

**GENERAL
ASSEMBLY****ASSEMBLEE
GENERALE**A/320
25 July 1947

ORIGINAL: ENGLISH

INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

Summary and Analysis of Information transmitted
under Article 73(e) of the Charter

Report of the Secretary-General

(Item 28(a) of the Provisional Agenda of the Second Regular Session)

SUMMARY OF INFORMATION TRANSMITTED (1)
BY THE GOVERNMENT OF THE UNITED STATES OF AMERICA

By letter of 27 June 1947 the Secretary of State of the United States of America transmitted information under Article 73(e) of the Charter, in respect of the following territories:

Territory of Alaska
American Samoa
Guam
Territory of Hawaii
Puerto Rico
Virgin Islands of the United States

The Secretary of State's communication concludes as follows:

"In view of the statements made by the Delegation of Panama in the last session of the General Assembly with reference to the action of the United States in transmitting information to the Secretary-General on the Panama Canal, the United States is not transmitting information on the Panama Canal, pending clarification of this question with the Republic of Panama.

"It is recalled that the General Assembly during the Second Part of the First Session agreed not to attempt, for the time being, the task of establishing criteria for determining the territories which are non-self-governing territories within the meaning of Article 73(e) of the Charter. Therefore, the United States, as last year, is transmitting information on the basis of a purely pragmatic approach to this question and without prejudice as to the territories on which information will in future be sent.

1) By virtue of Resolution No. 66 (I) of the General Assembly, this summary is also being laid before the ad hoc Committee on the transmission of information under Article 73(e) of the Charter.

It has not been thought practicable or necessary to transmit information on certain minor island possessions which are uninhabited or sparsely populated."

C O N T E N T S

	<u>Page</u>
Alaska	4
American Samoa	16
Guam	23
Hawaii	32
Puerto Rico	40
Virgin Islands	55

INFORMATION TRANSMITTED FOR THE YEAR 1946.

The information transmitted is arranged in five parts, namely, General Information, Economic Conditions, Social Conditions, Educational Conditions, and a Pictorial Supplement. *

Under General Information the topics covered are Geography, People, History and Government. The part on Economic Conditions covers Natural Resources, Industries, Commerce, Taxation, Bank Deposits, and Cost of Living. The part on Social Conditions covers Human Rights, Labor Force, Wages, Unemployment Benefits, Public Health and Sanitation. There are no subheadings under the part on Educational Conditions.

GENERAL INFORMATION

Geography

Alaska is the largest peninsula on the North American continent with an area of 586,400 square miles (land and water). It is somewhat larger than the combined areas of the states of Texas, California and Montana. It is bounded on the north by the Arctic Ocean and on the south and southwest by the Pacific Ocean. Its eastern boundary adjoins Canada.

People.

According to the sixteenth census of the United States (1940), Alaska's population was about 73,000, giving Alaska an average population density of 1/8 of one person per square mile. During the war years, this figure of 73,000 was augmented by many tens of thousands - soldiers, sailors, and civilian war workers. Alaska's population increased in the decade 1930 to 1940 at a rate three times faster than that of the states as a whole. In 1940 when the population of Alaska totalled 72,524, there were, in addition to a white population of 39,170, some 15,506 Eskimos, 11,233 Indians, and 5,599 Aleuts. These non-white indigenous groups therefore composed about 45% of the total population of the territory in that year.

The Eskimos are scattered over some 2,000 square miles of Bering Sea and Arctic Ocean Coast and along the Lower Yukon and Kuskokwim River Valley. More than any other indigenous group in Alaska, the Eskimos have preserved their language, customs, and traditions.

The Indian population comprises several linguistic stocks of which the Athapascans and the Tlingits are the most numerous. The Athapaskan Indians are scattered in small villages through Interior and South Central Alaska, living largely by fishing and hunting. The Tlingit Indians live on the islands and broken coasts of South East Alaska. The Tlingits have adjusted themselves rather readily to the economy and mode of life of this region. Many own their own boats and fish as independent operators during the fishing season; others work in canneries, mines, boat yards, and machine shops.

* Information prepared by the U. S. Department of Interior in cooperation with the Governor of Alaska.

The Aleuts live in the Aleutian Islands, on the islands bordering the Alaskan Peninsula, and on parts of the Peninsula itself. Some work in canneries or on fox farms, but the majority engage in fishing or the operation of boats. Before the war, there were two colonies of Aleuts on the Pribilof Islands where they worked as sealers.

The following table, taken from the 1940 census gives the population of Alaska according to race and linguistic stock in the years 1939 and 1929 and shows the percentage of change within the decade for each racial or linguistic group:

Race or linguistic stock	1939	1929	Percent of total for all races	
			1939	1929
All races, total	72,524	59,278	100.0	100.0
White, total	39,170	28,640	54.0	48.3
Native stock, total	32,458	29,983	44.8	50.6
Aleut	5,599	19,028	7.7	32.1
Eskimo	15,576		21.5	
Indian, total	11,283	10,955	15.6	18.5
Athapascan	4,671	4,935	6.4	8.3
Haidan	655	588	.9	2.0
Tlingit	4,643	4,462	6.4	7.5
Tsimshian	881	845	1.2	1.4
U.S., Canadian, and unknown stocks	433	125	.6	.2
Japanese	263	278	.4	.5
Other and unknown races	633	377	.9	.6

The population trend by decades shows:

Illiteracy among Alaskan whites is negligible. Illiteracy among Indians and Eskimos is gradually being reduced.

The proportion of women to men is gradually increasing, indicating that Alaska is progressing from a transient country of transient, single men to a permanent home of families.

The principal cities and their population as of 1945 are as follows: Ketchikan, 7,000; Juneau, 7,000; Anchorage, 10,000; Fairbanks, 5,600.

Approximately two-thirds of Alaska's permanent (1947 estimate: 90,000) inhabitants are American-born whites. Most white persons of foreign birth resident in the Territory are naturalized citizens. Many of these have come from northern European countries like Norway, Sweden and Finland. Nearly one-fourth of the white persons enumerated in the 1940 census were born in Alaska.

History

In 1867 the United States and Russia concluded a treaty and Alaska was sold to the United States.

In the years between its acquisition from Russia in 1867, and the gold discoveries in 1898, the Territory lay dormant, almost entirely unexplored and with virtually no utilization of its resources by any except an occasional whaler and a few fishermen. The Territory was administered by the United States Navy.

In 1898, following gold discoveries, American penetration began, although Alaska's economy did not become welded by transportation routes until long after the first World War when the Alaska Railroad had been completed and the airplane had begun to make its appearance. Since that time, Alaska's economy has developed impressively.

Government

Alaska's Territorial Government is divided into executive, legislative and judicial branches. The executive power is vested in the Governor, who is appointed to a four-year term by the President. The Governor may veto any bill passed by the Legislature within three days after it is presented to him. The Legislature may override the veto by a two-thirds majority vote of all members of each house.

The people of Alaska, whites, Indians and Eskimos, are citizens of the United States. They have the right to vote for their own legislators and various Territorial officials. The Territorial Legislature, consisting of sixteen Senate members and twenty-four Representatives, constitutes the legislative power in Alaska. The term of each member of the Senate is four years, while Representatives enjoy a two-year tenure.

Alaska elects its Delegate to Congress. He represents the Territory, is a member of a number of committees in the House of Representatives, can speak on the floor, introduce bills, but has no vote.

Executive Departments of the Federal Government exercise the same administrative responsibilities in Alaska as in the United States, and virtually every Executive branch of the Government is represented.

The Department of Justice administers the law in Alaska much as elsewhere in the United States, except that in Alaska there is no legal branch of the local Government. The laws of the land, therefore, are administered exclusively by the Federal Government, except in municipalities, which administer their own local laws and dispense justice relevant to minor infractions of the peace and of local ordinances.

The Department of Justice United States District Court System comprises four judicial divisions. The Federal Bureau of Investigation maintains offices at key points. Offices of the Department's Immigration and Naturalization Service also operate.

The Department of the Interior is responsible for land management and is charged with administrative responsibility for wildlife and fisheries, Indian Affairs, mineral resources, the Alaska Railroad, national parks and monuments, etc.

The Department of Agriculture is responsible for conservation

of forest areas and for administration of the National Forests. The Department also maintains agricultural experiment stations, an extension service at the University of Alaska, and a Farm Security Administration office.

The Department of Commerce recently opened an office for the problems of small businesses and to stimulate an influx of new businesses. The Department has a network of Civil Aeronautics facilities throughout the Territory, and maintains a Regional Office of the Civil Aeronautics Board, a Magnetic Observatory of the Coast and Geodetic Survey, and weather stations throughout the Territory.

The Department of Labor is represented with its Conciliation Service and its Wages and Hours Division.

The War Department's Alaska Communications System--a branch of the U.S. Army Signal Corps--is responsible for the majority of communications throughout the Territory. The United States Engineer Office of the Department is responsible for rivers and harbor works.

The Treasury Department also operates in the Territory.

Other Federal agencies in Alaska include the Federal Communications Commission, the Federal Security Agency and the Federal Works Agency.

On August 24, 1912, by Congressional Act, Alaska became an incorporated territory of the United States. The Alaskan people have enjoyed considerable self-government since that time. Alaska's local laws have kept pace with the best in the States. The provision of women's suffrage was the first act of the Territorial Legislature in 1913. The Territory was among the first to enact and enforce eight-hour-day laws, a workmen's compensation act and social security measures. In March 1946, the Legislature established veteran benefits; Alaska now has a revolving fund of \$3,250,000 for loans and bonuses; loans up to \$2,500 are made for educational and personal purposes; and a veteran desiring to start a home, a farm, or go into business for himself may borrow up to \$10,000 at low rates of interest.

Alaskans long have contemplated Statehood as the ultimate goal. In October 1946, a referendum showed popular sentiment approximately 3 to 2 in favor of the change in status. Numerous bills had been introduced in the Congress of the United States calling for statehood for Alaska. With the popular referendum of 1946 in support, the Delegate to Congress from Alaska introduced another bill for Alaskan statehood and, for the first time, Congressional hearings were held on the matter. Although no action has yet been taken, the Sub-Committee conducting the hearings has planned an official trip to the Territory for the summer of 1947 to study the proposal for statehood at close hand.

ECONOMIC CONDITIONS

Natural Resources

Alaska's natural resources apparently are limitless. Since "gold rush" days, transportation difficulties and other handicaps have concentrated the work of Alaska's miners on such minerals as gold with high unit values in comparison with their bulk. Of the billion-dollar yield from Alaska mines to date, about 70 percent of this value has been in gold. About 25 percent has been copper. The remaining five percent came from silver, tin, tungsten, lead, chromium, platinum metals, antimony, quicksilver, coal, marble, limestone, gypsum and petroleum. Iron, nickel, zinc, molybdenum, bismuth, asbestos, barite, garnet, graphite, and sulphur still await widespread commercial production.

Mining is Alaska's second most important industry. Large and rich mineral areas continue to go unexplored as well as undeveloped.

Other natural resources include Alaska's fisheries. These include, among others, crab fishing, tuna fishing and herring catches, and the attendant oil and other products to be derived from such catches.

Another vast natural resource is Alaska's forests. Two national forests in the Territory are administered by the United States Forest Service. They extend along the greater part of the coastal region that lies between the Canadian boundary at Portland Canal on the south, and Cook Inlet on the north, and cover about 5.5 percent of Alaska's total area. The Tongass Forest, almost coextensive with southeastern Alaska, has an area of 16,000,000 acres. The Chugach, with 4,800,000 acres, embraces the lands around Prince William Sound, the eastern half of the Kenai Peninsula and Afognak Island.

The estimated stand is 78,500,000,000 board feet measure on the Tongass, and 6,260,000,000 board feet measure on the Chugach.

Industries

Technical problems, such as the aboriginal rights of Indians to certain lands in which pulp and paper industrialists are interested, continue to halt temporarily much of the expansion which seems certain to come in the near future.

The manufacture of pulp and paper, particularly newsprint paper, is the great potential forest industry of Alaska. The extensive forests of spruce and hemlock are well-suited to this use. More than a million tons of newsprint annually, or more than one-fourth of the present requirements of the United States, can be produced in perpetuity under proper management of the growing timber stands. A number of west coast paper manufacturers are ready to establish industries in southeast Alaska as soon as certain technical obstacles have been eliminated.

In the fisheries industries, a total of 23,836 persons earned a livelihood in commercial fishing during 1945. Of these, 14,192 were whites, 6,492 Alaska Indians and Eskimos, 2,913 Filipinos, 96 Negroes, 67 Mexicans and the remainder divided among other nationalities or unknown.

The commercial catch of salmon was 77,971,593 by all forms of gear, of which 3,588,245 were cohoes; 8,221,118 chums; 50,458,900 pinks; 608,206 kings, and 15,095,934 reds. This was an increase of 8 percent over the preceding year's catch.

The salmon pack in 1945 amounted to 4,354,569 cases valued at \$44,757,680.

23 herring plants were operated as compared with 17 in 1944, and products of this industry totaled 47,444,544 pounds valued at \$2,973,500.

The Alaska halibut catch in 1945, totaled 25,203,385 pounds with a value of \$3,547,719, in addition to 1,129,541 pounds of halibut livers and viscera valued at \$667,475.

22 clam operators in central and southeastern Alaska produced 926,899 pounds of clam products in 1945, valued at \$543,865.

Operations in the shrimp industry were again confined to the Wrangell-Petersburg area of southeastern Alaska, and four operators in that vicinity produced 214,806 pounds of cold packed shrimp meat valued at \$177,400.

Farming in Alaska is another industry susceptible of great potential development. At the present time, nearly all farming is centered in the Matanuska Valley, although there are a few farmers scattered throughout the Tanana Valley near Fairbanks. Of the estimated 2,000,000 acres of arable land in Alaska, only 12,000 acres actually are under cultivation at this time. The produce from developed acreage is of fine quality and enormous size.

The number of fur-seal skins taken at the Pribilof Islands in 1945 was 76,964. During the fiscal year 1946, two public auction sales of fur-seal skins were held at St. Louis, Missouri, for the account of the Government, with total combined sales of 51,440 skins amounting to \$4,031,627.50.

Total receipts on the Alaska national forests for timber stumpage during the fiscal year 1946, amounted to \$55,691.40. Twenty-five percent of all such receipts are transferred to the territorial government for use on roads and schools. Since 1909, \$700,067.02 has been turned over to the Territory for this use.

In the raw fur industries, mink in the fiscal year 1946 again assumed the lead in value of production, with 31,339 mink selling for \$564,102. Beaver were second, with 9,553 beavers valued at \$236,590, while in third place, 152,542 muskrat were valued at \$274,574. White foxes numbering 3,652 were valued at \$102,256. Marten having been closed over most of Alaska, only 453 marten were trapped and sold, bringing \$27,180.

Gold mining having been virtually at a standstill since 1941, the only noteworthy production in the mining field has been coal which, during 1945, amounted to approximately 300,000 tons, a decrease from the record production of the previous year, of 50,000 tons.

The potentialities for a profitable tourist industry in Alaska are boundless. At present, however, widespread adequate tourist facilities are lacking.

Commerce

The volume of commerce between the States and Alaska had reached a total of almost four billion dollars by the end of 1944. Of this, more than 2½ billion dollars was the value of Alaska's shipments of furs, fish, gold, silver and other products to the States, and nearly 1½ billion dollars was the value of shipments of foodstuffs, clothing, machinery, etc., from the States to Alaska.

The table below, compiled by the collector of customs, shows the value of such shipments for the calendar years 1941 through 1945:

Alaska to	1941	1942	1943	1944	1945
United States					
Canned salmon...	\$52,113,213	\$45,886,001	\$52,119,736	\$50,488,747	\$45,852,327
All other fish & fish products	7,349,990	6,863,746	9,763,776	12,100,973	16,331,098
Fur skins.....	4,274,165	1,354,410	7,171,955	4,006,091	5,798,120
Gold.....	17,848,450	12,104,445	1,980,296	1,009,125	778,081
Silver.....	82,000	35,040	20,092	6,818	705
All other products...	<u>3,956,800</u>	<u>3,595,593</u>	<u>4,103,471</u>	<u>5,762,750</u>	<u>5,305,446</u>
Grand Total	85,624,618	70,339,345	75,164,326	73,374,504	74,065,777

SHIPMENTS OF MERCHANDISE FROM THE UNITED STATES TO ALASKA - 1944

	<u>Value</u>
Total value	\$62,042,363
Animals and animal products, edible.....	6,617,977
Animals and Animal products, inedible.....	1,535,697
Vegetable Food Products and Beverages.....	14,410,685
Vegetable Products, inedible, except fibers and wood.....	1,372,756
Textile Fibers and Manufactures.....	5,494,131
Wood and paper.....	3,510,702
Non-metallic minerals.....	6,242,623
Metals and Manufactures, except Machinery and Vehicles.....	7,555,412
Machinery and vehicles.....	7,574,282
Chemical and Related Products.....	1,661,568
Miscellaneous.....	5,536,530

A comparison of Alaska's imports and exports from 1937 to 1944 inclusive follows. The war-busy years reversed the historic and theretofore unbroken trend by which Alaska always shipped more goods to the States than it imported in return. The year 1944, however, saw a slackening of the feverish war activity in Alaska, and the old trend was restored.

