were cumbersome when applied to tiny Guam, and the laws determining procedure were vexatious. Moreover, he believed that the practice of issuing general orders incited doubt in the minds of the people as to the security of the laws under which they held property, although he had considered proposed laws with care and had consulted competent persons concerning them. Consequently he recommended in November 1901 that a commission be appointed to visit the island, study conditions there, and prepare a code of laws for submission to Congress. The people would not feel a comfortable sense of security, however, until Congress established a government and defined its powers. The Assistant Secretary replied, in January 1902, that the department did not consider it necessary to appoint a commission, believing that the judge who was going to be hired would be able to administer the law without its assistance. The governor did not change his mind and repeated the recommendation in July.

Governor Schroeder's term, at his request, was allowed to run past the end of fiscal year 1902 in order to give him an opportunity to get the new system of accountability recently installed in smooth working order before relinquishing the office. His successor, Comdr. William E. Sewell, reached the island on January 29, 1903 and acceded to the governorship on February 6. Schroeder left for the United States on the U.S.S. Solace on the 9th with Lieutenant Cox. After serving for a time as Chief Intelligence Officer, he became commander of the 4th Division of the Atlantic Fleet, and while accompanying the fleet on its voyage around the world was given the rank of rear admiral. He commanded the Atlantic Fleet during 1909-1911, being retired in the latter year, but upon the outbreak of World War I he was recalled and made Hydrographer; five years later he died. Stationed in Washington after his return from Guam, Schroeder was able to secure a small appropriation for Guam, the first regular appropriation evidently to be given to that island by Congress. He also got Civil Engineer Leonard M. Cox to prepare a report on Guam, which was published by the Navy Department in 1905. The first descriptive work published by the Navy Department on the island of Guam, this publication has been reedited and republished a number of times since.

The naval government of Guam was conducted for the benefit of its inhabitants. The American officials were conscientious men interested in promoting the welfare of the natives. This is evident from their acts, and it is vouched for by the Reverend Francis M. Price, who during several years' residence on the island, never knew of a single case of injustice. They gave the islanders a demonstration of honesty among public officials, surprising them by declining to accept a percentage of their small wages as had been the custom. There is little doubt that the condition of the people was improved. If some of the laws were distasteful to them, they were generally beneficial to them although they might not have realized it. The change from the Spanish to the American jurisdiction was made easier by the retention of the Spanish laws and by their gradual modification as circumstances required. Although Congress failed to do so, the governors by their acts introduced some of the principles of the American constitution into the life of the island, thus bringing them at least an acquaintance with the American way of life. Public improvements were extended, and others were planned. The health of the natives was greatly bettered by the medical care afforded by the navy doctors, whose sanitary measures also contributed to the public health. In everything the American colony served as the model; Governor Schroeder's family consisting of wife and daughter accomplished an amount of good. Better livings came to some people by being on the government pay roll, but the men so employed were taken away from agriculture and the production of the island thereby suffered, causing an increase in the importation of canned goods. There remained room for improvement in social conditions, for gambling and drinking persisted to some extent, and little attempt was made to control social vices.

Although exhibiting a friendly and appreciative attitude towards the American government, the islanders desired the establishment of a civil government in which they themselves would have a voice. A petition signed by thirty-two of the leading persons on the island addressed to Congress was forwarded by Governor Schroeder in December 1901 with his approval and recommendation. It was proposed in the petition that Congress send a commission to the island, to study the situation, and to present to Congress measures designed to establish a permanent government. The Senate in 1903 passed a bill for a civil government in Guam, but the House never got beyond burying the petition in a House document.

Pedro Duarte was a man without a country. Resigning his commission in the Spanish army after the American occupation of Guam, he took up his residence on the island, and when taken into the employ of the American government, he renounced his Spanish citizenship. In applying for American citizenship, however, he learned that in order to get it he would have to make a trip to San Francisco, which he could not afford to do. He then presented the matter to Governor Schroeder, who forwarded his letter to the department for whatever action was possible, recommending legislation on the subject. The governor later wrote the Assistant Secretary that there were a number of persons permanently domiciled in the island who desired American citizenship. However, the treaty with Spain had stipulated that the civil rights and political status of the inhabitants would be determined by Congress, and Congress not having acted, United States citizenship could not be conferred in Guam. So the people of Guam were citizens of Guam, which was United States territory, but not citizens of the United States.

In his report on the island of Guam Civil Engineer Leonard M. Cox stated that the islanders looked to the United States Government for the following: (1) establishment of a civil form of government with a civil governor possessing powers limited to enforcing laws and to executive acts now performed by governors of territories, (2) a code of laws adapted to the circumstances, (3) revision of the judiciary and the right to appeal in capital cases to a higher American court, (4) extension of the privileges of citizenship without necessity of extended voyage and residence in the United States, (5) annual appropriation for the maintenance of schools, (6) appropriation for subsidizing steamship communication between Guam and Manila, (7) establishment by the Department of Agriculture of a well equipped experimental station, (8) appropriation for building roads connecting the villages of the island, (9) appropriation for the purpose of installing water supply and sewer system for the city of Agana, (10) manual training school in Agana with suitable library. Nearly all of these aims had been reported to the Navy Department by officers connected with the affairs of Guam with the results already noted.

CHAPTER VI

PORT, COMMUNICATIONS, AND STATION SHIP

A port organization was maintained at San Luis d'Apra because certain functions connected with shipping had to be performed by public officials. The Spanish port organization consisted, in June 1898, of Lt. Francisco Garcia Gutierrez, Spanish Navy, captain of the port; Surgeon José Romero Aguilar, Spanish Army, health officer; and Henry Mellinchamp, an ex-whaler born in the Bonin Islands, pilot. The pilot received whatever fees the captains of ships were willing to give him, according to Lieutenant Cottman, who stated further that the harbor could be entered by any one who had once done it, and that it would be plain sailing after the Luminan Reef and the Catalan Bank were marked. The captain of the port had an office in a stone building at Piti, which was the headquarters for his men. The foregoing organization was continued by the American government of the island, Mellinchamp being continued as pilot, Assistant Surgeon Mack V. Stone acting as health or quarantine officer from August 1899, and William Coe being designated as captain of the port. Coe also served as deputy collector of customs under the governor as collector. Because the navigation was simple and the launch that would have to be used to carry the pilot to the ship could be more usefully employed, Governor Schroeder discontinued the services of the pilot. The captain of the port apparently carried on, for the post was occupied on March 1, 1903 by Joaquin Martinez, who was also deputy collector of customs at that time, thus continuing the dual capacity filled by William Coe. The arrival of ships in the port was made known to the people in the capital by raising a flag on the signal station on the hill behind the capital, but ships could often be seen from Agana coasting down to San Luis d'Apra.

Ships entering the harbor were not allowed to communicate with the shore until the health officer, who was the naval surgeon on the station ship, had boarded, investigated the health of the ships' personnel, and granted a pratique. This was important, for the population of the island had suffered greatly from scourges brought there by diseased ships. An epidemic of whooping cough introduced in 1898, after the American capture, had resulted in fatalities, and the Spanish steamer El Cano brought a light epidemic of infantile paralysis in 1899. Hence the navy doctor from the Yosemite or the Brutus steadfastly boarded all ships arriving in port. There was so much disease on the island already that the governors were inclined to exercise special care to prevent the entrance of other afflictions. Governor Leary directed early in 1900 that all passengers arriving from Manila and Honolulu, where there was bubonic plague, be quarantined for a safe period before being allowed to land. The army transport Sherman had been quarantined late in the preceding year because of measles on board. Subsequent experiences by Governor Schroeder with the transports caused him to suggest that the War Department be requested to direct the surgeons on board them to be correctly informed about infectious diseases in order that accurate statements could be given to quarantine officers, and a circular was accordingly issued by that department.

