A History of the Guam Public Library System
1947-1975

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A HISTORY OF THE
GUAM PUBLIC LIBRARY SYSTEM
1947-1975

by
Mary Sue Caldwell

A Dissertation
Submitted to the
Faculty of The Graduate College
in partial fulfillment
of the
Degree of Doctor of Education

Western Michigan University
Kalamazoo, Michigan
December 1977

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This historical study ascertained that, between the years of 1902 and 1941, there were libraries on Guam which served the local civilian population. Early library development on Guam (prior to 1947) did not seem to have followed the same pattern of development as libraries in the United States. This may have been due, in part, to the individuals responsible for the two library movements on Guam. The Guam Public Library System and its predecessors were established by individuals from the continental United States, where libraries had already undergone a developmental process. Thus, the library on Guam seems to have been imposed rather than allowed to evolve. Since 1949, the Guam Public Library System has gradually grown and developed, which means there have been changes in library materials (books, records, microforms, etc.), facilities, personnel, hours of operation, and financial support. Growth and development were affected by the economical, geographical, political, and sociological factors. These factors were identified and analyzed in the study.

The one major economic factor which most positively affected the growth and development of the Guam Public
Library System was the fiscal appropriation represented by the annual budget. Geographic factors identified in the study as having affected the library growth and development included geographical isolation from the United States mainland and the island's geographically isolated villages. The hot and humid climate of Guam also affected the growth and development of the library system.

The library originally was established as a part of the Department of Education, and this political factor was identified as having negatively influenced the growth and development of the library. Five years later, when the library was established as a separate agency within the Government of Guam, the Guam Public Library System began to grow and develop. A second political factor affecting the growth and development of the library was identified in the fact that the system is governed by a board of directors, appointed by the Governor of Guam with the consent of the Legislature. The name of the Guam Public Library System and its status as a depository for federal government and Guam government documents were also politically derived, as they are both attributed to the Guam Legislature.

Sociological factors which positively influenced the growth and development of the Guam Public Library System included two individuals, identified as Lucile Woelfl and Marion Brown, and three groups: the Los Angeles Times...
Charities, the Assistance League of Southern California, and the United States Navy. Another sociological factor affecting the growth and development of the library was that its services were expanded to meet the needs of the farmers of Guam, blind individuals, inmates of the penitentiary, residents of the juvenile home, hospital patients, and children on Guam. A third sociological factor was identified in the promotional activities, such as social teas, an open house, and an art display, which were held in the library.

Currently the Guam Public Library System operates its program from five permanent library facilities and a bookmobile. The library continues to meet present needs and is planning to meet future needs with an additional branch library in Yona and a new central library in Agana.

This historical study eventuated in some conclusions and recommendations which may benefit those persons charged with planning the future of library services on Guam.
ACKNOWLEDGEMENTS

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Mary Sue Caldwell
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CHAPTER I

THE PROBLEM AND ITS BACKGROUND

This section of the study includes the statement of the problem, the subproblems, the importance of the study, the hypotheses, the definitions of terms, study delimitations, and the organization of the study.

Statement of the Problem

The problem is that a history of the Guam Public Library System should be available, but is not.

Anderson (1973) aptly states:

Although libraries are the careful caretakers of the records of other institutions, many of them have not kept adequate records on their own development. A very few libraries already have published histories and have provided for permanent files on board actions and other current data. But significant interpretations--and nearly all the fascinating sidelights--can be found only in personal recollections. For the gathering of such information, the time is now (p. 324).

Library historiography, "the writing of the history of agencies, people, and movements within or contributing to the development of librarianship; written history of those agencies, people, or movements," (Krzys, 1975, pp. 294-295), can and does play an important role in contemporary thinking. Current and future activities can be a direct result of what has happened in the past.
One of the most cogent thoughts about historical studies is that perhaps their greatest function is to provide an addition to experience (Shafer, 1974). While studies of this nature tend to foster an appreciation of the existence of the past, insight into confrontations with problems similar to our own aid in the "elimination of the supposition that all current problems are uniquely terrible in the history of man" (Shafer, 1974, p. 14).

Shera (in Rawski, 1973) wrote this about history:

From history comes a better understanding of the present as the result of past forces, a true sense of historicity that may eventually take shape in the search for universal laws of philosophical principles that may have prognostic value. . . . Similarly, one may turn to history for a rationale for a desired course of action in the present, and though caution may warn that historical analogy is beset by pitfalls, the argument is convincing. . . . From historical consciousness derives also adaptability to change, an acute realisation [sic] that life has not always been as it is today, and that it will not forever remain as it is at present. Thus one arrives at a proper perspective upon contemporary events, an ability to relate each to its approximate antecedents and to project, at least to some extent, its possible consequences. History properly comprehended enriches and deepens the understanding of contemporary society (p. 55).

Shafer and Shera seem to agree on the fundamental role that recorded history plays with regard to contemporary thinking. This study is an application of the perceived value of historical documentation and its contribution toward facilitating comprehension of the past, perspectives on the present, and insights into the future.
The results of recording and analyzing the history of the Guam Public Library System can and should provide a meaningful contribution toward guiding the future activities of the library.

Consequently, the study focused upon those factors of primary importance which surrounded the development and growth of the Guam Public Library System. Specifically, the factors the study investigated are identified in the subproblems.

The Subproblems

There are five subproblems investigated in this study.

The first subproblem. The first subproblem was to determine the economic factors which were influential in bringing about the availability or nonavailability of resources for library growth and development.

The second subproblem. The second subproblem was the identification of important geographic factors which affected the library development.

The third subproblem. The third subproblem was to identify and analyze the major political factors which influenced library growth and development.

The fourth subproblem. The fourth subproblem was to identify and analyze sociological factors which influenced the library's growth and development.
The fifth subproblem. The fifth subproblem was to provide recommendations for the future development of the Guam Public Library System.

Importance of the Study

A review of existing records and documents revealed that there is a lack of written local history. For example, the Carano and Sanchez (1964) book, which is the only major work written about the history of Guam, contains one single reference to the library. The authors mention the "naval station library" (p. 284) in the context that it served as the living quarters for Guamanian girls who were being trained as teaching assistants during the Japanese rule of Guam. However, the Guam Public Library was not cited in the Carano and Sanchez book. Therefore, this study is an addition to the written local history of Guam since the end result is a book which focuses on a heretofore ignored segment of the history of the development of Guam; specifically, the history of the Guam Public Library System.

Future development of the Guam Public Library System can and should be guided by the results of this research, since a documented, written history will then be available. Not only will a library history be available where none now exists, but recommendations are contained in part of Chapter Five for the future development of the Guam Public
Library. A written library history should assist in the realization of the benefits derived from recorded history. Documentation of the library's history presently does not exist in one individual person or single document which contains all of the data chronicling the library. This research serves to identify existing persons and materials which were instrumental in documenting the historical development of the Guam Public Library System.

Data sources for the study will not be indefinitely available, especially those data which are contained within the memories of key individuals. One person (Simon Sanchez) who was previously identified as being influential in the library's history is now deceased. The task of recording a history of the Guam Public Library System might become increasingly more difficult as the years go by, due to the fact that written reports, board minutes, and other documents pertaining to the library will not be readily available nor well preserved.

To illustrate, the Guam environment presents an unusual and formidable deterrent to the adequate preservation of historical documents. The aftermath of super-typhoon Pamela (May, 1976) serves as a vivid reminder of the damage which can be caused by such disasters. Water flooding from this and past typhoons has been responsible for many lost or partially destroyed documents. Guam's climate, which is hot and humid, has caused a rapid
deterioration of important and valuable documents. While this study is not concerned with preserving historical documents, the success of the study is dependent upon collecting data from the existing documents and those people who were important to the development of the library. Delays increase the potential for data to become either inaccessible or nonexistent. The previously cited examples illustrate the immediate need for the study.

The Hypotheses

The preceding statement of the problem and its importance have formulated the framework for this study. The study is designed to investigate four primary hypotheses which are perceived to be related to the historical development of the Guam Public Library System.

The First Hypothesis

This first hypothesis is that specific economic factors have affected library growth and development on Guam.

The Second Hypothesis

The second hypothesis is that specific geographic factors have affected library growth and development on Guam.
The Third Hypothesis

The third hypothesis is that specific political factors have affected library growth and development on Guam.

The Fourth Hypothesis

The fourth and final hypothesis is that specific sociological factors have affected library growth and development on Guam.

The Definitions of Terms

Through the preceding discussion of the problem and its importance and the presentation of hypotheses, a number of terms have been presented any of which may not have the same meaning for all readers. In order to clarify individuals' perceptions of the terminology, the following definitions are provided and an attempt was made to use the words as defined.

Development

Development is a natural process of growth.

Economic Factors

Economic factors are those actions of production, distribution, and consumption which relate to some
individual's or group's material needs.

**Geographic Factors**

Geographic factors are elements of physical surroundings, weather, climate, and the topography.

**Growth**

Growth, as used in this study, is change in library materials (books, records, tapes, microforms, etc.), facilities, personnel, hours of operation, and financial support.

**Guam Public Library System**

The Guam Public Library System is defined as the Nieves M. Flores Memorial Library in Agana, Guam, and the branch libraries in Agat, Barrigada, Dededo, and Merizo, Guam. The currently operating bookmobile is also included as part of the Guam Public Library System.

**Political Factors**

Political factors are elements which guide and influence governmental policy and control.

**Sociological Factors**

Sociological factors are those ingredients which make a society unique: e.g., individuals and groups, and
Delimitations

The study was limited to the history of the Guam Public Library System from 1947, when the United States Naval Government gave the people of Guam the military library—which was the basis for the library as it currently exists, through fiscal year 1975.

Individuals interviewed were limited to those persons currently or formerly associated with the Guam Public Library System, who were residing on Guam at the time this was written. One letter was written to an individual not residing on Guam because she possessed information deemed crucial to the study.

In 1961, by executive order, the Guam Museum was added to the jurisdiction of the territorial librarian. However, in this study the Guam Museum is not included as a part of the Guam Public Library System. The Guam Museum has significance that deserves a separate written history of its own. It formally opened in 1932 (Carano & Sanchez, 1964, p. 243), was destroyed during World War II, and subsequently was re-established in 1954, being then located in a building dating from the late Spanish period.

Organization of the Study

In Chapter I of the study, the problem and its
background have been discussed, including a statement of the problem, the subproblems, a brief rationale for the importance of the study, the hypotheses, the definitions of key terms, and the study delimitations.

A review of information relevant to the study is discussed in Chapter II. This chapter includes a discussion of library development in general, geographical and historical facts about Guam—its economic history, its geographical description, its political history, and its social history.

Chapter III is a discussion of the design of the study which includes a description of the historical method and research procedures utilized—including kinds of data, sources of data, instrument developed, interview techniques, and analysis of data.

The Guam Public Library, the origin of its services, its library development—and the economic effects, geographical effects, political effects, and sociological effects thereon—and present status are discussed in Chapter IV.

Chapter V includes a summary of the study findings and suggested recommendations regarding the Guam Public Library System.
CHAPTER II

REVIEW OF RELEVANT INFORMATION

The review of information relevant to this study includes a brief summary of library development in general and discussions of the geography and history of Guam. The latter section discusses the economic history of Guam, its geographical description, political history, and Guam's social history and how those factors have affected the development of the Guam Public Library System.

The content of this chapter is necessary and essential to the study for several reasons. The relevance and implications of each section to the study are developed within their respective sections; however, an overall rationale consists of the following points:

1. The historical investigation of the development of organizations, political structures, social systems, etc. cannot be conducted in isolation. Specifically, the Guam Public Library System did not develop free from economic, geographic, political, and social forces. To the contrary, the course of its development was continually molded and altered by Guam's location and by impinging social, political, and economic events. To attempt to develop a history of the library without setting the background for its development would place
2. In addition, a thorough understanding of events in the United States is important. The history of the development of the Guam Public Library System takes on new meaning and perspective when viewed from a position of understanding of library development which occurred in the United States.

Library Development in General

The discussion of library development in general is focused upon libraries as they emerged in the United States. The library in the United States developed as a "social agency" rather than a "social institution."

That is, man determined the social goals and shaped the agency rather than the agency shaping man. Shera (1949) makes the distinction that the "social institution" is primary and basic while the "social agency" is secondary and derived.

The one determines the pattern of society, and the other is determined by that pattern. The agency is the instrument of much of its social control. Thus the distinction is more than a matter of degree; it involves a flow of power and authority. In one way or another man determines the social goals that he will seek and shapes the agencies of his group life to achieve those ends (p. v).

In viewing the library, social forces were of paramount importance. This line of thought gave rise to the incorporation of the investigation of the social forces
affecting the development of the Guam Public Library System.

Libraries in New England have been traced to 1629 by Shera (1949) who described the library of the Massachusetts Bay Company which existed at that time. Other libraries which were established during the next several decades were mainly the results of bequests from individuals (Shera, 1949).

In 1730, Benjamin Franklin arranged for the pooling of the private libraries of the members of a debating group formed by Franklin. This "social library" lasted only about a year. Franklin then set about and established a "subscription library." Molz (1974) defines a "subscription library" as a corporation, enlisting a monetary contribution of each shareholder for the purchase of books to be used for communal purposes, and establishing the regulations for their circulation and use" (p. 24).

Franklin procured 50 subscribers of 40 shillings each to begin with and an additional 10 shillings a year for 50 years. Thus, in 1731, the Library Company of Philadelphia was formed, which Franklin claimed "... was the mother of all the North American subscription libraries ... " (Shera, 1949, p. 32).

"Social" and "subscription libraries" flourished in the late eighteenth century and early nineteenth century. Johnson (1965) reported that between 1790 and 1815, an
estimated 500 "social libraries" were organized in New England with an additional 500 organized by 1850. Many of these "social libraries" did not survive for long periods of time; however, a sufficient number did survive so that the average reader was provided with reading matter until 1875.

The improvement of the economic situation of New England caused social change. Improved communication between towns resulted from better roads. Population increased to the point where there was a continuous line of settlement rather than sporadically populated areas. Extension of the postal service served to destroy insulating barriers by facilitating the distribution of private letters as well as printed material. As urban life expanded, education went forward in great strides. Economic improvement also meant that the development of libraries advanced significantly.

... the period of 1825-50 was significant for the beginning of a movement that eventually replaced most of the social libraries with municipally owned institutions that were actually public both in support and patronage (Shera, 1949, p. 74).

"Circulating libraries" followed the "social library" movement. In the beginning, "circulating libraries" were inaugurated as business enterprises, since the owners were in the book lending business to make money. During the eighteenth and nineteenth centuries, "circulating
libraries" flourished as the owners loaned books for a fee.

By providing the types of books readers desired, the "circulating libraries" probably helped delay the appearance of the public library. Books from the "circulating libraries" were available either by paying a fee for each volume borrowed or by paying quarterly, semiannual, or annual dues (Shera, 1949).

In 1803, a library was established by Caleb Bingham for juveniles who were between the ages of nine and sixteen. Shera (1949) reported that the Bingham Library for Youth represented the first instance in which a municipal governing body actively contributed financial assistance to public library service. The townspeople voted money which was to be used to buy books for the Bingham Library.

In 1876, William F. Poole defined "public library." His definition of a public library was:

The "public library" which we are to consider is established by state laws, is supported by local taxation or voluntary gifts, is managed as a public trust, and every citizen of the city or town which maintains it has an equal share in its privileges of reference and circulation (Poole, as reported by Shera, 1949, p. 157).

"The public library is in every sense an institutional descendant of the social library, but in its governmental relationship it represents an innovation" (Shera, 1949, p. 161). Johnson (1965) reported that the establishment of the Boston Public Library, headed by Charles Coffin Jewitt, gave the public library movement a solid
foundation. The public library concept needed the support of a large city. The citizens of Boston accepted the public library concept as something with which the city government ought to be involved.

Philanthropy and community wealth were both contributing economic factors in public library development. Philanthropy bridged the gaps between voluntary associations and tax supported library collections. "The greatest philanthropic contribution to libraries came from the donations of Andrew Carnegie" (Molz, 1974, p. 25). Carnegie's benefactions of more than $40,000,000 aided in the erection of more than 1,600 public library buildings in about 1,400 communities of the United States.

Historical scholarship and the urge to preservation, the power of national and local pride, the growing belief in the importance of universal education, the increasing concern with vocational problems, and the contribution of religion--these aided by economic ability and encouraged by the example of Europe, were the causal factors in the formation of libraries that would be free to all the people (Shera, 1949, p. 243).

The strongest support in the development of public libraries was from those individuals who tended to benefit (paraphrased from Shera, 1949, p. 240). Ditzion (1947) wrote that "... numberless people must have had their own cultural needs in mind when they placed their personal influence behind a local movement or merely performed the act of voting 'yes' on the question of a tax levy"
Both writers seem to agree that personal gain was a strong influencing factor in the development of libraries in the United States. Those individuals who were involved in Guam's library development probably had their own cultural needs in mind when placing their influence behind the library movement on Guam.

As the United States has developed, libraries have also developed. This is attributed, in part, to the impetus of individuals.

We still do not have all the libraries and all the books that we feel we need fully to meet the demands of our current culture, but nevertheless we realize that our culture would not and could not have reached its present level without those libraries that we still consider inadequate (Johnson, 1965, p. 405).

The development of libraries in the United States did not develop free from economic, geographic, political, and social forces, nor did the library on Guam develop free from these forces. On the contrary, library development in the United States and on Guam was affected by appropriations of money, philanthropy, political groups, non-political groups, individuals, etc.

When the history of the Guam Public Library System is viewed from a position of understanding of similar events (library history of the United States), it takes on new meaning and perspective. Therefore, the brief history of library development in the United States has been presented in order to show the similarity to library
development on Guam.

The Guam Public Library System's growth and development has paralleled that of the development of Guam itself. It is perceived that, as the island of Guam developed, there were factors which influenced Guam's development as well as the library's development. The factors which influenced the library's development are perceived to be much the same as those factors which influenced library development in the United States. In other words, it is perceived that economic, geographic, political, and sociological factors affected library development on Guam, just as those factors affected library development in the United States. Chapter Four is a detailed analysis of the effects of those factors on the Guam Public Library System's growth and development. The following sections of the study portray Guam from historical infancy to its current state of development in order to give perspective on the parallel development of the Guam Public Library System.

Geography and History of Guam

In order to fully understand the historical development of the library on Guam, one must be familiar with the island of Guam and its development. Therefore, this section of the study includes a brief economic history of Guam, its geographical description, a political history,
and a social history of Guam. Each section includes a brief rationale for inclusion of that section in the study. The Carano and Sanchez (1964) work was the principal resource used in writing the following sections which describe Guam and its people.

**Economic History**

Since the Guam Public Library System's material needs have influenced its growth and development, it is necessary to have an understanding of Guam's economy. Without sufficient economic resources, the necessary materials, branch libraries, and personnel cannot be adequately supplied. The following section describes Guam economically from its subsistence level during the Spanish administration to the level at which it is currently functioning.

During the Spanish administration of Guam, the government was financed almost entirely by an annual grant of about 20,000 pesos until 1817, when the appropriation was reduced to 8,000 pesos (Thompson, 1947). The Chamorros at this time had a subsistence level, agricultural economy.

The United States Congress, through its appropriations to the Navy, financed the Naval administration of Guam from 1898 until 1950, with the exception of the World War II period from 1941-1944. Since few local
people were employed by the Navy, the Chamorros still
maintained an agricultural economy.

The years following World War II brought about im­
provement in the standard of living for the Chamorros. The economy changed from an agricultural one to an
 economy based upon reconstruction labor and neo­
industrialism. Employment opportunities, especially with
the government, were plentiful. Private business flour­
ished. Construction projects increased as the Navy
began rebuilding Guam (Carano & Sanchez, 1964).

In 1948, about 58 percent of the land area of Guam
was privately owned with the remaining 42 percent owned
by either the federal or local government (Carano &
Sanchez, 1964). Current figures for land ownership were
unavailable. Appendix A is a map which indicates land
which the United States utilizes as military reservations.

Bureau of Labor Statistics for 1973, revealed that
45 percent of Guam's labor force was employed by govern­
ment, both federal and local (p. 32). Government, for the
most part, has been the employer of the largest percentage
of the labor force since World War II.

Guam's revenue is derived from taxes including
business privilege, real property, and income. Income
taxes include those collected by the Government of Guam
from residents of Guam and income taxes collected by the
United States Government from military residents of Guam,
which are returned to the Government of Guam.

Additional revenue is derived from licenses and permits, fines, immigration fees, other types of fees, and federal grants-in-aid. The revenue is appropriated by the legislature to the various agencies within the Government of Guam, including the Guam Public Library System.

Geographical Description

The geographical description of Guam includes a reference to Guam's location in the Pacific Ocean basin, selected topographical facts pertaining to the island, and the location of the various villages on Guam. To grasp the historical development of the Guam Public Library System fully, it is important to understand Guam geographically. Several examples will illustrate the geographic importance of Guam as it relates to the library.

Guam is the largest, most populous, and southernmost of the chain of islands in the Western Pacific known as the Marianas. Guam lies 12° 27' N latitude and 144° 47' E longitude. Guam is located in an area in the Western Pacific Ocean between the Hawaiian and Philippine Islands (see map, Appendix B). Guam lies approximately 5,200 miles from San Francisco, 3,000 miles from Honolulu, 1,500 miles from Manila, and 1,300 miles from Tokyo (Beardsley, 1964). Guam is the most distant territorial outpost of the United States. The average temperature of
the island ranges between 70° and 89° Fahrenheit with high relative humidity. Rainfall is quite heavy during July and August (Beardsley, 1964).

Typhoons do not hit the island with destructive force frequently, but they may occur between April and November because of the greater incidence of mid-ocean low pressure areas during this period. Since World War II, violent typhoons have occurred in 1949, 1962, 1963, and 1976. The Sunday News headline of May 23, 1976, was just one word—"Devastating." This was the description of supertyphoon Pamela's passing over Guam.

From the air the island looks like a giant right footprint. The island is about thirty miles long and about ten miles wide. The island's topography consists of dense tropical jungles, grassy plains, and some mountains (see map, Appendix C).

Guam frequently has earthquakes. These are usually slight tremors, which are barely felt; however, there have been a few severe earthquakes.

Guam is geographically isolated from the United States mainland, its principal supplier, which causes delay in the receipt of materials.

Weather conditions on Guam may have been influencing factors on library development. For example, earthquakes can cause cracks in library buildings, while typhoons (wind and rain) can damage and destroy the contents of
buildings as well as the buildings themselves. Money would then have to be used to repair and replace buildings and contents, rather than to obtain additional buildings and contents. Guam's hot and humid climate may have been an influencing factor on the development and growth of the Guam Public Library System. Examples of climatic factors are mold, mildew, and rot. These are all destructive forces which can affect buildings and contents and must be considered in the care and maintenance of library facilities and materials (U. S. Department of Commerce, 1973).

Locations of the various villages have been influencing factors on Guam's library development, especially with regard to where additional library facilities are needed (see map, Appendix D).

Political History

In order to place Guam's library development, with respect to the influencing political powers, in perspective, the political eras through which Guam has evolved must be explored. The Guam Public Library System exists within the political system of Guam as an agency of the Government of Guam. In reality, this means that all requests for personnel, materials, supplies, etc., from the library are submitted to the Department of Administration of the Government of Guam for approval or
disapproval. The budget request for the library is also submitted to the Department of Administration, but then it is submitted to the Guam Legislature for approval. A seven-member board, appointed by the Governor of Guam with the approval of the Guam Legislature, is the governing authority of the library (Taitano, M., 1977).

Consequently, the library has to be responsive to the leadership of the government in order to perpetuate its existence. An example of the library's responsiveness, not always voluntary, to the leadership of the government is an instance when federal documents were desired by the Government of Guam leadership, the result was that the library was mandated to act as the recipient of these documents and in turn to accept all responsibility for acquisition, cataloging, and control.

These political insights were derived from the following political history which dates from the time of the Spanish settlement on Guam through the present.

When Padre Luis Diego de Sanvitores established the first permanent settlement on Guam, he became the political authority under the protection of a military commander appointed by the viceroy of Mexico. A Spanish governor was appointed by the Mexican viceroy in 1676 (Thompson, 1947). The governor acted in the capacity of secular auxiliary to the missionary. For the century and a half after the first Spaniards settled on Guam, administration
was directly under the viceroy of Mexico, although subject to control by the Spanish crown (Thompson, 1947).

During the time of the Spanish administration, few Chamorros were given political positions. Those who were had demonstrated allegiance to the Spanish administration. In addition, these Chamorros were also of high social rank. Orders were issued in 1793, to give offices to only those Chamorros who spoke Spanish which meant that men of the lower social classes were eligible for political positions. This order contributed to the realignment of the indigenous ranking system.

In 1815, control of Guam was transferred to the Philippines from Mexico. In 1817, Guam came under the direct control of the governor-general of the Philippines. A governor of Guam, who was under the immediate control of the Philippine governor-general, was appointed (Thompson, 1947). The villages continued to have Chamorro heads.

Spanish rule of Guam ended in 1898.