<u>Year</u>	<u>Imports</u>	<u>Exports</u>
1937.....	\$42,860,774	\$80,566,357
1938.....	42,676,441	77,658,572
1939.....	44,262,710	62,378,484
1940.....	48,039,460	61,162,457
1941.....	82,029,238	67,699,708
1942.....	89,497,621	58,199,935
1943.....	73,558,798	73,164,753
1944.....	62,042,363	72,359,111*

* Due to wartime restrictions, gold and silver mining had almost entirely ceased in Alaska. Of the total exports, just over a million dollars was in gold and silver whereas in 1940 those items accounted for 21 million dollars.

Taxation

The Organic Act of Congress, which is Alaska's constitution, permits the Territory to charge up to one percent property tax. However, no such tax has been imposed by the Territorial Legislature. Municipalities are permitted to collect up to two percent on the valuation of real and personal property.

A variety of license and income taxes is imposed on specific industries. Summarized, these taxes are an inheritance tax, a sales profit tax, school tax, mining license taxes, motor vehicle tax, fishermen's licenses, liquor excise taxes, and miscellaneous license taxes.

The canned salmon industry, liquor and the mines (when operating) pay the bulk of the revenue received by the Territory. There is a temporary tax of one-half of one percent on the gross value of manufactured exports to the States, or on wholesale sales in the Territory, and one percent on the gross income of retail sales and services. This tax is to expire when the fund under it reaches \$3,500,000. It was passed at a special session of the legislature in 1946 to raise money to assist returning war veterans.

The \$5 annual school tax is about the only direct tax the Alaskan resident or individual pays to the Territory.

Effective January 1, 1946, the responsibility of collecting and enforcing the payment of the various license and excise taxes levied under the Territory's laws was transferred from the territorial treasurer to the newly-created department of taxation. From January 1, 1946, until June 30, 1946, the department of taxation collected license fees and excise taxes totalling \$1,071,828.18, including \$4,842.67 in delinquent taxes. Approximately 82.7 percent of the licenses and taxes collected fall into five categories and all other licenses and taxes represent only 17.3 percent of the total revenues collected. This is shown in the following table:

	<u>Amount</u>	<u>Percent of Total</u>
Salmon canneries - pack tax	\$308,560.40	28.6
Fish trap licenses	155,181.40	14.6
Excise taxes (liquor)	294,608.76	27.6
License plates	67,320.30	6.3
Mines and mining (gross 3% tax)	60,223.91	5.6
All other	<u>185,733.41</u>	<u>17.3</u>
	\$ 1,071,828.18	100.0

Bank deposits

There are fifteen territorial and four national banks in Alaska. Aggregate banking figures for the Territory on June 30, 1946, were as follows: capital \$1,145,000.00; surplus and net undivided profits, \$2,347,125.77; deposits, \$55,233,627.56. Totals for the previous year were capital \$1,035,000.00; surplus and net undivided profits, \$2,208,408.27; deposits, \$55,331,987.10.

12
Cost of Living

Essentials such as food generally cost more in Alaska than in most parts of the States; many standard items in food and clothing cost approximately the same as in the States, and rents are probably not higher than in many American cities.

From March 15, 1943 to September 15, 1945, retail prices advanced 5.1 percent in Anchorage, 2.6 percent in both Fairbanks and Juneau.

SOCIAL CONDITIONS

Human Rights

The Organic Act of Alaska, promulgated August 24, 1912, specifically extends the Constitution and Laws of the United States to the Territory, as follows:

"The Constitution of the United States and all the laws thereof which are not locally inapplicable shall have the same force and effect within the said Territory as elsewhere in the United States. All the laws of the United States passed prior to August 24, 1912, establishing the executive and judicial departments in Alaska shall continue in full force and effect until amended or repealed by Act of Congress; except as herein provided, all laws in force in Alaska prior to that date shall continue in full force and effect until altered, amended or repealed by Congress or by the (Territorial) Legislature."

Human rights in Alaska, generally, are identical with the rights of all American citizens, only excepting that they do not vote in national elections because the Territory has no representation in the Electoral College. Aside from this, its qualified residents may vote in Territorial elections, have the right of appeal to United States Circuit Courts in civil and criminal judgments, and to still higher courts when deemed necessary.

There are no laws in Alaska in conflict in any way with the Constitution. Individuals are guaranteed the same freedoms as they are elsewhere in the United States. They have the same rights of free speech, freedom of worship and free elections enjoyed by all United States citizens. Racial discrimination in Alaska is unknown and is, in fact, illegal. The fact that Indian and Eskimo children attend their own schools is due largely to geographical conditions and to conditions of health. Nowhere in the Territory, however, are children of Indian or Eskimo blood, denied by law the right to attend any school available.

Indians and Eskimos alike, are admitted to private hospitals where facilities operated by the Alaska Native Service are unavailable.

Labor Force

Due to its small population, Alaska does not have a large surplus labor force. Many of those who work in the fisheries or other seasonal occupations are available for work at other times of the year.

The 1939 census showed 32,851 persons in the Alaska labor force. At that time, 3,915 of those were on public emergency work or seeking employment

Of those employed in 1939, the division by class of work was as follows:

Agriculture, Forestry, Fisheries	8,358
Mining	4,997
Construction	1,453
Manufacturing	3,187
Transportation, Public Utilities	2,522
Wholesale, Retail trade	2,768
Finance, Insurance, Real Estate	172
Business and Repair services	263
Personal services	1,329
Amusement and Recreation	137
Professional and related services	1,667
Government	1,790
Other	293

Wages

The studies of the Bureau of Labor Statistics show that most Alaskan wage rates are higher than for similar occupations in the States.

The 1944 study of the Bureau showed wage rates as high as \$1.78 an hour in Fairbanks for automotive mechanics (\$1.27 in Ketchikan, \$1.55 in Juneau), \$1.85 an hour for pharmacists in Anchorage (\$1.13 in Ketchikan, \$1.44 in Juneau), and \$2.19 an hour for short-order cooks in Fairbanks (\$1.44 in Juneau and Ketchikan). These same statistics show the big variation in wage rates from one Alaskan community to another.

The Bureau reported in Anchorage, female hand pressers in dry cleaning establishments received \$1.38 an hour in July, 1944, while the more skilled group of workers, female spotters, received \$1.28 an hour. In the Portland-Vancouver district hourly earnings of the less skilled group were 80 cents and for the more skilled group \$1.09. Similar differences in the relationship of occupational wages as well as in the size of the wage spread was found among other groups of workers.

The following is the average straight time hourly earnings of workers in certain fields in July, 1944. The Alaska Labor Commissioner has not reported changes in these scales since that year. (The figure is for either Ketchikan or Juneau, whichever reported the higher average. These two communities on the whole paid similar wage rates. Fairbanks and Anchorage rates averaged somewhat higher.)

Bank tellers \$1.33, cold storage workers \$1.19 to \$1.31, department store clerks \$1.19 (women 76 cents), registered pharmacists \$1.44, female soda fountain clerks 69 cents, butchers \$1.40, grocery clerks \$1.13 (women 89 cents), hardware clerks \$1.14, hotel clerks \$1.06, chamber-maids 68 cents, motion picture projectionist \$1.44, theater cashiers 59 cents, theater ushers 48 cents, hand bookkeeper \$1.34 (women \$1.04) women bookkeeping machine operators \$1.22, accounting clerks \$1.13, stenographer class A \$1.07, female laundry finisher 75 cents, laundry marker 86 cents, women hand pressers in dry cleaning 94 cents, linotype operators \$1.38, restaurant cook \$1.54, dishwasher 84 cents, waitress 75 cents, truck driver \$1.37, stockmen \$1.22

It should be noted that these are average hourly earnings. Several plants or stores in one city paying different rates would be averaged in the table - actually some of the workers getting less than the average, others more.

Unemployment Benefits

In 1945, unemployment benefits paid out of the territorial unemployment compensation fund were \$89,053. The rate of payments stepped up from an insignificant \$4,128 in June to \$27,917 in December, showing the effect that the end of the war had on employment.

Third-quarter contributions by employers in Alaska to the unemployment insurance fund in 1945 also showed the effect of the war's end. Those contributions were \$377,359 for July-September, 1945, as compared with \$644,550 the year before. A total of 1578 units reported covering 30,284 workers.

Public Health and Sanitation

There is a Territorial Commissioner of Health, who is appointed by the Governor. The functions of the Department include communicable disease control, maternal and child health services, crippled children's services, public health engineering, and public health laboratories. Eight relief stations are maintained in Alaska by the United States Public Health Service. In most of the large towns of the Territory there are private hospitals, the services of which are available to the general public, and physicians, dentists and nurses in private practice, but there still is need for additional trained medical and nursing personnel in all parts of the Territory.

The Alaska Native Service supervises and operates seven hospitals in various parts of the Territory for the benefit of Indians, Eskimos and Aleuts, and also employs upwards of 30 Public Health nurses, who travel from one Indian village to another teaching sanitation, first aid, maternal and infant care; and who arrange for hospitalization of the sick and injured Indians and Eskimos.

A mobile health unit now being set up by the Department for use in the interior of Alaska will give preventive and specified clinical health service to persons living along the Richardson, Glenn, Steese and Alaska Highways from Anchorage and Valdez to Fairbanks and the Canadian border.

During 1946, a health education unit was inaugurated as a separate section of the Department. It is administered by a health education consultant under supervision of the Health Commissioner. The services of the consultant are available to the staff, local health councils, and nurses, on health educational materials and methods.

A tuberculosis control division also recently was established with an initial sum of \$250,000 for tuberculosis control. The program consists of case finding, care and hospitalization of the tuberculosis patient, after care and rehabilitation, financial assistance to families of tuberculosis patients, tuberculosis education, and the collection of statistical data.

Although there still is a great need for sanatoria beds, there have been new sanatoria opened in Seward and Skagway during the past year, and another sanatorium was opened at Sitka in 1947.

Besides Mantoux-testing and X-raying of positive reactors in the schools and X-raying of contacts of contagious cases, there is now one photofluorographic X-ray unit in operation aboard the M/S Hygiene. Within the next year there will be at least two additional portable units for use in Alaska.

Except for the high tuberculosis incidence in Alaska, the health of its residents is good. Even in southeastern Alaska, where an excessively moist climate prevails, respiratory diseases are far less common than they are in many drier parts of the United States.

Hospitals throughout Alaska are well-equipped and, with air service available to all communities, are within the reach of most persons in the outlying sectors.

EDUCATIONAL CONDITIONS

During 1946, a total of 104 elementary day schools with an enrollment of 4,938 pupils and 3 vocational boarding high schools, with an enrollment of 551 pupils were maintained by the Alaska Native Service. The elementary schools, which are of varying size, are scattered throughout the Territory. They include 72 one-teacher schools, 23 two-teacher schools, 4 three-teacher schools, 3 four-teacher schools, one five-teacher school and one six-teacher school. All of these schools are solely for Indians, Eskimos and Aleuts.

There are eighteen incorporated city school systems in the Territory, with facilities at Anchorage, Cordova, Craig, Douglas, Fairbanks, Haines, Juneau, Ketchikan, Kodiak, Nenana, Nome, Petersburg, Port Alexander, Seward, Sitka, Skagway, Valdez, and Wrangell. Teachers for these schools are employed by the local school boards.

The Territory also maintains the University of Alaska, a land grant institution which is at College, Alaska, near Fairbanks. Tuition for residents of Alaska is free. The University offers specialized courses in mining and agriculture, and, in cooperation with the Department of Agriculture, operates experiment stations at Fairbanks and Matanuska. It also operates the Experimental Fur Station at Petersburg, in connection with the Fish and Wildlife Service of the Department of the Interior. The University is the only institution of higher learning in Alaska.

Generally speaking, current education facilities are not adequate to accommodate Alaska's fast-growing population.

AMERICAN SAMOA

INFORMATION TRANSMITTED FOR THE YEAR 1946

The information transmitted is arranged in six parts, namely General Information, Administration, Economic Conditions, Social Conditions, Educational Conditions, and a Pictorial Supplement.*

Under General Information the topics covered are Geography, History, People and Culture. The part on Administration covers Status and Organization (Executive, Legislative and Judiciary). The part on Economic Conditions covers Natural Resources, Agriculture, Fisheries, Industries, Commerce, Tourist Trade, Customs, Financial, Governmental Receipts and Expenditures, Island Income and Land Tenure. The part on Social Conditions covers Civil Rights, Labor Rights, Living Conditions, Health and Sanitation. The part on Educational Conditions covers Educational Policy, Organization, School Buildings and Facilities, Curriculum, Opportunities for Higher Education, Adult Education, Vocational Training, and Educational Statistics.

GENERAL INFORMATION

Geography.

American Samoa comprises Tutuila and all other islands (six) of the Samoan Group east of longitude 171° W. They are situated about 2276 miles south-southwest of Honolulu. The islands are of volcanic formation and mountainous. The total land area is 73.1 square miles. Pago Pago Bay, one of the best harbors in the South Seas, is situated on Tutuila, the largest island in American Samoa.

People.

The Samoans are Polynesian and closely akin to the Hawaiians and the Maoris of New Zealand.

On July 1 1946, the population was geographically distributed as follows:

		<u>Density per square mile</u>
Tutuila & Aunu'u islands	14,402	270
Manu'a Group	2,532	118
Rose island	uninhabited	
Swains island	143	143
Total	<u>17,077</u>	

Population growth is given as follows:

1900	5,659 (estimated)
1940	12,908 (1)
1946	17,077
June 1, 1947	18,000 (estimated)

* Information prepared by the Navy Department.

(1) Note by the Secretariat: The information transmitted in 1946 shows that 12,607 of the 1940 census population were Polynesians.

History.

After the conclusion, in 1889, of a treaty between Great-Britain, Germany and the United States, by which Great Britain and Germany renounced all claims over the islands, east of longitude 171° W., the most important were voluntarily ceded by their High Chiefs to the United States on April 17, 1900, while another group was ceded on July 16, 1904.

By Joint Resolution of Congress approved March 4, 1925, United States sovereignty was extended to Swains Island, 210 miles northwest of Tutuila, and the island was made a part of American Samoa.

Culture.

Samoaan culture still is the dominant influence in the lives of the people. The village represents the basic social and political unit. The organization of the society is patriarchal, members of related families living together under the leadership of the Motai, to whom they render service and who in turn administers for the benefit of all those belonging to the clan.

ADMINISTRATION

American Samoa is classified as an unorganized United States possession, and is under the jurisdiction of the Secretary of the Navy. The indigenous inhabitants are nationals of the United States. They are also classified locally as citizens of American Samoa which gives them certain privileges under local laws not granted to non-indigenous persons. The territory has no direct representation in the Congress of the United States.

Organization.

The organization of the Island Government is as follows:

Executive: the Governor; Secretary of Native Affairs; Attorney-General; Departments of Public Health, Public Works, Samoan Industry, Agriculture and Customs; Treasurer; Board of Education; and the Bank of American Samoa.

The following is an account of the functions of some of these authorities:

The Governor is a naval officer of suitable rank. The Secretary of Native Affairs has supervision over and inspects the activities of District Governors, County Chiefs, Village Chiefs and police, and makes regular reports thereon to the Governor.

The Board of Education consists of eight members, three of whom are native Samoans selected by the Governor to represent the three districts of American Samoa. The duties and responsibilities of the Board are, inter alia, to:

1. Prescribe rules and regulations for the certification of teachers and provide means for their training.
2. Formulate and amend an educational policy.
3. Establish rules and regulations for the public school system.
4. Make rules for adequate supervision of village and private schools.

Legislative: The highest council in American Samoa is the Fono which normally meets annually and is presided over by the Governor whom it advises on matters relating to the welfare and development of American Samoa and its inhabitants. It is composed, for each of the three districts, of the District Governor, the County Chiefs, the District Judges and ten delegates selected by the District Council.

Local administration: For purposes of local administration, the islands are divided into three districts. Districts are divided into counties and further subdivided into villages. Each district is headed by a Samoan Governor who is appointed by the Governor of American Samoa from the ranks of County Chiefs. The District Governor presides over the district council.

The county chiefs are hereditary. They are Justices of the Peace and may sit with the magistrate of any village in the county, and preside over the county council. The village and village council are headed by a chief nominated by the village council and approved by the district Governor.

Village, county and district councils hold meetings to discuss local affairs, the county and district councils recommending laws to the Governor.

In American Samoa, the head (or Matai) of the clan plays an important part in local affairs. He is the only person eligible to fill certain official posts or to serve on the village council.

Judiciary: The judicial system consists of a High Court, District Courts and Village Courts. Samoans may be selected as Associate Justices on the High Court, and are appointed as one of two judges on a District Court and as magistrates to the Village Courts.

ECONOMIC CONDITIONS

The natural resources of the islands are of little economic importance. The main products are copra and woven mats. There are no minerals, timber or fish of sufficient quantity to warrant industrial development for export.

The Island Government serves as a cooperative marketing agency for copra producers. During the war, copra exports were greatly reduced. For the year ending June 30, 1946, copra sales amounted to \$27,394.21. It is expected that copra production will greatly increase in the future. A program is under way to eradicate the coconut beetle which has become a menace to copra production.

