104TH CONGRESS 1ST SESSION

H. R. 2041

To amend the Organic Act of Guam to provide restitution to the people of Guam who suffered atrocities such as personal injury, forced labor, forced marches, internment, and death during the occupation of Guam in World War II, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JULY 13, 1995

Mr. Underwood introduced the following bill; which was referred to the Committee on Resources, and in addition to the Committees on the Judiciary, and International Relations, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To amend the Organic Act of Guam to provide restitution to the people of Guam who suffered atrocities such as personal injury, forced labor, forced marches, internment, and death during the occupation of Guam in World War II, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 **SECTION 1. SHORT TITLE.**
- 4 This Act may be cited as the "Guam War Restitution
- 5 Act".

1	SEC. 2. AMENDMENT TO ORGANIC ACT OF GUAM TO PRO-
2	VIDE RESTITUTION.
3	The Organic Act of Guam (48 U.S.C. 1421 et seq.)
4	is amended by adding at the end the following new section:
5	"SEC. 36. RECOGNITION OF DEMONSTRATED LOYALTY OF
6	GUAM TO UNITED STATES, AND SUFFERING
7	AND DEPRIVATION ARISING THEREFROM,
8	DURING WORLD WAR II.
9	"(a) Definitions.—For purposes of this section:
10	"(1) AWARD.—The term 'award' means the
11	amount of compensation payable under subsection
12	(d)(2).
13	"(2) Benefit.—The term 'benefit' means the
14	amount of compensation payable under subsection
15	(d)(3).
16	"(3) Commission.—The term 'Commission'
17	means the Guam Trust Fund Commission estab-
18	lished by subsection (f).
19	"(4) Compensable injury.—The term 'com-
20	pensable injury' means one of the following three
21	categories of injury incurred during and as a result
22	of World War II:
23	"(A) Death.
24	"(B) Personal injury (as defined by the
25	Commission).

1	"(C) Forced labor, forced march, or in-
2	ternment.
3	"(5) GUAMANIAN.—The term 'Guamanian'
4	means any person who—
5	"(A) resided in the territory of Guam dur-
6	ing any portion of the period beginning on De-
7	cember 8, 1941, and ending on August 10,
8	1944, and
9	"(B) was a United States citizen or na-
10	tional during such portion.
11	"(6) Proof.—The term 'proof' relative to com-
12	pensable injury means any one of the following, if
13	determined by the Commission to be valid:
14	"(A) An affidavit by a witness to such
15	compensable injury;
16	"(B) A statement, attesting to compen-
17	sable injury, which is—
18	"(i) offered as oral history collected
19	for academic, historic preservation, or jour-
20	nalistic purposes;
21	"(ii) made before a committee of the
22	Guam legislature;
23	"(iii) made in support of a claim filed
24	with the Guam War Reparations Commis-
25	sion;

1	''(iv) filed with a private Guam war
2	claims advocate; or
3	"(v) made in a claim pursuant to the
4	first section of the Act of November 15,
5	1945 (Chapter 483; 59 Stat. 582).
6	"(7) Trust Fund.—The term 'Trust Fund'
7	means the Guam Trust Fund established by sub-
8	section (e).
9	"(b) Requirements for Claims and General
10	DUTIES OF COMMISSION—
11	"(1) REQUIRED INFORMATION FOR CLAIMS.—
12	Each claim for an award or benefit under this sec-
13	tion shall be made under oath and shall include—
14	"(A) the name and age of the claimant;
15	"(B) the village in which the individual
16	who suffered the compensable injury which is
17	the basis for the claim resided at the time the
18	compensable injury occurred;
19	"(C) the approximate date or dates on
20	which the compensable injury occurred;
21	"(D) a brief description of the compen-
22	sable injury which is the basis for the claim;
23	"(E) the circumstances leading up to the
24	compensable injury; and