On June 20, 1898, an American cruiser steamed into Guam's harbor and opened fire on the fort. So isolated was the island that her Spanish governor believed the firing to be a salute, and did not learn of the state of war between the United States and Spain until he sent out a welcoming delegation to the cruiser. The Spanish capitulated immediately and were removed to the Philippines. Because of Guam's potentialities as a Naval base, the island was assigned to the Navy Department, and a naval officer assumed the governorship in 1899 (Oliver, 1961, p. 342).
The Naval government of Guam was organized by Captain Richard P. Leary, who was appointed as the first governor of Guam by President William McKinley. Captain Leary declared the entire island of Guam a naval station. Leary's way of making laws for Guam was by proclamation rather than through any type of democratic process (Beardsley, 1964, and Thompson, 1947). The precedent established by Leary for the government was that of a highly centralized and personal authority (Thompson, 1947, and Carano & Sanchez, 1964).

Governors who succeeded Leary followed his highly personal form of government. Chamorros were allowed to assist Naval officers who held all of the important positions in the government. No Chamorro, however, held any important position.

The Naval government of Guam lasted approximately 46 years, with a total of 41 governors which included 12 acting governors. With the impermanence in the highest administrative office, it was impossible to develop programs which would benefit the government or the people of Guam. Most of the Naval governors went about their duties in an unimaginative manner, with few trying to initiate changes.

In 1917, Governor Smith established the Guam Congress--a unicameral advisory committee composed of prominent Chamorros (Thompson, 1947). This committee was
generally ignored by succeeding governors until Bradley who included the committee in the governmental structure.

Governor Willis Bradley, who served from June 11, 1929, to May 15, 1931, was probably the one governor who took an interest in the physical and educational well-being of the people as well as in their rights as political beings (Thompson, 1947). Included in the annual reports written by Bradley was the recommendation to introduce legislation to permit the Chamorros to become citizens of the United States. However, citizenship was not forthcoming at this time.

The Chamorros first petitioned Governor Seaton Schroeder for United States citizenship in 1902. Several other attempts for citizenship were made, but without success. Two Chamorros traveled to Washington, D. C., in 1937, on behalf of the people of Guam in order to plead their citizenship request. The two obtained an audience with President Franklin D. Roosevelt, who was sympathetic but made no commitment.

In 1950, the United States Congress passed an act known as the Organic Act of Guam (see Appendix E). This act enabled a civil government to be established for Guam. The act also established the island as an unincorporated territory of the United States. An unincorporated territory is one that has no promise of statehood and a territory to which certain provisions of the Constitution...
of the United States do not apply (Taitano, R., 1977). The Organic Act created a unicameral legislature with full legislative powers. The legislature is composed of 21 elected members. With the passing of the Organic Act, the long struggle for citizenship for the Chamorros finally ended: United States citizenship for the people of Guam was granted within the Organic Act. A civilian governor, to be appointed by the United States President, was also provided for by the Organic Act, with the added provision that beginning in 1970 the governor of Guam would be elected by the people of Guam.

The Department of Interior was assigned the supervision of the Government of Guam's relations with the Federal Government. This assignment has continued for the past 27 years.

The people of Guam can be said to have journeyed through three epochal periods within the span of three centuries. At the time the Spaniards began their Christianization of the Chamorros in the 17th Century, the people were politically primitive. What rights the Chamorros possessed were rights motivated by the Spaniards' quest to spread the faith for God and King. The 18th and 19th centuries found some Chamorros occupying lower echelon administrative positions and there was evidence that some semblance of democracy was being practiced. But the ultimate political power rested with Spanish authorities.

The second era was the pre-war naval administration when the Guamanians sought in vain a determination by the United States Congress of their political status. As early as 1902, Guamanian leaders petitioned the Congress to grant U. S. citizenship to the people of Guam. And although two naval governors authorized the formation of
the First and Second Guam Congresses, political power remained vested in military governors. The enactment of the Organic Act of Guam in 1950 was the beginning of the third era. The historic act provided Guam with a civil government, a legislature with bona fide legislative powers, and granted U. S. citizenship to the people of Guam (Government of Guam, 1968, pp. 40-41).

The fourth era was ushered in with the election in 1970 of Carlos G. Camacho as Governor of Guam.

Social History

This section of the study is a discussion of individuals and groups prominent in Guam's history. In order to get a perspective of the historical development of the Guam Public Library System, one must have an understanding of what the people of Guam have been subjected to during approximately the past 450 years. Since the library is derived from the society, it is important to understand the development of that society.

Libraries which have existed and the library which currently exists may have been influenced by those people who have governed Guam and those people who currently govern Guam, since all of them have been and are Guam's society.

Ferdinand Magellan and his crew were the first Europeans to visit Guam. Magellan's crew first sighted Guam on March 6, 1521.

When the half-starved Magellan arrived at Guam the natives swarmed aboard his ship and began
stealing all the iron they could lay their hands on. This caused the Great Navigator to name the "Island of Thieves." The name he used, Ladrones (Spanish for thieves), was later applied to the entire Mariana island group. A minor historical mystery is how the islanders knew that iron was so valuable and how to use it, for they were still in a Stone Age culture (Edmonds, 1974, p. 26).

The Spaniards maintained contact with the Marianas Islands, and particularly Guam, by yearly visits of galleons sailing from Acupulco to Manila beginning in 1565 when Miguel Lopez de Legazpi took formal possession of the Marianas Islands.

Father Diego Luis de Sanvitores was traveling on one of the Manila bound Spanish galleons which stopped at Guam for water and supplies. Father Sanvitores was "struck with pity for the poor naked heathen" (Edmonds, 1974, p. 28) and upon arrival in Manila petitioned Spain for permission to establish a mission on Guam. Edmonds (1974) wrote that "Father Diego Luis de Sanvitores was the man who brought the Christian religion to Guam and Micronesia" (p. 28). As a result of Father Sanvitores' establishment of a Catholic mission on Guam, Catholicism is today the dominant religion of the people of Guam.

Father Sanvitores, with a band of Jesuit priests and soldiers, established the first permanent Spanish settlement of Guam in 1668; 103 years after Legazpi took formal possession of the island. For approximately 300 years, the people of Guam were influenced and dominated by the
Spanish. The Spanish had difficulty controlling the Chamorros (the term for the indigenous people of Guam), and there were many wars between the Spaniards and the Chamorros. This resulted in forced concentration of the Chamorros in the year 1680 (Thompson, 1947). The Chamorros who were still alive at this time were gathered together, concentrated, in one place so that the Spanish knew where all of them were and could have better control over them. The wars also resulted in a vast reduction of the Chamorro population. When the Spanish first arrived on Guam, the Chamorro population was approximately 40,000. After sixty-five years of the Spanish administration of Guam, there remained about 1,654 natives (Oliver, 1961). The population then began to recover in numbers, but was no longer pure native.

By 1790 there were only 1,639 fullbloods, but in addition there were 1,825 mixbloods: Spanish native and Filipino-native, the latter deriving from Filipino soldiers and colonists introduced by the Spanish. By 1898 when Guam was captured by the United States and the rest of the Marianas were sold by Spain to Germany, the Chamorro population had recovered in numbers to about 9,000 on Guam and about 1,100 on Saipan, Tinian, and Rota, but it is doubtful that there was a fullblood native among them (Oliver, 1961, p. 337).

At the time of the American take-over of Guam in 1898, there were approximately 9,000 indigenous people on the island (Oliver, 1961). With the United States possession, the entire island became a naval station. "Guam's value
to the United States was entirely strategic, a communications point on the way to the Philippines and East Asia" (Oliver, 1961, p. 346).

Ostensibly, America entered into the administration of Guam with noble purposes and intents. This can be seen from President McKinley's early recommendations for the island.

It should be the earnest and paramount aim of the Naval administration to win the confidence, respect and the affection of the inhabitants of the Island of Guam, by securing for them in every possible way that full measure of individual rights and liberty which is the inheritance of free peoples, 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 (Carano & Sanchez, 1964, p. 184).

As the Naval administration pressured the Chamorros into conformity with the aforementioned recommendations, they seemed to become less productive (Thompson, 1947). This may have been in part, due to the fact that, as the Naval garrison enlarged, it tended to display a higher standard of living than that experienced under the earlier Spanish administration. The American Naval government tried unsuccessfully to cause the people to become productive, while at the same time the government acted paternally towards them. This paternalism manifested itself in the Naval government's taking on responsibilities for the people to the extent that the people looked to the Navy for their subsistence.
The Naval government found itself in a discomforting position. In order to Americanize the people of Guam, the Naval government had provided them with a somewhat artificially superimposed standard of living. Thus the government found itself dealing with a people who became increasingly dependent—who produced only what was absolutely needed, after as much as possible had been obtained from a somewhat indulgent paternalistic government (Carano & Sanchez, 1964). This represented a considerable change from the agriculturally self-sufficient Guam of Spanish colonial days. However, the Chamorros of Guam were not living at a level comparable to the people of mainland America as a whole. Even the paternalistic Naval administration was not able to duplicate the rising standards of health and education of America. But, American health and public school systems were introduced by the Naval administration, and both systems resulted in vast improvements for the Chamorros (Carano & Sanchez, 1964).

On a smaller scale, Guam's population followed America's trend of moving from the farm to an urban dwelling society. It should be noted that the only effect on Guam of America's depression of the thirties was that it caused the people to increase production of local agricultural production to make up for the lack of dollars coming into Guam through the Navy (Carano & Sanchez, 1964). Thus, during the period 1898-1941 the
people of Guam became Americanized. In exchange for the loss of their self-sufficient agricultural economy of the Spanish colonial days, Chamorros received from the paternalistic Naval government some of the technological benefits of the developing America.

In 1941, the Japanese invaded Guam. The American Naval administrators and marines stationed on the island were interned and sent to Japan, which left the Guamanian people with very few leaders. The Chamorros felt strongly American, a feeling which was greatly resented by their Japanese masters. Several Chamorros, including a priest, lost their lives at the hands of the Japanese for hiding a United States Navy radio man for a period of two and one-half years on Guam. To say that the Guamanian people were greatly impoverished or suffered under the Japanese would be an understatement at best.

For a period of 31 months the people were subject to the iron fisted rule of the foreign invaders. At times, especially during the period of Japanese Army rule, the Guamanian people were subject to acts of brutality and to indignities of the worst sort. Despite that fact the Guamanian people attempted to keep their lives on an even keel. . . . By 1944 the conditions under which the Guamanian people had lived had become almost unbearable. Fortunately for them, the Americans began the reoccupation of the island at that time (Carano & Sanchez, 1964, pp. 315-316).

The Guamanians were forced into a completely agricultural economy under the Japanese occupation. Rice was raised in quantities such as never before or since
conceived as possible (Carano & Sanchez, 1964). The level of living of the Guamanian people became extremely low, as compared to that of their Japanese masters. Most of the people, even those who had been urban dwellers prior to World War II, lived on small ranches or farms spread throughout the island (Carano & Sanchez, 1964). The Japanese kept close account of their agricultural products in order that they might procure from the people the maximum amount of production. To produce meant to give the Japanese more; yet not to produce could have meant death. All of this plus the day-to-day cruelties of the Japanese caused the Guamanian people to look forward with great relish to the day that the Americans would liberate them.

At the end of World War II, the people of Guam found themselves in a strange and traumatic situation. The bombs, shells, and mortar fire from the United States had freed the Guamanians, but at the same time had also destroyed many of their homes (Carano & Sanchez, 1964).

The six years following the reoccupation of Guam (in 1944) by the Americans were a period of rapid social and economic growth for the people of Guam (Carano & Sanchez, 1964). The American soldiers who occupied Guam brought modern means of transportation, communications systems, electrical power systems, and other modern conveniences which had been little known to the people of Guam.

The Naval administration on the island immediately
following the reoccupation again was extremely paternalistic, providing jobs, emergency food supplies, and emergency housing for the Guamanians (Beardsley, 1964). All of these things helped accelerate the social and economic changes which had been begun by the Americans in 1898.

One social change begun by the Americans and continued by the Japanese was the dispersal of the population on the island. The Americans and Japanese both influenced where the Guamanian people were located, thus affecting population density. During World War II, approximately 18,000 Guamanians had been placed in concentration camps by their Japanese captors (Carano & Sanchez, 1964). After the war, the Guamanians were moved to new villages which had been built by the U. S. military forces and some Guamanians moved to their former villages which had been rebuilt (Carano & Sanchez, 1964). Relocating the civilian population after the war was a serious problem since "In many instances, large groups of people were moved several times in order to satisfy the land needs of the military" (Carano & Sanchez, 1964, p. 312). Appendix D shows Guam's population density, which may have affected the growth and development of the Guam Public Library System.

The Organic Act of Guam (see Appendix E), which became effective in 1950, granted the people of Guam United States citizenship and provided for a civilian government.
This brief review of library development in the United States and brief review of the geography and history of Guam in terms of its economic history, its geographical description, its political history, and its social history led to the design of the study which follows.
CHAPTER III

DESIGN OF THE STUDY

The design of this study included a review of the historical method of research, which was utilized for this study, and an outline of the procedures utilized to conduct the study.

The Historical Method

The study of the development of the Guam Public Library System utilized the historical method of research, which is a means of ascertaining fact, and is reduced to the following four essential components:

1. the collection of the surviving objects and of the printed, written, and oral materials that may be relevant;
2. the exclusion of those materials (or parts thereof) that are unauthentic;
3. the extraction from the authentic material of testimony that is credible;
4. the organization of that reliable testimony into a meaningful narrative or exposition (Gottschalk, 1969, p. 28).

Procedures

This section of the study identifies the kinds of data collected, the sources of data, the interview instrument developed, the interview techniques utilized, and the
procedures used to analyze the data.

Kinds of Data

Data for this research were from written and oral primary sources. Both types of primary data were corroborated to the extent that corresponding data were obtained from more than one source whenever possible.

Sources of Data

Primary data sources included written documents such as the Governor's annual reports, library board of directors' minutes of monthly meetings, the librarian's annual and monthly reports, newspapers, and government reports.

Other primary data sources included key individuals; Magdalena Taitano (Territorial Librarian), Agueda Johnston (former educator on Guam), Paul Souder (Director of Planning, Government of Guam), Emilie Johnston (Librarian, Micronesian Area Research Center), James Butler (former Library Board member), Alex Flores (son of the man for whom the library was named), Thelma Glenn (former library employee), Virginia Kennedy (former employee), Francisco Lujan (former board member), Joaquin Sablan (former board member), Carmen Iglesias Santos (former employee), and Ruth Won Pat (librarian of a pre-war civilian library).
Instrumentation

Most of the relevant data came from the oral interviewing of individuals. An interview guide was developed in order to assure that the same type of information was obtained from each individual interviewed, and a copy is included as Appendix F.

Every effort was made to tape record oral interviews, with a transcript typewritten upon completion. The interviewer maintained a written record of each interview held with any individual who objected to having the session tape recorded.

Interview Techniques

In order to avoid digression from the main line of inquiry, interviews were pre-planned to the degree that the respondents were informed beforehand about the general and specific purposes for the investigation. A schedule of questions was used as the framework for the discussion. The interviewer tried at all times to bear in mind that, as Van Dalen (1973) pointed out, a good interview is more than a series of casual questions and generalized replies; it is a dynamic interpersonal experience that is carefully planned to accomplish a particular purpose. It was recognized that one of the most frequent sources of bias is the interviewer's tendency to shorten the respondent's reply
and put it in his own words. Care was exercised to avoid this inadvertent misrepresentation.

Waples (1939) reported the following six steps to follow when investigating library problems. The steps, which were adhered to in this study are:

1. Specify the items of information desired.
2. Select persons to be interviewed who possess the desired information and who should be reasonably willing to share it.
3. Prepare a short list of questions aimed directly at the items desired.
4. Make a formal appointment with the aid of such introductions as will help to dignify the interview or the visit for observation. Be explicit concerning the amount of time required.
5. Record replies to the question in the speaker's own words.
6. Reorganize the reports of the interviews and apply the results to the given problem (pp. 23-24).

Analysis

In analyzing the data, the question of reliability had to be considered, especially with regard to those data which were obtained from interviews. As Van Dalen (1973) pointed out, "Remembering, like the ability of perceiving, is subject to error" (p. 25). With this limitation in mind, individuals were interviewed for information which was contained in their memories. The
written interview schedule which had been developed was followed in interviewing each individual. Since the interview schedule was followed, conflicting data which were received were identifiable in the analysis of the data. When conflicting data were received, they were considered unverified and, when utilized in the study, were reported accordingly.

The collected data were categorized according to the components of the study to which they related with a narrative analysis of the data then being presented. No recommendations were made, nor conclusions drawn, from those data which conflicted.
CHAPTER IV

THE GUAM PUBLIC LIBRARY

This chapter of the study initially discusses the origins of library services on Guam prior to 1947. Following library origins is a discussion of the activities and events leading to the opening of the Guam Public Library, and the economic factors, geographic factors, political factors, and sociological factors which affected the growth and development of the Guam Public Library System during the period of 1947 through 1975. The final section of the chapter is a description of the present status of the Guam Public Library System.

Origins of Library Services

Specifically, the time period discussed in the origins of library services is from 1902 to 1941. One could speculate that, prior to 1902, there probably were libraries on Guam, even though no records have been found. In particular, the Spanish priests who resided on Guam undoubtedly possessed numerous volumes of religious doctrine and literature. However, such written records as there are regarding Guam during the Spanish administration (1565-1898) contain only one citation in reference to libraries. A collection of books was included
in an inventory list of possessions of the Jesuit priests expelled from Guam in 1769 (Safford, 1901). Undoubtedly the Augustinian priests, who replaced the expelled Jesuits, also had libraries. While this is conjecture, since no written records have been found to substantiate the statement, it is a well-known historical fact that the early missionaries throughout the world possessed religious volumes.

Reporting of the historical development of the library on Guam prior to 1902 cannot be elaborated upon beyond the preceding paragraph. Historical records and interviews revealed that documentable history pertaining to the library begins in 1902.

Information pertaining to library development before 1947 was derived from two primary sources. These were: (a) written records and (b) oral interviews. Written records for the time period which this section of the study covers (prior to 1947) were brief and few in number.

Because the Annual Reports of the Governor of Guam reported military libraries separately from civilian libraries, it is assumed that libraries which existed on Guam from 1902 to 1947 were for the benefit of two distinct Guam populations. That is, libraries existed for the use of military personnel and their dependents and separate libraries for the civilian population on Guam also
existed. Except as noted later, the civilian population did not utilize the libraries which were for military personnel and their dependents. Therefore, this section of the study is divided into two subsections, according to the populations served.

**Civilian Libraries**

A Navy Department memorandum written in 1902 by Governor Richard P. Leary stated that "Movement is in progress here to found a circulating library named 'The Public Library of Agana'. The initial steps were taken by the officers of the Naval station who were quickly seconded by many of the townspeople of Agana" (Guam, 1905, p. 12). Unfortunately, no substantiating evidence was located that corroborated whether the movement to found a "circulating library" was successful. However, 1902 represents the first recorded reference to a movement to establish a public library on Guam.

The next reference to libraries is dated in 1909. In this year, a teachers' library was established and it remained in existence for about two years (Johnston, A., 1977). The teachers' library was assembled through the efforts of a group of teachers who contributed funds for the purchase of books. The library was housed in the private residence of Agueda Johnston because there was no other place available to locate it. This library was
well-known to the teachers on the island and was utilized exclusively by them.

The first public library (ca. 1920) which was available to the local civilian population was named the John Rothchild Library (Johnston, A., 1977). It should be noted that no other evidence was found to substantiate the name of the library. Other sources did corroborate the fact that there was a library available to the public in this time period. For example, Lujan (1977) reported that in the 1920s the Naval Government of Guam received a donation of $5,000 to establish a library for the people of Guam. Lujan (1977) had previously attributed the $5,000 donation to the Rockefeller Foundation; however, when he heard the name of Rothchild, he indicated that perhaps it was Rothchild instead of Rockefeller who was responsible for the donation. Sablan (1977) was unable to verify either that the library was named the John Rothchild Library or that $5,000 had been received. It was reported by both Johnston (1977) and Sablan (1977) that a man named Rothchild did have a business on Guam during the early years of the American Naval administration. Whether Rothchild was an influencing factor on the early library is not conclusively known. What is known is that there was a library which appears to have been named after Rothchild, and he may have contributed money towards its establishment.
No other written reference to civilian libraries was found prior to the November 1924 issue of The Guam Recorder. That story reported the addition of 421 volumes to the Children's Library of Guam, covering subjects which included travel, history, and fiction. The library was located in Agana (see Appendix D for the location of the village of Agana) and was open for two hours each afternoon, Monday through Friday, and was also open for two hours on Saturday. The children of Guam were encouraged to use the collection. According to A. Johnston (1977), the Children's Library was the descendant of or a part of the John Rothchild Library, which had been located near a school of unknown name in Agana. Many civilians, not limited to children, utilized the library. The ultimate fate of the library remains a mystery. In that no later reference to the Children's Library was located, one could assume that it, for unknown reasons, went out of existence.

Origins of the next library which existed on Guam prior to the present Guam Public Library System appear to lie with The Young Men's League of Guam. The League "was officially organized in 1917, with the intention of providing a means and place for the meeting of the young men of the island" ("The Young Men's League of Guam," 1924, p. 26). One endeavor of the League was the establishment of a library.
The League Library is the center of influence of the organization, and with a small nucleus, a library is being built up which in time will benefit not only the members, but also the general public of the island. Due to limited finances, it has not been possible to purchase a large number of books, but donations have been received. More gifts of books are greatly desired ("The Young Men's League of Guam, 1924, p. 26).

The League Library, as described in the preceding quotation, fits the definition of a "social library" (pooling of the private libraries of the members) as was discussed in Chapter Two. The Young Men's League was comprised of youthful men of Guam who desired to fraternize socially, and may have been somewhat analogous to the debating group formed by Benjamin Franklin. Books were pooled by the League's members since there were limited finances for the purchase of new books. During this time period, the economy of the local people was one of agriculture, which meant that money was not available either to pay for renting books ("circulating library") or to buy books. Therefore, the significance of the League Library was that it represented an attempt by the local people at providing for their literary needs in the most feasible way possible—a "social library." No further reference to this library was located, so it is not known how long the League Library remained in existence, nor what its ultimate impact was upon library development on Guam.
There was no further mention of civilian libraries, either in written or interview form, for the five years 1924 through 1928. It might be assumed that the Children's Library/John Rothchild Library was the collection of books referred to in the article "Do we want a public library?" in the December 1929 issue of The Guam Recorder. The author of the article was not identified; however, the article may have been authored by an individual associated with the Naval Government of Guam. This conjecture stems from the article's urging of the people of Guam to do something worthy of United States citizenship, namely to get a new library building. The article was considered sufficiently significant to present in its entirety, as follows:

Most communities do want a Public Library, and most of these that are up to date and progressive--have a Public Library [sic].

There is a very good collection of books available in Agana, but the building where the main collection is kept is not what we care to point out with pride to strangers as "our library."

A library building is a civic improvement that any community should be proud of. It is evidence of the progressive spirit of the people who live there, and it is particularly praise-worthy if the community by their own efforts, have assisted in creating such a public benefaction.

Library buildings have been erected in towns no larger than Agana, by the untiring efforts of the public spirited residents who have proven their progressiveness and pride in community welfare, by exerting every effort in aiding in the creation of a fund to finance the construction of a suitable and admirably designed building for their
public library.

To acquire such a beneficial civic improvement it will first be necessary to ascertain if the people of Guam desire to advance beyond a mere plodding existence and take a place in the world of enlightenment, [sic] or if their ambitions are satisfied to remain in the darkness of drudgery and toil, and not even look to the future for those they are responsible for bringing into the world.

If the people of Guam do want to prove that they are inclined to be progressive, here is their chance to demonstrate their worthiness in asking for American citizenship. Let the leading and representative men of the Island get together on an idea like this.

Appoint committees to investigate the requirements, and when it is decided what is wanted, and what it will cost, appoint the leading man of each district as the chairman of the committee of that locality, to raise by contributions, theatricals, bazaars, dances, picnics, etc., the quota for that particular section of the town or Island.

Do something along the lines of this suggestion and prove without a doubt that there is something substantial back of your desire for acknowledgement as worthy citizens of Guam, and deserving of consideration for citizenship under the flag you serve ("Do we want a public library?" 1929, p. 165).

Despite the article's strong appeal to the people, no determination could be made as to whether any of the suggestions it offered were ever implemented. The erection of a new building was not reported either in written or oral form. Library development seems to have remained unrecorded for the next five to seven years. In the mid 1930s, residents of the village of Umatac (see Appendix D for the location of the village of Umatac)
were reported to have access to books as a result of the efforts of Mr. F. Q. Sanchez, principal of the elementary school in Umatac. Plate 1 shows the monument built to honor Mr. Sanchez as it appears in Umatac. Plate 2 is a photograph taken of the monument after typhoon Karen passed over Guam in 1962. The significance of the monument lies in the fact that books were stacked next to it and were borrowed from there and returned to the same place (Lujan, 1977). The monument served the principal functions of a library while not being the traditional enclosed edifice; however, at one time there was a roof over the monument. The "monument library" provided books for the school children and their teachers of the Umatac village.