Estimated annual production of subsistence crops:

Taro	50 tons
Bananas	65 "
Breadfruit	10 "
Tamuu	8 "
Yams	2 "
Arrowroot	1/2 "
Coconuts (ripe)	25,000 units
Oranges	25,000 "
Papayas	15,000 "

An agricultural experiment farm and a dairy and poultry farm are maintained by the Island Government. Fishing is conducted on a subsistence basis only.

Industry and commerce are of relative unimportance in the islands. The manufacture of mats and handicraft curios is the principal industry. The Department of Samoan Industry, established on April 26 1946, serves as a governmental cooperative marketing agent for Samoan products. Revenues derived from this source during the period July 1 1946 to April 1 1947, amounted to \$43,193.53. Exports consist of copra, mats and curios. Imports, consisting of essential supplies primarily from the United States, exceed exports by a ratio of 4 to 1.

The Bank of American Samoa is a branch of the Island Government. On December 31 1946, total resources were reported to be \$1,619,088.68. Total deposits amounted to \$1,510,294.36.

Government revenues are expected to become stable at about \$190,000.00 annually as the economy of the islands returns to normal. Estimated expenditures during the fiscal year 1948 and thereafter will be \$225,000.00.

No figures are available, however, which would indicate the total income of American Samoa from all sources. The estimated annual total net income of American Samoa is given as \$635,000.00.* This amount is divided as follows:

Copra exports	\$ 40,000.00
Mat and curio exports	110,000.00
Salaries of Navy employees	200,000.00
Salaries of Island Government employees	140,000.00
Salaries of Fita Fita guard and band	145,000.00
Total	<u>\$635,000.00</u>

Land tenure is governed by the Matai system by which the land belonging to a family or clan is held and registered under the name of the Matai thereof. Such land cannot be transferred without the approval of the Governor and then only to a person of not less than three-quarters Samoan blood who has resided in American Samoa for not less than five years and has declared his intention to make American Samoa his residence. Exception is made in the case of transfer of land to governmental activities and to certain educational or other institutions upon approval by the Governor. Land so acquired cannot be re-transferred except back to American Samoan citizens. Any land may be leased, upon approval of the Governor, to any person and for any purpose except the removal of minerals or timber, for a period not to exceed thirty years.

SOCIAL CONDITIONS

Civil Rights.

The civil rights of the inhabitants as to freedom of speech, press, religion and assembly are guaranteed under a 1931 Bill of Rights. The citizens of American Samoa are treated in all respects on a basis of equality with non-indigenous inhabitants.

The position as regards land tenure is outlined above. It is also to be noted that no real property of a Samoan is subject to sale under a writ of court to satisfy a judgement. Usury is prohibited and the extension of credit by a non-Samoan to a Samoan is strictly regulated.

There is no problem created by diversity of races or conflict of cultures.

Labor and Employment Conditions.

Occupations and employment are distributed as follows:

* To the exclusion of profits on retail sales, velocity of circulation of currency and the small volume of trading in agricultural products.

Civilian employees of the Navy Department	441
Civilian employees of the Government of American Samoa	603
Employees of licensed business or professions	472 (est.)
Domestic servants	100 (est.)
Remainder of population not employed for wages	15,461 (est.)

Those not employed for wages cultivate their plantations, are engaged in fishing, and produce copra, mats and curios.

The principle prevails of equal pay for work of equal value for the same operation and undertaking. At present there is no importation of labor from other areas, although a limited number of civilians are employed in governmental positions for which qualified Samoans are not available.

A cross-section of the wage scale now in effect is given as follows:

<u>Occupation</u>	<u>Min.</u>	<u>Wage Scale</u>	<u>Max.</u>
Laborer Group	\$0.16		\$0.28 (per hour)
Helper Group	0.12		0.40 " "
Mechanic Group			
Fireman (lowest)	0.23		0.40 " "
Electrician (highest)	0.96		1.20 " "
Laundry Service	0.20		0.28 " "
Clerical, Administrative & Fiscal			
Chief Clerk	\$1400.00		-- (per annum)
Timekeeper	1250.00		-- " "
Clerk	720.00		\$960.00 " "
Stockman	480.00		960.00 " "

Although not prohibited, there are no labor organizations.

More than two-thirds of the Samoan wage earners (wage earners comprise only 9.46 percent of the population) are employed by the Island Government, and in such employment, employer-employee relations are regulated by law. There have not been any disputes or grievances reported among private employees.

There is a retirement scheme in effect for all permanent employees of the Island Government. The work week ranges from 37 to 44 hours. Samoan Government employees are paid the same prevailing wage, regardless of sex.

Living Conditions.

The traditional economy of American Samoa is agricultural. The war brought about an appreciable change in the economy of the islands, with the result that there was a change in the mode of living and a greater dependence upon a money economy. With many of the sources of war-time income diminished, the transition toward a normal peace-time economy has been effected with some difficulty. The cost of living has been kept down by ensuring a steady supply of essential items. Increased local production has been encouraged. However, from an agriculturally self-sustaining point of view, the islands remained unaffected by the war. Inflation and depression do not have the disastrous effects normally experienced in a predominantly money economy.

Modern water supply systems are being installed in many of the villages. Road construction is increasing.

Health and Sanitation.

The past ten years have shown a marked trend away from "bush medicine", brought about by:

1. The development of a progressive public health program.
2. The interest exhibited by the more progressive Samoans in developing a trust in modern medicine, and encouraging their people to visit the hospital for treatment.
3. The employment of Samoan nurses in the villages.

Medical services for Samoans, including the hospital and four outlying dispensaries, are organized under the Public Health Department. The new Samoan Hospital established in 1946 has a capacity of 200 beds⁽¹⁾. The personnel is composed of Navy medical officers, Navy nurses, Samoan graduate nurses and Samoan nurses in training. Facilities include modern wards and operating rooms, laboratories, and isolation sections. Admissions to the Hospital for all causes average 2500 annually. Out-patient visits averaged 5500 during 1945 and 1946. Diseases of primary importance included filariasis yaws, parasitical infestations, conjunctivitis, catarrhal fever and bronchitis.

An extensive study of filariasis is under way. A 1946 survey of 5,142 Samoans over five years of age revealed the presence of microfilaria in the blood stream of 19.1 percent of those examined. Mosquito control measures have been augmented to combat this problem.

Treatments accomplished in the four outlying dispensaries during 1945 totaled 54,302.

Nine Samoan students are in training at the School of Medical Practitioners on Guam⁽²⁾. A program of nurse training at the Samoan Hospital has been in progress since 1912. Forty-two Samoan graduate nurses are employed and there are currently 68 student nurses under instruction.

A system of traveling clinics has been established to provide certain types of medical service such as pre-natal and infant care to outlying communities.

There exists a system of routine inspections of villages. In general, all villages are maintained in a clean and sanitary condition.

EDUCATIONAL CONDITIONS

Policy and objectives.

A statement of policy and objectives quoted from the 1945 Annual Report for American Samoa is given:

"In view of changing conditions, which are likely to go much further as time goes on, the objective of education is to conserve the best of Samoan culture and at the same time to give acquaintance with the intellectual tools and social concepts and institutions of the West, to the end that American Samoans may maintain respect for their native heritage and skill in their traditional arts and crafts, and at the same time may learn to meet on equal terms with other people, the conditions of the modern world."

In spite of the disruption to the school system during the war, much effort has been expended in re-establishing normal standards of education. The major problem has been to secure an adequate number of teachers, and to provide for their training.

- 1) Note by the Secretariat: The figure given in the information transmitted in 1946 was 400.
- 2) Note by the Secretariat: Six Samoan students were in training at the time of the information transmitted in 1946.

The educational system.

The organization of the Education Department includes a Board of Education, three members of which are Samoans; a Superintendent of Education and an Assistant Superintendent, the latter a Samoan.

The village elementary schools are jointly supported by the government and by the respective villages. The district Junior High Schools and the new Central High School are government-supported. The Feleti Memorial High School, although under the jurisdiction of the Board of Education, is supported by the Barstow Foundation in Honolulu.

For the year 1946, the Department of Education spent \$46,387.89 exclusive of the salaries of naval personnel⁽¹⁾. The estimated total expenditure for education, including naval personnel and private schools, amounted to \$72,000.00.

There are 46 public schools and 7 private schools. Eight new village school buildings were erected during the fiscal year ending June 30 1946.

The curriculum of the public schools is based on recommendations made in 1933 by a committee of educators experienced in Polynesian education. Elementary school courses include English, arithmetic, reading, spelling, writing, geography, Samoan crafts, music and theme. Agriculture is considered one of the most important subjects.

High school courses offered are mathematics, English, science, commercial subjects (e.g. stenography and bookkeeping), history, arts and crafts. Pre-teacher training is also available. A course in ship work is being planned. Teacher training is at present carried on through a summer course and by weekly Teachers' Institutes.

The Government Experimental Farm is the most important phase of adult education. A system of on-the-job training is in operation at the Central High School, and local enterprises cooperate in this undertaking.

Educational statistics⁽²⁾.

Literacy: 1940 Census, 10 years and older, all races 93.7%
School enrollment in proportion to population of school age 90.6%

Enrollment of children in:

Elementary schools.....	2,485
Junior high schools	523
High schools	132
Private schools	928

Total 4,068

Number of teachers:

Public - Samoan	99
Public - imported	6
Private - Samoan	14
Private - imported	11

Total ... 130

Average number of pupils per teacher: 31

1) Note by the Secretariat: \$28,317.50 in 1945.

2) " " " " : The statistical data for 1945 gave approximately 3,395 children of school age and an average enrollment of 3,000.

GUAM

INFORMATION TRANSMITTED FOR THE YEAR 1946.

The information transmitted is arranged in six parts, namely General Information, Administration, Economic Conditions, Social Conditions, Educational Conditions, and a Pictorial Supplement.¹⁾

Under General Information, the topics covered are Geography, History, People and Culture. The part on Administration covers Status and Organization, (Executive, Legislative and Judiciary). The part on Economic Conditions covers Natural Resources, Agriculture, Fisheries, Industries, Commerce, Customs, Financial, Governmental Receipts and Expenditures, Island Income, and Land Tenure. The part on Social Conditions covers Civil Rights, Labor Rights, Living Conditions, Health and Sanitation. The part on Educational Conditions covers Educational Policy, Organization, School Buildings and Facilities, Teaching Personnel, Curriculum, Opportunities for Higher Education, Advanced Education, Adult Education, Vocational Training, and Educational Statistics.

GENERAL INFORMATION

Geography

Guam is the largest and most populous of the Marianas Islands, situated in the western Pacific and North of the Equator. It lies at the southernmost end of the Group, about 5100 miles from San Francisco and 1500 miles from Manila. The Island is approximately 217 square miles and is of volcanic origin.

In the South the terrain is mountainous. The Northern part is a plateau, and there the soil, though fertile, is shallow.

People

The population, called Chamorros, probably originates from a group that became detached from the Proto-Malays in their migration eastward from Asia. The present Guamanians are principally descendants of the Spanish, Mexican and Philippine soldiery who in earlier centuries were brought to Guam for conquest, and of the American, British, Chinese and Japanese who came later. It is probable that no pure-blooded Chamorro exists in Guam today.

The Island was under Spanish rule from the end of the seventeenth century, until it was ceded to the United States by the Treaty of Paris (1898).

The first census taken by the United States naval administration in 1901 indicated a Guamanian population of 9,630. As of February

1) Information prepared by the Navy Department.

1947, the population had increased to 24,139 comprised as follows:¹⁾

Guam males (16 years and above)	5,871	(5,796)
Guam females (16 years and above)	6,542	(6,484)
Guam children (males - 16 years and under)	5,682	(5,348) 2)
Guam children (females - 16 years & under)	5,411	(5,070) 2)
Japanese and part Japanese - males	149	(148)
Japanese and part Japanese - females	150	(150)
Japanese and part Japanese - children	75	(69)
American - males	108	(38)
Others	152	(33)
	<hr/>	<hr/>
Total	24,139	(23,136)

The population density per square mile is 111.2

The non-Guamanian population, comprising military and civilian personnel, totaled 36,388 as of February 28, 1947.

The ancient Chamorro tongue which is still in use, is probably all that remains of the pre-Spanish culture. In social and religious practices Spanish influences are still evidenced.

The presence of thousands of American troops during the war has had the effect of more thoroughly inculcating the Guamanians with American customs and practices.

ADMINISTRATION

Guam is classified as an unorganized United States possession, and is under the jurisdiction of the Secretary of the Navy. The indigenous inhabitants are nationals of the United States. They are also classed locally as citizens of Guam which gives them certain privileges under local laws not granted to non-indigenous persons.

Legislation granting U.S. citizenship to the Guamanians and providing for their government under an Organic Act has been introduced in Congress.

Organization

The organization of the Island Government is as follows:

Executive.- The Governor; Attorney-General; Departments of Internal Affairs, Education, Health, Public Works, Civil Police, Records and Accounts; the Fire Marshal; Land and Claims Commission; Guam Planning Commission; Bank of Guam; United States Post Office; Commissioners of Guam.

The following is an account of the functions of some of these authorities:

The Department of Internal Affairs plans an integrated economy

1) Figures in brackets are those of March 1946 given in the information transmitted by the U.S. Government in 1946.

2) Note by the Secretariat: 15 years and under

for the coordinated development of business, industry, labor and agriculture for the Island.

The Department of Education provides and maintains (1) elementary and secondary schools as well as (2) vocational and trade schools (agriculture, business, mechanics, carpentry, automobile repair, and related subjects), and (3) conducts Teachers' Institutes annually.

The Department of Health is responsible for: (1) public health and sanitation, (2) operation of the Guam Memorial Hospital, and schools for medical and dental practitioners and of nursing, (3) maritime quarantine station and domestic quarantine, and (4) the epidemiological unit for insect and rodent control.

The Public Works Department is responsible for (1) the supervision of all civilian engineering work, (2) the maintenance and operation of major public utilities, and of utilities and facilities in villages, and (3) the inspection of all construction projects, mechanical and electrical installations for compliance with building code and safety precautions.

The Land and Claims Commission examines claims for loss and damage to real and personal property, and for injury and death caused by the war. To date there are 5,935 claims in the total amount of \$10,427,403.55 for the loss and damage to real and personal property; and 711 injury and death claims in the total amount of \$1,396,005.00.

The Guam Planning Commission was provided to prepare plans for rebuilding Agaña, and the scope of the Commission has now been extended to include the other damaged villages.

There are fifteen Commissioners of Guam, one Commissioner for each municipality, appointed by the Governor and acting as his direct representative. These Commissioners will be elected by the citizens of each municipality as soon as the population has been settled in stabilized communities. The commissioners advise and inform the Governor of local conditions. Their power is limited to a police power in connection with sanitary regulations.

Legislative.— The Guam Congress, composed of a House of Council and a House of Assembly, is an advisory body on matters relating to the welfare and development of Guam and its inhabitants. All members are elected by popular vote. Suffrage is open to all citizens without regard to race, color or sex, who have attained 21 years of age and are of sound mind and not under sentence for a felony.

On July 13, 1946, the first post-war election of public officials was held. The total number of votes cast from the various municipalities for councilmen was 3,317 and for assemblymen 9,650.

Judiciary.— The Judiciary consists of the Judiciary Department and the courts of Guam. The courts comprise the Court of Appeals of Guam, an Island Court, a Justice Court, a Police Court, and a Traffic Branch of the Police Court. Guamanian citizens are associated in these courts through appointment of two citizens as Associate Justices in the Court of Appeals, and in the other courts through appointment of Guamanian citizens as judges.

ECONOMIC CONDITIONS

Guam is poor in natural resources. Fishing is largely undeveloped commercially, timber resources are insufficient for local needs, and no mineral deposits of commercial value have been discovered.

Before the war, agriculture was the primary support of the population. Now, the majority of people are wage earners, although cultivation of small vegetable plots is an important supplement to wage income. The important cereal crops are rice and maize. It will take some years before copra, the principal export before the war, will regain its commercial importance, the industry being destroyed by military operations.

During 1946, the United States Commercial Company cooperated with the Agriculture Department of the Island Government in the operation of various agricultural projects. Agriculture Department extension agents provided free technical services to farmers.

The following agricultural data are given: (as of 31 December 1946)

Area under cultivation	1,311 acres
Area cleared but not under cultivation	1,461 "
Number of farmers	435
Cattle	2,546
Swine	3,768
Poultry	30,317
Carabao	580
Goats	280
Horses	54

The total catch of fish during the seven-month period following the re-establishment of Island Government was 284,536 lbs.

Except for one soap manufacturing plant, one ice plant, one cold storage plant, and two soft drink bottling plants, there are no local industries of importance.

From the time of reoccupation, Guamanian merchants were heavily dependent upon the Naval Supply Center. The revival of private imports, promoted by the Island Government, began about December, 1946 and it is anticipated that dependence on the Navy for civilian supplies can be almost completely eliminated by January, 1948. It is considered probable that the United States will continue to be the principal source of imports.

Small business enterprises owned and operated by Guamanians total 587 with annual gross sales of \$938,600.

Total resources of the Bank of Guam at the close of 1946 amounted to \$10,172,115.55. Total deposits on December 23, 1946 amounted to \$9,289,017.00.

Government revenues amounted to \$68,099.75 during the period of military government, and \$178,261.87 from May 31 through December 31, 1946.

