

**PUERTO RICO
HANDBOOK**

1947

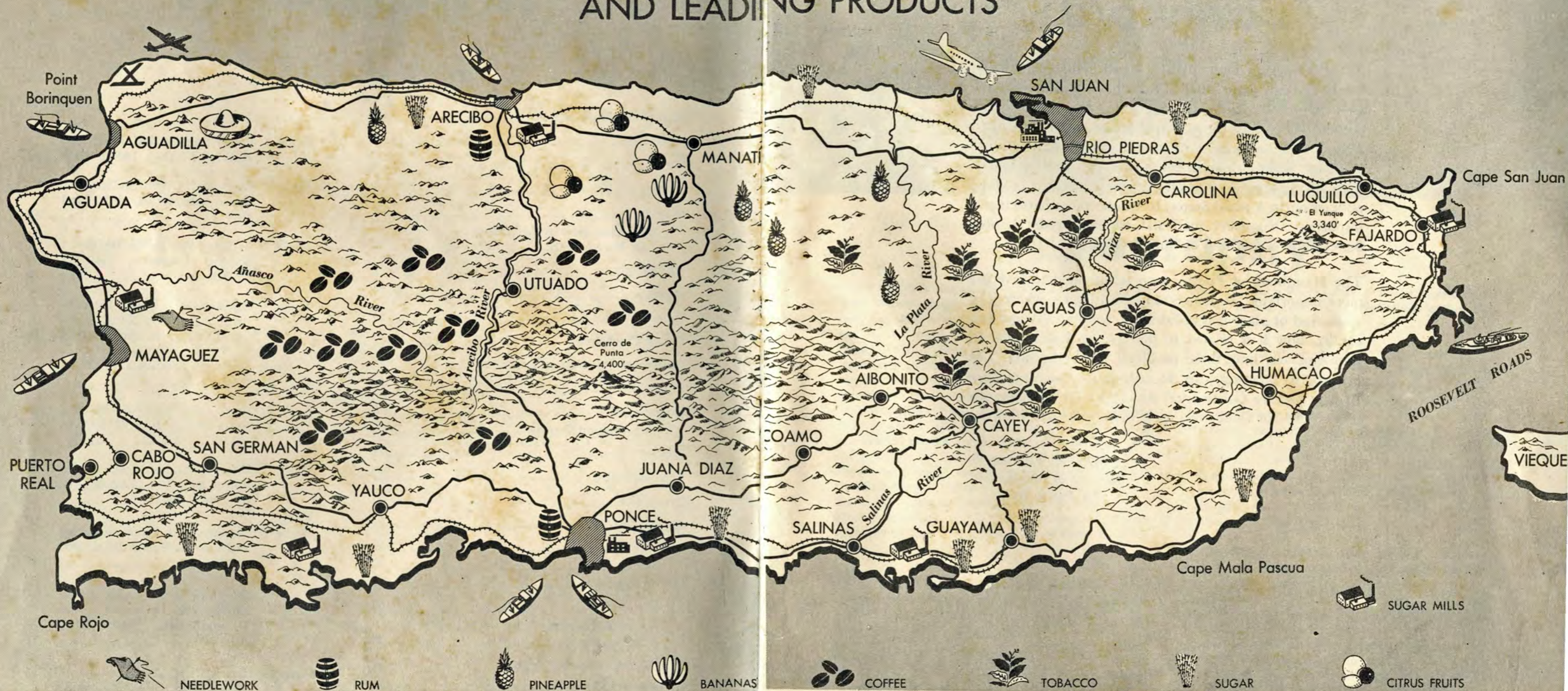
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MAP OF THE ISLAND OF PUERTO RICO

SHOWING MAJOR CITIES, PRINCIPAL HIGHWAYS
AND LEADING PRODUCTS



Foreword

As the strategic center of the United States' defenses in the Caribbean area, Puerto Rico has long merited the attention of Continental Americans. Puerto Rico has been for many years the principal possession of the United States. What has been done here in the last half century, and what will be done in the future, can well be looked upon as illustrating, in a very concrete way, the colonial policies of the United States. It thus becomes particularly important that every man and woman in the United States know something of Puerto Rico.

The Handbook of Puerto Rico is intended to give the more important facts concerning the Island — where it is, what kind of place it is politically, economically and culturally, how it is related to the United States, what its problems are, how these problems are being met. The Handbook, however, can do little more than introduce Puerto Rico to Continental Americans. A bibliography is included for those who want more extended information.

MAX A. EGLOFF,
*Director of Information
for Puerto Rico.*



Geography

Puerto Rico is the smallest and easternmost of the four islands—Cuba, Jamaica, Hispaniola (Dominican Republic and Haiti) and Puerto Rico—which are the Greater Antilles. These “big four,” with the Lesser Antilles, form a chain of some 200 islands beginning south of the tip of Florida and extending to the northeast coast of Venezuela in South America—a chain which encloses the Caribbean Sea on the north and east. Roughly rectangular, Puerto Rico is about 100 miles long by 35 miles wide. It is bounded on the north by the Atlantic Ocean, on the south by the Caribbean Sea, and on the west by the Mona Passage, which separates the Island from the Dominican Republic. The capital of Puerto Rico, San Juan, is 1,600 (land) miles southeast of New York, about 1,000 miles southeast of Miami, and slightly over 500 miles north of Caracas, Venezuela.

Puerto Rico is, in fact, a mountain crest, volcanic in origin. The Atlantic Ocean reaches its greatest depth about 45 miles north of Puerto Rico, in the Milwaukee Deep, a chasm of 27,922 feet. The Brownson Deep, another of the greatest known fissures, is 100 miles off the north coast of the Island. The Caribbean, too, has a depth of about 12,000 feet a short distance from Puerto Rico's shores. In other words, the submerged mountain

chain, of which Puerto Rico is a part, would be the highest in the world, if it were above rather than below sea level.

Including the three small satellite islands of Vieques, Culebra and Mona, the territory of Puerto Rico contains 3,425 square miles, or about 2,000,000 acres, almost three-fourths of which lie in the mountainous interior of the Island. The highest peak is Cerro de Punta (4,398 feet above sea level) in the south central region. The best known mountain is El Yunque (3,448 feet) in the northeastern corner and some 30 miles east of San Juan. The mountains slope down to a flat coastal plain which varies from eight to 13 miles in width in the north, and from two to eight miles in the south.

Puerto Rico is tropical. Palm trees are characteristic; bamboo grows in great clumps along the roads and streams; flamboyant and African tulip trees, bougainvillea (called, in Puerto Rico, “trinitaria”) and hibiscus are splashes of vivid color against the prevailing green. In the Luquillo National Forest, giant tree ferns, brightly colored air plants, and trailing vines, cover the mountains. Cactus and other desert plants grow in some areas along the dry southern coast. At all times of the year, everywhere, flowers are in bloom.

Climate

At sea level on the north coast, the mean winter temperature is 73.4 degrees Fahrenheit, and that for summer is 78.9 degrees—a difference of only 5.5 degrees. This comes close to being perpetual spring. In the mountains, temperatures average from five to 10 degrees lower. On the coast, the breeze is from the sea during the day, but at night a cool land breeze usually blows from the mountains.

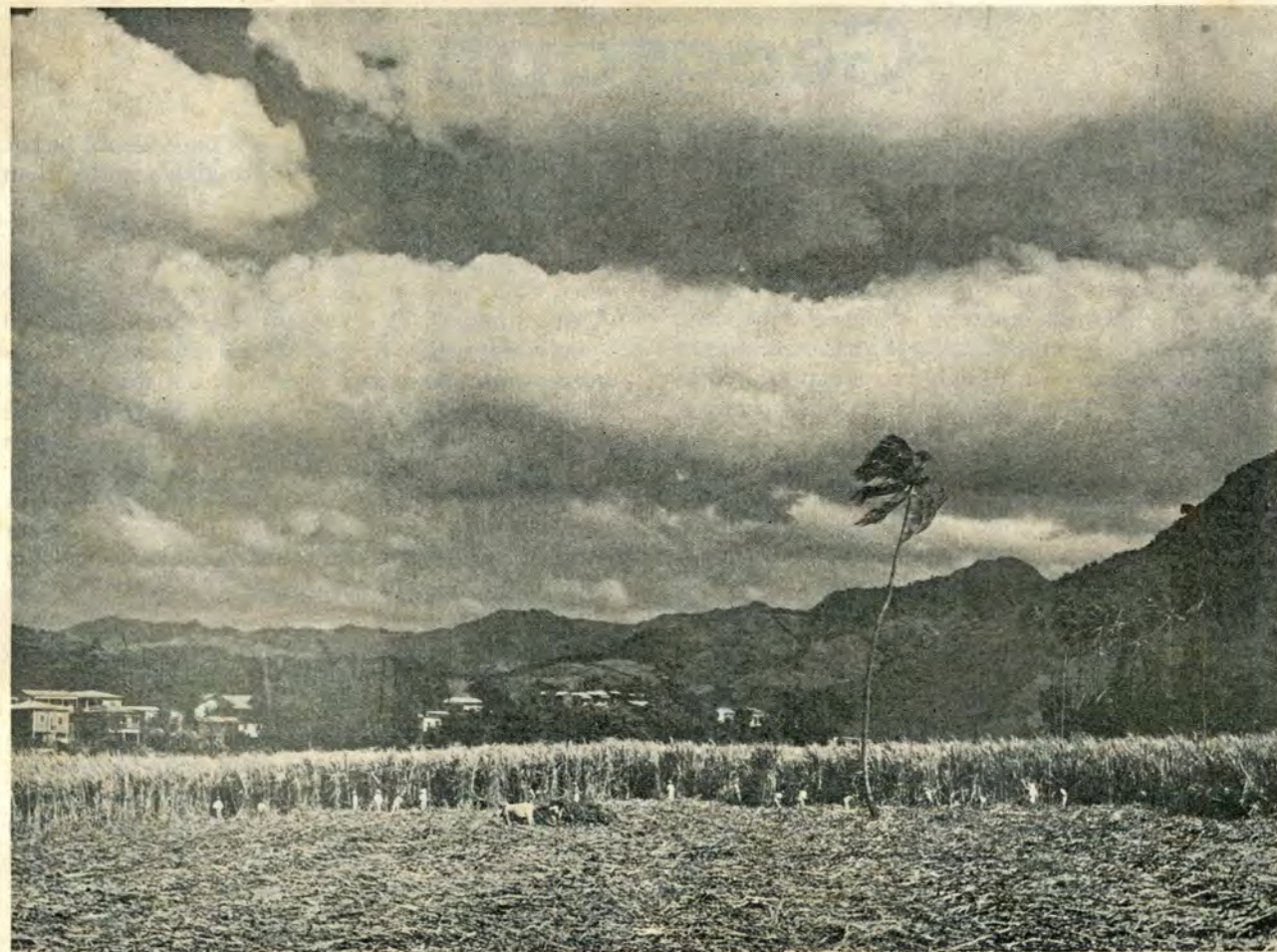
Despite the fact that the difference in recorded temperature at various periods of the year is very slight, there is a marked difference in the two seasons. Winter, from November to April, has strong and constant trade winds, and much lower humidity than summer. At no time are heavy clothes needed.

Puerto Rico is in the hurricane zone, and occasionally experiences severe hurricanes. The Island,

however, has suffered less from hurricanes in modern times than Florida and other parts of the east coast of the continent.

With the exception of the dry southern portion of the Island, where irrigation is necessary, rainfall is heavy throughout the year, especially in the mountains. Luquillo National Forest, for example, is classified as a tropical rain forest. Although there is no regular rainy season, the rainfall is heaviest between May and December. In the coastal areas, the rain usually comes in sudden, sharp showers, immediately followed by bright sunshine. There are few days in Puerto Rico when the sun does not shine. In San Juan, in the average year, there are only about five sunless days.

The climate affords an ideal year-round growing season for tropical crops.



History

Puerto Rico was discovered by Columbus on November 19, 1493, when he stopped there for water in the course of his second voyage. There is still argument as to where he landed—whether near the present sites of Boquerón, Mayagüez, Añasco, or Aguada-Aguadilla. It is generally agreed that the landing occurred at the northwest corner of the Island and logic favors the Aguada-Aguadilla area where a monument to the event has been erected. Columbus took possession of the Island for the King and Queen of Spain, and named it San Juan Bautista (St. John the Baptist). Years later this was changed to Puerto Rico (Rich Port), a name which originally applied only to the harbor of San Juan, one of the finest in the Antilles.

For nearly 400 years, Puerto Rico was a colony of Spain. In 1508, the Spanish King sent Juan Ponce de León, who had been with Columbus in 1493 as a foot soldier, to take possession of the Island. Ponce de León's followers were few—not more than 50—but the conquest proved so easy that it was, in fact, a peaceful occupation. Anxious to please, the Boriquén Indians, who called the Island "Boriquén," welcomed the Spaniards when they landed at Guánica, on the south coast.

The number of Indians at the time of the occupation is not known, but it is quite generally agreed that there were comparatively few of them. The most likely and authoritative calculation points to about 30,000. Whatever their number, they gradually disappeared after the Spanish conquest. Some were killed in spontaneous, local uprisings, others fled the Island, and still others died of diseases introduced by the conquerors. The chief reasons for their extinction, however, seem to have been interbreeding and the difficulty of adjusting to a European standard of civilization.

The Spaniards found gold in Puerto Rico, and mined it by the placer process. There is disagreement among authorities as to the value of the total yield. Estimates vary from four to 50 million dollars. From the beginning, the Spanish King, Ferdinand, tried to develop farming on the Island. He established, in fact, what has been called the first experimental station for tropical agriculture. But the settlers were restless. Harassed by repeated attacks by the Caribe Indians, the French and the



Juan Ponce de León—statue of first Governor.

English, and with the mineral resources practically exhausted, the lure of the new continental frontiers, promising glory and gold, proved too strong for many. When the vast riches of Perú were discovered, the government had to restrict emigration by force in order to save the Colony which was now recognized as of strategic importance.

Puerto Rico continued to be a defense outpost with which Spain tried to protect its New World Empire, and to ensure the safety of its shipping. The harbor of San Juan was heavily fortified. Many of the old forts and walls still remain. La Fortaleza, the first real fortress, was begun in 1533. It has been the residence of the Governors of Puerto Rico for nearly 400 years.

