

that time or in the future. The amnesty bill would have passed quietly, but once people found out about it they came in large numbers to the congressional chamber to observe the session. Perhaps the outpouring of public interest in the amnesty bill forced the congress to abandon it. However, its ripple effect had caused the defeat of a move to renominate the attorney general to serve the new administration.

With the departure of the attorney general, the investigation of public officials seems to be relegated to the back burner. For the past three years, no indictments were issued and there was no news of fresh investigations from the national Department of Justice. The political waves the FSM Congress created had effectively drowned the investigation of the public officials. It was supposed to cover all four states, but it ended prematurely in Chuuk.

JOHN R HAGLELGAM

References

EMPAT, Economic Management Policy Advisory Team. 1996. *Economic Use of Land in the FSM: A Review and Description of Land Tenure Systems in the FSM*, prepared by Dan Perin for EMPAT. Occasional Paper No. 6. Palikir [Pohnpei]: EMPAT/FSM.

World Bank. 1995. *Pacific Island Economies: Building and Resilient Economic Base for the Twenty-first Century*. Report 13803-EAP, Country Dept III, East Asia and Pacific Region. Washington DC: World Bank.

GUAM

This year's hottest topic—championed by Guam's governor as the island's largest economic boom—was Guam's impending absorption of 8,000 relocated Marines, their 9,000 family members, and 15,000 construction workers, to build up island facilities. While Guam's strategic role as the "tip of the spear" for the US military intensifies, perhaps even more meaningful to the community has been the steady growth of the Guam-Chamorro voice, presence, and activity. This serves as armament of its own.

In 2005, news traveled that Trini Torres and others had created the Chamoru Cultural Development and Research Institute, a nonprofit humanitarian organization encouraging self-sufficiency through culturally viable means. "I Fine'ne'na' na Konferensian Chamorro" (The First Chamorro Conference) was held in March 2006. According to Rosanna Barcinas, program officer for the Guam Preservation Trust (one of the conference sponsors), Chamorros gathered from throughout the Mariana Islands to "discuss, share, and inspire every aspect of Chamorro people and their culture. From this konferensian [conference], a commitment was made to perpetuate Chamorro language and cultural unification despite political divides"; the impetus was the recognition that "we are one people" (Barcinas, pers comm, 13 July 2006). At the konferensian, the Chamorro Land Trust Commission formally approved land for the nonprofit group Inadahen Lina'la Kotturan Chamoru to develop a Chamorro cultural center.

Shortly thereafter, off-island Guam-Chamorros (attending university or otherwise on the US mainland) coordinated a stateside-based conference called “Famoksayian: Decolonizing Chamorro Histories, Identities and Futures,” which was held 14–15 April 2006 in San Diego, California. The conference served to empower participants by reaffirming their Guam and Chamorro identities.

Bolstering the visual presence of indigenous Chamorro in Guam was the rebuilding of the typhoon-flattened Traditional Seafaring Society’s canoe house at Paseo, Hagåtña; progress toward realizing a Guam Museum; the opening of a Chamorro Heritage Resource Center; the release of Julian Aguon’s book *Just Left of the Setting Sun*, which examines the contemporary political and cultural landscape of Guam-Chamorros; the local and national premieres of Alex Munoz and Baltazar Aguon’s sixty-second film *Matta Saina-Ta Hurao (The Return of our Elder Hurao)*, which showcased an ancestral leader celebrated for leading the cause of freedom; the publication of Baltazar Aguon’s updated Chamorro resistance legend, *I Dos Amantes (The Two Lovers)*; the launch of new Guam-based Web sites, such as <<http://freewebs.com/allthingsguam>>, which organized hundreds of Guam links into indigenous time categories; and regular protests by Chamorro activists demanding the resolution of political status and other issues.

While local programs highlighting Guam issues, such as the Malafunkshun radio and television shows, continued to be successful, other alternative media appeared last year: the

Marianas Variety newspaper, with a Guam edition; *GU Magazine*; ABC 14 News; Famoksayian blog and e-mail listing; and a handful of local radio talk shows. Part of this growth can be attributed to the belief by some that Guam’s public media space is dominated by traditional media and by certain people, pushing particular viewpoints and agendas (eg, *PDN*, 26 May 2006, letter to the editor).