On December 31 1946, 3,104 persons, or 25 percent of the Guamanian population over 16 years of age, were employed by the United States Government. Payrolls for the six-months period ended December 31, 1946 totaled \$1,117,026.40.

Transfer of real property to any person not a U.S. or Guamanian citizen is prohibited unless that person has declared intention to become a citizen as provided by law. Lease of real property to such persons for a period exceeding five years is also prohibited.

SOCIAL CONDITIONS

Civil Rights

The following statements are cited from the information transmitted: "The civil rights of the inhabitants are not infringed under normal conditions. Freedom of speech, press, religion and other fundamental rights are guaranteed under a bill of rights promulgated in 1931. Limitations which were necessarily placed upon individual liberty during the war by certain Proclamations of the Military Governor were ended when the Island Government was restored on May 30, 1946. Most limitations had been removed earlier. Since the origin of legal procedure on Guam is the civil law of Spain rather than the Anglo-Saxon common law, trial by jury is not within the experience of the Guamanian people.

"The inhabitants are treated in all respects on a basis of equality with United States citizens, except for the matter of wage scales for labor on Guam. This differentiation, which reflects relative standards of living in the immediate post-war period, is being adjusted as rapidly as local economic conditions will permit.

"There are no racial or cultural conflicts among population groups on Guam of sufficient gravity to constitute a problem."

Labor and Employment Conditions

Upon reoccupation of the Island the Naval Government was faced with the necessity of providing gratuitously most of the essentials for living, including food, medical attention and shelter. A large proportion of the inhabitants were employed by the Military Government. Under these conditions, wage scales were established which differentiated between local labor and United States citizens employed for work on Guam. As the Island has progressed toward greater economic self-sufficiency in the post-war period, upward revisions in the wage scale have been effected, and additional increases are contemplated as rapidly as they can be granted.

Conditions of work as to working hours and related matters, are the same as those for United States citizens and enlisted personnel of the Navy. The Industrial Relations Section is responsible for registering and classifying all available civil manpower residing on Guam and for inspecting working conditions for the purpose of enforcing established labor standards. A basic working day of eight hours, except for nurses, policemen, teachers and commissioners, and others whose terms of employment may be on an intermittent, irregular or part-time basis, has been

established. A basic working week of forty hours is in effect with over-time compensation at the rate of time and one-half for each hour of work in excess of forty hours in any work week. Provision has been made for rest periods, annual leave, and for accumulated leave. A civil service retirement and disability fund has been established for full time employees.

A cross-section of the schedule of minimum wages established for Guamanian labor comprises the following:

Common laborer	\$0.35 per hour
Cabinet maker	\$0.56 per hour
Student nurse	\$1.275.00 per annum
Graduate nurse	"
Messenger	"
Janitor	"
Cook trainee	"
Student teacher	"
Chief Commissioner	"
Deputy Chief of Police	"
Superintendent of Schools	"

Living Conditions

As a result of the war, large-scale damage was sustained throughout the Island. The capital was ruined. In addition, many Guamanians were forced to move from their homes to permit the development of military installations. After reoccupation, a temporary housing program was put into effect. A typhoon on September 20 and 21 1946 caused extensive damage and retarded the program.

The trend toward the construction of privately-owned homes of a permanent character is increasing, but building materials and labor continue to be critically short.

In contrast to its pre-war agricultural economy, Guam at present is heavily dependent upon off-island sources for food and for other necessities. An effort is being made to teach better agricultural methods and to encourage farming, but the opportunities for wage-employment have diverted many from agricultural to wage pursuits. The scarcity of consumer goods made the imposition of strict price controls necessary.

Health and Sanitation

During the assault on Guam by United States forces in 1944, the hospital was destroyed. With the cessation of active operations, a new hospital, the Guam Memorial Hospital, was established with a capacity of 300 beds. The facilities now available for the care of the population cover all fields of medicine, surgery, and public health and provide for the training of medical and dental practitioners, and nurses. The Naval Hospital was destroyed by the typhoon of September 1946, and the facilities of the Naval and Guam Memorial Hospitals have been temporarily combined.

The patient load of the Guam Memorial Hospital is approximately 96 percent of capacity. Monthly out-patient load approximates 700 visits.

There are fourteen outlying dispensaries which conduct monthly clinics (child health, pre-natal and post-natal) averaging 6,000 visits, while from 1,000 to 1,200 monthly visits are made to the homes of Guamanians by Guamanian public health nurses. In the clinics, immunization against typhoid and other diseases are given.

Sanitation inspections of all public sanitary and service facilities, food handling establishments, and stores are held monthly and as often as otherwise required.

The School of Nursing offers a three-year course. There are currently 86 candidates registered from Guam, the Marianas, Carolines, Marshalls and American Samoa.¹⁾

The School of Medical Practitioners, established on March 15, 1946 currently has 40 students, selected from the inhabitants of Guam, the Marianas, Carolines, Marshalls and American Samoa.²⁾ The school offers a four-year course in general medicine, which will enable them upon graduation to diagnose and treat all types of diseases indigenous to their local areas. It is proposed that the medical practitioners, as well as the graduate nurses, will return to their own islands and practice there.

A School of Dental Practitioners was established January 28, 1947, and offers a four-year course. The ten students come from the same island areas as the student nurses and medical practitioners. They will be able to undertake a limited practice of dentistry in their home islands.

Surveys are currently in progress to determine the total incidence of tuberculosis. Island-wide yaws campaigns have reduced the incidence of this disease and its complete eradication can be hoped for. Large-scale laboratory tests for parasite infestation among Guamanians have been in progress and the current rate of infestation is estimated to be 40 percent, a reduction of 20 percent over similar estimates made six months previously.

EDUCATIONAL CONDITIONS

Policy and Objectives

The objective of the educational program is:

1. To prepare the inhabitant for effective living in his own community.
2. To make the schools comparable in type and quality to those of an average community of 25,000 in the United States.

1) Note by the Secretariat: There were 67 student nurses during the previous year.

2) Note by the Secretariat: There were 21 students during the previous year.

3. To give instruction in the English language.
4. To give instruction in health and sanitation.
5. To give vocational instruction, including secretarial and bookkeeping work.
6. To develop teachers from among the inhabitants and thus reduce the importation of teachers from the United States.
7. To provide equal opportunities for schooling for all children between the ages of 7 and 15.
8. To provide a knowledge and appreciation of local history, customs and techniques in handicrafts and other aspects of local life.
9. To provide a basis for higher education with a view towards self-government.

The Educational System

The Department of Education consists of (1) a Board of Education; (2) Head of the Department of Education; (3) Supervisor of Educational Training; and (4) the Superintendent and two Assistant Superintendents of Schools. Guamanian citizens (5 in number) are represented on the Board of Education. The Superintendent of Schools and the two Assistants are also Guamanians.

Since the reoccupation of the island, twenty-one elementary, one junior high school and one senior high school have been built, some of temporary construction. Plans for the permanent construction of modern school buildings are being developed.

American-trained teachers and administrators are being provided for the positions for which fully-trained people are most needed. As Guamanians become qualified, it is hoped that they can take over these positions. Of the 212 teachers in the school system, 190 are Guamanians.¹⁾

The elementary school curriculum includes English, simple arithmetic, local and American history, local and world geography, sanitation and hygiene, some form of handicraft, carpentry, sewing and cooking. In rural schools, boys' and girls' agricultural clubs supplement or replace vocational classes. Considerable attention is given to the health of the children. Text books are those used in comparable United States schools.

The Normal (teachers) Training Course is equipped to give instruction to 20 students, all of whom are high school graduates. The instruction will parallel that given to students in the first year of American teachers' colleges insofar as conditions permit.

The student body of the Engineering Evening School, the membership of which is limited to Guamanians, consists of fourteen hand-picked men between the ages of 17 and 30 years. They learn the various aspects of structural engineering, with special emphasis on its application to building and similar structures.

1) Note by the Secretariat: The number of teachers reported for the previous year totaled 165.

Preliminary arrangements are completed for the establishment of a branch of the 1947 Summer Session of the University of Hawaii to provide instruction to teachers on Guam.

Advanced education beyond high school is also encouraged by providing scholarships enabling students to attend colleges in the United States. A number of students are attending colleges in the United States at their own expense.

The Island Government provides on-the-job training for adults, thereby easing the shortage of Guamanian workers. An extension service is provided for farmers to help them solve agricultural problems, such as control of plant diseases, etc.

A program of vocational training is now in operation in the school system. Among the objectives are the following:

1. Meet the increasing need for intelligent manpower in private and governmental enterprises.
2. Explore the educational possibilities of work experience as relates to the vocational trainee.
3. Develop responsibility and understanding of various jobs, the positions of employer, employee, and resulting relationships.
4. Secure potential wage-earners who will be better qualified for earning a livelihood and for making adjustments to a changing Guam.

A total of 453 students (129 boys, 324 girls) are enrolled in various vocational academic classes. In addition, there are approximately 200 students in part-time employment who are learning vocations.

Educational Statistics

Literacy: 1940 Census, 10 years and older, all races	84.4%
Proportion school enrollment to population school age	95.0%
	(estimated)

Enrollment: (including small percentage of Americans)	
Grades 1 to 6	6331
Grades 7 to 13	<u>1263</u>
Total	7594 1)

Number of teachers:	(local)	190
	(imported)	<u>22</u>
	Total	212

1) Note by the Secretariat: Average enrollment during the preceding year totaled 7150.

HAWAIIINFORMATION TRANSMITTED FOR THE YEAR 1946

The information transmitted is arranged in five parts, namely, General Information, Economic Conditions, Social Conditions, Educational Conditions, and a Pictorial Supplement.1)

Under General Information the topics covered are Geography, People, History and Government. The part on Economic Conditions covers General Matters, Agriculture, Fisheries, Industry, Imports and Exports, Per Capita Income and Land Tenure. The part on Social Conditions covers Human Rights, Labour Conditions, Standards of Living, Public Health and Sanitation, and Housing Conditions. The part on Educational Conditions covers the Public School System and Higher Education.

GENERAL INFORMATIONGeography

The Territory of Hawaii consists of a chain of islands and islets in the North Pacific, extending over 1,600 nautical miles from Kure (Ocean) island in the northwest to the island of Hawaii in the southeast. They are of volcanic formation, and the main islands (Maui, Kahoolawe, Lanai, Molokai, Oahu, Hawaii, Kauai and Niihau) are generally mountainous and rugged, the interior of most of them being covered with forests and tropical vegetation.

People

Population density, although varying widely among the islands, averages 66 persons per square mile.2) In 1946, the population of the island of Oahu was 358,911 or 69.1% of the total population of the Territory.

The racial antecedents of the inhabitants are varied and mixed. The heterogeneous character of the population is due to several important migrations to Hawaii during the past century. While the number of native Hawaiians has decreased, the number of persons of part-Hawaiian blood is increasing.

Population data

<u>Race</u>	<u>1940</u>		<u>1946</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Hawaiian and part-Hawaiian	64,310	16.32	75,048	14.45
Caucasian	74,542	18.92	173,533	33.40
Chinese	28,774	7.30	30,286	5.83
Japanese	157,905	40.07	168,463	32.43
Korean	6,851	1.74	7,092	1.37

1) Information prepared by the U.S. Department of the Interior in cooperation with the Governor of Hawaii.

2) U.S. Census of 1940.

Race	1940		1946	
	Number	Percent	Number	Percent
Filipino	52,569	13.34	54,519	10.41
Puerto Rican	8,296	2.11	9,298	.79
All others	834	.20	1,264	.24
Total	394,081	100.00	519,503	100.00

On the whole, Hawaii's social customs are the same as those of other communities in the United States.

The territory was annexed by the United States in 1898, the formal transfer of sovereignty taking place on August 12.

Government

The Territory of Hawaii is an incorporated organized territory of the United States. The Hawaii Organic Act of April 30 1900, as amended, serves as its Constitution. All persons born or naturalized in the Territory are citizens of the United States.

The government of Hawaii operates, with a few exceptions, like the government of a State of the Union. The principal exceptions are the following: (1) the U.S. Congress determines the Territory's form of government; (2) Hawaii has no representative in the Electoral College which chooses the President of the United States; (3) the Governor of the Territory and the judges of the Territorial courts are not elected by the people of Hawaii but appointed and (4) the Territory is represented in Congress by one non-voting delegate elected biennially instead of two Senators and two Representatives. The Delegate has the right to introduce bills and the right to participate in the deliberations of House Committees.

The principal organs of the government of the Territory are (1) a Governor, with territorial offices; (2) a secretary of Hawaii; and (3) a legislature of two houses elected by popular vote under conditions of universal suffrage.

The powers of the Territorial legislature are similar to those of the legislatures of the states, except that certain measures are subject to the approval of the Congress and the President, and that Congress can amend or abolish laws passed by the Territorial legislature - a power which has never been exercised.

The following statement concerns the question of statehood for Hawaii:

"In recent years the attention of the people of Hawaii has been increasingly focussed on the possibility of immediate statehood for Hawaii. Following extensive hearings in Hawaii in 1935, a subcommittee of the United States House of Representatives Territories Committee recommended the appointment of a Congressional committee to give further consideration to statehood for Hawaii. Accordingly a joint committee of 12 Senators and Representatives conducted an extensive investigation. In its report on February 15, 1938, it declared 'That Hawaii has fulfilled every requirement for statehood heretofore exacted of the territories'. It recommended, however, that before Congress should take affirmative action, there should be unmistakable evidence that a majority of the people of the Territory desired statehood. A plebiscite was therefore held on November 8, 1940 on the question 'Do you favor statehood for Hawaii?' The official result was a vote of 46,174 for statehood and 22,428 against.

"In the legislative session of 1945, the Territory renewed its petition for immediate statehood. The subcommittee of the House Territories Committee that visited the Territory in January 1946, as a result of this Resolution, held hearings in all parts of the Territory and heard more than 100 witnesses. Its report covered all aspects of the life and record of the Territory. It recommended 'immediate consideration' of legislation to admit Hawaii to statehood. A bill, H.R. 49, to enable the Territory of Hawaii to become a state, which was introduced in the 80th Congress of the United States, has been reported favorably by the Public Lands Committee of the House of Representatives. H.R. 49 has not come before the House for action as of the date of preparation of this report."1)

The judicial system consists of the following courts:

- (1) One Territorial Supreme Court
- (2) Four Territorial Circuit Courts
- (3) Territorial Land Court
- (4) Tax Court
- (5) Magistrates Courts
- (6) Juvenile Court - City of Honolulu
- (7) United States District Court

ECONOMIC CONDITIONS

The Territory is entirely without minerals. Agriculture is of prime importance, although less than 10 percent of the total land area (4,118,400 acres) is reasonably suitable for agricultural use. More than half of the arable land is devoted to the cultivation of sugar, the principal crop. Depletion of soil fertility is reported to have been accelerated because of increased mechanization in the planting and harvesting of crops, and erosion of the soil. Lands put to wartime use by the armed services and now being returned have diminished somewhat in agricultural value. These developments together with the demand for land for building purposes threaten arable land resources. Pasture lands, totaling about 1,350,999 acres, also suffered during the war as a result of overgrazing. An elaborate program of soil conservation is being carried on.

Forest reserves, covering more than 25 percent of the total land area, and important chiefly for safeguarding the water supply, were damaged during the war as a result of their use for combat training purposes, forest fires and the ravages of wild animals and livestock. The Territory has a program of forest conservation, protection and reforestation under way. Almost all of the lumber used in the Territory is imported from the mainland.

The agricultural production, particularly sugar cane, is heavily dependent upon an adequate water supply. Supply is at present limited, and new sources would bring into production many acres of land which are now too arid for agricultural purposes. Recently the water supply of the cities has also been a source of some anxiety.

The Territory is enjoying a postwar business boom. The financial condition of banks and business establishments, as well as that of the Territorial government, is good.

During the fiscal year ended June 30, 1946, total revenue receipts amounted to \$70,187,387.54; non-revenue receipts \$16,743,890.17; government cost payments, \$59,813,540.49; non-government cost payments, \$22,657,360.86. The present Territorial debt of \$9,237,835.00 represents a 68 percent reduction of the debt as it stood for the year 1939.

1) Note by the Secretariat: On June 30, 1947, the House of Representatives voted favorably to admit Hawaii to statehood; the measure was

On December 31, 1945, total bank deposits were \$533,492,020.00. At the end of 1936, total deposits amounted to \$105,984,466.00.

As of June 30, 1946, there were 959 domestic business corporations in the Territory with an aggregate capitalization of \$368,157,506.00.

Agriculture

Agricultural crops, in the order of their importance, are sugar, pineapples and coffee.

Prewar average annual production of sugar amounted to 975,000 tons, but labor and material shortages as well as diversion of land to military purposes during the war brought about a decline in production. Sugar production for the calendar year 1945 amounted to 799,427 tons, (acreage harvested: 103,131; number of persons employed: 28,557).

Hawaii produces about 90 percent of the world's supply of pineapples. Approximately 63,000 acres are cultivated, and about 25,000 persons are employed. Total production during 1945: 18,113,000 cases.

Coffee production in 1945 amounted to 7,656,048 green lbs., (area: 4,000 acres). Much of the crop is consumed in the Territory.

Cattle raising has in recent years, considerably reduced Hawaii's dependence on imported meat. Number of beef cattle at the end of 1945: 141,800. Vegetables and fruits, other than pineapples, are grown for local consumption.