- "(F) in the case of a claim for a benefit, proof of the relationship of the claimant to the relevant decedent.
 - "(2) GENERAL DUTIES OF THE COMMISSION TO PROCESS CLAIMS.—With respect to each claim filed under this section, the Commission shall determine whether the claimant is eligible for an award or benefit under this section and, if so, shall certify the claim for payment in accordance with subsection (d).
 - "(3) Time limitation.—With respect to each claim submitted under this section, the Commission shall act expeditiously, but in no event later than 1 year after the receipt of the claim by the Commission, to fulfill the requirements of paragraph (2) regarding the claim.
 - "(4) DIRECT RECEIPT OF PROOF FROM PUBLIC CLAIMS FILES PERMITTED.—The Commission may receive proof of a compensable injury directly from the Governor of Guam, or the Federal custodian of an original claim filed with respect to the injury pursuant to the first section of the Act of November 15, 1945 (Chapter 483; 59 Stat. 582), if such proof is contained in the respective public records of the Governor or the custodian.
- 25 "(c) Eligibility.—

1	"(1) Eligibility for awards.—A claimant
2	shall be eligible for an award under this section if
3	the claimant meets each of the following criteria:
4	"(A) The claimant is—
5	"(i) a living Guamanian who person-
6	ally received the compensable injury that is
7	the basis for the claim, or
8	"(ii) the heir or next of kin of a dece-
9	dent Guamanian, in the case of a claim
10	with respect to which the compensable in-
11	jury is death.
12	"(B) The claimant meets the requirements
13	of paragraph (3).
14	"(2) Eligibility for Benefits.—A claimant
15	shall be eligible for a benefit under this section if the
16	claimant meets each of the following criteria:
17	"(A) The claimant is the heir or next of
18	kin of a decedent Guamanian who personally
19	received the compensable injury that is the
20	basis for the claim, and the claim is made with
21	respect to a compensable injury other than
22	death.
23	"(B) The claimant meets the requirements
24	of paragraph (3).

1	"(3) General requirements for eligi-
2	BILITY.—A claimant meets the requirements of this
3	paragraph if the claimant meets each of the follow-
4	ing criteria:
5	"(A) The claimant files a claim with the
6	Commission regarding a compensable injury
7	and containing all of the information required
8	by subsection (b)(1).
9	"(B) The claimant furnishes proof of the
10	compensable injury.
11	"(C) By such procedures as the Commis-
12	sion may prescribe, the claimant files a claim
13	under this section not later than 1 year after
14	the date of the appointment of the ninth mem-
15	ber of the Commission.
16	"(4) Limitation on eligibility for awards
17	AND BENEFITS—
18	"(A) Awards.—
19	"(i) No claimant may receive more
20	than 1 award under this section and not
21	more than 1 award may be paid under this
22	section with respect to each decedent de-
23	scribed in paragraph (1)(A)(ii).

1	"(ii) Each award shall consist of only
2	1 of the amounts referred to in subsection
3	(d) (2).
4	"(B) Benefits.—
5	"(i) Not more than 1 benefit may be
6	paid under this Act with respect to each
7	decedent described in paragraph (2)(A).
8	"(ii) Each benefit shall consist of only
9	1 of the amounts referred to in subsection
10	(d)(3).
11	"(d) Payments.—
12	"(1) Certification.—The Commission shall
13	certify for payment all awards and benefits that the
14	Commission determines are payable under this sec-
15	tion.
16	"(2) AWARDS.—The Commission shall pay from
17	the Trust Fund 1 of the following amounts as an
18	award for each claim with respect to which a claim-
19	ant is determined to be eligible under subsection
20	(c)(1):
21	$\text{``(A)}\ \$20,000\ \text{if the claim is based on}$
22	death.
23	"(B) \$7,000 if the claim is based on per-
24	sonal injury.

