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REPORT

OF THE

UNITED STATES INSULAR COMMISSION

TO THE

SECRETARY OF WAR

UPON

INVESTIGATIONS MADE INTO THE CIVIL AFFAIRS
OF THE ISLAND OF PORTO RICO,

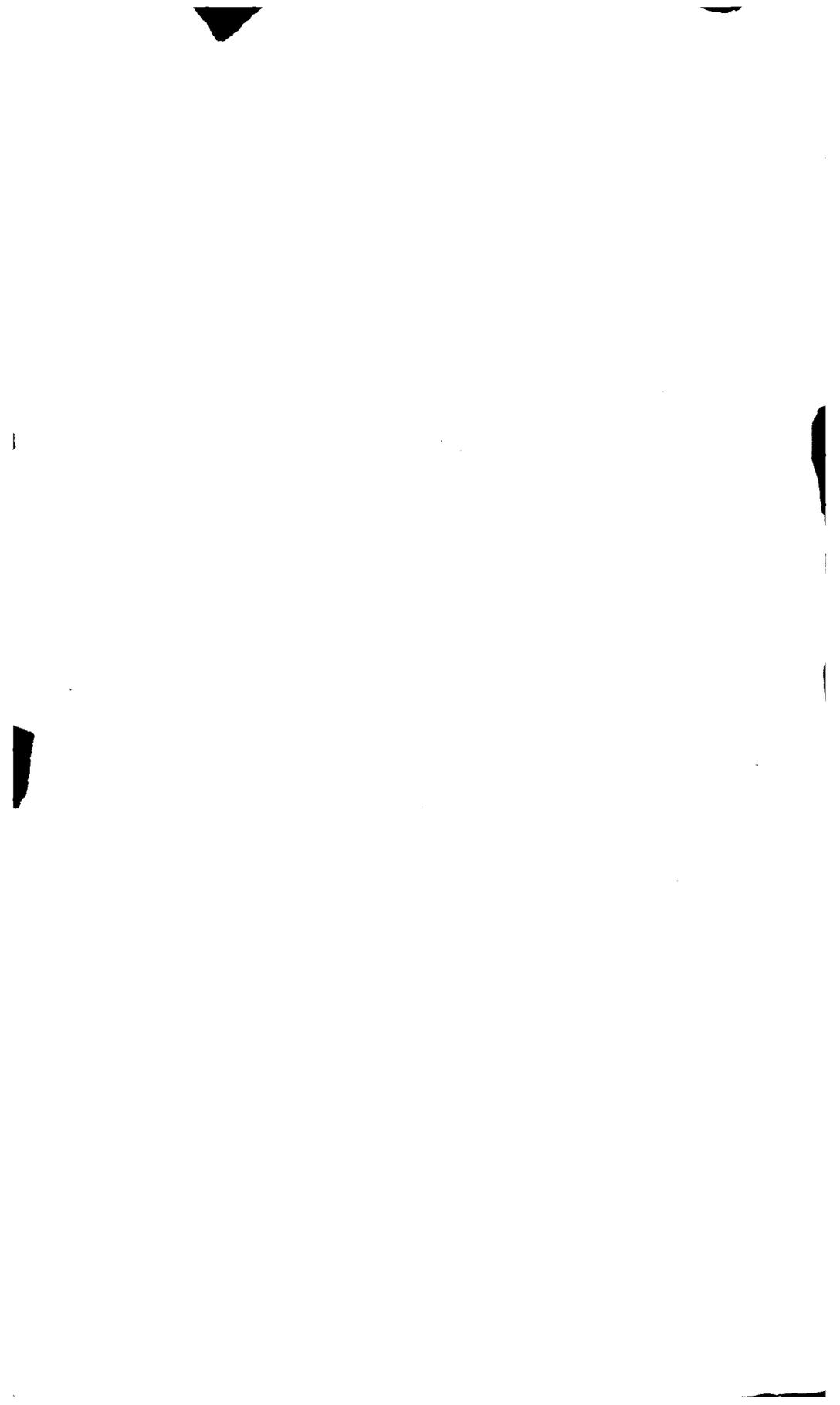
WITH

RECOMMENDATIONS.

WAR DEPARTMENT,
DIVISION OF CUSTOMS AND INSULAR AFFAIRS,

June 9, 1899.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1899.



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REPORT OF INSULAR COMMISSION.

WAR DEPARTMENT,
OFFICE OF THE INSULAR COMMISSION,
Washington, May 27, 1899.

SIR: In pursuance of instructions received from you, the Insular Commission proceeded to the island of Porto Rico for the purpose of investigating and reporting upon all matters that might be submitted to them by the Secretary of War, and especially to investigate and report upon all matters relating to the currency, laws, taxation, judiciary, public improvements, education, and civil affairs generally.

It was the purpose of the Commission to make as complete and thorough an examination into all these matters as it was possible to do, and to that end, upon our arrival at San Juan, the capital of the island, we paid our respects to General Henry, the Governor-General of the island, and presented our credentials. He issued and published a call, printed in the newspapers of San Juan and throughout the island, calling upon all persons interested, including his secretaries, to hold themselves at the service of the Commission. A copy of the said order is as follows:

THE PEOPLE INFORMED BY A GENERAL ORDER OF THE ARRIVAL OF THE ADVISORY BOARD.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, March 7, 1899.

SIR: Please inform the people through their alcaldes that the Commission, composed of General Kennedy, Judge Curtis, and Major Watkins, sent here by the President of the United States, are now at San Juan, with offices in the Territorial and Agricultural Bank Building.

The members of this commission are anxious to have placed before them any matters of interest to the island of Porto Rico, so that they may be considered and submitted by them for the approval of the proper authorities.

I am also anxious that full representations be made by all interested, whether Porto Ricans or Americans, and the different secretaries will hold themselves at the service of this Commission when called upon.

I am very certain, from the character of the gentlemen of this Commission, that all will have a careful and attentive hearing, and that just and logical reports in the interest of the island will be made by them.

I shall be only too glad and feel my hard work well rewarded if this Commission finds that the island is capable of self-government and not in need of military control.

Please have this letter published in all island papers.

Very respectfully,

GUY V. HENRY,

Major-General of Volunteers, Commanding, Governor-General.

SECRETARY OF STATE,

San Juan.

The Insular Commission also issued and printed a call in the newspapers of the island, directed to the people of Porto Rico, advising them of their objects and purposes and requesting them to come and present to the commission any and all matters which they might think to be for the best interests of the island and its people. The following is a copy of the call:

OFFICE UNITED STATES INSULAR COMMISSION,

San Juan, Porto Rico, March 7, 1899.

To the people of the island of Porto Rico:

The United States Insular Commission, appointed by the President and the Secretary of War, have arrived in Porto Rico.

The commission came here for the purpose of making a complete investigation of all civil matters pertaining to the welfare of this island, with the intention of proposing such modifications, changes, and reforms as may be considered necessary to secure to the people of Porto Rico in the most ample measure all the blessings which are now enjoyed by the people of the United States. To this end the commission invite all classes of Porto Ricans who may wish to be heard in regard to such matters to appear before them, promising to give all a patient and impartial hearing. The commission will hold sessions daily (except Sundays), from 9 to 12 a. m., in its office in the Agricultural Bank building, this city.

ROBT. P. KENNEDY,

CHAS. W. WATKINS,

H. G. CURTIS,

Commissioners.

In pursuance of said calls and following out the spirit of its instructions, the commission established headquarters and proceeded to hear any and all matters presented to them and to call upon all persons who they supposed might be able to furnish information upon any question connected with the subjects of their investigations.

In this examination they were assisted by the members of the cabinet of the island, the justices of the supreme court, the alcalde, and other authorities of the city of San Juan, together with General Grant and many of the officials and representatives of the people coming from all parts of the island, all of which testimony was taken down in shorthand and made part of our record.

The commission then proceeded to visit every part of the island and to make personal investigation of the condition of the people, and inquiry as to their necessities, and to advise with them as to the measures deemed best for the improvement of existing conditions relating to matters within its charge.

During this tour of inspection we visited all of the important towns and cities and all the different districts, inspected their courts, regis-

ters, schools, prisons, and public institutions, and became familiar with the methods of transacting all kinds of public business throughout the island.

We met the people who came to see us and place before us their complaints and requests, and, at their suggestion, we gave to them brief statements as to the manner of conducting public business in the United States, especially as to taxation, land transfers, courts of justice, public schools, and such matters as related to the conduct of public affairs.

The people came in great numbers, evidencing by their attendance and earnestness their deep anxiety for the future of the island and their personal interest therein.

Upon all occasions and at all times we were met by the best and most influential citizens, and were received with the greatest kindness by all parties.

The expressions were general and universal of satisfaction at the transfer of the island from Spain to the United States, and a deep and abiding sense of loyalty for their new country was made manifest upon every occasion.

There was a most earnest and anxious demand for new plans of taxation, new methods of collection, new systems of transfers of realty of all kinds, new schools, and improvement of the public roads and highways, all of which were universally regarded as most important for the advancement and future prosperity of the island and its people. There was also a most general demand for such a reorganization of the courts of justice as would enable persons engaged in litigation to have a just, prompt, and reasonable settlement and adjustment of their civil controversies and a speedy trial in all criminal matters.

THE PEOPLE.

The people of Porto Rico are most loyal in their devotion to their new country and are solicitous to be regarded as a part of the United States.

Upon every hand we heard of all classes and conditions ready and willing to accept American institutions and to be content with them, and at the same time they are asking that the spirit of our laws and institutions be given them and that they be quickly relieved of the oppressive laws to which they have so long been subjected by Spanish rule.

There is much wealth and great intelligence among the more favored classes, and there is most unbounded hospitality upon every hand. The doors of the Porto Rican houses are wide open to the country's guests, and the extent of their hospitality is as unmeasured as it is cordial.

While there is a great amount of wealth in the island, and in many places evidences of great prosperity, rich plantations, and promise of a

great future for Porto Rico, there is also great poverty and ignorance. Throughout the interior of the island the people are poor and their homes are of the poorest possible character, consisting almost altogether of "shacks" constructed of the palm and covered with a straw thatch or palm leaves.

Into the cities and these homes is crowded a large population, variously estimated from 800,000 to 1,000,000 souls, and while it is almost impossible to state with any degree of accuracy the number of people on the island, we think the former number most probably correct, as the country population is very dense and the shacks of the poorer classes dot the entire island in great numbers.

The people are very industrious and willing to work if given an opportunity, and in every instance those employing them speak in terms of commendation of them as workmen.

A captain of one of our Government vessels assured us that his entire crew of Porto Ricans was as good as he had ever had under his charge, while a large coffee planter informed us that he had never employed more satisfactory labor than since he had come to Porto Rico.

They are generally a peaceful and law-abiding people, and while there is unquestionably some lawlessness and some small offenses are being committed, they do not exceed, if they equal, the number being committed in the States of a like population.

IGNORANCE.

There is no question but that there is great ignorance throughout the entire island; of a population of 800,000 it has been variously estimated that from 10 to 20 per cent only of the people can read and write. After full inquiry, and careful estimate of the question, we are of the opinion that not more than 10 per cent of the people can read and write.

This statement is based on estimates alone, and, like our estimate of the population, may be far from the truth when a census has been taken to give us the actual facts, and to settle the question of population as well as intelligence.

The country people, however, have been mostly deprived of schools, and have not had opportunities offered them or their children to receive any of the advantages of education, and they have successively grown up in ignorance, while much the same condition exists in the towns and cities among the poorer classes.

Compulsory education was unknown, and parents who had not themselves received any education did not require their children to attend the schools, if any existed within reach, and the condition of the schools was not such as was calculated to encourage attendance, and thus the ignorance extended and broadened until it covered the entire island.

The people are now anxious to have their children educated and are exceedingly solicitous for the establishment of public schools.

CONCUBINAGE.

A large proportion of the people, especially in the country districts, are now living in actual concubinage, or without having had any marriage ceremonies performed. These people are surrounded by families of children and appear to be living happily and contentedly. This condition has arisen from the fact that the charges of the officers granting marriage permits, and of the priests for performing marriage ceremonies, were so exorbitant that the poorer people were unable to pay them, and were driven to this mode of life or compelled to remain single.

By special provision it was at one time provided that civil marriages might be performed for the poorer classes at some small charge, but this was discouraged by the priests, who insisted that civil marriages were not to be recognized in the church, and hence the unfortunate condition of affairs continued.

These so-called alliances are, so far as we could learn, regarded with as great sacredness as the usual marriage ceremony, and there is little complaint of infidelity.

STARVATION.

Reports have been circulated from time to time, stating that there is great distress and actual starvation upon the island, and that in the country districts the people are dying of hunger.

The very districts concerning which these reports have been circulated were visited by us, and we unhesitatingly pronounce these reports false in every particular.

There is no starvation upon the island, and while there is very great poverty in many places, we do not believe there can be any real starvation in Porto Rico for the simple reason that the people live so frugally and are content with so little, while the soil and the climate is so productive of many of the simple necessities of life that it would be almost impossible to starve a people who live upon tropical fruits and tropical vegetable productions. After a complete survey of the island we can state, unhesitatingly, that no such starvation exists, nor is it at all likely to exist in Porto Rico.

PRESENT GOVERNMENT OF THE ISLAND.

The present civil government of the island is entirely within the military control of the Governor-General and subject solely to his orders and decrees.

We have patiently and exhaustively examined into the conditions of the civil government of Porto Rico, with a view solely to determine what these conditions were and what changes, if any, should be recommended for the same.

We are clearly of the opinion that radical and immediate reforms are necessary for the protection of the people and the upbuilding of the island.

The old system which prevailed under the Spanish régime, and of which this is a substantial continuance, was the creation of innumerable offices, which were intended to be distributed as rewards for the followers and as safeguards for the defense and protection of the government which was holding the island and the people of Porto Rico under subjection and control.