The 1934 Annual Report of the Governor of Guam mentioned that a reference library was maintained in the Department of Education office in Agana. At that time the Department of Education office was located in the Palting Building, which had formerly housed the Seaton Schroeder Junior High School. The Seaton Schroeder Library (formerly known as the reference library maintained by the Department of Education) was confined to use by teachers and students in the Guam schools ("School libraries," 1940). For the most part, the library was used primarily by school children from all grade levels. The majority of the books in the library had been donated by people
Plate 1

Monument dedicated to accomplishments made under the leadership of
Mr. F. Q. Sanchez
Umatac, Guam, 1977
Plate 2

Umatac Outdoor Library Monument as it appeared following Typhoon Karen in 1962
in the United States. In no case is there any record of who these people were; however, it is known that they were interested in helping those teachers who, in addition to teaching, were attending the normal school which operated on Guam during the period from 1916 to 1934 (Johnston, A., 1977). The limited number of new books which were purchased for the library were principally classics. The library collection numbered about 500 volumes in the late 1940s (Won Pat, 1977).

Additionally, the 1934 report indicated that each school in the Department of Education system had a small library of children's story books. Precise figures of the number of volumes were not reported. These books were donations from people leaving the island or from people who no longer had a need to keep these books in their personal libraries.

It is assumed that the Department of Education maintained a library for teachers during the period 1934 to 1940 since one was mentioned in the 1934 Annual Report of the Governor of Guam and again in the 1940 report. What other, if any, civilian libraries existed during this period of time was not discovered.

With the advent of World War II, those libraries which existed on Guam for the use of the civilian population came to an end. Library services ceased with the Japanese invasion while the physical facilities were either
destroyed in the Japanese invasion or the American recapture of Guam in July 1944. The following section briefly describes United States military libraries which existed on Guam prior to World War II for military personnel and their dependents.

Military Libraries

Various Annual Reports of the Governor of Guam reported that three libraries existed for the use of military personnel and their dependents during the period from 1923 to 1941. One library, which was called the Station Library, was located in Sumay (see Appendix D for the location of NCS [Finegayen], which is the current name for Sumay). The Station Library in Agana, apparently, according to the Reports, maintained the largest collection of materials among the three libraries. The Sumay Marine Barracks Library ranked second in number of volumes and was followed by the Sumay Aviation Station Library.

The preceding references to military libraries were the first to be found, according to all known recorded and human resources. No evidence of the existence of military libraries prior to 1923 was discovered.

The Station Library was the military library most frequently cited in the Annual Reports of the Governors of Guam which began in 1923. During the year 1923, the Station Library was reportedly a part of the service club.
which offered recreational facilities for military personnel and their dependents. The responsibility for the Station Library's operation was vested in the military chaplain.

From time to time individuals and groups, both on Guam and off the island, were benefactors of Guam's libraries. One example of a benefactor of military libraries was reported as follows:

Through the generosity of Mr. W. W. Smith of Poughkeepsie, New York, the Guam service personnel has [sic] received 200 books for their libraries. They were brought to the island by Lieutenant S. W. Salisbury, (Cv. C.) U. S. N., and placed half in the Service Club, Agana, and half in the Marine Barracks, Sumay. The books are a most welcome addition to the libraries, comprising, as they do, many of the new as well as the old favorites.

Mr. Smith is well known in the United States as a member of the Smith Bro's. [sic] Co. which manufactures the famous cough drops. . . . Guam is so isolated and so little known in the United States that it is doubly pleasing to be remembered in such a substantial fashion ("Donates books," 1924, p. 35).

During 1925 and 1926, new books, as well as new shelving, were added to the Station Library. In addition, worn out and obsolete materials were removed (1925 and 1926 Annual Reports of the Governor of Guam). The new books which were added to the library came from donations, such as that mentioned previously from Mr. Smith, and from direct purchasing. Another donation was received in 1931, when members of the Ancient Egyptian Order of Sciots and
the Loyalty Club in Long Beach, California (no clarification was obtained on the nature of these two groups) sent the Station Library 864 books for the purpose of establishing a children's library (1931 Annual Report of the Governor of Guam). Evidently, some person of unknown identity in the military service had previous acquaintance with the Ancient Egyptian Order of Sciots and the Loyalty Club; therefore, he, she, or they was/were influential in getting the books donated.

As can be seen from Table 1, the number of volumes available for circulation among military personnel and their dependents did not significantly change during the years reported.

In order to create a better selection of fiction books for their users, exchanges of books were made between the military libraries (1933 Annual Report of the Governor of Guam). For example, books that were available at the Station Library during one period of time would then be transferred to one of the other two military libraries for another period of time. In this way, books were rotated from one military library to another so that military personnel and their dependents had access to all of the fiction books contained in the collections of the three military libraries on Guam.

It was reported that the Station Library had in its collection—in addition to fiction books—reference books,
# Table 1

Circulation Figures for Military Libraries on Guam, 1923-1940

<table>
<thead>
<tr>
<th>Year</th>
<th>Circulation+</th>
<th>Number of Libraries+</th>
<th>Number of Volumes+</th>
<th>Population*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1920</td>
<td>9,700</td>
<td>--</td>
<td>--</td>
<td>13,275</td>
</tr>
<tr>
<td>1923</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1924</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1925</td>
<td>17,385</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1926</td>
<td>27,030</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1927</td>
<td>22,000</td>
<td>2</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1928</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1929</td>
<td>22,000</td>
<td>2</td>
<td>6,300</td>
<td>18,509</td>
</tr>
<tr>
<td>1930</td>
<td>32,846</td>
<td>3</td>
<td>7,643</td>
<td></td>
</tr>
<tr>
<td>1931</td>
<td>28,266</td>
<td>2</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1932</td>
<td>23,781</td>
<td>2</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1933</td>
<td>24,000</td>
<td>2</td>
<td>8,607</td>
<td></td>
</tr>
<tr>
<td>1934</td>
<td>24,000</td>
<td>2</td>
<td>8,293</td>
<td></td>
</tr>
<tr>
<td>1935</td>
<td>--</td>
<td>1</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1936</td>
<td>12,910</td>
<td>1</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1937</td>
<td>12,393</td>
<td>1</td>
<td>--</td>
<td></td>
</tr>
<tr>
<td>1938</td>
<td>13,320</td>
<td>1</td>
<td>7,606</td>
<td></td>
</tr>
<tr>
<td>1939</td>
<td>16,652</td>
<td>1</td>
<td>7,806</td>
<td></td>
</tr>
<tr>
<td>1940</td>
<td>17,344</td>
<td>1</td>
<td>7,690</td>
<td>22,609</td>
</tr>
</tbody>
</table>

Sources: +Annual Reports of the Governor of Guam, 1923-1940

*Statistical abstract, 1973

-- data unavailable
biographies, historical volumes, an encyclopedia, and an unabridged dictionary. Furthermore, magazines, newspapers, and other periodicals also were included in the collection (1935 Annual Report of the Governor of Guam). It is assumed that none of these books was cataloged nor was there a card index since it was reported that, during 1936, a professional librarian worked in the Station Library for a period of several weeks without remuneration, cataloging some of the books and preparing a card index. It is not known how many nor which types of books were cataloged (1936 Annual Report of the Governor of Guam).

The 1936 Annual Report of the Governor of Guam contained the only discovered reference to a professional librarian having been involved in the operation of the military libraries. It was not determined who actually took care of the libraries which were included as part of the military chaplain's official duties. The chaplain was probably not the one who ran the day-to-day library operations, but who did take care of the daily library functions remains a mystery.

Prior to 1934, the military libraries were for the use of the military personnel and their dependents. In 1934, borrowing privileges for the Station Library in Agana (which then contained 6,024 volumes) were extended to "native" school teachers and high school pupils in
addition to service personnel and their dependents (1934 Annual Report of the Governor of Guam). No indication was found as to how many teachers and students took advantage of borrowing privileges which were extended them by the Station Library. No further information was found regarding borrowing privileges of school teachers and high school pupils. The period of years for which borrowing privileges were extended to members of the civilian population remains unknown. It was, however, reported in 1941 that privileges of borrowing from the Station Library were extended to service personnel and their families as well as to other members of the population who had submitted approved applications (1941 Annual Report of the Governor of Guam). Children who lived in Agana were frequent visitors to the Station Library. Whether the children were authorized or unauthorized visitors to the library was not determined, but Won Pat (1977) and Santos (1977) both reported going to the Station Library when they were young children in grade school. According to them, the temperament of the librarian of the Station Library determined whether a child remained in the library and enjoyed the books or left immediately.

During June, 1941, the Station Library was moved to new and larger quarters. It is conjectured that the move may have been the result of an increase in the number of library users as well as an increase in the purposes the
library served, which in effect meant that the former facility was inadequate in size. For example, a stack room for browsing, a separate children's room, and a separate reference room were included in the new library facility (Perry, 1941). Library users then went to the room or rooms which served to meet their needs. The new Station Library was formerly the residence of the commanding officer of the Naval Hospital (Perry, 1941).

With the conversion of a residence to the Station Library, a number of rooms were available for converting to special use rooms--such as a stack room, children's room, and reference room.

An "open house" week was held during June, 1941, for the purpose of viewing the new library quarters. During the week of open house, the public was invited to view exhibits, listen to a series of talks, listen to recordings, and view works of art in the new Station Library. In addition, two story hours for children were held in the new Station Library (1941 Annual Report of the Governor of Guam, and Perry, 1941).

The Station Library existed in its new quarters for about six months before the invasion of Guam by Japan (December, 1941). The military libraries on Guam were destroyed in World War II, as were the civilian libraries. Library services ceased with the Japanese invasion, and the physical facilities were either destroyed in the
Japanese invasion or the American recapture of Guam in July, 1944.

The next reference to libraries was for 1947, at which time the Guam Library Association was reported to have been formed. The history of that association and a narrative description of the economic factors, geographic factors, political factors, and sociological factors which affected the growth and development of the Guam Public Library System are included in the next section of this study.

Library Development

Following the end of World War II in 1945 but prior to the opening of the Guam Public Library System in 1949, interested high school students worked for the United States Army as librarian trainees. This type of work was coordinated by the vocational education section of the Department of Education, Naval Government of Guam. The librarian trainees were under the supervision and guidance of Miss Helen Cooper, Army librarian. One of the librarian trainees was Carmen Iglesias Santos (see Plate 3). Santos started working at the library of Marbo (see Appendix D for the location of Marbo) part-time during her freshman year at George Washington High School, which was located in the village of Sinajana (see Appendix D for the location of the village of Sinajana: Monthly Reports,
Plate 3

C. I. Santos, student librarian
Marbo Library, 1947
March, 1947). The picture of Carmen Iglesias Santos is included because she later worked for the Guam Public Library System, acting in the capacity of Chief Librarian several times during the periods of her intermittent employment, 1950-1962.

The first direct step in providing public library services and facilities for the people of Guam was the formation of the Guam Library Association. The purpose of the association was to establish and operate a library on Guam.

The formation of the association was a result of a memorandum sent by Captain M. H. Anderson, the civil administrator under Guam's post-war Naval Government, to individuals and groups which began "... an important detail in the rehabilitation of Guam is a public library ..." ("All hands helped," 1957, p. 10).

The association was sponsored by local leaders and civic organizations. Those people who attended the first meeting and the groups which they represented were:

Mrs. C. A. Pownall, Navy dependents; Mrs. F. H. Griswold, Army dependents; Mr. J. B. Pennington, civil service employees; Judge J. C. Manibusan, Rotary club; Miss Marion E. Brown, Comdr. Marianas; Miss Volker, Special Service, USA; Mr. E. A. Smith, American Legion; Mr. A. T. Bordallo, Boy and Girl Scouts; Mr. George V. Hall, Department of Education; Father Alvin, Vicar of Guam; Dr. H. D. Harmeyer, Protestant mission; Mr. Federico Gutierrez, Jr., Chamber of Commerce; Capt. M. H. Anderson, Naval Government and Mrs. Agueda I. Johnston, at large ("Guam Library Association meets," 1947, p. 3).
Captain Anderson was elected chairman; Federico Guitierrez, secretary; and A. T. Bordallo, treasurer. The three officers, Dr. H. D. Harmeyer, and Miss Marion E. Brown formed the executive committee of the Guam Library Association ("Guam Library Association meets," 1947).

In 1947, donations amounting to $681 were recorded by the Guam Library Association. Of the $681, the Rotary club donated $71.53 and Bill Lujan, a boxing promoter on Guam, donated $609.49 which had been raised from a benefit held specifically to obtain money for a library ("All hands helped," 1957).

In 1949, a second Guam Library Association was commissioned with entirely new members appointed by Captain Anderson. It was not determined when or why the first Guam Library Association, comprised of the aforementioned executive committee and individuals, ceased existence. Those people appointed to the second Guam Library Association were: Mr. F. T. Flores, Judge Francisco Lujan, Miss Cynthia J. Torres, Mr. James B. Butler, and Mr. Jose L. G. Rios. Mr. Norbert Tabery, who was the Director of Education as well as the Principal of George Washington Senior High School, was appointed to the second Guam Library Association as an advisory member (Quarterly Report, March, 1948). Francisco Lujan, Judge of the Judicial Court, was appointed treasurer of the association and took over custody of the $681 which was previously
mentioned (Lujan, 1977).

Since the libraries for military personnel and their dependents on Guam were not available to the civilian population, Marion E. Brown, the supervisor of all Naval libraries on Guam who was previously mentioned as having been a member of the executive committee of the first Guam Library Association, was interested in getting a public library opened on Guam (Woelfl, 1977). Brown was instrumental (through Admiral J. H. Towers) in obtaining 1,000 children's books for a public library on Guam. The books were purchased from the proceeds of a benefit performance of the movie "The Yearling," sponsored jointly by Times Charities, Inc. and the Assistance League of Southern California. It was not determined why these two groups were approached for sponsorship. The benefit was given as the result of a letter written by Admiral J. H. Towers on behalf of the children of Guam ("Guam children," 1947). The Los Angeles Public Library was in charge of purchasing and shipping the children's books to Guam. The books were received and cataloged by Brown prior to the opening of the public library.

The 1,000 children's books and a sizeable collection of books (12,000) which had been obtained by Brown from de-activated Naval bases (see Plate 4) represented the original collection of the Guam Public Library System ("New Guam library," 1949). It was not learned whether
Plate 4  (GPLS)

Presentation of books to members of second Guam Library Association, 1948

1. to r.: unidentified, F. Lujan, J. Butler, J. Rios, M. Brown, S. Sanchez
the books from the de-activated Naval bases had survived World War II or were shipped to Guam afterwards.

Since books alone do not make a library, Brown obtained a library facility, furnishings, and supplies to complement the book collection. Permission to use two abandoned Quonset huts for the library facility was obtained. Since the Quonset huts were formerly used by the Guam Congress, it is assumed that they had belonged to the Naval Government and that permission to use them had been obtained from that source. A charging desk, basic supplies, and other necessary furnishings for the library had been obtained, under Brown's direction, from Navy Surplus. In addition, shelves for the library had been built. The furnishings, supplies, and books were stored in the Quonset huts because there was no staff to operate the library. Military personnel could not be used to operate the public library and there were no civilians available to staff the library (Woelfl, 1977).

Lucile Woelfl, a Navy civilian dependent, arrived on Guam in 1947 where she became friendly with Marjon E. Brown (Woelfl, 1977). Woelfl had time on her hands, a college degree, some library experience, and a minimum of training, when she agreed to undertake the task of putting the library in operation (Woelfl, 1977).

Under Woelfl's supervision, a few prison inmates helped prepare the library for its opening. The Agana
jail compound was located immediately behind the Quonsets which were to house the library. Among the inmates, most of whom were there for misdemeanors, were several Filipinos with a fair amount of education and a good knowledge of the English language (Woelfl, 1977). With permission of the Director of Public Safety, a few of the Filipino inmates were released each day to work under Woelfl's supervision preparing the library for opening to the public. The Filipino inmates were responsible for all the heavy work, cleaning the premises, opening crates of books, and sorting books. For the work which they did, the inmates were rewarded daily with a gallon of ice cream before returning to the jail compound. Ice cream at that time on Guam (1948) was an island luxury (Woelfl, 1977).

Money to support the expenses of preparing the library for opening, as well as for the first several months of the library's operation, came from $5,000 appropriated by the Guam Legislature (Woelfl, 1977). The Department of Education was already in existence in 1948 as an agency of the Naval Government of Guam, and the library was viewed as an educational endeavor. Thus, the library became a part of the Department of Education and the money was placed in its custody (Woelfl, 1977, and Taitano, M., 1977).

The Guam Public Library (as named at that time) in Agana opened on Monday, January 31, 1949, approximately
one and one-half years after the establishment of the first Guam Library Association. The library's opening day collection exceeded 13,000 volumes, consisting of fiction and technical books ("New Guam Library," 1949). Plate 5 shows the Quonset huts which housed the library when it opened. Plate 6 pictures the charging desk which was inside the library, and Plate 7 shows the reading room. The stack area is shown in Plate 8, and the office which was used by the librarians is shown in Plate 9. The staff at the time of the library's opening consisted of Lucile Woelfl, Librarian, and two high school student assistants; Winnie Ada and Dolores Perez. Plate 10 shows two of the original staff members and Marion Brown. When the library opened in 1949, it was open to the public from 9:00 a.m. to 11:00 a.m. and from 2:00 p.m. to 4:00 p.m., Monday through Friday.

The subsequent growth and development of the Guam Public Library System were affected by certain economic, geographic, political, and sociological factors, which are discussed in the following sections of the study.

Economic Factors

Economic factors are those actions of production, distribution, and consumption which relate to material needs. This study discusses one major economic factor that has had an effect on the Guam Public Library System's
Plate 5

First Guam Public Library
Agana, 1949
Plate 6

Charging desk in first Guam Public Library
Agana, 1949
Plate 7

Reading room of first Guam Public Library
Agana, 1949
Plate 8

Stack area of first Guam Public Library
Agana, 1949
Librarian's office in first Guam Public Library
Agana, 1949
Plate 10

Original staff members of first Guam Public Library
Agana, 1949

l. to r.: L. Woelfl, W. Ada, M. Brown
growth and development, that factor being the fiscal appropriation which is represented by the annual budget. The budget is comprised of funds from two sources—the local government and the federal government.

In order to obtain local funds, a budget request must be submitted by the Guam Public Library System to the Department of Budget and Management, and then to the Guam Legislature, for action. A public hearing is then held between the chief administrator of the library and members of the budget committee of the legislature. The chief library administrator presents a rationale for the budget presented, after which the budget committee determines the amount on which the library must operate for the next fiscal year. This procedure is followed each year.

With the passage of Public Law 597 by the 84th United States Congress, Guam became eligible to apply for and receive federal funds in accordance with the Library Services and Construction Act. Beginning with fiscal year 1958, the budget request which was submitted to the Guam Legislature included the amount of federal funds the Guam Public Library System was to receive, in addition to its request for local funds. Public Law 597 is the act by which the Guam Public Library System is governed when seeking federal funds. Appendix G is a copy of the Library Services and Construction Act, with amendments, dated March, 1975.
The annual budget appropriations for the Guam Public Library System (1950-1975) are shown in Table 2. Both local funds and federal funds are included in the dollar amounts shown in the table. As indicated in the table, there were four years in each of which the budget amount decreased from the previous year. Thus, the budgeted amount for library operation was increased from the previous year in twenty-two of the twenty-six years which are reported in the study.

The largest percent of increase in the budget was for fiscal year 1967, with an $81,545 increase which represented a 136.7 percent increase over 1966. The smallest increase in the budget appropriation from the previous fiscal year was in 1963, with an increase of $313 which represented a .6 percent increase.

Decreases in the budget for the Guam Public Library System occurred in fiscal years 1957, 1962, 1968, and 1974. The dollar decreases were $3,785, $2,271, $6,672, and $11,609 respectively. These budget reductions represented declines of 13.1 percent in fiscal year 1957, 4.4 percent in fiscal year 1962, 4.7 percent in 1968, and 2.3 percent in fiscal year 1974.

As may be seen from Table 2, in a relatively short period of time (26 years), the Guam Public Library System grew from a $5,000 annual operation to one of $651,084. The budget in fiscal year 1975 ($651,084) was more than
### Table 2

**Annual Budget Appropriations of the Guam Public Library System, 1950-1975**

<table>
<thead>
<tr>
<th>Year</th>
<th>Island Populationa</th>
<th>Amountb</th>
<th>Amount of Increase or Decrease From Previous Year</th>
<th>Percent of Increase or Decrease</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>59,498</td>
<td>$5,000c</td>
<td>$3,000</td>
<td>60.0</td>
</tr>
<tr>
<td>1951</td>
<td>67,044</td>
<td>$8,000</td>
<td>$6,000</td>
<td>75.0</td>
</tr>
<tr>
<td>1952</td>
<td>81,000</td>
<td>14,000</td>
<td>5,072</td>
<td>36.2</td>
</tr>
<tr>
<td>1953</td>
<td>19,072</td>
<td>20,767</td>
<td>1,695</td>
<td>8.9</td>
</tr>
<tr>
<td>1954</td>
<td>21,817</td>
<td>28,974</td>
<td>7,157</td>
<td>32.8</td>
</tr>
<tr>
<td>1955</td>
<td>25,189</td>
<td>31,944</td>
<td>-3,785</td>
<td>-13.1</td>
</tr>
<tr>
<td>1956</td>
<td>41,944</td>
<td>42,702</td>
<td>758</td>
<td>1.8</td>
</tr>
<tr>
<td>1957</td>
<td>44,809</td>
<td>52,175</td>
<td>2,107</td>
<td>4.9</td>
</tr>
<tr>
<td>1958</td>
<td>52,175</td>
<td>59,664</td>
<td>7,366</td>
<td>16.4</td>
</tr>
<tr>
<td>1959</td>
<td>59,664</td>
<td>67,044</td>
<td>7,385</td>
<td>11.4</td>
</tr>
<tr>
<td>1960</td>
<td>67,044</td>
<td>75,120</td>
<td>8,075</td>
<td>12.3</td>
</tr>
<tr>
<td>1961</td>
<td>84,996</td>
<td>84,996</td>
<td>1,000</td>
<td>1.3</td>
</tr>
<tr>
<td>1962</td>
<td>94,385</td>
<td>103,573</td>
<td>9,188</td>
<td>10.1</td>
</tr>
<tr>
<td>1963</td>
<td>103,573</td>
<td>112,758</td>
<td>9,185</td>
<td>9.2</td>
</tr>
<tr>
<td>1964</td>
<td>112,758</td>
<td>122,209</td>
<td>9,451</td>
<td>9.1</td>
</tr>
<tr>
<td>1965</td>
<td>122,209</td>
<td>131,634</td>
<td>9,425</td>
<td>7.6</td>
</tr>
<tr>
<td>1966</td>
<td>131,634</td>
<td>141,537</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1967</td>
<td>141,537</td>
<td>151,422</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1968</td>
<td>151,422</td>
<td>161,308</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1969</td>
<td>161,308</td>
<td>171,194</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1970</td>
<td>171,194</td>
<td>181,180</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1971</td>
<td>181,180</td>
<td>191,166</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1972</td>
<td>191,166</td>
<td>201,152</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1973</td>
<td>201,152</td>
<td>211,138</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1974</td>
<td>211,138</td>
<td>221,124</td>
<td>9,878</td>
<td>7.5</td>
</tr>
<tr>
<td>1975</td>
<td>221,124</td>
<td>231,110</td>
<td>9,878</td>
<td>7.5</td>
</tr>
</tbody>
</table>

**Sources:**

- bAnnual Reports of the Governor of Guam, 1951-1975.
130 times the first year's operating budget.

Because the Guam Public Library System did have financial resources (the annual budget appropriations) to allocate for various purposes, a number of accomplishments were made which can be attributed to that fact. Those accomplishments included additional physical facilities, additional materials, additional staff, and expanded services.

The library building was originally two Quonset huts which had been abandoned, presumably by the Naval Government of Guam. In 1955, an additional one-half of a Quonset hut, located back of the existing library, was assigned for library use, and no expenditure was reported for its acquisition. It was reported that $3,954 was expended to enlarge the library building in 1957 (Guam Public Library Board Minutes, October 8, 1957). This amount was utilized for erecting a partition between the two halves of the Quonset and for additional bookshelves (Guam Public Library Board Minutes, September 7, 1955). The additional area was used for a workroom and lounge area for the library staff, as shown in Plate 11.

In 1958, new furnishings for the library reading room were purchased (1958 Annual Report of the Governor of Guam). The new furniture for adults and juveniles replaced the Navy surplus furniture which had previously been in use. Plate 12 shows the reading room with the
Plate 11

Guam Public Library workroom and lounge
Agana, 1957
Plate 12

Reading room, Guam Public Library
Agana, 1958
new library furniture. In late 1959, everything in the Quonset hut library was moved to a new building.

It had been decided that the Administration Building (see Plate 13) would be renovated to permanently house the public library (Guam Public Library Board Minutes, June 9, 1959). For the renovation of the Administration Building, $25,000 was authorized, of which $13,980 was derived from federal funds (Librarian's Monthly Report, January, 1959).

It was reported that the library would occupy the first floor of the two-story Administration Building. There were approximately 7,500 square feet of floor space which was utilized for a reading room for adults and juveniles, stack area (see Plates 14 and 15), periodicals, offices, a workroom, and storage space (Librarian's Annual Report, 1960).

In Plate 16, the library staff is shown in front of the periodicals section of the library on opening day (January 16, 1960) of the new central library facility. The staff is also shown in the stack area in Plate 17, and Plate 18 shows the staff at the circulation desk on opening day.