1	$^{\prime\prime}(C)$ \$5,000 if the claim is based on forced
2	labor, forced march, or internment and is not
3	based on personal injury.
4	"(3) Benefits.—The Commission shall pay
5	from the Trust Fund 1 of the following amounts as
6	a benefit with respect to each claim for which a
7	claimant is determined eligible under subsection
8	(c)(2):
9	"(A) \$7,000 if the claim is based on per-
10	sonal injury.
11	$^{\prime\prime}(B)$ \$5,000 if the claim is based on forced
12	labor, forced march, or internment and is not
13	based on personal injury.
14	"(4) REDUCTION OF AMOUNT TO COORDINATE
15	WITH PREVIOUS CLAIMS.—The amount required to
16	be paid under paragraph (2) or (3) for a claim with
17	respect to any Guamanian shall be reduced by any
18	amount paid under the first section of the Act of
19	November 15, 1945 (Chapter 483; 59 Stat. 582)
20	with respect to such Guamanian.
21	"(5) Form of payment.—
22	"(A) AWARDS.—In the case of a claim for
23	an award, payment under this subsection shall
24	be made in cash to the claimant, except as pro-
25	vided in paragraph (6).

1	"(B) BENEFITS.—In the case of a claim
2	for a benefit—
3	"(i) In GENERAL.—Payment under
4	this subsection shall consist of—
5	"(I) provision of a scholarship;
6	"(II) payment of medical ex-
7	penses; or
8	"(III) a grant for first-time home
9	ownership.
10	"(ii) Method of payment.—Pay-
11	ment of cash under this subsection may
12	not be made directly to a claimant, but
13	may be made to a service provider, seller
14	of goods or services, or other person in
15	order to provide to a claimant (or other
16	person, as provided in paragraph (6)) a
17	benefit referred to in subparagraph (B).
18	"(D) DEVELOPMENT OF PROCEDURES.—
19	The Commission shall develop and implement
20	procedures to carry out this paragraph.
21	"(6) Payments on claims with respect to
22	SAME DECEDENT.—
23	"(A) AWARDS.—In the case of a claim
24	based on the compensable injury of death, pay-
25	ment of an award under this section shall be di-

vided, as provided in the probate laws of Guam, among the heirs or next of kin of the decedent who file claims for such division by such procedures as the Commission may prescribe.

"(B) Individuals proving consanguinity with a claimant who has met each of the criteria specified in subsection (c)(2) shall be entitled to receive an equal share of the benefit accruing under this section with respect to the claim of such claimant if the individual files a claim with the Commission by such procedures as the Commission may prescribe.

"(7) Order of payments.—The Commission shall endeavor to make payments under this section with respect to awards before making such payments with respect to benefits and, when making payments with respect to awards or benefits, respectively, to make payments to eligible individuals in the order of date of birth (the oldest individual on the date of the enactment of this Act, or if applicable, the survivors of that individual, receiving payment first) until all eligible individuals have received payment in full.

1	"(8) Refusal to accept payment.—If a
2	claimant refuses to accept a payment made or of-
3	fered under paragraph (2) or (3) with respect to a
4	claim filed under this section—
5	"(A) the amount of the refused payment,
6	if withdrawn from the Trust Fund for purposes
7	of making the payment, shall be returned to the
8	Trust Fund; and
9	"(B) no payment may be made under this
10	section to such claimant at any future date with
11	respect to the claim.
12	"(9) Clarification of treatment of pay-
13	MENTS UNDER OTHER LAWS.—Awards paid to eligi-
14	ble claimants—
15	"(A) shall be treated for purposes of the
16	internal revenue laws of the United States as
17	damages received on account of personal inju-
18	ries or sickness; and
19	"(B) shall not be included as income or re-
20	sources for purposes of determining eligibility to
21	receive benefits described in section
22	3803(c)(2)(C) of title 31, United States Code,
23	or the amount of such benefits.
24	"(e) Guam Trust Fund.—