Fisheries

By 1946 fishing had developed into an important industry. During the war it diminished considerably but prewar production levels are expected to be regained at an early date. Data are given as follows:

1940	19,403,249 lbs.
1944	3,500,000 lbs.
1945	in excess of 7 million lbs.
1946 (Jan.-June)	in excess of 7 million lbs.

Industry

In the absence of minerals, fuel and waterpower resources, the majority of business enterprises consist of merchandising, food processing and light manufacturing enterprises. The bulk of the sugar crop is processed in the United States.

Exports and imports

Principal exports to the mainland are sugar, pineapple, pineapple products and coffee. Principal imports consist of petroleum; lumber; cement; iron and steel; grain products; rice; fruits and vegetables; and animal, fish and dairy products. In normal years, annual imports are valued at approximately \$200,000,000 and exports at about one-half of the figure.

Per capita income

Per capita income payments to individuals for 1945 were approximately \$1,121, about 3 percent below the national level.

Land Tenure

Conditions of land tenure and ownership are similar to those existing in the United States. Certain tracts of land on the islands of Molokai and Hawaii, however, are to be leased only to members of the Hawaiian race on long-term agreements.

The Territory has the use and control of public lands, although title thereto rests in the Nation.

SOCIAL CONDITIONS

Human Rights

"The Territory of Hawaii is an organized, incorporated territory of the United States, and the Constitution and laws of the United States are applicable to the Territory with the same force and effect as in the States of the Union. The fundamental guarantees of personal freedom and human rights contained in the Constitution and basic laws of the United States apply with equal force and effect in Hawaii".

Labor and Employment Conditions

The major sources of employment are the sugar and pineapple industries, the Federal, Territorial, city and county governments, the armed services and business establishments.

Distribution of the labor force (except on public emergency works) based on the 1940 Census of the United States is given as follows. Recent data are not available.

Sugar industry	40,780
Agriculture (except sugar) forestry and fishing	16,952
Mining	256
Construction	10,747
Manufacturing (except sugar)	12,436
Transportation, communication and other public utilities	8,515
Wholesale and retail trade	21,816
Finance, insurance, and real estate	2,112
Business and repair services	2,896
Personal services	15,365
Amusement, recreation, and related services	1,487
Professional and related services	11,314
Government	34,809
Not reported	1,411
Total	180,896

In 1945 the Territorial legislature passed the Hawaiian Labor Relations Act extending collective bargaining to agricultural labor. The average cash wage of unskilled sugar and pineapple workers was more than \$5 per day for the first 3 months of 1946, exclusive of perquisites of financial privileges (housing, fuel, water, lights, and medical and hospital services). New contracts were executed in the sugar industry in November 1946 which eliminated perquisites and allowed a substantial increase in cash wages. This industry now pays an unskilled laborer a minimum of \$5.64 per day. The standard 8-hour day is in effect throughout Hawaii.

Average weekly wages for industrial workers in Hawaii for July, August, and September, 1945, and for the same months of 1946 are given below:

	\$ <u>1945</u>	\$ <u>1946</u>
Food		
Canning and preserving		44.05
Bakery		40.03
Printing and publishing	51.08	51.60
Newspapers		52.48
Lithographing		50.56
Printing		44.32
Street, railways, & busses	49.85	55.97
Communications	50.38	48.40
Telephone		47.23
Telegraph		56.01
Electric light & power		69.19
Wholesale trade	52.93	59.76
Retail trade		
General merchandise	27.54	22.78
Food	33.38	40.28
Automotive	46.31	51.62
Power laundries		33.06

The Territorial Department of Labor and Industrial Relations is composed of four Bureaus, (and in addition) a Territorial Employment Service, and a Territorial Apprenticeship Council. Such Federal agencies as the U.S. Conciliation Service, the Wage-Hour Division, and Apprenticeship Training Service are represented in the Territory. Hawaii has a minimum wage and maximum hours law, a child labor law, an unemployment compensation law, and employment and vocational rehabilitation services. Its labor legislation compares favorably with that of the most progressive states.

At the end of 1946, there were 156 labor organizations and five government employees' organizations. Unemployment in the Territory is almost negligible.

Standards of Living

Living standards in Hawaii are generally comparable to those of a prosperous mainland state of the Union. The cost of living in Honolulu increased 26.5% between March 1943 and December 1946. The greatest increase (20.5%) took place when price controls were removed in 1946. For March 1945, it was found that costs in Honolulu, exclusive of the cost of housing, were 25% higher than in Los Angeles. Currently, relative differences in costs between the two cities are possibly nearer 35 to 40%.

Public Health and Sanitation

Health conditions in Hawaii compare favorably with those in the United States. More than three dollars per person is spent yearly on public health measures by the Territory's Health Department, exclusive of expenditures for hospitals and institutions.

In 1947, death rates from 17 out of 22 major causes of death were below the national median. Data on vital statistics and diseases for the fiscal year 1946 are given as follows:

Infant mortality rate	28.5 per 1000 live births
Maternal death rate	1.5 per 1000 live births
Diphtheria cases	18 (no deaths)
Human plague	0
Dengue	1
Whooping cough	9
Typhoid fever (locally acquired)	3

The death rate from tuberculosis is somewhat higher than that of the United States. The results of control measures are encouraging. Leprosy, while still existing, declined during the war years. Venereal disease has also decreased, partially as a result of recently enacted laws requiring persons who apply for marriage licenses and pregnant women to have blood tests.

The Territory supports a number of general hospitals of which the 400-bed Queen's Hospital is the largest. There are also tuberculosis, maternity, orthopedic and children's hospitals, a hospital for the mentally ill, an institution for feeble-minded children, and a home for aged indigents. There is an emergency hospital in Honolulu and many clinics. The army and Navy and a number of plantations operate their own hospitals and clinics.

Housing Conditions

The influx of military personnel and civilian workers during the war brought about a severe shortage in accommodations, and houses and apartments continue to be scarce. This is one of Hawaii's greatest postwar problems and drastic action may be necessary to relieve the present shortage for all income groups.

EDUCATIONAL CONDITIONS

The Territorial Department of Public Instruction, under a Board of Commissioners, administers the public schools. The Board is responsible for determining educational policies and the curriculum for all schools.

Public schools are organized on the basis of a 6-year elementary school, a 3-year intermediate school, and a 3-year high school. Secondary schools are available to all children within their home communities. Each county has a vocational school. All children between the ages of 6 and 16 are required to be enrolled in regular day schools.

Education expenditure during the fiscal year 1946 totaled \$10,655,218 exclusive of capital outlay, kindergartens and adult education. Cost per child enrolled in grades 1 to 12 amounted to approximately \$130.

In the appointment of teachers, the law requires that preference be given to local persons who are qualified.

Data concerning the number of schools, teachers and enrollment for the year 1945 follow ¹⁾.

1) The information transmitted contains data for the years 1936 to 1945 inclusive.

Public schools	
High	25
Junior high	30
Elementary of special	<u>128</u>
Total	183
Private schools	
Kindergarten	40
Grade	30
High	12
Commercial and other	<u>7</u>
Total	89
Enrollment	
Public schools	81,215
Private schools	<u>17,656</u>
Total	98,871
Teachers	
Public schools	3,532
Private schools	<u>695</u>
Total	4,227

In the field of higher education, the University of Hawaii offers both undergraduate and graduate work in arts and sciences. Standards are comparable to those of universities in the United States. In the first postwar year, student enrollment (including evening and unclassified day students) totaled 3,748. Postwar demands have made it necessary to increase the teaching staff in many departments, and add new courses to the curriculum. An Agricultural Engineering Institute, sponsored by the University, the Hawaiian Sugar Planters' Association, and the Pineapple Research Institute, has been established to foster cooperative work in agricultural engineering.

INFORMATION TRANSMITTED FOR THE YEAR 1946.

The information transmitted is arranged in five parts, namely, General Information, Economic Conditions, Social Conditions, Educational Conditions, and a Pictorial Supplement.

Under General Information the topics covered are: Geography, People, History, and Government. The part on Economic Conditions covers Natural Resources, Agriculture and Industry, Revenues and Expenditures, Per Capita Income, Exports and Imports, and Land. The part on Social Conditions covers Human Rights, Labor and Employment Conditions, Living Conditions, Public Health and Sanitation, Housing Conditions and Programs. The part on Educational Conditions covers Policy and Objectives, and the Educational System.

GENERAL INFORMATION

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. It is bounded on the north by the Atlantic Ocean, on the south by the Caribbean Sea. It is 1600 miles southeast of New York, about 1,000 miles southeast of Miami, and slightly over 500 miles north of Caracas, Venezuela.

Puerto Rico is one of the most densely populated agrarian economies in the world. In 1940, the population was nearly 1,869,000 or 546.1 persons per square mile, or almost double that of 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 31.4 per thousand for 1899 to about 14.1 per thousand for 1945).

People

The people of Puerto Rico, American citizens since 1917, are descendants 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 Portugese, Syrians, Corsicans, French, Dutch, and other immigrant Europeans.

Although Spanish customs have been modified considerably, especially in the cities, Puerto Rico today is predominantly Spanish.

Catholicism is the religion of the majority of the people, but there are also a number of Protestant churches.

*Information prepared by the U.S. Department of the Interior in cooperation with the Governor of Puerto Rico.

The family in Puerto Rico 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. Spanish is still the predominant language. English is taught to every child who goes to school, but less than 25 per cent of the people know it well, and half of the remainder have only a slight knowledge of it.

History

Puerto Rico was discovered by Columbus on November 19, 1493, and for nearly 400 years, Puerto Rico was a colony of Spain.

After 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.

A Charter of Autonomy (1897) was obtained from Spain 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.

In February, 1898, the Spanish-American War started. 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 Puerto Rico was placed under the jurisdiction of that office.

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

Government

In 1900 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. The Governor, other key officials, and the members of the upper house of the Legislature were appointed by the President of the United States.

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 was left in the hands of the President of the United States.

The Governor may veto legislation passed by the Insular Legislature. If, however, a bill is repassed over his veto by two-thirds majority of both houses, it goes to the President of the United States for final approval or disapproval. Congress may annul any act of the Insular Legislature - a right it has never executed.

Puerto Rico is represented in Washington by a Resident Commissioner, with the status and duties of a Congressman, but without the right to vote.

19 Senators and 39 Representatives in the Insular Legislature are elected every four years. The Legislature meets in regular session in February of each year, and in such special session as may be called by the Governor to consider specific problems named by him.

There are 77 municipalities. Each municipality elects a Mayor and other municipal officers. Many of the normal activities of a municipality 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 Department form the Executive Council which acts as a Cabinet. Under Rexford G. Tugwell (Governor 1941-1946), the Cabinet, for the first time, was composed entirely of Puerto Ricans.

A number of independent insular agencies have been created, many of them since 1940.

The judicial system consists of the United States District Court, the Supreme Court of Puerto Rico, nine Insular District Courts, forty-six municipal courts and fifty-four Justice of the Peace Courts. Appeals from the Supreme Court of Puerto Rico and the United States District Court are taken to the United States Circuit Court of Appeals, First Circuit, in Boston, Massachusetts.

There is universal suffrage in Puerto Rico, all citizens of the United States, both men and women, who have reached the age of 21, being allowed to participate in the local elections, which are held every four years on the same day as the general elections in the United States. There are no literacy tests, and the Organic Act prohibits the use of property qualifications.

The offices of Resident Commissioner, Insular Senators and Representatives and municipal officers are elective.

ECONOMIC CONDITIONS

Natural Resources

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 major source of cheap food. The limited forest lands produce wood for charcoal, and a very small amount of lumber. 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.

Agriculture and Industry

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.

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 handicap 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 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 pellase, or spring 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.

The Insular Government, in 1942, established the Puerto Rico Industrial Development Company and the Puerto Rico Development Bank. 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 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.

New hotels, restaurants, and resorts are planned.

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, and others are being constructed.

Revenues and Expenditures

For the year 1945-46, the Insular Government had more money available than ever before.

Cash deposits in the General Fund during the fiscal year amounted to \$91,458,428.08. The cash balance on June 30, 1945 was \$104,546,653.13, bringing total resources for the year to \$196,005,081.21.

Revenue collections totaled \$82,250,232 in 1945-46, an increase of \$2,811,183 over the fiscal year 1944-45. The increase in the total revenues is directly traceable to sharp gains in the returns from excise, local beverage and income taxes. As a result of unusually heavy importation of foodstuffs from foreign markets, revenues in customs collections also showed a considerable increase. United States Internal Revenue collections on rum continued to decline. Approximately \$4,250,000 less was collected this year than in 1944-45, although collections are still much higher than pre-war levels.

Disbursements from the General Fund amounted to \$114,677,316.63. A total of over \$18,000,000 was spent on Health and Welfare and Educational Services from Insular revenues.

Per Capita Income

For the year 1940, the per capita income was \$121. In 1944, the last year for which reliable per capita income figures have been developed, it was \$239. However, increased living costs have almost nullified any advance in real income.

Exports and Imports

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 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 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).

Land

The pressure of population upon land resources in Puerto Rico is very severe. There is only one acre of land area per person in Puerto Rico as compared to 7.1 acres per person in the United States. A more significant figure is the fact that there is only .39 of one acre of harvested crop land per person in Puerto Rico, 31 per cent of the crop land in Puerto Rico is devoted to sugar, most of which is exported.

Of the total of 1,053,000 acres of crop land, 25.8 per cent was held in ownerships of more than 500 acres. These large operators accounted for .6 of one per cent of all farmers. Twenty-seven and eight-tenths per cent of all the crop land is held in ownerships of 100 to 500 acres. These farms account for five per cent of all farms. At the other end of the distribution, 73.2 per cent of all farmers owned 20.1 per cent of all crop land.

In 1940 there were 53,000 farmers in Puerto Rico as compared to 156,000 farm laborers, most of whom are squatters on land belonging to others. The annual income of this large farm labor group is below the level of income considered a minimum standard of living for families in Puerto Rico.

Approximately 140,000 acres of farm land are held by corporations with holdings in excess of 500 acres. In addition, 50,000 acres are held in partnerships in excess of 500 acres. Corporations rent about 72,000 acres while partnerships operate 7,600 acres in rented properties.

A new Land Law was passed by the Insular Legislature in 1940 designed to serve as a means of implementing the 500-Acre restriction of the Organic Act. This law creates the Land Authority and gives it power to purchase corporation holdings in excess of 500 acres by condemnation. It provides further that these land holdings may be operated in large units as proportional profit farms. Under this plan property taxes are paid as under private ownership. The Insular Government receives interest on all the invested capital. Any surplus, which may remain after all costs of production are met and after a reserve fund has been set aside to meet contingencies, is distributed as profit to management and labor. The Land Authority also provides for small plots for subsistence homes for agregados (landless agricultural workers) and for the development of family sized farms.

The Land Authority to date has purchased five properties under the provisions of the Land Law totalling approximately one-third of all corporation holdings in excess of 500 acres.

SOCIAL CONDITIONS

Human Rights

Civil rights in Puerto Rico are guaranteed by clauses in the Organic Act which closely parallel those of the Federal Constitution. The following are listed in the information transmitted:

1. Due process and equal protection of the law.
2. The right to counsel; a speedy trial; confrontation with witnesses, and compulsory process to obtain witnesses.
3. Protection from double jeopardy, and from being a witness against one's self.
4. Right to bail, except for capital offenses, and no excessive bail.
5. No law shall impair contracts.
6. No imprisonment for debt.
7. No suspension of habeas corpus except in rebellion, insurrection or invasion.
8. No ex post facto law or bill of attainder.
9. Compensation for private property when taken for public use.
10. No unreasonable searches or seizures.
11. Warrant for arrest or search shall only issue on probable cause.
12. Slavery shall not exist.
13. Involuntary servitude, except for crime, shall not exist.
14. Freedom of speech or press; right of assembly and petition for redress of grievances.
15. Freedom of religion; no political or religious test to hold public office.

There is an almost complete 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 social or economic standing.

Labor and Employment Conditions

Wages

Wages in Puerto Rico are low by continental standards but high for the Caribbean Area.

Averages

Agriculture	18.4 cents per hour
Sugarcane growing	30. " " "
Dairying	17.9 " " "
Fruit growing	16. " " "
Coffee	11.2 " " "
Wholesale Trades	35.2 " " "
Retail Trades	22.4 " " "
Filling Stations and Hardware Dealers	25. " " "
Food and Clothing Stores	20 or 21 " " "
Service Establishments	23 cents " " "
Repair Services	25. " " "
Transportation	44. " " "
Communication (telegraph and telephone)	39. " " "
Piers and docks	74.6 " " "
Manufacturing	35.6 " " "
Stone, clay and glass products	46.6 " " "
Fabrics	24.9 " " "
Food products	40.7 " " "
Tobacco	30.1 " " "
Diamond cutting and polishing	63.8 " " "
Pottery and related products	19.6 " " "
Sugar Industry	44.2 " " "

Labor Unions

Out of a labor force of approximately 675,000 there is an estimated total of 300,000 organized wage earners. The two main organizations, of island-wide character, are the Federación Libre de Trabajadores (FLT), and the Confederación General de Trabajadores (CGT). There are several independent organizations such as the Brotherhood of Railway Workers, Obreros Unidos de Loiza (covers two sugar mills and adjacent fields), Restaurants, Bars and Hotel Employees, Rug Workers, Chauffeurs' Unions, etc.