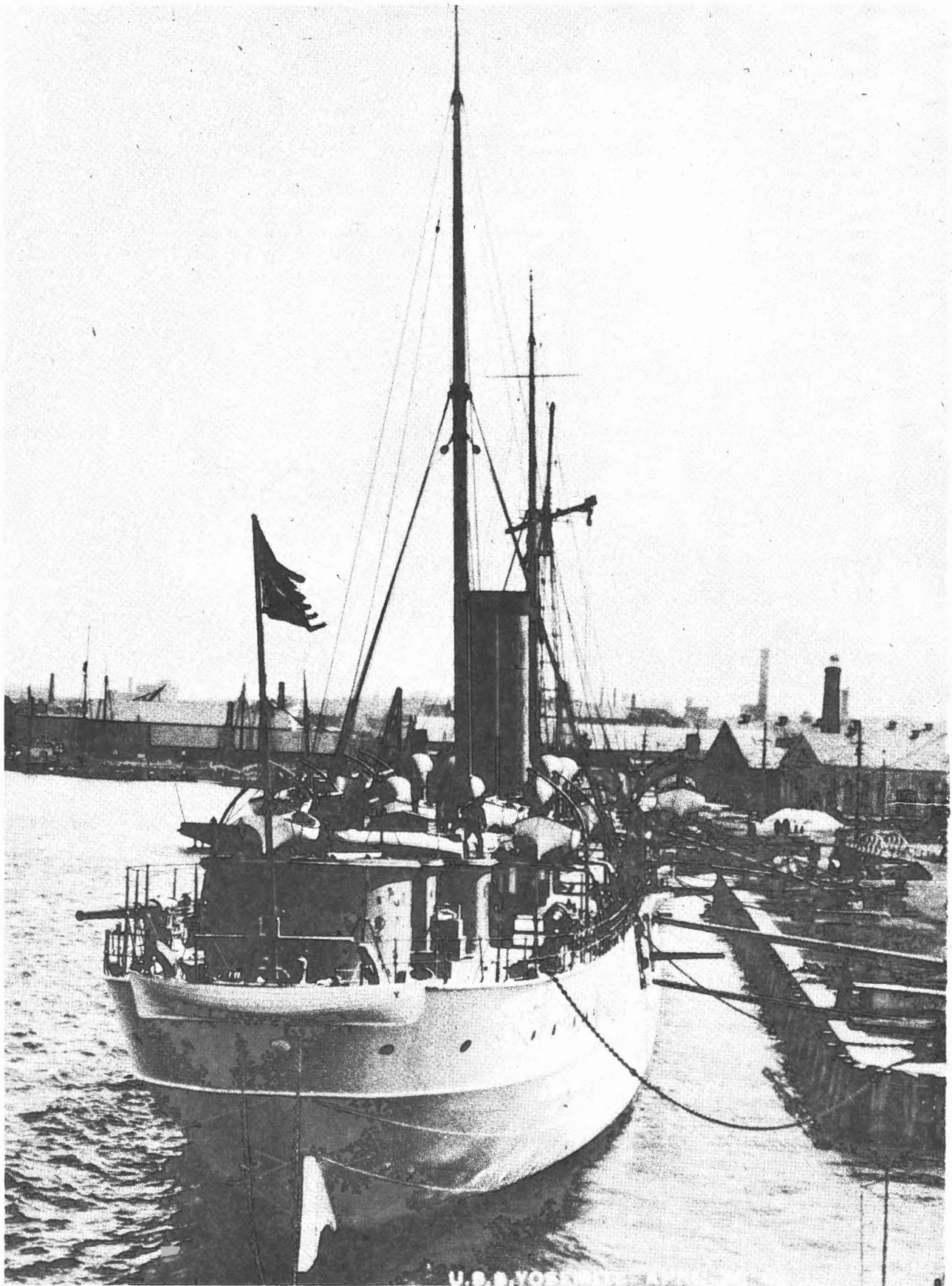
The duties of the port officials were not onerous because shipping in the port of San Luis d'Apra was not extensive. Naval vessels occasionally came in with stores, personnel, or coal, and others stopped to obtain coal from the Brutus or the Justin or to leave mail. Although it had been obtained for use as a coaling station, Guam was not regularly used for that purpose by the naval vessels and the army transports steaming between the west coast of the United States and the Philippines. The naval transport Solace in July 1899 arrived on the first of numerous visits to the island on trips between San Francisco and the Philippines where the Navy maintained a naval station at Cavite as a base for the Asiatic Fleet. The Solace usually stopped on both the westward and the eastward journeys, landing mail and passengers, taking the same away, and sometimes coaling. This was the only regular communication supplied by the Navy with the United States and the Philippines and was of much importance to the island. American merchant ships were infrequent visitors to the island, but now and then a small schooner or brig arrived. The Bessie E. Stevens of San Francisco came in, in April 1899, to have a look at the island. Other ships touching there were John D. Spreckles (1900, 1901, 1903) Tulenkun (1901), Alice Knowles (1900), Maksutoff (1902), Andrew Hicks (1900), and Gay Head (1902). More regular were several Japanese trading schooners, arriving at intervals of several months, including the Jun Ho Maru, Chomei Maru, Tora Maru, and Musashi Maru, while others paid single visits. A few Chinese and

British vessels seem to complete the roll of entries.

The navigation of the harbor of San Luis d'Apra was given early attention. The Yosemite brought surveying instruments and certain aids to navigation, such as beacons and buoys, and probably picked up at Cavite the surveying data collected by the Bennington. Immediately after the arrival of the Yosemite, in August 1899, officers and men attached to that ship and to the Brutus undertook a survey of the harbor, which was completed about the end of the year, resulting in the publication of a chart of the harbor by the Hydrographic Office in 1900. The information obtained enabled proper placing of the aids to navigation by means of which vessels could enter the harbor without pilotage. An observatory constructed on Fort Santa Cruz Island with tide gauges, transit instrument, tripod, and hydrographic signals was destroyed in the hurricane of November 13, 1900. During the autumn of 1899 working parties from the Brutus under Lt. Newton A. McCully worked on the channel running from the anchorage to the landing at Piti, deepening the channel and staking it out in order that lighters discharging stores and supplies for the naval station could reach the landing with the greatest speed possible. In 1903 some range beacons were set out to indicate the dangers of the harbor and thus enable vessels to maneuver with greater safety.

To obtain needed provisions and supplies and more regular mail, it was necessary to arrange for additional means of communication with the United States. The army transports plying between San Francisco and the Philippines afforded a method already in operation under government control, so in May 1900 arrangements were made between the Navy Department and the War Department by which the transports were to stop at Guam on their monthly trips to Manila. This service was soon inaugurated, and in the years following the health officer boarded the following transports: Buford, Californian, Hancock, Indiana, Kilpatrick, Logan, Lawton, Meade, Oopack, Rosecrans, Sheridan, Sherman, Siam, and Thomas. Some of these ships touched at Guam several times during the three years 1900-1902. The transports stopped only on the westward journey, for the homeward trip was made via Chinese and Japanese waters over the great circle route, consequently mail sent on them had to go first to Manila, and mail sent from Manila had to go to the United States before reaching Guam. Upon occasions when the transports failed to stop it meant a restricted diet for the marines. Naval personnel were sometimes carried as passengers on the transports, but they were often so crowded because of the Philippine insurrection that there was no room. Transportation to the outside was even more difficult for islanders desiring to travel, for the available space on the government vessels was usually taken up by naval and military personnel and other means of conveyance were almost entirely lacking.

As there was no pier in the harbor of San Luis d'Apra at which ships could be docked, cargoes for Guam had to be discharged at their anchorages into lighters and small boats, which then had to be laboriously worked through the tortuous channel to Piti. This difficult, slow, and sometimes dangerous operation made it impossible to get large cargoes off in a hurry, so the practice was adopted of having the station ship assist by taking cargo onto its deck for subsequent unloading. However, a station ship or collier was not always available, and on such occasions vessels being discharged were delayed in their departure. The Navy Department received several complaints from the War Department that transports were held up at Guam by not being discharged promptly. When this was the case, the reasons mentioned were usually to blame. In the case of the U.S.A.T. Meade, however, there were some other reasons, for this transport arrived with a disabled steering gear, which prevented it from entering the harbor until the day after its arrival in the offing, and when the unloading began it was found that part of the cargo for Guam was stowed beneath other cargo which consequently had to be broken out first. At the end of 1902 the boats available for unloading cargo were three large lighters, two large cutters, three 7-ton sampans, and two steam launches; the cutters were used for the more rapid work such as taking off fresh meat. Governor Schroeder reported that neither larger craft nor more of them could be used. The boats were manned by eighteen enlisted seamen recruited from among the natives. In April 1903 quarters requested by Governor Schroeder were completed for these men at Piti in order that the beachmaster could keep them under control. An earlier practice had been to hire native laborers to handle cargo, but this was apparently given up in favor of enlisting them. On more than one occasion, so rough was the ocean swell in the harbor, the Brutus was damaged in coaling vessels in the harbor.



U. S. S. YOSEMITE, STATION SHIP, GUAM

At the time of the American acquisition of the Hawaiian Islands, Guam, and the Philippines only the last of these islands could be reached by a cable, which passed through many foreign countries. A recommendation for the establishment of cable communication with Hawaii, Guam, and the Philippines was made to Congress by President McKinley on February 10, 1899. In the course of a survey to locate a route for a trans-Pacific submarine cable, the U.S.S. Nero in the same year discovered a short distance east of Guam an abyss in the ocean extending to a depth of almost six miles, deeper than any then known. The name "Nero Deep" was given to this newly discovered abyss. During this survey the ship stopped at Guam in July, September, and again in November, making between the last two stops a survey for a cable from Guam to Yokohama. Utilized also to take temperatures and samples of the ocean bottom, the deep sea sounding of the Nero cost over \$106,000. Late in 1902 an engineer of the Commercial Pacific Cable Company, which was arranging to lay the cable after accepting the government's conditions as to rates and the surrender of the cable in time of war, visited Midway Island and Guam to select sites for cable stations. Permission to use a site recommended by him near Sumay was granted by the Navy Department, on March 14, 1903, on condition that the department have the right to terminate the license, that the company and its employees follow all laws, regulations, and orders issued by the authorities, that the government be put to no expense, and that the company pay the government for the privilege \$1 per year. The survey charts prepared by the Navy Department were turned over to the company, thus saving time in the laying of the cable. Communication was opened with Manila on June 3 and with San Francisco via Honolulu, to which the cable had been completed late in 1902, on July 5. The trans-Pacific cable not only opened a speedy means of communication with the new possessions in the Pacific but also furnished in connection with other lines communication around the world.

After its arrival at the port of San Luis d'Apra on August 7, 1899, the Yosemite remained there as station ship, being anchored two miles from Piti near Cabras Island. There was much employment aboard and ashore for its crew, which during 1900 averaged 227 men; the ship supplied living quarters for these men as well as for the marine guard, which remained attached to it. The early occupations of the ship's personnel were assisting in the survey of the harbor, unloading supplies and stores for the naval station, repairing the public buildings at Agana, and making new installations there. The crew kept up not only the machinery of the Yosemite, which included a distilling plant and an ice plant, but also that of the Brutus. During this period all of the machine work of the island was done in the shop on the Yosemite, which had been specially fitted up in the United States. Other chores included discharging stores from other ships for the naval station, coaling them from the Brutus, and transferring coal from that ship to Piti for use at Agana. The Yosemite also served as a storeship for the naval station where facilities were then meager. The officers heading the various departments in the ship--engineering, equipment, construction and repair, etc.--were also in charge of the same departments on the Brutus after the detachment of its officers, and of those at the naval station. Assistant Surgeon Stone was responsible for the health of the personnel of the two ships, in addition to serving as health officer of the port, and physician for the natives in its neighborhood. When the need arose, the Yosemite rendered assistance to vessels in distress in the harbor. The commanding officer of the ship was the governor, who was thus in a position to use its personnel to the best advantage.