1	"(1) ESTABLISHMENT.—There is established in
2	the Treasury of the United States the Guam Trust
3	Fund, which shall be administered by the Secretary
4	of the Treasury.
5	"(2) Investments.—Amounts in the Trust
6	Fund shall be invested in accordance with section
7	9702 of title 31, United States Code.
8	"(3) Uses.—Amounts in the Trust Fund shall
9	be available only for disbursement by the Commis-
10	sion in accordance with subsection (f).
11	"(4) Disposition of funds upon termi-
12	NATION.—If all of the amounts in the Trust Fund
13	have not been obligated or expended by the date of
14	the termination of the Commission, investments of
15	amounts in the Trust Fund shall be liquidated, the
16	receipts of such liquidation shall be deposited in the
17	Trust Fund, and any unobligated funds remaining
18	in the Trust Fund shall be given to the University
19	of Guam, with the conditions that—
20	"(A) the funds are invested as described in
21	subsection (e)(2);
22	"(B) the funds are used for scholarships to
23	be known as Guam World War II Loyalty
24	Scholarships, for claimants described in para-

graph (1) or (2) of subsection (c) or in sub-

1	section (d)(6), or for such scholarships for the
2	descendants of such claimants; and
3	"(C) as the University determines appro-
4	priate, the University shall endeavor to award
5	the scholarships referred to in subparagraph
6	(B) in a manner that permits the award of the
7	largest possible number of scholarships over the
8	longest possible period of time.
9	"(f) Guam Trust Fund Commission.—
10	"(1) Establishment.—There is established
11	the Guam Trust Fund Commission, which shall be
12	responsible for making disbursements from the
13	Guam Trust Fund in the manner provided in this
14	section.
15	"(2) Use of guam trust fund.—The Com-
16	mission may make disbursements from the Guam
17	Trust Fund only for the following uses:
18	"(A) To make payments, under subsection
19	(d), of awards and benefits.
20	"(B) To sponsor research and public edu-
21	cational activities so that the events surround-
22	ing the wartime experiences and losses of the
23	Guamanian people will be remembered, and so
24	that the causes and circumstances of this event

1	and similar events may be illuminated and un-
2	derstood.
3	"(C) To pay reasonable administrative ex-
4	penses of the Commission, including expenses
5	incurred under paragraphs (3)(C), (4), and (5).
6	"(3) Membership.—
7	"(A) Number and appointment.—The
8	Commission shall be composed of 9 members
9	who are not officers or employees of the United
10	States Government and who are appointed by
11	the President from recommendations made by
12	the Governor of Guam.
13	"(B) TERMS.—
14	"(i) Initial members of the Commis-
15	sion shall be appointed for initial terms of
16	3 years, and subsequent terms shall be of
17	a length determined pursuant to subpara-
18	graph (F).
19	"(ii) Any member of the Commission
20	who is appointed to fill a vacancy occur-
21	ring before the expiration of the term for
22	which such member's predecessor was ap-
23	pointed shall be appointed only for the re-
24	mainder of such term.

"(C) PROHIBITION OF COMPENSATION
OTHER THAN EXPENSES.—Members of the
Commission shall serve without pay as such, except that members of the Commission shall be
entitled to reimbursement for travel, subsistence, and other necessary expenses incurred by
them in carrying out the functions of the Commission in the same manner that persons employed intermittently in the United States Government are allowed expenses under section
5703 of title 5, United States Code.

"(D) Ougrum—5, members of the Com-

- "(D) QUORUM.—5 members of the Commission shall constitute a quorum but a lesser number may hold hearings.
- "(E) CHAIRPERSON.—The Chairperson of the Commission shall be elected by the members of the Commission.