Labor Legislation

Collective bargaining, including grievance and arbitration machinery, has reached its high peak in recent years as a means of regulating employer-employee relations. Besides local legislation pertaining to wage and hours, discharges, wage claims, women and child labor, etc., the Insular Government has created a Conciliation Service in the Department of Labor and a Labor Relations Board as an autonomous agency.

The Puerto Rico Labor Relations Board certifies bargaining units and prohibits certain specific unfair Labor practices. Its functioning is similar to the National Labor Relations Board guaranteeing employees the right to organize and to bargain collectively. The Insular Conciliation Service helps in the settlement of whatever labor disputes may arise between unions and employers. No compulsory arbitration or conciliation is provided by law. There is no regulation of unions by the Government.

The principal labor laws in effect in Puerto Rico may be summarized as follows:

Organic Act creating the Department of Labor (Act No. 15 of 1931 as amended), with a Mediation and Conciliation Service, three labor supervisory or inspecting agencies (men, women and child labor), and employment service, a workers education bureau, a legal division, a bureau of labor statistics, a minimum wage board, a labor relations board, a board of industrial safety and an administrative office.

Minimum Wage - Act. No. 8 of 1941 as subsequently amended, creating the Minimum Wage Board to establish, among other things, the procedure for determining the minimum wage to be paid in the different occupations, the maximum working hours and the labor conditions necessary for the maintenance of the health, safety and well-being of workers, and giving a mandatory character to the decrees promulgated by the Board.

Wage orders in force cover the following industries and businesses: tobacco (agricultural phase), sugar (agricultural and manufacturing phases), hospitals, clinics and sanatoriums, beer and other beverages, hotels, restaurants and soda fountains, theaters and movie halls, retail trade, bread and other bakery products, construction works, and transportation.

Act No. 45 of 1919 establishes a minimum wage for women (in force for industrial undertakings not covered by the Minimum Wage orders).

Child Labor - Act No. 230 of 1942 as amended, regulates the employment of minors. It is modeled after the child labor provisions of the Fair Labor Standards Act. This Act establishes the minimum age for employment at 16 years and fixes the maximum hours of work at 8 per day and 40 per week.

Safety and Sanitation - Act No. 112 of 1939 creating the Industrial Safety Board in the Department of Labor and Act No. 317 of 1938 creating the Accident Prevention Council in the Treasury Department, provide for the issuance of industrial safety rules and regulations. The State Insurance Fund created by Act No. 45 of 1935 as subsequently amended, to protect workers against industrial accidents and occupational diseases, includes an accident prevention division. The Industrial Safety Board has issued three safety regulations to cover sugar cane cutting and hauling, wood working shops, and construction and repairs. Acts No. 86 of 1921 as amended, No. 61 of 1936, No. 64 of 1931 as amended and No. 41 of 1917 as amended, respectively, establish healthy and safe housing facilities for workers, regulate the construction of scaffolds, prohibit the use of bags containing an excess of 150 pounds, and provide for a dispensary and minor surgeon or nurse in sugar factories, workshops, electric or hydraulic plants, etc.

Other important labor legislation in force in Puerto Rico include Act No. 6 of 1946 creating the Labor Relations Board of Puerto Rico; Act No. 114 of 1942, to protect workers against discrimination for political partisanship or participation in labor organization activities; Act No. 10 of 1917 as amended, determining the procedure in claims for wages; Act No. 76 of 1931 as amended, regulating share cropping contracts; Act No. 3 of 1942 establishing a period of rest for working mothers before and after childbirth; Acts No. 49 of 1935, No. 80 of 1931, No. 306 of 1930, No. 140 of 1913, and No. 289 of 1946, concerning,

respectively, maximum hours of work, periods of rest, a day's leave for every six working days in industrial and commercial undertakings not covered by the Minimum Wage orders; Act No. 43 of 1930 as amended, and Act No. 17 of 1937 providing for compensation in cases of illegal discharge; Act No. 163 of 1936 regulating industrial homework; and Act No. 73 of 1919 regulating the employment of women in industry.

Living Conditions

At present a vast majority of Puerto Ricans live not far above the subsistence level. 85 per cent have an income of only a few hundred dollars a year. There is a small wealthy class and a growing "middle" class.

Housing generally is below acceptable minimum standards.

The diet of the majority of Puerto Ricans consists of rice, beans, codfish, bread, and black coffee, supplemented sparingly with fresh fruits and vegetables--principally potato substitutes. The custom is to buy in very small quantities for day to day--almost meal to meal--use.

More than half the population lacks sanitary facilities. Water is scarce and impure and, in rural areas, must be carried from a distant spring, stream or well. Diseases directly traceable to faulty sanitation and to malnutrition lead in the causes of death. Hospitals and other medical facilities are not readily available to most of the people.

Most merchandise available in the United States can be bought in Puerto Rico. The prices, however, are generally higher than on the mainland. Much of the food comes from the Continent, including a large part of the meat, and all butter and other fats.

Public Health and Sanitation

The organization of the Insular Health Department consists of the Central Departmental Office under the immediate direction of the Commissioner of Health, the Division of Public Health, the Division of Insular Hospitals, and the Division of Public Welfare.

The Division of Public Health consists of a central office assisted by twelve bureaus, five offices of district supervision and seventy-six public health units in charge of public health field work at a local level. The twelve bureaus operating during this fiscal year are as follows:

1. Bureau of Registry and Vital Statistics
2. Bureau of Epidemiology
3. Bureau of Sanitation
4. Bureau of Tuberculosis
5. Bureau of Malaria Control
6. Bureau of Venereal Diseases Control
7. Bureau of Maternal and Infant Hygiene
8. Bureau of Crippled Children
9. Bureau of Public Health Laboratories
10. Bureau of Chemistry
11. Bureau of Nursing
12. Bureau of Medical Social Work

Altogether there were 170 health centers in operation during the year 1946-47.

A Crippled Children program operates through mobile units of specialized physicians, nurses and physiotherapists who hold clinics in various units on schedule.

The Division of Insular Hospitals embraces the Arecibo, Aguadilla, Bayamon and Fajardo Charity District (General) Hospitals each with a capacity of 300 beds, and the Ponce District Hospital with a capacity of 100 beds; the Insular Hospital of Psychiatry with a capacity for 1,000 patients and the Insular Hospital for Lepers with a bed capacity of 70; the Insular Tuberculosis Hospital in Rio Piedras with a capacity of 800 beds, the Ponce Tuberculosis Hospital with a capacity of 300 beds, Mayaguez Tuberculosis Hospital with a capacity of 200 beds, Aibonito and Guayama Tuberculosis Hospitals with a bed capacity of 100 beds each, and the Cayey Tuberculosis Hospital, shortly to be made available, with a capacity of 400.

Cancer services are rendered through private non-profit institutions on contract basis.

The Division of Public Welfare consists of the following bureaus and offices:

- The Bureau of Public Assistance
- The Bureau of Child Welfare, with programs providing foster-homes and housekeepers.
- The Bureau of Institutions
 - Insular Home for Girls
 - Insular Home for Boys
 - Industrial School for Girls
 - Industrial School for Boys
 - Juvenile Home
 - Puerto Rico Institute for Blind Children
 - Insular Home for the Blind
 - Vocational Institute for the Adult Blind
- Office of the Handicapped
- Office of Research and Statistics
- Office of In-Service Training
- Office of Social Service Exchange

There are 122 hospitals in Puerto Rico, of which 16 are operated by the Insular Health Department; 48 by the Municipal Governments; 8 by the Federal Government mostly military establishments; and 50 are privately owned. Of the 122 hospitals, 103 are general hospitals and 19 are dedicated to specialties.

These institutions represent a total of 6,534 beds for general medical and surgical services, 2,152 in municipal hospitals, 3,028 in private non-governmental hospitals and 1,354 in Insular Government Hospitals.

There are 729 licensed physicians and approximately 1,000 graduate nurses in Puerto Rico. By accepted standards, there should be about 2,000 physicians and 4,000 nurses.

Faculties for the training of doctors consist of:

1. Full pre-medical course at the University of Puerto Rico, but no medical school.
2. Research, postgraduate and public health course at the School of Tropical Medicine.

3. Public health training at the Rio Piedras Public Health Unit Demonstration Center.
4. Facilities for internship and residency at the various recognized hospitals, but no facilities for training in the specialties.

Facilities for the training of nurses consist of:

1. Nine nursing schools, graduating an average of 100 nurses per year.
2. Public health courses at the School of Tropical Medicine.
3. Public health training at the Rio Piedras Public Health Unit Demonstration Center.

The total budget for the Insular Health Department for 1947-48 is \$13,465,914 or 25.38 per cent of the regular government budget for the year.

There is a scarcity of trained physicians and nurses and of hospital beds for general and specialized medical care. For the last several years the Government of Puerto Rico has provided scholarships to worthy students for medical training in the Continental United States.

A successful example in the fight against disease is the work done by the Bureau of Malaria. In 1931 the malaria mortality rate in Puerto Rico was 203.7 and in 1945 it was 41.6. The malaria morbidity rate in Puerto Rico in 1931 was 3,026.6 and in 1945 it was 301.5. (Rates per 100,000 population). Facilities for the fight against tuberculosis are at present inadequate.

The year 1945 registered a reduction in the general incidence of the communicable diseases. A total of 33,780 cases of the various sicknesses caused by contagious diseases with a general case rate of 1651.2 per 100,000 population was reported through the Health Units and recorded at the Bureau of Epidemiology during the year 1945 as compared with 42,463 cases and a corresponding rate of 21.1 in 1944—a decrease of about 21 per cent for the present year as compared with a year ago.

Of the total number of 33,780 cases reported during the year 1945, syphilis led the list with 25.8 per cent of the total; gonorrhoea occupied second place with 20.1 per cent; malaria followed with 18.2 per cent; tuberculosis (all forms) with 16.7 per cent occupied fourth place and influenza with 4.9 per cent took fifth place.

Morbidity rates per 100,000 population, year 1946

	<u>Cases</u>	<u>Rates</u>
Syphilis.....	7,967	383.1
Tuberculosis (all).....	6,318	303.8
Gonorrhoea.....	5,931	285.2
Malaria.....	5,584	268.5
Dysentery.....	2,091	100.6

Mortality rates per 100,000 population, year 1946.

	<u>Cases</u>	<u>Rates</u>
Diarrhea & Enteritis.....	4,697	225.9
Tuberculosis (all).....	4,317	207.6
Pneumonia (all).....	2,418	116.3
Diseases of the heart.....	2,073	99.7
Nephritis.....	1,154	55.5

Birth, death, and infant mortality statistics.

	<u>1944</u>	<u>1945</u>	<u>1946</u>
Births	41.0	42.3	42.8 per 1,000 population
Deaths	14.8	14.1	13.2 per 1,000 population
Infant Mortality	99.4	93.4	83.8 per 1,000 live births

Housing Conditions and Programs

The 50,000 per year rate of increase in population and the growing tendency toward concentration of the population in urban areas has greatly complicated the problem of insuring an adequate supply of low cost housing for the people of Puerto Rico.

The Housing Authority proceeded with the purchase of land and the preparation of plans and specifications, in accordance with recent legislative acts appropriating Insular funds for these purposes. During the year, land was purchased in 16 municipalities.

Twelve completed housing projects with 2,113 units are now being operated by the Authority. Rent collections for the year were \$139,837.11, with a vacancy and collection loss of only 0.38 of one per cent.

The Model Housing Board which was created for the purpose of constructing model houses, was practically suspended during the war period, only two experimental houses being constructed in that time. With the close of the war, and with an accumulated fund of about \$300,000, the Board immediately started research and investigation. During 1945-46, eight model houses were constructed in Utuado; a contract was awarded for eight in Hato Rey and construction started.

The growth of urban slums has been one of the most serious problems confronting the Insular Government. The most notorious of these is the "El Fanguito" area in San Juan. Early in 1947 funds were appropriated for the purpose of rehousing the inhabitants of this area in order to permit its development for industrial purposes. It is anticipated that this project will be completed within a year.

EDUCATIONAL CONDITIONS

Policy and Objectives

A brief statement on policy and an outline of eight objectives are given. This topic is concluded with the following statement:

"The greatest educational problem affecting Puerto Rico is the

"insufficiency of financial resources to provide accommodation for 47.25 per cent of its school population between the ages of 6 and 18."

The Educational System

The head of the school system is the Commissioner of Education who is appointed by the President of the United States with the advice and consent of the Senate for a term of four years. There are 61 school districts, each under the direction of a superintendent appointed by the Commissioner. The number of teachers amounts to 8,451.

The school system is organized under the 6-3-3 plan--an elementary school of six grades, an intermediate of three, and a senior high school of three. The senior high schools function only in urban areas.

The municipal school director is an official appointed by the mayor of each municipality.

The expenditures for public elementary and secondary educational purposes during the year 1945-46 totaled \$19,909,657.09. The Insular Government funds expended amounted to \$11,180,447.54; municipal funds, \$2,558,019.54; Insular Board for Vocational Education funds, \$957,949.67; school fees, \$263,911.28; cash receipts, donations, etc., \$104,263.42; and school lunchroom funds, \$4,845,085.64. Federal aid, included in the amounts already mentioned was appropriated as follows: lunchrooms, \$2,500,000; vocational education, \$385,449.91; rehabilitation, \$110,345. If reported expenditures of private schools are included - \$908,766.98 - it may be said that \$20,818,424.07 was spent on elementary and secondary education in Puerto Rico during the school year 1945-46.

During the 1945-46 school year there were 2,929 different school buildings with 6,985 separate classrooms distributed as follows: 5,737 academic classrooms and 1,248 classrooms used for the following purposes: assembly halls 12, study halls 30, laboratories 49, libraries 74, home economics 236, industrial arts 325, native handicrafts 206, agriculture 99, and 217 others used for miscellaneous purposes.

The program of studies is given. The language of instruction is Spanish in the elementary schools and English in the intermediate and senior high schools.

There are two institutions of higher learning in Puerto Rico:- The University of Puerto Rico - a government institution - with colleges of Education, Agriculture and Engineering, Law, Pharmacy, and Liberal Arts, a graduate school, and the School of Tropical Medicine with functions under the auspices of Columbia University; and the Polytechnic Institute at San German - a private institution offering undergraduate courses in Arts, Sciences, and Education. More than 7,000 students were enrolled the past year in these two institutions. Last year also, there were 714 Puerto Rican students studying in the United States and other countries.

The Bureau of Adult and Extension Activities offered the following services during the school year 1945-46:

	<u>Enrollment</u>
Elementary schools for adults	4,471
Free studies	673
Extension schools	4,733
Summer high school courses	4,339

The total attendance at 10,911 showings of educational and recreational films to public and private institutions was 1,035,838. A total of 50,000 students have listened to the School of the Air programs during the year.

The Division of Trade and Industrial Education maintained seven industrial and trade schools in which all-day programs in plumbing and pipe fitting, dressmaking, radio, furniture making, electricity, auto mechanics, welding and plane cutting, machine shop, and carpentry were offered. The total enrollment was 1,269. In the part-time and evening programs, instruction was given in fifteen different courses with a total enrollment of 456 students. In addition fifteen programs in diversified occupations and five in needle-trade were directed in the high schools of the island.

In 1940 31.5 per cent of the population ten years old and over was illiterate. In 1946 illiteracy is estimated to be 28.6 per cent. The total estimated population of Puerto Rico 6 to 18 years of age is 663,376. Of these, 376,793 are of elementary school age (6 to 12); 150,218, of junior high school age (13 to 15); and 136,365 of senior high school age (16 to 18).

A total of 360,635, or 54.36 per cent of the total population between the ages of 6 and 18, was enrolled in public and private day schools, as follows: 251,628, or 66.78 per cent, of those 6 to 12 years of age; 78,892, or 52.52 per cent, of those 13 to 15; and 30,115, or 22.08 per cent, of those 16 to 18.

From the standpoint of their professional training, 44.42 per cent of all teachers are normal school or college graduates. Around 150 of the teachers holding a B.A. degree studied in State colleges and universities on the Continent, about 40 hold M.A. degrees.

The number of pupils per teacher was as follows: senior high schools 22, urban junior high schools 21, urban elementary 45, rural junior high schools 12, and rural elementary schools, 50.

The total cost of public elementary and secondary education during the year 1945-46, including federal, insular, municipal expenditures, cash receipts, school fees, and donations, amounted to \$9.65 per inhabitant, \$56.89 per pupil enrolled.

THE VIRGIN ISLANDS OF THE UNITED STATES

INFORMATION TRANSMITTED FOR THE YEAR 1946

The information transmitted is arranged in five parts, namely, General Information, Economic Conditions, Social Conditions, Educational Conditions, and a Pictorial Supplement.*

Under General Information the topics covered are Geography, People, History, and Government. The part on Economic Conditions covers Industry and Agriculture, Revenues and Expenditures, Per Capita Income, Land Tenure and Land Use. The part on Social Conditions covers Human Rights, Labor and Employment Conditions, Public Health and Sanitation. The part on Educational Conditions covers Educational Policy, Objectives and Special Problems, Organization of Educational Administration, School Buildings and Other Facilities, Curriculum and Language of Instruction, Opportunities for Higher Education, Adult Education including G.I. Bill of Rights, Vocational Training, and Summary of Educational Statistics.