Spain was not alone in recognizing the value of Puerto Rico. The Island was coveted by the French, the Dutch and the English. Again and again San Juan was attacked. San Germán, Añasco and other towns near the coast were destroyed. In 1595, Sir Francis Drake tried to take San Juan. He was driven off, but three years later the English, under George Clifford, later Earl of Cumberland, returned and

succeeded in landing. For five months, Clifford held San Juan, and gave up only when his forces were weakened by disease. The Dutch, in 1625, burned and plundered the capital, but were then repulsed. In 1702, the English sacked Arecibo and, a year later, Loiza. The last serious attack on Puerto Rico, before the Spanish-American War, was that of the English in 1797.

It was not until the close of the eighteenth century that Puerto Rico began to develop a life of its own. Eventually the Island became restless under the rule of Spain, and demanded greater autonomy. It did not, however, follow the example of Spain's other colonies in the New World, which broke away one by one in the early part of the nineteenth century. Venezuela revolted in 1810, and soon Mexico, and other Central and South American colonies followed suit. Puerto Rico not only did not rebel but became a refuge for many of the escaping loyalists.

The movement against Spain was not without repercussions in Puerto Rico. For one thing, pirates and privateers again infested the waters of the Spanish Main, as they had in the seventeenth century. When captured they frequently claimed to hold letters patent from the Republic of Colombia, then in revolt against Spain. Actually most of them were international adventurers and outlaws, flying any flag that took their fancy, including the American ensign. A change in British policy and the intervention of the American Commodore, David Porter, finally put a stop to their activities.

There were outside conspiracies to incite revolt on the Island during this period, but they were ineffectual. Since the proclamation of the 1812 National Constitution, Puerto Rico had the status of a province with proportional representation in the Spanish parliament. These privileges, however, were suspended frequently and for long periods. During the century, there were a few unimportant military coups but they were simply echoes of parallel movements in Spain—evidences of a struggle for liberalism rather than *against* Spain. The revolt at Lares (1868), the only instance of rebellion, was quickly and easily put down.

The prevalent feeling for autonomy and liberalism was strengthened by political organization. Luis Muñoz Rivera (the father of Luis Muñoz Marín, the head of the present majority party) was the leader instrumental in obtaining from Spain a

Charter of Autonomy (1897) which granted to the People of Puerto Rico a much greater measure of self government, including the right to negotiate special commercial treaties with any nation. That charter had barely gone into effect when Spain's rule was ended by the Spanish-American War. Many of the problems of Puerto Rico today can be explained by the fact that it had not had time, in the nineteenth century, to complete its full development as a self-governing unit under Spain before it had to begin a new adjustment to different customs, regulations, laws, language and people.

In February 1898, the United States battleship Maine blew up in the harbor at Havana, and touched off the Spanish-American War. In May of that year, a United States Navy squadron commanded by Admiral William T. Sampson attacked San Juan. Army troops under General Nelson A. Miles landed at Guánica on July 25, and marched overland to Ponce. There General Miles issued a proclamation to the People of Puerto Rico, saying that the Americans had not come to make war upon the Puerto Ricans, but "to bring protection . . . to promote prosperity, and to bestow . . . the immunities and blessings of the liberal institutions of our government."

Puerto Ricans received this proclamation with hope and belief. For the most part, they saw in the American forces the champions of the rights and liberties of Cuba—the sister island—and did not resist invasion. The conquest was over by August 12, 1898, with a total military loss of life of five Americans and 17 Spaniards, although a considerable number of civilians were also killed, most of them in the naval bombardment of San Juan. Puerto Rico was formally ceded to the United States by the Treaty of Paris, signed December 10, 1898.

From 1898 to 1934, Puerto Rico was administered by the War Department. In 1934 the Division of Territories and Island Possessions was created in the United States Department of the Interior, and all United States territories and possessions were placed under the jurisdiction of that Office. The spelling of the name of the Island, changed to "Porto Rico" upon American occupation, was changed back to "Puerto Rico" in 1932.

An historic precedent was set July 25, 1946, when President Truman appointed Jesús T. Piñero, then Resident Commissioner in Congress, to fill the vacancy created by the retirement of Governor Rexford G. Tugwell. Governor Piñero is the first island-born Chief Executive of Puerto Rico.

Significant Dates in the History of Puerto Rico

- 1493 Puerto Rico, called by the Indians "Boriquén," was discovered by Columbus on his second voyage. Columbus called the Island San Juan Bautista (St. John the Baptist).
- 1508 Juan Ponce de León began the conquest of the Island. He founded the city of Caparra. (The ruins of his house may yet be seen on a site across the Bay from modern San Juan.)
- 1511 The name of Caparra was changed to Ciudad de Puerto Rico.
- 1515 Sugar cane was introduced in the Island from Santo Domingo.
- 1518 Negro slaves were first brought to the Island.
- 1521 The original settlement was transferred from Caparra (Ciudad de Puerto Rico) to the present site of San Juan, and its name was changed to San Juan, while the Island became known as Puerto Rico.
- 1523 The first sugar mill (a very primitive one) was established.
- 1528 The French attacked and destroyed the town of San Germán—the only town on the Island other than San Juan. This was the first of a series of attacks and raids by the French, English and Dutch, which continued for 200 years.
- 1533 Construction of La Fortaleza was begun.
- 1544 The King's order making "all Indians as free as any Spaniard" was put into effect in Puerto Rico.
- 1570 The gold placer mines were exhausted.
- 1586 Spain set aside for the use of Puerto Rico a portion of its income from Mexico, to fortify the Island. This contribution was known as the *situado*.
- 1595 Sir Francis Drake attacked Puerto Rico, but was driven off. He was aided by Sir John Hawkins, who died of wounds sustained during the fight.
- 1598 The English captured San Juan, and held it for five months.
- 1614 Tobacco became a commercial crop.
- 1625 The Dutch burned San Juan.
- 1702 The English sacked Arecibo.
- 1703 The English landed near Loíza but were driven off.
- 1755 Cultivation of coffee was begun.
- 1765 The first Island-wide census, taken by Don Alejandro O'Reilly, showed a population of 44,883, of whom 5,037 were slaves.
- 1797 The English again attacked the Island.
- 1804 Puerto Rican ports were opened to foreign commerce.
- 1807 The first Puerto Rican newspaper, known as *La Gazeta*, was published.
- 1808 Puerto Rico was given representation in the Spanish Constituent Cortes. This representation, which was embodied in the 1812 Constitution, was not continuous.
- 1810 Period of revolt against Spain began in Mexico, Venezuela and other Spanish colonies. The income given to Puerto Rico by Spain from the Mexican Treasury ceased.
- 1811 Venezuela declared its independence from Spain. One result was a large migration of loyalists from that country to Puerto Rico.
- 1866 A Puerto Rican delegation went to Madrid to ask for reforms for Puerto Rico. Specifically, they wanted the establishment of liberal measures and the abolition of slavery.
- 1868 The "Revolt of Lares" occurred, but was quickly suppressed.
- 1869-1870 The first political parties were organized—the Conservative and the Liberal Parties.
- 1873 Slavery was abolished.
- 1897 In November, by Royal decree, Spain granted Puerto Rico a very liberal autonomy. The new government was actually inaugurated on February 9, 1898.
- 1898 The United States declared war on Spain on April 25, and on October 18 United States troops occupied San Juan. On December 10, by the Treaty of Paris, Spain ceded Puerto Rico to the United States.
- 1900 Congress passed the Foraker Act, re-establishing Civil Government in Puerto Rico. This Act was known as the First Organic Act of Puerto Rico, and contained a provision limiting corporate land ownership or control to 500 acres. . . . The official spelling of the Island's name was changed to Porto Rico.

- 1901 The first Civil Governor was appointed.
- 1903 The University of Puerto Rico was founded.
- 1917 The Jones Act (the Second Organic Act of Puerto Rico) made Puerto Ricans citizens of the United States, and provided that the Insular Legislature should be entirely elective. . . . Many Puerto Ricans entered the United States Army for service during the first World War.
- 1924 The School of Tropical Medicine was founded.
- 1928 The hurricane of "San Felipe"* destroyed much property, especially coffee trees.
- 1929 The Brookings Institution made an extensive study of economic and social conditions in Puerto Rico.
- 1932 The hurricane of "San Ciprián"* caused more destruction, and almost wiped out coffee plantations. . . . The Spanish spelling of "Puerto Rico" was again officially adopted.
- 1933 The Federal Government extended the program of the Federal Emergency Relief Administration to Puerto Rico where it was known as the Puerto Rico Emergency Relief Administration (PRERA). This was later succeeded by the WPA.
- 1934 Supervision of Puerto Rican affairs was transferred from the War Department to the United States Department of the Interior.
- 1935 The Puerto Rico Reconstruction Administration (PRRA) was established.
- 1936 Leaders of the Nationalist Party were sentenced to Federal penitentiary terms for agitating to overthrow the United States government in Puerto Rico.
- 1937 Congress passed the United States Sugar Act regulating the sugar industry and establishing quotas.
- 1939 The War and Navy Departments began the fortification of Puerto Rico.
- 1940 The Supreme Court of the United States upheld the "500-Acre Law" and declared that Puerto Rico might determine how it was to be enforced. . . . The Popular Democratic Party, under the leadership of Luis Muñoz Marín, pledged to a program of land reform and of industrialization, won the election in Puerto Rico.
- 1941 The United States declared war on Germany and Japan. . . . Rexford G. Tugwell was appointed Governor of the Island. . . . Efforts to fortify the Island and to provide for civilian defense were intensified. . . . the Land Act was passed, providing for purchase and distribution of land held by corporations in excess of the 500 acres

allowed under Federal law. An Insular Minimum Wage Board was set up. The Industrial Development Company and Development Bank were created to encourage industrialization of the Island. . . . The submarine campaign in the Caribbean and the transfer of ships to more active war areas threatened to cut Puerto Rico off from the mainland. Food and other shortages for a time were extremely serious.

- 1943 The Work Projects Administration (WPA) was liquidated. For the first time since 1933, the Insular Government assumed full responsibility for its relief program (under the War Emergency Program).
- 1944 In the election, the Popular Democratic Party won 18 of the 19 seats in the Insular Senate, 37 of the 39 seats in the House of Representatives and 75 of the 77 municipal governments. Jesús T. Piñero, a Popular Democrat, was elected Resident Commissioner in Washington.
- 1945 The Insular Legislature's Commission on Status, headed by Muñoz Marín, went to Washington to urge that Puerto Rico be permitted to determine its future political status by means of a plebiscite. . . . the first major industry undertaken by the Puerto Rico Industrial Development Company, a glass plant, began operation. . . . The Puerto Rico Agricultural Company was established.
- 1946 Jesús T. Piñero became the first native-born Governor of Puerto Rico. . . . Dr. Antonio Fernós Isern was appointed to take Gov. Piñero's place as Resident Commissioner in Washington.

* See Statistics on Education, Table 5, Page 40.



The People

The people of Puerto Rico, American citizens since 1917, are descendents of the Spaniards who conquered and settled the Island, of the Indians they found there, of the Negroes they imported, and to a minor extent of Portuguese, Syrians, Corsicans, French, Dutch, and other emigrant Europeans. More recently, marriage with continental Americans was greatly accelerated by the war.

The first Spaniards in Puerto Rico came from the Province of Andalucía. For the most part they were upperclass adventurers in the New World, out for conquest rather than for colonization. Later, many Spanish soldiers and sailors deserted and settled in the mountains.

During the nineteenth century, when revolt against Spain broke out in Latin America, many loyalist refugees fled to Puerto Rico. This was particularly true of the Dominican Republic and of Venezuela. From Haiti, during the revolt against France, came French settlers.

Product of all this mixture, the Puerto Rican of

today has been conditioned by his life on a small island, governed always by a people far away, from whom he was isolated by thousands of miles of water, and finally shifted by conquest from the domination of one country to another. In recent years the dominant influence has been the upsetting of the Island's economic balance by the pressure of growing population. For centuries, while there was still enough land to support the people, Puerto Rico realized the advantage of its benevolent tropical climate. For the past 150 years, however, the population has doubled every fifty years and life has gradually become harder and harder.

Of particular interest is the lack of tension surrounding racial problems in Puerto Rico. There is comparatively little discrimination against the Negro because of color or race. Negroes are in every kind of position in the Island—in the University, as both students and professors; in the Insular Legislature; in government, industry, and commerce. Aside from marriage, such discrimination as exists racially, is chiefly on a basis of class or economic standing.



Procession in San Juan on the day of the capital's patron saint.

Customs

Although Spanish customs have been modified considerably, especially in the cities, Puerto Rico today is more Spanish than American. Many Puerto Ricans think of themselves not so much as Americans but as Puerto Ricans with American citizenship.

Food, houses, music, literature, family organization, social relationships, training of children—all remain predominantly Spanish. Family names furnish an example. The name of the mother is added to that of the father, making the family name, therefore, not the last name, as on the Continent, but the next to the last. Juan García Gómez, therefore, is Señor García. The clothes habits of the United States, on the other hand, have been generally accepted. American movies, however, meet strong competition

from those of Mexico and Argentina. In music, Puerto Rico has developed some forms of its own, particularly the "danza." Spanish forms such as the "plena" and "décima" are also popular.

Catholicism is the religion of the people, but there are also a number of Protestant churches. On the whole, Puerto Ricans have a relatively casual attitude toward the church. Church festivals, however, are widely observed. In the Christmas season, for example, groups of young people, often in costume, rove the streets singing carols called "Aguinaldos." The traditional position of women in Latin countries has been somewhat changed in Puerto Rico by American practices. Women are represented in the professions, as doctors, lawyers, teachers and some are even in politics. There is universal suffrage, but girls are still chaperoned closely. Except in the large cities, few women work outside the home, other than as servants.

The family is very closely united, and, to a great extent, social life is confined to the family group, which is usually very large. (The average family has about 5.5 members.) Visiting, talking, celebrating birthdays, Saints' days and other family occasions account for much of the time spent in recreation. The principal amusements outside the home are the movies and dances. In the smaller towns, social life centers in the Casino or Club.

The emotional tie with Spain—or perhaps rather with things Spanish—is very strong among a small group of intellectuals. Professional men, on the other hand who, for the most part are trained in American universities, have established close and sympathetic ties with the Continent. As a whole, however, Puerto Ricans cling to their own customs and traditions, without considering where they originated.