In 1968, construction was completed on two branch library facilities which brought the number of permanent library buildings of the Guam Public Library System to three. Each branch library building was comprised of
Plate 13 (GPLS)

Administration Building of the Naval Government of Guam
Agana, 1950

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Stack area, Guam Public Library
Agana, 1960
Plate 15

Stack area, Guam Public Library
Agana, 1960
Plate 16 (GPLS)

Guam Public Library staff in periodicals area
Agana, 1960

1. to r.: I. Toves, L. Woelfl, M. Tai, A. Ralston, B. Perez
Guam Public Library staff in stack area
Agana, 1960

1. to r.: M. Tai, C. Santos, A. Ralston, Mr. Benevente, B. Perez, L. Woelfl
Plate 18

Guam Public Library staff at circulation desk
Agana, 1960

l. to r.: Mr. Benevente, M. Tai, A. Ralston,
L. Woelffl, C. Santos
3,500 square feet of floor space. Each building was designed to house a book collection of 15,000 volumes in bookstacks composed of units three feet wide and not more than six feet ten inches high. The shelving required 1,000 square feet of floor space, with approximately 40 percent of the shelving utilized for the children's and young adults' book collections and the remaining 60 percent of shelving used for adult books. An additional 1,000 square feet of floor space were required for tables and chairs. The charging desk, catalogs, display racks, other equipment, and traffic flow area utilized another 1,000 square feet of floor space. Staff space (workroom and lounge area) utilized an additional 500 square feet (Guam Library Board, Policy Study Number 3).

The two branch library facilities were built in the villages of Agat and Dededo (see Appendix D for the locations of the two villages). Each facility cost $75,000, of which $63,000 was expended for the building, $5,000 for air-conditioning, and $7,000 for site improvement (Guam Public Library Board Minutes, November 10, 1966). Federal funds ($27,176 for Agat and $31,957 for Dededo) were used to finance substantial portions of the two additional facilities.

Plate 19 shows the ground-breaking ceremony for the branch library in Agat. Plate 20 is a picture of the Guam Public Library Board members at the opening of the Agat
Plate 19  (GPLS)

Dedication of Agat branch library facility, 1966

unidentified
Guam Public Library Board Members at dedication of Agat branch library facility, 1968

1. to r.: F. Lomax, M. Anderson, L. Camacho, C. Guerrero, A. Flores
branch library facility. The ribbon cutting ceremony for the Dededo branch library facility is shown in Plate 21.

The entrance to the Dededo branch library facility is shown in Plate 22. Scenes from the opening day are shown in Plates 23 and 24.

Following the construction and opening of the branch library facilities in Agat and Dededo, a third branch library facility was planned, constructed, and opened. The branch library facility in Barrigada, Guam (see Appendix D for the location of the village of Barrigada) was dedicated in 1970 (see Appendix H). A total of $104,159 was expended for the facility, with $18,490 being spent for equipment and $85,669 for the construction of the building. Federal funds in the amount of $58,324 and local funds in the amount of $45,835 were used to finance the Barrigada branch library facility (Librarian's Annual Report, 1970).

The same amount of floor space was utilized for the Barrigada branch library facility as was utilized in the Agat and Dededo branch library facilities. Each of the three facilities was constructed using the same floor plan. In addition to the interiors of the three branch libraries being similar, the exteriors are also similar in appearance. Plate 25 shows the inside of the Barrigada branch library facility.

The fourth branch library facility, constructed in
Ribbon cutting ceremony, Dededo branch library facility, 1968

1. to r.: M. Anderson, Governor Manuel Guerrero, F. Lomax
Plate 22  (GPLS)

Dededo branch library entrance, 1968
Plate 23 (GPLS)

Opening day, Dededo branch library facility, 1968

1. to r.: M. Taitano, D. Miller

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Plate 24 (GPLS)

Opening day, Dededo branch library facility, 1968

unidentified

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Plate 25  (GPLS)

Barrigada branch library interior, 1970
Merizo in 1974 (see Appendix D for the location of the village of Merizo), does not resemble the other three branch library facilities, either in the interior or on the exterior. However, the interior of the Merizo branch library has 3,600 square feet of floor space, which was utilized for the same purposes as the floor space in the Agat, Dededo, and Barrigada branch library facilities. The chief difference was that the Merizo branch library had a story pit in its children's area. Since it was built at a later time, the cost of the Merizo branch library facility was much greater than the cost of any of the other three branch libraries. The total cost was $169,978, including $158,260 for construction, $7,882 for architect's fees and related costs, $144 for legal and administrative costs, and $1,692 for other costs. Of the total amount, $42,367 was derived from federal funds under the Library Services and Construction Act (Librarian's Annual Report, 1973). The Merizo branch library was dedicated and opened in 1974 (see Appendix I, the dedication day program).

Before the addition of branch library facilities, the Guam Public Library System in 1952 purchased a panel truck for the purpose of transporting books to individuals residing in villages having no library facilities (1953 Annual Report of the Governor of Guam). Plate 26 shows the panel truck parked in front of the library Quonset
Plate 26

Panel truck used for mobile library
Agana, 1952
huts. In fiscal year 1959, the panel truck was replaced by a station wagon. The amounts expended for these vehicles were not reported (1959 Annual Report of the Governor of Guam).

In fiscal year 1975, a bookmobile was purchased by the Guam Public Library System for the sum of $29,200 (Taitano, M., 1977). Plate 27 shows the exterior of the bookmobile. The interior of the bookmobile is shown in Plates 28 and 29.

The bookmobile makes stops throughout the school year at various elementary schools on the island to allow students and teachers to obtain books and other materials. In this way, any students and teachers who live in areas without libraries have access to library services. During the summer months when school is recessed, the bookmobile serves those villages which have no library facilities and also makes scheduled stops at housing developments and village community centers in order to provide library services to densely populated areas (Annual Report of the Librarian, 1975).

The permanent and mobile library facilities of the Guam Public Library System have been discussed. Following is a discussion of the materials which are found in the permanent and mobile library facilities, of the staff, and of the expanded library services as of July, 1977. Table 3 shows the number of items which the Guam Public
Plate 27 (GPLS)

Bookmobile exterior, 1975

unidentified
Plate 28 (GPLS)

Inside of bookmobile, 1975

unidentified
Plate 29 (GPLS)

Inside of bookmobile, 1975

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# Table 3

## Material Holdings of the Guam Public Library System, 1950-1975

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Items&lt;sup&gt;a&lt;/sup&gt;</th>
<th>Amount of Increase or Decrease From Previous Year</th>
<th>Percent of Increase or Decrease</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>13,000&lt;sup&gt;b&lt;/sup&gt;</td>
<td>760</td>
<td>5.8</td>
</tr>
<tr>
<td>1951</td>
<td>13,760</td>
<td>4,240</td>
<td>30.8</td>
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<tr>
<td>1952</td>
<td>18,000</td>
<td>-4,000</td>
<td>-22.2</td>
</tr>
<tr>
<td>1953</td>
<td>14,000</td>
<td>2,000</td>
<td>14.3</td>
</tr>
<tr>
<td>1954</td>
<td>18,068</td>
<td>2,068</td>
<td>12.9</td>
</tr>
<tr>
<td>1955</td>
<td>20,063</td>
<td>1,995</td>
<td>11.0</td>
</tr>
<tr>
<td>1956</td>
<td>22,158</td>
<td>2,095</td>
<td>10.4</td>
</tr>
<tr>
<td>1957</td>
<td>23,085</td>
<td>927</td>
<td>4.1</td>
</tr>
<tr>
<td>1958</td>
<td>27,313</td>
<td>4,228</td>
<td>18.3</td>
</tr>
<tr>
<td>1959</td>
<td>32,405</td>
<td>5,092</td>
<td>18.6</td>
</tr>
<tr>
<td>1960</td>
<td>36,409</td>
<td>4,004</td>
<td>12.4</td>
</tr>
<tr>
<td>1961</td>
<td>41,539</td>
<td>5,130</td>
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<tr>
<td>1962</td>
<td>45,022</td>
<td>3,483</td>
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</tr>
<tr>
<td>1963</td>
<td>48,132</td>
<td>3,110</td>
<td>6.9</td>
</tr>
<tr>
<td>1964</td>
<td>51,978</td>
<td>3,846</td>
<td>8.0</td>
</tr>
<tr>
<td>1965</td>
<td>52,879</td>
<td>901</td>
<td>1.7</td>
</tr>
<tr>
<td>1966</td>
<td>72,158</td>
<td>19,279</td>
<td>36.5</td>
</tr>
<tr>
<td>1967</td>
<td>96,923</td>
<td>24,765</td>
<td>34.3</td>
</tr>
<tr>
<td>1968</td>
<td>121,809</td>
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</tr>
<tr>
<td>1969</td>
<td>175,014</td>
<td>53,205</td>
<td>43.7</td>
</tr>
<tr>
<td>1970</td>
<td>212,432</td>
<td>37,418</td>
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<tr>
<td>1971</td>
<td>202,319</td>
<td>-10,113</td>
<td>-4.8</td>
</tr>
<tr>
<td>1972</td>
<td>217,203</td>
<td>14,884</td>
<td>7.4</td>
</tr>
<tr>
<td>1973</td>
<td>271,193</td>
<td>53,990</td>
<td>24.9</td>
</tr>
<tr>
<td>1974</td>
<td>214,956</td>
<td>-56,237</td>
<td>-20.7</td>
</tr>
</tbody>
</table>

**Sources:**
- <sup>a</sup>Annual Reports of the Governor of Guam, 1951-1975.
- <sup>b</sup>"New Guam Library."
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Library System possessed at that time.

With the exception of three years, there has been an annual increase in the material holdings from the previous year. The three years for which decreases in holdings were recorded are not the same years for which decreases in the annual budget appropriations were recorded. The decreases in the number of items possessed by the Guam Public Library System occurred in fiscal years 1953, 1972, and 1975. In fiscal year 1953 a 22.2 percent decrease in materials was recorded, while in fiscal year 1972 a 4.8 percent decrease in materials was recorded. The decrease in materials recorded in fiscal year 1975 was 20.7 percent.

The largest increase in materials from the previous year (43.7 percent) occurred in fiscal year 1970. Fiscal year 1967 had the next largest increase in materials (36.5 percent). Between fiscal year 1966 and 1968, there was an 83.3 percent increase in materials. During this same period of time, the Agat and Dededo branch libraries were added to the Guam Public Library System, which meant that a large number of materials had to be acquired in a relatively short time since each branch library facility opened with an initial collection of 4,000 volumes (Librarian's Annual Report, 1968).

The types of materials which are represented by the
figure of 214,956 are shown in Table 4.

Table 4

Types and Number of Materials of the Guam Public Library System, 1975

<table>
<thead>
<tr>
<th>Type of Material</th>
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<td>Books</td>
<td>153,085</td>
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<tr>
<td>United States government documents</td>
<td>49,960</td>
</tr>
<tr>
<td>Pamphlets</td>
<td>7,188</td>
</tr>
<tr>
<td>Records</td>
<td>2,589</td>
</tr>
<tr>
<td>Filmstrips</td>
<td>866</td>
</tr>
<tr>
<td>Tapes</td>
<td>345</td>
</tr>
<tr>
<td>Cassette tapes</td>
<td>383</td>
</tr>
<tr>
<td>Video cassette tapes</td>
<td>45</td>
</tr>
<tr>
<td>Periodical subscriptions</td>
<td>495</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>214,956</strong></td>
</tr>
</tbody>
</table>

Source: Librarian's Annual Report, 1975

No breakdown was reported with regard to the numbers and types of materials which are in the main library and the numbers and types of materials which are in each of the four branch library facilities.

The staff of the Guam Public Library System has increased from one librarian assisted by two high-school students in 1949 to a staff of 39 full-time employees in
1975. Table 5 lists the number of staff members for all years for which such information was available.

In 1951, a scholarship to study Library Science at the University of Hawaii for one year was offered as an incentive by the Guam Public Library Board to get local people interested in the field of librarianship and to provide a means for training in the area of library science. It was anticipated that eventually there would be members of the indigenous population who would be prepared to take over the operation of the library (Santos, 1977). Carmen Iglesias Santos was awarded a scholarship and attended the University of Hawaii. After Santos returned from her year of study at the University of Hawaii, she was employed by, and did act in the capacity of Chief Librarian of, the Guam Public Library System several times, but she never formally held that position.

Another scholarship was provided during the fiscal years of 1958 and 1959, when $1,900 of federal funds each fiscal year ($3,800 total) were utilized to provide an inservice training scholarship for Magdalena Santos Taitano to attend library school (Texas Women's University, Denton, Texas) for the purpose of obtaining a Master's degree in Library Science (1958 Annual Report of the Governor of Guam). Taitano had been working as a library employee for three years prior to the time she...
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Sources:  
<sup>a</sup>Librarian's Annual Reports: 1950-1975
<sup>x</sup>Woelfl, 1977
<sup>d</sup>plus two high school students
<sup>--</sup>data unavailable
received the scholarship and left Guam to attend graduate school in Texas. The budget for fiscal year 1958, part of which was used for Magdalena Santos Taitano's scholarship funds, was increased by 66.5 percent from the previous year. The increase primarily resulted from the receipt of the first federal funds by the Guam Public Library System.

The federal funds received during fiscal year 1958, in addition to providing scholarship funds, also provided the necessary revenue for microfilming *The Guam Recorder* and purchasing a microfilm reader (see Plate 30).

*The Guam Recorder* was a monthly news magazine published first for the month of March, 1924, and last with the issue for November, 1941. It was initially owned by Mr. William W. Rawley doing business as the Guam Press Association. In 1933, the Recorder was purchased by the Naval Government of Guam.

*The Guam Recorder* was the major source of news information concerning the activities of the Naval Government of Guam, the Naval Station, and other news information of both local and international concern (*Index to the Guam Recorder*, 1973).

During fiscal year 1973, an index to *The Guam Recorder* was compiled, printed, and distributed (*Librarian's Annual Report*, 1974). Financing of the compilation and printing was derived from federal funds under Title III of the Library Services and Construction Act. The amount expended for the index was $17,500 (*Taitano, M.*, 1977).
Plate 30  

Library staff demonstrating use of microfilm reader in the Guam Public Library
Agana, 1962

1. to r.: B. Perez, M. Taitano, W. Manibusan
Two more services were added by the Guam Public Library System in fiscal year 1968. During that year, $19,550 in federal funds was received under Titles III and IVA of the Library Services and Construction Act (refer to Appendix G). These funds were used to finance the compilation and printing of a union list of serials for Guam (Title III) and to provide library services to institutions (Title IVA).

The union list of serials is a compilation of the periodicals holdings of the high school libraries, the university library, and the military libraries on Guam. New union lists of serials have been compiled, printed, and distributed annually since 1968.

Beginning in 1968, library services were extended to institutions--the juvenile home, the hospital, and the penitentiary on Guam. Expanded services to institutions were made possible through Title IVA of the Library Services and Construction Act. Plate 31 shows the first presentation of books to the Guam Memorial Hospital administrator in 1968.

A one-time receipt of federal funds in the amount of $6,500 occurred in fiscal year 1964, from the United States Office of Emergency Programs (1964 Annual Report of the Governor of Guam). That sum was utilized to replace losses to the book collection which resulted from typhoon Karen in 1962 and typhoon Olive in 1963. A children's
Plate 31

Presentation of books to hospital, 1968

1. to r.: M. Taitano, Sr. Leclare, Sr.
Menke, B. Borja
collection was purchased for the library with the funds. The effects of typhoons on the growth and development of the Guam Public Library System are further discussed in the section pertaining to geographic factors.

Geographic Factors

Geographic factors are elements of physical surroundings, weather, and climate. The effects of these geographic factors on the Guam Public Library System are now discussed.

Since businesses in the United States are the principal suppliers of materials for the Guam Public Library System, Guam's geographic isolation from the United States (see Appendix B for the location of Guam in relation to the United States mainland) means that anything ordered from businesses in the United States must be shipped to Guam. Materials which are shipped to Guam require a number of weeks in transit from the west coast of the United States, while those materials coming from the midwestern or eastern parts of the United States require additional time. The lengthy shipping time means that library materials such as periodicals are never received until several months after the date of publication.

The completion of the Barrigada branch library was delayed from 1969 to 1970 because of a shipping stoppage and the sinking of a ship (Taitano, M., 1977). The ship
"Guam Bear" was transporting the majority of the new books for the branch library when that ship collided with another and sank. Approximately one year was then spent making the insurance claim through the post office for the books that were lost and getting the books replaced and shipped to Guam (Taitano, M., 1977).

In addition to delaying the receipt of materials, the cost of those materials is increased as a direct result of the vast distance over which the materials must be shipped. For example, when an order for books is placed, an additional amount of up to five percent of the price of the books must be added for postage in order to determine the total dollar amount of the book order. If the budget of a library on the mainland U. S., comparable in size to the Guam library, was compared to the budget of the Guam Public Library System, there would be a considerable difference in the amount of postage paid for the shipping of materials. For the Guam library the amount would be extremely high, due to the isolation of Guam from suppliers, while a library on the United States mainland would pay a small amount of postage for similar orders.

Not only is Guam geographically isolated from the United States, but the villages on Guam are somewhat geographically isolated from each other. The locations of the various villages on Guam have, in part, influenced
Guam's library development. An example was noted in the report that when bookmobile service on a limited scale was begun to Guam's remote villages (1953 Annual Report of the Governor of Guam), that service provided residents of the villages of Umatac, Merizo, Inarajan, Talofofo, Yona, Agat, Santa Rita, Yigo, and Dededo with library materials delivered to them. As can be seen by referring to Appendix D, the aforementioned villages are some distance from Agana where the only library facility was located at that time.

In 1954, the board of the Guam Public Library System discussed different methods of making bookmobile service more effective (Guam Public Library Board Minutes, September 1, 1954). It was decided that locked bookcases stocked with approximately 200 books would be placed in the offices of the village commissioners in each of the villages that were receiving bookmobile service. The plan met with the approval of the Governor of Guam and the village commissioners. The bookcases and books were installed in the commissioners' offices in 1955. The books were checked in and out by the village commissioners and volunteer helpers. Every four weeks the bookmobile would go to each village to gather statistics and to discuss library services with the commissioners and the villagers. New books were added at the request of the library users with the collections rotated about every
three months (Taitano, M., 1977). Plate 32 shows the Asan village library facility.

The library staff member who was responsible for rotating the library collections found that many of the books were never used (Taitano, M., 1977). In reality, the libraries located in the village commissioners' offices were not all successful. By 1960, Asan and Inarajan were the only two village library collections in the commissioners' offices which were operating successfully. The lack of success of having the book collections in the offices is mainly attributed to a lack of cooperation with the library by the majority of the village commissioners (Taitano, M., 1977). The commissioners' offices were noisy and often there was no place for library users to sit down and read. When the commissioners were having private conversations with villagers, it was difficult for other villagers to go into the offices and get books without interfering and interrupting the private conversations (Sablan, 1977).

With the phasing out of the libraries in the village commissioners' offices, mobile type book service was successfully resumed (Taitano, M., 1977, and Kennedy, 1977). All of the villages on Guam were served by the bookmobile beginning at this time (1959), with boxes of books and periodicals being taken to the residents of the various villages (Kennedy, 1977). A story lady, in
Plate 32

Asan commissioner's office library, 1956

unidentified
addition to the librarian, traveled with the bookmobile for the purpose of telling stories to the children in the villages. The story program and the bookmobile were quite successful in the village of Umatac (Taitano, M., 1977).

Mobile library service was supplemented by permanent branch library facilities built in the villages of Agat, Barrigada, Dededo, and Merizo. By referring to Appendix D, it can be seen that these villages are geographically dispersed. A fifth permanent branch library is planned for the village of Yona (Taitano, M., 1977). After the completion of the Yona facility, each village will be in close proximity to a permanent library facility. However, the bookmobile which was acquired in 1975 continues to serve all villages and housing areas on Guam especially those which do not have libraries.

In addition to the location of Guam and its villages, Guam's climate is a geographic factor which has affected the growth and development of the Guam Public Library System. The hot and humid climate of Guam causes mold and mildew to form in the buildings and on the materials. The buildings where materials are kept are air-conditioned, however mold and mildew form despite the air-conditioned surroundings. The materials have been affected by the climate to the extent that a number of them must be discarded periodically because of mold and mildew (Taitano, M., 1977).
Vehicles which remain outside on Guam are subjected to salt air from the Pacific Ocean, with the result that rust forms within a short time. Unless expensive precautions are undertaken (vehicle undercoating), a vehicle will not hold together for too many years.

Termites and rot pose problems to library buildings on Guam. The wood of which the buildings are partially constructed is sometimes affected. Wooden parts in the buildings must sometimes be replaced because of destruction from termites and rot. Thus, buildings are mainly constructed of concrete with little wood utilized because of climatic factors. Concrete construction, more costly than wood construction, lasts for a longer period of time and is more typhoon resistant than wood construction.

Wooden shelving for books and other materials is also subject to termites and the process of rotting. Consequently, wooden shelving must be replaced either by new wooden shelving or metal shelving. Metal shelving lasts for a longer period of time and does not rot but is subject to rusting due to the environment.

Typhoons, another climatic condition, which were destructive to the island of Guam occurred in 1962 and 1963. The Guam Public Library System, which at that time consisted of the central library building in Agana and a station wagon, suffered damage to the materials collection from the two typhoons. There was no damage by either
typhoon to the building or the station wagon (Taitano, M., 1977). The books which were lost due to the two typhoons were replaced by a collection of children's books paid for with disaster funds in the amount of $6,500 from the United States Government.

Another weather condition experienced by the island of Guam is frequent earthquakes, which are usually slight tremors that are barely felt. However, there have been severe earthquakes on Guam which have caused extensive damage, but it was reported that the Guam Public Library System has not suffered any damage attributed to earthquakes (Taitano, M., 1977).

Political Factors

Political factors are elements which guide and influence governmental policy and control. Those political factors which have affected the growth and development of the Guam Public Library System are now discussed.

The Guam Public Library System exists within the political system of Guam as an agency of the Government of Guam. This means that all requests from the library for personnel, materials, supplies, budget, etc., are submitted to the Department of Administration and the Department of Budget and Management of the Government of Guam for approval. After the budget is approved by the Department of Administration and the Department of Budget and
Management, it must be submitted to the Guam Legislature for action. The chief administrator of the library meets with the members of the budget committee of the Legislature in a public hearing and discusses the library's budget. The library's chief administrator presents the rationale for the budget to the legislative committee and after they hear it, the legislative budget committee then approves an amount on which the library must operate for the fiscal year. The amount of the appropriation which the Guam Legislature approves includes local government funds as well as any federal government funds which the library is to receive (Taitano, M., 1977). Therefore, the annual appropriation approved by the Guam Legislature for the Guam Public Library System consists of both local government funds and federal government funds. The Legislature is the political body that determines what the annual appropriation will be for the Guam Public Library System.

The Eighth Guam Congress created the Guam Public Library System, which began its existence in 1949 as a part of the Department of Education of the Government of Guam. Several persons reported that the Department of Education was an established agency at the time and the public library was considered to be an educational endeavor (Santos, 1977, Souder, 1977, and Taitano, M., 1977). Therefore, the public library was originally
established as a part of the Department of Education.

From its inception in 1949 as a part of the Department of Education, the library has been governed by a board of directors which has the authority, power, and responsibility for the administration and operation of the library. The Governor of Guam appoints the members of the Library Board of Directors with the approval of the Legislature. The members of the board serve for three-year terms, or until their successors are appointed and qualified (Johnston, E., 1977). Originally, the board of directors was comprised of five members, later it was changed to seven members (see Appendix J). While the library was a part of the Department of Education, the board was unable to exercise much authority or assume too much responsibility for the operation and administration of the library. As an example, in 1950, one of the board members, Simon A. Sanchez, told the remaining board members that the public library should be an independent unit with the board of directors having separate administrative powers over funds ("Memorial library plans bookmobile," 1950). Sanchez' statement arose from the fact that funds for the library were derived from the appropriation for the Department of Education. In 1950, there were no stated funds for the library ("Memorial library plans bookmobile," 1950). The library received "left over" funds from the Department of Education budget.
Almost from the time the library was established as a part of the Department of Education, there was dissen­sion between the library staff and the Department of Education. This was evidenced by the curtailment of library expansion in terms of staff and collection (Santos, 1977). Since the Department of Education was administratively responsible for the library, the Guam Public Library System had to route all orders for materials and supplies through the Department of Education, which caused both dissension and delay in the receipt of orders (Woelfl, 1977).

The Guam Public Library System operated for almost five years as a part of the Department of Education, and the library did not become an independent unit until 1954, when it was established as a separate agency of the Government of Guam. Public Law 107 of the Second Guam Legislature (see Appendix K) provided for the establish­ment of the Guam Public Library as a separate agency. Conflict of interest between the Guam Public Library System and the Department of Education was the primary reason for separating the two agencies. There was frequently a change of Directors of Education, each with different policies regarding education and the library. One education director wanted to incorporate the public library with the high school library. This
was vigorously opposed by the civilian community, with the result that the public library was established as a separate agency (Woelfl, 1977).