"(F) Subsequent appointments.—

"(i) Upon the expiration of the term of each member of the Commission, the President shall reappoint the member (or appoint another individual to replace the member) if the President determines, after consideration of the reports submitted to the President by the Commission under

this section, that there are sufficient funds 1 2 in the Trust Fund for the present and future administrative costs of the Commis-3 sion and for the payment of further awards and benefits for which claims have been or may be filed under this title. 6 7 "(ii) Members appointed under clause (i) shall be appointed for a term of a 8 length that the President determines to be 9 appropriate, but the length of such term 10 11 shall not exceed 3 years. "(4) STAFF AND SERVICES.— 12 "(A) DIRECTOR.—The Commission shall 13 have a Director who shall be appointed by the 14 15 Commission. "(B) ADDITIONAL STAFF.—The Commis-16 17 sion may appoint and fix the pay of such addi-18 tional staff as it may require. 19 "(C) INAPPLICABILITY OF CERTAIN PROVI-20 SIONS OF TITLE 5, UNITED STATES CODE.—The 21 Director and the additional staff of the Com-22 mission may be appointed without regard to 23 section 5311 of title 5, United States Code, and 24 without regard to the provisions of such title

governing appointments in the competitive serv-

ice, and may be paid without regard to the pro-1 2 visions of chapter 51 and subchapter III of chapter 53 of such title, relating to classifica-3 tion and General Schedule pay rates, except that the compensation of any employee of the 6 Commission may not exceed a rate equivalent to 7 the minimum rate of basic pay payable for GS-8 15 of the General Schedule under section 5332(a) of such title. 9 10 "(D) Administrative support ICES.—The Administrator of General Services 11 shall provide to the Commission, on a reimburs-12 able basis, such administrative support services 13 14 as the Commission may request. 15 "(5) GIFTS AND DONATIONS.—The Commission 16 may accept, use, and dispose of gifts or donations of 17 funds, services, or property for uses referred to in 18 paragraph (2). The Commission may deposit such 19 gifts or donations, or the proceeds from such gifts 20 or donations, into the Trust Fund. 21 "(6) TERMINATION.—The Commission shall 22 terminate on the earlier of— "(A) the expiration of the 6-year period be-23 24 ginning on the date of the appointment of the

first member of the Commission; or

"(B) the date on which the Commission
submits to the Congress a certification that all
claims certified for payment under this section
are paid in full and no further claims are expected to be so certified.

"(g) NOTICE.—Not later than 90 days after the ap-6 pointment of the ninth member of the Commission, the Commission shall give public notice in the territory of 8 Guam and such other places as the Commission deems appropriate of the time limitation within which claims may be filed under this section. The Commission shall ensure that the provisions of this section are widely published in the territory of Guam and such other places as the Commission deems appropriate, and the Commission shall make every effort both to advise promptly all individuals who may be entitled to file claims under the provisions of this title and to assist such individuals in the preparation and filing of their claims. 18

"(h) Reports.—

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"(1) COMPENSATION AND CLAIMS.—Not later than 12 months after the formation of the Commission, and each year thereafter for which the Commission is in existence, the Commission shall submit to the Congress, the President, and the Governor of Guam a report containing a determination of the

- specific amount of compensation necessary to fully carry out this section, the expected amount of receipts to the Trust Fund, and all payments made by the Commission under this section. The report shall also include, with respect to the year which the report concerns—
 - "(A) a list of all claims, categorized by compensable injury, which were determined to be eligible for an award or benefit under this section, and a list of all claims, categorized by compensable injury, which were certified for payment under this section; and
 - "(B) a list of all claims, categorized by compensable injury, which were determined not to be eligible for an award or benefit under this section, and a brief explanation of the reason therefor.
 - "(2) Annual operations and status of trust fund.—Beginning with the first full fiscal year ending after submission of the first report required by paragraph (1), and annually thereafter with respect to each fiscal year in which the Commission is in existence, the Commission shall submit a report to Congress, the President, and the Governor of Guam concerning the operations of the