Organized games are not part of the life of the people, although basketball, boxing, and baseball have become very popular. The larger cities and towns have professional baseball teams which play for the Insular championship. Baseball, like horse racing and cock-fighting, appeals only to men. Cock-fighting might, perhaps, be called the national sport. It is regulated by the Government, and only licensed rings may operate.

The government lottery, which, with cock-fighting, was prohibited when the Americans first came to the Island, was legalized in 1934. Lottery proceeds are used for various kinds of welfare work.

Cities

The three principal cities of Puerto Rico, in the order of size, are San Juan, on the north coast, Ponce (known as the "Pearl of the South") on the south coast, and Mayagüez ("Sultana of the West"), at the west end of the Island. In 1946 San Juan had an estimated population of 215,447. For the same year the estimated urban population of Ponce was 71,406 and Mayagüez 58,265.

These and other cities in Puerto Rico have grown very rapidly in recent years. San Juan had a 23.3 per cent increase in population between 1935 and 1940, and, between 1920 and 1930, its population expanded by 60.6 per cent.

In addition to being the capital, San Juan is the principal shipping point and business and banking center of the Island. Ponce is the home of the one privately owned cement plant in the Island and several foundries, and is a coffee and sugar center. Mayagüez is the heart of the needlework industry and fishing. Mayagüez, too, has the Institute of Tropical Agriculture, the College of Agriculture

and Mechanic Arts of the University of Puerto Rico, and the Federal Agricultural Experiment Station.

All three cities provide good harbors. Ships also call at Arecibo, Humacao, Fajardo, Guánica, and other less important "sugar" ports.

Except for San Juan and a few other centers, cities and towns in Puerto Rico follow the Spanish pattern, with a central *plaza* or square, at one end of which is located the church, at the other the *municipio* or city hall. This pattern is very similar to that of New England towns, built around their "commons." The *plaza*, in Spanish times, was the social center of the town. Here in the evenings came everyone, rich and poor, old and young. There was usually music. The young men and women promenaded around and around the square, the girls walking in one direction, the boys in the other. This custom, although still retained in a number of towns, appears to be dying out.



Business street in the old section of San Juan.



Homes in the small inland town of Toa Alta.

Living Conditions

At present a vast majority of Puerto Ricans live not far above the starvation level. Of the Island's 400,000 odd families, some 340,000 (85 per cent) have an income of only a few hundred dollars a year—probably less than \$400. There is a small wealthy class and a growing, but still relatively unimportant "middle" class. Poverty in Puerto Rico is accompanied by the problems of poverty everywhere.

Housing generally is reduced to a minimum. The most typical house—urban or rural—is a small, wooden, unpainted cabin, built rather high above the ground and roofed with tin or zinc. It usually has only one or two rooms, with a lean-to kitchen, where charcoal or wood is burned on a high earthen platform, between stones which support the pots or kettles over the fire. Because of the mild, equitable climate, Puerto Rican homes are not as inadequate as they may appear to Continental Americans. Their chief fault is not that they are insubstantial but that they are too small.

The diet of the majority of Puerto Ricans (dating from slave days) consists of rice, beans, codfish, bread and black coffee, supplemented sparingly with fresh fruits and vegetables—principally potato substitutes. There are few storage and no refrigeration facilities available in the rural areas. This, together with the poverty of the people, has led to the custom of buying in very small quantities for day to day—almost meal to meal—use.

Even the most primitive sanitary facilities are lacking for more than half the population. Water is scarce and impure and, in rural areas, must be carried from a distant spring, stream or well. Year after year, diseases directly traceable to faulty sanitation and to malnutrition lead in the causes of death. Hospitals and other medical facilities are not available to most of the people.

The Puerto Rico Planning, Urbanizing, and Zoning Board, in its six-year financial plan covering the fiscal years 1945-1951, estimated that a total expen-

diture of \$680,000,000 would be necessary to give Puerto Rico adequate social services. In the six year period of the plan, the Board proposed the expenditure of \$322,000,000 for capital improvements. This would provide only half of the required water supply and sewerage systems, half of the necessary schools, one-third of the health facilities needed to meet modern standards, one-quarter of the proposed parks, and two-thirds of the projected correctional institutions.

Most merchandise available in the United States can be bought in Puerto Rico.* The prices, however, are generally higher than on the mainland, and the quality is poorer, since a great many seconds and imperfects are shipped to the Island. Stores in San Juan, Ponce and Mayagüez are modern and well supplied. Much of the food comes from the Continent, including a large part of the meat, and all butter and other fats. Locally grown fresh vegetables and fruits are available throughout the year although, due to lack of organization both in production and distribution, the selection is rather limited and prices are high. Fresh fruits and vegetables are sold at special markets and by street vendors, rather than by grocery stores.

In the San Juan metropolitan area, modern buses supply quick and adequate transportation. The fare is five cents within the city—ten cents between San Juan and Río Piedras, the principal suburb. There is adequate taxi service.

Transportation within the Island is almost entirely by bus or "público"—privately owned sedans or station wagons operating on regular routes at fixed rates. The road system is modern and extensive—the best in the entire Caribbean area. There is plane service several times daily between San Juan, Ponce and Mayagüez. A narrow gauge railroad (owned by the American Railroad Company) follows the coastline from San Juan to Ponce. It does chiefly a freight business, although it also runs a number of passenger trains each day.

Several daily newspapers and various magazines are published on the Island—all in Spanish. *El Mundo* and *El Imparcial*, the dailies having the largest circulation, provide regular wire service and features of the principal continental press associations and syndicates.

Continental Americans coming to live in Puerto Rico are advised to boil all drinking water, and not to eat raw vegetables without careful washing. Otherwise, unless they go into the most remote parts of the Island, they live much as they did at home.

* See Table 6, Page 41 for categories of imports.

Schools, for example, are organized on the same general plan as in the Continental United States. Public schools are, of course, to be found in all parts of the Island. English is taught as a subject beginning in the second grade, and from the seventh grade on, English is the language of instruction. Private schools, usually denominational, have been established in the larger cities. Instruction is in both Spanish and English, except for a private school in San Juan which uses English only.

A critical housing shortage, especially in San Juan, arising from the curtailment of new construction during the war and a rapidly increasing urban population, has been somewhat relieved by new construction activities. The demand, however, still greatly exceeds the supply. Rents are nearly as high as in New York City and Washington, D. C.

Most apartments and houses have servants' quarters, usually over the garage, and servants are available. Although wages rose considerably during the War, they are low by Continental standards. In addition to board, a cook in San Juan gets from \$20 to \$30 a month; a maid from \$15 to \$20; a laundress from \$12 to \$18; and a nursemaid from \$20 to \$30. Wages are somewhat less in other parts of the Island. While wages are lower than on the mainland, a servant does less work. It is not easy to find the type of general maid with whom Continentals are familiar.

Hotel accommodations are to be found in the larger cities. There are a number of country clubs and golf courses, the best known being the Berwind Club, just outside Río Piedras. In San Juan, the Yacht Club offers boating facilities. The Island is ringed with good natural beaches. The most popular is the Luquillo Beach, near the town of that name and also in the vicinity of El Yunque. There bathers will find *cabañas* picturesquely situated in a coconut grove along the beach. Several public swimming pools are available in San Juan. Deep sea fishing is good, especially off Fajardo and Mayagüez, where boats, guides, and equipment may be obtained.

The post-war revival of interest in travel, especially in the Caribbean, has placed Puerto Rico in an anomalous position. While the Island is undeniably rich in tourist attractions—good beaches, beautiful scenery, fine weather—it is, at the same time, without adequate facilities to handle an appreciable amount of tourist trade. A broad gauge tourist development program has been initiated by the Insular Government but it is estimated that it will take at least two years before the results will be felt. In the meantime, although steps have been taken to provide emergency quarters, visitors to the Island are warned that they should attempt to obtain definite hotel reservations well in advance.

Education

Many remedies have been proposed to help Puerto Rico. Of these, education has always been in the forefront.

When Puerto Rico became part of the United States, 77.3 per cent of its people were illiterate. There were few schools either public or private. One of the first things the Americans did was to establish a public school system, along Continental lines. Advancements in educational methods and techniques have since been reflected in this system. The elementary and high schools, for example, now use the 6-3-3 ("Junior High") system.

The problem of education is complicated by the fact that a much larger proportion of Puerto Rico's population falls within the school age group than in any State. In 1940, for example, 51.6 per cent of the population was 19 years of age or under, as compared with 34.4 per cent in this age group in the United States as a whole.

At no time has it been possible to give every Puerto Rican child a chance to go to school. In general, year after year, about one-half of the population of school age (six to 18 years) is enrolled in the public schools.* And, of those enrolled, some 60 per cent go to school for half days only, in order that equipment and teachers, both of which are insufficient, may be made to serve the greatest number of children. Despite all the difficulties, however, the rate of illiteracy had been reduced to somewhat less than 31.5 per cent by 1940.

A further complicating factor in the schools is the question of language. When Puerto Rico became part of the United States, English was adopted as the language of instruction primarily because the school system was initiated principally by Continentals who spoke no Spanish. Whatever hopes of success this plan may have had disappeared as teaching was taken over by Puerto Ricans who, for the most part, had a very imperfect knowledge of English. Perhaps nothing else the United States has done has caused such resentment and misunderstanding. For the most part, Puerto Ricans are eager to learn English but they cannot understand why they should be taught all subjects in what to them is a foreign language. The language problem must somehow be resolved in the general settlement of relations which must take place in the coming years.

* See Table 5, Page 40 for Statistics on Education.

In the meantime, English is taught to every child who goes to school, and Puerto Ricans are making progress in learning the language. It is estimated that some 25 per cent of the people know it well, while probably half of the rest have some knowledge of English. During World War II, the Army undertook intensive work in teaching English to Puerto Rican troops, and this training has tended to spread the knowledge of the language. English is generally known in business and commerce, because of the close relationship with the Continent in these fields. Since most professional men receive their training in the States, this group too is proficient in the language.

Puerto Rico has developed one new type of school which is unique—a type being copied in other Latin American countries where the problem of education is similar. This is the vocational rural school (known as the second-unit school), which provides a combination of academic and vocational training for rural children through the ninth grade. In addition, it serves as an educational and cultural center for both parents and children. These schools direct their programs chiefly toward the community and its particular problems and resources. They emphasize training in agriculture, in simple carpentry and repair work, in cooking, care of children, and in health education. A social worker is attached to each school to work with the families in the community.

The University of Puerto Rico dominates the educational scene in the Island. Its two campuses—one at Río Piedras and the other in Mayagüez—are reminiscent of campuses on the Continent. Its organization too is modeled upon Continental universities, although this has been adapted to the particular needs of the Island. The fact that the University's enrollment is steadily growing (it now has more than 7500 full-time students) is evidence both that the institution is meeting these needs, and that Puerto Ricans are keenly aware of the advantages of higher education.

The Schools of the Humanities, Social Sciences, Natural Sciences, Education, Law, Pharmacy and Business Administration are in Río Piedras. Plans are being considered for adding a School of Medicine with an affiliated School of Nursing, and a School of Public Administration. Mayagüez has the College of Agriculture and Mechanical Arts.

The University is carrying on important research work aimed primarily at solutions for problems directly affecting Puerto Rico. It is engaged in an extended social research program with the object of finding out how best to improve economic and social conditions in the Island. It maintains the School of Tropical Medicine in San Juan, where research work in tropical diseases goes forward. The University's Agricultural Experiment Station at Río Piedras concentrates on the improvement of the Island's agriculture.

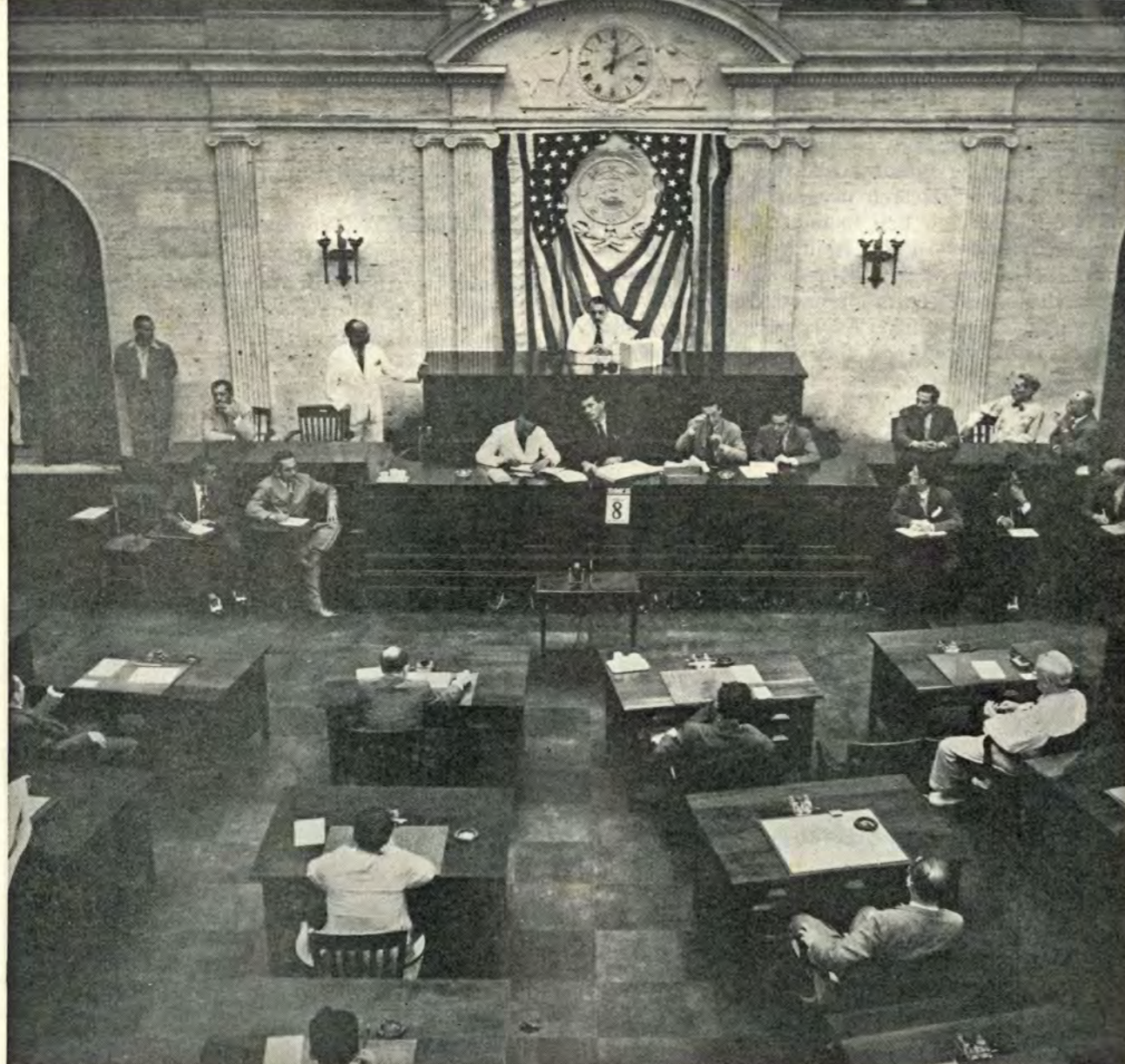
An institution of the Continental type, situated in a Spanish-speaking community, the University of Puerto Rico presents a unique stage for the meeting of the Continental and Latin-American cultures. Each year lecturers, professors and students come

from various countries in North, South and Central America, while representatives of the University regularly go abroad to study and teach.