The now commonplace public debates regarding political status issues continued during the year, asking such questions as: Is amending the Organic Act a viable solution (as one senator proposed in a bill this year)? Do we want a constitution? Should there be a Chamorro-only vote for self-determination? Should the Commission on Decolonization be eliminated? Some expressed the opinion that the media sets up such forums to unduly influence the population toward a particular viewpoint (eg, *PDN*, 15 Jan 2006).

The community in Guam continued to keep tabs on the activities of Guam-Chamorros off-island, as noted in the *Pacific Daily News* article about the Phlight Restaurant Wine Bar in California, which offers “fusion with Chamorro food” (*PDN*, 6 April 2006); and the letter to the editor titled “Mississippi Chamorros Thankful for Katrina Help” (*PDN*, 21 Oct 2005). Misfortunes were shared, as captured in the headline “Bay Area Remains May Be of a Guam Man” (*PDN*, 30 April 2006), and accomplishments were celebrated, such as Father Randolph Roque Calvo’s ordination as Bishop of the Roman Catholic Diocese of Reno on 17 February 2006 (*PDN*, 19 Feb 2006). Locals also

cheered for the Guam Little Leaguers who made it to the World Series International Semifinals; their achievement was declared the “top local sports story of the year” by *Pacific Daily News* (*PDN*, 1 Jan 2006).

In October 2005, the US Department of Defense announced the relocation to Guam of thousands of marines from Okinawa, Japan, a move that more than doubles the size of Guam’s current military presence. There may be thousands more marines to come.

Local companies wonder what their share of the relocation construction contracts will be, and how competitive they can be in the federal market. Although military sources state that Guam workers and contractors will be used “wherever possible,” they also caution that “it would be inappropriate to favor any particular company or group of companies in awarding contracts.” Further, as the government of Japan is covering some 60 percent of the US\$10.3-billion-dollar relocation costs, it will likely also have a say in how money is expended (*PDN*, 3 June 2006).

Guam’s construction labor force of 5,000 can handle about US\$300 million in projects at a time. This means that as many as 15,000 additional workers may be recruited, perhaps from Okinawa or elsewhere, on temporary H2 visas. Governor Felix Camacho has proposed training locals, and has directed the Bureau of Statistics and Plans to build a comprehensive database, identifying Guam-Chamorros and former residents as potential resources (*MV*, 5 June 2006).

Politicians have noted that the increased military presence will boost

the income tax collected from federal employees and given to Guam by US\$50 million a year, and that military spending on-island was already increasing in expectation of its expanded roles (*PDN*, 1 June, 3 June 2006). By June 2006, the master relocation plan from the US Pacific commander was still pending (*PDN*, 2 June 2006).

Calling for him to capitalize more on this move, some have criticized Governor Camacho for not assuming a stronger role in the relocation negotiations (he declined to participate in some); for severely underestimating what it will cost to build up the island’s infrastructure; and for not bringing to the negotiating table Guam’s long unsettled issues: World War II reparations (which made some progress in Congress this year); the return of indigenous lands; forgiveness of Guam’s federal debts; and an improved political status for the island (see *MV*, 1 June 2006; *PDN*, 19 April 2006). Though Governor Camacho has created a “quality of life” committee and a Civilian/Military Task Force, many still worry about the social impacts of this huge influx of troops (*PDN*, 27 May, 2 June 2006).

In an effort to explain Guam’s wariness, historian Pale’ Eric Forbes pointed to previous US military practices in relation to the people of Guam, including a double-standard pay scale, a two-track school system, and segregation. In the past, authorities have also encouraged Chamorros to be content with the limited freedoms and rights provided by the US Navy government of the day (*PDN*, 23 Feb 2006). Some residents have been reluctant to trust the federal and

military entities creating the master relocation plan. They note that these are the same entities that “purposefully killed the presidential directive handed down in 1975 by President Ford demanding Guam be given a commonwealth status ‘no less favorable’ than the one negotiated between the US and the Northern Marianas at the time.” Some have also expressed concern that the increased military presence might provoke Asian aggression against the island (*MV*, 5 June 2006).

Added to this atmosphere of distrust was a former US Navy officer’s apology for his part in concealing the fact that Guam was affected by radioactive fallout from the post–World War II nuclear testing in the Marshall Islands. He claimed that the military’s position was to keep the people uninformed (*PDN*, 5 Nov 2005).