When the library opened on January 31, 1949, it was named the "Guam Public Library" ("New Guam library," 1949). From September 1949, to the 1977 date of this study, the name of the library has been "Nieves M. Flores Memorial Library." In 1949, the Governor of Guam signed a proclamation giving the Guam Public Library that name (Quarterly Reports, September, 1949). The library was named for Nieves M. Flores at the suggestion of Norbert Tabery, who at the time was the Director of Education (Woelfl, 1977). The board of directors of the library in 1949 unanimously voted to approve the name for the library (Quarterly Reports, September, 1949).

In 1954, with its establishment as a separate Government of Guam agency, the name of the library remained the same (refer to Appendix K, Section 42001).

The man for whom the library was named, Nieves M. Flores, came to Guam from the Philippine Islands in 1914, as a surveyor for the United States Naval Government. Flores resigned his surveying position and established the Guam Institute (Nieves N. [sic] Flores," 1949). This was the only private school on the island, and it went out of business with the advent of World War II. After the war, Flores taught in the high school until a

A further political factor which affected the growth and development of the Guam Public Library System occurred in 1964 when the library was designated as a depository library for United States Government documents under provisions of Public Law 87-579 (1964 Annual Report of the Governor of Guam). The Government of Guam requested a depository to be designated and the Guam Public Library System was named. The library had to agree to accept the responsibility for the depository designation, so there must have been some communication between the library and the government, but no such communication was located (Taitano, M., 1977).

In 1964, the library was also designated by the Governor of Guam as the official depository for documents of the Government of Guam. Since this designation in 1964, was not done by a public law, it was not official. It was not until 1974, when the Twelfth Guam Legislature designated the Nieves M. Flores Memorial Library as the
official depository for all Government of Guam documents (see Appendix L). Due to extreme limitation of space in the central library building, the Guam Public Library System does not receive and store all Government of Guam documents at this time (Taitano, M., 1977).

The Guam Museum, which is not a part of this study, was transferred to the jurisdiction of the library from the Department of Land Management by Executive Order 15-60, dated December 19, 1960. It was not determined whether or not this move had been discussed with the chief librarian and museum curator prior to the move.

Sociological Factors

Sociological factors are those ingredients which make a society unique; e.g., individuals, groups, and population density. Those sociological factors which have affected the growth and development of the Guam Public Library System are now discussed.

Two individuals who have influenced the growth and development of the Guam Public Library System have been previously discussed. They were Lucile Woelfl and Marion Brown. Two groups (previously discussed) that were influential in the library's growth and development were the Los Angeles Times Charities and the Assistance League of Southern California. The United States Navy Department was also an influential group since 12,000 of the 13,000
volumes comprising the original collection came from them.

In addition to individuals and groups directly involved in the growth and development of the Guam Public Library System, there were groups to which services had to be provided, with the result that the services offered by the library were expanded.

One such group was the individuals who were confined in the penitentiary and the juvenile home. They began receiving limited library services (books delivered to the two institutions) in 1956 (Guam Public Library Board Minutes, July 10, 1956). Plate 33 shows the penitentiary library facility. As previously discussed, library services to the penitentiary and juvenile home were greatly expanded in 1968 when federal funds were made possible for institutional library services through Title IVA of the Library Services and Construction Act.

The children of Guam were another group for whom the library provided special services. One special service began in 1959 when a storytelling hour was inaugurated both at the library and from the mobile library. Plate 34 shows the story lady (Florence Hansen) at the library with a group of children. Hansen also was the storylady who traveled with the mobile library. The story hours in the library and from the bookmobile were conducted during the school year in the afternoons after school was
Plate 33

Penitentiary library facility
Ordot, Guam, 1968

unidentified
Plate 34 (GPLS)

Story hour group in the Guam Public Library
Agana, 1960

F. Hansen, unidentified children
dismissed for the day. A summer reading program was also conducted for children. Plate 35 shows another children's librarian, Helen Hopkins, awarding certificates to children who participated in one of the summer reading programs.

In addition to special programs for children after school hours and in the summers, many teachers bring their elementary school classes to the library on field trips. The librarians provide whatever services the teachers request for the children, such as reading stories, showing films, and providing instruction in the use of the library. Plate 36 shows a librarian (Magdalena Santos Taitano) giving lessons on how to use the library to an elementary school class.

Another special group to which the library provides services is the farmers on Guam. A specialized collection of agricultural materials has been housed at the Department of Agriculture in the Director's office since 1966 (1966 Annual Report of the Governor of Guam). The specialized collection resulted from numerous requests from farmers. Plate 37 shows part of the agriculture collection.

In order to provide services to individuals and groups more conveniently, the Guam Public Library System has increased the number of hours the library is open to the public during the week. When the library opened in
Summer reading program group in the Guam Public Library
Agana, 1970

H. Hopkins, unidentified children
Plate 36 (GPLS)

Librarian (Magdalena Santos Taitano) giving instruction to an elementary class in the Guam Public Library
Agana, 1968

M. S. Taitano, unidentified group

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Plate 37 (GPLS)

Department of Agriculture Library
Director's office
Mangilao, Guam, 1966
1949, it was open for 20 hours per week (Monday through Friday). In 1957, the library was open to the public for 47 and one-half hours per week (1958 Annual Report of the Governor of Guam). By 1961, there were 50 hours per week when the library was open to the public (1961 Annual Report of the Governor of Guam). Presently, the library is open for 51 hours per week (Monday through Saturday). The number of hours the library is open per week has increased two and one-half times from 1949 to the present.

The Guam Public Library System not only increased the number of hours of service, but also increased the number of library facilities in order to better accommodate the public. The population density, in conjunction with the locations of the various villages, influenced the locations of the additional library facilities. Those villages that had concentrated populations were where the branch libraries were built (Sablan, 1977). The library board sponsored a survey to determine where the additional branch library facilities were to be built. The recommendation resulting from the survey was to build five regional libraries in the villages of Agat, Barrigada, Dededo, Merizo, and Yona to support the communities surrounding them (Taitano, M., 1977).

By referring to Appendix D, it can be seen that the branch libraries in the villages of Agat, Barrigada,
Dededo, and Merizo are geographically dispersed on Guam in order to serve the populations in and around them. The Dededo branch library serves the largest population since there are several housing subdivisions in and around the village of Dededo.

In order to further serve the public, the Guam Public Library System provided the use of its building, in 1964, for a sub-regional library training course sponsored by the South Pacific Commission on Guam. The training course resulted from the visit of Harold V. Bonney of Australia, a United Nations Educational, Scientific, and Cultural Organization (UNESCO) library expert who toured much of the South Pacific at the request of the South Pacific Commission. Bonney reported that a lack of trained librarians was the largest single factor retarding library development in the South Pacific (Peacock, 1965). The comments made by Bonney were reportedly applicable to Guam and the Trust Territory of the United States, even though Bonney did not visit either Guam or the islands of the Trust Territory. The Librarian of the Guam Public Library (George Droste) and the Supervisor of Library Services for the Trust Territory of the Pacific Islands (Daniel Peacock) were designated as co-directors of the course. Participants in the library training program were from Guam and the Trust Territory (Peacock, 1965). Participants in the training course included 15
students from all districts of the United States Trust Territory of the Pacific Islands and 35 students from Guam. The program was held from June until September, 1964 (1965 Annual Report of the Governor of Guam). Plate 38 shows a few of the library trainees at the celebration at the completion of their training.

Numerous social activities have been conducted by and for the library to increase the awareness of the people of Guam to the fact that the library is a resource for information, reference, recreation, and inspiration. The idea of a library on Guam had to be sold since the local civilian population thought the library was for intellectuals, not for average people (Santos, 1977). The library, when it began, was not used extensively and holding a social activity in the library was one way to get people inside (Taitano, M., 1977). In 1950, a tea was held in the library (Quonset) to promote it. Social teas were one way of promoting the library to the people. Plates 39 and 40 show the tea held in the library in 1950.

Following the idea of social teas, an open house was held in January, 1960, after the library had moved into its new permanent quarters from the Quonset building. Francisco Lujan, library board member, at this time gave a brief talk on the history of the Guam Public Library System. Plate 41 shows Lujan and others who attended the open house.
Library trainees
in the Guam Public Library
Agana, 1964

unidentified
Plate 39

Tea, Guam Public Library
Agana, 1950

unidentified
Plate 40

Tea, Guam Public Library
Agana, 1950

unidentified
Guam Public Library open house
Agana, 1960

1. to r.: F. Lujan, Mrs. Lujan, unidentified
Another method of promoting the library was utilized in 1961, when a local artist, Adriano Pangelinan, was invited to display some of his works in the library as a technique for attracting people to the library. Plate 42 shows the artist with one of his works; Plate 43 shows the artist, three of his works, and a library employee.

During National Library Week 1964, various groups on Guam held teas in the library. A different group held a tea each day (Taitano, M., 1977). Plates 44, 45, 46, 47, and 48 show the teas held by the various groups in the library during National Library Week. Again this device was used as a method of getting people into the library. It was not determined what effect such social events had on the growth and development of the Guam Public Library System.

In 1963, thirty young people were assigned to work in the Guam Public Library System in the Summer Training Program of the Governor's Committee on Children and Youth. The trainees provided limited library services to adolescent library users (Librarian's Annual Report, 1963). At the end of the summer program, the trainees performed, in the library, a play which they had written. Plate 49 is a picture of a few of the library trainees in their costumes.
Guam artist with his art display in the Guam Public Library
Agana, 1961

A. Pangelinan
Plate 43 (GPLS)

Art display in the Guam Public Library
Agana, 1961

1. to r.: A. Pangelinan, B. Perez
Plate 44

National Library Week tea held in the Guam Public Library Agana, 1964

1. to r.: F. Lujan, Governor Manuel Guerrero, unidentified

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Plate 45

National Library Week tea
held in the Guam Public Library
Agana, 1964

unidentified
Plate 46 (GPLS)

National Library Week tea
held in the Guam Public Library
Agana, 1964

unidentified
National Library Week tea held in the Guam Public Library Agana, 1964

1. to r.: M. Shriver, unidentified
Plate 48 (GPLS)

National Library Week tea
held in the Guam Public Library
Agana, 1964

unidentified
Summer youth program trainees in the Guam Public Library
Agana, 1963

unidentified
Beginning in 1960, the library made available to its patrons an additional type of library material in the form of disc recordings. The record collection numbered 164 in 1960 (1960 Annual Report of the Governor of Guam). In 1975, the record collection had increased in number to 2,589. Plate 50 shows part of the record collection on the shelves of the central library and an individual listening to a record on library equipment (1968).

Types of records available to the library's public include symphonies, plays, poetry, movie sound tracks, children's poetry, and nursery rhymes ("Local library reports increased patronage," 1969).

In 1961, the library added a service for blind individuals by providing "talking books" for them. These "talking books" are long playing recordings which are played on specially-designed machines. The machines and the "talking books" are provided by the federal government to anyone on Guam who has been certified by a physician or other professional person as having poor vision ("Talking books now available," 1961). The Library of Hawaii, Library for the Blind (for the federal government) arranged with the Guam Public Library System to provide the "talking books" and the machines. The original collection was made up of 26 "talking books" which were loaned to blind individuals for up to two months. The "talking books" were then exchanged with
Plate 50

Guam Public Library record collection
Agana, 1968

F. Torre
the Hawaii library for different ones. That arrangement continues at the present time.

The library has maintained a history collection of materials on Guam and the surrounding area of the Pacific. Gathering area history materials was begun in the early years of the library and continues at the present time. This collection is located in a separate section of the library, since the collection is a specialized one for reference use in the library. It does not circulate and is segregated from the typical library collection (see Plate 51). The specialized area history collection has served such diverse individuals as: (a) a doctor sent by the Mayo Clinic to do research on amiotrophic lateral sclerosis, a disease prevalent on Guam; (b) James Ramsey Ullman, who spent a few days gathering materials for a book which he was preparing (Woelfl, 1977); an individual doing research on Amelia Earhart, the aviatrix supposedly downed in the Pacific area in 1937 (Santos, 1977).

The statistics for materials in the Guam Public Library System reveal that the number of materials circulated from the library increased greatly from 1949 to 1975, and that the number of persons who borrow the materials from the Guam Public Library System has also increased. The numbers of materials circulated and the numbers of registered borrowers of the Guam Public Library
Plate 51  (GPLS)

Guam Public Library's collection of materials pertaining to Guam
Agana, 1973
System are shown in Table 6.

As shown in Table 6, the number of registered borrowers increased every year from 1949 through 1975. The number of materials circulated also increased from the previous year except for the years 1962, 1965, 1966, 1967, and 1970.

Present Status

Currently the Guam Public Library System provides a general public library program in the central library in Agana; four branch libraries in Agat, Barrigada, Dededo, and Merizo; a bookmobile; and three institutional libraries in the penitentiary, the juvenile home, and the hospital. The library program is designed to serve the present and future needs of Guam's population. Attempts are made to meet needs by collection development, in-service training of the library staff, added services, and provision of additional physical facilities (Librarian's Annual Report, 1976). Reading and study rooms are available in the central library and the branch libraries for the convenience of library users.

The library continues to be governed by a seven-member board of directors which is appointed by the Governor and approved by the Legislature. The board selects the chief librarian who carries out policies made by the board.
### Table 6

<table>
<thead>
<tr>
<th>Year</th>
<th>Circulation</th>
<th>Number of Registered Borrowers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949</td>
<td>2,000</td>
<td>272</td>
</tr>
<tr>
<td>1950</td>
<td>3,000</td>
<td>386</td>
</tr>
<tr>
<td>1951</td>
<td>7,500</td>
<td>626</td>
</tr>
<tr>
<td>1952</td>
<td>8,603</td>
<td>930</td>
</tr>
<tr>
<td>1953</td>
<td>14,072</td>
<td>1,359</td>
</tr>
<tr>
<td>1954</td>
<td>24,377</td>
<td>1,897</td>
</tr>
<tr>
<td>1955</td>
<td>28,808</td>
<td>2,464</td>
</tr>
<tr>
<td>1956</td>
<td>67,822</td>
<td>3,184</td>
</tr>
<tr>
<td>1957</td>
<td>68,218</td>
<td>--</td>
</tr>
<tr>
<td>1958</td>
<td>70,921</td>
<td>4,684</td>
</tr>
<tr>
<td>1959</td>
<td>86,949</td>
<td>6,154</td>
</tr>
<tr>
<td>1960</td>
<td>89,761</td>
<td>8,227</td>
</tr>
<tr>
<td>1961</td>
<td>113,501</td>
<td>9,262</td>
</tr>
<tr>
<td>1962</td>
<td>85,183</td>
<td>10,272</td>
</tr>
<tr>
<td>1963</td>
<td>86,855</td>
<td>12,237</td>
</tr>
<tr>
<td>1964</td>
<td>98,052</td>
<td>14,409</td>
</tr>
<tr>
<td>1965</td>
<td>83,708</td>
<td>17,226</td>
</tr>
<tr>
<td>1966</td>
<td>80,148</td>
<td>19,584</td>
</tr>
<tr>
<td>1967</td>
<td>69,933</td>
<td>22,635</td>
</tr>
<tr>
<td>1968</td>
<td>106,268</td>
<td>28,759</td>
</tr>
<tr>
<td>1969</td>
<td>189,516</td>
<td>31,686</td>
</tr>
<tr>
<td>1970</td>
<td>129,550</td>
<td>37,636</td>
</tr>
<tr>
<td>1971</td>
<td>147,293</td>
<td>41,611</td>
</tr>
<tr>
<td>1972</td>
<td>152,001</td>
<td>46,242</td>
</tr>
<tr>
<td>1973</td>
<td>167,990</td>
<td>53,986</td>
</tr>
<tr>
<td>1974</td>
<td>213,526</td>
<td>60,393</td>
</tr>
<tr>
<td>1975</td>
<td>376,291</td>
<td>70,137</td>
</tr>
</tbody>
</table>

Source: Librarian's Annual Report, 1950-1976

-- data unavailable
Federal government funds and local funds are the two major sources of the library's budget. Without the impetus of funds from the federal government, the local government probably would not have recognized the need for a library and its services which are currently demanded by the public (Taitano, M., 1977).

Those services offered by the Guam Public Library System at the present time include the following:

1. Special collection of Guam history
2. Audio visual collection (cassettes, films, filmstrips, etc.)
3. Talking books and machines for the blind
4. Federal documents depository collection
5. Local documents depository collection
6. Story program
7. Summer reading program
8. Interlibrary cooperation
9. Bookmobile service

The materials included in the collection of the Guam Public Library System are books, United States Government documents, pamphlets, records, filmstrips, reel-to-reel tapes, cassette tapes, video tape cassettes, films, filmstrip and tape kits, and periodicals. When the library opened in 1949, the collection was comprised of books alone.

The children's collection of materials, the adult reference collection, the adult fiction and non-fiction book collections are all located on the first floor of the central library. Plate 52 is a recent photograph of
Plate 52

Children's section space
Guam Public Library
Agana, 1977
the children's section of the central library. Plates 53 and 54 show part of the reference section of the library and a portion of the adult fiction and non-fiction books. Plate 55 is a picture of the circulation desk. The collections shown in the three photographs are all located on the first floor of the central library building. The photographs do not give a true picture of how crowded the library is. When walking between the rows of shelving, the lack of adequate space is quickly apparent. The second floor of the central library building houses the Guam history collection, audio visual collection, and federal and local documents. Current periodicals, a reading lounge, the offices, work room and storage areas are also located on the second floor. Plate 56 is a picture of the Chief Librarian in her office on the second floor. Plates 57 and 58 are photographs of the exterior of the central library building.

The branch library facilities are presently meeting the needs of the populations which they serve with regard to collection and floor space (Taitano, M., 1977).

The Guam Public Library System is currently undergoing repairs which are necessary as a result of the damage caused by supertyphoon Pamela in May, 1976. All library facilities suffered some damage such as broken windows, damaged window air-conditioning units, damaged carport, and lost books (Librarian's Annual Report, 1976).
Plate 53

Reference section space
Guam Public Library
Agana, 1977
Plate 54

Reference section and adult book collection
Guam Public Library
Agana, 1977
Plate 55

Circulation desk
Guam Public Library
Agana, 1977

C. Kaneshi
Plate 56

Chief Librarian
Guam Public Library
Agana, 1977

Magdalena Santos Taitano
Plate 57

Exterior
Guam Public Library
Agana, 1977
A total of 12,000 volumes was lost as a result of the supertyphoon. The Guam Public Library System received $128,000 from the Federal Disaster Assistance Act to pay for repairs to the buildings, and replacement of the lost books and equipment.

Recently, the Guam Public Library System, in cooperation with the University of Guam Cooperative Extension Service, has devised a method to help the citizens of Guam solve problems. The method is called the Community Information and Assistance System (CIAS). A community survey was conducted in 1975, by the Community Development Institute (part of the Cooperative Extension Service) to determine what people thought their most pressing problems were. The survey revealed that many people could not solve their problems because they did not know where to go for information. A recommendation was made that a centralized information and referral system be established, and it was. The CIAS is a set of files which contains information about public and private services and programs. The system is self-service or librarian assisted. People can call, write, or visit the Guam Public Library System to use the files ("They're telling you where to go," 1977).
CHAPTER V

SUMMARY AND RECOMMENDATIONS

The study determined that libraries which were available on Guam (1902-1941) prior to the Guam Public Library System basically served two populations. There were libraries for military personnel and their dependents and libraries to serve the local civilian population.

Early library development on Guam, prior to 1947, did not seem to follow the pattern found in the mainland United States. As mentioned in Chapter II, in the U. S. "circulating libraries" followed the appearance of "social libraries." On Guam, the reverse was true. This may have been due, in part, to the two groups of individuals responsible for the two library movements on Guam. The "circulating library" movement was reported in 1902, as being initiated by Naval officers. The implication is that "circulating libraries" were still flourishing in the nineteenth century (Shera, 1949), and since the Naval officers came to Guam within the first three years of the twentieth century, "circulating libraries" were probably what the Naval officers were most familiar with. The "social library" attempt on Guam was for the purpose of making books available without expending money. No
"circulating library" movement followed the "social library" movement within the civilian population. The Guam Public Library System was established by individuals from the continental United States where libraries had previously been established. Therefore, libraries on Guam did not develop as they did in the United States. The library on Guam seemed to have been imposed rather then allowed to evolve.

The study determined some of the economic factors which were influential in bringing about the availability or nonavailability of resources for the Guam Public Library System growth and development. The study also identified important geographic, political, and sociological factors which influenced the growth and development of the Guam Public Library System.

Since 1949, the Guam Public Library System has gradually grown and developed. There have been changes in library materials (books, records, tapes, microforms, etc.), facilities, personnel, hours of operation, and financial support.

The study determined that there was one major economic factor which positively affected the growth and development of the Guam Public Library System. That factor was the fiscal appropriation represented by the annual budget. When the library had economic resources to allocate, growth and development occurred. The Guam
Public Library System began operation in a Quonset hut, then moved to a permanent facility. Four additional library building facilities were later added to the system. A vehicle used as a bookmobile was added in 1952, a station wagon was the second vehicle used as a bookmobile, and in 1975 a true bookmobile replaced the station wagon.

The library now has within its collection the following types of materials: Books, government documents, pamphlets, records, filmstrips, tapes, and periodical subscriptions. This represents an increase in the types of materials from the beginning collection which was limited to books. The size of the collection has increased from 13,000 books when the library was opened in 1949, to 214,956 volumes (including all types of materials) in 1975.

With regard to personnel, there has been an increase from one librarian assisted by two high school students in 1950, to a staff of 39 employees in 1975.

When the Guam Public Library System had the financial resources to do so, it compiled, had printed, and distributed an index to The Guam Recorder. A union list of serials of libraries on Guam has been compiled, printed and distributed annually.

Due to the availability of resources, three institutions on Guam (the penitentiary, juvenile home, and hospital) have received library services. Limited
service to the institutions began in 1956, and was then greatly expanded in 1968, when additional funding was available.

Those geographic factors identified in the study which affected the Guam Public Library System included Guam's geographic isolation from the United States mainland, which causes delays in receiving materials ordered from businesses in the continental United States and causes the overall cost of materials to be increased.

Guam's geographically isolated villages have influenced the growth and development of the Guam Public Library System in that a need was determined for additional library facilities. Four additional branch library facilities were built in the villages of Agat, Barrigada, Dededo, and Merizo.

A geographic factor which has negatively affected the growth and development of the Guam Public Library System is the hot and humid climate. Guam's climate has resulted in mold, mildew, and rot, all of which have caused destruction to Guam's library facilities and materials. The earthquakes which frequently occur on Guam have not affected the growth and development of the Guam Public Library System.

Political factors which were identified as influencing the growth and development of the Guam Public Library System include the fact that the library was
originally established as a part of the Department of Education. Five years later, the library was established as a separate agency within the Government of Guam. The library did not grow and develop significantly until it became a separate agency.

The library is governed by a board of directors. Even though the board of directors of the Guam Public Library System are political appointees, growth and development have occurred. The board has been responsible for supporting and authorizing expanded services as well as expanded facilities. The name of the Guam Public Library System was political in that it was assigned by the Legislature, seemingly without the knowledge of those employed by the library, and then approved by the library board.

The Guam Public Library System's status as a federal government document depository and Guam Government document depository can be attributed to a political factor, namely the Guam Legislature.

Sociological factors which influenced the growth and development of the Guam Public Library System included two principal individuals, Lucile Woelfl and Marion Brown. Three groups which positively affected the growth and development of the Guam Public Library System were the Los Angeles Times Charities, the Assistance League of Southern California, and the United States Navy.
Providing services to groups positively affected library growth and development of the Guam Public Library System in that library services were extended to such groups as the farmers of Guam, blind individuals, inmates of the penitentiary, residents of the juvenile home, hospital patients, and the children on Guam.

Promotional activities held in the library included social teas, an open house, and a display of art works by a local artist. It was reported by M. Taitano (1977) that the activities attracted people into the library.

The type of materials found in the Guam Public Library System's collection has increased from solely books to a collection including audio visual materials, microforms, periodical subscriptions, and a specialized area history collection.

Currently the Guam Public Library System operates its program from five permanent library buildings and a bookmobile. The library continues to meet present needs and is planning to meet future needs with an additional branch library in Yona and a new central library building.

Recommendations

One recommendation arising from the study for the Guam Public Library System is that the library should preserve documents regarding its own activities together in one place rather than having such documents scattered.
around. In this way, the people may have a better understanding of current library happenings by having past history to which they can refer. Specific suggestions are that photographs and audio and visual tape recordings should be made of any significant events regarding the library. All newspaper articles should be clipped and preserved. Specific details of happenings and transactions should be included in annual reports and minutes of meetings.

With the expansion of services by the Guam Public Library System, some of which are available only at the central library, a new central library building should be built as soon as possible. A lack of space is evident when one visits the central library facility. It does not have space for housing Guam Government documents, even though it was designated as a depository for such documents. During the past several years, space in the central library previously used only by the library staff—such as work area, storage, and offices—has had to be converted to areas for the public. An added problem at the central library is a lack of parking for cars, since most persons visiting the library must drive.

Another recommendation is that the fifth branch library facility be built as soon as possible in order that all people on Guam may have immediate access to a
permanent library facility.

A final recommendation is that the Guam Public Library System continue to respond to public needs as it did when it installed the Community Information and Assistance System.
REFERENCES


Flores, Alex. Interview, March 2, 1977.


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Guam children to get shipment of 1,000 books. Los Angeles Times, January 17, 1947, pp. 1-2.


