

Bill Daniel  
Attorney at Law  
Liberty, Texas

November 18, 1968

Dear Mr. President:

Pursuant to your request of September 13th, 1968, I have completed the Mission to Guam and the Trust Territory and attach hereto my report and observations.

Much good has come from this PL 81-875 program. Maximum results have been attained. The people are impressed with your personal interest and concern, not only in disaster rehabilitation, but in their social, economic and political welfare in general. For this, as well as the physical improvements, they are very grateful. Their written expressions are attached.

In the 35 days, we made 33 stop-overs in Guam and all of the six Districts of the Trust Territory as the enclosed schedule, maps and pictures will reflect. As you requested, our survey and inspection included the results of the total \$31 million disaster relief funds allocated to the area since I went to Guam as Governor in 1961.

Throughout the Mission, the officials of the OEP, Guam, Trust Territory, Navy, local Legislatures, Island Chiefs, and all the wonderful people of this vast and strategic area were most kind and cooperative to me.

It was an honor to represent you on this important assignment and I thank you for giving me the opportunity to serve you and our Country. Should additional details to the report be desired, call on me freely.

Respectfully yours,

*Bill Daniel*  
Bill Daniel

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The Honorable Lyndon B. Johnson  
The President of the United States  
The White House  
Washington, D. C. 20500

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REPORT ON MISSION TO GUAM AND TRUST TERRITORY

Liberty, Texas  
November 12, 1968

Pursuant to President Johnson's request, I have completed the Mission to Guam and the Trust Territory and present herewith my report and observations:

Most all of the people are aware of and sincerely appreciate the President's disaster assistance, but more especially his personal interest and concern in their general welfare as evidenced by a special visit from a personal representative. They were high in their praise, gratitude and confidence of President Johnson and the work of Office of Emergency Preparedness. All were cordially receptive, cooperative and appreciative, as is evidenced by several letters and resolutions attached hereto.

The survey and inspection discloses a series of fine accomplishments and, in my opinion, maximum benefits of successful rehabilitation for each of the disaster areas effected with the funds allocated by the President and administered by the OEP.

I learned to know and admire Director Mike O'Callaghan and Disaster Coordinator Ralph Burns of OEP's Region 7. They are knowledgeable, effective, tireless and much respected by the Micronesian people. OEP is fortunate to have them both.

I visited Guam and all of the six districts in the Trust Territory, emphasizing a survey and inspection of the disaster relief that has and is being done in Guam and the Trust Territory Islands. We observed the \$31,000,000.00 total allocated to the area under PL 81-875 since the effective date of eligibility in 1962. We took many pictures, some of which will be made a part hereof.

Most of the work has been satisfactorily completed. However, Guam and the Trust Territory Islands provide many problems, handicaps and disadvantages during and following any major disaster. For example:

1. All materials have to be shipped in for search-rescue and rehabilitation of structures, as well as new construction.
2. The great distances between the Islands multiply No. 1 above because the primary source is the continental limits of the United States.
3. Ordinarily the reconstruction work must proceed under

continuing poor weather conditions. Twice during recent months the people on Saipan had to cease reconstruction on account of heavy rains and wind from still newer typhoons skirting their Island.

4. The Trust Territory finds it necessary to have most skilled labor brought in from the outside as such labor is rare in the present population. Although OEP encourages the use of native labor, certain skills must be brought in from Guam and the Philippines if work is to progress in a satisfactory manner.
5. High Commissioner Hon. William Norwood, is rapidly developing a public works program which may help relieve some of the planning and skilled worker problem in future years. He has established a Commissioner for Public Works on a cabinet level post and appointed a highly qualified engineer to develop the program. This could some day make it unnecessary to use the Navy OICC on Guam to oversee reconstruction in the Trust Territory. In effect, this would immediately produce a 6% reduction of cost now necessary for the Trust Territory to pay the Navy for their part in this reconstruction work. Also, when further developed it can result in quicker response to the needs of the area before, during, and following any major disaster.
6. Communications and transportation are uncertain, inadequate and not dependable. Since the great size of this Territory covers a water and land area larger than the continental United States, one has to actually travel to these Islands before realizing the vast scope, size and complexities that exist from distance alone. (See map attached herewith).
7. Although we were successful in getting the old Naval Security Clearance removed from Guam in 1962, it is nevertheless still in effect in the T. T. and this is a complication per se.

It was gratifying to find other U. S. Government Agencies now authorized and responding with excellent service to Guam and the Trust Territory disasters. Perhaps consideration should be given to including others--possibly the Small Business Administration, U. S. Department of Agriculture, Departments of HEW and HUD.