The Institute of Tropical Agriculture, an agency of the Insular Government, and the Federal Agricultural Experiment Station, both at Mayagüez, are internationally known for their research work in the field of tropical agriculture.

Puerto Rico also has two private colleges, the Polytechnic Institute of Puerto Rico, at San Germán, and the Colegio del Sagrado Corazón, at Santurce. Both are Liberal Arts colleges, although the "Polytechnic" emphasizes vocational training in agriculture and the industrial arts.





Insular Senate in session, Senate President Luís Muñoz Marín presiding.

Government

In 1900 the United States Congress passed the Foraker Act, known as the First Organic Act of Puerto Rico. Under this Act, the military government was replaced by civil government. Puerto Ricans were not given American citizenship, but were declared "citizens of Porto Rico and as such entitled to the protection of the United States." At the same time, they could, if they chose, retain their Spanish citizenship. Those persons (and their minor children) who elected to remain citizens of Spain, had later to go through the established naturalization procedure if they wished to become American citizens. The Governor, other key officials, and the members of the upper house of the

Legislature were appointed by the President of the United States. This Act was never satisfactory to Puerto Ricans who constantly urged that it be amended.

The present Organic Act of Puerto Rico—the Jones Act—was passed by Congress in 1917. Under it, Puerto Ricans became American citizens. The Jones Act also gave them greater autonomy in government including the right to elect the members of both houses of the Insular Legislature. Appointment of the Governor, Attorney General, Auditor, Commissioner of Education, and Judges of the Supreme Court, however, was left in the hands of the President of the United States.

The Governor—the chief executive—holds office at the pleasure of the President. The Governor may veto legislation passed by the Insular Legislature. If, however, a bill is repassed over his veto by a two-thirds majority of both houses, it goes to the President of the United States for final action. Congress may annul any act of the Insular Legislature—a right it has not yet exercised.

Puerto Ricans living in Puerto Rico do not vote in national elections, but Puerto Ricans who have established residence in a state vote under the laws of that state.

Puerto Rico elects no Senators or Representatives to the Federal Congress. It is represented in Washington by a Resident Commissioner, with the status and duties of a Congressman, but without the right to vote. He may introduce bills in the House of Representatives, and may speak on the floor. Except that he has no vote, he serves as a regular member of various House Committees.

Senators and Representatives in the Insular Legislature are elected every four years—the date of their election corresponding to that of the general (Presidential) election on the Continent. The Island is divided into seven Senatorial Districts, each having two Senators, and 35 Legislative Districts, each of which elects one Representative. There are, in addition, five Senators at large, making a total of 19, and four Representatives at large, making a total of 39.

The Legislature meets in regular session in February of each year, and in such special sessions as may be called by the Governor to consider specific problems named by him. Both houses of the Legislature elect a president (or presiding officer) and a vice-president. The presidency of the Senate is the most important elective position on the Island. Senator Luis Muñoz Marín, leader of the majority party since 1940, occupies this post. One of the important powers of the Senate is its right to reject officials appointed by the Governor.

There are 77 municipalities, which correspond roughly to counties in the United States. Each municipality elects a Mayor and other municipal officers. Many of the normal activities of a municipality, or of a county in the United States, however, are performed by the Insular Government which, among other things, maintains the only police force in the Island, and is responsible for fire protection and for water and sewerage service.

The Insular Government is organized into seven Departments—Justice, Health, Interior, Education, Treasury, Agriculture and Commerce, and Labor.

With the exception of the Commissioner of Education and the Attorney General, who is head of the Department of Justice, the Commissioners of these Departments are appointed by the Governor with the consent of the Insular Senate. The heads of the Departments form the Executive Council, which acts in the capacity of a Cabinet. Under Rexford G. Tugwell (Governor 1941-1946), the Cabinet, for the first time, was composed entirely of Puerto Ricans.

The financial position of the Insular Government, which has always been good, was greatly enhanced by the increase in rum exports during the war. (The Federal Tax on Puerto Rican rum sold in the States is returned to the Insular Treasury.) At the same time, the wise use of this increased revenue was assured by the establishment in 1942 of the Planning, Zoning, and Urbanizing Board. A principal function of this Board is to establish and maintain, in cooperation with the Bureau of the Budget, a plan for the expenditure of Insular Government income.

Under the law, the Board each year prepares a Six Year Financial Program which, upon approval by the Governor, is submitted to the Legislature for its guidance in making appropriations. In the three years in which this system has been operating, appropriations have in fact closely followed the recommendations of the Board.

Insofar as expenditures for public improvements are concerned, the program is based on master plans prepared by the Board after exhaustive study. The Board reviews all public improvement projects and in addition exercises subdivision and zoning control of urban areas.

A number of independent Insular agencies have come into existence, many of them since 1940. Among them are:

the *Aqueduct and Sewer Service*, to construct, improve, expand and operate water and sewerage systems in the municipalities of the Island;

the *Communications Authority*, to improve and augment communications facilities;

the *General Supplies Administration*, to deal with emergency problems of under or over supply by buying, selling, distributing, rationing or price fixing, and, to serve as the procurement agency for the Insular Government;

the *Land Authority*, to carry out a program of land reform, based upon the so-called "500-Acre Law," passed by the Federal Congress in 1900, which limits corporate land ownership or control to 500 acres;

the *Minimum Wage Board*, to set minimum

wage rates for all types of labor—industrial, commercial and agricultural—with special regard for employees not protected by the Federal wage laws;

the *Public Service Commission* and the *Civil Service Commission*, which function as do similar bodies in the States;

the *Puerto Rico Agricultural Company*, to stimulate the commercial development of the Island's agricultural resources;

the *Puerto Rico Development Bank*, to make government funds available for the encouragement of industry, and to act as a central financial

agency for the Insular and the municipal governments;

the *Puerto Rico Industrial Development Company*, to initiate and manage industries, and to assist private enterprises in establishing or expanding business and industry in Puerto Rico;

the *Transportation Authority*, to improve and augment transportation facilities throughout the Island, and between the Island and the outside world;

the *Water Resources Authority*, to promote greater use of the Island's water supply for power and irrigation.

Outline of the Government Organization

EXECUTIVE BRANCH

Governor—Appointed for an indefinite term by the President of the United States with the consent of the United States Senate.

Executive Council—Made up of the Governor, the Attorney General, and the Commissioners of Health, Interior, Agriculture and Commerce, Education, Finance, and Labor.

Departments of

Health
Interior
Finance
Labor
Agriculture and Commerce

Commissioners appointed by the Governor with the advice and consent of the Insular Senate.

Justice
Education

Attorney General and Commissioner of Education appointed by the President of the United States with the consent of the United States Senate.

Auditor—Named by the President of the United States with the consent of the United States Senate.

Principal Independent Agencies and Commissions—Members or administrators are named by the Governor with the advice and consent of the Insular Senate, or are specified ex-officio by the Act setting up the agency or commission.

Aqueduct and Sewer Service—The Governor, the Treasurer, and the Commissioners of Health, Interior and Labor.

Civil Service Commission—Three members

General Supplies Administration—Administrator

Insular Police Commission—Three members

Land Authority—Commissioners of Agriculture and Commerce, of Labor and of Interior, ex-officio, and four other members.

Minimum Wage Board—Three members

Planning, Urbanizing and Zoning Board—Three members

Public Service Commission—Three members

Puerto Rico Agricultural Company—Five directors

Puerto Rico Development Bank—A Board of Directors composed of five members elected by the Executive Council.

Puerto Rico Industrial Development Company—A Board of Directors composed of five members elected by the Executive Council.

Superior Educational Council—(Governing Body of the University of Puerto Rico) Commissioner of Education plus 6 members appointed by the Governor with the advice and consent of the Insular Senate.

Transportation Authority and Communications Authority—Boards of Directors composed of five members elected by the Governor, the Commissioners of Agriculture and Commerce and of the Interior.

Water Resources Authority—The Governor and the Commissioners of Agriculture and Commerce and of Interior.

LEGISLATIVE BRANCH

Legislature

Senate—with 19 members, elected every four years.

House of Representatives—with 39 members, elected every four years.

Representation in Federal Congress

Resident Commissioner, elected every four years.

JUDICIAL BRANCH

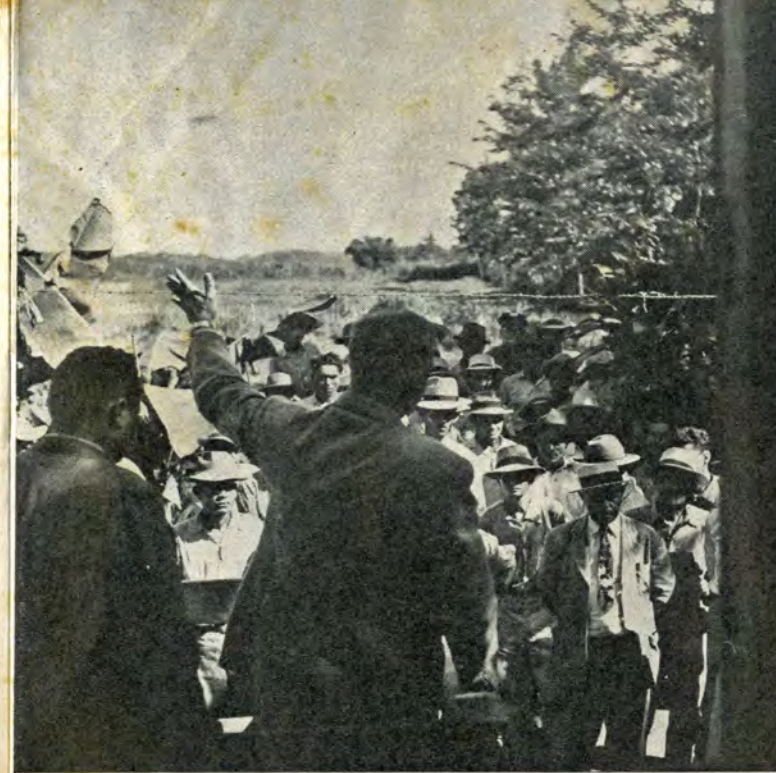
Judiciary

Supreme Court of Puerto Rico—five justices appointed for life by the President of the United States with the consent of the United States Senate.

Nine District Courts—each with from one to four judges appointed by the Governor with the advice and consent of the Insular Senate for a period of 10 years.

36 Municipal Courts—each with from one to two judges (except the court in San Juan which has five judges) appointed for a period of four years by the Governor with the advice and consent of the Insular Senate. San Juan, in addition, has a night court.

55 Justice of the Peace Courts—each with one justice appointed for a period of four years by the Governor with the advice and consent of the Insular Senate.



Politics

In the period immediately following American occupation, there were two Puerto Rican political parties—the Federals and the Republicans. The Federals, because of internal strife of purely local interest, soon changed their name to Unionists. The issue of the political status of the Island was the cause of fierce contention between the two parties. The Republicans wanted statehood. Among the Unionists, opinion was divided—some wanted independence, others aspired to a vague form of autonomy.

Up to the time of the first World War, it is impossible to find any important discrepancy in social and economic thinking between the two parties. Neither was more conservative nor more liberal than the other. Political thinking and adherence was conditioned by political status aspirations, and by strong personal devotion to party leaders. In a sense, Luis Muñoz Rivera was the Unionist Party, and Dr. José Celso Barbosa was the Republican Party.

But during the first World War years, there was slow, steady progress on the part of a new political group—the Socialists (really Laborites) who inevitably forced more attention on social and economic issues. This party was led by Santiago Iglesias. To combat the Socialist threat, the Unionists and Republicans combined in the 1924 elections to form the Alliance. Some Republicans who called them-

selves the Pure Republicans refused to embrace their old opponents and joined with the Socialists in another new alignment—the Coalition.

The Alliance, which won the 1924 elections, brought together two groups with more or less the same social outlook, but which were in disagreement on the question of political status. On the other hand, the Coalition represented a union of Conservatives and Radicals (for the time) who were in substantial accord on the status issue, since the Socialists were committed to a permanent union with the United States.

The Alliance did not last long. In the late twenties, most of its Unionists members withdrew and formed the Liberal Party. The rest of the Alliance, as the Republican Union Party, teamed with the Socialists in a new Coalition. The Coalition won the elections in 1932 and 1936 by good margins. In the late thirties, however, it began to have its troubles when a few members went over to a new party—the *Tripartistas*. In the meantime, a majority of the Liberals withdrew, and, under young leadership dominated by Luis Muñoz Marín, formed the Popular Democratic Party.

In the elections of 1940, three parties went to the polls: the Coalition, decimated by heavy losses to the other parties; the *Tripartistas*, made up of a sizeable number of Liberals and some Republicans and Socialists; the Popular Democratic Party, which had no alliances and was an unknown, unpredictable quantity. In this election, the status issue did not figure very prominently, largely because the Popular Democrats made it secondary to social and economic reforms. The Popular Democrats won by a very small margin. For the following four years, they controlled the Insular Senate but were able to force through their program only by temporary arrangements with the three *Tripartistas* who were elected as representatives.