However, Guam’s community has a long tradition of joining the US military. Residents continued to enlist in the armed services in high numbers this year, and military enlistment rates are predicted to climb higher as the United States raised the qualifying age to thirty-nine (*PDN*, 15 Jan 2006). Also this year, Guam hosted Valiant Shield, the Pacific region’s largest joint military exercise in recent history. It involved 20,000 service members from the US Air Force, Coast Guard, Navy, and Marine Corps, twenty-eight naval vessels, more than three hundred aircraft, and seven foreign countries that had been invited to observe (*PDN*, 20 June 2006).

Guam’s community gathered food, and clothing, and thousands of dollars for victims of Hurricane Katrina in the United States. That same community spirit helped provide support

for residents of landslide-ravaged Leyte in the Philippines and for earthquake victims in Indonesia. Some on Guam were further motivated to help Indonesia, as the konferensian held in March had indicated there were likely ancestral Chamorro linkages to that area (*MV*, 5 June 2006). Much less appreciated than the aid itself was the brown tree snake intercepted “hanging from the side of a pallet inside a military cargo box” sent from Guam to Oklahoma (*PDN*, 29 Sept 2005).

This year involved preparations to implement standards of the Every Child is Entitled to an Adequate Public Education Act. The act vested parents with the right to file civil lawsuits against the Government of Guam (GovGuam) and its agencies and officials if they fail to meet the act’s standards (*PDN*, 1 Jan 2006). By 2008, Guam’s schoolchildren will have five new schools, with construction groundbreaking occurring for some of them in 2006. Perhaps they will soon be waving farewell to the overcrowding and double sessions that currently occur in public schools (*PDN*, 28 March 2006).

During the review period, issues surrounding the elected Guam Education Policy Board received attention and steadily became more heated. The board cancelled the Direct Instruction afternoon sessions (which they considered to be taking time away from other subjects); banned bags and plastic bottles, after homemade bombs injured students at school; informed the long-controversial Superintendent Juan Flores that his contract would not be renewed, although he could reapply for the position; and then fired Flores early one morning for insubordination.

Public debate opened up. Parents readied and signed petitions to recall board members, though no recalls were realized. The governor blamed problems on the board's removal of Flores, though others remembered similar problems occurring under Flores's control (*PDN*, 20 June 2006). Some felt that the governor and particular lawmakers were manipulating events to gain support for placing the selection of school board members back in the hands of the governor—a process Governor Camacho had worked against when he was a senator.

Guam tackled many health issues during the year. The community worked toward preparing for a possible bird flu pandemic. Governor Camacho followed the federal order to form a task force commissioned with improving services for those with mental illnesses. The hospital worked to overcome crowding, nurse shortages, and lack of medicines and basic supplies. Taxpayers continued to subsidize hospital operations to the tune of US\$22 million for fiscal year 2006. The hospital's board of trustees announced plans to award a contract in 2006 for a qualified hospital management team to reduce costs, streamline operations, and increase efficiency (*PDN*, 15 March 2006). On a positive note, Guam Memorial Hospital performed ten free open-heart surgeries this year, "the largest philanthropic efforts in Guam's healthcare history" (*PDN*, 1 Jan 2006).

In his 2006 State of the Island Address the governor declared, "There are more jobs, the public schools have improved, tourism arrivals are on the rise, and the military, which is expanding its presence here, is now

set to bring about the greatest economic boom our island has yet seen." He was reported as proffering "no new initiatives or goals," except for continuing to "set things right" and "moving forward with progress" (*PDN*, 23 Feb 2006). And while facets of Guam are thriving or recuperating, many people still struggle with quality-of-life issues—trying to keep up with rising health care costs, soaring gas prices, increasing water rates, skyrocketing electricity bills, and wage scales lagging woefully behind local inflation. Yet, some relief may be in sight, as in June 2006 lawmakers were working to increase the island's minimum wage standard.

A report released in October 2005 announced that GovGuam scored a 2.86 out of 10.00 points in its most recent Performer analysis. The governor's office noted that this was 0.82 points higher than the previous score, indicating improvement (*PDN*, 19 Oct 2005). Also noting GovGuam performance problems, the Guam's public auditor's annual report identified US\$7.2 million in "wasteful, unauthorized and possibly fraudulent spending of government money" (*PDN*, 25 May 2006; OPA, 2006).