Since this area is our GATEWAY TO THE EAST, there is no doubt that the disaster program provided through OEP Region 7 has contributed substantially to an improved image, both physically and psychologically, of the United States throughout the Pacific and the Far East. U. S. owns Guam in fee. We are Trustees and morally obligated to the Trust Territory and the United Nations. Both are strategically located. While Governor of Guam, I tried to make it a show-case of democracy and show interest in all the people

of the Micronesian Area. The many new public buildings, improved residences, ports, roads, etc., lend most favorably to the physical aspect. The over-all concern of the U. S., like the rapidity of the Disaster Assistance Coordinator in arriving on the scene, has been most impressive.

Evident throughout the Trust Territory and Guam are the typhoon resistant buildings which have been built with PL 81-875 funds following earlier disasters. (See pictures herewith).

Typhoons "KAREN" and "OLIVE", which struck the Pacific in 1962 and 1963 respectively, resulted in rehabilitation work which withstood the most recent 1968 assault by Typhoon "JEAN". This is particularly interesting because these buildings were designed and constructed with no extra cost to the OEP fund. Typhoon resistant construction provides not only the assurance that we will not have to rebuild after every storm, but also provides much needed places of safety for the people, as well as the protection of supplies and equipment which PL 81-875 would have to replace after the next declared disaster. I would think these actual savings alone easily amount to several million dollars.

An excellent example of these typhoon resistant buildings meeting the challenge are the supply warehouses and automotive shop built after Typhoon "OLIVE" on Saipan with PL 81-875 funds. These buildings provided safety and shelter during and following Typhoon "JEAN" and protected at least \$750,000.00 worth of supplies and equipment. (See photographs).

Emergency housing costs, provided by the OEP allocations, are rapidly rising on Saipan. Early difficulties faced by two storms and shipping problems have been overcome, and the people are responding well to the reconstruction tasks. Likewise on the other effected Islands. (See pictures).

The following is a more detailed breakdown covering Guam and each of the six districts in the U. S. Trust Territory.:

#### GUAM

Typhoon "KAREN" hit Guam in November 1962 about four months after Guam and the T. T. became eligible for assistance under PL 81-875, OEP funds allocated totaled \$16,100,000.00, used principally to rehabilitate schools, public buildings, power, telephone and staff housing. These impressive buildings are scattered all over Guam. They stress durability, utility, as well as beauty and propriety. These inspections were made with Guam Governor Manuel Guerrero and Mr. George Ingling who is Coordinator for Federal Programs. They have done an excellent job.

Particularly noteworthy is that the joint use of OEP and Government of Guam funds made it possible to construct better facilities, especially more schools and warehousing.

Typhoon "OLIVE" struck in April 1963; OEP allocated \$720,000.00 being

used mainly in rehabilitation of schools, public buildings and power.

It was noted that little damage was done to post-Typhoon "KAREN" rehabilitation. (See photos).

Besides the new and better public buildings, Guam's Island-wide appearance is much improved. Business is good; there is a flourishing economy. A new airline and increased flights of Pan Am., as well as new routings, are helping to open up the area. The new airline (Air Micronesia) extends its flights also through the Trust Territory. New hotels and motels are springing up. With the old Naval Security Clearance gone on Guam, the tourist industry is on the move. Regular direct flights from Tokyo to Guam are bringing many Japanese tourists regularly to this excursion retreat. The University of Guam is growing and serving the area well. Enrollments in all the schools are up. The people seem gratefully pleased with the new ELECTIVE GOVERNOR privilege. It was my privilege to speak to most of the Legislatures in the area, was admitted and sworn-in to the T. T. Bar Ass'n., assisted in the dedication of one of Guam's new schools, a new Farmers Market and participated otherwise in other public functions, including the unveiling of the writer's own portrait at the University of Guam. At each I brought the President's special greetings and remarks as per copy of his letter enclosed.

There are many new Churches. Others have been re-built or re-modeled. Several new businesses and one or two new industries are here. Guam's new commercial port and facilities are large and impressive. Everywhere one sees the fine influence and results of PL-875 funds. The response and attitude of the local people is excellent. They are grateful for this help. (See Guam Legislature's letter to, President Johnson attached). It is my personal conclusion that this money has been effectively used for the maximum benefit, and that it could not have been spent in a more needed way, nor for finer Americans anywhere.

#### MARIANAS DISTRICT

(Saipan, Tinian, Rota, Pagan, Etc.)

Typhoon "OLIVE" hit here in April 1963. OEP funds allocated totaled \$2,355,000.00. Rehabilitation was mainly to schools, warehouses and power.