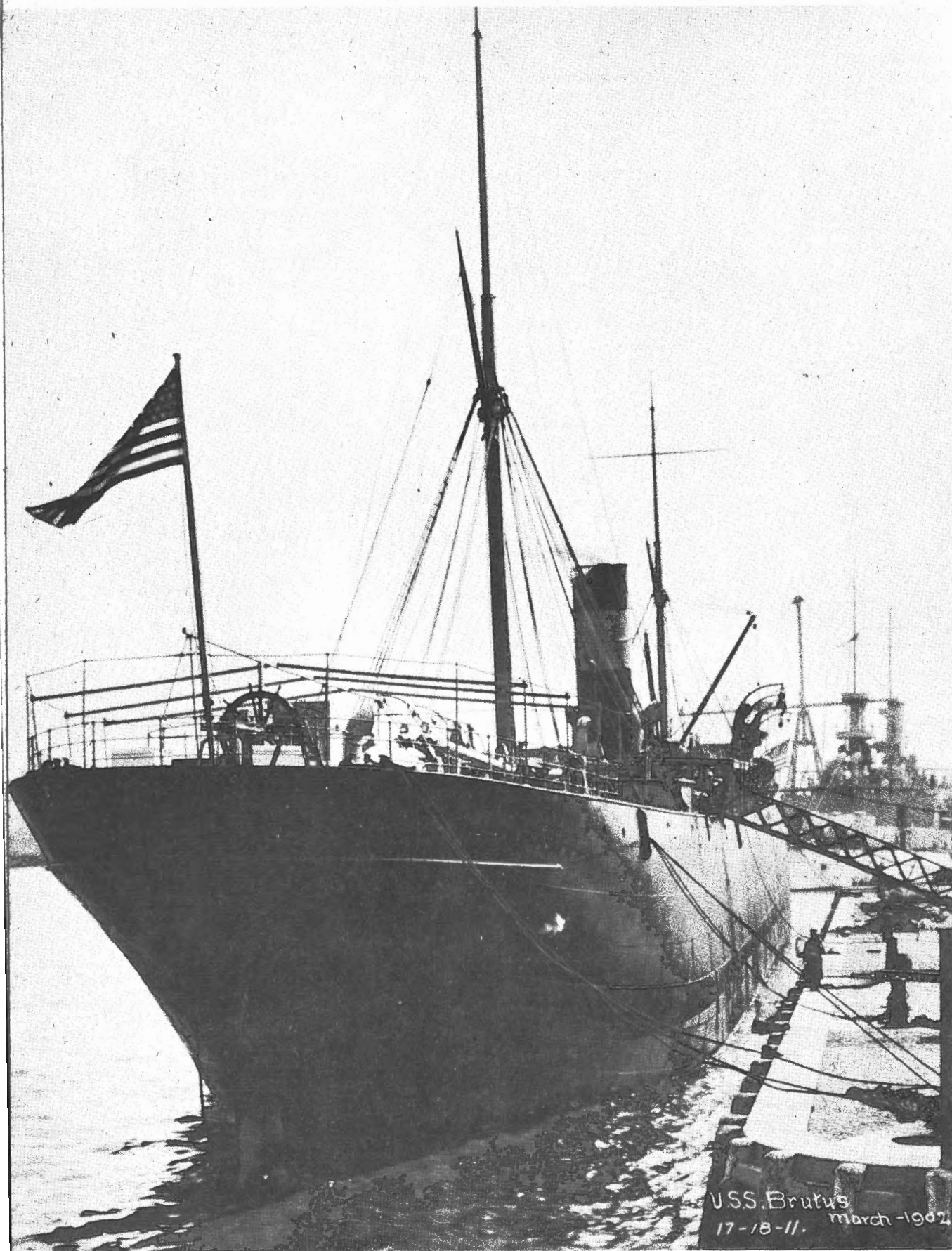
The long rest of the Yosemite in the harbor of San Luis d'Apra came to an end on April 11, 1900, when under the command of Capt. George E. Ide, it went to Japan for an overhauling and dry-docking. At Yokohama for three weeks after April 24, mechanics, machinists, and electricians from the Yokohama Engine and Iron Works worked on board the Yosemite, and a gang of three or four men and fifty boys spent a number of days scaling the boilers. At that port engineer and medical supplies were taken on board, and a number of men were exchanged with the U.S.S. Bennington and the U.S.S. Concord. The ship proceeded down the harbor to Uraga on May 16 where on the afternoon of the next day it entered dry dock no. 1 of the Uraga Dock Company, Limited, to have its bottom scraped and painted. A board of officers composed of Lts. Albert Moritz and B. B. Bierer, and Ensign A. W. Pressey made an inspection of the Yosemite's bottom at this time and reported that the fouling during the stay in tropical waters had not been bad although barnacles and an incipient growth of sponge had almost entirely closed strainers and magazine flood cocks and the bottom was more or less coated with grass, barnacles and sponge. The grass extended around the ship at the water line; the barnacles extended all around just below this for a distance of eight feet, and at the turn of the bilge there was a very light growth

of barnacles; and near the keel was a light growth of sponge. The condition of the paint was good, large patches of anti-fouling paint and all the protective or anti-corrosive paint remaining, except near the water line where little or no paint was left. Pitting or corrosion existed at some places and scaling at others. Although the vessel had been so long idle, it had travelled 14,680 miles since its previous docking at the Norfolk Navy Yard in January-February 1899. By the morning of May 21, the bottom of the ship had been scraped and painted with three coats of Hartman's Rahtjen's Improved Composition for ship's bottom, marked "The Red Hand Brand, Priming First Coating, No. 1" and "The Red Hand Brand, No. 3, Last Coating." After being hauled out of the dry dock, the ship returned to Yokohama where additional work was done and more supplies taken on. Here on May 30 Commander Seaton Schroeder took over command of the ship from Lt. Augustus N. Mayer who had relieved Captain Ide on May 5. The Yosemite proceeded five days later to Nagasaki to obtain coal, which proved to be so unsatisfactory because of its tendency to get hot and burn in the confinement of the hold that the commander did not again recommend its purchase although it was cheaper than Pocahontas, Cardiff, Nixon's and other kinds of coal. Sailing for Manila on June 10, the Yosemite took on there more coal and stores and the Guam ice machine in 107 packages and pieces. After a six day passage, the Yosemite was back in the harbor at Guam, receiving on the day of its arrival a visit from Governor Leary. The crew was busy for some days thereafter in unloading the ice machine and stores for the naval station and the Brutus.

The Yosemite left on a voyage to Manila on August 2, 1900, after embarking as passengers Captain Leary, Lieutenant Safford, Lt. J. W. Broatch, Mr. A. C. Seale, and Ah Tong. The transport on which the ex-governor had intended to depart had passed the island without stopping, so Governor Schroeder turned over the command of the Yosemite to Lt. Augustus N. Mayer in order to have it take Leary and the other passengers to Manila where other transportation was available. Governor Schroeder detached Lieutenant Moritz and Assistant Surgeon F. M. Furlong and other personnel from duty on the Yosemite prior to its sailing on the principle that if the ship were lacking part of its personnel the commander-in-chief of the Asiatic Station would not be much inclined to order it on some other duty. The trip to Cavite was completed on the 7th, and before leaving for Guam on the 22nd it took on coal and stores and secured Major H. K. White, Mrs. White, and Surgeon F. A. Hessler as passengers.

Stevedoring was the chief occupation of the Yosemite's crew for the next several weeks. Stores were taken on shore from that ship for Agana. Large working parties were then sent to the Brutus in order to discharge its stores and some of its coal before its departure on a trip. Orders for the detachment of the Yosemite for duty as station ship at Cavite were on the way to Guam when the hurricane of November 1900 struck.

As the breezes that followed some showers developed into a gale on November 13, 1900, the ship got ready for heavy weather by firing up, closing up the ports, dropping the starboard anchor, and putting below all movable objects. After a lighter full of coal was taken to shallow water, the cutters were hoisted on board. The steam launch could not be taken on board and was sent to tie up to the lighter, but it and the crew was lost in making the attempt. In the middle of the day a hurricane wind from the north hit the ship; its anchors failed to hold and it was driven onto the reef west of Sumay, tearing a hole in the forward bottom through which water began to pour. An attempt to get a line ashore during a brief lull in the storm by means of a gig life boat failed. A 6-pounder was then used to fire a line ashore, but this also failed. The wind, shifting to the east, drove the ship over the Calalan Bank then covered by high water and out to sea, and, as the crew under the command of Lt. Bion Boyd Bierer valiantly struggled to keep the vessel afloat, it was driven farther to the northwest. The 14th was passed in a continued battle with the elements; the hatches were covered; the carpenter's gang shored up the berth deck with lumber from cargo; and the rest of the crew pumped and baled water. The rudder post having been carried away on the preceding day, an attempt was made to launch a jury rudder, but it fouled the propeller and was lost. Its situation practically hopeless, the ship fired rockets and Very signals, bringing to its aid on the afternoon of the 15th the collier Justin, which having survived the hurricane, had been sent out to look for her. A pair of manila and then a pair of steel hawsers were used in an effort to tow the disabled Yosemite, but all lines parted and it was decided by all officers to abandon the ship since it was in a sinking condition. The ship's personnel and records were transferred on the evening of the same day to the Justin. On the morning of the 16th three tons of silver, such stores and personal effects as could be reached were salvaged. Shortly after opening



U. S. S. BRUTUS, COLLIER STATIONED AT GUAM

the valves of the Yosemite, it sank bow first at 2:45 P.M.; it would have gone down without any help. No blame was attached to the personnel of the ship for its loss, and a Navy Department General Order was issued on February 18, 1901 commending the courage and determination displayed by its officers and men.

When the crew of the Yosemite reached San Luis d'Apra on November 17, 1900, Lieutenants Bierer and Moritz left for Agana to report to the governor on the wrecking of their ship, accompanied by Capt. W. K. Scott of the Justin. On the same day sixty-nine of the crew and ten marines were transferred to the marine barracks at Agana, to which on the next day went forty-nine other sailors and sixteen more marines, and on the latter day twenty men were assigned to the Justin. At the end of the month some of the men and officers took passage on the Solace for Cavite; others including Lieutenants Bierer and Moritz were assigned to the Brutus.