This system extended not alone to the government of the island itself, but to the municipalities as well, and throughout the entire island there are a horde of officeholders, nearly all of whom are simply sinecures, and whose salaries in nearly every instance consume a very large part of the taxes imposed upon and collected from the people. Many of the offices were regarded as personal property, to be transmitted or assigned for a consideration. The taxes collected for the support and maintenance of public works, public schools, and public improvements were largely diverted from their proper channels and used simply to pay the salaries of the officeholders, who were returning little or nothing for the exorbitant amounts received. The general government itself was regarded simply as a place to which the more favored following of the party in power should be assigned with a view of reaping a rich harvest and gathering quick and profitable returns.

The continuance of the present civil government, which is substantially that under which the island was formerly governed by Spain and which has been largely experimental by the present government, has proven absolutely that radical changes are necessary to give to the Porto Ricans opportunity for advancement under our systems and laws.

In support of this we submit herewith a statement of the number of persons employed and the salaries paid them under the present government, amounting to \$310,822 annually.

It should be borne in mind that these amounts show only the amounts of salaries paid, and do not include any of the expenses and outlays of these respective offices.

In this list are 239 officials, drawing large salaries and doing a comparatively small amount of labor.

EXPENSES OF GENERAL GOVERNMENT.

[Extract from Gaceta de Porto Rico (the official paper of the island), January 5, 1899. No. 4.]

Department of Porto Rico, Council of Secretaries, Office of the President and Secretary of State.

In order to realize economies necessary in the budget of the island, the employees and their respective salaries of the said department are the following:

Employment.	Name.	Salary in Porto Rican currency.
President of the Council and Secretary of State.	Mr. Luis Munoz Rivera	\$6,000
Assistant Secretary	Mr. Manuel Camunes Crauz.....	3,600
<i>Presidency.</i>		
Chief of section of third class.....	Mr. Ramon Siaca Pacheco	2,000
Fifth officer.....	Mr. Enrique Spada Novoa.....	750
Clerk	Mr. Manuel Gilestra	400
<i>Secretary of State.</i>		
Chief of section of third class.....	Mr. Jose G. del Valle.....	2,000
<i>Section of municipal councils and elections.</i>		
Clerk	Mr. Manuel Otero Cuyar	600
Do	Mr. Sebastian Salas.....	500
<i>Section of health, beneficence, and police.</i>		
Fifth officer.....	Mr. Manuel Gorbea Naveda	750
Clerk	Federico G. Vazquez.....	500
General Register (clerk).....	Fernando Cortes	400
<i>Interpreter.</i>		
Interpreter	Mr. Juan R. Baiz.....	2,000
<i>Wardenship.</i>		
Warden.....	Jose Silverio Vega.....	400
Messenger.....	Domingo Aponte	240
Do	Ricardo Perez	240
For writing material and furniture repairing.....		1,220
Total		21,600

The employees of this Center whose names do not appear in the preceding list are considered dismissed from the 1st January, 1899.

San Juan, Porto Rico, December 28, 1899.

L. MUNOZ,

President of the Council and Secretary of State.

Approved:

GUY V. HENRY,

Major-General, Commanding.

[Extract from Gaceta de Puerto Rico, January 7, 1899. No. 6.]

SECRETARY OF FINANCE.

In order to make the necessary economies in the budget of the island, the employees of the department of finance and their respective salaries are the following:

Employment.	Name.	Salary in Porto Rican currency.
DEPARTMENT OF FINANCE.		
Secretary of finance	Dr. Cayetano Coll y Toste	\$6,000
Assistant secretary	Mr. Ramon Mendez Cardona	3,600
FIRST DIVISION—SECRETARY'S OFFICE.		
<i>Of papers and correspondence.</i>		
Translator	Mr. C. Romero y Cantero	2,000
Recording	Mr. Jose Abino Perez	500
Clerk	Mr. Juan Bautista Aranda	300
Keeper of records	Mr. A. Fernandez Umpierre	1,000
Typewriter	Mr. M. Rodriguez Serra	500
SECOND DIVISION—OF INTERNAL REVENUE.		
FIRST SECTION.—Assessment of territorial taxes.		
Chief	Mr. Miguel Canellas	1,000
Clerk	Mr. Rafael Marcano	300
SECOND SECTION.—Assessment of tariffs on industry and commerce.		
Chief	Mr. Francisco Iriarte	600
Clerk	Mr. Fernando Martinez	300
THIRD SECTION.—State property and agents of revenues.		
Chief	Mr. Manuel Montoto	700
Clerk	Mr. Francisco Acuna Aybar	300
THIRD DIVISION—ACCOUNTS.		
Account and comptroller	Mr. Felipe T. Toste	1,800
FIRST SECTION.—Direction of payments.		
Chief	Mr. Luis Coy y Tizol	1,000
Clerk	Mr. Juan Tizol Marquez	300
SECOND SECTION.—Liquidation commissioners.		
Chief	Mr. Celestine Iriarte	1,000
Clerk	Mr. Ernesto Marin	300
THIRD SECTION.—Bookkeeping.		
Chief	Mr. Julio Power Angulo	800
Clerk	Mr. Martin Ergui	300
FOURTH SECTION.—Miscellaneous.		
Chief	Mr. L. Gorbea Navedo	500
FOURTH DIVISION—OF TREASURY.		
Treasury cashier	Mr. Antonio Aldrey	1,000
Assistant cashier	Mr. Benito Miro	500
FIRST SECTION.—Cashbook.		
Chief	Mr. Antonio Bazan	700
Clerk	Mr. Sebastian Moll	300
Warden chief	Mr. F. A ponte Gonzales	400
Messenger of secretary	Mr. Dinto Lopez	240
Messenger to ground floor	Mr. Ventura Reyes	240
Messenger to second floor	Mr. Francisco Ruiz	240

Employment.	Name.	Salary in Porto Rican currency.
DEPARTMENT OF FINANCE-- Continued.		
MATERIAL EXPENSES.		
To secretaryship		\$800
To account office		200
To treasury office		80
Total amount		28, 600

The employees of this center whose names do not appear in the preceding list are considered dismissed from the 1st of January, 1899.

San Juan, Porto Rico, 28th December, 1898.

CAYETANO COLL Y TOSTE,
Secretary of Finance.

Approved:

GUY V. HENRY,

Major-General of Volunteers, Commanding the Department.

[Extract from Gaceta de Porto Rico, January 8, 1899. No. 7.]

SECRETARIA DE JUSTICIA.

In order to make the necessary economies in the budget of the island, the employees of the Department of Justice and their respective salaries are the following:

Employment.	Name.	Salary in Porto Rican currency.
DEPARTMENT OF JUSTICE.		
Secretary of Justice	Don Juan Hernandez Lopez	\$6, 000
Chief of Negotiations, second class	Mr. F. Acosta Hernandez	2, 500
Third official		1, 250
Fifth official	Mr. Arturo La-Cruz Sanjurjo	750
Interpreter	Mr. Luis Chevremont	1, 200
Clerk	Mr. E. Marin y Marien	540
Do	Mr. Felix J. Buls	540
Do	Mr. M. Gonzales y Gonzales	360
Porter	Mr. Manuel Duprey	360
Writing material		500
Total		14, 000

The employees of this center whose names do not appear in the preceding list are considered dismissed from the 1st of January, 1899.

San Juan, Porto Rico, December 28, 1898.

JUAN HERNANDEZ LOPEZ,
Secretary of Justice.

Approved:

GUY V. HENRY,

Major-General of Volunteers.

Employment.	Name.	Salary in Porto Rican currency.
SUPREME COURT OF JUSTICE.		
President	Mr. José Severo Guinoes y Caro	\$4, 500
President de Sala	Mr. José Conrado Hernandez	4, 000
Magistrate	Mr. Rafael Romen Aguayo	3, 500
Do	Mr. José Maria Figueras	3, 500
Do	Mr. Aristides Maragliano	3, 500
Do	Mr. Rafael Nieto Avelle	3, 500
Do		3, 500

Employment.	Name.	Salary in Porto Rican currency.
SUPREME COURT OF JUSTICE—cont'd.		
Attorney-General.....	Mr. F. de Paula Acuna.....	\$4,000
Assistant Attorney-General.....	Mr. Angel Acosta Quintero.....	2,750
Law clerk.....	Mr. Felipe Cuchi Arnau.....	2,250
Secretary of Government.....	Mr. Pedro de Aldrey.....	1,875
Secretary de Sala.....	Mr. Ricardo La Costa.....	1,875
Do.....	Mr. Jesus Maria Rossy.....	1,875
Messenger de Sala.....	Mr. Eugenio Rodrigues.....	750
Do.....	Mr. Eugenio Alvarez.....	750
Do.....	Mr. Enrique Diaz Guijarro.....	750
Aspirante, first.....		500
Aspirante, second.....		400
Auxiliares de Sala (2 at \$400 each).....		800
Clerks, first (2 at \$150 each).....		900
Clerks, second (2 at \$360 each).....		720
Clerk, third (1 at \$275).....		275
Chief porter.....		450
Porters, second (2 at \$300 each).....		600
Attendants (3 at \$300 each).....		900
Doorkeeper.....		270
Total.....		48,685
CRIMINAL COURT AT PONCE.		
President.....	Dn. José Ramon Becerra.....	3,500
Magistrate.....	Dn. Isidoro Soto Nusa.....	2,750
Do.....	Dn. R. Sanchez Montalvo.....	2,750
Fiscal.....	Dn. Juan José Perea.....	3,500
Assistant fiscal.....	Dn. Felipe Casalduc.....	2,250
Secretary de sala.....	Dn. Ramon Nadal.....	1,700
Messenger de sala.....	Dn. Genaro Vidal.....	750
Archivar.....	Dn. F. Becerra Garate.....	500
Clerks (2 at \$175).....		350
Porter.....		250
Attendants (2 at \$250).....		500
Doorkeepers (2 at \$250).....		500
Total.....		19,300
CRIMINAL COURT AT MAYAGUEZ.		
President.....	Dn. José de Diego.....	3,500
Magistrate.....	Dn. José Bautista Varona.....	2,750
Do.....	Dn. Ramon Quinones.....	2,750
Fiscal.....	Dn. E. Acona Aybar.....	3,500
Assistant fiscal.....	Dn. E. Toro Cuevas.....	2,250
Secretary de sala.....	Dn. Carlos Franco Soto.....	1,700
Messenger.....	Dn. José Basora Mestre.....	750
Archivist.....	Dn. Juan Arroyo Mestre.....	500
Clerks (2 at \$175).....		350
Porter.....		250
Attendants (2 at \$250).....		500
Doorkeepers (2 at \$250).....		500
Total.....		19,300
MEDICAL COUNSELORS TO COURT.		
Supreme Court.....	Dn. Ramon Ruiz Arnau.....	750
Court at Ponce.....	Dn. José H. Amado.....	750
Court at Mayaguez.....	Dn. Francisco Basora.....	750
Total.....		2,250
JUDGES OF THE FIRST INSTANCE AND INSTRUCTION.		
Cathedral court.....	Dn. J. Maria Padilla y Iguina.....	2,250
Attendants (2 at \$250 each).....		500
S. Francisco court.....	Dn. E. de Jesus Lopez Gaztambide.....	2,250
Attendants (2 at \$250 each).....		500
Ponce.....	Dn. Francisco Arango Mantilla.....	2,250
Attendants (3 at \$250 each).....		750
Mayaguez.....	Dn. Luis A. Becerra Lacot.....	2,250
Attendants (3 at \$250 each).....		750
Arecibo.....	Dn. Alfredo Arnaldo Sevilla.....	2,250
Attendants (3 at \$250 each).....		750
Humacao.....	Dn. S. Fulladosa y Mir.....	1,875
Attendants (2 at \$220 each).....		440
Vega-Baja.....	Dn. Ramon Maria Menendez.....	1,700

Employment.	Name.	Salary in Porto Rican currency.
JUDGES OF THE FIRST INSTANCE AND INSTRUCTION—continued.		
Utnado	Dn. Juan Miguel Kearney	\$1,700
Aguadilla	Dn. Enrique Lloreda Casabo	1,700
San German	Dn. Horacio Nieto Abeille	1,700
Guayama	Dn. Enrique Gonzales Darder	1,700
Caguas	Dn. José Tous y Soto	1,700
Attendants, mounted (12 at \$200 each).	.....	2,400
Total .....	.....	29,415
PRESIDIO DEPARTAMENTAL (PRISON).		
Warden	Dn. M. Luzunnaris Verdagner	2,000
Assistant warden	Dn. A. Guevara Santinti	1,250
Captain	Dn. E. Hoyos Delgado	500
Keepers (4 at \$300 each) .....	.....	1,200
Doorkeeper .....	.....	250
Assistant doorkeeper .....	.....	250
Total .....	.....	5,450
Material for warden .....	.....	180
Total .....	.....	5,630

SAN JUAN, PORTO RICO, *December 28, 1898.*

JUAN HERNANDEZ LOPEZ,
Secretary of Justice.

Approved:

GUY V. HENRY,

Major-General, United States Volunteers.

[Extract from *Gaceta de Porto Rico*, March 4, 1899. No. 54.]

SECRETARY OF INTERIOR.

SAN JUAN, *March 1, 1899.*

Maj. Gen. GUY V. HENRY,

Governor of this Department.

SIR: The necessity of reorganizing this department in such a way as to rightfully yield to the dispatch of the duties intrusted to it has decided the undersigned secretary to adopt the following plan of reorganization:

The secretaryship will be divided into three bureaus (directions), respectively charged with the administration of public works, public instruction, and agriculture, industry, and commerce.

At the head of each bureau there will be a director, with the necessary staff under his orders to attend to the business.

The staff of the secretary will be as follows:

Employment.	Name.	Salary in Porto Rican currency.
Secretary	Mr. F. Degentan y Gonzales	\$6,000
Interpreter	Mr. Henrique Hernandez	1,250
Clerk, assistant third class .....	.....	1,250
Copyist	Mr. Luis Rengel	500
Man servant	Jesus Torres	240
Porter	Aurelio Torres	500
Total .....	.....	9,740

PUBLIC WORKS.