By 1944, the Popular Democrats had acquired powerful electoral support. Again they relegated the status issue to secondary importance. By this time, however, most of the advocates of independence had become Popular Democrats, as had most liberal elements. The Coalition was now completely dominated by the Republican Union and had become ultra conservative. The Socialist wing had lost a large part of its numerical strength. All that was left of the 1940 *Tripartistas* was a small Liberal group, which made an electoral pact for 1944 with the Coalition. The Popular Democrats won by such sweeping proportions that they were left with no effective opposition. The outstanding political figure of the Island today is Luis Muñoz Marín, President of the Popular Democratic Party.

Political Status

Puerto Rico is a territory, or possession, "belonging to but not a part of the United States," and directly under the control of Congress. There is nothing to show that the Federal Government has ever considered that the problem of Puerto Rico's political status has been finally resolved. On the contrary there is evidence—such as the succession of independence and plebiscite bills—that Congress recognizes it as an unanswered question.

Puerto Ricans, for their part, have never been satisfied with their "status." They had no chance in 1898 to choose the kind of government they were to be given by the United States. While United States occupation was welcomed by many Puerto Ricans as promising greater autonomy, it resulted, probably, in less rather than more self-government. Puerto Ricans have felt for many years that they have reached a state of political maturity which justifies a change—and in this most Continental Americans who are familiar with Puerto Rico concur. President Wilson in 1916, and President Roosevelt in 1942, recommended to Congress that Puerto Rico's right to greater self-government be recognized, and that its Organic Act be amended accordingly. In 1945, and again in 1946, President Truman endorsed the principle of self-determination for Puerto Rico.

Although all want an end to "colonialism," Puerto Ricans by no means agree upon the kind of status which is most desirable. The possibilities are few. The Island can remain a possession of the United States, as at present, or with greater autonomy; it can become a state of the Union; it can attain the status of a completely independent nation; or it can be joined to the United States in some kind of voluntary affiliation or association such as that of a commonwealth or dominion.

Acting on a suggestion made by Governor Tugwell in his message to the Legislature, that body, in February, 1945, asked Congress to define choices acceptable to it upon which Puerto Ricans might then vote in a plebiscite. A few months later, the Tydings-Piñero Bill was introduced in both houses. This bill would permit Puerto Ricans to choose whether they want statehood, independence (under which the "Republic of Puerto Rico" would be created), or voluntary federation with the United States as a dominion. The bill died when Congress



Puerto Ricans have faith in democracy.

adjourned. More recently, President Truman recommended to Congress that Puerto Ricans be permitted to choose among the types of political status which Congress would be willing to approve. Although aware that it effected no change in the situation, Puerto Ricans regarded the appointment of the first native-born Puerto Rican Governor, Jesús T. Piñero, as public recognition of the fact that they are capable of governing themselves. In the meantime, the Legislature's Commission on Status, headed by Muñoz Marín but including representatives of all political parties, continued to maintain the position that what Puerto Rico wants is a chance to decide the question democratically for itself. There is general recognition, however, on the part of most leaders both in Puerto Rico and in Washington, that the Island's future political status must be decided in the light of its future economic status.

The trend of world events has long strengthened Puerto Rico's efforts to attain an acceptable political status. The emphasis on democracy in World War I helped to produce the Organic Act of 1917 which gave Puerto Ricans their American citizenship rights and a greater measure of self-government. The evolution of the Good Neighbor policy served to keep Washington aware of dissatisfaction in the United States' possession in Latin America. World War II, by highlighting the rights of dependent peoples, set the stage for Puerto Rico's demand that the United States do something about its own territorial problem. The fact that, stride for stride with the States, Puerto Rico backed the war effort with money and men, lends substance to the demand.

Economics

The overall economic problem of Puerto Rico is created because of the lack of balance between resources and population. In simple terms, the problem is to raise the per family income to a point which will permit a reasonable standard of living.

One Insular and two Federal Government Agencies have estimated the annual cost per family for minimum living standards. The highest estimate was \$1,000 and the lowest \$675. In contrast, all available data indicate that the average annual family income for 85 per cent of Puerto Rican families is considerably less than \$400 a year.

Puerto Rico is one of the most densely populated agrarian economies in the world. In 1940, the population was nearly 2,000,000 or 546.1 persons per square mile, as compared with 278.5 in 1899, when the first United States census was taken. At the present rate of net population increase, which is between 50,000 and 60,000 per year, Puerto Rico will have 3,000,000 people to support by 1965. The birth rate is very high (42.3 per thousand), and the death rate, although still high, is constantly falling (from an average of 19.8 per thousand for the period 1935-39 to about 14.1 per thousand for 1945).

The total land area, however, is only slightly over 2,000,000 acres and the land, as a whole, is not fertile. Approximately half of it is not fit for cultivation. Most of that which can be used requires fertilizer and much of it is heavily eroded. Because land is so scarce in relation to population (about half an acre of tillable land per person in 1940), it has been cultivated intensively although, on the whole, not efficiently. But the best methods of land cultivation now known could not make it possible for Puerto Ricans to live well from the land alone. This they have, until recently, tried to do.

Under these circumstances, it is no wonder that Puerto Rico has long suffered from chronic unemployment and, equally serious, from widespread under-employment. Even in the past five years, while Puerto Rico has been more than usually prosperous, unemployment has been serious and the Insular Government has had to spend a large part of its income in relief.

In spite of the fact that Puerto Rico had no war industries, the war brought substantial economic benefits. An extensive war construction program gave work to thousands of men; other thousands went into the Armed Forces; the maintenance of large numbers of troops in the Island kept many others at work. After the War, payments to Puerto Rican veterans brought in millions of dollars.



Trainloads of cane—base of Insular economy—await grinding.

Obviously this war-born prosperity cannot last. The people of Puerto Rico, as well as their Government, recognize that in addition to the better use of the land, industrialization offers the chief hope of improving the Island's economic situation.

The two classic remedies for Puerto Rico's economic ills are emigration and birth control. Both of these proposals are difficult to put into effect.

Puerto Ricans love their Island and for the most part are unwilling to leave it permanently. Even if they were willing to emigrate, however, there is still the question of where they might go. It is suggested, from time to time, that the Dominican Republic, Venezuela, or Brazil would offer opportunities to Puerto Ricans, but no definite plan so far has got beyond the speculative stage.

Since the post-war advent of increased plane and passenger ship facilities, Puerto Ricans have been streaming northward by the thousands each month. Private employment agencies in the States have been partly responsible for this movement. One such agency has organized a program to place Puerto Ricans as domestic workers in Chicago homes; another supplies Puerto Rican labor for truck farms in Pennsylvania and New Jersey. A business depression would, of course, reverse the present trend. Meantime, however, Puerto Rico's burden of unemployment is measurably relieved.

The high birth rate is largely the result of the generally low economic level and, consequently, of the ignorance and lack of physical facilities for birth control. If the standard of living and of education can be raised, the birth rate may fall as it has in other parts of the world. It is possible that artificial birth control might bring a partial solution, although there would be many obstacles. To date, however, no well organized and extensive birth control program has been undertaken.

NOTE: See statistical tables, Pages 39-42.



Agriculture

The land resources of the Island are not great. The census of 1940 reported a total of 1,900,000 acres in farms, or roughly one acre per inhabitant. The Soil Conservation Service estimates that only 845,000 acres are well adapted to permanent agricultural use, of which three-fourths require complex or intensive soil conservation practices. Chemical fertilizer is used generally in the growing of sugar cane, tobacco and other field crops. Imports of fertilizer materials amount to over 150,000 tons annually.

Agriculture, nevertheless, is the most important source of income and employment for the Island. Agricultural produce has contributed, in all years, more than 80 per cent of the Island's total exports, and in some years, its share has been as high as 95 per cent. In 1940, of the persons gainfully employed, 45 per cent derived their livelihood from agriculture.

Sugar cane production is the foundation on which the economic structure of the Island is based. It is not only the principal crop but also furnishes raw material (molasses) for Puerto Rico's profitable rum industry. Sugar cane acreage constituted 31 per

cent of all land harvested in 1939, and, in the fiscal year 1942-43 sugar products made up 64.6 per cent of the total exports. Sugar is the most important single source of employment. According to the 1940 United States census, 54 per cent of the gainful workers in agriculture were employed in sugar cane farming.

The industry in Puerto Rico has expanded phenomenally under the protection of the United States tariff. The area planted to sugar cane increased four times from 1901 to 1939, and total production of sugar about 10 times. This expansion in production is largely accounted for by the use of higher yielding varieties of cane, and the improvement of cultivation and manufacturing techniques and of transportation facilities. Since 1934 the sugar industry has been greatly influenced by the program of the Agricultural Adjustment Administration. The economic condition of the whole industry, in the last few years, has been dependent to a considerable extent on the AAA benefit payments to growers. The retention of the OPA price control on sugar, after the abandonment of price controls generally, worked to Puerto Rico's disadvantage in that it kept the price of sugar below the

general price level. All factions on the Island joined in complaint of this situation.

An interesting development of the last several years has been the increase in the number of growers. According to the AAA, there were 7,200 cane growers in 1934-35 and 12,730 in 1944-45. Most of the new growers are small farmers, many of whom are cultivating cane in mountainous sections.

In spite of serious reverses, tobacco continues to hold an important place in Puerto Rico's economy. It represents practically the only source of cash income for farmers in the east-central mountain region where it is cultivated, mostly on small farms, by about 22,000 growers.

Cultivation of tobacco expanded rapidly up to the middle twenties and continued at a high level for several years until market difficulties and related problems introduced a period of decline. Exports of leaf and scrap tobacco amounted to only \$7,500,000 in 1944, compared with an average of \$15,000,000 for the 1926-30 period. Manufactured tobacco exports fell off even more drastically.

A betterment of the present situation in tobacco may be worked out along three lines: (1) the development of high yielding varieties; (2) the introduction of types of tobacco other than cigar filler; (3) increased cigar manufacturing on the Island.

Once the leading commercial crop of Puerto Rico, coffee has long occupied a secondary position. Although it still ranks second to sugar cane in area of cultivation, the value of coffee exports has sunk to an insignificant figure.

There have been wide fluctuations in the coffee industry since the closing years of the last century when total production amounted to around 600,000 hundredweights. The hurricane of 1898 and the subsequent loss of European markets brought a sudden end to prosperity. A long period of recovery was climaxed by prosperous years between 1910 and 1915. From 1915 to 1920, exports declined gradually, due again to a loss of European markets during the first World War. The industry made a slight comeback after 1920. Then came the devastating hurricane of 1928, with the result that coffee had to be imported from 1929 to 1934 to meet the local demand.

Even though coffee exports have dwindled almost to the vanishing point, the industry is still of great economic significance. The total population living in the coffee areas and dependent upon coffee and other related enterprises is estimated at 400,000. Coffee farms are located in the central-western mountain region, where the shallow unproductive



soils do not have a wide adaptability for other crops.

Coffee farming suffers from a lack of markets, low yields, and the threat of recurring hurricanes. To overcome the last difficulty, the Insular Government has set up a plan for insuring both the crop and the plantations. This may encourage growers to adopt more intensive cultivation practices, one of which may be a switch to the heavier yielding Columnaris variety.

Puerto Rico grows a very wide variety of tropical fruits and vegetables, but few of them affect the Island's economy except insofar as their incidental cultivation contributes to the local food supply. Of those which currently have some commercial value, pineapples and grapefruit lead the list. A grapefruit industry, which reached its peak in 1930 when the value of exports (fresh and canned) totaled \$4,669,610, lost out to competition from expanding production areas on the Continent and in Palestine and South Africa. Grapefruit exports in 1945 had fallen to \$100,000. Coconuts bring some income to the Island. Coconut groves occupy about 10,000 acres, principally of sandy soil bordering the shore. Pineapples, grapefruit and coconuts have all suffered from reductions in the United States tariff on imports from Cuba and other competing countries. For example, the tariff on Cuban grapefruit was cut from 96 cents to 48 cents in 1936, and the price to Puerto Rican growers, which was \$3.70 per box in 1930, was only \$1.86 in 1939.

Cucumbers, tomatoes and peppers are the principal vegetable crops exported from Puerto Rico. Marketing difficulties and Cuban competition have hindered the development of the industry. Efforts have been made, through the organization of cooperatives, to improve marketing as well as cultivation techniques.

A high proportion of land (40 per cent of the crop land harvested in 1939) is regularly devoted to food crops for local consumption. In spite of this, however, the Island imports a large percentage of its food, and according to experts, could not produce enough food to sustain itself even if every acre were given over to the cultivation of food crops.

Puerto Rico produces a high quality, long staple cotton known as Sea Island. A generally unstable market, however, has militated against realization of the crop's full potential value to the Island. When demand and price are good, as they were during the war, the Island produces considerable quantities of choice cotton. It is estimated that as much as 20,000 acres along the northwestern and southwestern coasts could be used for cotton growing.

The value of livestock products is estimated at nearly \$20,000,000 annually. The Island has more than 500,000 cuerdas* in open, clear pasture and around 300,000 in unimproved pasture lands. On this area are 610,000 head of pasture-consuming animals, according to the Bureau of Animal Industry of the United States Department of Agriculture. Low per capita purchasing power, however, greatly limits the consumption of milk and meat in Puerto Rico. With greater purchasing power, an increase in livestock feed production, and improvement in breeds, the livestock industry will become much more important. The present Insular Government program includes all three of these objectives.

Because of the vast and growing disparity between population and natural resources in Puerto Rico, the concentration of the most productive lands in the hands of large corporations has long been a matter of public concern. In 1900, the Congress of the United States passed a law limiting the holdings of corporations and partnerships to 500 acres. The problem became a political issue in 1940, when, after a Supreme Court decision upholding the Federal Law, the Popular Democratic Party proposed a specific program for the division and use of large holdings. In that year, the United States census showed that, although the number of farms of 500 acres or more was only 0.6 per cent of the total, they accounted for nearly one-third of all land in farms. Since large farms include the most productive parts of Puerto Rico, the proportion of land resources in such farms is much larger than indicated by acreage figures.

When the Popular Democratic Party obtained a working majority in the Legislature in 1940, it immediately enacted the Land Law, incorporating its land program. The law created the Land Authority of Puerto Rico with the power and the funds for the gradual acquisition of the excess holdings of corporations and partnerships, and of additional land as required to carry out the purposes of the Act.