Along with Mr. Burns, Gov. Peter Coleman, who is now Distad of this District, Lcbr Charles Uber of OIIC Marianas, Mr. Larry Anderson of the Trust Territory Office, et. al., we inspected this rehabilitation work and took several pictures of the post-"OLIVE" construction. Good use of pre-engineered buildings and reinforced concrete block buildings were made here. (See pictures).

Typhoon "JEAN" struck in April 1968, hitting principally Saipan and Tinian. From the President's OEP funds there was allocated \$8,500,000.00 used mainly in rehabilitation of public buildings, schools, staff housing, warehouses, power and temporary housing for the citizens.

It was gratifying to observe that the post-"OLIVE" constructed buildings withstood this vicious Typhoon "JEAN". These buildings also sheltered many people. (See pictures).

With much interest we inspected and took many pictures of OEP's new SLANT-LEG replacement houses for the citizens. They are strongly built, partially-completed by OEP and the T. T., and then turned over to the occupant for completion on his own. (See pictures). There are two sizes--large and small. The citizen takes his choice, dependent upon the size of his family. There are 450 on Saipan, 28 on Tinian; most are complete. The deadline for occupancy was October 19th. The approximate cost of this sturdy house is about \$1.96 per square foot, turn key. The small house costs OEP approximately \$1200.00, the large house \$1500.00. All houses are built on concrete slabs, which is poured on a sub-coral base that is hauled, spread and compacted with a D8 by T. T. without charge to owner. All framing is of 2 X 10 pressure penta-treated S4S-1200 F Douglas Fir. The roof has a light felt tar paper base and a 90 pound felt roofing on top of that. The walls are boarded up 4 feet high with indoor-outdoor C-D plywood, treated and laminated with water-proof glue. Framing is bolted to the concrete floor with galvanized bolts. (See pictures showing different stages of construction).

This "SLANT-LEG" is the best attempt for a typhoon resistant house that I saw, all things being considered. It should be emphasized that approximately 40% of the would-be cost is being donated in labor by the owner and Trust Territory. Also had this been contracted out, an additional 50% would probably have to be added to OEP's cost.

The features especially appealing to me in this "SLANT-LEG" are the coral base, concrete slab, 2 X 10 treated framing, galvanized nails and bolts, free labor and the sturdiness of the structure. (See pictures). Perhaps these features will long withstand and outlast the plywood sides and tar paper roofing.

Based on my experience of living in the Texas Gulf Coast country and maintaining property here, I advocated, as Governor of Guam, as much use as possible of concrete blocks and concrete buildings. Since the conditions are quite comparable, I was glad to see that many of the new schools and other buildings had been made of concrete blocks, especially when I was told that the overall cost came out cheaper than wood because of the exorbitant cost of lumber, transportation costs, etc.. Understandably, the factor of comparable costs must be considered in all instances. It was also gratifying to learn that the new pre-engineered buildings replacing the old ones in wood and tin that were destroyed, came out cheaper per square foot total.

Wherever possible concrete is being used. The blocks are being made on the ground. In Saipan, Ken Jones is loaning the people a concrete block

maker. The Trust Territory officials have cooperated admirably. I failed to find an instance where the end result was not better than the item replaced--yet at no increased cost.

#### PALAU DISTRICT (Koror, Anguar, Pelelieu)

Typhoon "LOUISE" struck in November 1964; OEP allocated \$400,000.00, used principally in rehabilitation to staff housing, power, dock, schools and other public buildings.

Typhoon "SALLY" (Koror, Babelthau) hit in March 1967. OEP allocated \$2,150,000.00, rehabilitating mainly public buildings, staff housing, dock and jetties. (Photos attached).

On our survey and inspection of these Western Carolines we were accompanied by the knowledgeable Deputy High Commissioner and Mrs. Martin Mangan and Lt. Sigamur of OICC. All were kind and cooperative. We were invited to speak to the Truk District Legislature, which publicly expressed appreciation of President Johnson's personal wishes and concern. We traveled in boats and skiffs to get to these outer Islands. It was noted that good use was being made of the OEP grant-in-lieu funds to improve schools, staff housing and power. We inspected several schools and other structures in different phases of construction. As usual we took many pictures.

There are some fine buildings of concrete and steel being built; other rehabilitation work completed. Here again we saw some pre-engineered metal buildings on Koror and Pelelieu. The temporary housing on Pelelieu, which were among the first built by OEP, look meager and inferior compared to the "SLANT-LEGS" on Saipan. There are a few exotic, high-pitched roof houses being built for staff housing. They are large, very attractive and colorful. Their roofs are split board shakes imported from our West Coast and are called Samoan-type houses.

Mr. Burns joined in raising the question of permanency of the jetty rehab work and it is hoped that some "permatizing" method can be effected. (See photos). Distad Boyd Mackenzie was very helpful and is doing a good job.