A collier, according to the intention of the Navy Department, was to be kept stationed at the port of San Luis d'Apra until a coaling station could be established on shore. After its departure from that port on February 1, 1899, the Brutus visited Honolulu, San Francisco, Mare Island, San Francisco, Samoa, Honolulu, and reached Guam from the last place on August 13, remaining there as a collier under Lieutenant Cottman. By the use of native laborers from Piti and Sumay, the Brutus was coaled from the Nanshan before the latter's departure for the Philippines. During that fall the Brutus itself furnished coal to the U.S.S. Solace, the U.S. Army hospital ship Relief, and the U.S.S. Nero, which in the first part of November took 1200 tons leaving 1700 on the Brutus. At the end of August 1899, members of the crew of the collier began going ashore to work on the ship's farm on which buildings were soon built to house a couple of men and chickens. How this agricultural venture came out has not been ascertained. Pursuant to orders of the department transmitted through Rear Admiral J. C. Watson, commander-in-chief of the Asiatic Station, Lieutenant Cottman, Lt. Glennie Tarbox, Lt. H. G. Leopold, Lt. N. A. McCully, Ensign D. M. Wood, and Assistant Paymaster C. W. Penrose were detached from the Brutus on October 20 and proceeded two days later on the Relief to Cavite to report to Watson. Another passenger on this ship was a lieutenant of marines; he was a victim of melancholia and jumped overboard during the voyage. The command of the Brutus was transferred at this time to Capt. G. E. Ide of the Yosemite and the officers in charge of the different departments of the latter ship took charge of the same departments on the former one. The Brutus was placed out of commission on October 24, 1899.

She was placed in commission again on December 24, 1899 under the command of Lt. Comdr. Clifford J. Boush in order to tow the disabled U.S.A.T. Victoria to Manila with a cargo of supplies which Governor Leary felt would be needed for the army's winter campaign. From Manila the collier steamed on January 9 to Nagasaki, Japan where work was done on it in a dock yard. On February 16, a week after its return to Guam, the Brutus was again decommissioned to resume its old function of coal hulk, a capacity in which it shortly received a large quantity of mixed Pochontas and Cardiff coal from the Scindia, which also supplied the Yosemite and the U.S. Fish Commission steamer Albatross.

From this period until the succeeding fall the life of the Brutus was an unrecorded one, for no log book was kept while it was out of commission. But from other sources it appears that the Brutus almost anticipated the fate of the Yosemite as it was blown upon Luminan Reef in the harbor during a hurricane of May 27-28, 1900, which worked considerable destruction to trees, crops, and buildings on shore although not nearly as much as the more severe storm of the same year. The ship, however, did not suffer serious damage, a subsequent dry-docking showing a number of indentations of from one-half to three and one-half inches deep and a number of loosened rivets in the keel.

The Brutus was ordered to Japan for overhauling and dry-docking in September 1900, leaving under the command of Lieutenant Mayer on the 23rd. The work was done at the same yards of Yokohama and Uraga that had handled the Yosemite earlier in the year, after two weeks at the former place the ship was in the dry dock from October 18 to 22. The board of officers reporting upon the condition of the ship's bottom stated that from its appearance a vessel was not likely to be seriously fouled in the harbor of San Luis d'Apra where the prevalent marine growth was coral. Such fouling as had occurred was slight, and the paint was in fairly good condition, except near the

bilge on the port side and on the keel where the ship had grounded; pitting extended all around the ship near the water line. The composition with which the Yosemite had been painted was used on its bottom, but it was painted on the water line with three coats of boiled oil and white lead colored with minium. Further work was done on the ship at Yokohama, where stores were taken on for the Yosemite, before its departure for Manila on October 26. After receiving coal from the Scindia and commissary stores at Cavite, the Brutus returned to Guam under the command of Lt. William J. Maxwell on December 6, having thus escaped the major hurricane which ended the Yosemite's career.

In compliance with orders from the department the Brutus became at this time the station ship, and its command was assumed on the day of its return by Comdr. Ebenezer S. Prime, who had recently arrived on the Solace. Serving in addition as collier, the Brutus coaled that winter the U.S.S. Newark during its visit there to investigate the damage done by the hurricane and the Solace on its return voyage to the United States. Governor Schroeder was not satisfied with the Brutus and requested that a more suitable ship be provided, but that ship remained. Using Umata as a base, the Brutus in late February and early March 1901 explored the ocean southwest of Guam in an attempt to locate the Galvez Bank, an incorrectly charted shoal dangerous to navigation, to obtain information concerning it for the Hydrographic Office. Numerous soundings were taken but the bank, which is described by the Sailing Directions for the Pacific Islands (1938) as lying fifteen miles from the southwest end of Guam was not located. The warning is given in this publication that care should be observed when in the vicinity of these shoals the positions of which were still uncertain. When the ship returned to Guam, Commander Prime was detached and Governor Schroeder assumed command. Following the transfer of a number of its officers and fifty men to the naval station, the Brutus with Lieutenant Maxwell in command took a final leave on March 28, 1901 on the long voyage westward to the New York Navy Yard where it was decommissioned on August 29.

The collier Justin, which had been purchased during the Spanish-American War, reached Guam on November 6, 1900 with cargo and coal and remained there after the loss of the Yosemite until the return of the Brutus, leaving on December 8 for Manila. Manned by a civilian crew captained by William K. Scott, the Justin became station ship and the collier at San Luis d'Apra to which it returned from Cavite on March 17, 1901, after the departure of the Brutus. It brought in a cargo of lumber for reconstruction of destroyed buildings. Besides supplying coal to the Solace on its stops, it trans-shipped stores and supplies from that ship and army transports in order to expedite their sailing. The Justin was absent from August 14 to September 23, 1901 on a trip to Yokohama for stores, and while taking these on it had to discharge 500 tons of heated coal which was generating gas, only half being reshipped. Five days after its return to the island it was off again to Cavite where coal was discharged and to Hong Kong where the ship was overhauled during November and early December. With a load of coal received from the S.S. Matilda at Cavite, the Justin was back at Guam on January 8, 1902. During its absence in October 1901 the collier Pompey had brought coal to the station. Among the stores it landed were hay and oats, indicating perhaps a lack of satisfactory fodder on the island. In April a voyage was made to Nagasaki and Yokohama for stores, and in September to Cavite to cable news of the earthquake to the department and for coal, lumber, and stores, and in November to Yokohama and Uraga for overhauling and dry-docking. It remained continuously at Guam from November 28, 1902 until it was detached in March 1903, following the arrival of the U.S.S. Supply.

Not long after the detachment of the Brutus, Governor Schroeder in May 1901 wrote the Assistant Secretary requesting a station ship because occasions would arise for sending a vessel to Yokohama or Manila, when it would be imprudent to send the collier, as some ship might arrive short of coal. He was informed by the department that the Supply, another acquisition of the Spanish-American War, was being fitted out for the station ship at Guam, and again at the end of the year 1901, the governor was told that this ship was still being repaired at the New York Navy Yard and would be completed by the end of the winter. Yet the Supply was not commissioned until August 1, 1902 and did not sail for nearly three months more, carrying as its commanding officer Comdr. William E. Sewell, who was to succeed Schroeder as governor of Guam. After it finally reached there in January 1903, the Supply remained for many years as station ship.

CHAPTER VII

NAVAL STATION

Coincident with the inauguration of the naval government of Guam, there was established at Agana a naval station, whose activities were closely connected with those of the island government, for the governor had charge of the naval station and some of its officers also served as officials of the island government. The naval station was a military garrison instituted for the protection of the island from outside foes and not to police the island itself because for the latter job there already existed the insular artillery, which was continued in operation and authority.

The first detachment of marines consisting of thirteen privates, a first sergeant, a sergeant, a corporal, and a fifer under the command of Capt. Clarence L. A. Ingate went ashore with their bags and hammocks at Piti on August 22, 1899 and marched to Agana where they lived in tents. This force was followed on the 31st by a body of thirty marines under Lt. Robert E. Carmody, and on September 11 the rest of the battalion and the remaining officers, Major Allen C. Kelton, Capt. John H. Russell, and Lt. Henry W. Carpenter left the Yosemite, after being delayed pending the preparation of accommodations at the capital. Like the former Spanish garrison, the marines became stationed at Agana and being more numerous had to be quartered in buildings formerly used as offices, in the College of San Juan de Letran recently built from funds supplied from the ancient donation of Maria Ana of Austria, as well as in the former barracks. Until he was invited by Governor Leary to move into the Palace with him, Major Kelton lived with Lieutenant Safford in his dwelling on the plaza. In his earliest report home on August 28, Governor Leary asked for another battalion of men and officers as there was much work to be done, but the scarcity of food and the lack of facilities to take care of them caused him to request the postponement of the reinforcement in October, and subsequently the Philippine insurrection absorbed all of the available men of the corps. However, in December 1899 he did receive some additional officers including Lts. Louis M. Gulick, Edwin A. Jonas, James W. Broatch, and William W. Low. The marine battalion comprised in the next month 112 marines, 10 bandsmen, 2 machinists, 6 carpenters, 3 plumbers and fitters, 3 firemen, 1 hospital steward, 1 hospital apprentice, 1 printer, and 1 coal passer, making a total of 140.