The Land Authority uses the land acquired in three different ways: (1) for family-size farms of from 10 to 25 acres to be leased to qualified farmers; (2) for proportional profit farms; and (3) for small plots to be given free to landless laborers or "agregados" for homesteads. Proportional profit farms—of from 100 to 500 acres—are leased to persons experienced in agricultural management. Workers on such farms are paid the going rate of wages and, in addition, share in the net profits in proportion to the number of hours which they have worked.

From 1941 to 1946, the Land Authority purchased

* A cuerda is slightly less than an acre.

62,832 cuerdas at a cost of \$8,549,000. Approximately half of the land so far acquired has been used for "agregado" plots, and the other half for proportional profit farms. A very small amount has been devoted to family-size farms. In the crop year of 1945-46, the 18 proportional profit farms in operation distributed over \$225,000 in profits to 14,500 workers.

Several Federal Government agencies have assisted in the redistribution of land in Puerto Rico. The Farm Security Administration purchased 21,743 cuerdas from 1938 to 1945, and on them established 590 family-size farms. The Puerto Rico Reconstruction Administration purchased and distributed another 17,000 cuerdas.

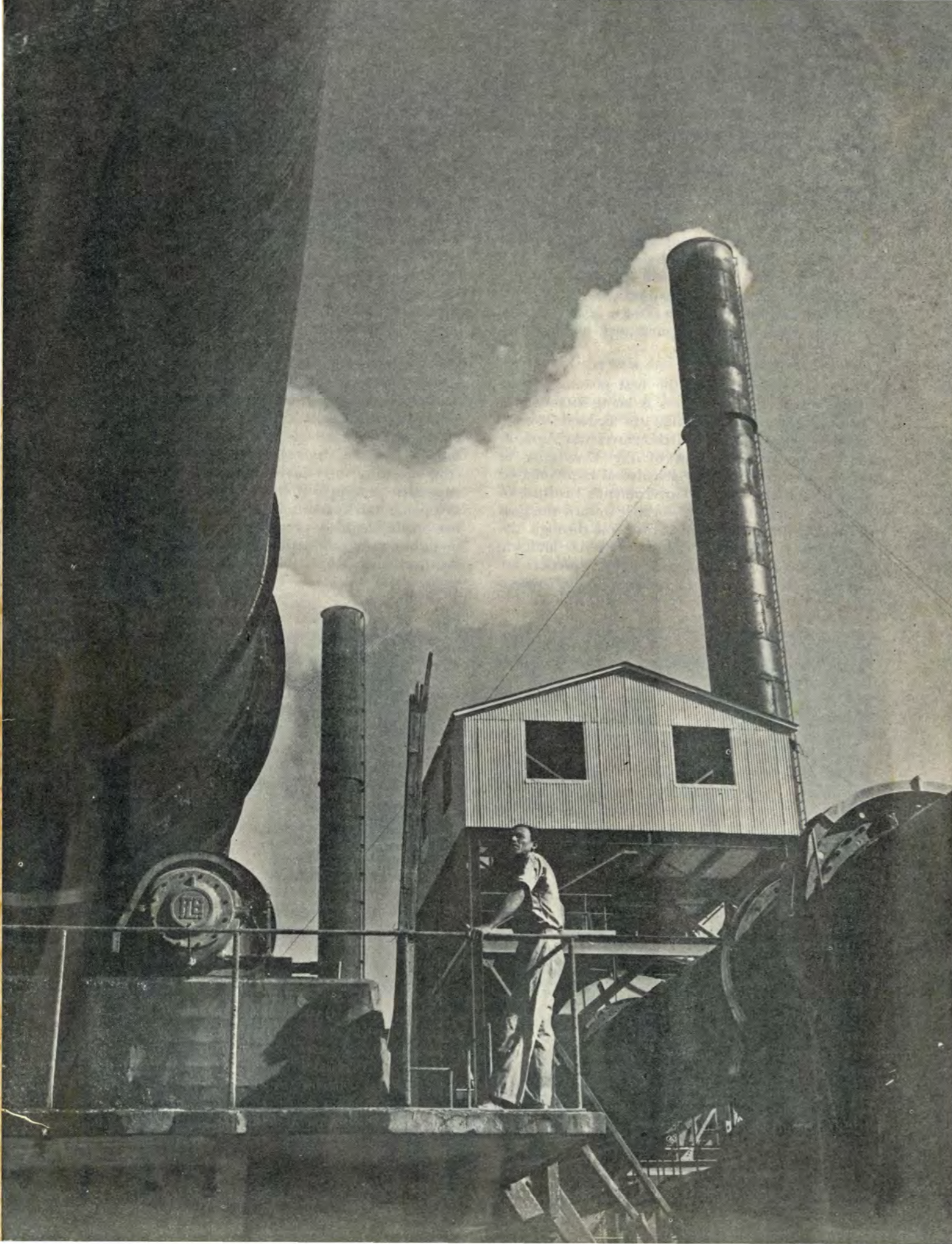
The problem of making the best possible use of Puerto Rico's land resources is being attacked on various fronts by many Insular and Federal Government agencies. Three research centers—the Agricultural Experiment Station of the University of Puerto Rico, the Federal Agricultural Experimental Station, and the Insular Government's Institute of Tropical Agriculture—are working toward the goal of increased productivity of the soil through the development of higher yielding varieties and improvement of production techniques. Practical application of the results of research is the concern

of the Agricultural Extension Service, the Division of Agricultural Vocational Education of the Department of Education, the Department of Agriculture and Commerce, the College of Agriculture of the University of Puerto Rico, and the Farm Security Administration.

In 1945, the Legislature created the Agricultural Company for the specific purpose of developing to the utmost the commercial possibilities of the Island's agriculture. Its activities parallel, in agriculture, the program of the Puerto Rico Industrial Development Company. Like the Industrial Development Company, the Agricultural Company has been supplied with ample capital and authority for large-scale commercial operations. The Company's more important accomplishments to date include the opening of a modern retail grocery market in San Juan, specializing in locally grown fruits and vegetables; starting of beef and dairy herds on the Island of Vieques, composed of pure breed, imported strains and the products of their cross-breeding; and laying the foundation for an expanded pineapple industry. The Company plans to open retail markets in other communities and has made detailed preparation for the establishment of a mass production cigar factory, using principally Puerto Rican tobaccos to produce a cheap cigar.



On government farm, every worker gets a check for his share of profit.



Industry

Puerto Rico is not rich in natural resources. Minerals are scarce and generally of low grade. There are sands, limestone, gravels and clays of various kinds suitable for the manufacture of cement, glass, ceramics, and building materials. There are some fish in nearby waters, but not enough to constitute a source of cheap food. The limited forest lands produce wood for charcoal, and a very small amount of lumber. The fact is that Puerto Rico's primary resource has been its soil, and for this reason, industries have been largely concerned, in the past, with the processing of agricultural products.

In industry, as in agriculture, sugar has been dominant in Puerto Rico since 1900. Sugar processing has been the principal industry. The Island has some 40 *centrales* or sugar mills, producing raw sugar, and four of these mills also refine sugar. The second great industry has been the manufacture of rum from molasses, a by-product of sugar.

Tobacco, coffee, coconuts and fruits and vegetables are other agricultural products which involve processing operations on the Island. Many tobacco stripping plants operate seasonally in the tobacco area. Food canning and packing activities are increasing, and the introduction of the freezing method for preserving fruits and vegetables may lead to rapid expansion in this field. The Island has coconut shredding plants, and there is the possibility that this product may be used locally for making oils, soaps and candy.

Aside from the processing of agricultural products, Puerto Rican industry has been largely of a handicraft nature. For years, the most important industry of this kind has been needlework, which, in peak seasons, has employed in the neighborhood of 50,000 persons. Materials come from the Continent, many times partially processed, and Puerto Ricans add the hand details, largely on the basis of homework. The competition of China, the Philippines, and Czechoslovakia, and the application of Federal wage and hour regulations, threatened to kill Puerto Rico's needlework industry prior to the War. As the result of the War, the situation has improved, at least temporarily. The hand sewing of gloves, formerly done in Czechoslovakia has become an important activity, as have the hemming and embroidery of handkerchiefs.

The War also brought to Puerto Rico a number of industries formerly carried on in China, India

and various European countries such as: the making of rugs and floor coverings of various kinds; and the polishing of diamonds and other gems.

Among the native handicraft products, one of the most characteristic is the pelisse, or string rug, which was originally used only as a saddle blanket. Basket-work, hats, grass rugs, carved wood novelties, tortoise shell and coconut pins, buckles and buttons, and shell articles are also manufactured on the Island.

Realizing the imperative need for making the most of industrial possibilities as a means of improving the Island's economy, the Insular Government, in 1942, established the Puerto Rico Industrial Development Company and the Puerto Rico Development Bank. The Development Bank, as one of its functions, lends government funds either to private interests for new industries or expansion of existing plants or to the Industrial Development Company. The Industrial Development Company is an operating agency empowered to start new industries on its own initiative, and to assist private industrial enterprises through providing essential information and research.

These two agencies were necessary largely because private capital has not been invested in Puerto Rican industry to any extent except in the processing of sugar and the manufacture of rum. There are no investment banks in the Island. Many of the banks in Puerto Rico are branches of large commercial banks on the Continent.

Starting with a modern cement plant which it took over from the Puerto Rico Reconstruction Administration (a Federal Agency), the Company proceeded immediately to set up several new industries including a large glass container factory to manufacture bottles for rum and ultimately for other purposes; a paper board factory; a shoe factory; a heavy ceramics plant. It has also established pilot plants for textiles, for the production of edible yeast from molasses, and for silk manufacturing, and has drawn plans for a cotton mill. Private interests have received extensive help from the Industrial Development Company in establishing various other new industries, principally of a semi-mechanized nature. Among these are a candy factory, a plant for the production of artificial flowers and a plastic plywood factory.

← A new cement plant, sign of industrial progress.

Puerto Rico offers many advantages for certain industries. It is conveniently located with respect to markets in North and South America and is a center for both air and water transportation. To offset its lack of natural resources, the Island has a large labor supply. On the whole, the tax situation is favorable to industry in Puerto Rico, and special assistance in financing and establishing plants is offered by the Puerto Rico Development Bank and the Puerto Rico Industrial Development Company.

New hotels, restaurants and resorts are planned. Some will probably be built with the assistance of the Insular Government. It is expected that tourist trade will eventually add greatly to the Island's economic well being.

Meantime, as industrialization proceeds, the Insular Government is increasing hydro-electric power through the Water Resources Authority. The heavy rainfall in the Island makes it possible to create such power in sufficient quantities to care for an extended industrial program. The Water Resources Authority, which had its origin in a need for irrigation on the south coast, now supplies all electric power used in the Island. A number of hydro-electric plants have been built, among them Dos Bocas, south of Arecibo, and Rio Grande, near Humacao, and others are being constructed.

It is possible that an effort will be made to develop power from the wind which blows steadily in Puerto Rico. As techniques for harnessing the wind are improved, this source may prove of great importance.

Partial List of Industrial Products

Alcohol	Crackers	Paper Board
Artificial Flowers	Diamonds (Polished)	Paper Boxes
Baskets	Essential Oils	Plastic Plywood Products
Beer	Fertilizers (Mixed)	Rope
Boats	Foundry Products	Rugs
Bottles	Furniture	Rum
Buttons	Gloves	Salt
Candy	Hats	Shirts
Canned Fruits and Vegetables	Ice Cream	Shoes
Cement	Leather Products	Soap
Ceramic Products	Matches	Soft Drinks
Cheese	Mattresses	Sugar (Raw and Refined)
Cigars and Cigarettes	Mill Work	Tile Brick
Coconut (Shredded)	Needlework	Vanilla Essence

Banks

The Chase National	San Juan
Bank of New York.....	San Juan*
The National City Bank of New York.....	San Juan*
	Caguas
	Ponce
	Mayagüez
	Arecibo
	Bayamon
The Royal Bank of Canada.....	San Juan*
	Mayagüez
Banco Popular de Puerto Rico.....	San Juan*
	Caguas
	Aguadilla
Crédito y Ahorro Ponceño.....	San Juan
	Ponce*
	Mayagüez
The Bank of Nova Scotia.....	San Juan
Banco de Ponce.....	Ponce*
	San Juan
	Arecibo
Credit Union Bank.....	San Juan
Roig Commercial Bank.....	Humacao
Banco de Economías y Préstamos.....	San Germán
Banco de San Germán.....	San Germán
Banco Comercial de Puerto Rico.....	San Juan
Banco Progreso Financiero.....	San Juan

FEDERAL BANKING AGENCIES

Federal Intermediate Credit	
Bank of Baltimore.....	San Juan
Federal Land Bank of Baltimore.....	San Juan

INSULAR BANKING AGENCIES

Puerto Rico Development Bank.....	San Juan
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* Headquarters.



Labor

An abundant supply of labor* is one of the outstanding characteristics of Puerto Rico. This means, of course, that there is chronic unemployment in the Island. It means, too, that there is a labor supply sufficiently large for any industrial program which may develop. Labor, however, needs training, and must learn better working, health, and eating habits.

Puerto Ricans are quick to learn, particularly in work which requires manual skill and dexterity. Puerto Rican women are among the finest needleworkers in the world. Both men and women are skilled diamond cutters and polishers, and, in a number of other industries, Puerto Ricans have shown that they can attain a high order of workmanship.

Wages in Puerto Rico are higher than elsewhere in the Caribbean but considerably lower than in Continental United States. Minimum wage rates are established under both Federal and Insular legislation.

Workers in interstate commerce are covered by the provisions of the Fair Labor Standards Act, although a special amendment provides that the Administrator of the Act, after hearings, may set rates below the statutory minimum. This amendment has resulted in the establishment of minimum

* See Table 9, Page 42.

rates below those prescribed in the law in a considerable number of industries, including sugar processing, needlework, glass manufacture, fruit and vegetable canning and packing, and tobacco stemming. Minimum wages for field workers in the sugar industry are also set under the Sugar Act of 1937.

Wages, hours and working conditions in all industries, and in agriculture, may be fixed by the Insular Minimum Wage Board. The Insular Board's first decree covered workers in sugar growing and processing. Decrees have since been issued for various other industries and trades, including tobacco processing, hospitals, restaurants, and soft drinks and beer.