Librarian's annual report, Nieves M. Flores Memorial Library; 1950-1976


Local library reports marked increased patronage in 12 years. Territorial Sun, April 16, 1961, p. 10.


New Guam Library offers 13,000 books to public. 

Nieves N. [sic] Flores GWHS instructor dies at Agana. 


Perry, D. T. Open house held at new station library. 


Taitano, Magdalena Santos. Interview, February 8, 1977.


Talking books now available at public library for blind. 
**Territorial Sun**, August 6, 1961, p. 3.


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APPENDIX A

MAP OF GUAM
GUAM ISLAND - U.S. MILITARY LANDS

Distribution of Land

- Present Federal Lands
- Proposed Navy Wharf
- Surface Drainage
- Commercial Port

BASE MAP DEPT. OF LAND MANAGEMENT, GOVT. OF GUAM

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APPENDIX B

MAP OF WESTERN PACIFIC AND MICRONESIA
APPENDIX C

GUAM ISLAND RELIEF MAP

183
APPENDIX D

GUAM ISLAND POPULATION MAP

185
GUAM ISLAND - POPULATION

POPULATION DISTRIBUTION

Village Size

Military

Civilian

Less Than 2000

0 - 5,000

2000 - 5,000

OVER 5,000

Each dot represents 25 people

Main Thoroughfares

BASE MAP USA 1:62,500

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APPENDIX E

THE ORGANIC ACT OF GUAM
THE ORGANIC ACT OF GUAM

(Act of August 1, 1950, 64 Stat. 384, as amended to January 4, 1971)

Compiled by:

DEPARTMENT OF ADMINISTRATION

GOVERNMENT OF GUAM

June 1969

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ORGANIC ACT OF GUAM

(Act of August 1, 1950, 64 Stat. 384, as amended to January 4, 1971)

AN ACT To provide a civil government for Guam, and for other purposes

Be it enacted by the Senate and House of Representa-
tives of the United States of America in Congress
assembled, That this Act may be cited as the “Organic
Act of Guam”.

Section 2. The territory ceded to the United States
in accordance with the provisions of
the Treaty of Peace
between the United States and Spain, signed at
Paris, December 10, 1898, and proclaimed April 11,
1899, and known as the island of Guam in the
Mariana Islands, shall continue to be known as
Guam.¹

Section 3. Guam is hereby declared to be an unicor-
porated territory of the United States and the capital
and seat of government thereof shall be located at the
city of Agana, Guam. The government of Guam shall
have the powers set forth in this Act, shall have
power to sue by such name, and, with the consent of
the legislature evidenced by enacted law, may be sued
upon any contract entered into with respect to, or
any tort committed incident to, the exercise by the
government of Guam of any of its lawful powers.
The government of Guam shall consist of three
branches, executive, legislative, and judicial, and its
relations with the Federal Government in all matters
not the program responsibility of another Federal
department or agency, shall be under the general
administrative supervision of the Secretary of the
Interior.²

CITIZENSHIP

Section 4. (Repealed³)

BILL OF RIGHTS

Section 5. (a) No law shall be enacted in Guam
respecting an establishment of religion or prohibiting
the free exercise thereof, or abridging the freedom of
speech, or of the press, or the right of the people
peaceably to assemble and to petition the government
for a redress of their grievances.

(b) No soldier shall, in time of peace, be quartered
in any house, without the consent of the owner, nor in
time of war, but in a manner to be prescribed by law.

(c) The right of the people to be secure in their
persons, houses, papers, and effects, against unreason-
able searches and seizures, shall not be violated; and
no warrant for arrest or search shall issue but upon
probable cause, supported by oath or affirmation,
and particularly describing the place to be searched
and the person or things to be seized.

(d) No person shall be subject for the same offense
to be twice put in jeopardy of punishment; nor shall
he be compelled in any criminal case to be a witness
against himself.

(e) No person shall be deprived of life, liberty, or
property without due process of law.

(f) Private property shall not be taken for public use
without just compensation.

(g) In all criminal prosecutions the accused shall have
the right to a speedy and public trial; to be informed
of the nature and cause of the accusation and to have
a copy thereof; to be confronted with the witnesses
against him; to have compulsory process for obtaining
witnesses in his favor, and to have the assistance of
counsel for his defense.

(h) Excessive bail shall not be required, nor excessive
fines imposed, nor cruel and unusual punishments
inflicted.

(i) Neither slavery nor involuntary servitude, except
as a punishment for crime whereof the party shall
have been duly convicted, shall exist in Guam.

(j) No bill of attainder, ex post facto law, or law
impairing the obligation of contracts shall be enacted.

(k) No person shall be imprisoned for debt.

(l) The privilege of the writ of habeas corpus shall
not be suspended, unless, when in cases of rebellion
or invasion or imminent danger thereof, the public
safety shall require it.

(m) No qualification with respect to property, in-
come, political opinion, or any other matter apart
from citizenship, civil capacity, and residence shall be
imposed upon any voter.

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

(o) No person shall be convicted of treason against
the United States unless on the testimony of two witnesses to the same overt act, or on confession in open court.

(p) No public money or property shall ever be appropriated, supplied, donated, or used, directly or indirectly, for the use, benefit, or support of any sect, church, denomination, sectarian institution, or association, or system of religion, or for the use, benefit, or support of any priest, preacher, minister, or other religious teacher or dignitary as such.

(q) The employment of children under the age of fourteen years in any occupation injurious to health or morals or hazardous to life or limb is hereby prohibited.

(r) There shall be compulsory education for all children, between the ages of six and sixteen years.

(s) No religious test shall ever be required as a qualification to any office or public trust under the government of Guam.

(t) No person who advocates, or who aids or belongs to any party, organization, or association which advocates the overthrow by force or violence of the government of Guam or of the United States shall be qualified to hold any public office of trust or profit under the government of Guam.

(u) The following provisions of and amendments to the Constitution of the United States are hereby extended to Guam to the extent that they have not been previously extended to that territory and shall have the same force and effect there as in the United States or in any State of the United States: article I, section 9, clauses 2 and 3; article IV, section 1 and section 2, clause 1; the first to ninth amendments inclusive; the thirteenth amendment; the second sentence of section 1 of the fourteenth amendment; and the fifteenth and nineteenth amendments.

All laws enacted by Congress with respect to Guam and all laws enacted by the territorial legislature of Guam which are inconsistent with the provisions of this subsection are repealed to the extent of such inconsistency.4

THE EXECUTIVE

Section 6. The executive power of Guam shall be vested in an executive officer whose official title shall be the "Governor of Guam". The Governor of Guam, together with the Lieutenant Governor, shall be elected by a majority of the votes cast by the people who are qualified to vote for the members of the Legislature of Guam. The Governor and Lieutenant Governor shall be chosen jointly, by the casting by each voter of a single vote applicable to both offices. If no candidates receive a majority of the votes cast in any election, on the fourteenth day thereafter a runoff election shall be held between the candidates for Governor and Lieutenant Governor receiving the highest and second highest number of votes cast. The first election for Governor and Lieutenant Governor shall be held on November 3, 1970. Thereafter, beginning with the year 1974, the Governor and Lieutenant Governor shall be elected every four years at the general election. The Governor and Lieutenant Governor shall hold office for a term of four years and until their successors are elected and qualified.

No person who has been elected Governor for two full successive terms shall again be eligible to hold that office until one full term has intervened.

The term of the elected Governor and Lieutenant Governor shall commence on the first Monday of January following the date of election.

No person shall be eligible for election to the office of Governor or Lieutenant Governor unless he is an eligible voter and has been for five consecutive years immediately preceding the election a citizen of the United States and a bona fide resident of Guam and will be, at the time of taking office, at least thirty years of age. The Governor shall maintain his official residence in Guam during his incumbency.

The Governor shall have general supervision and control of all the departments, bureaus, agencies, and other instrumentalities of the executive branch of the government of Guam. He may grant pardons and reprieves and remit fines and forfeitures for offenses against local laws. He may veto any legislation as provided in this Act. He shall appoint, and may remove, all officers and employees of the executive branch of the government of Guam, except as otherwise provided in this or any other Act of Congress, or under the laws of Guam, and shall commission all officers that he may be authorized to appoint. He shall be responsible for the faithful execution of the laws of Guam and the laws of the United States applicable in Guam. Whenever it becomes necessary, in case of disaster, invasion, insurrection, or rebellion, or imminent danger thereof, when the public safety requires it, proclaim the island, affirm as it is under the jurisdiction of the government of Guam, to be under martial law. The members of the legislature shall meet forthwith on their own initiative and may, by a two-thirds vote, revoke such proclamation.

The Governor shall make to the Secretary of the Interior an annual report of the transactions of the government of Guam for transmission to the Congress

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and such other reports at such other times as may be required by the Congress or under applicable Federal law. He shall have the power to issue executive orders and regulations not in conflict with any applicable law. He may recommend bills to the legislature and give expression to his views on any matter before that body.

There is hereby established the office of Lieutenant Governor of Guam. The Lieutenant Governor shall have such executive powers and perform such duties as may be assigned to him by the Governor or prescribed by this Act or under the laws of Guam.3

Section 7. Any Governor of Guam may be removed from office by a referendum election in which at least two-thirds of the number of persons voting for Governor in the last preceding general election at which a Governor was elected, vote in favor of recall and in which those so voting constitute a majority of all those participating in the referendum election. The referendum election shall be initiated by the legislature of Guam following (a) a two-thirds vote of the members of the legislature in favor of a referendum, or (b) a petition for such a referendum to the legislature by registered voters equal to the number to at least 50 per centum of the whole number of votes cast for Governor at the last general election at which a Governor was elected preceding the filing of the petition.5

Section 8. (a) In case of the temporary disability or temporary absence of the Governor, the Lieutenant Governor shall have the powers of the Governor. (b) In case of a permanent vacancy in the office of Governor, arising by reason of the death, resignation, removal by recall, or permanent disability of the Governor, or the death, resignation, or permanent disability of a Governor-elect, or for any other reason, the Lieutenant Governor or Lieutenant Governor-elect shall become the Governor, to hold office for the unexpired term and until he or his successor shall have been duly elected and qualified at the next regular election for Governor.

(c) In case of the temporary disability or temporary absence of the Lieutenant Governor, or during any period when the Lieutenant Governor is acting as Governor, the speaker of the Guam Legislature shall act as Lieutenant Governor.

(d) In case of a permanent vacancy in the office of Lieutenant Governor, arising by reason of the death, resignation, or permanent disability of the Lieutenant Governor, or because the Lieutenant Governor or Lieutenant Governor-elect has succeeded to the office of Governor, the Governor shall appoint a new Lieutenant Governor, with the advice and consent of the legislature, to hold office for the unexpired term and until he or his successor shall have been duly elected and qualified at the next regular election for Lieutenant Governor.

(e) In case of the temporary disability or temporary absence of both the Governor and the Lieutenant Governor, the powers of the Governor shall be exercised, as Acting Governor, by such person as the laws of Guam may prescribe. In case of a permanent vacancy in the offices of both the Governor and Lieutenant Governor, the office of Governor shall be filled for the unexpired term in the manner prescribed by the laws of Guam.

(f) No additional compensation shall be paid to any person acting as Governor or Lieutenant Governor who does not also assume the office of Governor or Lieutenant Governor under the provisions of this Act.1

Section 9. (a) The Governor shall, except as otherwise provided in this Act or the laws of Guam, appoint, by and with the advice and consent of the legislature, all heads of executive agencies and instrumentalities. The legislature shall establish a merit system and, as far as practicable, appointments and promotions shall be made in accordance with such merit system. (b) All officers shall have such powers and duties as may be conferred or imposed on them by law or by executive regulation of the Governor not inconsistent with any law. (c) The Governor shall, from time to time, examine the organization of the executive branch of the government of Guam, and shall determine and carry out such changes therein as are necessary to promote effective management and to execute faithfully the purposes of this Act and the laws of Guam. (d) All persons holding office in Guam on the date of enactment of this Act may, except as otherwise provided in this Act, continue to hold their respective offices until their successors are appointed and qualified.6

GOVERNMENT COMPTROLLER

Section 9-A. (a) The Secretary of the Interior shall appoint in the Department of the Interior a government comptroller for Guam who shall be under the general supervision of the Secretary of the Interior and shall not be a part of any executive department in the government of Guam, and whose salary and expenses of office shall be paid by the United States from funds otherwise to be covered into the treasury of Guam pursuant to section 30 of this Act. Sixty days prior to the effective date of transfer or removal of the government comptroller, the Secretary shall communicate to the President of the Senate and the Speaker of the House of Representatives his intention to so transfer or remove the government comptroller.
and his reasons therefor.

(b) The government comptroller shall audit all accounts and review and recommend adjudication of claims pertaining to the revenue and receipts of the government of Guam and of funds derived from bond issues; and he shall audit, in accordance with law and administrative regulations, all expenditures of funds and property pertaining to the government of Guam including those pertaining to trust funds held by the government of Guam.

(c) It shall be the duty of the government comptroller to bring to the attention of the Secretary of the Interior and the Governor of Guam all failures to collect amounts due the government, and expenditures of funds or uses of property which are irregular or not pursuant to law. The audit activities of the government comptroller shall be directed so as to (1) improve the efficiency and economy of programs of the government of Guam, and (2) discharge the responsibility incumbent upon the Congress to insure that the substantial Federal revenues which are covered into the treasury of the government of Guam are properly accounted for and audited.

(d) The decisions of the government comptroller shall be final except that appeal therefrom may, with the concurrence of the Governor, be taken by the party aggrieved or the head of the department concerned, within one year from the date of the decision, to the Secretary of the Interior, which appeal shall be in writing and shall specifically set forth the particular action of the government comptroller to which exception is taken, with the reasons and the authorities relied upon for reversing such decision.

(e) If the Governor does not concur in the taking of an appeal to the Secretary, the party aggrieved may seek relief by suit in the District Court of Guam if the claim is otherwise within its jurisdiction. No later than thirty days following the date of the decision of the Secretary of the Interior, the party aggrieved or the Governor, on behalf of the head of the department concerned, may seek relief by suit in the District Court of Guam, if the claim is otherwise within its jurisdiction.

(f) The government comptroller is authorized to communicate directly with any person or with any department officer or person having official relation with his office. He may summon witnesses and administer oaths.

(g) As soon after the close of each fiscal year as the accounts of said fiscal year may be examined and adjusted, the government comptroller shall submit to the Governor of Guam and the Secretary of the Interior an annual report of the fiscal condition of the government, showing the receipts and disbursements of the various departments and agencies of the government. The Secretary of the Interior shall submit such report along with his comments and recommendations to the President of the Senate and the Speaker of the House of Representatives.

(h) The government comptroller shall make such other reports as may be required by the Governor of Guam, the Comptroller General of the United States, or the Secretary of the Interior.

(i) The office and activities of the government comptroller of Guam shall be subject to review by the Comptroller General of the United States, and reports thereon shall be made by him to the Governor, the Secretary of the Interior, the President of the Senate and the Speaker of the House of Representatives.

(j) All departments, agencies, and establishments shall furnish to the government comptroller such information regarding the powers, duties, activities, organization, financial transactions, and methods of business of their respective offices as he may from time to time require of them; and the government comptroller, or any of his assistants or employees, when duly authorized by him, shall, for the purpose of securing such information, have access to and the right to examine any books, documents, papers, or records of any such department, agency, or establishment.

THE LEGISLATURE

Section 10. (a) The legislative power and authority of Guam shall be vested in a legislature, consisting of a single house, to be designated the “Legislature of Guam”, herein referred to as the legislature.

(b) The legislature shall be composed of not to exceed twenty-one members, to be known as senators, elected at large, or elected from legislative districts, or elected in part at large and in part from legislative districts, as the laws of Guam may direct: Provided, That any districting and any apportionment pursuant to this authorization and provided for by the laws of Guam shall not deny to any person in Guam the equal protection of the laws: And provided further, That in any election to the legislature, every elector shall be permitted to vote for the whole number of at-large candidates to be elected, and every elector residing in a legislative district shall be permitted to vote for the whole number of candidates to be elected within that district.

(c) The laws of Guam shall not alter the manner in which members of the legislature are to be elected as provided in subsection (b) of this section more often than at ten-year intervals: Provided, That any districting and related apportionment pursuant to this section shall be based upon the then most recent Federal population census of Guam, and any such districting and apportionment shall be recommen...
Section 11. The legislative power of Guam shall extend to all subjects of legislation of local application not inconsistent with the provisions of this Act and the laws of the United States applicable to Guam. Taxes and assessments on property, internal revenues, sales, license fees, and royalties for franchises, privileges and concessions may be imposed for purposes of the government of Guam as may be uniformly provided by the Legislature of Guam, and when necessary to anticipate taxes and revenues, bonds and other obligations may be issued by the government of Guam: Provided, however, That no public indebtedness of Guam shall be authorized or allowed in excess of 10 percent of the aggregate tax valuation of the property in Guam. Bonds or other obligations of the government of Guam payable solely from revenues derived from any public improvement or undertaking shall not be considered public indebtedness of Guam within the meaning of this section. All bonds issued by the government of Guam or by its authority shall be exempt, as to principal and interest, from taxation by the Government of the United States or by the government of Guam, or by any State or Territory or any political subdivision thereof, or by the District of Columbia.

Section 12. The legislature shall be the judge of the selection and qualification of its own members. It shall choose from its members its own officers, determine its rules and procedure, not inconsistent with this Act, and keep a journal. The quorum of the legislature shall consist of eleven of its members. No bill shall become a law unless it shall have been passed at a meeting, at which a quorum was present, by the affirmative vote of a majority of the members present and voting, which vote shall be by yeas and nays.

Section 13. (a) The members of the legislature shall, in all cases except treason, felony, or breach of the peace, be privileged from arrest during their attendance at the legislature and in going to and returning from the same.

(b) No member of the legislature shall be held to answer before any tribunal other than the legislature itself for any speech or debate in the legislature.

Section 14. Every member of the legislature and all officers of the government of Guam shall take the following oath of affirmation:

"I solemnly swear (or affirm) in the presence of Almighty God that I will well and faithfully support the Constitution of the United States, the laws of the United States applicable to Guam and the laws of Guam, and that I will conscientiously and impartially discharge my duties as a member of the Guam Legislature (or as an officer of the government of Guam)."

Section 15. No member of the legislature shall, during the term for which he was elected or during the year following the expiration of such term, be appointed to any office which has been created, or the salary or emoluments of which have been increased during such term.

Section 16. No person shall sit in the legislature who is not a citizen of the United States who has not attained the age of twenty-five years and who has not been domiciled in Guam for at least five years immediately preceding the sitting of the legislature in which he seeks to qualify as a member, or who has been convicted of a felony or of a crime involving moral turpitude and has not received a pardon restoring his civil rights.

Section 17. Vacancies occurring in the legislature shall be filled as the legislature shall provide, except that no person filling a vacancy shall hold office longer than for the remainder of the term for which his predecessor was elected.

Section 18. Regular sessions of the legislature shall be held annually, commencing on the second Monday in January (unless the legislature shall by law fix a different date), and shall continue for such term as the legislature may provide. The Governor may call special sessions of the legislature at any time when, in his opinion, the public interest may require it. No legislation shall be considered at any special session other than that specified in the call therefor or in any special message by the Governor to the legislature while in such session. All sessions of the legislature shall be open to the public.

Section 19. Every bill passed by the legislature shall, before it becomes a law, be entered upon the journal and presented to the Governor. If he approves it, he shall sign it, but if he shall, except as hereinbefore provided, return it, with his objections, to the legislature within ten days (Sundays excepted) after it shall have been presented to him. If he does not return it within such period, it shall be a law in like manner as if he had signed it, unless the legislature by adjournment prevents its return, in which case it shall be a law if signed by the Governor within thirty days after it shall have been presented to him; otherwise it shall not be a law. When a bill is returned by the Governor to the legislature with his objections, the legislature shall enter his objections at large on its journal and, upon motion of a member of the legis-

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Section 22. (a) There is hereby created a court of law, to be designated the "District Court of Guam", and the judicial authority of Guam shall be vested in the District Court of Guam and in such court or courts as may have been or may hereafter be established by the laws of Guam. The District Court of Guam shall have the jurisdiction of a district court of the United States in all causes arising under the Constitution, treaties, and laws of the United States, regardless of the sum or value of the matter in controversy, shall have original jurisdiction in all other causes in Guam, jurisdiction over which has not been transferred by the legislature to other court or courts established by it, and shall have such appellate jurisdiction as the legislature may determine. The jurisdiction of and the procedure in the courts of Guam other than the District Court of Guam shall be prescribed by the laws of Guam.

Appeals to the District Court of Guam shall be heard and determined by an appellate division of the court consisting of three judges, of whom two shall constitute a quorum. The judge appointed for the court by the President shall be the presiding judge of the appellate division and shall preside therein unless disqualified or otherwise unable to act. The other judges who are to sit in the appellate division at any section shall be designated by the presiding judge from among the judges assigned to the court from time to time pursuant to section 26(a) of this Act. The concurrence of two judges shall be necessary to any decision by the District Court of Guam on the merits of an appeal but the presiding judge alone may make any appropriate orders with respect to an appeal prior to the hearing and determination thereof on the merits and may dismiss an appeal for want of jurisdiction or failure to take or prosecute it in accordance with the applicable law or rules or procedure.

(b) The rules heretofore or hereafter promulgated and made effective by the Supreme Court of the United States pursuant to section 3072 of title 28, United States Code, in civil cases; section 3072 of title 28, United States Code, in admiralty cases; sections 3771 and 3772 of title 18, United States Code, in criminal cases; and section 30 of the Bankruptcy Act of July 1, 1898, as amended (title 11, U.S.C., sec. 53), in bankruptcy cases; shall apply to the District Court of Guam and to appeals therefrom; except that no provisions of any such rules which authorize or require trial by jury or the prosecution of offenses by indictment by a grand jury instead of by information shall be applicable to the District Court of Guam and unless and until made so applicable by laws enacted by the Legislature of Guam, and except further that the terms "attorney for the government" and "United States attorney", as used in the Federal Rules of Criminal Procedure, shall, when applicable to cases arising under the laws of Guam, mean the Attorney General of Guam or such other person or persons as may be authorized by the laws of Guam to act therein.

Section 23. (Repealed.

Section 24. (a) The President shall, by and with the advice and consent of the Senate, appoint a judge for the District Court of Guam who shall hold office for the term of eight years and until his successor is
chosen and qualified unless sooner removed by the
President for cause. The judge shall receive a salary
payable by the United States which shall be at the
rate prescribed for judges of the United States district
courts.

The Chief Judge of the Ninth Judicial Circuit of the
United States may assign a judge of the Island Court
of Guam or a judge of the High Court of the Trust
Territory of the Pacific Islands or a circuit or district
district judge of the ninth circuit, or the Chief Justice of the
United States may assign any other United States
circuit or district judge with the consent of the judge
so assigned and of the chief judge of his circuit, to
serve temporarily as a judge of the District Court of
Guam whenever it is made to appear that such an
assignment is necessary for the proper dispatch of
the business of the court.

(b) The President shall appoint, by and with the
advice and consent of the Senate, a United States
attorney and United States marshals for Guam to
whose offices the provisions of chapters 31 and 33 of
title 28, United States Code, respectively, shall apply.

(c) The provisions of chapters 43 and 49 of title 28,
United States Code, shall apply to the District Court
of Guam.

MISCELLANEOUS

Section 25. (a) The laws of Guam in force on the
date of enactment of this Act, except as amended by
this Act, are hereby continued in force, subject to
modification or repeal by the Congress of the United
States or the Legislature of Guam, and all laws of
Guam inconsistent with the provisions of this Act are
thereby repealed to the extent of such inconsistency.

(b) (Repealed).

Section 26. The salaries and travel allowances of the
Governor, Lieutenant Governor, the heads of the
executive departments, other officers and employees
of the government of Guam, and the members of the
Legislature, shall be paid by the government of Guam
at rates prescribed by the laws of Guam.

Section 27. All articles coming into the United States
from Guam shall be subject to or exempt from duty
as provided for in section 1301a of title 19.

Section 28. (a) The title to all property, real and
personal, owned by the United States and employed
by the naval government of Guam in the adminis-
tration of civil affairs of the inhabitants of Guam,
including automotive and other equipment, tools and
machinery, water and sewerage facilities, bus lines
and other utilities, hospitals, schools, and other
buildings, shall be transferred to the government of
Guam within ninety days after the date of enactment
of this Act.

(b) All other property, real and personal, owned by
the United States in Guam, not reserved by the
President of the United States within ninety days
after the date of enactment of this Act, is hereby
placed under the control of the government of Guam,
to be administered for the benefit of the people of
Guam, and the legislature shall have authority, subject
to such limitations as may be imposed upon its acts
by this Act or subsequent Act of the Congress, to
legislate with respect to such property, real and
personal, in such manner as it may deem desirable.

(c) All property owned by the United States in
Guam, the title to which is not transferred to the
government of Guam by subsection (a) hereof, or
which is not placed under the control of the govern-
ment of Guam by subsection (b) hereof, is transferred
to the administrative supervision of the Secretary of
the Interior, except as the President may from time
to time otherwise prescribe: Provided. That the
Secretary of the Interior shall be authorized to lease
or to sell, on such terms as he may deem in the
public interest, any property, real and personal, of
the United States under his administrative supervision
in Guam not needed for public purposes.