Employment.	Name.	Salary in Porto Rican currency.
Director	Mr. Hills	\$6,666
Assistant director .....	.....	3,000
Secretary	Dn. Miguel Salas	1,500
Engineer, first	Pedro Fernandez	2,750
Do	José A. Canals	2,750
Do	Manuel Domenech	2,750
Architect	Armando Morales	2,750
Engineer, second .....	.....	2,000
Assistant engineer	José Claudio	1,500
Do	Antonio Geigel	1,500
Do	Luis Rubio	1,500
Do	Antolin Nin	1,500
Do	Carlos Clausells	1,250
Do	Fernando Montilla	1,250
Clerk	Luis Cuevas Zequira	1,500
Do	Arturo Conteras	1,000
Do	Francisco Fano	1,000
Cashier .....	.....	1,500
Clerk	Jesus Fernandez Callejo	900
Overseer	Pedro Viera	850
Do	Jaime Puig	850
Do	Juan Huertas	850
Road overseer	A. Ruiz Cardono	750
Do	Eladio Hernandez	750
Do	Joaquin Salo	750
Do	Eduardo Andino	750
Do	R. Rodriguez Garcia	750
Do	Jesus Benitez	750
Do	R. Rodriguez Lopez	750
Do	Ventura Pereira	750
Do	Juan Antero Davilla	750
Do	Emilio Amy	650
Do	Enrique Bonafaux	650
Do	Arturo Boñill	650
Do	— Irizarry	650
Warehouse guard	Alfredo Charbonnier	750
Draftsman	Luis de Bابلot	600
Do	Enrique Buillen	600
Do	A. Gomez Brioso	600
Do	Angel Bugalle	360
Clerk	Ramon Escalona	600
Do	Jose A. Jordan	600
Do	Antonio Contreras	500
Do	Ramon Varas	360
Do	N. Garcia de Quevedo	360
Do	Manuel Diaz	300
Do	Francisco Gutierrez	300
Do	Manuel Vega	300
Do	Francisco Gorbea	300
Do	Arturo Castro	300
Do	F. Montilla Catala	300
Porter	Antonio Lago	300
Messenger	Herminio Rodriguez	300
Total .....	.....	58,196

PUBLIC INSTRUCTION.

Director	Dr. J. Eaton	\$6,666
Assistant director	Mr. Clarke	1,800
Inspector	Mr. Enrique Huike	1,250
Stenographer .....	.....	1,200
Messenger	Dn. Simon Davilla	240

NEGOCIADOS.

Inspector	Arturo Vega Morales	\$1,500
Do	Jose F. Diaz	1,250
Official, third	A. Gonzales Font	1,250
Do	Eduardo Ascencio	1,250
Do	Jose C. Rossy	1,000
Clerk	Enrique Contreras	500
Do	Leopoldo Carmona	400
Do	Rafael Rodrigues	400
Total .....	.....	18,706

¹Equal to \$4,000 in gold.

AGRICULTURE, INDUSTRY, AND COMMERCE.

Employment.	Name.	Salary in Porto Rican currency.
Director	Dn. Cruz Castro	\$2,000
Official, third	Ramon Gonzalez	1,250
Official, fourth	Fernando de Juan	1,000
Official, fifth	Belea Quira	750
Clerk, third	Jose Rodriguez	400
Total		5,400

RECAPITULATION.

Council of secretaries	\$21,600
Department of finance	28,600
Department of justice	14,000
Supreme court	48,685
Criminal court at Ponce	19,300
Criminal court at Mayaguez	19,300
Medical counsel to courts	2,250
Judges of the first instance and instruction	29,415
Prison	5,630
Office, secretary of interior	9,740
Public works	58,196
Public instruction	18,706
Agriculture, industry, and commerce	5,400
Total	280,822

The statement of salaries paid to the judges of the first instance and their attendants we have discovered does not include the clerical force employed by them, and that not less than \$30,000 more should be added to the already enormous statement of the fees and salaries paid to the officeholders under the present civil government, making a grand total of \$310,822.

The salaries of the secretaries, whose duties are largely nominal, are now paid in gold, and exceed the salaries paid to Senators and Representatives in the Congress of the United States.

When we take into consideration the fact that Porto Rico is an island about 100 miles long and 35 miles wide, equal in area to some four or five counties in Iowa or Ohio, and the further fact that its population is largely composed of poor and hard-working people, we may be able to in some measure comprehend the magnitude of the burdens they have been and are now bearing under the past and present systems of civil government.

We need scarcely say that there should be a quick and radical change in these matters, and that rigid economy should take the place of this needless and wasteful extravagance.

FINANCE.

The present financial condition of the country is largely the outgrowth of its transfer from the control of Spain to that of the United States, and it demands attention, so that the business and trade of the country may not long remain in an unsettled and unstable condition.

The currency of the country consists of Porto Rican silver, together with about \$1,100,000 of the paper currency of the Spanish Bank of

San Juan. The entire amount of Porto Rican silver in circulation is about \$5,500,000. In addition to this there is now upon the island perhaps an equal amount of American money, both paper and silver, which has been put in circulation through the payments made to the United States soldiers, through the custom-house, and by the tourists, sight-seers, and investors who have been visiting the island.

The Spanish Bank has accumulated and holds within its vaults about \$1,100,000 in Porto Rican silver, gathered together for the purpose of redeeming its outstanding paper currency, which it is now prepared to do, and is doing as rapidly as possible. This will in effect shorten the present circulation of Porto Rican money in amount equal to the contraction of the currency of the Spanish Bank, but will leave in circulation substantially \$5,500,000 of Porto Rican silver. While there is some gold in circulation, it is rarely if ever seen upon the island, and none is in general circulation.

To this must, of course, be added from time to time the amount put in circulation through the United States Army, through the custom-house, and by tourists, investors, and such other sources as may be brought to contribute to the island's growth and prosperity.

It will thus be seen that the currency of the country, instead of having been contracted during the brief occupancy of the United States, has been largely increased, and is now almost double what it was one year ago. This has, in a great measure, stimulated many kinds of business which were for a time greatly depressed, and merchants and traders are beginning to experience the benefits of this increase. As yet it is not likely that the effects of the increase have been felt to any great extent by the farming and producing classes, but is mainly confined to the centers of trade and commerce.

PORTO RICAN CURRENCY.

By direction of the President, on January 20, 1899, a Porto Rican peso, or dollar, is to be received for 60 cents. This valuation placed upon the Porto Rican money makes the silver of the United States equal to $166\frac{2}{3}$ cents as compared to the Porto Rican peso, and at this rate it is now supposed to be circulating in Porto Rico. In fact, however, the merchants, traders, bankers, and business people receive the same at a valuation of 164 or 165, thus making quite a shade of difference in the value of the two currencies when transactions are in any large amounts, and leaving quite a margin for speculation and profit in exchange.

It is also claimed that large amounts of silver stamped with the Porto Rican stamp, in the form of pesos, are now coming into the island from Spain or some other country, and our attention was called to the great number of silver pesos bearing the date of 1895, all apparently new, which are now in circulation.

It may be that this silver is only part of the currency which was paid to the Spanish soldiers before leaving Porto Rico, and which was carried with them to Spain, and is now drifting back to the island, but it would appear as if there is most certainly an increase in the silver of the country.

It can readily be seen how profitable it would be to coin this silver at the present value of the ore, which does not exceed 40 to 50 cents, and unload it in Porto Rico at 60 cents on the peso. And it will also appear how necessary it is that the Government of the United States, which must ultimately care for this currency, should have absolute control of its coinage and output.

A DOUBLE STANDARD.

The business of the country is now conducted upon a double basis, or two standards of value, one based upon the American dollar of 100 cents valuation, and the other upon the Porto Rican peso at 60 cents. This double standard of value seriously disturbs and makes confusion in all kinds of trade and traffic, and results in frequent extortionate demands from misunderstandings in trade and business, and it is hardly necessary to say that it should be remedied as speedily as possible.

While it is true that the two standards exist and are recognized, and attempts are made to enforce them, in many instances which came within our notice the prices which had been originally asked in Porto Rican currency were at later periods demanded for the same articles in American currency, thus making an increase of $66\frac{2}{3}$ per cent in the prices of such articles, and this received additional impetus from the provision of General Henry, directing that official salaries formerly paid in Porto Rican money be thereafter paid in gold. This gave an advantage to the sharp and cunning dealer and was decidedly disadvantageous to the honest and fair-minded one.

That such a state of affairs should be remedied as quickly as possible goes without saying, and that a single standard of currency and values would be to the advantage of the people of the island is unquestioned.

In our judgment, the present Porto Rican currency should be retired and the United States currency be supplied to take its place. This can be done through the custom-houses or through the banks.

The quickest and perhaps the easiest method of displacement would be through the custom-houses, which could gather it in and return it to the United States. This will result in a loss proportionate as the amount of silver in the peso is less valuable than 60 cents, at which it now has commercial value.

If our estimate of the amount of Porto Rican silver now in circulation is correct, there is \$5,500,000 of this money outstanding and in circulation for redemption; estimating it at its present commercial value it would be worth \$3,300,000, at 60 cents on the peso.

This amount of silver at bullion value, at the present quotation of 45 cents, would only equal \$2,475,000, thus showing a loss in the recoinage of these \$5,500,000 of \$825,000.

This loss, in our judgment, should be charged to the Island of Porto Rico and should be retained from its customs duties until the Government of the United States is fully reimbursed for the same, and we understand that this would be satisfactory to the people of Porto Rico.

This is eminently just and fair, and as the benefits which are to accrue belong solely to the people of the Island of Porto Rico it should pay for the necessary exchange. The period for the redemption and withdrawal of this currency should be fixed for a time certain and as soon as practicable in order to give the business interests an opportunity to adjust themselves.

This would put an end to all double standards, to confusion and dispute, and would quickly settle and adjust its financial matters, and greatly aid the business interests of the island, and give to the people of the island a sound and stable currency, so essential to the successful management of all business affairs.

MUNICIPAL GOVERNMENTS.

The municipal governments of Porto Rico are still operating under the same general laws which prevailed during the Spanish régime, and their organizations are substantially the same. The same extravagant methods prevail which have for so long a time been part and parcel of Spanish occupancy and control. The number of officeholders and municipal officials are so great that large amounts of the receipts are consumed in collections and fees, and the payment of these officials.

That the people have so long and patiently suffered these oppressions and carried these employees is explained only by the presence of the military force which the Spanish Government deemed it proper to keep at all times upon the island.

Substantially the same assessment of taxes are made in all the cities as before, with the exception of "consumption taxes" and payment of priests and those for military purposes, which are no longer collected.

That there may be a clearer understanding of the amounts of these collections and the number of persons occupying official positions and the salaries paid, we have deemed it proper to give herewith copies of the official statements made to us by the city of San Juan, the capital of the island, a city of some 25,000 population, and the village of Caguas, one of the smaller cities, numbering some 5,000 people.

These two places are fair exemplifications of the entire system of municipal taxation throughout the island, and will give a comprehensive idea of the condition of affairs existing in the cities and municipalities of Porto Rico.

PROVINCE OF PORTO RICO, MUNICIPALITY OF SAN JUAN.

Estimated expenses for fiscal year ending June 30, 1899.

SECTION 1.—DISBURSEMENTS.

CAPITULATION 1.—EXPENSES OF MUNICIPALITY.

ARTICLE 1.—*Salaries of officials.*

Salary of one alcalde	\$2,500.00	
Salary of city clerk.....	1,283.00	
Salary of secretary to alcalde.....	1,283.00	
Salary of 2 clerks, first class, at \$1,200	2,400.00	
Salary of 2 clerks, second class, at \$850.....	1,700.00	
Salary of 1 file clerk	850.00	
Salary of 2 clerks, third class, at \$625.....	1,250.00	
Salary of three writers, first class, at \$425.....	1,275.00	
Salary of 5 writers, second class, at \$325	1,625.00	
Salary of 2 writers, third class, at \$200.....	400.00	
Salary of 1 bookkeeper.....	1,800.00	
Salary of 1 cashier.....	1,500.00	
Salary of 1 collector	600.00	
Salary of 2 mace bearers at \$560.....	1,120.00	
Salary of 1 servant	300.00	
		\$19,886.00

ARTICLE 2.—*Materials for use of officers.*

Writing material for city clerk.....	350.00	
Writing material for secretary to alcalde.....	200.00	
Writing material for bookkeeper	60.00	
Writing material for cashier	50.00	
Writing material for file clerk.....	50.00	
Sealed paper.....	900.00	
Postage stamps	350.00	
Printing, binding, and publishing blank books, etc.	1,000.00	
Blank books, etc	350.00	
		3,310.00

ARTICLE 3.—*Subscriptions.*

Official Gazette	24.00	
Madrid Gazette	24.00	
Judicial Review.....	24.00	
The Consultor.....	4.00	
Legislative Review	20.00	
Foreign exchange, at 30 per cent.....	18.00	
		114.00

ARTICLE 4.—*City hall.*

Repairs to building	150.00	
Tools for cleaning buildings, and miscellaneous small expenses	150.00	
Winding city clock, and its repairs.....	180.00	
Illuminating façade of city hall on extraordinary occasions	50.00	
		530.00

ARTICLE 5.—*Elections.*

Expenses of elections for one year.....	150.00	
		\$23,990.00

CAPITULATION 2.—POLICE.

ARTICLE 1.—*Salaries.*

1 sergeant.....	\$584.00	
1 corporal.....	438.00	
44 policemen for day and night duty, \$360.00.....	15,840.00	
		<u>\$16,862.00</u>

ARTICLE 2.—*Material.*

Rewards, as per ordinance.....	48.00	
Rewards extraordinary.....	50.00	
Expenses miscellaneous.....	50.00	
Rent of building in Santurce for station house.....	420.00	
		<u>568.00</u>

ARTICLE 3.—*Messenger.*

Carrying messages to other towns in jurisdiction.....	5.00	
		<u>\$17,435.00</u>

CAPITULATION 3.—URBAN POLICE.

Salaries.