For months the marines were kept busy at strenuous labor renovating and repairing the public buildings and installing utilities necessary for the health and comfort of the garrison. The buildings were in a run-down condition, and had to be considerably improved before they were fit for occupancy. The tile roof of the Palace was replaced by one of the corrugated iron, which was better for catching rain water, and the entire building was repaired, painted, and whitewashed; seven other government buildings were given similar treatment. The roads about these buildings were reopened and cleaned, while the plaza was cleared of the trees and converted into a parade ground about which coconut palms were planted. The chief engineer of the Yosemite Lt. H. G. Leopold, undertook early in September the erection of an evaporating plant at the station. Until this could supply safe water for the use of the Palace and the naval station, water evaporated on board the Yosemite was taken by boat to Piti and then by bull cart to Agana, a seven mile journey which often took the native drivers so long that the day's supply did not reach Agana until the afternoon, sometimes to the distress of the marines. An early project was a sewer trench leading from the Palace and the marine barracks to the sea; the arduous labor involved in digging this trench resulted in what amounted to a mutiny among the marines, who felt that natives should have been employed for the job. As the marines were not given time in which to become acclimated before being required to tackle this work in the hot sun, some of them became sick. But it probably appeared necessary to their officers, for to have delayed the completion of sanitary improvements would have increased the danger from typhoid fever and other diseases to which the men began to succumb in the early autumn. Handicapped by the lack of material and tools, retarded by the difficulty of transporting things from the ship to the station, and lumber and lime on shore, and hindered by the detachment of a number of officers who had been on the Brutus, slow progress was made in the rehabilitation of the station. Towards the end of the year, however, with the assistance of native laborers the buildings were repaired, the sewerage system completed, and the evaporating plant was in operation. Completion of a flushing system constructed in connection with the sewer was delayed by breaks in the piping caused by earthquakes. A careful inspection was maintained of latrines in other buildings in the station,

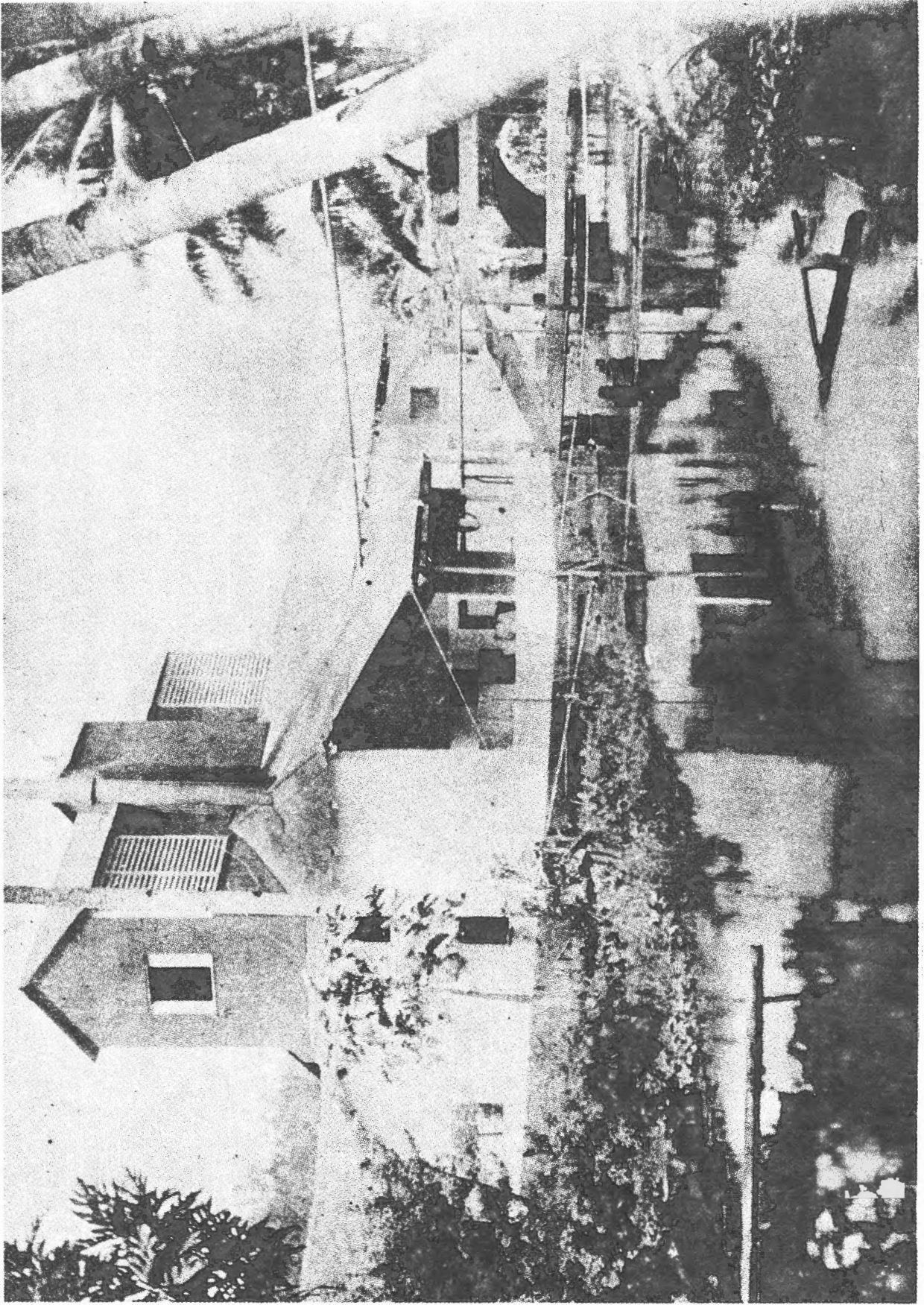
such as the hospital and officers' residences, and the government buildings, which were not connected with the sewer. To provide sufficient gravity for the distribution of the distilled water from the evaporating plant to the Palace and the marine barracks, the tank was removed from the azotea of the Palace and raised on a tower built of hardwood 20 feet high to serve as a reservoir. Other things needed, reported the governor in asking for the material, were a sawmill, an ice plant, piping for a general water supply system, and tools to work with. In addition to these manifold labors the marines had planted a six acre farm, but American vegetables did not thrive there.

The year 1900 came but it brought no cessation of labor. The erection of a sawmill early in the year permitted native hardwood to be sawed up for building purposes. The construction of a redwood machine shop at the end of the year ended the dependence of the garrison upon the station ship's shop and made operations more efficient because of the greater convenience. A water wheel and pump were constructed in order that river water could be used in flushing the sewers. New boilers unloaded from the Scindia in February were connected with the evaporating plant. Another boiler received on that ship was for a refrigerating plant, which had been shipped on the Indra to Manila. By March a telephone system, which the governor had purchased in Singapore, was in successful operation between Piti and Agana. The improvement of the road between these places was under way not long afterwards. For the fiscal year 1900 the Bureau of Yards and Docks, which had cognizance of the station buildings at Guam, as at other naval establishments, reported an expenditure of \$10,787.33.

Ordered to Agana to minister to the marines and the natives, Assistant Surgeon Alfred G. Grunwell soon had a hospital in operation in the former Spanish storehouse. And the hospital soon had patients, for an epidemic of typhoid fever appeared among the marines in September. They were cautioned repeatedly to use only distilled water, but except by confining them to barracks or on board ship it was impossible to prevent them from getting impure water in some form or other. By the middle of November there were fourteen cases of the fever in the hospital, and the epidemic worsened before it improved. In a naval hospital converted from a leased building near the plaza there were twenty-eight fever victims in January. Captain Ingate had died in the preceding month as a result of a surgical operation. To prevent the spread of infection, General Order No. 14 of February 3, 1900 subjected to quarantine all persons attached to the command apprehended after living with natives and thereby running the risk of acquiring the fever. Of the total of 150 men in the battalion, fifty-four were on the sick list in March, including eighteen cases of typhoid and twenty of diarrhea. By the following summer the men were much improved, having developed an immunity to typhoid. During the first year six marines died from this disease out of a total of fifty-two cases; there were besides twenty-one cases of dysentery, 112 cases of diarrhea, and various inflammatory intestinal ailments. Although typhoid fever had disappeared from the command by August 1900, the unsanitary conditions that produced it still existed, constituting a danger to new personnel.

The ordinary garrison routine of drills, target practice, instruction, inspections, etc. were suspended during the months in which the marines were engaged in making the station habitable and sanitary. But the living and the health conditions having improved, Major Kelton, on March 19, 1900, began a routine of which the timing was influenced by the experiences of the battalion on the island. Believing that it would be dangerous to the health of the men to have them engage in vigorous drills during the hot part of the day from 9 A.M. to 3:30 P.M., the major got the men up at 5, worked them from 6 until 9, and after allowing them to lay off until 2:30, then assembled them for afternoon police, supplying water, unloading stores, and interior work needing attention until 3:30; drills followed by a parade lasted from 4:10 to 5:10. The native workmen being used to the climate were worked an hour longer in the morning and an hour and a half longer in the afternoon, stopping at 5. Because of the epidemic of grippe (catarrh) which began in November 1900, all drills had to be suspended for seven months. A garrison routine with regular drills was reestablished in June 1901 by which time the station had been pretty well reconstructed and its health improved.

The marine battalion was not replaced until after more than a year of service on Guam. Kelton, now a lieutenant colonel, was relieved in September 1900 by Major Harry K. White and



7 Ice Plant Building

ICE PLANT BUILDING, GUAM

left on the Brutus on September 17. White remained on the island until the arrival of Major Paul St. C. Murphy in April 1902. The U.S.S. General Alava brought in on November 25, 1900 from Cavite a battalion of 92 marines under Capt. M.J. Shaw to relieve a portion (75) of the garrison which was transferred to Cavite, thus allowing much of the old garrison to escape the discouraging task of having to rebuild and repair the structures they had already labored on. The Solace came in two days later bringing seventeen men, relieving that number from the garrison, and taking away the Yosemite's marine guard. The arrival of fifty more marines on the U.S.A.T. Hancock in January 1901 produced congestion because one of the barracks damaged in the hurricane was still without a roof. At the end of the year the strength of the garrison was 152, there being twenty-five vacancies as a result of discharges, dismissals, and medical surveys. As opportunity presented small detachments of men were relieved from Guam, when Major Murphy arrived on the U.S.A.T. Sheridan in April 1902, twenty-five enlisted men came with him.