1	Commission under this section and the status of the
2	Trust Fund. Each such report shall be submitted
3	not later than January 15th of the first calendar
4	year beginning after the end of the fiscal year which
5	the report concerns.
6	"(3) Final award report.—After all awards
7	have been paid to eligible claimants, the Commission
8	shall submit a report to the Congress, the President
9	and the Governor of Guam certifying—
10	"(A) the total amount of compensation
11	paid as awards under this section, broken down
12	by category of compensable injury; and
13	"(B) the status of the Trust Fund and the
14	amount of any existing balance thereof.
15	"(4) Final benefits report.—After all bene-
16	fits have been paid to eligible claimants, the Com-
17	mission shall submit a report to the Congress, the
18	President, and the Governor of Guam certifying—
19	"(A) the total amount of compensation
20	paid as benefits under this section, broken down
21	by category of compensable injury; and
22	"(B) the final status of the Trust Fund
23	and the amount of any existing balance thereof
24	"(i) Limitation of Agent and Attorney Fees.—
25	It shall be unlawful for an amount exceeding 5 percent

- 1 of any payment required by this section with respect to
- 2 an award or benefit to be paid to or received by any agent
- 3 or attorney for any service rendered in connection with
- 4 the payment. Any person who violates this section shall
- 5 be fined under title 18, United States Code, or imprisoned
- 6 for not more than 1 year, or both.
- 7 "(j) DISCLAIMER.—No provision of this section shall
- 8 constitute an obligation for the United States to pay any
- 9 claim arising out of war. The compensation provided in
- 10 this section is ex gratia in nature and intended solely as
- 11 a means of recognizing the demonstrated loyalty of the
- 12 people of Guam to the United States, and the suffering
- 13 and deprivation arising therefrom, during World War II.
- 14 "(k) AUTHORIZATION OF APPROPRIATIONS.—There
- 15 are authorized to be appropriated such sums as may be
- 16 necessary to carry out this section, including the adminis-
- 17 trative responsibilities of the Commission for the 36-
- 18 month period beginning on the date of the appointment
- 19 of the ninth member of the Commission. Amounts appro-
- 20 priated pursuant to this section are authorized to remain
- 21 available until expended.".
- 22 SEC. 3. FEE ON MILITARY SALES TO JAPAN.
- 23 (a) IN GENERAL.—In addition to any other fee which
- 24 may be imposed in connection with the sale to Japan or
- 25 any national of Japan of any defense article, defense serv-

- 1 ice, design and construction services, or munitions list
- 2 item, there shall be imposed a fee in the amount of 0.5
- 3 percent of the value of such article, service, design and
- 4 construction services, or item.
- 5 (b) Payment into Trust Fund.—The Secretary of
- 6 State shall transfer all fees imposed under subsection (a)
- 7 into the Guam Trust Fund established under section 36
- 8 of the Organic Act of Guam (48 U.S.C. 1421 et seq.),
- 9 as added by this Act.
- 10 (c) Definitions.—For purposes of this section:
- 11 (1) Defense article, defense service,
- 12 AND DESIGN AND CONSTRUCTION SERVICES.—The
- terms "defense article", "defense service", and "de-
- sign and construction services" have the respective
- meanings given such terms by section 47 of the
- 16 Arms Export Control Act (22 U.S.C. 2794).
- 17 (2) MUNITIONS LIST ITEM.—The term "muni-
- tions list item" means any item on the United
- 19 States Munitions List referred to in section 38(a)(1)
- of such Act.
- 21 (d) Effective Date.—Subsection (a) shall apply to
- 22 any sale which occurs after the date of the enactment of
- 23 this Act and before the date on which the President deter-
- 24 mines and certifies to the Congress that the Guam Trust
- 25 Fund established by section 36 of the Organic Act of

- 1 Guam (48 U.S.C. 1421 et seq.), as added by this Act,
- 2 contains sufficient funds to pay all claims certified for
- 3 payment under such section and all claims expected to be
- 4 so certified.

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