Five inspectors, one for each district, at \$900.....	4,500.00	
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ARTICLE 2.—*Fire department.**Salaries.*

Engineer for steam fire engine.....	600.00	
One fireman for engine.....	100.00	
One special officer to guard park.....	192.00	
Payment of volunteer firemen for time lost from work while at fires.....	500.00	
		<u>1,392.00</u>

Supplies and material for firemen.

Repairs, supplies, and new equipment.....	500.00	
Presents and rewards to firemen for bravery and good conduct.....	500.00	
Rent of buildings used by fire department, also lights for same.....	480.00	
		<u>1,480.00</u>

Lighting city.

For lighting clock in tower and for 500 lights for public streets, at \$36 each, to burn until 11 p. m., bill for year shall not exceed the sum of.....	14,400.00	
For 104 oil lamps in Santurce.....	2,203.35	
Freight, etc.....	100.00	
Miscellaneous expenses.....	25.00	
		<u>16,728.35</u>

Cleaning streets.

For cleaning public streets, parks, plazas, and cart- ing away refuse.....	4,498.00	
Miscellaneous expenses connected with service.....	500.00	
		<u>4,998.00</u>

Slaughterhouses and inspection of meats, etc.

1 veterinary, as inspector of meats.....	\$700.00	
1 chief butcher.....	800.00	
1 assistant butcher.....	600.00	
8 meat cutters, at \$360.....	2,880.00	
6 laborers.....	1,080.00	
Lighting slaughterhouse.....	75.00	
Repairs of old and purchase of new tools, and miscellaneous expenses.....	250.00	
Fees to veterinary for inspection of buildings and animals suspected of being diseased.....	300.00	
	<hr/>	\$6,685.00

Cemeteries.

Salaries and expenses:		
1 chaplain, director.....	600.00	
1 keeper or warden.....	420.00	
2 gravediggers, at \$300.....	600.00	
1 gravedigger at Santurce.....	200.00	
Lights in cemetery.....	6.00	
Expenses for vaults, closing same, and lime for bodies.....	80.00	
Tools and cleaning.....	50.00	
For alms and acolytes in the chapel.....	36.00	
	<hr/>	1,992.00

Theater.

Salaries and expenses:		
Salary of manager.....	360.00	
Payment to manager for cleaning, and tools....	60.00	
Gas lights in entrance.....	18.00	
	<hr/>	438.00

Parks, gardens, etc.

Cleaning and caring for.....	450.00	
Repairs and purchase of plants.....	100.00	
	<hr/>	550.00

ARTICLE 10.—*Chemical laboratory.*

Salaries and expenses:		
1 professor, chief director.....	900.00	
1 laborer, for cleaning, etc.....	100.00	
Purchase of instruments and ingredients for disinfection.....	150.00	
	<hr/>	1,150.00
		<hr/>
		\$39,913.35

CAPITULATION 4—PUBLIC INSTRUCTION.

ARTICLE 1.—*Higher and normal schools.*

Salaries and expenses:		
Principal of boys' school.....	\$1,500.00	
Principal of girls' school.....	1,500.00	
Assistant of boys' school.....	720.00	
Assistant of girls' school.....	720.00	
Writing material, both schools.....	100.00	
Cleaning girls' school.....	60.00	
Rent of houses for the principals of both schools	1,000.00	
Rent of houses for assistants.....	480.00	
	<hr/>	\$6,080.00

Common schools.

Salaries, etc.:

6 elementary teachers of the first class, at \$720.	\$4,320.00
1 teacher, second class	540.00
1 auxiliary teacher, Santurce	360.00
1 auxiliary teacher, Adullas	500.00
6 teachers, first class, at \$720.	4,320.00
1 teacher, second class	540.00

Rewards or prizes to teachers conceded and approved by General Government:

Don Miguel Gorbea, third district	180.00
Don Pedro J. Mascaro, fourth district	180.00
Don Mannel Boada, fifth district	80.00
Don Teodora Aguila Mora, first district	180.00
Miss Dolores Cuelo, first district	180.00
Miss Elena Martinez, first district	180.00
Miss Jastina Gonzales, fourth district	80.00
Miss Maria Yglesias, fourth district	80.00
Miss Marganla Catano, third district	180.00
Miss Hipoleta Ajenjo	180.00
	<hr/> \$12,080.00

Material and expenses of city schools.

Writing material used in 14 schools, at \$48.	672.00
Material for Santurce	68.00
Material for Adullas	100.00
Cleaning 7 schools for girls	420.00
Cleaning 12 schools, first class	4,320.00
Cleaning 2 schools, second class	480.00
Cleaning 1 school, Santurce	180.00
Cleaning 1 school, Adulloa	300.00
Purchase of books, pictures, etc., for use of schools.	600.00
Repairs of and purchase of new furniture, etc	500.00
	<hr/> 7,640.00

Public library.

Salary of librarian	900.00
Expenses of lighting	90.00
	<hr/> 990.00

Rewards and subventions:

For public lectures	50.00
For expenses of secretary of public junta	180.00
Prizes given to girls	200.00
	<hr/> 430.00

\$27,220.00

PUBLIC CHARITIES.

Salaries.

4 doctors for the four districts	4,500.00
4 assistants and 1 health officer	2,100.00

Ambulance service.

Sick are carried on beds, as there are no wheeled ambulances.

1 captain	300.00
3 bed carriers for carrying the sick or infirm	720.00
	<hr/> 7,620.00

House and house charities.

For the leper hospital in Pont de Treira.....	\$480.00	
For assistance to poor people too feeble to go to hospital	1,250.00	
		<u>\$1,730.00</u>

Auxiliary charities.

For medicines for the poor for the four districts ...	3,000.00	
For poor in fifth district	250.00	
Repairs and minor expenses.....	150.00	
To military hospital for taking care of city patients.....	100.00	
Propagating vaccine virus	150.00	
		<u>3,650.00</u>

Asylums.

City Charity Hospital, expenses as per special budget	8,768.00	
Santa Roso Hospital, see Budget	7,960.00	
		<u>16,728.00</u>
Society for Protection of Children.....	24.00	
Asylum for old people.....	300.00	
		<u>324.00</u>
		<u>\$30,052.00</u>

PUBLIC WORKS.

1 architect, who also acts as chief of fire department	1,500.00	
1 draftsman, who also acts as secretary fire department	600.00	
1 assistant	600.00	
		<u>2,700.00</u>
Material for office of chief architect.....	250.00	
Repairs of offices, etc.....	100.00	
		<u>350.00</u>
Repairs to city hall, and repairs to lighting plant and water works.....	1,000.00	
Repairing of streets, plazas, gardens, and their ornamentation	1,000.00	
		<u>5,650.00</u>

PUBLIC CORRECTION.

Salary of 2 guards of city jail.....	660.00	
Feeding prisoners and minor expenses	250.00	
Assistance given travelers and poor prisoners.....	100.00	
		<u>1,010.00</u>

PRISONS.

As per order of prison board the amount or quota this municipality must pay the department prison as per royal decree of December 15, 1884.....	12,746.25	
Anticipating order of prison board for prison of the audiencia court, formerly paid by the deputation provincial as per royal decree mentioned above, but now will have to be paid by municipality ...	25,491.51	
		<u>38,237.76</u>
		<u>39,247.76</u>

MISCELLANEOUS EXPENSES.

Market expenses, repairs.....	\$214. 20
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Pensions.

Pension to Antonio Garabis, retired warden, as per order of Governor-General, Apr. 4, 1895.....	\$360. 00	
Pension to Miss Vicule Oreizaga, royal decree of Mar. 13, 1875.....	100. 00	
Pensions to the orphans of Juan Prudencia, school-teacher, as per royal decree Nov. 24, 1897.....	450. 00	
Pension to Miss Belen Tequerria de Cueras, as per order of General Government of Nov. 10, 1897...	450. 00	
Pension to orphan Juana de Diego, as per royal decree, Mar. 25, 1873	96. 00	
Pension of the widow of the city clerk, royal decree, May 12, 1894	160. 00	
Pension to orphan of a mace bearer, royal decree May 12, 1894	160. 00	
Pension to widow of an official.....	200. 00	
Pension to orphan of librarian, order of general government, Mar. 12, 1896.....	240. 00	
	<hr/>	2, 216. 00

Debts and interest.

Amount borrowed from Spanish Bank in Mexican money and due Mar. 31, 1899	30, 000. 00	
Interest on above amount	2, 400. 00	
Account of water works	2, 650. 00	
To take up 5,000 bonds of 3½ pesos each, due December 31, 1898, and June 30, 1899.....	35, 000. 00	
	<hr/>	70, 050. 00

Various obligations.

Carriage hire.....	400. 00	
Rent of offices for municipal courts.....	800. 00	
Pension to clerk of civil register.....	480. 00	
Account taxes.....	30. 00	
Subscription to library.....	24. 00	
Subscription to the Society for Protection of Intelligence	10. 00	
Subscription to life-saving station.....	100. 00	
	<hr/>	1, 844. 00

Legal expenses.

Fees and retainers for legal advice in cases brought by or against the city.....	500. 00
Subvention paid telephone company for installing plant and use of instruments.....	528. 00
Surveying of streets and straightening same.....	50. 00

Provincial expenses.

Amount taxes to be paid General Government.....	18, 506. 20
Expense of record books	250. 00
Four per cent of taxes paid Spanish Bank for collecting same	5, 623. 00
	<hr/>
	5, 873. 00

Old debts, etc.

Amount that may not be collected	\$100.00	
Amount due an old school-teacher since 1896 and rent of her house	250.00	
Another debt to school-teacher since 1896	250.00	
Presents to schoolmasters	265.00	
<i>Due Mannel Solo on a sugar contract</i>	158.89	
Repairs, etc.	128.00	
Presents	50.00	
Rent of engine house at Punta de Trena	60.00	
	<u> </u>	\$1,261.89
		<u> </u> \$101,043.29

Public works under construction.

For final work in the marina, finishing work on police station	7,508.27	
Miscellaneous payments on old works	210.00	
	<u> </u>	7,718.27
<i>Aqueduct.</i>		
For final payment on city water works	42,480.81	
	<u> </u>	50,199.08

UNPROVIDED OR CONTINGENT EXPENSES.

For those expenses that may occur outside of specified statement, and for first aid to the injured in public calamities		2,291.07
Total		<u> </u> 336,441.55

CAGUAS.

The village Caguas, which claims a population proper of some 5,000 persons, has, through its officials, furnished us the following statement of its financial receipts and expenditures:

Estimated expenses for fiscal year ending June 30, 1899.

MUNICIPALITY.

Salaries:		
1 alcalde	\$1,080.00	
1 city clerk	820.00	
1 bookkeeper	540.00	
1 cashier	780.00	
1 assessor	540.00	
2 clerks, at \$420 each	840.00	
1 clerk	360.00	
1 clerk	300.00	
1 clerk, temporarily	300.00	
1 clock winder	48.00	
	<u> </u>	\$5,608.00
Material and services:		
Blank books	200.00	
Sealed paper	300.00	
Expenses of office of the alcalde	240.00	
Expenses of treasurer's office	60.00	
Postage on official letters	125.00	
Postage on letters received	20.00	
Printing, binding, etc	175.00	
Subscription to Official Gazette	24.00	
Subscription to Judicial Review, foreign	12.60	
Repairs of furniture and purchase of new	300.00	

Material and services—Continued.

Expenses of assessor	\$50.00	
Expenses of census	50.00	
For public library	100.00	
For telegrams	30.00	
		<u>\$1,686.60</u>
		\$7,294.60

POLICE, MUNICIPAL.

Salaries:		
1 chief of police	360.00	
12 policemen, at \$300 each	3,600.00	
		<u>3,960.00</u>
Expenses:		
Stationery	9.00	
Renewing and repairing arms	40.00	
		<u>49.00</u>
		4,009.00

RURAL POLICE.

Salaries:		
1 keeper of slaughterhouse	240.00	
1 keeper of cemetery	180.00	
1 keeper of city hall	300.00	
1 constable	240.00	
3 laborers	540.00	
1 gardener to care for plaza and gardens	180.00	
		<u>1,680.00</u>
Material and miscellaneous expenses:		
Hire of messengers, etc	50.00	
Street lighting	1,500.00	
Hauling garbage	25.00	
Expenses and tools for slaughterhouse	25.00	
Fire department	500.00	
		<u>2,100.00</u>
		3,780.00

PUBLIC INSTRUCTION.

Salaries:		
1 elementary school for boys, first class	600.00	
1 elementary school for boys, second class	480.00	
1 elementary school for girls, first class	600.00	
1 elementary school for girls, second class	600.00	
1 auxiliary for boys in the village of Beatris	360.00	
1 auxiliary for girls in Cana Boncela	360.00	
4 schools in country in 4 villages	1,200.00	
		<u>4,200.00</u>
Material and expenses:		
Utensils	75.00	
Books for poor children	175.00	
Writing material, boys' school, first class	60.00	
Writing material, boys' school, second class	60.00	
Writing material, girls' school, first class, and material for embroidery	60.00	
Same for girls of second class	60.00	
Same for 2 village schools	72.00	
Same for 4 country schools	80.00	
		<u>642.00</u>
Rent of 10 schoolhouses		912.00
Prizes given scholars for passing examinations	150.00	
Secretary of school board	50.00	
		<u>200.00</u>
		5,954.00

PUBLIC CHARITY.

Salary of 2 doctors to assist the poor; for criminal cases to assist the police, and also to inspect meats in city markets, at \$750 each	\$1,500.00	
1 practicing physician	240.00	
1 veterinary physician	360.00	
		\$2,100.00
Expenses:		
Help to sick poor	800.00	
Burying paupers	50.00	
Medicines for poor	1,000.00	
Cost of vaccine virus	50.00	
Final payment on house purchased for use as an asylum, purchased for \$1,100, in 2 payments	550.00	
		2,450.00
		\$4,550.00

PUBLIC WORKS.

Inspector of public works	400.00	
Material:		
Repairs on city hall	200.00	
Repairs on road to Aguas Buenas	500.00	
Repairs on road to Gurabo	300.00	
Repairs of streets of city	500.00	
Repairs of walks of city	200.00	
Repairs of plaza	50.00	
		1,750.00
		2,150.00

PUBLIC CORRECTION.