GENERAL INFORMATION

Geography

The Virgin Islands of the United States of America, consisting of the Islands of St. Thomas, St. John, and St. Croix, and about fifty uninhabited islands and cays, lie forty miles east of Puerto Rico and 1,400 miles southeast of New York. The area of the Virgin Islands is about 132 square miles. St. Croix is 84 square miles, St. Thomas 28 square miles, and St. John 20 square miles. The climate is semitropical. Temperatures range from a winter's evening low of 69 degrees to a summer's day high of 91 degrees. The daily range of temperature is rarely 10 degrees between high and low.

People

The population, according to the latest census in 1940 was 24,889. The population of St. Croix, in 1940, was 12,902; St. Thomas 11,265; and St. John 722. The urban population was 16,794 (or 67.5% of the total) and the rural population 8,095 (or 32.5% of the total). On the island of St. Croix the urban population was 6,993 and the rural population 5,909. St. Thomas' urban population was 9,801 and its rural population 1,464. St. John's population of 722 is entirely rural.

The racial classification of the population of the Virgin Islands, according to the 1940 census, was (1) white, (2) Negro, (3) mixed, and (4) other. Of the total population of 24,889, 2,236 or 9% were white; 17,176 or 69% were Negroes; and 5,477 or 22% were classified "mixed and other". There were 11,912 males and 12,977 females recorded in this census. The following was the distribution of population by age groups:

*Information prepared by the U.S. Department of Interior in cooperation with the Governor of the Virgin Islands.

Under 5 years.....	3,027 or 12.2%
5 to 9 years.....	2,581 or 10.4%
10 to 14 years.....	2,370 or 9.5%
15 to 19 years.....	2,383 or 9.6%
20 to 24 years.....	2,277 or 9.1%
25 to 29 years.....	1,937 or 7.8%
30 to 34 years.....	1,509 or 6.1%
35 to 44 years.....	2,510 or 10.1%
45 to 54 years.....	2,446 or 9.8%
55 to 64 years.....	2,056 or 8.3%
65 to 74 years.....	1,213 or 4.9%
75 years and older.....	561 or 2.3%
Unknown.....	19 or .1%
Total.....	<u>24,889</u> or <u>100%</u>

Moravian, Anglican, Roman Catholic, Lutheran, Wesleyan Methodist, Seventh Day Adventist, Pilgrim Holiness, Christian Mission, and orthodox Jewish congregations maintain places of worship and organized work in the Virgin Islands.

The English language is universally spoken in the Virgin Islands.

History

The historical background of the Virgin Islands is best shown by the following table:

<u>St.</u> <u>Thomas</u>	<u>St.</u> <u>Croix</u>	<u>St.</u> <u>John</u>	
1493	: 1493	: 1493	Virgin Islands discovered by Columbus on his second voyage.
	: 1643	:	St. Croix colonized by Dutch and English. The Dutch were expelled later.
	: 1650	:	In St. Croix English defeated by Spaniards who in turn were defeated by Frenchmen from St. Kitts.
	: 1651	:	France entrusted St. Croix to Knights of Malta who controlled it for 14 years.
1657	:	:	St. Thomas colonized by the Dutch.
1666	:	:	St. Thomas taken possession of by Denmark.
1671	:	:	St. Thomas acquired by Danish West India and Guiana Co.
1680	: 1680	: 1680	Slavery introduced in Virgin Islands.
	:	: 1684	Possession of St. John taken by Denmark.
	:	: 1716	St. John settled by 16 inhabitants of St. Thomas.
	: 1733	:	St. Croix purchased by King Christian of Denmark.
1755	:	:	St. Thomas purchased by Danish Government from the Danish West India and Guiana Co.
1764	:	:	St. Thomas became a free port.
1801	:	:	St. Thomas held by English for 10 months.
	: 1801	:	St. Croix taken by English but restored to Denmark after a few months.
1807	: 1807	:	St. Thomas and St. Croix taken by English.
1817	: 1817	:	Islands restored to Denmark.
1848	: 1848	: 1848	Slavery abolished in Virgin Islands.

<u>St. Thomas</u>	<u>St. Croix</u>	<u>St. John</u>	
1916	: 1916	: 1916	Treaty ratified by Denmark for sale of Virgin Islands to United States of America for \$25,000,000.
1917	: 1917	: 1917	Treaty ratified by United States.
1917	: 1917	: 1917	March 31 - Stars and Stripes replaced the Dannebrog.
1931	: 1931	: 1931	March 18 - Inauguration of the first civilian Governor.

The Government of the Virgin Islands was placed under the supervision of the Department of the Navy and naval officers held the position of Governor and all other principal departmental positions from March 31 1917 until March 18 1931 when the jurisdiction of the administration of the Islands was transferred to the Department of the Interior.

Government

The Virgin Islands have the status of an organized but unincorporated territory of the United States.

On February 25 1927, the first citizenship act was adopted by Congress granting full American citizenship to natives of the Virgin Islands of the United States.

Under the Organic Act of June 22 1936, the Governor of the Virgin Islands is appointed by the President by and with the advice and consent of the United States Senate.

The Government Secretary is appointed by the President and the Governor's immediate representative on St. Croix, the Administrator, is appointed by the Secretary of the Interior.

The Secretary of the Interior is required to appoint all other executive and administrative officers of the Virgin Islands; their salaries and those of the Presidential appointees are paid from funds appropriated by the Congress.

Departmental staffs for the Municipality of St. Thomas and St. John and for the Municipality of St. Croix appointed by the Governor and confirmed by the respective municipal councils.

In each municipality there is a Department of Health, Education, Social Welfare, Public Works, a Police and Prison and a Harbor Department, and a Public Library. The Directors of Police in St. Thomas and St. Croix are the only heads of major departments whose salaries are not paid from Federal funds.

"In order to show the participation of Virgin Islanders in their own territorial and local government, the following tabulation is given:"

Governor of the Virgin Islands	Continental American
Government Secretary	Virgin Islander
Executive Assistant to the Governor	Continental American
Administrator for St. Croix	Continental American
Administrator for St. John	Virgin Islander
Commissioner of Finance	Virgin Islander
Assistant Commissioner of Finance, St. Thomas	Virgin Islander
Assistant Commissioner of Finance, St. Croix	Virgin Islander

Commissioner of Health	*Virgin Islander
Assistant Commissioner of Health, St. Thomas	Virgin Islander
Assistant Commissioner of Health, St. Croix	Continental American
Superintendent of Education, St. Thomas	Continental American
Superintendent of Education, St. Croix	Continental American
Assistant Superintendent of Education, St. Thomas	Virgin Islander
Director of Social Welfare	Virgin Islander
Superintendent of Social Welfare, St. Croix	Virgin Islander
Superintendent of Public Works, St. Thomas	Virgin Islander
Superintendent of Public Works, St. Croix	Continental American
Director of Police, St. Thomas	Continental American
Assistant Director of Police, St. Thomas	Virgin Islander
Director of Police, St. Croix	Continental American
Assistant Director of Police, St. Croix	Virgin Islander
Judge of the Police Court, St. Thomas	*Virgin Islander
Judge of the Police Court, St. Croix	Virgin Islander
Supervising Librarian	Virgin Islander

Practically the entire staff of departmental officials and clerks, including doctors, nurses, and other facilitating personnel, are Virgin Islanders.

Bills to provide a Resident Commissioner for the Virgin Islands in the Congress are now pending both in the Senate and the House of Representatives.

In 1921 Congress extended the income tax laws of the United States to the Virgin Islands. That same year Congress authorized the local legislative authorities to levy internal revenue taxes.

Important items of federal legislation which have been passed recently and made applicable to the Virgin Islands, are the authority for money grants to be extended by the United States Public Health Service to the Virgin Islands for general health measures, venereal disease control, tuberculosis control, and industrial hygiene, and, within the last year, those titles of the Social Security Act of the United States which provide for grants to local governments for child welfare and maternal and child health services.

All local legislative powers in the Municipality of St. Croix are vested in the Municipal Council of St. Croix, which consists of nine members elected for a term of two years.

All local legislative powers in the Municipality of St. Thomas and St. John are vested in the Municipal Council of St. Thomas and St. John, which consists of seven members elected for a term of two years.

The only elective offices in the Virgin Islands are the members of the two municipal councils.

Joint sessions of these two municipal councils are designated as the Legislative Assembly of the Virgin Islands. The Legislative Assembly has the power to enact legislation applicable to the Virgin Islands as a whole.

Laws must be approved or voted in whole. The Governor, however, may veto any specific item or items in any bill appropriating money for

*The officials filling these two positions are natives of Denmark who have lived in the Virgin Islands for a great many years and are American citizens.

specific purposes. A bill vetoed by the Governor, if reconsidered and passed by two-thirds of all the members, is returned to the Governor who may then approve or disapprove it. If he disapproves it, he is required to transmit it to the President who may approve or disapprove the bill. Congress has reserved the power and the authority to annul all laws. This authority has never been exercised by Congress.

Registrations and Voting
General Elections — 1946

	<u>Registered Voters</u>				<u>Actual Votes Cast</u>		
	<u>Male</u>	<u>Female</u>	<u>Total</u>	:	<u>Male</u>	<u>Female</u>	<u>Total</u>
St. Croix	1,357	1,118	2,475	:	1,047	729	1,776
St. Thomas				:			
And St. John	<u>1,686</u>	<u>1,213</u>	<u>2,899</u>	:	<u>1,181</u>	<u>833</u>	<u>2,014</u>
Virgin Islands	<u>3,043</u>	<u>2,331</u>	<u>5,374</u>	:	<u>2,228</u>	<u>1,562</u>	<u>3,790</u>

The judicial power of the Virgin Islands is vested in the United States District Court of the Virgin Islands and in police courts for each municipality. Appeals from the District Court are made to the United States Circuit Court of Appeals for the Third Circuit.

Police courts have jurisdiction concurrent with the District Court, in all civil cases in which the principal sum claimed does not exceed \$200, and in all criminal cases where the punishment to be imposed will not exceed a fine of \$100 or imprisonment not exceeding six months.

In all criminal cases originating in the District Court, the right to trial by jury, upon demand of either party, is inherent.

ECONOMIC CONDITIONS

Industry and Agriculture

The principal industries of St. Thomas are fueling, bunkering, and other servicing of ships; the manufacture of rum and bay rum; cattle raising; truck gardening; deep sea commercial fishing; handicraft industries; and catering to the tourist trade. In St. Croix, the industries are sugar cultivation, cattle raising, truck gardening, and the manufacture of rum. In St. John, the industries are limited to the production of charcoal; limited cattle raising and farming; catering to winter resident tourists; and at one time cultivation of bay trees for production of bay leaf oil.

Exports from the Virgin Islands include raw sugar, rum, federally inspected meats to Puerto Rico, handicraft articles, and bay rum. Imports include food, clothing, construction materials, oil, coal and coke for bunkering, cattle from neighboring British islands, and luxury articles for sale to tourists.

Living standards have been maintained at their present level only by assistance from the continental United States and by military expenditures.

St. Croix's basic industry, sugar, showed a production increase in 1946 from 4,040 tons to 4,940 tons, through increased acreage and acre-yield, and by improved processing. The price to the cane farmer in St. Croix for his 1946 crop was \$3.60 per ton, as compared with \$6.73 in 1945 and \$3.02 in 1941. The day's wage for field laborers rose from \$1.04 in 1941 to \$1.60 in 1945, and \$1.84 in 1946. Sucrose recovery was increased from 9.73 to 10.53 by improved operating methods in the Government-owned sugar factory, the only one now operating in the Virgin Islands.

The Virgin Islands Company, a Government owned corporation, performs the functions of providing wage employment in field and factory and facilitating self-employment by processing of sugar cane for over 500 small farmers. Private enterprise has been unable to perform these functions satisfactorily because of the marginal soil and uncertainty of rainfall.

St. Croix exported 137,618 gallons of rum and liqueurs in 1946, as compared with 129,082 proof gallons in 1945. St. Thomas exported 817,441 proof gallons in 1946 as compared with 1,340,208 in 1945. The rum and liqueur industry upon which these islands have depended during the past few years for their major source of revenue, and for private employment of wage-earners, has suffered a severe curtailment of production.

A cooperative association of cattlemen in St. Croix, operating the Federally-owned abattoir, exported 921 meat carcasses in 1946, as compared with 720 during the previous year, chiefly to Puerto Rico.

The total road mileage on the island of St. Croix is 140 with 108 of dirt or gravel and 32 miles of hard-surfaced roads. In St. Thomas there are 50 miles of road, of which 18 miles are hard-surfaced and 32 miles dirt road. St. Thomas has 500 telephones and about 500 automobiles and trucks. There are three rum distilleries on the island of St. Thomas. Here also is a large dock which can accommodate vessels drawing up to 32 feet, with modern bunkering facilities. In St. Croix, there are 250 telephones, two sugar mills, two rum distilleries, a modern abattoir, and about 400 automobiles and trucks. Total bank deposits, including government deposits, are close to \$4,000,000. The assessed value of all real property in St. Croix is approximately \$4,000,000, and in St. Thomas, \$5,000,000. Electric current in St. Thomas is 220 v. direct current, but this is in process of being changed to modern alternating current. On St. Croix there is 110 volt direct current in the two towns, and 110 volt alternating current in the rural districts. The town current will also be changed in the near future. Electric rates are high, the lowest being \$0.06 per kilowatt hour for power and \$0.10 for light in St. Thomas.

Revenues and Expenditures

The Organic Act of the Virgin Islands did not authorize either of the municipalities or the Government of the Virgin Islands to issue

bonds. Therefore, the Islands have no bonded indebtedness. In the Municipality of St. Thomas and St. John, revenues from local sources collected during the fiscal year ended June 30, 1946 totalled \$860,081.44. Principal among the revenue items in this Municipality were:

Income tax collections.....	\$622,573.27
Real Property taxes.....	59,167.89
Trade taxes	37,220.50
Customs revenues	61,346.19
Revenues from pilotage	9,632.82

The Budget for the Municipality of St. Thomas and St. John carried total appropriations of \$1,083,851.50. Major departmental appropriations were:

Public Works and Fire Department.....	\$164,066.08
Department of Education	210,058.25
Municipal Hospital	132,235.00
Police and Prison Department	63,401.50
Legislature	49,793.20
Sanitation Service	25,730.00
Department of Social Welfare	87,627.00

In the Municipality of St. Croix, revenues were \$262,267.54 in the fiscal year ended June 30, 1946. In that year, also, Congress appropriated \$150,000 toward the expenses of the local government in the Municipality of St. Croix. Among the major items of local revenues were income taxes--\$103,059.94, and real property taxes--\$52,410.39. The Budget for the Municipality of St. Croix carried total appropriations of \$421,668.00. Major departmental appropriations in St. Croix were:

Public Works Department	\$66,784.00
Department of Education	77,321.00
Police and Prison Department	41,798.00
Christiansted Hospital	38,276.00
Frederiksted Hospital	33,885.00

The Federal Government pays directly through appropriations made by the Congress each year the cost of the portion of the Virgin Islands government described as the Central Administration. For the current fiscal year, the appropriation from Congress for this purpose amounts to \$228,000.00. The Federal Government also pays the expenses, \$45,000 in 1947, of an agricultural station in the Virgin Islands, which has its main operations on the island of St. Croix, with a sub-station on the island of St. Thomas.

The import duty is 6%, ad valorem, on all foreign goods coming into the Virgin Islands. Goods entered in bond for reexportation or transshipment are exempted from this duty. No customs dues are levied upon merchandise entering the United States from the Virgin Islands which is the product of the Virgin Islands or of the United States, or of any of its territories and possessions, or which does not contain foreign ingredients to a value of more than 20% of its value at a United States port of entry. Foreign items are eligible for free-of-duty use only in actual fabrication or refabrication, or when sufficiently increased in value by the labor applied thereto.

120
Page 62

Per Capita Income

A study at present being made of the economy of the Islands would seem to indicate that, for the year 1946, the average per family per annum income of the island of St. Croix was approximately \$400. It is believed that the average St. Thomas income is slightly higher.

Land Tenure and Land Use

The prevailing system of land tenure, under which most of the population live as non-landowning farm laborers, has hindered a realistic appraisal of farming as a desirable occupation by most of the people. When higher money wages are obtainable in the towns, even though with insecurity, the rural population has left the countryside frequently with no intention of returning. The Virgin Islands, with an average population density of approximately 188 persons per square mile, but with 402 per square mile in St. Thomas and only 153 in St. Croix, have practiced inefficient farming methods. There have been some improvements in the past few years in the extension of homesteading and small subsistence holdings, stimulating the ambition and industry of workers, laboring on their own lands.