Section 29. (a) Subject to the laws of Guam, the
Governor shall establish, maintain, and operate public
health services in Guam, including hospitals, dispen-
saries, and quarantine stations, at such places in
Guam as may be necessary, and he shall promulgate
quarantine and sanitary regulations for the protection
of Guam against the importation and spread of
disease.

(b) The Governor shall provide an adequate public
educational system of Guam, and to that end shall
establish, maintain, and operate public schools at
such places in Guam as may be necessary.

Section 30. All customs duties and Federal income
taxes derived from Guam, the proceeds of all taxes
collected under the internal revenue laws of the
United States on articles produced in Guam and
transported to the United States, its Territories, or
possessions, or consumed in Guam, and the proceeds
of any other taxes which may be levied by the
Congress on the inhabitants of Guam, and all quaran-
tine, passport, immigration, and naturalization fees
collected in Guam shall be covered into the treasury
of Guam and held in account for the government of
Guam in accordance with the annual budgets except
that nothing in this Act shall be construed to apply to
any tax imposed by chapter 2 or 21 of the Internal
Revenue Code of 1954.

Section 31. (a) The income tax laws in force in the
United States of America and those which may here-
after be enacted shall be held to be likewise in force
in Guam.
(b) The income tax laws in force in Guam pursuant to subsection (a) of this section shall be deemed to impose a separate Territorial income tax, payable to the government of Guam, which tax is designated the "Guam Territorial income tax".

(c) The administration and enforcement of the Guam Territorial income tax shall be performed by or under the supervision of the Governor. Any function necessary to the administration and enforcement of the income tax laws in force in Guam pursuant to subsection (a) of this section shall be performed by any officer or employee of the government of Guam duly authorized by the Governor (either directly, or indirectly by one or more redelegations of authority) to perform such function.

(d) (1) The income tax laws in force in Guam pursuant to subsection (a) of this section include but are not limited to the following provisions of the Internal Revenue Code of 1939, where not manifestly inapplicable or incompatible with the intent of this section: Subtitle A (not including chapter 2 and section 931); chapters 24 and 35 of subtitle C, with reference to the collection of income tax at source on wages; and all provisions of subtitle F which apply to the income tax, including provisions as to crimes, other offenses and forfeitures contained in chapter 75. For the period after 1950 and prior to the effective date of the repeal of any provision of the Internal Revenue Code of 1939 which corresponds to one or more of those provisions of the Internal Revenue Code of 1954 which are included in the income tax laws in force in Guam pursuant to subsection (a) of this section, such income tax laws include but are not limited to such provisions of the Internal Revenue Code of 1939.

(2) The Governor or his delegate shall have the same administrative and enforcement powers and remedies with regard to the Guam Territorial income tax as the Secretary of the Treasury, and other United States officials of the executive branch, have with respect to the United States income tax. Needful rules and regulations for enforcement of the Guam Territorial income tax shall be prescribed by the Governor. The Governor or his delegate shall have authority to issue, from time to time, in whole or in part, the text of the income tax laws in force in Guam pursuant to subsection (a) of this section.

(e) In applying as the Guam Territorial income tax the income tax laws in force in Guam pursuant to subsection (a) of this section, except where it is manifestly otherwise required, the applicable provisions of the Internal Revenue Codes of 1954 and 1939, shall be read so as to substitute "Guam" for "United States", "Governor or his delegate" for "Secretary or his delegate", "Governor or his delegate" for "Commissioner of Internal Revenue" and "Collector of Internal Revenue", "District Court of Guam" for "district court" and with other changes in nomenclature and other language, including the omission of inapplicable language, where necessary to effect the intent of this section.

(f) Any act or failure to act with respect to the Guam Territorial income tax which constitutes a criminal offense under chapter 75 of subtitle F of the Internal Revenue Code of 1954, or the corresponding provisions of the Internal Revenue Code of 1939, as included in the income tax laws in force in Guam pursuant to subsection (a) of this section, shall be an offense against the government of Guam and may be prosecuted in the name of the government of Guam by the appropriate officers thereof.

(g) The government of Guam shall have a lien with respect to the Guam Territorial income tax in the same manner and with the same effect, and subject to the same conditions, as the United States has a lien with respect to the United States income tax. Such lien in respect of the Guam Territorial income tax shall be enforceable in the name of and by the government of Guam. Where filing of a notice of lien is prescribed by the income tax laws in force in Guam pursuant to subsection (a) of this section, such notice shall be filed in the Office of the Clerk of the District Court of Guam.

(h) (1) Notwithstanding any provision of section 22 of this Act or any other provision of law to the contrary, the District Court of Guam shall have exclusive original jurisdiction over all judicial proceedings in Guam, both criminal and civil, regardless of the degree of the offense or of the amount involved, with respect to the Guam Territorial income tax.

(2) Suits for the recovery of any Guam Territorial income tax alleged to have been erroneously or illegally assessed or collected, or of any penalty claimed to have been collected without authority, or of any sum alleged to have been excessive or in any manner wrongfully collected, under the income tax laws in force in Guam pursuant to subsection (a) of this section, may, regardless of the amount of claim, be maintained against the government of Guam subject to the same statutory requirements as are applicable to suits for the recovery of such amounts maintained against the United States in the United States district courts with respect to the United States income tax. When any judgment against the government of Guam under this paragraph has become final, the Governor shall order the payment of such judgments out of any unencumbered funds in the treasury of Guam.

(3) Execution shall not issue against the Governor or any officer or employee of the government of Guam on a final judgment in any proceeding against him for any acts or for the recovery of money exacted by or
paid to him and subsequently paid into the treasury of Guam, in performing his official duties under the income tax laws in force in Guam pursuant to subsection (a) of this section, if the court certifies that—

(A) probable cause existed; or

(B) such officer or employee acted under the directions of the Governor or his delegate.

When such certificate has been issued, the Governor shall order the payment of such judgment out of any unencumbered funds in the treasury of Guam.

(4) A civil action for the collection of the Guam Territorial income tax, together with fines, penalties, and forfeitures, or for the recovery of any erroneous refund of such tax, may be brought in the name of and by the government of Guam in the District Court of Guam or in any district court of the United States or in any court having the jurisdiction of a district court of the United States.

(5) The jurisdiction conferred upon the District Court of Guam by this subsection shall not be subject to transfer to any other court by the legislature, notwithstanding section 22(a) of this Act.31

Section 32. There are hereby authorized to be appropriated annually by the Congress of the United States such sums as may be necessary and appropriate to carry out the provisions and purposes of this Act.32

Section 33. Nothing contained herein shall be construed as limiting the authority of the President to designate parts of Guam as naval or military reservations, nor to restrict his authority to treat Guam as a closed port with respect to vessels and aircraft of foreign nations.33

Section 33-A. Marihuana; prohibition of transactions; definition; penalties.

(a) It shall be unlawful for any person to produce, manufacture, compound, possess, sell, give away, deal in, dispense, administer, or transport marihuana in Guam, or to import marihuana into or export it from Guam.

(b) As used in subsection (a) of this section, the term "marihuana" shall have the meaning now or hereafter ascribed to it in section 4761 (2) of title 26, and the term "produce" shall mean (a) plant, cultivate, or in any way facilitate the natural growth of marihuana, or (b) harvest and transfer or make use of marihuana.

(c) Any person who shall violate subsection (a) of this section shall be punished for the first offense by a fine of not more than $2,000, or by imprisonment in jail for not less than two or more than five years, or by both, and shall be punished for each subsequent offense by a fine of not more than $2,000, or by

imprisonment in jail for not less than five years or more than ten years, or by both; and any marihuana involved in any violation of subsection (a) of this section may be seized, and the court may order its confiscation and destruction.34

Section 34. Upon the 21st day of July 1950, the anniversary of the liberation of the island of Guam by the Armed Forces of the United States in World War II, the authority and powers conferred by this Act shall come into force. However, the President is authorized, for a period not to exceed one year from the date of enactment of this Act, to continue the administration of Guam in all or in some respects as provided by law, executive order, or local regulation in force on the date of enactment of this Act. The President may, in his discretion, place in operation all or some of the provisions of this Act if practicable before the expiration of the period of one year.
APPENDIX F

INTERVIEW QUESTIONNAIRE
1. An important meeting was held to proceed with the formation of the Guam Library Association on August 23, 1947. It was reported that there was a temporary building and some books.

   A. Is there a written record of the meeting?
   B. Who was invited to attend the meeting?
   C. What happened at the meeting?

2. Why was the library part of the Department of Education when it was formed in 1949?

3. Who decided on Nieves M. Flores as the name for the library? Why?

4. Who was Marion Brown (Commander Marianas Librarian)?

5. In the beginning the library was housed in a double Quonset. Where was it located?

6. How did it happen that the library was taken out of the Department of Education and established as a separate agency?

7. In 1956, the building was enlarged? What are the details of the enlargement?

8. In 1959, it was reported that the Congress Building was to house the library, then it was changed to the old Administration Building. What are the details of the change?

9. What individuals have been influential in the library's development?

   How were they influential?

   Describe the individual.

10. Additional information.
APPENDIX G

LIBRARY SERVICES AND CONSTRUCTION ACT, AS AMENDED
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Office of Education

Library Services and Construction Act, as amended

March, 1975
Washington, D. C.
AN ACT To promote the further development of public library services

Be it enacted by the Senate and House of Representatives of the
United States of America in Congress assembled, That this Act may be
cited as the "Library Services and Construction Act."

Declaration of Policy

Sec. 2 (a) It is the purpose of this Act to assist the States in
the extension and improvement of public library services in areas of
the States which are without such services or in which such services are
inadequate, and with public library construction, and in the improvement
of such other State library services as library services for physically
handicapped, institutionalized, and disadvantaged persons, in strength­
ening State library administrative agencies, and in promoting inter­
library cooperation among all types of libraries.

(b) Nothing in this Act shall be construed to interfere with State
and local initiative and responsibility in the conduct of library services.
The administration of libraries, the selection of personnel and library
books and materials, and, insofar as consistent with the purposes of this Act, the determination of the best uses of the funds provided under this Act shall be reserved to the States and their local subdivisions.

Definitions

Sec. 3. The following definitions shall apply to this Act:

(1) "Commissioner" means the Commissioner of Education.

(2) "Construction" includes construction of new buildings and acquisition, expansion, remodeling, and alteration of existing buildings, and initial equipment of any such buildings, or any combination of such activities (including architects' fees and the cost of acquisition of land). For the purposes of this paragraph, the term "equipment" includes machinery, utilities, and built-in equipment and any necessary enclosures of structures to house them; and such term includes all other items necessary for the functioning of a particular facility as a facility for the provision of library services.

(3) "Library service" means the performance of all activities of a library relating to the collection and organization of library materials and to making the materials and information of a library available to a clientele.

(4) "Library services for the physically handicapped" means the providing of library services, through public or other nonprofit
libraries, agencies, or organizations, to physically handicapped persons (including the blind and other visually handicapped) certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitation.

(5) "Public library" means a library that serves free of charge all residents of a community, district, or region, and receives its financial support in whole or in part from public funds. Such term also includes a research library, which, for the purposes of this sentence, means a library which-

(A) makes its services available to the public free of charge;
(B) has extensive collections of books, manuscripts, and other materials suitable for scholarly research which are not available to the public through public libraries;
(C) engages in the dissemination of humanistic knowledge through services to readers, fellowships, educational and cultural programs, publication of significant research, and other activities; and
(D) is not an integral part of an institution of higher education.

(6) "Public library services" means library services furnished by a public library free of charge.

(7) "State" means a State, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands.
(8) "State Advisory Council on Libraries" means an advisory council for the purpose of clause (3) of section 6(a) of this Act which shall-

(A) be broadly representative of the public, school, academic, special, and institutional libraries, and libraries serving the handicapped, in the State and of persons using such libraries, including disadvantaged persons within the State;

(B) advise the State library administrative agency on the development of, and policy matters arising in the administration of, the State plan; and

(C) assist the State library administrative agency in the evaluation of activities assisted under this Act;

(9) "State institutional library services" means the providing of books and other library materials, and of library services, to (A) inmates, patients, or residents of penal institutions, reformatories, residential training schools, orphanages, or general or special institutions or hospitals operated or substantially supported by the State, or (B) students in residential schools for the physically handicapped (including mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason thereof require special education) operated or substantially supported by the State.

(10) "State library administrative agency" means the official agency of a State charged by law of that State with the extension and development of public library services throughout the State, which has

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adequate authority under law of the State to administer State plans in accordance with the provisions of this Act.

(11) "Basic State plan" means the document which gives assurances that the officially designated State library administrative agency has the fiscal and legal authority and capability to administer all aspects of this Act; provides assurances for establishing the State's policies, priorities, criteria, and procedures necessary to the implementation of all programs under provisions of this Act; and submits copies for approval as required by regulations promulgated by the Commissioner.

(12) "Long-range program" means the comprehensive five-year program which identifies a State's library needs and sets forth the activities to be taken toward meeting the identified needs supported with the assistance of Federal funds made available under this Act. Such long-range programs shall be developed by the State library administrative agency and shall specify the State's policies, criteria, priorities, and procedures consistent with the Act as required by the regulations promulgated by the Commissioner and shall be updated as library progress requires.

(13) "Annual program" means the projects which are developed and submitted to describe the specific activities to be carried out annually toward achieving fulfillment of the long-range program. These annual programs shall be submitted in such detail as required by regulations promulgated by the Commissioner.
Authorizations of Appropriations

Sec. 4. (a) For the purpose of carrying out the provisions of this Act the following sums are authorized to be appropriated:

(1) For the purpose of making grants to States for library services as provided in title I, there are authorized to be appropriated $112,000,000 for the fiscal year ending June 30, 1972, $117,600,000 for the fiscal year ending June 30, 1973, $123,500,000 for the fiscal year ending June 30, 1974, $129,675,000 for the fiscal year ending June 30, 1975, and $137,150,000 for the fiscal year ending June 30, 1976.

(2) For the purpose of making grants to States for public library construction, as provided in title II, there are authorized to be appropriated $80,000,000 for the fiscal year ending June 30, 1972, $84,000,000 for the fiscal year ending June 30, 1973, $88,000,000 for fiscal year ending June 30, 1974, $92,500,000 for the fiscal year ending June 30, 1975, and $97,000,000 for the fiscal year ending June 30, 1976.

(3) For the purpose of making grants to States to enable them to carry out interlibrary cooperation programs authorized by title III, there are hereby authorized to be appropriated $15,000,000 for the fiscal year ending June 30, 1972, $15,750,000 for the fiscal year ending June 30, 1973, $16,500,000 for the fiscal year ending June 30, 1974, $17,300,000 for the fiscal year ending June 30, 1975, and $18,200,000 for the fiscal year ending June 30, 1976.
(4) For the purpose of making grants to States to enable them to carry out public library service programs for older persons authorized by title IV, there are authorized to be appropriated such sums as may be necessary for the fiscal year ending June 30, 1973, the fiscal year ending June 30, 1974, the fiscal year ending June 30, 1975, and the fiscal year ending June 30, 1976.

(b) Notwithstanding any other provision of law, unless enacted in express limitation of the provisions of this subsection, any sums appropriated pursuant to subsection (a) shall (1), in the case of sums appropriated pursuant to paragraphs (1) and (3) thereof, be available for obligation and expenditure for the period of time specified in the Act making such appropriation, and (2), in the case of sums appropriated pursuant to paragraph (2) thereof, subject to regulations of the Commissioner promulgated in carrying out the provisions of section 5(b), be available for obligation and expenditure for the year specified in the Appropriation Act and for the next succeeding year.

Allotments to States

Sec. 5. (a)(1) From the sums appropriated pursuant to paragraph (1), (2), (3), or (4) of section 4(a) for any fiscal year, the Commissioner shall allot the minimum allotment, as determined under paragraph (3) of the subsection, to each State. Any sums remaining after minimum allotments have been made shall be allotted in the manner set forth in paragraph (2) of this subsection.
(2) From the remainder of any sums appropriated pursuant to paragraph (1), (2), (3), or (4) of section 4(a) for any fiscal year, the Commissioner shall allot to each State such part of such remainder as the population of the State bears to the population of all the States.

(3) For the purposes of this subsection, the "minimum allotment" shall be-

(A) with respect to appropriations for the purpose of title I, $200,000 for each State, except that it shall be $40,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(B) with respect to appropriations for the purposes of title II, $100,000 for each State, except that it shall be $20,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(C) with respect to appropriations for the purposes of title III, $40,000 for each State, except that it shall be $10,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands; and

(D) with respect to appropriations for the purposes of title IV, $40,000 for each State except that it shall be $10,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

If the sums appropriated pursuant to paragraph (1), (2), (3), or (4) of section 4(a) for any fiscal year are insufficient to fully satisfy the aggregate of the minimum allotments for that purpose, each
of such minimum allotments shall be reduced ratably.

(4) The population of each State and of all the States shall be determined by the Commissioner on the basis of the most recent satisfactory data available to him.

(5) There is hereby authorized for the purpose of evaluation (directly or by grants or contracts) of programs authorized by this Act, such sums as Congress may deem necessary for any fiscal year.

(b) The amount of any State's allotment under subsection (a) for any fiscal year from any appropriation made pursuant to paragraph (1), (2), (3), or (4) of section 4(a) which the Commissioner deems will not be required for the period and the purpose for which such allotment is available for carrying out the State's annual program shall be available for reallocation from time to time on such dates during such year as the Commissioner shall fix. Such amount shall be available for reallocation to other States in proportion to the original allotments for such year to such States, under subsection (a) but with such proportionate amount for any of such other State being reduced to the extent that it exceeds the amount which the Commissioner estimates the State needs and will be able to use for such period of time for which the original allotments were made and the total of such reductions shall be similarly reallocated among the States not suffering such a reduction. Any amount reallocated to a State under this subsection for any fiscal year shall be deemed to be a part of its allotment for such year pursuant to subsection (a).
Sec. 6. (a) Any State desiring to receive its allotment for any purpose under this Act for any fiscal year shall (1) have in effect for such fiscal year a basic State plan as defined in section 3(11) and meeting the requirements set forth in subsection (b), (2) submit an annual program as defined in section 3(13) for the purposes for which allotments are desired, meeting the appropriate requirements set forth in titles I, II, III, and IV and shall submit (no later than July 1, 1972) a long-range program as defined in section 3(12) for carrying out the purposes of this Act as specified in subsection (d), and (3) establish a State Advisory Council on Libraries which meets the requirements of section 3(8).

(b) A basic State plan under this Act shall-

(1) provide for the administration, or supervision of the administration, of the programs authorized by this Act by the State library administrative agency;

(2) provide that any funds paid to the State in accordance with a long-range program and an annual program shall be expended solely for the purposes for which funds have been authorized and appropriated and that such fiscal control and fund accounting procedures have been adopted as may be necessary to assure proper disbursement of, and account for, Federal funds paid to the State (including any such funds paid by the State to any other agency) under this Act;

(3) provide satisfactory assurance that the State agency
administering the plan (A) will make such reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this Act and to determine the extent to which funds provided under this Act have been effective in carrying out its purposes, including reports of evaluations made under the State plans, and (B) will keep such records and afford such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports; and

(4) set forth the criteria to be used in determining the adequacy of public library services in geographical areas and for groups of persons in the State, including criteria designed to assure that priority will be given to programs or projects which serve urban and rural areas with high concentrations of low-income families, and to programs and projects which serve with high concentrations of persons of limited English-speaking ability (as defined in section 703(a) of title VII of the Elementary and Secondary Education Act of 1965, as amended).

(c)(1) The Commissioner shall not approve any basic State plan pursuant to this Act for any fiscal year unless-

(A) the plan fulfills the conditions specified in section 3(11) and subsection (b) of this section and the appropriate titles of this Act;

(B) he has made specific findings as to the compliance of such plan with requirements of this Act and he is satisfied that adequate procedures are subscribed to therein insure that any
assurances and provisions of such plan will be carried out.

(2) The State plan shall be made public as finally approved.

(3) The Commissioner shall not finally disapprove any basic State plan submitted pursuant to subsection (a)(1), or any modification thereof, without first affording the State reasonable notice and opportunity for hearing.

(d) The long-range program of any State for carrying out the purposes of this Act shall be developed in consultation with the Commissioner and shall-

(1) set forth a program under which the funds received by the State under the programs authorized by this Act will be used to carry out a long-range program of library services and construction covering a period of not less than three nor more than five years;

(2) be annually reviewed and revised in accordance with changing needs for assistance under this Act and the results of the evaluation and surveys of the State library administrative agency;

(3) set forth policies and procedures (A) for the periodic evaluation of the effectiveness of programs and projects supported under this Act, and (B) for appropriate dissemination of the results of such evaluations and other information pertaining to such programs or projects; and

(4) set forth effective policies and procedures for the coordination of programs and projects supported under this Act.
with library programs and projects operated by institutions of higher education or local elementary or secondary schools and with other public or private library services programs.

Such program shall be developed with advice of the State advisory council and in consultation with the Commissioner and shall be made public as it is finally adopted.

(e) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State agency administering a program submitted under this Act, finds-

(1) that the program has been so changed that it no longer complies with the provisions of this Act, or

(2) that in the administration of the program there is a failure to comply substantially with any such provisions or with any assurance or other provision contained in the basic State plan,

then, until he is satisfied that there is no longer any such failure to comply, after appropriate notice to such State agency, he shall make no further payments to the State under this Act or shall limit payments to programs or projects under, or parts of, the programs not affected by the failure, or shall require that payments by such State agency under this Act shall be limited to local or other public library agencies not affected by the failure.

(f)(1) If any State is dissatisfied with the Commissioner's final action with respect to the approval of a plan submitted under this Act
or with his final action under subsection (e) such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action as provided in section 2112 of title 28, United States Code.

(2) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon take new or modified findings of fact and may modify his previous action, and shall certify to the court the record of further proceedings.

(3) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

Payments to States

Sec. 7. (a) From the allotments available therfor under section 5 from appropriations pursuant to paragraph (1), (2), (3), or (4) of section 4(a), the Commissioner shall pay to each State which has a basic State plan approved under section 6(a)(1), an annual program
and a long-range program as defined in sections 3(12) and (13) an
amount equal to the Federal share of the total sums expended by the
State and its political subdivisions in carrying out such plan, except
that no payments shall be made from appropriations pursuant to such
paragraph (4) for the purposes of title I to any State (other than the
Trust Territory of the Pacific Islands) for any fiscal year unless the
Commissioner determines that-

(1) there will be available for expenditure under the programs
from State and local sources during the fiscal year for which the
allotment is made-

(A) sums sufficient to enable the State to receive for
the purpose of carrying out the programs payments in an
amount not less than the minimum allotment for that State
for the purpose, and

(B) not less than the total amount actually expended, in
the areas covered by the programs for such year, for the
purposes of such programs from such sources in the second
preceding fiscal year; and

(2) there will be available for expenditure for the purposes
of the programs from State sources during the fiscal year for
which the allotment is made not less than the total amount actually
expended for such purposes from such sources in the second
preceding fiscal year.

(b)(1) For the purpose of this section the "Federal share" for any
State shall be, except as is provided otherwise in title III and title
IV, 100 per centum less the State percentage, and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), except that (A) the Federal share shall in no case be more that 66 per centum, or less that 33 per centum, and (B) the Federal share for Puerto Rico, Guam, American Samoa, and the Virgin Islands shall be 66 per centum, and (C) the Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum.

(2) The "Federal share" for each State shall be promulgated by the Commissioner within sixty days after the beginning of the fiscal year ending June 30, 1971, and of every second fiscal year thereafter, on the basis of the average per capita incomes of each of the States and of all the States (excluding Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), for the three most recent consecutive years for which satisfactory data are available to him from the Department of Commerce. Such promulgation shall be conclusive for each of the two fiscal years beginning after the promulgation.

Title I - Library Services
Grants for States for Library Services

Sec. 101. The Commissioner shall carry out a program of making grants from sums appropriated pursuant to section 4(a)(1) to States
which have had approved basic State plans under section 6 and have submitted annual programs under section 103 for the extension of public library services to areas without such services and the improvement of such services in areas in which such services are inadequate, for making library services more accessible to persons who, by reason of distance, residence, or physical handicap, or other disadvantage, are unable to receive the benefits of public library services regularly made available to the public, for adapting public library services to meet particular needs of persons within the States, and for improving and strengthening library administrative agencies.

Uses of Federal Funds

Sec. 102. (a) Funds appropriated pursuant to paragraph (1) of section 4(a) shall be available for grants to States from allotments under section 5(a) for the purpose of paying the Federal share of the cost of carrying out State plans submitted and approved under section 6 and section 103. Except as is provided in subsection (b), grants to States under this title may be used solely-

(1) for planning for, and taking other steps leading to the development of, programs and projects designed to extend and improve library services, as provided in clause (2); and

(2) for (A) extending public library services to geographical areas and groups of persons without such services and improving such services in such areas and for such groups as may have inadequate public library services; and (B) establishing,
expanding, and operating programs and projects or provide (i) State institutional library services, (ii) library services to the physically handicapped, and (iii) library services for the disadvantaged in urban and rural areas; and (C) strengthening metropolitan public libraries which serve as national or regional resource centers.