Expenses of district prison, it may be larger or smaller	9,400.75	
Maintenance of prisoners	150.00	
		9,550.75
Miscellaneous expenses:		
1 clerk to civil register	300.00	
1 professor of music	300.00	
		600.00

OBLIGATIONS.

Carriage hire and transportation	3,000.00	
Same paid by Don Cirilo Jemenez in 1896 and 1897.	368.33	
Paid officials for serving as commissioners	50.00	
4 per cent commission paid for collection of taxes and taxes not collected	1,248.83	
10 per cent of fines collected and paid into the public treasury	5.00	
Material for music school	100.00	
Subvention for private school	150.00	
Provincial tax	2,000.00	
One-third of rent of police station at village of Las Cruces	72.00	
Interest on \$550, balance due on purchase of poor-house, at 9 per cent	49.50	
Amount of principal and interest due on \$7,137.74 borrowed money	3,024.74	
Rent of barracks and entertainment of troops	1,600.00	
		11,668.40

Holidays:

Feast of patron saint	\$300.00	
Feast of King's birthday	200.00	
Feast of holy week	100.00	
Pay of church organist	100.00	
	<hr/>	\$700.00
		<hr/>
		\$12,968.40

Works under construction:

Hospital	500.00	
Changing city hall to prison	2,203.72	
	<hr/>	2,703.72
Taxes not collected	600.00	
Public calamities	400.00	
	<hr/>	1,000.00
		<hr/>
Total		53,960.47

That there should be a complete change in the system of taxation and expenditures in these cities and villages, and large reductions, not only in the number of officeholders, but in the amount of their tax levies and expenditures, will at once appear to anyone at all familiar with the conduct of municipal affairs in the United States.

That these taxes have been too burdensome for the results attained and the expenditures too loose and extravagant will appear to the most casual observer.

The citizens of these cities and villages should be relieved of this most excessive taxation, and a more economical method of assessments and expenditures be substituted therefor.

One particularly objectionable feature of these collections and expenditures is that taxes are levied, assessed, and collected for special purposes, but the funds all go into one common treasury and are there paid out for such purposes as the municipal officers may determine.

The salaries of all "officials" are first paid, and such other expenses as may seem to them most important, which necessarily leaves some of the more unimportant matters without assistance.

The three funds which suffer most are generally the public schools, the public roads, and the poor; and in many instances the schools are abandoned, no labor has been performed on public roads for years, and the poor have been left begging in the streets. This condition should not be permitted to exist; taxes levied for a special purpose should be expended for that purpose and for such purpose alone; the public roads should be built and infirmaries should be provided for the indigent poor.

We will submit hereafter a form of government and tax laws for the municipalities of Porto Rico, which will substantially conform to that now existing in the United States, and which will be such as to relieve the people from a large share of their unnecessary burdens, and to protect them in the expenditures of the moneys they shall be compelled to pay into the municipal treasuries, and to give to them the full benefit of the same.

TAXATION.

The system of taxation which has prevailed in Porto Rico was, briefly, to collect all that was possible from the people and to expend all that could be collected. The taxgatherer was the ever-present evil, and his shadow was always present over the poorest and humblest home. The great number of officials, the necessary amount of expenditure required to keep up the general and municipal governments, and the expense of collections made a burden almost overwhelming in its magnitude.

That it was assessed unfairly, unjustly, and unequally would necessarily follow where the taxgatherer could be induced by a consideration to favor the richer classes and extend consideration for a price. It was a matter of common report that in many instances the assessments upon property and the collections were made subservient to the friendship and favoritism of the tax collector.

It can thus be understood how unjustly such burdens could be distributed, and how unfairly such collections could be made under laws that were lax in themselves and whose officials were still more so.

Taxes were assessed upon the incomes of the property, and were based upon the profits derived therefrom. Where the property produced nothing it paid no taxes and bore none of the burdens of the State or municipality, and in cases where valuable property was rented to relations even this was regarded as duly freed from taxation.

Such a system was a premium upon idleness and a reward for the indolent. Again it was an inducement for the more favored classes to hide away and belittle their incomes, and to use the means within their command in obtaining the purchased favor of the collector, while the poorer were left to the tender mercies of the taxgatherer.

That such a system should be changed to conform to the more modern methods of taxation is unquestioned, and that these methods should be substantially those now recognized as the best in the United States, is very clearly our opinion.

GENERAL HENRY'S PLAN OF TAXATION.

General Henry, as Governor-General of the island, through his secretary of finance, sometime since declared a new system of taxation, assessing lands in the valleys at \$1 per acre, the midlands at 50 cents, and the highlands at 25 cents. This was entirely without reference to their value and to their improvements, and doubling the tax upon all nonresidents.

Many of the lands in the valleys now used for sugar cane and other purposes are worth from \$100 to \$300 per acre, which with their improvements and factories run up into the thousands, and yet these lands, without question as to value or improvements, are assessed the same as other lands of like location not improved and worth infinitely less, while the lands on the mountains, which are entirely unimproved

and produce nothing, and have only a nominal value, are assessed one-fourth as much as the valuable sugar lands with their expensive factories and equipments.

Such a system of taxation is not approved by any except those who will by means of it be relieved in a great measure of their just share of the burdens of taxation. We believe that the system which now prevails in the different States of the Union should be provided for Porto Rico.

CONCESSIONS AND FRANCHISES.

We believe that the building and operating of railroads in the island of Porto Rico would be one of the most important factors in developing its resources. It has been so in the United States; why not there? It gave great impetus to the growth and progress of the "Great West," and could not do less for Porto Rico. The individual or corporation that invests money in Porto Rico in the way of railroads shows much courage and great faith in the possibilities of the future. Such enterprises should be encouraged, and as few restrictions should be imposed as may be consistent with the proper safeguards for the public good. In our opinion it will be several years before any adequate returns can be realized upon investments of this kind. It is a matter of education and development, and the most favorable conditions should be made to encourage the investment of capital. The building of railroads would give employment to large numbers of men. It would enable the producer to get his crop to the market at reduced cost; would enhance the values of property; build up towns and cities; elevate the people, advance their civilization, and confer so many blessings and benefits as to demand from the Government the most favorable conditions and the lightest burdens.

In the United States within a few years we have donated great empires of land to aid in the building of railroads as public highways through the States and Territories, thus developing the country and bringing great benefits to the people.

Porto Rico has no lands to donate, no bounties to offer, but a charter most favorable in its character should be given as an inducement to capital to make the investment.

Spain tried to keep the people in ignorance, believing it was easier to dominate and control them. Its present condition is the result. The United States believes in educating, elevating, lifting up, and making them capable and fitted for self-government.

As a protection against any charge of favoritism, we would recommend that before any concessions are granted, the same, fully described, be advertised in newspapers printed in Porto Rico, also in one or more newspapers of proper circulation in the United States, giving notice that said franchises will be sold upon a certain date to the highest bidder, reserving the right to reject any and all bids; with the clear

and definite right reserved to the Government of full control over the rates of charges for passenger fare or freight rates, and of the manner of operating the road for the benefit of the people, and holding the companies accountable for damages to persons and property caused by negligent acts of the companies and of their employees.

On the 25th of February, 1899, the insular commission formulated and submitted to the Secretary of War certain rules which were intended for the general government of all matters relating to the granting of franchises in the island, a copy of which is as follows:

WAR DEPARTMENT, *Washington, February 25, 1899.*

HON. RUSSELL A. ALGER,
Secretary of War, Washington, D. C.

SIR: We respectfully submit the following rules for the government of applicants for grants and franchises in the island of Porto Rico:

RULES AND REGULATIONS FOR APPLICANTS FOR CONCESSIONS AND FRANCHISES FOR PUBLIC PURPOSES IN THE ISLAND OF PORTO RICO.

1. All applications must be filed with the Secretary of War, but before any application for franchise will be considered by the insular commission the applicant should furnish assurances of his good faith and financial ability to carry out the undertaking proposed and that the same is not applied for simply for sale or transfer. And, if a corporation, it shall furnish the commission with a certified copy of its articles of incorporation, a list of the stockholders, amount of capital authorized, the amount subscribed for, the amount paid in, and the manner of payment of any unpaid subscriptions.

2. If a railway or street car line, the application should be accompanied with a full description of the proposed line, the motive power proposed, the route to be occupied, and the principal points to be reached en route.

3. An estimate of the cost of the entire undertaking, the time when it is proposed to begin work, and when it will be completed.

4. The width of gauge and the maximum grades permissible.

5. The applicant must express a willingness to comply with the regulations which may be imposed by the government of the island as to rates of fare, classification and rates of freight, and in all other respects affecting the public interest and property rights.

6. A general statement as to the character, products, and population of the country through which said railway is projected; the general classes and kinds of goods and materials likely to be available for transportation, also which are now ready for transportation.

7. When the commission shall have determined the advisability of granting a franchise, and the Secretary of War shall have approved the same, notice will be given by publication in one or more newspapers published in the island and in the United States, giving time and place of receiving bids, and which notice will contain the conditions and terms on which the franchise may be granted.

8. Each bid must be accompanied by a good and sufficient bond in the sum of — per cent of the estimated cost of the undertaking, with sureties to be approved by the commission, or some person designated for that purpose by the Secretary of War, conditioned that the applicant will comply with the terms of the concession and perform the work described within the time named. The right to reject any and all bids will be reserved.

9. Within thirty days after the award shall have been made and approved by the Secretary of War (notice having been given the successful party), the applicant

shall deposit with such public depository as shall be designated for such purpose such a sum as may be required and named in the notice aforesaid or agreed upon, the sum to be ample to insure the performance on the part of the applicant, and if not so deposited, the applicant will be liable on his bond for any expense or damage the Government may have incurred, and the franchise may be declared forfeited.

10. The franchise so granted will carry with it the right of way over public lands free of charge, and the right of condemnation of private lands on the payment of the value thereof to the owner, to be taken in the same manner as prescribed by the laws of the island now in force, or as they may be hereafter amended by this Government.

11. All grants will be subject to the full control and regulation of this Government or the government of the island, or such other as the Government may direct, and in such manner and in such respect as may be hereafter determined in the interest of public welfare.

We think that this order, or one of a like purport, ought to be given publication, so that all persons contemplating investments or public improvements in the island may be advised of the proper steps to be taken.

PUBLIC LANDS.

There is no reliable record of the public lands to be found in any of the offices in Porto Rico. We made diligent inquiry, and the secretary of finance promised us the best information he could procure, which, he says, is made up from the answers to his inquiries of the alcaldes as to what lands are commonly regarded in their districts as public, and which are not claimed by anyone. But we have not yet received the result of his inquiries, but when it comes it can be seen from the nature of it that it will possess little value.

We believe, from the best estimates we could obtain, that there are about 50,000 acres of public lands in Porto Rico. We therefore recommend that a full and complete survey be made of all the public or unsold lands on the island. This may involve the survey of some lands sold, to ascertain how far they have infringed upon the public domain.

A survey of the whole island ought to be made, sectionizing the lands so that boundaries may be definitely ascertained, after the plan of the United States, thus making short descriptions and more certain data as to boundaries. But this is too great an undertaking to be begun now, and it can well await more pressing reforms.

We would further recommend that the proceeds of these lands, when sold or leased, be used for the benefit of the public schools of the island.

TEMPERATURE AND CLIMATE.

From reports since the control of the island of Porto Rico by this Government, to wit, from November to March 1, four months, and from the Spanish records prior to that date, we glean the following summary, which may be of importance and afford a correct basis on which to form opinions as to the climate:

November, 1898:

Mean temperature	77.2
Highest	85
Lowest	65
Greatest daily range	18
Lowest daily range	7
Total rainfall..... inches..	12.08
Number of days with .01 inch or more.....	19

December, 1898:

Mean temperature	75.9
Highest	85
Lowest	56
Greatest daily range	17
Lowest daily range	8
Total rainfall..... inches..	5.34
Number of days with .01 inch or more.....	20

January, 1899:

Mean temperature	74.6
Highest.....	82
Lowest	66
Greatest daily range	13
Lowest daily range	8
Total rainfall..... inches..	2.92
Mean temperature for this month for twenty-three years.....	75.3
Average precipitation for this month during twenty-five years... inches..	2.97

February, 1899:

Mean temperature	75.2
Highest.....	85
Lowest	66
Greatest daily range.....	16
Lowest daily range	8
Total rainfall..... inches..	0.80
Number of days with .01 inch or more	14
Mean temperature for this month for twenty-three years.....	75.2
Average precipitation for this month for twenty-eight years..... inches..	2.37

RELIGION.

The religion of Porto Rico was the recognized Roman Catholic Church and, with a single exception, no other churches existed upon the island.

Some years since, by a special decree, a Protestant (Episcopal) Church was permitted to be erected at Ponce, which church still maintains its place and existence.

The priesthood upon the island belongs to the Romanist Church, was paid by the Government, and the sum of \$92,000 was annually collected in taxes and paid for this purpose.

Upon American occupancy this payment ceased to be longer made, and the Roman clergy are now dependent upon the support of the members of their own churches.

Since American occupation of the island other denominations have made, and are now making, efforts to establish and build churches, and

representatives of many denominations are now in Porto Rico for this purpose and are meeting with encouraging success.

COURTS.

The system of courts which are now in operation upon the island of Porto Rico are the civil law courts or the French system of procedure.

So that this may be understood we propose to give a brief description of the courts and their methods of procedure.

JUSTICE.

The first officer having any legal or recognized authority is a "juez" or justice, who receives only fees. This officer has no jurisdiction over any offense arising to the dignity of a crime, but simply takes cognizance of those small infringements which are termed "faltas," such as the blocking of streets, the plucking of flowers in public parks, or the interference with the public highways, which he is empowered to hear, adjust, and remedy, and has jurisdiction over civil affairs to an amount not exceeding \$200. From his judgment and finding there is an appeal to the judge of the first instance. He is also in some instances authorized to take acknowledgments of certain instruments of writing.