The following is a table of land uses in the Virgin Islands, in acres, taken from the 1940 Census. This table indicates that only about 15% of the total land was classed as cropland, comparing with 50% in the neighboring island of Puerto Rico:

	Virgin Islands	St. Croix	St. Thomas	St. John
<u>Total Land Area</u>	85,120	52,480	20,480	12,160
<u>Land Area not in Farms</u>	29,901	13,538	10,058	6,305
<u>Land Area in Farms</u>	55,219	38,942	10,422	5,855
<u>Cropland</u>	13,404	11,658	1,423	318
Under cultivation	8,805	7,979	770	56
Sugar Cane	4,097	4,088	9	-
Field Crops	309	138	160	11
Vegetables	156	36	116	4
Other	4,243	3,717	485	41
Idle	4,599	3,679	653	262
<u>Pasture</u>	30,521	23,012	4,696	2,813
Clear pasture	15,496	11,187	3,105	1,204
Woodland and brushland	15,025	11,825	1,591	1,609
<u>Other Land</u>	11,294	4,272	4,298	2,724
Woodland not pastured	7,935	2,158	3,353	2,424
All other	3,359	2,114	945	300

SOCIAL CONDITIONS

Human Rights

The Bill of Rights for the Virgin Islands is found in Section 34

of the Organic Act of June 22, 1936. The following are listed in the information transmitted.

1. Due process and equal protection of the law.
2. The right to counsel; a speedy trial; confrontation with witnesses, and compulsory process to obtain witnesses.
3. Protection from double jeopardy, and from being a witness against one's self.
4. Right to bail, except for capital offenses; and no excessive bail.
5. No law shall impair contracts.
6. No imprisonment for debt.
7. No suspension of habeas corpus except in rebellion, insurrection or invasion.
8. No ex post facto law or bill of attainder.
9. Compensation for private property when taken for public use.
10. No unreasonable searches and seizures.
11. Warrant for arrest or search shall only issue on probable cause.
12. Slavery shall not exist.
13. Involuntary servitude except for crime, shall not exist.
14. Freedom of speech or press; right of assembly and petition for redress of grievances.
15. Freedom of religion; no political or religious test to hold public office.
16. Polygamous or plural marriages are prohibited.
17. Employment of children under 14 years in certain occupations prohibited.
18. Right of use of facilities in public places of accommodation and amusement and business places guaranteed. Denial of equal treatment or employment because of race, etc. prohibited.

Labor and Employment Conditions

On the island of St. Thomas, with a population of about 12,000, during the fiscal year 1946, the following was the employment status of wage earners in the main groups of Government and of private industry, excluding domestic service and farm labor:

<u>Government</u>		
Municipal.....	822	
Federal-civilian	81	
Federal-military	<u>120</u>	1,023
<u>Private Industry</u>		
Bank.....	14	
Retail trade	148	
Shipping, transportation and communication.....	164	
Hotels and restaurants.....	77	
Amusements.....	5	
Service industries.....	28	
Building trades.....	21	
Industries producing for local consumption.....	98	
Industries producing for export.....	<u>162</u>	<u>717</u>
Total, Government and Private.....		<u>1,740</u>

The Federal Fair Labor Standards Act of 1938 is applicable to those businesses in the Virgin Islands which are engaged in interstate commerce. In St. Croix the Production and Marketing Administration of the United States Department of Agriculture determines the minimum wage for labor in the sugar cane industry. This is operative on the island of St. Croix alone, and the minimum wage for 1946 was \$0.25 per hour for an eight-hour day. In the Municipality of St. Thomas and St. John there is a local wages and hours act applicable to all workers not covered by the Federal Fair Labor Standards Act of 1938. Minimum rates under that Act range from a minimum of \$0.15 for certain categories to a minimum of \$0.50 an hour for skilled labor. Maximum hours are eight per day and forty-four per week. The law does not apply to agricultural workers, domestic employees, the fishing industry, or to any employee whose salary is \$1,200 or more per annum.

Workmen compensation insurance is required and provided by laws of both municipalities. This is accomplished by mandatory insurance in local municipal insurance funds.

The School Law provides penalties for employment by any person of a child of compulsory school age, i.e. under 15 years.

There is an agricultural labor union on the island of St. Croix, with membership of several hundred members, not affiliated with any national union. On the island of St. Thomas there is a labor union which is affiliated with the American Federation of Labor. There is no law at present, although one is pending before the Legislative Assembly, for regulating employer-employee relations and for settling industrial disputes. In the past, such disputes when they involved industries affecting the basic economy of the island have been arbitrated by officers of the Government of the Virgin Islands appointed by the Governor for that purpose on request of either party.

Public Health and Sanitation

The health of the Islands is good despite many unfavorable

conditions. Probably 80% of the homes on the Islands are without modern toilet facilities. There is a 90-bed hospital in St. Thomas, and two hospitals in St. Croix, with total bed capacity of 135. There are no privately-owned hospitals. There is a leper asylum on the island of St. Croix with approximately 40 lepers, and a home for the indigent with 170 inmates. On St. Thomas there is a staff of six doctors and 31 nurses. On St. Croix there are five doctors and 30 nurses. Good dental service is available in both islands. There are no local facilities for training of doctors and nurses. However, the Municipality of St. Thomas and St. John has been liberal in scholarship grants for post-graduate training of doctors in approved institutions in the United States. Nurses are trained as student nurses in the local hospitals, and some are sent abroad for higher training. Visiting specialists are secured for specialized treatment from time to time in ophthalmology, leprosy control and treatment, and orthopedics. The American Red Cross has recently stationed a Public Health Nurse on the island of St. Croix to expand and to coordinate the work of the district nurses, with emphasis on maternal and infant health.

The death rate was 16.1 per thousand and the birth rate was 39.9 in the calendar year 1945. The infant mortality rate was 109.9 per thousand as compared with 101.2 in 1944, and 83.8 in 1943. Apparent causes are congenital debility, respiratory diseases, gastro-intestinal infections, and malnutrition.

Sanitation conditions are quite primitive, but will be improved under appropriations to be made by Congress by virtue of authorization of Public Law 510 of December 1944. A Virgin Islander who graduated recently from an accredited college in the United States, with the degree of Sanitary Engineer, has been appointed Public Health Engineer of the Virgin Islands, and is now in charge of the sanitation program. Much of the slum-type of housing, particularly in St. Thomas, is deceiving because of its neat outside appearance, but actually this type of housing conforms to no standards and is not subject to rehabilitation.

Three types of houses have been built in the Virgin Islands during the last decade as a partial answer to this situation. Almost 100 substantial 2-3-4-room rural houses were constructed at homesteads on the island of St. Croix. The Virgin Islands Company, as part of its rehabilitation policy, constructed new villages and built houses for its employees and many of its laborers. Urban housing units of small capacity were built in Charlotte Amalie on the island of St. Thomas, and in the towns of Christiansted and Frederiksted on the island of St. Croix, and are now managed by the Federal Housing Authority. The amount of new housing in the Virgin Islands has been insufficient to provide decent quarters for all persons now living in sub-standard houses.

NUMBER OF BIRTHS AND BIRTH RATE (EXCLUSIVE OF STILLBIRTHS) PER 1,000
POPULATION IN THE VIRGIN ISLANDS OF THE UNITED STATES
AND EACH ISLAND FOR CALENDAR YEAR 1945*

CALENDAR YEAR	VIRGIN ISLANDS		SAINT CROIX		SAINT THOMAS		SAINT JOHN	
	No. of births	Birth rate	No. of births	Birth rate	No. of Births	Birth Rate	No. of Births	Birth Rate
ANNUAL AVERAGE								
1938-1942	793.2	33.5	372	30.3	405.8	37.9	15.4	20.8
1943	931	37.4	344	26.7	572	50.8	15	20.8
1944	1080	43.4	410	31.8	655	58.1	15	20.8
1945	992	39.9	375	29	603	53.5	14	19.4

NUMBER OF DEATHS AND DEATH RATE FROM ALL CAUSES (EXCLUSIVE OF STILLBIRTHS)
PER 1,000 POPULATION IN THE VIRGIN ISLANDS OF THE UNITED STATES
AND EACH ISLAND*

CALENDAR YEAR	VIRGIN ISLANDS		SAINT CROIX		SAINT THOMAS		SAINT JOHN	
	No. of deaths	Death rate	No. of deaths	Death rate	No. of deaths	Death rate	No. of deaths	Death rate
ANNUAL AVERAGE								
1938-1942	491	20.7	273.2	22.4	208.2	19.5	7.2	9.7
1943	389	15.6	189	14.6	194	16.3	6	8.3
1944	406	16.3	208	16.1	197	17.5	1	1.4
1945	401	16.1	210	16.3	184	16.3	7	9.7

DEATHS UNDER ONE YEAR (EXCLUSIVE OF STILLBIRTHS) AND INFANT MORTALITY
RATE (NUMBER OF DEATHS OF INFANTS UNDER ONE YEAR OF AGE PER 1,000
BORN ALIVE) IN THE VIRGIN ISLANDS AND EACH ISLAND*

CALENDAR YEAR	VIRGIN ISLANDS		SAINT CROIX		SAINT THOMAS		SAINT JOHN	
	No. dths under 1 year	Infant mortality	No. dths under 1 year	In-fant mor-tality	No. dths under 1 year	Infant mor-tality	No. dths under 1 year	In-fant mor-tality
ANNUAL AVERAGE								
1938-1942	91.8	116.6	50	134.4	39.2	98.7	2.6	165.3
1943	78	83.8	30	87.2	47	82.2	0	0
1944	110	101.2	48	117.1	62	94.7	0	0
1945	109	109.9	44	117.3	63	104.5	2	142.9

*Information transmitted begins with the year 1911-17 in each table.

EDUCATIONAL CONDITIONS

Policy and Objectives

The information transmitted contains a brief statement of the educational policy in respect of academic, industrial, and adult education.

The most conspicuous problems are in connection with inadequate school buildings and equipment deficiencies, and the lack of properly qualified teachers. The problem of finance is a major difficulty with respect to the Municipality of St. Croix.

Organization of Educational Administration

Public schools are under the immediate direction of two Superintendents of Education as staff officers responsible to the Governor of the Virgin Islands. Two School Boards were established by the Virgin Islands Legislative Assembly in 1940.

For the fiscal year ending June 30, 1946 total expenditures for Education in the Municipality of St. Thomas and St. John amounted to \$251,821.72. Of this amount \$223,756.16 was derived from municipal appropriations, \$26,811.90 was derived from Federal sources, chiefly in aid of the School Lunch Program, and \$1,253.66 from other sources.

Expenditures in St. Croix amounted to \$79,065.91, of which \$73,244.00 was from Municipal appropriations and \$5,821.91 from Federal sources. For school lunch operation, there was expended \$17,048.00, of which the source of \$4,500.00 was Municipal, \$12,548 Federal.

School Buildings and Other Facilities

The public schools are housed chiefly in buildings originally designed and constructed for other than school purposes. In many instances they are inadequate as to size and as to sanitary and playground facilities. They are poorly located with respect to the population to be served, and from the standpoint of functional design and arrangement leave much to be desired. Three rural schools are housed in leased premises. A former Marine Barracks and a group of auxiliary buildings accommodate the Charlotte Amalie High School and provide fairly adequate accommodations with respect to space. The main barracks building was originally built more than a century ago as a barracks for the Danish gendarmes. The vocational activities of the high school are located on government-owned premises about two city blocks distant from the main high school center.

To accommodate the elementary school enrollment in the city, all primary grade rooms are operated on a double-shift schedule.

There is a fairly adequate supply of modern textbooks for use free of charge in all public schools. Other facilities are, by continental standards, inadequate.

Schools in the Virgin Islands:

	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Totals</u>
<u>Public</u>			
Nursery-kindergarten	11	0	11
Primary-Elementary	12	7	19
Secondary	1	2	3
<u>Private</u>			
Primary-Elementary	3	0	3
<u>Parochial(Roman Catholic)</u>			
Primary-Elementary	1	3	4
TOTALS	28	12	40

Curriculum and Language of Instruction

The school system in the Virgin Islands is organized on 6-3-3 plan.* The curriculum follows the general pattern in continental United States schools. In St. Thomas the pattern allows three fields of concentration in the high school; Commercial Subjects, College Preparatory, and General. In St. Croix the specializations are also in these categories, but the General Course has a stronger agricultural basis. The language of instruction is English.

Opportunities for Higher Education

Elementary teachers in the Virgin Islands have been recruited largely from among the senior high school graduates. In an effort to improve academic background and provide educational maturity the Education Departments have been sponsoring summer sessions and extension centers to provide the necessary training. The first program was held during the summer of 1929 and continuously every summer - or two - until 1945.

In order to provide a systematic approach to the post-high school program of studies and to promote a genuine interest in educational work the Education Departments affiliated their extension work with the Polytechnic Institute, San German, Puerto Rico.

Graduates of the Charlotte Amalie High School and the Christiansted High School are accepted in accredited colleges in the United States. For qualified students wishing to pursue higher education in the United States, some scholarships are provided and a loan fund is maintained, from which loans up to \$500.00 annually may be obtained for undergraduate, and \$750 for graduate study.

*Note by the Secrétariat: 6 years in elementary school, 3 years in junior high, and 3 years in senior high school, with diplomas awarded at each stage.

Adult Education

The St. Thomas Evening School was established by Municipal Ordinance in 1941. An annual municipal appropriation of approximately \$4,000.00 is provided for this program.

Approximately 900 men were inducted into the armed forces from the Virgin Islands. The records show that about 600 men returned to the Virgin Islands. In a group of 400 registered at the Veterans Administration Center, thirty are abroad attending colleges and universities, four are receiving on-the-job training, ten are attending high school - seven receiving assistance under the G.I. Bill of Rights.

Vocational Training

Federal aid for vocational education has not been extended to the Virgin Islands. In St. Thomas, in recent years, special efforts were made to establish vocational training facilities to the extent of local resources. This is organized chiefly as a division of the Charlotte Amalie High School. Virtually all students of this institution are required to spend ninety minutes daily in some phase of home-making, manual or industrial arts, or craft training. There is a staff of eight teachers in this division, offering training in home economics, including food study; home-making, child care, dress-making and design, plain and fancy needlecraft for girls; and for boys, elementary and advanced courses in electricity, courses in woodworking, including cabinetmaking and carpentry, mechanical drawing, and metal-working, including lathe operation, blacksmithing, and sheet metal.

Educational Statistics

1. Literacy: According to 1940 Census, for persons 10 yrs of age or older.

	<u>Number</u>	<u>Illiterates</u>	<u>Per Cent</u>
St. Thomas & St. John	9,199	727	7.9%
St. Croix	10,082	1,860	18.4%
Virgin Islands	19,281	2,587	13.4%

2. School enrollment.

(a) Population 5 to 24 years of age (est. as of July 1, 1945):

	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Virgin Islands</u>
(1) 5 to 14 years	2,725	2,678	5,403
(2) 15 to 24 years	2,575	2,510	5,085
(3) 5 to 24 years	5,300	5,188	10,488

(b) School enrollment - 1946

	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Virgin Islands</u>
(1) 5-1/2 to 14 years	2,625	2,145	4,770
(2) 15 to 24 years	409	461	870
(3) 5-1/2 to 24 years	3,034	2,606	5,640

(e) Percentage of population 5 to 24 years of age enrolled:

	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Virgin Islands</u>
(1) 5-1/2 to 14 years	96.3%	80.1%	88.3%
(2) 15 to 24 years	15.6%	18.4%	17.1%
(3) 5-1/2 to 24 years	57.2%	50.2%	53.8%

3. Enrollment in primary-elementary, and secondary schools.

(a) Public Schools	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Virgin Islands</u>
Primary-elementary	1,768	1,182	2,950
Secondary	642	346	988
Totals	2,410	1,528	3,938

(b) Private & Parochial			
Primary-elementary	624	1,078	1,702
TOTALS	3,034	2,606	5,640

- (c) Higher Education
- Teachers Institutes and College Extension courses, estimated...50
- In colleges and universities in Puerto Rico and United States, estimated.....30

4. Teachers Employed.

- (a) Public Schools
- St. Thomas: 85 teachers (7 imported); 9 non-teaching principals and supervisors (1 imported).
- St. Croix: 58 teachers (3 imported).
- TOTAL 152 teachers, including principals and supervisors.

- (b) Private and Parochial
- St. Thomas: 16 teachers, including principals (8 imported).
- St. Croix: 25 teachers, including principals (22 imported).

5. Teacher qualification and training.

- (a) Qualification (St. Thomas & St. John): Minimum for certification is graduation from high school, with equivalent of one year post-high school training within six years for permanent certificate. Median of teachers now in service is high school graduation with approximately 1/2 year post-high school training.

- (b) Distribution according to certification and Municipality:

	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Totals</u>
College trained	16 (15%)	11 (18.9%)	27 (17.8%)
Normal (2 yr. College)	3 (3.2%)	0	3 (2%)
High School	57 (60.6%)	37 (63.8%)	94 (61.8%)
Special or other	18 (21.2%)	10 (17.3%)	28 (18.6%)
TOTALS	94	58	152

- (c) Training provisions.

- (1) College Extension (Polytechnic Institute of Puerto Rico) under auspices of local Teachers Institute in summer sessions; also afternoon and evening courses for teachers in service during regular school term by Teachers Institute.
- (2) Scholarships and loans for teachers to study in Puerto Rico or United States.
- (3) In-service training facilities (in St. Thomas): Services of supervisors in Elementary Education, art, music, physical education, health and kindergartens.

6. Pupil-teacher ratio.

	<u>St. Thomas & St. John</u>	<u>St. Croix</u>	<u>Virgin Islands</u>
Public Schools	28.4	26.3	27.5

7. Annual expenditure for education.

Per pupil enrolled.	
St. Thomas & St. John	\$68.05
St. Croix	52.04