#### YAP DISTRICT

There has been no declaration and no money spent by OEP here. We visited with Distad Jim Flannery and spoke to the Yap District Legislature and other officials of the District. We discussed disaster planning, and joined Mr. Burns in inventoring facilities that would probably be damaged during future disasters, if any. The people were most courteous and receptive. They discussed not only disaster, but explored other areas, including agriculture, ranching, political and economic matters, etc.. We also

stopped at Ulithi and visited the T. T. Outer Islands School, students, facilities, etc. Here we saw more of the good work being done by the Trust Territory and the Peace Corps.

### TRUK DISTRICT

Typhoon "JEAN" hit Truk in April 1968. Out of the Eight and One-Half Million OEP funds, approximately \$75,000.00 was allocated to this District. Rehabilitation was mainly to docks and sea walls.

On our trip to the Truk, Ponape and Marshall Islands District we were accompanied by the Hon. Leo Falcam, Special Assistant to the High Commissioner. He is an astute, young native of Ponape and contributed immeasurably to the success and pleasure of our Mission. He is respected not only by the Micronesians but by statesiders as well.

We were invited to speak to the Truk Legislature and officials. For four or five hours they asked questions and discussed disaster planning, etc. It developed that there may be more damages in their Outer Islands than has been reported. Communications are the big problem here along with transportation. Food crops were wiped out; much long-range planning is necessary. (See this Legislature's letter expressing appreciation to President Johnson and OEP).

### PONAPE DISTRICT

There has been no declaration and no money spent here. We discussed disaster planning and inventoried facilities that would probably be damaged during future disasters, if any. It seems that the typhoons make up in this and the Majuro area and go Westward toward Guam, Saipan, et. al. There have been very few typhoons in this Southeastern area of the Trust Territory. This is Leo Falcam's home. Everyone was most cordial. (See letters). We spoke to their Legislators and other city officials. Assistant Distad Edmund Gilmar was typically helpful and courteous.

Since there is no landing strip here, all landings are by seaplane. The Navy took care of us on two of these Outer Island trips when we could not otherwise get commercial flights. It was here that our SU 16 amphibious plane crashed into a submerged reef on take-off and it was necessary to abandon the ship. Fortunately, no one was injured. There was relatively slight damage to the plane.

While in Ponape, we visited the famous ruins of Nanmatol, the ancient city of stone. Was disappointed to learn that the fine Farm Institute had been closed.

### MAJURO DISTRICT

No declaration and no money had been spent here. I was invited to speak



to the Majuro Legislature District and other officials and enjoyed this privilege very much. They, like all the others, appreciated President Johnson's personal greetings and best wishes. We discussed disaster planning and inventoried facilities that would probably be damaged during future disasters, if any. Acting Distad and Mrs. Robert D. Law, Jr. were cooperative and helpful in the absence of Distad Dwight Heine.

We visited Kwajalein and Ebeye and made the same type of visit and discussions here. All were very cooperative. Discussed the problems of Ebeye, including wage scale, land claims, over populations, crowded conditions, etc..

### PEACE CORPS

In these travels, we were impressed with the work of the Peace Corps. They number approximately 700 in the Trust Territory. According to Mr. Burns, "they did help in housing needs and surveys on Tinian, Saipan, et. al.; probably one-half are teaching in some way, and their support is very good in the local villages". Others point out that as much or more is spent on their brief training, transportation, etc., than what it would cost to get a trained, experienced specialist in some much needed field. Also that some are inclined to advise the natives what they should do or not do, what they should expect (even demand) from the U. S., etc. However, I saw many fine looking, dedicated, young Americans in this group serving in the Trust Territory.

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I was impressed with the personnel and performance of the Trust Territory and the Interior Department. There is outstanding, dedicated leadership and wide acclaim for Comm. Norwood, Dep. Comm. Mangam, Special Assistant Leo Falcam, all of the Distads, Capt. Findley, and the other prominent leaders.

I am submitting herewith several letters and resolutions. Regarding Leo Falcam's letter about the President's Status Commission, several in the T. T. mentioned this to me. They seem to feel a disappointment that some action has not been taken. All hope something will be done soon. Like Leo Falcam, High Comm. Norwood, Ex-Congressman Craley, several Distads, Chiefs and Legislators, expressed the hope that President Johnson would create the Status Commission by Executive Order. (See Mr. Falcam's letter herewith). Further comments and information will be furnished here upon request.

Respectfully submitted,



Bill Daniel  
Liberty, Texas

Juanita:

Mr. Temple said to put this on the corner  
of your desk for the President to look at  
some time -- not to go into Night Reading.

diane