JUDGE OF THE FIRST INSTANCE.

The next official is the judge of the first instance, who, in some measure fills the position of a notary and an examining court, and takes the place of a grand jury. Before him come all matters of a civil and criminal character within the district covered by his jurisdiction. He issues warrants for the arrest of persons suspected of or charged with crimes, and enters into an investigation and inquiry concerning the matter. He examines witnesses and reduces their testimony to writing, and certifies the same to the court of next higher authority, called the "Audiencia," or he may discharge the prisoner if he finds that no crime has been committed or there is no reasonable ground for holding the accused. He determines, by his findings, if a crime has been committed, and if the prisoner is guilty of the same, and recommends the measure of punishment to be meted out to him, but has no authority to put the same into operation.

Thus the most trivial crimes are of a necessity certified to the higher courts. If the judge of the first instance should find that a chicken had been stolen, and from the evidence, carefully written down, determines that the prisoner is guilty of the theft, he could not dispose of the case and put the punishment to be given into effect, but must certify it with all due ceremony, and with carefully written testimony to the Audiencia for further disposition.

In civil matters he hears and determines questions submitted upon the evidence before him, and upon appeal refers the case to the supreme court.

AUDIENCIA.

The next court is the "audiencia," of which there are three in the island, or more properly four, for the supreme court at San Juan is divided into two courts of audiencia. These courts have jurisdiction in all criminal cases certified to them by the respective judges of the first instance.

Before them, therefore, come all cases of the most important as well as all cases of the most trivial character, and these cases are tried with as much pomp and ceremony as generally accompanies the French system of procedure.

We are not desirous of reflecting upon the judges who preside in these courts, for they have been so long schooled and educated in this system of procedure and no doubt regard it as the best that could be devised, but we must call attention to the extraordinary delays and accumulation of business which necessarily piles up mountain high in a court that tries all the petty cases that are the result and outgrowth of the smallest crimes which usually infest such neighborhoods and peoples.

Think of the supreme court of any of our States, dressed in gowns and surrounded by a large number of high-salaried officials, proceeding with unusual pomp and ceremony to devote a large part of the day to the trial of a case which should have been disposed of by a police justice within a few minutes, and yet this is exactly what the supreme court of Porto Rico is now doing.

With 2,000 prisoners awaiting trial in the different jails of the island, the majority of them for the most trivial offenses, and 2,000 more not confined, but awaiting trial as well, with this slow method of procedure and the deliberate determination of such cases, how long will it take to dispose of the cases now pending and to clear the jails of the great number of prisoners now confined therein, to say nothing of accumulating business?

SUPREME COURT.

The supreme court of the island consists of six judges and a presiding justice. An appeal lies to the supreme court from the judges of the first instance in all civil matters heard and determined by them, while a like appeal lies from the courts of "audiencia" in all criminal cases.

The six judges of this court compose two of the courts of "audiencia" sitting in San Juan and occupying two chambers or "salas," one hearing civil and the other criminal cases.

From the decisions of these "audiencias," as part of the supreme court, an appeal lies to the supreme court in banc, and cases so appealed from these courts of audiencia are heard by the supreme court in banc, composed of the chief justice and the same judges who tried the cases below.

Thus it will be seen that the cases are simply appealed from the judges who try them in these "audiencias" to the same judges sitting as supreme judges in the court above. That such an appeal should usually find confirmation of the proceedings of the lower court is not to be wondered at.

These cases were formerly appealed to the supreme court at Madrid, but since the American occupancy they are appealed to the supreme court at San Juan.

These cases are not reported and published, nor are they indexed as to subjects and opinions.

DELAYS.

The same delays and continued annoyances which beset and delay criminal cases are more than equalled by the delays in the settlement and adjustment of all civil cases, until it amounts to a substantial denial of justice in all civil matters.

No matter how honest and faithful the judges, and how diligent and attentive to the business in charge, it is utterly impossible under the system which now prevails upon the island to dispatch business with promptitude and to award judgment and justice in such matters as must naturally arise in a trading community, and the failure to be assured of a prompt and businesslike settlement of all legal and disputed matters must necessarily disturb and destroy confidence in any community and deter most desirable investments.

EXPENSES.

By examining the budget of the department of justice of Porto Rico, we find that there are now employed, in connection with the department and the courts of the island, 211 persons, all of whom regularly draw salaries from the General Government, as follows:

In the department of the secretary of justice.....	8
In the supreme court.....	32
In the criminal courts of Ponce and Mayaguez.....	30
In the courts of the first instance	141
Total	<u>211</u>

The salaries paid to these persons so employed are as follows:

Office of secretary of justice	\$14,000
Supreme court	48,685
Criminal court at Ponce.....	19,300
Criminal court at Mayaguez	19,300
Courts of the first instance.....	59,415
Grand total paid for this purpose alone.....	<u>160,699</u>

It would appear as if with this vast sum paid out for the administration of justice alone there should be some measure of security and safety given to the people of Porto Rico.

With an eye single to the just administration of the laws, we would not advise any measures of economy which would deny to the humblest citizen of Porto Rico a full measure of protection and a complete guarantee of justice under the laws; but the number of persons so employed and the amounts so paid are so exorbitant compared to the duties performed, and so out of all proportion to such necessary expenses of courts in the United States, that we must advise against the continuance of such an extravagant expenditure of the public funds.

Courts should be provided for Porto Rico with liberal allowances, but so constituted in numbers of employees and expenditures as to be reasonable and just, and so organized that business may be dispatched promptly, and that substantial justice may be meted out to all alike.

If the courts themselves are only to be used as an instrument of oppression instead of being the safeguards and defenders of the rights and liberties of the people, then they not only fail in their great purpose, but become the means of oppression and the instruments of injustice.

That such a system should give way to the new order of things in Porto Rico, and that the courts to be provided for the people should be modeled after the American court system, is our judgment in the matter.

PRISONS.

This commission made a most thorough and searching inspection and inquiry into the prisons of the island, and found therein a fearful condition prevailing. There were at the time of our visit and inspection confined within these prisons from 1,500 to 2,000 prisoners not tried.

The judges of the supreme court in their evidence before the commission estimated the number of prisoners confined within the prisons awaiting trial to be 2,000, and those without the prisons awaiting call for trial to be 2,000 more, making a grand total of 4,000 prisoners, and those accused of crimes awaiting the slow process of the courts in the matter of justice.

Many of these prisoners had been confined within these prison walls for many months and even years awaiting trial for the most trivial offenses; in one of these prisons we found a man who had been confined for twenty-two months charged with stealing a pan of beans; in another, one confined for twenty months charged with stealing a 2-cent loaf of bread; and in another, a prisoner who was still awaiting trial after eighteen months' confinement charged with stealing a chicken; and still another who was impatiently waiting the slow process of Spanish law after a confinement of twenty months charged with stealing half a bunch of bananas of an actual cash value of 8 cents.

As if these cases were not sufficient to demand immediate and instant relief, we found a man who had been confined in one of the prisons twenty-two months without charges of any kind, and neither the man

nor the prison officials knew with what he was charged or why he was confined.

In another prison, the official report of which we now have on file, a prisoner was found in confinement who had been there for six years and eight months awaiting trial, and he was then and had long been demanding that he might have an opportunity to be heard in his own defense.

These are but a few of the many hundreds of cases which came to our knowledge, not only from personal inspection, but from the official reports made to us by the prison officials.

So that we may not appear to be exaggerating the condition of these prisons, we take the liberty of giving herewith a copy of the report of Maj. A. C. Sharpe, the judge-advocate of the Governor-General's staff, and assistant secretary of justice of the island, concerning certain prisoners in the prison at Mayaguez, which is founded upon the report of Mr. Gabriel Anciaux, the inspector of prisons, which, in general terms, will give a fair idea of all the prisons upon the island, and which was confirmed by a personal inspection of this prison by the commission:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF THE JUDGE-ADVOCATE,
San Juan, Porto Rico, March 20, 1899.

The ADJUTANT-GENERAL,
Department of Porto Rico.

SIR: I have the honor to submit the following statement of civil prisoners, with recommendations as to each:

Loilo Lasalle.—Age, 30; married; five children. In jail at Mayaguez, charged with theft of a bag of coffee. Has been in confinement nineteen months (October 18, 1897). This man has never been tried. Even if guilty he has been punished enough. I recommend his release.

Pedro Paga Miranda.—Age, 25; bachelor. In jail at Mayaguez, charged with theft of a bag of coffee. Has been in confinement eighteen months (October 18, 1897). This man was never tried. Even if guilty he has been punished enough. I recommend his release.

Maximo Barrios.—Age, 19; not married. In confinement nine months (since June, 1898), charged with assault on a commissary of police. He has had no hearing since his arrest. Appears to have been excessively punished already. I recommend his release.

Juan Hernandez.—Age, 19; bachelor. In confinement nine months, charged with theft of a set of weights. Never been tried; seems sufficiently punished. I recommend his release.

Mateo Tejada.—Negro; age, 20; bachelor. Charged with larceny of \$6 (pesos). Has been in confinement fourteen months awaiting trial (January 1, 1897). I recommend his release.

Juan Domingo del Rio.—Age, 24; charged with stealing two horses. Confined November 27, 1898. Not tried. I recommend that the secretary of justice be requested to have his case tried without further delay.

Casiento Valentine.—Lad of 17 or 18 years. Charged with theft of an empty bag. Has been in confinement over five months without a hearing. I recommend his release.

Prudencio Hernandez.—Age, 33; Cuban. Petty larceny of clothing. Has been held three months without a hearing. I recommend that he be brought to trial without further delay.

Zolio Mouje.—Age, 32; married; one child. Arrested January 29, 1899. Claims that no charges are alleged against him, and has repeatedly asked for a hearing but gets no satisfaction. It is recommended that this case be examined and the prisoner informed of the charges against him.

Pedro Pistolet.—Lad; 16 years; theft. Pleads guilty, but has been confined since July 2, 1898, without trial. This case appears to have been excessively punished already. I recommend his release.

Francisco Ruiz.—Age, 19; in confinement since January 19, 1899, for theft. Has had no hearing yet. I recommend that he be brought to trial without further delay.

Carmero Rivera.—Age, 23; bachelor. Confined December 4, 1898, charged with arson. Claims he has had no hearing and can get no trial, and if given opportunity can prove he was miles away from the place of fire. I recommend investigation of his case.

Jose Manuel Bracez.—Age, 18. Theft of three fowls. In confinement since November last. I recommend his release.

Angel Graciani.—Charged with shooting at a man who assaulted him with a machete. Arrested in November, and after preliminary examination released. Rearrested December 9, 1898. Can get no hearing. Investigation is recommended.

Erraguio Borrero.—Age, 30. Charged with assault. Has been in confinement over five months without trial. The story of this man indicates that this is a case of a simple drunk, appropriate to a justice's court and a \$10 fine. I recommend investigation and trial without further delay.

Hourado Reyes, Esmeraldo Rivera, Juan Pedro Ortiz, Juan Esmeralda Rivera, Jose Rodriguez, Asario Martinez, and Domingo Martinez.—Suspected of arson. Have been in confinement since October last without trial. I recommend trial without further delay.

Thomas Praj.—Age, 26. Accused of threats to extort money (three or four pesos). Arrested in October last; has had no trial yet. I recommend his immediate release.

Natalio Rivera.—Age, 25. Confined since October 29, 1898, without a hearing. Mr. Anceaux has examined this case and believes there is nothing in it. I recommend the prisoner's release.

Carlos Ingles, Victorio Ingles, and Hernaldo Ingles (three brothers).—Arrested November 9 last on suspicion of having robbed one De Lago. Have never had a hearing, though they have repeatedly petitioned the court for a trial. Case seems to be one of special hardship, owing to destitute condition in which their families are left. I recommend that the case be investigated without further delay.

Louis Dieudonne.—Age, 23. Arrested December 26, 1898, charged with theft of three pairs of socks. If guilty, this man has been sufficiently punished, and if innocent, his long confinement is an outrage.

Ramon Rivera and Juan Sanchez.—Held in solitary confinement (*incommunicado*), though not yet tried nor had a hearing. Case should be reported on. Solitary confinement is not permitted except as a punishment.

Clemente Burdo.—Arrested in June, 1898. Suspected of manslaughter. Not tried yet; nine months in jail. He begs for a trial, as he is confident his innocence can be established.

Manuel Montemehillo and Domingo Garcia.—Have been held over one year in jail (February, 1898). Can get no trial or hearing. Beg for a speedy trial. They are charged with murder.

Maximo Cruz y Herrera.—Age, 28. Has been in jail nearly one year (April, 1898), charged with theft of one fowl. Tried January 6, 1898, and sentenced to one year and one day. I recommend that he be immediately released if the theft of one fowl is his only offense.

Justo Alarce Gonzales.—Arrested in April, 1898, charged with petty larceny of some clothes. He has never had a hearing. If guilty he has been amply punished, and should be at once released.

Ensebio José y Torres.—Has been in jail over one year awaiting trial. Should be tried at once and released.

Felipe Martinez.—Age, 18; negro. Arrested June, 1898. Has had no investigation of his case since American occupation. Should be tried at once.

Juan Gebara (age, 23), *Luciano Gebara* (age, 27), *Crispin Gebara* (age, 20), *Isidoro Gebara* (age, 17), *Raymon Rosso* (age, 18).—Arrested May 28, 1898; charged with house-breaking and robbery. Beg for a hearing.

Josefa Ramirez.—Age, 20; negro woman. Arrested in July, 1898; suspected of theft of crockery ware. Has never had a hearing.

Caudido Garcia Colcelsion.—Age, 24; negro. Arrested December, 1897, for theft of pieces of cloth from tailor shop. Has had no examination since arrested, fifteen months ago. Should be promptly released.

Julio Ramon Vegas.—Age, 21. Arrested December 23, 1897, for having used in a cockfight a cock not belonging to him, on which he had loaned the owner \$1.50, the cock unhappily being killed in the fight. As this case has now been pending for over fifteen months, the man should be released at once.