(b) Subject to such limitations and criteria as the Commissioner shall establish by regulation, grants to States under this title may be used (1) to pay the cost of administering the State plans submitted and approved under this Act (including obtaining the services of consultants), statewide planning for and evaluation of library services, dissemination of information concerning library services, and the activities of such advisory groups and panels as may be necessary to assist the State library administrative agency in carrying out its functions under this title, and (2) for strengthening the capacity of State library administrative agencies for meeting the needs of the people of the States.

State Annual Program for Library Services

Sec. 103. Any State desiring to receive a grant from its allotment for the purposes of this title for any fiscal year shall, in addition to have submitted, and having had approved, a basic State plan under section 6, submit for that fiscal year an annual program for library services. Such program shall be submitted at such time, in such form, and contain such information as the Commissioner may require by
regulation, and shall—

(1) set forth a program for the year submitted under which funds paid to the State from appropriations pursuant to paragraph (1) of section 4(a) for that year will be used, consistent with its long-range program, solely for the purposes set forth in section 102;

(2) set forth the criteria used in allocating such funds among such purposes, which criteria shall insure that the State will expend from Federal, State, and local sources an amount not less than the amount expended by the State from such sources for State institutional library services, and library services to the physically handicapped during the fiscal year ending June 30, 1971;

(3) include such information, policies, and procedures as will assure that the activities to be carried out during that year are consistent with the long-range program; and

(4) include an extension of the long-range program, taking into consideration the results of evaluations.

Title II - Public Library Construction

Grants to States for Public Library Construction

Sec. 201. The Commissioner shall carry out a program of making grants to States which have had approved a basic State plan under section 6 and have submitted a long-range program and submit annually appropriately updated programs under section 203 for the construction of public libraries.
Uses of Federal Funds

Sec. 202. Funds appropriate pursuant to paragraph (2) of section 4(a) shall be available for grants to States from allotments under section 5(a) for the purpose of paying the Federal share of the cost of construction projects carried under State plans. Such grants shall be used solely for the construction of public libraries under approved State plans.

State Annual Program for the Construction of Public Libraries

Sec. 203. Any State desiring to receive a grant from its allotment for the purpose of this title for any fiscal year shall, in addition to having submitted, and having had approved, a basic State plan under section 6, submit such projects as the State may approve and are consistent with its long-range program.

Such projects shall be submitted at such time and contain such information as the Commissioner may require by regulation and shall-

(1) for the year submitted under which funds are paid to the State from appropriations pursuant to paragraph (2) of section 4(a) for that year, be used, consistent with the State's long-range program, for the construction of public libraries in areas of the State which are without the library facilities necessary to provide adequate library services;

(2) follow the criteria, policies, and procedures for the approval of applications for the construction of public library
facilities under the long-range program;
(3) follow policies and procedures which will insure that every local or other public agency whose application for funds under the plan with the respect to a project for construction of public library facilities is denied will be given an opportunity for a hearing before the State library administrative agency;
(4) include an extension of the long-range program taking into consideration the results of evaluations.

Title III - Interlibrary Cooperation
Grants for States for Interlibrary Cooperation Programs

Sec. 301. The Commissioner shall carry out a program of making grants to States which have an approved basic State plan under section 6 and have submitted a long-range program and an annual program under section 303 for interlibrary cooperation programs.

Uses of Federal Funds

Sec. 302. (a) Funds appropriated pursuant to paragraph (3) of section 4(a) shall be available for grants to States from allotments under paragraphs (1) and (3) of section 5(a) for the purpose of carrying out the Federal share of the cost of carrying out State plans submitted and approved under section 303. Such grants shall be used (1) for planning for, and taking other steps leading to the development of, cooperative library networks; and (2) for establishing, expanding, and operating local, regional, and interstate cooperative
networks of libraries, which provide for the systematic and effective coordination of the resources of school, public, academic, and special libraries and information centers for improved supplementary services for the special clientele served by each type of library or center.

(b) For the purposes of this title, the Federal share shall be 100 per centum of the cost of carrying out the State plan.

State Annual Program for Interlibrary Cooperation

Sec. 303. Any State desiring to receive a grant from its allotment for the purposes of this title for any fiscal year shall, in addition to having submitted, and having had approved, a basic State plan under section 6, submit for that fiscal year an annual program for interlibrary cooperation. Such program shall be submitted at such time, in such form, and contain such information as the Commissioner may require by regulation and shall-

(1) set forth a program for the year submitted under which funds paid to the State from appropriations pursuant to paragraph (3) of section 4(a) will be used, consistent with its long-range program for the purposes set forth in section 302.

(2) include an extension of the long-range program taking into consideration the results of evaluations.

(c)(1) The amendment made by subsection (b) shall be effective after June 30, 1971.

(2) In the case of funds appropriated to carry out programs under
the Library Services and Construction Act for the fiscal year ending June 30, 1971, each State is authorized, in accordance with regulations of the Commissioner of Education, to use a portion of its allotment for the development of such plans as may be required by such Act, as amended by subsection (b).*

Title IV - Older Readers Services
Grants to States for Older Readers Services

Sec. 401. The Commissioner shall carry out a program of making grants to States which have an approved basic State plan under section 6 and have submitted a long-range program and an annual program under section 403 for library services for older persons.

Uses of Federal Funds

Sec. 402. (a) Funds appropriated pursuant to paragraph (4) of section 4(a) shall be available for grants to States from allotments under section 5(a) for the purpose of carrying out the Federal share of the cost of carrying out State plans submitted and approved under section 403. Such grants shall be used for (1) the training of librarians to work with the elderly; (2) to conduct of special library programs for the elderly; (3) the purchase of special library materials for use by the elderly; (4) the payment of salaries for elderly persons

*"subsection (b)" refers to subsection (b) of Section 2 of P.L. 91-600, approved December 30, 1970.
who wish to work in libraries as assistants on programs for the elderly; (5) provision of in-home visits by librarians and other library personnel to the elderly; (6) the establishment of outreach programs to notify the elderly of library services available to them; and (7) the furnishing of transportation to enable the elderly to have access to library services.

(b) For the purposes of this title, the Federal share shall be 100 per centum of the cost of carrying out the State plan.

State Annual Program for Library Services for the Elderly

Sec. 403. Any State desiring to receive a grant from its allotment for the purposes of this title for any fiscal year shall, in addition to having submitted, and having had approved, a basic State plan under section 6, submit for that fiscal year an annual program for library services for older persons. Such program shall be submitted at such time, in such form, and contain such information as the Commissioner may require by regulation and shall-

(1) set forth a program for the year submitted under which funds paid to the State from appropriations pursuant to paragraph (4) of section 4(a) will be used, consistent with its long-range program for the purposes set forth in section 402, and

(2) include an extension of the long-range program taking into consideration the results of evaluation.
Coordination with Programs for Older Americans

Sec. 404. In carrying out the program authorized by this title, the Commissioner shall consult with the Commissioner of the Administration on Aging and the Director of ACTION for the purpose of coordinating where practicable, the programs assisted under this title with the programs assisted under the Older Americans Act of 1965.
APPENDIX H

BARRIGADA BRANCH LIBRARY DEDICATION DAY PROGRAM
Gentlemen:

There follows herewith, on behalf of our Guam Public Library Board, the 21st Annual Report of the Nieves M. Flores Memorial Library as presented by our Territorial Librarian, Mrs. Magdalena S. Taitano, for the year ending December 31, 1969.

The year was one of many changes at the Public Library, all accomplished amid the inconveniences of renovation, redecoration, power outages, delay of book orders due to shipping stoppage and new programs. It has been a difficult year in which to provide top service. The patience of the public using the main library in Agana has been wonderful and is appreciated by the entire staff.

As in every other facet of American life today, cost to the library for books, services, periodicals and equipment is rising rapidly. The increased in the library's operational budget is greatly appreciated and will help materially in meeting the increased necessary expenses.

We expect to recruit two professional positions at the main library this year. This will be necessary in order to keep our services abreast not only of the physical changes brought about by the renovation, but also to keep abreast of the needs of library patrons.

Once again I take this opportunity to thank the Governor and the Legislature for their great interest and support of the public library programs of renewal and improved service.

Respectfully Submitted,

Rosario S. Camacho, Mrs.
Chairman
Guam Public Library Board

REPORT

OF THE LIBRARIAN

Breakthrough! The renovation of the workroom on the second floor has been completed. By December of 1969 the old fashioned type wooden shelves were replaced by metal ones. A new charging desk was installed to replace the termite-eaten desk.

An improved level in library service also has been achieved in carefully relating books and other library materials to the needs of a contemporary urban population. An entire new range of children's programs was initiated. Plans are underway also for broadening and up dating adult service and programs.

The approval of a higher operational budget by the Governor and the
Legislator for purchases of library materials and equipment for the main library and the branch libraries in Agat, Dededo and for the new library in Barrigada is greatly appreciated by the library staff.

Much credit is also acknowledged to Mrs. Lucile E. Woelfl who devoted many hours organizing the library in its developing stage, and the Guam Public Library Board who devoted many hours in planning our library programs.

This report covers two fiscal years. On the threshold then of a new era with its opportunities, problems and challenges, two branch libraries were completed and in full operation, it is appropriate time to reflect on the present state of the library services on Guam and what lies ahead in the next five years.

RENOVATION

The renovation of the Nieves M. Flores Memorial Library brings to a close a project started three years ago. The preliminary stage of the renovation consisted of repainting and refurbishing of the second floor for the workroom which was in an old quonset.

Included in the renovation of the workroom were shelving, an enlarged area for the technical processing of materials and larger quarters for the staff.

The second stage of the renovation was the repainting and the installation of metal shelves and a new charging desk on the first floor of the Main Library.

NEW COLLECTIONS

FOR ADULTS

The Main Library now has a collection of books for adults and young adults who have underdeveloped reading skills or who are learning to read English. The collection consist of reprints of classics in adapted editions and large print. These books are easily recognized due to the size.

A special section is reserved for new books received making it convenient for our patrons.

NEW CHILDREN'S PROGRAM

During the year, 174 class tours, for different grade levels, were conducted. During 1969, a total of approximately 4,950 children visited the libraries on these tours.

Toward the end of the year, a regular program of weekly story hours at the main library and its branches and class visits at the main library, was inaugurated. A class visit includes not only a library tour but also a regular program geared to the age and interests of the children visiting the library, many of whom had never been to a public library before. Head Start participants are included in this group. To stimulate the youngsters' interest in the library and books, the program usually consists of a book talk, library instruction or stories based on the individual group's grade level and background. Children, who are eligible for membership are encouraged to become library members.

A program of weekly story hours was begun during the week of December 1, 1969 at the main library and its branches. From then until the present, approximately thirty children have attended each program. Standard storytelling techniques are employed. Phonograph recordings are sometimes used as background. They are also utilized in class visits when appropriate for the program.

LIBRARY STANDARDS

In the library's program, the guidelines to be followed for the required volume standard is the American Library Association "Guide to Minimum Standard", as adopted by the Guam Public Library Board.

The Public Library is striving to achieve the standard for better library services as cited below:

"The volume standard for public libraries serving populations 50,000 or above sets..."
Story hour, branch library

Readingroom, branch library

Readingroom, Main Library

(above) Readingroom, Main Library

(left) Periodical section, Main Library
the requirements at a basic collection of 100,000 volumes plus 1.5 volumes per capita over 50,000.

CIRCULATION

AND BOOKSTOCK

In 1969 133,311 books were borrowed, an average of 4.9 per registered patron or 1.9 per capita (1960 census 67,044) of the total 66% was adult and 34% was juvenile.

At the Main Library an average of 250 people used the library daily in connection with their assignments and other research work.

The total number of books circulated throughout the libraries increased by 53,163 since the opening of the two branch libraries or 60.1% increase.

Volumes in the libraries totaled 100,428 or about 1.5 books per capita. Of the 22,075 volumes added in 1969, 11,477 for Agat, Dededo and Barrigada and 9,990 for Main. 636 volumes were added to the Institutional Libraries (Hospital, Penitentiary, Detention Home).
Librarian assisting students
SOME HIGHLIGHTS OF 1968-69

Staff shortages due to non-competitive professional salaries continue to plague the operation of the library. Programs have been delayed or postponed.

Barrigada Branch was completed and ready for occupancy in 1969, but due to shipping stoppage, it will not be dedicated until early 1970.

Federal funds granted to the public library under Title I, 1968 and 1969, $35,949 each year were allocated to strengthening general reference and the general collection.

Title III, Interlibrary Cooperation funds were allocated for the Union Catalog and completion of the Union List of Serials of the University of Guam and the Public Library.

Title IVA funds were used to set up collections at the hospital, penitentiary and Detention Home.

As recommended by the Board, the Library positions were reclassified, separating the professionals and sub-professionals.

A concentrated effort was made to publicize programs conducted throughout the libraries during National Library Week.

SERVICES IN THE 70's

New Main Library
New Museum
Branch Library, Merizo
Branch Library, Yona
Bookmobile Service to Tamuning, Sinajana, Toto, Mongmong, Agana Heights, Asan and Piti

Respectfully submitted,

Magdalena S. Taitano, Mrs. Librarian

GUAM PUBLIC LIBRARY BOARD

Board members are appointed by the Governor and confirmed by the Legislature.

MEMBERS OF THE BOARD

Mrs. Rosario G. Camacho, Chairman
Mrs. Mercedes L. Anderson
Mrs. Fern Lomax
Mr. Carlos Guerrero
Mr. Timoteo Q. Certeza
Mrs. Itsue Hino

Ines Guerrero, supervisor Main Library, Mildred Tai, Administrative Assistant Bernadita Perez, supervisor Branch Libraries Beata Borja, Institutional Library Helen Hopkins, Children's program (not in photo)
Dedication of first branch library, November 1967, Dededo
CIRCULATION, REGISTRATION AND BOOK STOCK

July 1, 1968 -- June 30, 1969

<table>
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<th>BOOK CIRCULATION</th>
<th>1967-68</th>
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<tr>
<td>Public Library (main)</td>
<td>72,789</td>
<td>120,543</td>
<td>+47,754</td>
</tr>
<tr>
<td>BRANCHES</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Dededo</td>
<td>18,223</td>
<td>44,929</td>
<td>+26,706</td>
</tr>
<tr>
<td>Agat</td>
<td>15,256</td>
<td>23,364</td>
<td>+8,108</td>
</tr>
<tr>
<td>Umatac</td>
<td>246</td>
<td>246</td>
<td>0</td>
</tr>
</tbody>
</table>

INSTITUTIONAL LIBRARIES

| Hospital | 200    | 200 |
| Detention Home | 480  | 480 |
| Penitentiary | 58   | 58 |

ADDITIONAL CIRCULATION INFORMATION

| Phonograph Records | 1,537 | 2,510 | +973 |
| Pamphlets | 247 | 207 | -40 |

REGISTERED BORROWERS

| Main Library | 24,247  | 27,085  | +2,838 |
| Dededo | 605 | 605 |
| Agat | 373 | 373 |

BOOK STOCK

| Number of volumes added | 22,627 | 19,073 | -3,554 |
| Number of volumes withdrawn | 200 | 300 | +100 |
| Number of phonograph Records added | 450 | 195 | -255 |
| Number of tapes added | 248 | 248 |
| Number of Filmstrips added | 737 | 737 |
| Total books in libraries | 81,355 | 100,428 | +19,073 |
| Total pamphlets in library | 5,415 | 5,680 | +265 |
| Total Government Document Depository | 7,496 | 12,613 | +5,117 |
| Total Phonograph Records in library | 1,371 | 1,566 | +195 |

MISCELLANEOUS: There were 400 books bound and 500 periodicals bound; 200 books were received as gifts; 110 subscriptions were placed for 100 periodicals and 10 newspapers. Subscriptions were placed for 500 microfilms.
APPENDIX I

MERIZO BRANCH LIBRARY DEDICATION DAY PROGRAM
MERIZO LIBRARY DEDICATION.
& OPEN HOUSE

Merizo Public Library

- SATURDAY, JANUARY 5, 1974
11:00 A.M.

PIGUA HEIGHTS
MERIZO
DEDICATION AND OPEN HOUSE
SATURDAY, JANUARY 5, 1974
11:00 a.m. to 12 Noon

Mistress of Ceremonies................. Mrs. Rita B. Cruz
Musical Interlude....................... Southern Beals
National Anthem....................... Fr. Lee Friel OFM, Cap.
Invocation............................... Mr. Jose T. Tajalle
Introduction of Guests................. Chairman, Dedication & Open House
Welcome Remarks....................... Commissioners
Fr. Chargualaf
Al Topasna
Joe San Nicolas
Remarks.................................. Senator Jim Butler
Closing Remarks........................ Hon. Carlos G. Camacho
Governor of Guam
Benediction............................. Fr. Tomas Camacho
Ribbon Cutting to Officially
Open Library......................... Mrs. Carlos G. Camacho
First Lady of Guam
Assisted by:
Mrs. Kurt F. Moylan
Mrs. Phil Lomax
Commissioners:
F. Chargualaf
Al Topasna
Joe San Nicolas
Luncheon Follows
HONORED GUESTS

Commissioner & Mrs. Francisco C. Chargualaf
Gov. & Mrs. Carlos G. Camacho
Lt. Gov. & Mrs. Kurt F. Moylan
Speaker & Mrs. Florencio Ramirez
Senator & Mrs. Jim Butler
Commissioner & Mrs. Albert Topasna
Commissioner & Mrs. Jose P. San Nicolas
Father Lee Friel
Father Thomas Camacho
District Commissioners
Legislators
Library Board Members
Directors of GovGuam
Principals and Assistant Principals
of Merizo, Inarajan and Umatac Schools

ACKNOWLEDGEMENTS

Merizo C.I.C.
Merizo Library Dedication Committee
Library Board Members
Library Staff
Community of Merizo
MERIZO LIBRARY DEDICATION AND OPEN HOUSE

STEERING COMMITTEE:

Mr. Jose T. Tajalle—Chairman
Mr. George L. Charfauros—Co-Chairman
Mr. Edward A. Cruz—Member
Mr. Felipe D. Cuniaso—Member
Miss Genevieve A. Aguon

SUB-COMMITTEES

a. Program
   Mr. George L. Charfauros—Chairman
   Mrs. Cresencia A. Meno

b. Grounds
   Mr. Edward Escalera—Chairman
   Mr. Benny A. Talaule
   Mr. Fred B. Quinone
   Mr. John Hernandez
   Mr. Philip Borja
   Mr. Jesus Meno
   Mr. Jose Talaule

c. Food and Refreshments
   Miss Delfina Taitague—Chairman
   Mr. Vicente R. Cruz
   Mrs. Chong Tajalle

d. Hostesses
   Mrs. Lorena Smith—Chairman
   Mrs. Doris B. Baza
   Mrs. Dolores Byers
   Mrs. Lydia T. Cruz
   Miss Ana Q. Cruz
   Mrs. Rosa Tainatongo
   Mrs. Barbara Guerrero
   Library Staff

e. Fund Canvassing
   Mr. Edward Cruz—Chairman
   Mr. Jose Tajalle
   Mr. Gregorio B. Tainatongo
   Mrs. Rita B. Cruz
APPENDIX J

PUBLIC LAW 8-56, EIGHTH GUAM LEGISLATURE
Public Law 8–56
Eighth Guam Legislature
(Bill 117)
August 9, 1965

AN ACT

An Act to amend Section 42004, Government Code of Guam, relative to the composition of the Guam Public Library Board.

Be it enacted by the People of the Territory of Guam:

Section 1. Section 42004, Government Code of Guam, is hereby amended to read as follows:

"Section 42004. Same: Members. The Board shall be composed of seven members, to be appointed by the Governor with the advice and consent of the Legislature."

Approved August 9, 1965.
APPENDIX K

PUBLIC LAW 107, SECOND GUAM LEGISLATURE
AN ACT

To provide for the establishment of the Guam Public Library, and for other purposes, and to repeal Section 11600, Chapter 7, Title XII, of the Government Code.

As it enacted by the People of the Territory of Guam

Section 1. Section 11600, Chapter 7, Title XII, of the Government Code is hereby repealed.

Section 2. The following sections are hereby enacted and shall constitute Title XXXVIII, Government Code:

"Sec. 42000. Library. There is within the government of Guam a Public Library, herein referred to as the Library, which shall be a separate agency of the government of Guam. The title to all Library property is and shall continue to be in the government of Guam.

Sec. 42001. Name. The Library shall have the name "Nieves M. Flores Memorial Library".

Sec. 42002. Use. The Library shall be available for use by all persons in Guam in accordance with the rules and regulations.

Sec. 42003. Board. The Library shall be under the general cognizance of the Guam Public Library Board, hereinafter referred to as "The Board", which shall have the authority, power, and responsibility for the administration and operation of the Library.

Sec. 42004. Same: Members. The Board shall be composed of five members, to be appointed by the Governor with the advice and consent of the Legislature.

Sec. 42005. Same: Tenure. The members of the Board shall serve for a term of three (3) years commencing with the date of appointment, and until their successors are appointed and qualified; provided, that of the members first appointed, two shall serve two years and two shall serve one (1) year as designated by the Governor.

Sec. 42006. Same: Chairman. The Board shall annually elect at the first meeting of each fiscal year, a chairman from among its members.
Sec. 42007. Same: Meetings. Meetings of the Board shall be open to the public and held at a regular time and place each month. Special meetings may be called by the Chairman, and, at his discretion, shall be open or closed.

Sec. 42008. Same: Quorum. Three members of the Board shall constitute a quorum.

Sec. 42009. Same: Acts. The concurrence of three members of the Board shall be necessary for the validity of its official actions including the election of chairman.

Sec. 42010. Same: Compensation. Members of the Board shall serve without pay but shall be reimbursed for reasonable and necessary expenses incurred in the performance of their duties as certified by the chairman of the Board.

Sec. 42011. Same: Report. The Board shall make an annual report to the Governor with respect to its activities, financial status, the condition of the Library, and recommendations as to future operations.

Sec. 42012. Librarian. The Board shall appoint a librarian who shall perform such executive functions in connection with the operation of the Library as may be designated by the Board, and who shall serve as Executive Secretary of the Board without additional compensation.

Sec. 42013. Employees. The Board may appoint such other employees as may be necessary for the operation of the Library.

Sec. 42014. Selection of Employees. The librarian and all other persons employed shall be appointed, paid and hold their positions pursuant to the provisions of the Personnel Law, Title V of the Government Code, now in force, or as hereafter amended, and their remuneration shall be established in accordance with the provisions of such law.

Sec. 42015. Gifts. The Board shall have authority to accept on behalf of, and in the name of, the Government of Guam, from any government or agency thereof, or any person, advisory services, funds and gifts for the benefit of the Library; provided that any grant-in-aid or other form of assistance by any government or agency thereof, or any educational foundation or institution, involving an obligation on the part of the Library or the Government of Guam shall require the approval of the Governor.
Sec. 42016. Use of Funds. In addition to its regular appropriations, the Library shall have available for its use all gifts and donations, both funds and other property, income from any trust fund or other endowment established for the benefit of the Library, and income from fines, registration fees, and other charges received in the operation of the Library.

Sec. 42017. Custody of Funds. All funds of the Library, from whatever source derived, including deposits by borrowers, shall be kept in the custody of the Treasurer of Guam, and disbursed under authority of the Board.

Sec. 42018. Rules and Regulations. The Board shall prepare rules and regulations for the government of the Library in pursuance to the provisions of this chapter, including, if deemed desirable, provisions for the following: registration fees, deposits by borrowers, fines for failure to return borrowings on time, charges for damaged or destroyed borrowings.

Section 3. The appropriation of twenty-two thousand, eight hundred eighty dollars ($22,880.00) for the Nieves M. Flores Library in Public Law 2, Second Guam Legislature, 1954 (Second) Special Session, is hereby declared to be appropriated for the operation of the Guam Public Library as provided for in Section 2.

Section 4. All property, but excluding any unexpended funds, in the Department of Education which is held for or used in the operation of or constitutes the Guam Public Library, shall be turned over to the Guam Public Library as provided for in Section 2, as of July 1, 1954.

Section 5. All funds, including deposits by members, held for or used in, or in connection with, the operation of the Guam Public Library, shall be turned over to the Treasurer of Guam to be held for the account of the Guam Public Library, as of July 1, 1954.

Section 6. This act is an urgency measure and shall be effective upon its approval by the Governor.

Approved August 6, 1954.
APPENDIX L

PUBLIC LAW 12-43, TWELFTH GUAM LEGISLATURE
AN ACT

AN ACT TO ADD SECTION 1018 TO THE GOVERNMENT CODE OF GUAM TO DESIGNATE THE NIEVES M. FLORES MEMORIAL LIBRARY AS THE TERRITORIAL DEPOSITORY FOR ALL GOVERNMENTAL DOCUMENTS OF THE GOVERNMENT OF GUAM.

WHEREAS, the Nieves M. Flores Memorial Library has been designated as the Federal Depository for all Federal documents; and

WHEREAS, it is the finding of the Legislature that a depository for governmental documents, bills, resolutions and tapes of daily proceedings of the Legislature of Guam should be designated and that the Nieves M. Flores Memorial Library would be an appropriate depository therefor; now therefore

BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:

Section 1. Section 1018 is hereby added to the Government Code of Guam to read as follows:

"Section 1018. Governmental depository. The Nieves M. Flores Memorial Library is hereby designated the depository for all bills, resolutions, tapes of daily proceedings, committee reports and other governmental documents."

Section 2. This Act shall take effect on January 1, 1974 or until such time as space is made available.