Two federations of labor exist—the Free Federation of Labor, affiliated with the American Federation of Labor, and the General Confederation of Workers. The Free Federation of Labor is the older of the two. It was formed in 1899 by Santiago Iglesias who was also leader of the Socialist Party for many years, and who served as Resident Commissioner in Washington from 1933 to 1939. The General Confederation of Workers was formed in 1940, and since that time has been the more active of the two federations. In 1945 it split into two groups, both claiming the same name. There are a few independent organizations, but for the most part unions are affiliated with one or the other of the Island-wide groups.

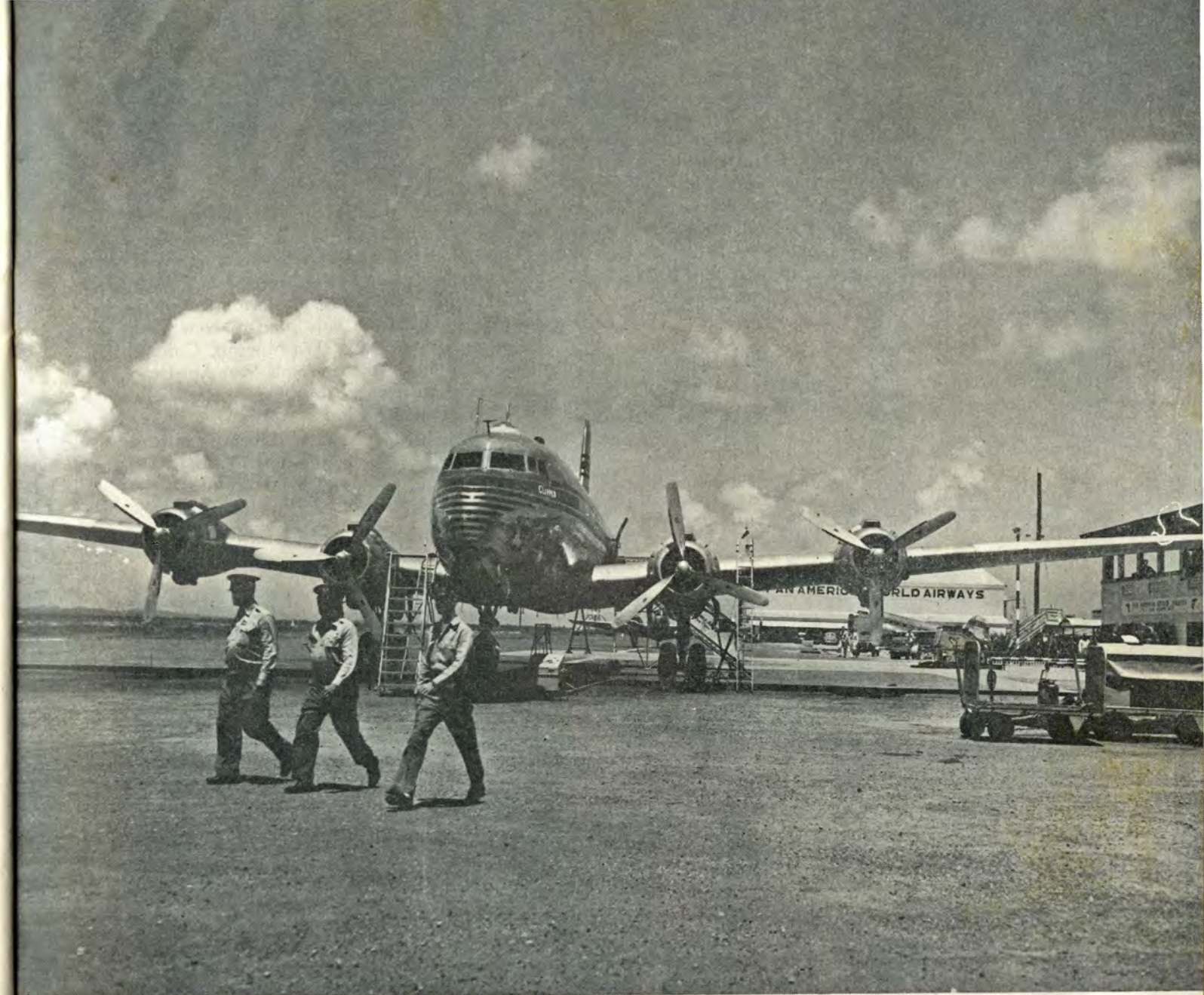
Organization of labor has progressed rapidly in recent years, despite special difficulties arising from the surplus of labor, low wage scales, and the fact that a great majority of the workers are unskilled. In the sugar industry, both field and mill labor is organized and carries on collective bargaining on an Island-wide basis. Union organization also ex-

tends to many other industries, and to various service trades.

The National Labor Relations Act applies to Puerto Rico, and there is also an Insular Labor Relations Board. The Labor Departments of both the Federal and the Insular Governments provide labor conciliation service.

Minimum Wage Rates Established in Puerto Rico Under the Fair Labor Standards Act for Selected Industries (Nov. 1945)

Industry and Branch	Minimum Wage Rate Cents per Hour
Cigar and Cigarette.....	30
Construction, Business Service, Motion Picture, and Miscellaneous Industries	
Motion Picture, Business Service, and Miscellaneous Industries Division.....	40
Construction Division	32
Full-Fashioned Hosiery	25
Leaf Tobacco	27
Leather, Textile, Rubber, Straw, and Related Products Industries	
Textile and Textile Products Division.....	25
Hand-Loomed Textile Division	
Hand-sewing and hand-decorating operations.....	15
Raffia, Straw and Sisal Handbag Division	
Hand-weaving, hand-braiding, hand-sewing, hand-decorating or similar hand operations.....	15
Manufactured Coconut	28
Metal, Plastics, Machinery, Instrument, Transportation Equipment, and Allied Industries	
Gem Stone Division.....	40
Industrial Jewel Division.....	30
Button, Bead, and Costume Novelty Jewelry Division	28
Needlework	
<i>Hand-sewing operations</i>	
Cotton Underwear and Infants' Underwear Division	15
Glove Division	
Woven and Knitted Fabric Gloves.....	18
Leather Gloves	22
Handkerchief and Household Art Linen Division	15
Infants' Wear Division.....	15
Needlepoint and Hand-Hooked Rug Division.....	15
Silk and Rayon Underwear Division.....	18
<i>Other operations</i>	
Glove Division	
Woven and Knitted Fabric Gloves	
Machine operating or any operations known to the industry by the terms "cutting," "laying-off," "sizing," "banding," and "boxing"	35
All other operations except hand-sewing.....	24
Leather Gloves	
Machine operating or any operations known to the industry by the terms "cutting," "laying-off," "sizing," "banding," and "boxing".....	40
All other operations except hand-sewing.....	24
Handkerchief and Household Art Linen Division	24
Needlepoint and Hand-Hooked Rug Division.....	24
Silk and Rayon Underwear Division.....	27
Rum and Industrial Alcohol.....	40
Straw Hat	25
Sugar Manufacturing	35
Vegetable, Fruit, and Fruit Juice Canning.....	16
Vegetable Packing	15



San Juan is a key air center in the Western Hemisphere.

Trade and Transportation

Puerto Rico manufactures very few of the goods which it consumes. With the exception of locally grown foods (which make up only some 65 per cent by bulk and 50 per cent by value of the food used in the Island) and some building materials, it imports practically everything. Buying more than \$100,000,000 worth of goods each year, the Island is one of the largest customers of the Continental United States in the world.

Superficially it might seem that the industrialization program of the Insular Government would tend to cut into trade with the Continent. Actually the opposite result is considered to be more likely.

The primary objective of the Insular Government's whole economic program is to raise the standard of living on the Island. To the extent which this end is realized, the total demand for Continental goods will increase, even though Puerto Rico is manufacturing some of the things it uses.

In most years Puerto Rico sells somewhat more than it buys. In 1928, a more or less typical year, the value of imports was \$93,342,000, and the value of exports \$103,535,000. Since 1940, however, imports have exceeded exports sometimes by as much as \$45,000,000 (1942).*

* See Tables 6 and 7, Pages 41-42, for import-export statistics.

In addition to sugar, the principal exports are rum, needlework and tobacco. The value of rum exports rose sharply during the war (to \$34,926,000 in 1944) as a result of demands on Continental distilleries for industrial alcohol. Among imports, the leading categories are foodstuffs and textiles. In recent years, Puerto Rico's annual bill for foodstuffs from the Continent has been in the neighborhood of \$30,000,000. Large Continental manufacturers in most lines maintain sales representatives and sales outlets in Puerto Rico.

Under the coastwise shipping laws, the Island is prohibited from shipping to and from the Continent in foreign boats. Normally Puerto Rico ships directly to and from New York, Baltimore, New Orleans, Mobile, Tampa, Galveston, Houston, San Francisco, Portland and Seattle. The New York and Porto Rico and Bull Lines run between San Juan and New York and Baltimore. The Waterman and

Lykes Lines connect the Island with Gulf ports, and the McCormick Line provides service from San Francisco.

Puerto Rico is linked to the United States, Latin America, and Europe by a number of steamship and air lines. The end of the war brought a dramatic expansion and improvement in plane transportation facilities. Two scheduled lines—Pan American World Airways and Eastern Air Lines—now provide service from San Juan to New York City, Miami, New Orleans, Washington, Chicago and many other cities to the North. Pan American links the Island with cities throughout South and Central America. In addition, a score of independent lines offer regular charter service between Puerto Rico and Continental United States, and two lines—Pan American and Caribbean Atlantic Airlines—operate between Puerto Rico and the Virgin Islands.



Familiar United States trade names in a Puerto Rican drugstore.





Public housing, halted during the war, is being continued by Federal and Insular Governments. This project was built with Federal funds.

Federal Activities

The United States' primary interest in Puerto Rico stems from its military importance. The Island's geographical location makes it a key point in the defense of the Panama Canal and of the North American Continent itself. According to some authorities, the advent of the atomic bomb has increased the Island's importance, from a military point of view. Since the occupation of Puerto Rico in 1898, the United States Army has maintained a military force in the Island. Headquarters of the

Tenth Naval District and of the Antilles Department of the U. S. Army are now located in San Juan. The Antilles Air Command is based at Borinquen Field.

In 1939, when it appeared that the United States might again be involved in war, further fortification of Puerto Rico was begun. Airfields were constructed in various parts of the Island, roads were built, one of the largest drydocks in the world was installed, and San Juan was armed against attack.

Because of the heavy voluntary enlistment which occurred, Selective Service was not made effective in Puerto Rico until the second year of the War. Puerto Ricans entered every branch of the service. While Puerto Rican troops went both to the Pacific and to the European fronts, they were also used to guard the Canal Zone and the Caribbean area generally.

Federal war agencies established offices in Puerto Rico soon after they were established on the Continent. The War Production Board, Office of Price Administration, War Manpower Commission, and Office of Defense Transportation, did the same work in Puerto Rico which they undertook on the Continent. The Veterans' Administration is now active on the Island.

Almost all Federal Government agencies include Puerto Rico in their fields of activity. There are the "old line" agencies such as the Customs Bureau, the Immigration and Naturalization Service, the Post Office Department, the Census Bureau, the Public Roads Administration, the Agricultural Extension Service. There are or were the "New Deal" agencies such as the Work Projects Administration, the Farm Security Administration, the Agricultural Adjustment Administration, the National Youth Administration, the Federal Public Housing Administration, and the Civilian Conservation Corps.

Of the exceptions to the rule that Federal Government activities extend to Puerto Rico, the most important at the moment is presented by the Social Security Act. Only the titles relating to Child Welfare and Public Health are operative in the Island. Legislation now pending, however, would include Puerto Rico under the other titles.

In addition to the programs applicable on a national scale, the Federal Government has occasionally devised special programs to meet the particular needs of the Island. An outstanding example is the Puerto Rico Reconstruction Administration. Through the PRRA, which was set up in 1935, the Federal Government undertook to alleviate conditions resulting from the depression of the period, and to build up the economy of Puerto Rico through the establishment of industries, encouragement of subsistence agricultural production, distribution of land to agricultural workers, and the inauguration of housing and public work projects of many kinds. This attempt, which had to be curtailed when Congress discontinued the appropriation of funds, has been carried on in part through the Farm Security Administration, the Puerto Rico Industrial Development Company, and other Federal and Insular government agencies. The taking over of the Island's food supply problems during

the War by the Office of Distribution of the Department of Agriculture, is another instance of special assistance on the part of the Federal Government.

General administrative attention is given to Puerto Rican affairs by the Department of the Interior, which took over this responsibility from the War Department in 1934. Through its Division of Territories and Island Possessions, the Department of the Interior assists the Insular Government in matters involving the Federal Government—administrative, legislative and judicial. The Governor of Puerto Rico makes his annual report to the Secretary of the Interior.

Puerto Rico receives direct financial aid from the Federal Government, both negatively and positively. Negatively, Puerto Ricans, with a few minor exceptions, pay no Federal taxes. Positively, the Internal Revenue taxes collected on Puerto Rican goods sold in Continental United States are turned back to the Insular Treasury. Much of the revenue of the Insular Government comes from such refunded Internal Revenue taxes.

The fact that Puerto Rico, belonging to the United States has fluctuated widely, but, in general, has been increasing. Figures computed by Robert L. Sammons, in a "balance of payments" study for the Office of Statistics and the University of Puerto Rico, show total government expenditures of \$2,712,000 in 1928, \$121,634,000 in 1942 and \$147,435,000 in 1943. Excluding expenditures of War Agencies, the total for 1942 was \$61,133,000 and for 1943, \$50,738,000.

The fact that Puerto Rico, belonging to the United States, is inside the United States tariff wall has determined the course of the development of the Island's economy. The inevitable result has been practically total trade dependence on the United States—both as a market for exports and a source of imports. It is admitted by those who have studied the problem, that even partial withdrawal of United States tariff protection would have disastrous effect on the Island's economy.

Insular leaders are well aware of the vital importance of the economic ties between the Island and the United States. This is reflected in the insistence of the Insular Legislative Commission that the maintenance of minimum economic conditions must be provided for in plans for Puerto Rico's future political status.