The governor sustained his efforts to raise some US\$400 million through selling long-term bonds, largely to pay for GovGuam's numerous unmet commitments. However, the attorney general has continued to oppose this and has kept the process stalled in court. In response, the governor has appealed to lawmakers to legislate the attorney general out of the process. Some worry about the feasibility of GovGuam's paying off a sizeable loan and would like to see more proactive solutions (*PDN*, 3 Feb 2006).

Governor Camacho unveiled a revamped GovGuam reorganization plan. The plan merged twenty government entities into seven super-departments, with savings expected “after reorganization occurs” (*PDN*, 8 Oct 2005, 8 Feb 2006).

Lawmakers created several substantial changes for Guam this last year. They transferred certain aspects of the Civil Service Commission’s oversight authority to the administration department in January 2006. GovGuam agencies had stated that the commission’s oversight limited their ability to control office efficiency and effectiveness because it had final say over the tailoring of office positions and wages (*PDN*, 18 Dec 2005). Lawmakers also worked to end Guam’s reputation as a “divorce mill” by creating a new residency requirement (*PDN*, 15 Jan 2006). The discovery of convicted sexual offenders working within GovGuam in 2005 provoked a series of reactions—the law now provides stricter guidelines and requires government employees who are charged with or convicted of a crime to notify the head of their agency.

Debate regarding the privatization of government entities and their services continued. People questioned the now privately owned Guam Telephone Authority’s right to lay off twelve former GovGuam workers (*PDN*, 20 June 2006). Some leaders overseeing the Guam Waterworks Authority promoted a Performance Management Contract, though a few community members very vocally disagreed with any form of privatization of the authority (*GU*, Jan/Feb 2006). The Guam Port Authority, legally mandated to privatize its operations

and maintenance activities, broke off negotiations with the consultant company that was to put together its privatization plan this year. Other GovGuam departments and agencies continued to be examined for the potential benefits of privatization.

GovGuam headed several projects this year. The Department of Public Works was in the midst of twenty-nine road improvement projects. Flood-prone property was bought and demolished. More power lines went underground. Airport officials planned upgrades and improvements. Laws were passed to encourage GovGuam to become an “e-government,” requiring each government department to have a current Web site. Residents began to be able to go online to pay certain GovGuam bills or file their 1040EZ income tax forms. GovGuam also broke ground for projects, such as the new Guam Homeland Security Office of Civil Defense Emergency Operations Center, and began the renovation of the third floor of the Department of Mental Health and Substance Abuse facility.

In March 2006, the governor was declared eligible to retain independent counsel. Camacho has chosen to do so partly because Attorney General Douglas Moylan “often disagrees” with his legal position, and has even sued him (*PDN*, 12 March 2006). In April 2006, the attorney general’s office was reported to have raided the Camacho campaign headquarters, looking for government employees campaigning at taxpayers’ expense (*PDN*, 22 April 2006). For his own part, the attorney general stated that his visit to the Camacho campaign was not a raid. The following week, investigators from the attorney gen-

eral's office also showed up at the Kaleo Moylan–Francis Santos campaign headquarters for the same purpose.

The issue of government agencies failing to make retirement fund payments came to a head this year. Many claimed that they had been unable to receive retirement or survivor benefits. In response, the attorney general's office indicted former Department of Education Superintendent Rosie Tainatongo, former Department of Education Comptroller Raymond Miranda, former administrator Bill McMillan, former Governor Carl Gutierrez, and former Hospital Comptroller John Pangelinan for nonpayment of retirement contributions. These individuals were awaiting trial as of this writing.

Progress was made on very public indictments initiated in years past. The island's Supreme Court declared that criminal charges related to public streetlights, which had been filed against former Governor Gutierrez and others, should be dismissed "for good," and reprimanded the attorney general's office for certain conduct (*PDN*, 10 Nov 2005). Two months later, all theft and official misconduct charges against former Retirement Fund Director John Rios and former Governor Gutierrez, accused of "illegally altering Gutierrez's retirement status so he could collect thousands more in retirement," were dismissed (*PDN*, 1 Jan 2006).