José Maria Ramos.—Age, 20. Charged with stealing \$40. Has been in confinement over nine months. Begs for a trial.

Esteban Ribera.—Age, 30. Charged with theft of a hog. Arrested March 4, 1898. Begs for a trial. Is living in concubinage; has three children. I recommend his release.

M. Vargas y Gonzales.—Age, 29. Arrested October 1 last, for murder. Has not yet been tried.

Francisco Rivera y Castillo.—Age, 27. Charged with street fighting. Arrested December 25 last. Seems to be a simple police offense. I recommend his release.

Xavier Roman.—Age, 43; married; five children. Arrested by Spanish one year ago and released. Rearrested in November, 1898. Charged with wounding. Asks for a speedy trial.

Jose Martinez and Adolfo Martinez.—Married; two children. Arrested November 16, 1898, charged with arson and stealing goods. Claim that the charge against them has been made by a maniac, who afterwards hanged himself; that they are innocent, and beg earnestly for a trial. Have been in prison four months.

Jose Eggin.—Age, 30; married; four children. Arrested November 3 last, for threats. Never had a hearing. Begs for trial.

Modesto Rivera.—Age, 20; charged with rape. The circumstances indicate abduction, or more properly an elopement, but under the Spanish law eloping with a girl is an offense. The young man says he is willing to marry the girl if he can only raise the money to pay the exorbitant charges imposed here for solemnizing matrimony. I recommend his immediate release.

Juan Valentine Ponte.—Age, 30; married; seven children. Charged with arson and robbery. Arrested October 19, 1898. Claims he knows nothing about the crime. Begs for a trial.

Andreas Valentine Colon.—Age, 22. Charged with arson. Claims he knows absolutely nothing of the crime alleged, and begs a hearing. He has been in jail since November last.

Fideas Rodriguez.—Age, 20. Was sentenced in March, 1898, to eight months' imprisonment for theft. His term expired four months ago, yet he is still in jail. No other charges exist against him.

Gregorio Hernandez.—Age, 20; house servant. Has been in jail (he says) eight or nine months, charged with rape, which proves in this case to be abduction or elopement. The girl is 14 years of age. Could not marry the girl for lack of funds to meet the fees required. Begs for a trial. I recommend his release.

Louiso Builla Pacal.—Age, 15. Has been in jail over five months for stealing a fowl. Should go to a reform school.

Evangelista de Rosario, Juan Rosario Mandez, and Nicomedes Olivo.—Charged with housebreaking. All have families. These men have been in confinement since September last. They beg for a trial without further delay.

Flor Correa.—Age, 50. Arrested two years ago for assault. After remaining in jail for seven months awaiting trial was released, and three months ago rearrested on the same charge. Begg for a trial.

José Mendez (age, 19) and *Prudencio Hernandez* (age, 30).—Arrested December 25 last, charged with theft of clothes. Should be tried by a minor court and case disposed of without further delay.

Juan Maria Quinalo.—Age, 22. Charged with burglary. Has been in jail over fifteen months. Asks for a trial.

Leocadio Velasquez.—Age, 45. Charged with blackmail. Arrested October, 1898. Is unable to read, and does not know what he is held for. Should be tried without further delay.

This is but a partial list of a single jail (Mayaguez). If this condition prevails all over the island, as it undoubtedly does, the only possible remedy appears to be in the institution of justices or police courts in every town and village. This I have already recommended in a former communication.

Very respectfully,

A. C. SHARPE,
Major and Assistant Adjutant-General, U. S. Volunteers,
Acting Judge-Advocate.

To the Insular Commission, for their information.

In the jail at Ponce were 212 men confined, of whom only 51 had been tried. In this jail, as witnessed by the report of the prison officials and certified to us, one Francisco Corchado has been confined since August 1, 1892, a period of six years and nine months, awaiting trial.

In the jail at Mayaguez there were confined at the time of our visit 183 prisoners, of whom 37 only had been tried and 146 were awaiting trial.

We give the detailed report of this prison as made to us by the prison officials.

Jail of the judicial district of Mayaguez, Porto Rico.

No.	Name.	Date of entry.	Charge.	Remarks by jailer.	Time in jail awaiting trial.	Remarks by commission.
1	Pedro Pagan Miranda	Oct. 18, 1897	Theft.		Y. M. D.	
2	Toilo Lazalle Lazalle	do	do		1 5 6	Ref. Sharpe and Diaz No. 2.
3	Domingo Garnier	Feb. 7, 1898	Theft and homicide.		1 5 6	Ref. Sharpe and Diaz No. 1.
4	Manuel Montemairo	do	do		1 6 16	Ref. Sharpe No. 29, and Diaz No. 25.
5	Eusebio Rosa Torres	Mar. 15, 1898	Threats	Sentenced	1 1 16	Do.
6	Monferate Colon	Apr. 1, 1898	Seduction		11 23	Ref. Sharpe No. 32, and Diaz No. 28.
7	Timiteo Tejada	Jan. 1, 1898	Robbery and theft.		1 2 23	
8	Vicente Ramos	Mar. 13, 1898	Theft		1 10	Ref. Sharpe and Diaz No. 5.
9	Ramon Ruperto Soto	Mar. 6, 1898	Attempted murder	Sentenced		
10	Gregorio Trocke	Jan. 16, 1898	Frustrated murder	do		
11	Josefa Ramirez	June 7, 1898	Theft		9 16	Ref. Sharpe No. 39, and Diaz No. 31.
12	Gregorio Hernandez	June 10, 1898	Rape		9 13	Ref. Sharpe No. 52, and Diaz No. 44.
13	Rafael Vallejo	May 22, 1898	Theft		10	
14	Juan Mendez Hernandez	do	do		10	
15	Pedro Pistolet	June 2, 1898	Robbery		9 21	Ref. Sharpe and Diaz No. 11.
16	Manuel de Jesus Cancel	June 16, 1898	do		9 5	
17	Evangelista Diaz	July 4, 1898	Theft		8 19	
18	Guillermo Orfila	Oct. 18, 1898	do		5 5	
19	Felipe Martinez	June 25, 1898	Homicide.		8 28	Ref. Sharpe No. 33, Diaz No. 29.
20	Cancio Dupret	June 19, 1898	do	Sentenced		
21	Juan Ramon Vargas	July 16, 1898	do		7 27	
22	Jose Ma. Ramos	July 28, 1898	Theft.		7 15	Ref. Sharpe No. 42, Diaz No. 34.
23	Candido Garcia Conception	Dec. 24, 1897	do		1 3	Ref. Sharpe No. 40, Diaz No. 32.
24	Jose M. Lopez	Jan. 4, 1898	do		1 2 19	
25	Victoriano Jemenez	July 1, 1898	do		8 23	
26	Fabio Roman	Dec. 4, 1898	Cutting and wounding		3 20	Ref. Sharpe No. 46, Diaz No. 38.
27	Luis Devondonet	Dec. 28, 1898	Theft		2 25	Ref. Sharpe No. 21, Diaz No. 26.
28	Jose Ramon Colon	Mar. 5, 1898	do		1 0 18	
29	Flor Correa	Sept. 1, 1898	Cutting and wounding		6 23	Ref. Sharpe No. 57, Diaz No. 49.
30	Manuel Olan Valentin	Nov. 5, 1898	Robbery	Sentenced		
31	Modesto Rivera	Dec. 18, 1898	Rape		3 5	Ref. Sharpe No. 48, Diaz No. 40.
32	Jose Mendez Toro	Oct. 1, 1898	Theft		5 23	
33	Juan Evangelista Rozario	Oct. 22, 1898	Robbery		5 2	Ref. Sharpe No. 57, Diaz No. 46.
34	Erastio Borero	do	Attempted murder		5 2	Ref. Sharpe and Diaz No. 15.
35	Nicomedes Olivo	Oct. 16, 1898	Robbery with accomplices		5 7	Ref. Sharpe No. 56, Diaz No. 46.
36	Juan Maria Quimones	Nov. 4, 1898	Theft		4 19	Ref. Sharpe No. 60, Diaz No. 49
37	Eugenio Malos Colon	Dec. 6, 1898	Homicide		3 17	
38	Juan Rozario Mendez	Oct. 16, 1898	Robbery and arson		5 7	Ref. Sharpe No. 55, Diaz 46, No. 4.
39	Felix Colon Morales	Oct. 10, 1898	Robbery with accomplices		5 13	
40	Eleteno Pagan	Oct. 22, 1898	do	Sentenced		
41	Simon Cruz	do	do		5 1	
42	Antonio Gonzales Colon	Oct. 16, 1898	do		5 7	
43	Marcelino Coban	Oct. 10, 1898	do		5 13	

44	Remisquo Perez	do	do	do	5 13
45	Juan Jose Colon	do	do	do	5 13
46	Ramon Colon	do	do	do	5 13
47	Bernabe Malare	Jan. 18, 1899	Threats	Sentenced	
48	Jose Salvador Rodriguez	Dec. 29, 1898	Theft		2 25
49	Juan Pascual Horta	Sept. 4, 1898	Homicide		6 19
50	Rosendo Serrano	Oct. 29, 1898	Robbery with accomplices		2 25
51	Luis Bonilla Pagail	Mar. 2, 1899	Theft		21
52	Clemente Burgos	Apr. 4, 1898	Homicide		11 11
53	Esteban Rivera	Feb. 4, 1898	Theft		1 1 19
54	Julio Ramon Vega	Feb. 12, 1898	do		1 1 11
55	Nicomeluz Cruz	Oct. 25, 1898	Robbery and arson		4 28
56	Ramon Quinones	do	do		4 28
57	Casimeris Moralez	Dec. 23, 1898	Homicide		5
58	Vicente Rivera	Oct. 25, 1898	Robbery and arson		4 28
59	Juan de Mata Moyemo	Oct. 24, 1898	do		4 29
60	Juan Jose Cruz	Oct. 11, 1898	Threats		5 12
61	Victoriana Gonzales	do	do		5 12
62	Guillermo Tedellechea	Feb. 1, 1899	Cutting and wounding		1 23
63	Joaquin Santiago	Feb. 28, 1899	do		26
64	Lannano Rodriguez	Sept. 25, 1898	do		5 28
65	Mateo Pumarys	Oct. 18, 1898	Threats		5 5
66	Loocadio Velasquez	Oct. 28, 1898	do		4 25
67	Jose Irizang	Oct. 11, 1898	Robbery and arson	Sentenced and appealed	
68	Angel Mc. Gonzales	do	do	do	
69	Conrado Reyes	do	Robbery, with accomplices	do	
70	Juan Pagan	do	do	do	
71	Doningo Martinez	do	do	do	
72	Cuarez Martinez	do	do	do	
73	Jose Rodriguez	do	do	do	
74	Jose Ellin	Nov. 3, 1898	Threats		4 20
75	Manual Bracero	Oct. 8, 1898	Theft		4 15
76	Pedro Soto	Oct. 7, 1898	Robbery, with accomplices		4 16
77	Victorio Ramos Lampa	do	do	Sentenced and appealed	
78	Mannuel Velez Sadambidez	Nov. 13, 1898	do	do	
79	Jules Rive	do	do	do	
80	Ramon Gomez	do	do	do	
81	Jose Gomez	do	do	do	
82	Jose Penas	do	do	do	
83	Ramon Rive	Nov. 18, 1898	do	do	
84	Pedro Semins	do	do	do	
85	Viviano Bonilla	Nov. 17, 1898	do	do	4 5
86	Juan Esteban Pena	do	Robbery, arson, with accomplices		4 2
87	Andres Valentin	do	do		4 5
88	Tomas Carlos	do	do		4 5
89	Tomas Nagues	do	do		4 5
90	Jose Mercado	do	do		4 2
91	Roman Mercado	Nov. 20, 1898	do		4 3
92	Juan Ferrer	do	do	Sentenced and appealed	
93	Atanacio Detres	do	do		4 3
94	Pantaleon Detres	Nov. 21, 1898	do	Sentenced and appealed	

Ref. Sharpe No. 53, Diaz No. 45.
 Ref. Sharpe No. 28, Diaz No. 24.
 Ref. Sharpe No. 43, Diaz No. 35.
 Ref. Sharpe No. 41, Diaz No. 33.

Ref. Sharpe No. 61, Diaz No. 50.

Ref. Sharpe and Diaz No. 17.

Do.
 Do.
 Do.
 Ref. Sharpe and Diaz.
 Ref. Sharpe No. 47, Diaz No. 39.

Ref. Sharpe No. 50, Diaz No. 42.

Jail of the judicial district of Mayaguez, Porto Rico—Continued.