The naval station was considered to comprise the naval establishments at Agana, Piti, and the station ship, according to naval station order no. 1 of December 12, 1900. The commanding officer of the marine barracks also served as the chief of public works of the island government and had charge of transportation. The men assigned to work permanently in the different departments of the naval station, such as yards and docks, steam engineering, medicine and surgery, and supplies and accounts, were known as "inside" men. The departments were independent and each had control of a building under the cognizance of the bureau which it represented. Other men were known as "outside" men and had their work planned by the chief of public works. A department of equipment was added to those already in existence by an order of June 6, 1901. The pay officer began functioning on the next day as general store keeper of the station. When the office of chief of public works was vested in the head of the department of yards and docks of the naval station, on July 1, 1901, it was directed that the distinction between inside and outside men was abolished and the latter were placed under the department of yards and docks. It was announced at this time that the enlisted men would be replaced gradually by civil employees, thus bringing the station into accord with the practice in the United States. There was added to the station in May 1902, a department of construction and repair, whose function it was to repair the station craft, the station ship, and visiting United States vessels.

By an act of Congress of March 3, 1901, passed upon the recommendation of the Navy Department, officers of the Navy and officers and enlisted men of the Marine Corps detailed to duty on shore in Alaska, the Philippines, Guam and elsewhere beyond the continental limits of the United States were to be considered to have been detailed for "shore duty beyond seas" and were to receive such additional pay as might be provided by law for service in island possessions. This brought the marines serving on Guam within the provisions of the act of May 26, 1900, which provided ten per cent additional pay for officers and twenty per cent for men. This earlier act had failed to include Guam and China, omissions partly rectified by the act of March 3, 1901. Service abroad entailed more hardship than duty within the United States.

The facilities of the naval station were further improved during Governor Schroeder's administration. The ice plant brought on the Yosemite from Manila, where it had been exposed to the weather for a long time, was erected under the superintendence of Lt. Albert Moritz in a rented building on the banks of the Mattajanong River in the neighborhood of the water wheel, sawmill, machine shop, and distilling plant. A "house cooling" was held for the opening of the ice plant on October 1 with music and speeches, but the natives were not enthusiastic about the ice cream and cold drinks. Producing two tons of ice per day, the plant furnished a regular issue for the Palace, marine barracks, several officers' homes, the hospital, and for natives when prescribed by the surgeons. It also supplied a cold storage room large enough to preserve a supply of fresh meat for several months, furnished considerable drinking water, and power for the flushing system, the sawmill, and the carpenters' shop. Another improvement accomplished under the direction of Major White was the remodelling of a building known as "Filipino Hall" into a large, airy mess hall to replace the crowded, stuffy one which had been in use.

Upon several occasions Governor Schroeder urged upon the department the necessity for furnishing funds with which to install a water supply system for the Agana district in order to obviate the danger of another outbreak of typhoid, but it was a pretty costly project and the money was never forthcoming. In August 1900 he recommended damming the Masso River back of Piti to form

a reservoir from which water could be piped to the capital. A year subsequently he changed the site for proposed dam to the Pigo River, which entered the sea a mile and a half west of the Palace. The topographical survey of the island had been completed by Civil Engineer L. M. Cox by the summer of 1902, and the governor accepted his recommendation that the dam should be built in a gorge of the Fonte River about three miles southwest of Agana. The estimated cost was \$32,000 for the whole system.

The improvements effected and the expenses of reconstruction necessitated by the damages done by the hurricane caused the expenditures of the Bureau of Yards and Docks for the naval station at Guam to be much heavier for the fiscal year 1901, as follows:

repairs and preservation	10,419.67
maintenance	17,199.54
contingent	2,899.30
emergency fund	18,774.78
	<u>49,293.09</u>

The expenditures from the emergency fund included \$5,816.30 for the ice plant, \$4,593.72 for a steam cutter, and other considerable sums for the sawmill, windmill, lighter, teams, furniture, etc. All of the expenditures were met from the emergency fund or from the bureau's general appropriations as no works of improvement had been specifically appropriated for by Congress.

The expenditures of the Bureau of Yards and Docks were even heavier for the fiscal year 1902 because of the extensive damage wrought by the earthquake of September 22, 1902, distributed as follows:

repairs and preservation	14,561.69
maintenance	27,099.01
contingent	14,660.90
	<u>56,321.60</u>

Over \$11,000 of this amount was used to repair earthquake damages.

The buildings in existence at Guam and their cognizance are shown in the following order of May 31, 1902.

AGANA.

NO.	DESIGNATION OF BUILDING	UNDER CONTROL OF
1	Government House, (Commandant's Quarters)	Bureau Y. & D.
2	Marine Barrack and Quartermaster's Storehouse	Marine Corps.
3	Mess Room and Kitchen	Marine Corps.
4	Marine Barrack and Recreation Hall.	Marine Corps.
5	General Storekeeper's Warehouse	Bureau S. & A.
7	Ice Plant Building	Bureau Y. & D.
8	Saw Mill Building	Bureau Y. & D.
9	Machine Shop	Bureau S. E.
10	Distilling Plant Building	Bureau Y. & D.
11	Sick Quarters	Bureau M. & S.
	Quarters of Commanding Officer of Marines	Marine Corps.
	and Stand	Bureau Y. & D.
	Amule Shed	Bureau Y. & D.
15	Tool House of Yards and Docks	Bureau Y. & D.
16	Forage Shed	Bureau S. & A.
17	Oil Shed	Bureau S. & A.
18	Officers' Quarters	Bureau Y. & D.
19	Meteorological Station	Bureau Equip.

PITI.

100	Boat Wharf	Bureau Y. & D.
101	Boat Shed (Governor's Barge)	Bureau Y. & D.
102	General Storekeeper's Warehouse	Bureau S. & A.
103	Coal Shed	Bureau Equip.
104	Officers' Quarters	Bureau Y. & D.

PRESIDIO OF ASAN.

200	Officers' Quarters	Marine Corps.
	Marine Barrack	Marine Corps.
202	Filipino Prisoners' Commissary Building	Office Sec'y Navy.
203	Filipino Prisoners' Barrack	Office Sec'y Navy.
204	Guard House	Marine Corps.
205	Stable	Marine Corps.
206	Barn	Marine Corps.
207	Filipino Prisoners' Sterilizing Shed	Office Sec'y Navy.
208	Officers' Kitchen	Marine Corps.
209	Filipino Prisoners' Hospital	Office Sec'y Navy.
210	Bath House	Marine Corps.
211	Dispensary	Bureau M. & S.
212	Guard House Washroom	Marine Corps.
213	Police Sergeant's Storeroom	Marine Corps.
214	Wagon House	Marine Corps.

The transportation of stores from the landing at Piti to Agana and Asan involved much labor on the part of the marines, whose regular task this became. During the fiscal year 1902, the quantities handled amounted to about 450 wagonloads and 4,000 cartloads and included 600 tons of coal which had to be transferred in bags. In addition a great deal of local transportation was necessary at the naval station in connection with the issue, shifting, and restowage of supplies, lumber, building materials, etc. Ambulance and wagon mule teams were run daily between Agana and Asan and Piti, transporting man and stores. A wooden mule shed was completed in June 1901, and a forage shed of stone undertaken.

A number of other buildings were erected at Agana during these early years as part of the program of the department to make a livable station. The completion of the sawmill in August 1901 facilitated further construction since hitherto lumber had been sawed by hand only on the island. A wooden officers' quarters with a galvanized iron roof was finished in the next month, as was a boiler house of the same construction, and a coal shed. When repairs to the signal station on the hill near Agana were completed in 1902, instruments were installed and a meteorological station opened, three privates being detailed to take observations. The facilities at the station were pretty well rounded out in August 1902 by the completion of a blacksmith shop. The buildings at Guam were valued at \$50,000 on June 30, 1901.

Public works were also constructed at Piti to carry on the much more limited activities there. A wooden wharf and a coal shed were completed in May 1901, and later a boat shed, general storekeeper's warehouse, and seamen's quarters. Here as well the station presumably had the two stone buildings taken over from the Spanish.

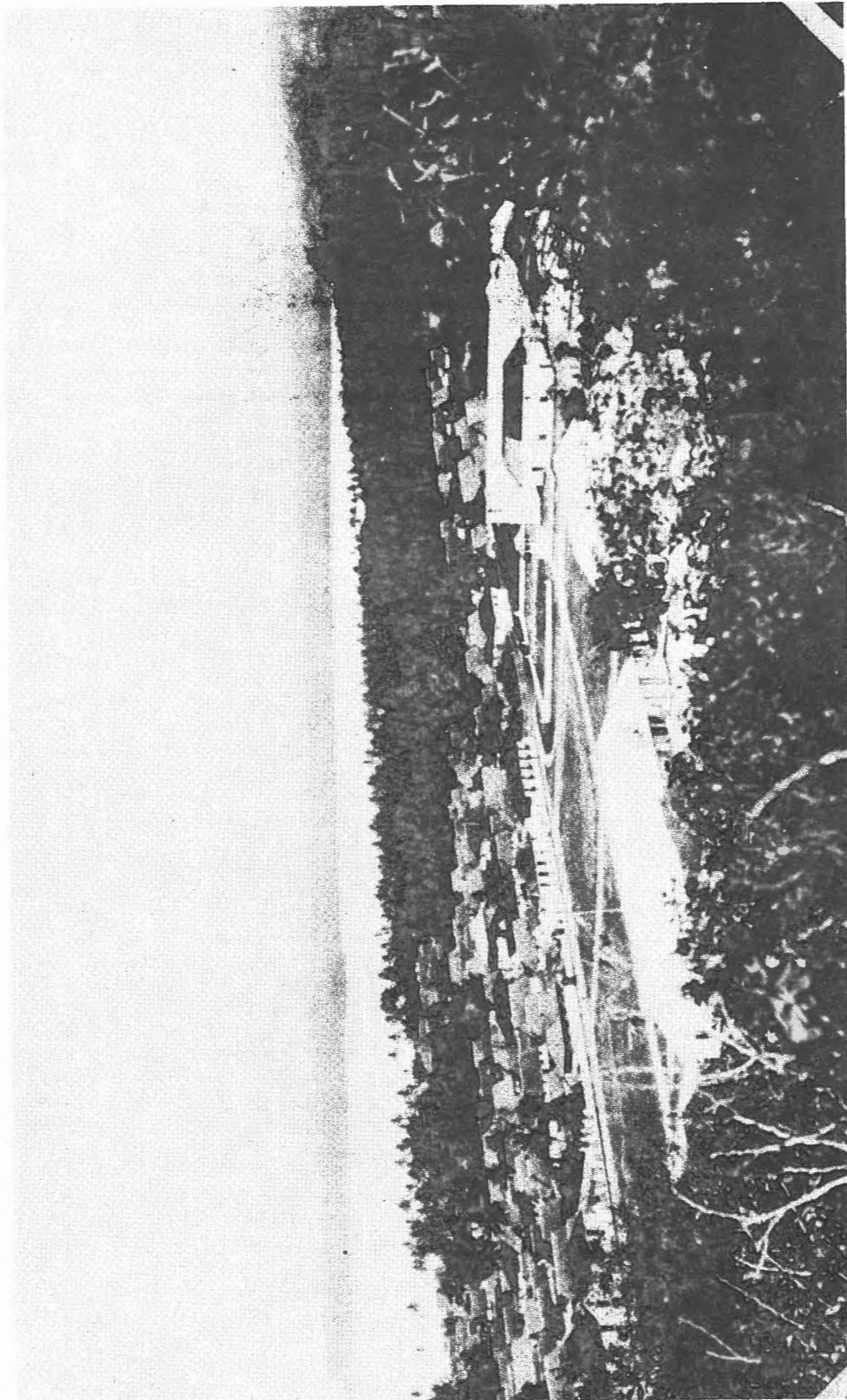
Although fewer deaths occurred, the health of the command was not good during the fiscal year 1901. In the average complement of 158 officers and men there were twenty-eight cases of typhoid fever, forty of dysentery, and fifty-two of diarrhea; two of the typhoid cases proved fatal. Owing to changes in personnel the cases of epidemic catarrh exceeded the number of persons in the garrison; this disease left its victims in a debilitated condition. The health of the men stationed at Piti, Asan, and on board the station ship was much better than that of the garrison at Agana. Both the governor and the surgeons regarded the year's experience as a further demonstration of the