Some of the Federal Agencies Operating in Puerto Rico

Departments of Agriculture Experiment Station Extension Service Soil Conservation Service Forest Service Farm Security Administration Agricultural Adjustment Administration Bureau of Entomology and Plant Quarantine Bureau of Animal Industry	National Labor Relations Board Federal Works Agency Public Roads Administration Treasury Bureau of Internal Revenue (Customs) Coast Guard
Public Health Service National Housing Agency Federal Public Housing Authority Federal Housing Administration Reconstruction Finance Corporation Farm Credit Administration Department of Labor Fair Labor Standards Act Conciliation Service	Post Office Department Department of Justice Immigration Service Federal District Court Federal Bureau of Investigation War Department Navy Department Veterans Administration

Statistics

Table 1: Population by Sex, Race, and Rural and Urban, Puerto Rico, 1899 to 1940

Year	Population	Male	Female	White	Negro	Rural	Urban
1899	953,243	472,261	480,982	589,426	368,817	814,540	138,703
1910	1,118,012	557,301	560,711	732,555	385,457	893,392	224,620
1920	1,299,809	647,825	651,984	948,709	351,100	944,668	355,141
1930	1,543,913	771,761	772,152	1,146,719	397,194	1,116,692	427,221
1940	1,869,255	938,280	930,975	1,430,744	438,511	1,302,898	566,357

SOURCE: 16th Census of the United States, 1940: Puerto Rico.

Table 2: Cities and Towns of 10,000 or More Inhabitants, Puerto Rico, 1930 and 1940

Town	1930	1940	Percent Increase
San Juan	114,715	169,247	47.5
Ponce	53,430	65,182	22.0
Mayagüez	37,060	50,376	35.9
Caguas	19,791	24,377	23.2
Arecibo	12,863	22,134	72.1
Río Piedras	13,408	19,935	48.7
Guayama	10,953	16,913	54.4
Bayamón	12,986	14,596	12.4
Aguadilla	10,952	13,468	23.0

SOURCE: 16th Census of the United States, 1940: Puerto Rico.

Table 3: Area and Population Density of Selected Countries, 1940 or Nearest Available Year

Country	Year	Area (Square Miles)	Population per Square Mile
Barbados	1938	166	1,162.7
Java and Madura	1941	51,032	963.0
England and Wales	1940	58,340	713.0
Belgium	1940	11,775	713.0
Netherlands (Holland)	1940	12,741	693.3
PUERTO RICO	1940	3,423	546.1
Jamaica	1938	4,404	266.6
India	1941	1,581,466	245.9
El Salvador	1940	13,176	132.4
Cuba	1940	44,164	96.3
Dominican Republic	1940	19,325	85.6
United States	1940	2,977,128	44.2
Rhode Island	1940	1,058	674.2
Massachusetts	1940	7,907	545.9
Connecticut	1940	4,899	348.9
Maryland	1940	9,887	184.2
Washington	1940	66,977	25.9
Texas	1940	263,644	24.3
Kansas	1940	82,113	21.9
Colorado	1940	103,967	10.8
New Mexico	1940	121,511	4.4
Mexico	1938	787,746	24.7
Venezuela	1940	352,143	10.3

SOURCES: Sixteenth Census of the United States, 1940; Statistical Year Book of the League of Nations, 1935 and 1942; The New International Year Book, 1939; the Statesman's Year Book, 1940; Population and Population Statistics of the Caribbean Area by Forrest E. Linder, 1941, Bureau of the Census.

Table 4: Population, Percent Increase, Birth and Death Rates of Selected Areas, 1900 to 1940

Country	Year	Population	Percent Increase	Date	Birth Rate (x)	Death Rate (x)
United States	1900	75,994,575		1900	xx	17.2
	1910	91,972,266	21.0	1910	xx	14.7
	1920	105,710,620	14.9	1920	23.7	13.0
	1930	122,775,046	16.1	1930	18.9	11.3
	1940	131,669,275	7.2	1940	17.9	10.8
Belgium	1900	6,693,548		1911-13	22.7	15.3
	1910	7,423,784	10.9	1921-25	20.4	13.4
	1920	7,465,782	0.6	1926-30	18.6	13.7
	1930°	8,092,004	8.4	1931-35	16.8	12.9
	1940°°	8,396,000	3.8	1940	13.4	16.1#
	1942°°	8,238,000##	-1.9	1942	12.9	14.6#
Netherlands (Holland)	1889	4,511,415		1911-13	28.1	13.1
	1909	5,858,175	29.9	1921-25	25.7	10.4
	1920	6,565,314	12.1	1926-30	23.2	9.9
	1930°	7,935,565	20.9	1931-35	21.2	8.9
	1940°°	8,834,000	11.3	1940	20.8	9.9#
	1942°°	9,076,000	2.7	1942	21.0	9.5#
Jamaica	1921°	858,118		1921-25	36.4	23.4
	1938°°	1,173,645	36.8	1935	33.6	17.7
	1941°°	1,223,000	4.2	1941	29.3	14.3
Puerto Rico	1899	953,243		1900-04	38.0	27.1
	1910	1,118,012	17.3	1910-14	38.6	21.8
	1920	1,299,809	16.3	1920-24	42.3	21.2
	1930	1,543,913	18.8	1930-34	40.1	20.6
	1940°	1,869,255	21.1	1940	38.7	18.4
	1944°°	2,017,784	7.9	1944	41.0	14.8

x Per 1,000 population.

xx Data not available.

° Last census.

°° Estimate.

Including military deaths.

Excluding 41 communes of Eupen, Malmedy, etc., annexed by Germany.

SOURCES: 16th Census of the United States, 1940; Statistical Year Book of the League of Nations, 1935 and 1942; Handbook for the Netherlands and Overseas Territory, 1931; Statesman's Year Book, 1940.

BASIS OF SELECTION: Except for the United States, comparable size or population density.

Table 5: Education Statistics, Puerto Rico, 1900 to 1946

Year Ending June	Population	Number of Schools			Number of Teachers (Public)	Children in Day Schools			School Population (6-18 yrs.)	Percent of School Population in School
		Public	Private	Total		Public	Private	Total		
1900	953,243	x	x	x	582	34,009	x	34,009	322,393	10.5
1910	1,118,012	x	x	x	1,807	95,342	x	95,342	361,967	26.3
1920	1,299,809	x	46	x	3,286	181,658	5,823	187,481	438,743	42.7
1930	1,543,913	x	31	x	4,451	221,189	5,738	226,927	530,148	42.8
1940	1,869,255	1,773	54	1,827	6,294	286,098	14,023	300,121	597,198	50.3
1944	2,011,216	1,851	57	1,908	7,346	309,595	15,479	325,074	642,107	50.6
1945	2,012,167	1,939	57	1,996	8,062	330,870	14,220	345,090	648,230	52.7
1946	2,045,793	2,038	59	2,097	8,881	349,959	14,985	364,944	663,376	54.4

x Data not available.

SOURCE: Puerto Rico Department of Education.

Table 6: Value of Principal Imports into Puerto Rico, Years Ending June 30, 1940 to 1945 and 1935-39 Average (In thousand dollars)

Imports	1935-39 av.	1940	1941	1942	1943	1944	1945
TOTAL VALUE	85,697	107,030	128,034	152,235	83,792	112,299	123,904
Foodstuffs, total	27,104	29,713	34,447	44,894	20,046 ¹	11,709 ¹	25,471 ¹
Rice	7,497	7,782	8,975	9,613	3,517	46	—
Dried beans	1,445	1,957	1,848	1,876	613	232	249
Codfish	1,094	1,286	1,657	2,186	2,484	163	—
Wheat flour	2,067	1,914	1,856	2,320	759	18	510
Meat products	3,948	3,911	4,662	6,411	3,256	950	3,161
Other	11,053	12,863	15,449	22,488	9,417	10,300	21,551
Textile fibers and manufactures	15,964	20,205	18,330	23,768	19,127	28,908	33,382
Cotton manufactures	10,637	10,446	9,452	12,689	10,522	17,086	18,851
Wool manufactures	575	716	1,007	1,129	349	912	1,488
Silk manufactures	910	2,597	970	909	477	442	63
Rayon and other synthetic textiles	1,662	2,955	3,923	5,245	5,398	8,622	10,170
Other textile fibers and manufactures	2,175	3,491	2,978	3,796	2,381	1,846	2,810
Machinery and vehicles	7,581	10,415	17,231	17,352	3,540	6,596	8,381
Automobiles, other vehicles and parts	2,869	4,079	7,372	6,205	429	1,264	2,586
Electrical machinery	1,905	2,415	3,997	5,009	1,410	2,145	1,601
Industrial machinery	2,083	2,989	4,831	4,835	1,408	2,515	3,178
Agricultural machinery and implements	414	664	600	781	211	499	722
Office appliances	205	231	352	486	72	106	217
Printing and bookbinding machinery	97	37	79	35	9	67	78
Other	8	—	—	1	1	—	—
Metal and manufactures	5,620	8,576	10,966	10,825	2,530	4,828	6,897
Iron and steel manufactures	4,873	7,664	7,184	7,286	1,694	3,441	6,897
Other metals and manufactures	747	912	3,782	3,539	836	1,387	—
Chemicals and related products	6,880	8,296	9,752	10,556	8,391	13,729	14,301
Fertilizer and materials	2,791	3,389	3,842	2,984	1,944	4,697	4,897
Soap and toilet preparations	1,589	1,714	1,948	2,610	1,170	2,502	2,168
Medicinal and pharmaceutical prep.	1,162	1,475	1,892	2,395	3,005	3,673	4,164
Industrial chemicals, including specialties	640	798	775	1,009	952	1,283	1,459
Pigments, paints and varnishes	633	799	1,045	1,339	736	1,505	1,551
Other (explosives and coal-tar products)	66	121	250	219	584	69	62
Non-metallic minerals	5,540	8,021	10,343	12,111	9,713	10,220	6,352
Petroleum and products	3,289	4,773	5,586	7,112	6,410	614	609
Glass and glass products	755	1,187	1,694	2,574	1,596	7,659	3,038
Clay and clay products	502	724	892	638	239	672	718
Other	995	1,337	2,171	1,787	1,468	1,275	1,987
Wood and paper	4,633	6,190	8,405	10,154	3,080	7,789	7,370
Wood and manufactures	2,916	3,903	5,733	5,880	928	2,369	3,298
Paper and manufactures	1,683	2,210	2,553	4,115	2,075	5,029	3,869
Cork and manufactures	34	77	110	159	77	391	203
Footwear (including rubber)	2,917	3,700	4,318	4,949	4,670	8,960	4,359
Cigarettes	3,081	4,090	4,923	7,139	3,452	7,264	3,867
Other imports	6,377	7,824	9,319	10,487	9,243	12,296	13,524

¹ Includes shipments received by private merchants only. Does not include shipments brought by the Federal Office of Distribution since November, 1942.

SOURCE: Annual Books on Statistics of Puerto Rico, 1935 to 1945. P. R. Department of Agriculture and Commerce.

Table 7: Value of Principal Exports from Puerto Rico, Years Ending June 30, 1935 to 1946
(In thousand dollars)

Exports	1935-39 av.	1940	1941	1942x	1943x	1944x	1945x	1946x
TOTAL VALUE	93,603	92,347	87,884	106,374	92,196	147,736	116,204	157,633
Sugar	59,272	57,329	58,618	59,309	56,669	60,809	41,372	77,581
Molasses	1,235	713	657	1,448	312	1,812	1,793	2,640
Rum	2,451	5,568	6,832	13,077	9,578	34,926	13,927	12,487
Tobacco and manufactures	8,651	6,092	7,789	10,806	9,588	7,881	22,291	21,399
Needlework	16,025	15,696	5,875	12,012	6,938	17,422	21,042	26,563
Coffee	158	422	892	1,060	199	xx	xx	xx
Fruits, Fresh, Canned or Preserved	1,627	1,480	1,451	1,359	946	1,785	12,431	3,628
Other	4,184	5,047	5,770	7,303	7,966	23,101	3,348	13,335

x Shipments to the United States only; no data available on exports to foreign countries.
xx Less than 200 dollars.

SOURCE: Annual Book of Statistics on Puerto Rico, 1935 to 1943. P. R. Department of Agriculture and Commerce.

Table 8: Movement of People Entering and Leaving Puerto Rico, 1909 to 1945
(By five year periods 1909-1943)

Year Ending June 30th	Incoming		Outgoing		Balance	
	Incoming	Outgoing	Gain	Loss	Gain	Loss
1909-1913	25,654	17,351	8,303			
1914-1918	39,900	47,360		7,460		
1919-1923	82,572	90,534		7,962		
1924-1928	86,200	112,551		26,351		
1929-1933	96,834	101,319		4,485		
1934-1938	102,626	111,025		8,399		
1939-1943	120,351	132,167		11,816		
1944	22,416	29,964		7,548		
1945	22,727	37,521		14,794		
TOTAL	599,280	679,792		80,512		

SOURCE: United States Immigration and Naturalization Service, San Juan, P. R.

Table 9: Estimates of the Labor Force, Employment by Industry, and Unemployment, Puerto Rico, July 1945

Industry	Number of Persons
Labor Force	675,000
Employment	
Agriculture	217,900
Sugar Cane	96,000
Tobacco	26,800
Coffee	22,600
Other Farms	72,500
Mining	1,000
Construction	15,000
Manufacturing	105,000
Transportation and Communication	35,000
Commerce	69,800
Banking and Insurance	2,000
Services, Except Domestic	40,000
Services, Domestic	45,000
Government	27,000
Subtotal	557,700
Armed Forces	45,000
Total Employment	602,700
Unemployment	72,300

Reproduced from: Report on a study of unemployment compiled by a committee of economists appointed by the President of the Senate (Unpublished).

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PUERTO RICO — ITS PLACE IN THE CARIBBEAN



FLORIDA

Havana

CUBA

B
A
H
A
M
A
S

Windward Passage

Tortuga

HAITI

DOMINICAN
REPUBLIC

Gonave I.

Port au Prince

Ciudad Trujillo

Soana I.

Mona Passage
Mona I.

San Juan
PUERTO RICO

Culebra I.

Vieques I.

BRITISH VIRGINS

ST. JOHN

ST. THOMAS

ST. CROIX

ST. CHRISTOPHER

SABA

ST. EUSTATIUS

NEVIS

ANTIGUA

MONTSERRAT

GUADELOUPE

DOMINICA

MARTINIQUE

ST. LUCIA

ST. VINCENT

BARBADOS

NICARAGUA

C A R I B B E A N

S E A

A T L A N T I C O C E A N

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