Five business and political leaders were ordered to give "I am a convicted felon" speeches as a condition of their federal criminal cases: Gil Shinohara, Gutierrez's former chief of staff (who began serving a thirty-two month prison sentence in 2006 while

facing additional charges regarding involvement in the alleged altering of Gutierrez's retirement status); former Senator Willy Flores; former Speaker Tommy Tanaka; and businessmen Takahisa Goto and James Martinez (*PDN*, 1 Jan 2006).

Dr Davina Lujan, former Guam Memorial Hospital administrator, was sentenced to five years' probation "in connection with writing prescriptions in other people's names" (*PDN*, 13 April 2006). A change of plea hearing for former Guam Memorial Hospital Associate Administrator Therese Hart, accused of coercing a notary, was pushed back to August 2006 (*PDN*, 31 May 2006).

In 2005, controversial lobbyist Jack Abramoff eventually pleaded guilty to federal corruption charges in Washington DC. Subsequent national and local media coverage shed light on the roles played by Abramoff and his associates in aiding Guam Republicans' work to unseat then Governor Carl Gutierrez in the 1998 election. Published e-mails revealed Abramoff's attempts to get then House Majority Whip Tom DeLay to call for a timely federal investigation of Gutierrez. Current Governor Felix Camacho also noted that an Abramoff aide offered campaign strategies to the 1998 Republican gubernatorial team of Joseph Ada and Camacho. A money trail of thirty-six US\$9,000 checks, filtered through a third party, further linked Abramoff with Guam (*MV*, 3 April, 4 April 2006; *PDN*, 8 April, 10 April 2006; Tyrone J Taitano, pers comm, 14 April 2006). The dispenser of those checks, Tony Sanchez, has served as a top official in Governor Camacho's administration.

Senatorial seats opened up in 2006

as several incumbent senators opted not to run for reelection. Veteran Senator Lou Leon Guerrero stepped down midterm to assume presidency of the Bank of Guam, and three senators ran for lieutenant governor.

The year 2006 marks the first time that the island's attorney general and public auditor positions will appear on primary ballots. This will whittle down the number of contenders to two candidates per position, ensuring that the seats are won by a majority rather than a plurality of votes.

When the year under review ended, there were four teams competing in the race for governor. Incumbent Governor Felix Camacho and first-time Senator Mike Cruz ran under the slogan, "Honest Men, Proven Leaders." They were the first team to install large signage and saturate television airwaves with messages noting the benefits that they had delivered to the island. However, media coverage of government shortfalls, the nonpayment of teacher salaries, and other problems challenged some of those claims.

A mixed-party team, Republican Lieutenant Governor Kaleo Moylan and former Democratic Senator Francis Santos, was running for the Republican nomination. They ran a hard-line campaign—challenging Camacho's description of an improved economy and stating that they understood that government was "not a one-man show." Former Guam Governor Carl T C Gutierrez and former Chief Justice and current Senator Benjamin J "BJ" Cruz ran with such slogans as "Real Leaders" and "Bring the Sunshine Back." One of their main challenges was dispelling the controversy surrounding Gutierrez's

former reign as island governor (*MV*, 1 June 2006). Leading island polls as of this writing were former US Congressman Robert Underwood and Guam Senator Frank Aguon Jr, touting the slogan "Leadership for Change" (*PDN*, 31 March 2006).

Island voters will once again decide whether to keep the drinking age at eighteen or raise it to twenty-one. Senators have proposed that voters also determine whether or not to retain former Education Superintendent Flores, and whether or not to raise the minimum wage.

KELLY G MARSH

SPECIAL THANKS to *Tyrone J Taitano* who helped to edit this review.

References

GU, GU Magazine. Bi-monthly. Tamuning, Guam: Papercut Publications.
<<http://www.gumagazine.com/>>

MV, Marianas Variety—Guam Edition. Monday–Friday newspaper. Harmon, Guam: Younis Art Studio Inc.
<<http://www.mvariety.com/>>

OPA, Office of the Public Auditor. 2006. *Office of the Public Auditor Annual Report Calendar Year 2005*. May.
<<http://www.guamopa.org/docs/2005AnnualReport.pdf>>

PDN, Pacific Daily News. Hagåtña, Guam.
<<http://www.guampdn.com/>>

COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS

From July to November 2005, the main issues in Commonwealth of the Northern Mariana Islands (CNMI) were electrical power, the cancellation