unhealthfulness of the capital, which was located on contaminated soil and too close to a large swamp. Some use appears to have been made of the presidio at Asan and of the signal station behind the Palace as sanitariums for the convalescent. In August 1901 seventeen invalids accompanied by Assistant Surgeon Furlong were transferred in the Justin to Yokohama where since 1872 the Navy had maintained a hospital which had long been our only naval medical hospital in the Far East. At this time the health cruises which later developed into a regular custom were initiated, for Governor Schroeder in addition to the sick men sent on the Justin a smaller number of other enlisted men who were run down for the benefit of the change of air and scene.

In this isolated station the provision of means of recreation was considered important, and measures were taken to furnish it. The men were permitted to use the parade ground for baseball and other sports. A band stand of bamboo was completed on the parade ground in June 1901, furnishing a place where the small band attached to the station could play in the wet season. A library that had been provided by the Bureau of Equipment for the station ship, was so far away that another one was necessary for the station at Agana. After unsuccessful efforts had been made by Governor Leary to obtain a library from the Navy Department, some 1200 books were collected by donation in the United States and sent to Guam where they were shelved in a library and reading room opened in September 1901, in a corner of one of the barracks. A recreation room offered billiards and other games, and the profits derived from them and funds allotted for the improvement of the mess were used for the purchase of gymnasium and athletic apparatus. By 1902 material for a bowling alley had been acquired, and only awaited labor for its installation. Recreational facilities were also afforded at the Presidio of Asan. Yet in the opinion of Governor Schroeder the life of the garrison was very trying in that remote station at which he believed that men should not be kept longer than a year. To enliven the garrison and make its meals more cheerful and wholesome, the governor favored suspending the Navy Regulations so as to permit the use of beer, which in ordinary places was obtainable at saloons and the use of which would lessen the drinking of La Tuba, but this recommendation seems not to have been adopted.

A branch of the naval station, the Presidio of Asan, was established in 1901 as a prison camp for exiled Filipino insurrectionists. In the course of the insurrection against the American government in the Philippine Islands, Apolinario Mabini, the secretary of General Emilio Aguinaldo, leader of the insurrection, and other prominent civilian insurrectionists were captured. While held as a prisoner in the Philippines, Mabini was found to be corresponding with the insurgents, so the War Department arranged with the Navy Department to ship him and other captives to Guam where they would be out of touch with the Philippines. When thirty-two insurgents with fifteen servants were disembarked from the Rosecrans on January 25, 1901 and eleven more on the 31st from the Solace, the island government had to take immediate steps to house them. A government reservation formerly occupied by the Spanish leper colony at Asan on the road between Agana and Piti was decided upon and after being burned over became the exiles' home. It was named the Presidio of Asan on February 11 and was under the command of Major H. B. Orwig, 37th Infantry, U.S. Army, to whom were assigned for guard duty two officers and fifty-three men of the Marine Corps stationed on the island. The marine detachment was frequently changed in order to give the garrison the benefit of the change. Buildings constructed there included a storehouse, a building for the prisoners, barracks, stables, and officers' quarters. Upon learning of this arrangement the commandant of the Marine Corps protested to the Navy Department, so the army officer was relieved on May 19 and the command given to a marine officer, who was detailed there from Agana for short periods. Following the issuance of an amnesty proclamation by President Roosevelt on July 7, 1902, orders were sent to Governor Schroeder on the 26th to release the Filipino prisoners. All of them except Mabini and General Ricarte, who refused to take the oath of allegiance, were embarked on the Sheridan on September 21 and transported to the Philippines. Schroeder was informed in January 1903 that any persons who had not taken the oath could be allowed to leave provided they did not go to the Philippines where they would not be allowed to land. The Presidio of Asan was closed as a separate marine post on February 16, 1901.

Although relations between the enlisted men attached to the station and the natives were friendly on the whole, there was enough disorderly conduct to require the establishment of a military commission. By order of the governor a seaman attached to the Yosemite, who was accused by a citizen of Agana of insulting his wife while in a state of intoxication, was tried by a military commission at the end of September 1899 found guilty, sentenced to five days imprisonment in the



AGAÑA FROM SIGNAL STATION ON MESA, C. 1900

jail at Agana, and fined twenty pesos and costs amounting to three pesos. The governor reported that he was led to create the military commission because of the scarcity of competent persons among the natives to perform judicial duty, their ignorance of the English language, and their desire to avoid complications with the marines. The military commission was to try natives as well as Americans, but what little it did was probably concerned mainly, if not entirely, with the latter. Lieutenant Safford acted as president of this body and Lieutenant Carmody as recorder; few or no records seem to have been kept, however, for in 1903 Governor Sewell could find none.

Further disorder resulted in the creation of a criminal court. An officers' dinner party was interrupted on the evening of January 1, 1900 by a man who reported that the captain of the neighboring village of Aniguak had been assaulted by some marines. This man had incurred the animosity of a number of the less law abiding among the marines by arresting a drunken and disorderly marine that day and bringing him into Agana with his hands tied behind him. In the evening this local official had been set upon in his sister's house in Agana, but when this had been broken into by the mob he had escaped into the woods via the roof. The result of this affair was the decision by the governor to have cases between enlisted men and natives tried by a civil court instead of by court martial. Lieutenant Safford was appointed, accordingly, judge of the criminal court of the island of Guam, on January 8, 1900, in addition to his other duties. Since the island was a naval station, the lieutenant did not see why offenses committed by enlisted men could not be tried by courts martial, but it was a small concession at best on the part of the governor. Not long afterwards a native whose house had been entered at night by two marines made a complaint, which became known to the culprits who seized him on the following evening when he was returning home and threw him into a bed of lilies. The native thereupon appealed for protection to Lieutenant Safford, who records that the trouble had resulted from the practice followed by the native's wife and sister-in-law of entertaining marines at night while the former's husband was off in the country foraging for chickens and other provisions for the officers' mess. In consequence the governor felt it necessary on January 19 to issue General Order No. 11 in which he reminded the garrison that it was the government's duty to protect the rights and privileges of the residents of Guam who "are not 'damned dagoes,' nor 'niggers,' but they are law abiding, respectful human beings..." as much entitled to courtesy, protection, and respect as Americans at home. He called upon the honorable and self-respecting portion of the command to suppress lawless acts on the part of others.

Governor Schroeder also had trouble with enlisted men. The barracks at Agana in which these men lived were detached buildings without an enclosure, so that surveillance was not practicable. The men were granted an unusual amount of liberty and privileges, being allowed to come and go as they wished when not on duty. Too much freedom appears to have been their undoing. A general condition of license among the men while on liberty became known to the governor through the theft of a barrel of whiskey from the hospital and clothing and money from an enlisted man. Finding that marines had been guilty of terrorism, theft, gambling, and drunkenness, the governor in an order of May 5, 1901 required all enlisted men to live in the barracks without liberty after taps, and urged the honorable men in the command to expose the guilty ones. Although this order contained some unfortunate lines, which the "honorable men" of the station might well have taken exception to, and which in fact the commandant of the Marine Corps did protest about in their behalf, it did result in the discovery of evidence leading to the arrest, trial, and conviction of the marines who had taken the private property. The sentences of four to six years given the three culprits turned out to be an embarrassment for the island government which had to support them. The identities of the men who had stolen the whiskey were not disclosed by their fellows, some of whom joined in in a wilful demonstration against the authority of the governor. When forty-five marines absented themselves after taps on May 19, the governor had general assembly called and sent out detachments under officers to bring in the missing men. But when the same performance occurred on the two succeeding nights, the governor gave them plenty of rope. The straggling then ceased except on the part of twenty-five hard characters. The men participating in these instances of deliberate insubordination were tried by summary court martial and the less flagrant cases given appropriate punishments. In the cases of fourteen marines, who were found guilty of more serious offenses, including leaving guard, obscene and blasphemous language, disorderly conduct while under arrest, disobedience of orders, resisting arrest, deserting post as sentry over prisoners and allowing prisoners to escape, and breaking arrest, it was decided that general courts martial were necessary. The governor sought to obtain authority to convene these courts himself, in order to escape mortification, maintain order, and check lawlessness, but the department

decided that he did not possess the qualifications stipulated by the regulations. He reported late in the following year that the necessity of having general courts martial ordered in Washington worked hardships upon both men and officers of the station as it required the retention of men during the period that permission was being obtained.

The survey of the harbor of San Luis d'Apra and its vicinity, which the Bennington had undertaken pursuant to the orders of December 1898 but left incomplete, was resumed by a board of officers appointed by Governor Leary on August 17, 1899. These instructions directed Lts. John E. Craven, Francis Boughter, A. Bainbridge Hoff, and Louis M. Nulton, and Surgeon Philip Leach to examine into and report upon a site for a coaling station in the harbor, giving careful consideration to the sites off the western end of Cabras Island and off Fort San Luis suggested by the Bureau of Equipment and to any other sites offering advantages. Prosecuted with vigor for several months by parties from both the Yosemite and the Brutus, the survey produced a report dated January 14, 1900.

The board favored a site on the southern side of Cabras Island where ships could lie at docks in all weather and which was well protected from attack from the sea by high bluffs on the northern side of the island. The shore at this point afforded good sites for coal sheds and store houses adjacent to the dock. The station could be connected with the main island by a road and a bridge, and water could be piped to it from a reservoir made by damming the Masso River, which would supply water suitable for drinking and industrial uses. Residences and administration buildings could be built on the eastern end of the island on an elevated plateau. But to make the location chosen for the dock usable by ships, a basin would have to be dredged. The site off Fort San Luis on Orote Peninsula was regarded as impractical because of its exposure to the ocean swell and its vulnerability to hostile attack from the sea, and because no water was available on the peninsula. The other side proposed by the Bureau of Equipment off the western end of Cabras Island had the disadvantage of being exposed to the ocean unless a breakwater were constructed along Luminan Reef and Calalan Bank to Spanish Rocks, and the end of the island was not suitable for building purposes. Approved by Captain Ide of the Yosemite and Governor Leary, the report was forwarded to the Assistant Secretary of the Navy, Charles H. Allen by whom it was referred in March 1900 to the Bureau of Equipment. In returning the report two months later, the chief of that bureau, Rear Admiral Royal B. Bradford, declaring that the island of Guam occupied the most important strategic position in the Pacific Ocean, and that its port would undergo a natural development for commercial and naval purposes, recommended the appointment of a commission to visit the island and prepare a complete plan of public works, including a site for the town at the port. The result was an appropriation of \$10,000 by the river and harbor act of June 6, 1900 to enable the Secretary of the Navy to appoint a board to make a survey, plan and estimate for the improvement of the harbor of Guam.

Anticipating departmental approval of the plan to locate a coaling station on Cabras Island, arrangements were made by the government to purchase it. After a survey of the island was made by Pedro Duarte, a conference was held with the owner, Antonio Martinez y Pangelinan, by Governor Leary, Commander Schroeder, and Lieutenant Safford on July 11, 1900, and later that month the purchase was made by Governor Schroeder for \$2,000 (\$946 gold). The money was supplied from the island treasury, which was later reimbursed by the Navy Department. During the summer the crew of the Yosemite cut a road through the forest on the island to the point where it would be connected with the main island by a bridge. Governor Schroeder favored removing the capital and naval station from its unhealthy location at Agaña to the plateau behind Piti and wrote the department of the desirability of having the region examined by a civil engineer. But this was a project which was soon to be handled by the Guam Survey Board.

Under the terms of the act of June 6, 1900, Acting Secretary of the Navy Frank W. Hackett, on September 4, 1900, appointed a board, consisting of Capt. John F. Merry, commandant of the naval station at Honolulu, Maj. John Biddle, Engineer Corps, U. S. Army, and Lt. Albert M. Beecher, U.S.N., to convene in Guam and make surveys and investigations for the improvement of the harbor of San Luis d'Apra, plans for a naval base and coaling depot and for the defenses of the port, and a site for a town. The board met at Guam on November 28, 1900, the day after its arrival there on the Solace. It had expected to live on board the Yosemite and to have considerable assistance from its officers, crew, and equipment, but the loss of that ship in the recent

typhoon made it necessary to erect a building on shore for use as a storehouse, quarters, and drafting room; tents were also put up. The Brutus furnished a steam launch and two men to run the boring machine, and some marines were detailed from the garrison to assist in surveying. The board obtained further help by employing natives for some of the work. During its four months' operations on the island, the board made a triangulation of the harbor, conducted test borings to determine the nature of its bottom, made a contour survey of the surrounding country, ran accurate transverse lines over all of the roads and trails in the vicinity of the harbor, dug test pits near Sumay, sounded the shoals and reefs in the harbor, and located sources of building materials. The board sailed on the Brutus on March 28, 1901 for Manila where, while awaiting transportation home, field notes were plotted and the sheets were reduced to a uniform scale. In a rented office in San Francisco the board worked with the assistance of hired draftsmen preparing the final sheets and drawings for its report, which was submitted to the Navy Department on July 25.

The Guam Survey Board reported in favor of a site on Orote Peninsula south of Sumay for a naval base and coaling depot. Dredging would be necessary both here and at the Cabras Island site, which had been recommended by the board appointed by Governor Leary, but it was estimated that the dredging at Cabras Island would cost \$38,000 more. Sumay offered a more extensive area for commercial purposes, could be more easily expanded, and afforded superior facilities for a commercial town site. It was a healthful location exposed to prevailing winds, and water could be supplied by damming the Paulana River, a branch of the Atantano River, which ran into the head of the bay. For the development of this site, improvements in the harbor, and fortifications, the board proposed the expenditure of nearly \$2,000,000, including \$394,500 for dredging, \$135,000 for water supply and sewerage system, \$423,500 for coal sheds and wharves, \$89,500 for shops and storehouses, \$102,000 for naval office buildings, quarters, barracks, etc., \$525,000 for fortifications and mines, and \$200,000 for military post and roads. Concrete emplacements were recommended for batteries on Orote Peninsula and Cabras Island. The board also presented a plan for a lighthouse. It did not recommend the construction of a breakwater, because it was not necessary for the protection of the sites at Sumay and Cabras Island, because to build it along Luminan Reef and Calalan Bank would have cost nearly \$4,000,000, and because it was uncertain what effect the force of storms would have against it on a narrow bank with deep water so close. The report of the board was a thorough job, but it came to nothing.

The report of the Guam Survey Board was approved by the Assistant Secretary, strongly endorsed by the Bureau of Equipment, concurred in by the General Board, and ordered to be printed by Secretary of the Navy John D. Long in a confidential document. The naval and commerce committees of Congress were given copies of the report; the Senate passed a bill providing \$150,000 for the improvement of the harbor, but the House did not concur. An appropriation of \$40,000 was made, however, for the acquisition of land. But the fine plans of this board were never carried out, and, while Olongapo and Cavite in the the Philippines and Pearl Harbor in Hawaii were developed, Guam continued an insignificant naval station. The work of the board was a contribution to the geography of the island and enabled the Hydrographic Office to publish a new chart.

The German governor of the Marianas showed an unusual interest in Guam in 1902 by coming there on a visit, several years after the transfer of those islands to Germany. Returning to Guam from Saipan to which it had been sent by Governor Schroeder to ascertain whether any assistance could be rendered to earthquake victims, the Justin on September 25, 1902 overtook the becalmed Japanese schooner Chomei Maru and taking off Mr. G. Fritz carried him to Guam. The American officers were attentive to the German, who pursued his ethnological studies by visiting various parts of the island. Schroeder reported this to the department as an unofficial visit. In January 1903 the German gunboat Cormoran spent two days in the port of San Luis d'Apra. The Vice-governor of Saipan died at the naval hospital at Agana on February 6, 1903. Such is the chronicle of American relations with the German Marianas. Capt. J. U. Melander of the American schooner Tulenkun, who had built up a profitable inter-island trade, came to Governor Schroeder in the spring of 1901 with a story of being ordered out of the Cow islands in the Caroline group by the German vice-governor at Ponape. This matter was referred to the United States Department of State, which requested more information.

When Governor Schroeder retired from Guam early in 1903, it was almost five years since the Charleston and her convoy had swooped down upon the unsuspecting Spaniards. During that interval, the major pattern of American occupation had taken form, and naval versatility had turned in a characteristically workmanlike job in assuming the novel burdens and responsibilities of imperialism. Assignment to Guam was not regarded as one of the choicest plums at the disposal of the Bureau of Navigation, but the men told off for the task did their work well. The same was true of the Marines. Guam might be only a dot on the map, "a thousand miles from nowhere"; Congress might be deaf to its modest needs; and yet it enjoyed a distinction shared by few other specks that size - every American schoolchild was made well aware of its existence as part of the new American empire. The more routine story of Guam's next third of a century will be told in a later report of this series.

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General Correspondence File, 1898-1903. In this file use was made of the following file numbers: 4758 Equipment for Guam, 7178 Yosemite, 9351 Guam, 10312 Nanshan, 10825 Coaling station and Guam Survey Board. The most important of these and the most valuable Navy Department file relating to Guam is 9351, which contains the original reports, correspondence, and cables received from the naval officers who visited Guam in 1898 and 1899 and from Governors Leary and Schroeder. It also contains communications addressed by the Assistant Secretary of the Navy, who was in charge in the department of affairs relating to Guam, to the governors and others from the Secretary of the Navy. This material is arranged numerically, and, since the sub-numbers were applied as the correspondence was received, it is essentially a chronological file. All of file 9351 for the period covered in this study was used.

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Diary of Lt. Louis A. Kaiser, U.S.N., Philippine Islands, 1899.

Diary loaned by Capt. L. A. Kaiser, U.S.N., Jamestown, R.I., copied Sept. 1937. 25 p., This diary covers the period during which Lieutenant Kaiser sojourned at Guam, and is somewhat better than an ordinary log book of a naval vessel, such as that of the Nanshan would have been if one were available.

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