No.	Name.	Date of entry.	Charge.	Remarks by jailer.	Time in jail awaiting trial.	Remarks by commission.
95	Benito Oliviera J.....	Nov. 26, 1898	Robbery, arson, with accomplices.	Sentenced and appealed.	Y. M. D.	
96	Juan McRodriguez Horta.....	Nov. 25, 1898	do	do		
97	Ramon Rodriguez Horta.....	do	do	do		
98	Agustin Detres.....	Nov. 27, 1898	do	do		
99	Domingo Cancel Ythier.....	Oct. 14, 1898	Robbery, arson, and murder.	Death sentence, appealed.		
100	Francisco Garcia Valentin.....	do	do	Sentenced.		
101	Ramon Cancel Ythier.....	do	do	do		
102	Eucilio Ramies Suarez.....	do	do	Death sentence, appealed.		
103	Antonio Artrey.....	Dec. 31, 1898	Robbery with accomplices.	Sentenced and appealed.		
104	Ceren Paj.....	do	do	do		
105	F. Soler a Roca.....	Mar. 22, 1898	Theft		1 0 1	
106	Guillermo Lacenba.....	Mar. 9, 1898	Cutting and wounding.		1 0 12	
107	Luis Rodriguez.....	Oct. 25, 1898	Robbery		4 28	
108	Domingo Rios.....	do	do		4 28	
109	Juan Valentin A ponte.....	Oct. 19, 1898	Robbery, arson, and murder.		5 4	Ref. Sharpe No. 49, Diaz No. 41.
110	Felipe Mercado.....	Nov. 17, 1898	do		4 16	
111	Ramon Soto.....	Nov. 12, 1898	Robbery and arson with accomplices.		4 11	
112	Prudencio Crupe.....	Nov. 7, 1898	do		4 26	
113	Juan Soto.....	Nov. 25, 1898	Homicide		3 28	
114	Juan Estaben Lopez.....	Nov. 12, 1898	Robbery and arson with accomplices.	Sentenced and appealed		
115	Juan Marto Vasquez.....	Nov. 8, 1898	do		4 15	
116	Pedro Crupo Salarza.....	Nov. 10, 1898	do		4 13	
117	Aguilino Crupo.....	Nov. 7, 1898	do		4 16	Ref. Sharpe No. 25, Diaz No. 20.
118	Jose Morales.....	do	do		4 16	Do.
119	Carlos Ingles.....	Nov. 9, 1898	do		4 14	Do.
120	Victorio Ingles.....	do	do		4 14	Do.
121	Bernado Ingles.....	do	do		4 14	
122	Dionicio Ecuandi.....	do	do		4 14	Ref. Sharpe and Diaz No. 7.
123	Casildo Valentin.....	do	Theft		4 14	Ref. Sharpe No. 46½.
124	Adolfo Martinez.....	Nov. 16, 1898	Robbery and arson.		4 7	Do.
125	Jose Martinez.....	do	do		4 7	
126	Juan Rivera or Nele.....	Nov. 30, 1898	do		3 24	
127	Manuel Rodriguez.....	Nov. 20, 1898	do		3 24	
128	Tomas Lebrun.....	Nov. 26, 1898	do		3 27	
129	Ramon de Arco.....	do	do		3 27	
130	Anastacio Mercado.....	Oct. 29, 1898	do		4 25	
131	Quintemaco Garcia.....	Nov. 26, 1898	do		3 27	
132	Inicencia Rodriguez.....	Nov. 27, 1898	do		3 26	

133	George Mercado	Nov. 27, 1898	Robbery and arson		3 26	
134	Jose Vega	Dec. 12, 1898	Theft		3 11	
135	Sebastian Lopez	Dec. 2, 1898	do		3 21	
136	Juan Jose Morales	do	Robbery, with accomplices		3 21	Ref. Sharpe and Diaz No. 17.
137	Juan Pedro Ortiz	Dec. 1, 1898	do	Sentenced and appealed		
138	Antonio Casablanca	Dec. 2, 1898	do		3 21	
139	Eleutino Detres	Dec. 8, 1898	Robbery and arson, with accomplices.		3 15	
140	Juan Esmeralda Rivera	Dec. 7, 1898	do		3 16	Ref. Sharpe and Diaz No. 17.
141	Abelino Quintano	do	do		3 16	
142	Abilino Lopez	do	do		3 16	
143	Juan Domingo del Rio	Dec. 5, 1898	do		3 18	
144	Juan Mc. Morales	Dec. 3, 1898	do		3 20	
145	Ramon Nunez	Dec. 5, 1898	do		3 18	
146	Juan Venitos	Dec. 7, 1898	do		3 16	
147	Natalio Rivera	Dec. 16, 1898	Theft		3 7	Ref. by Sharpe No. 24, Diaz No. 19.
148	Simon Velez	do	do		3 7	
149	Narcisso Laguena	Dec. 30, 1898	Robbery, with accomplices		2 24	
150	Jose Laguena	Dec. 1, 1898	do		3 23	
151	Simon Salarza	Dec. 27, 1898	Robbery and arson, with accomplices.		2 26	
152	Antonio Ramos	do	Robbery, with accomplices		2 26	
153	Prudencio Hernandez	Dec. 26, 1898	Robbery		2 27	Ref. Sharpe and Diaz No. 8.
154	Jose Mendez	do	do		2 27	Ref. Sharpe No. 58; Diaz No. 48.
155	Juan Santiago	Dec. 4, 1898	Robbery, arson, with accomplices.		3 19	
156	Abelino Souchy	Dec. 7, 1898	Perjury		3 16	
157	Hipolito Allis	Jan. 10, 1898	Robbery, with accomplices		1 2 13	
158	Juan Evangelista Canmes	Jan. 9, 1898	Homicide		1 2 14	
159	Jose Dolores Cancel	Jan. 11, 1899	Counterfeiting		2 12	
160	Segundo Lopez	Jan. 12, 1899	Theft		2 11	
161	F. Ruiz, alias Paco Telles	Jan. 18, 1898	do		1 2 2	Ref. by Sharpe and Diaz.
162	Jose Dolores Colon	do	Robbery		1 2 5	
163	Pontes Hernandez	Jan. 27, 1899	Robbery, with accomplices	Sentenced and appealed		
164	Juan Bta. Diaz	Jan. 23, 1899	Cutting and wounding		2	
165	Juan Rozario Vega	Jan. 16, 1899	Robbery and arson, with accomplices.		2 7	
166	Zoilo Mungo	Jan. 29, 1899	Murder		1 24	Ref. by Sharpe and Diaz No. 9.
167	Juan Antonio Lopez	Jan. 26, 1899	Forgery		1 27	
168	Andres Valentine Reyes	Feb. 10, 1898	Homicide		1 13	
169	Ramon Balbino Rivera	Feb. 13, 1899	Robbery, with accomplices		1 10	Ref. Sharpe No. 27, Diaz No. 22.
170	Juan Sanchez	do	Robbery and arson, with accomplices.		1 10	Do.
171	Bernadino Vega Rodriguez	Feb. 2, 1899	Theft		1 21	
172	Bartolomeo Alequin	Feb. 25, 1899	Cutting and wounding		28	
173	Felix Saremis	Mar. 5, 1899	Theft		1 18	
174	Cornelius Rogarris Vega	Feb. 13, 1899	Robbery, with accomplices		1 10	
175	Manuel Bogarris	Mar. 7, 1899	do		16	
176	Marcial Aponte	Mar. 15, 1899	Robbery and arson, with accomplices.		8	
177	Ramon Gonzales	do	do		8	
178	Marcos Rivera	do	do		8	

Jail of the judicial district of Mayaguez, Porto Rico—Continued.

No.	Name.	Date of entry.	Charge.	Remarks by jailer.	Time in jail awaiting trial.	Remarks by commission.
					<i>Y. M. D.</i>	
179	Sunni Soto.....	May 11, —	Shooting and cutting.....		7	Charge not given.
180	Numeris Aponte.....	Mar. 16, 1899			3 29	
181	Isidro Gonzales.....	Nov. 24, 1898	Robbery, with accomplices.....		3 17	Ref. Sharpe and Diaz No. 12.
182	Esneralda Rivera.....	Dec. 6, 1898	do.....		1 2 16	
183	Wenceslas Candelano.....	Jan. 7, 1898	Homicide.....			

MAYAGUEZ, *March 23, 1899.*

EDW. TERUDO.

These prisons are generally as well kept as their condition and the large number of prisoners confined therein will permit, with the exception of the prison at San Juan, which is better fitted for the care and confinement of prisoners than any other. It is in a building which is large, roomy, and airy, and capable of being kept in the best condition of any upon the island, and yet we found it filthy, vile, and unwholesome. It was reeking with foul odors and was too disgusting for description. There were plenty of prisoners confined within it who could have been utilized in keeping it clean.

We made complaint to the alcalde of San Juan, under whose authority we ascertained it to be, and were informed by him that the person in charge would be removed and a better condition of affairs should prevail.

This prison should not be mistaken for the penitentiary of San Juan, which is clean and well kept, and which is under the supervision of the military authorities.

Upon the attention of General Henry being directed to the condition of the prisons and their inmates, he called upon his secretary of justice, Señor Herminio Diaz, to know why so many were confined without trial and upon such flimsy and pretentious charges, and why the courts did not dispose of the same.

He answered as follows, among other reasons:

"I assure you on my word of honor that I have the absolute certainty that in the prisons of Porto Rico there is no prisoner who should not be there."

Notwithstanding this assurance of the secretary of justice and the pledging of his word of honor that the prisons of Porto Rico contained no prisoner who should not be there, a wholesale delivery of prisoners from these same prisons was at once begun, and we were informed that of the 222 prisoners confined in the jail at Aguadilla 200 were released, and of the 80 confined at Humacao 60 were at once released, and the work of emptying the prison pens was still under way, by arbitrary military orders, and not through the secretary of justice or the slow methods of the courts.

Notwithstanding this wholesale delivery from the prisons of Porto Rico, in consequence of and following the examination of the insular commission, the same system which filled them is again under way, and we notice the following extract from an official communication from Capt. Francis W. Mansfield, a most excellent and efficient officer, now in command at Aguadilla, under date of April 22, 1899, as follows:

"The number of prisoners has increased from 20 to 45 during the past two weeks. I don't know the reason."

The judge-advocate-general of the island, Maj. A. C. Sharpe, says:

"The increase occurred after the jail inspector left; the decrease before he arrived."

Persons are arrested without charges or complaints being made against them and thrown into jail to await the pleasure of persons

whom they do not even know, and many are arrested upon anonymous complaints.

Mr. Anciaux, the prison inspector, in one of his reports, says:

“It will plainly be seen that a good many of these cases are based upon anonymous complaints, or upon some flimsy fabric which will eventually fall to pieces in the light of a trial by a competent court.”

Judges of the first instance, upon the merest suspicion or the flimsiest excuse, without open or public complaint, can send a man to jail, to be kept at their will and pleasure. Even policemen and officials can make arrests and imprison without giving the cause of the arrest and imprisonment of the victim or of the complaints against him.

No bail can be given as a matter of right, but is subject to the whim or caprice of the magistrate who has the matter within his jurisdiction.

No law of habeas corpus is known, and one charged with crime has no remedy save to wait the slow process of the courts, which are only other instruments of delay and injustice.

The Spanish idea of criminal jurisprudence holds that all persons accused of crime are guilty and should be treated as convicts until they establish their innocence, and the condemned and the accused are all kept in one common herd.

The American idea is that all men are innocent until proven guilty, and hence are entitled to fair and just treatment at the hands of the law.

EXPENSE.

Another matter of importance in connection with these jails and the incarceration for such long periods therein of prisoners charged with petty crimes and awaiting trial is the expense entailed upon the taxpayers in supporting the same, and feeding, caring for, and guarding this great body of prisoners, who should have received speedy trials and been punished or released.

This expense amounts to thousands upon thousands of dollars, and must necessarily be paid by the people of the island, who are entitled to be relieved from this unnecessary and unreasonable burden.

FRAUDS.

Another matter in connection with this incarceration of prisoners which has come to our notice is the fact that certain prison boards are being paid for the keeping of prisoners at so much per capita per day, and we find these items so charged in the reports of these prisons. This is clearly a matter of speculation, and it is a notorious fact that these boards do not expend all money so charged for the feeding of prisoners, but pocket the balance.

As this business is quite profitable, these public officials are not solicitous for the release of the prisoners, and are willing that the public should be heavily burdened with jails crowded with untried persons so

long as they are receiving the benefits which accrue from their imprisonment.

That such a course of official robbery should come to an end is unquestioned, and that the people should be relieved of this double burden is evident.

Another cause of complaint arises from the fact that many persons find confinement in these prisons not too burdensome and undesirable, and frequently petty offenses are committed for the especial purpose of seeking a place of "board and keep" free from the labors necessary to secure a livelihood, and thus they become unnecessary charges upon the community.

Such cases should not be encouraged, and a swift meting out of some just and proper punishment would quickly relieve the people from the unnecessary expenses attendant upon the imprisonment.

We submit herewith a copy of the report of the estimates of expenses of the jail at Aguadilla for the fiscal year 1898-99; this, too, made after the release of a great majority of its prisoners. Under the column headed "Remarks," Mr. Gabriel Anciaux, the prison inspector, has given his opinion thereon.

Note of expenses for the jail of this county (Aguadilla) for the fiscal year 1898-99.

Debit.	Amount.	Remarks.
	<i>Pesos.</i>	
To salary of jailer (1).....	550	
To salary of turnkey (1).....	300	
To gratification to 3 corporals of prisoners.....	36	
To gratification to a cook (prisoner).....	12	
To salary of medical officer.....	300	
To salary of jail barber.....	180	When does he ever work?
To expenses of jailer's office.....	24	
To house rent of jailer.....	96	
To purchase of furniture, implements, and repairs to those in use.....	150	What has been bought or what repaired?
To gratification to the secretary of the auxiliary board of jails.....	204	Ought to be an unremunerated office, the board being composed of municipal councilors.
To lighting of jail.....	240	
To gratification to the cashier to the auxiliary board of jails.....	200	Ought to be an unremunerated office, being salaried already as municipal cashier.
To printing of books and other items necessary to keep the accounts of the jail and auxiliary board.....	60	
To Spanish paper (office), receipt stamps, and postage stamps.....	30	Useless now.
To 40 daily rations of prisoners, calculated average of a year, at 20 centavos per ration.....	2,920	15 centavos only are actually spent, or 730 pesos less than estimate.
To 10 daily rations to sick prisoners, at 25 centavos per ration.....	912	If used, that much ought to be deducted from other rations, no two being used.
To medicines to sick poor.....	200	Likely below reality.
To payments on account to druggists, due them from previous years.....	125	
To help given liberated prisoners going home.....	75	
To suits of clothes for prisoners, at 1.60 pesos per suit.....	160	Can not be done with that amount.
To horse hire for sick prisoners sent home.....	200	Is it ever done? Doubt it.
To keeping jail building in repairs.....	400	When done and how spent?
To cleaning of the water-closets.....	150	No show at all for even one-fourth of that amount.
For contingencies.....	300	When and how was this money used?
Total.....	7,854	

It goes without saying that any system of laws which will permit of such a long-continued outrage and injustice to be meted out against those simply charged with crime, and a system of courts which can so long delay the trial, not only of its civil, but its criminal causes, should receive the prompt attention of those in power and able to remedy them.

In our preparation of a code of laws recommended for the island, it will not be our purpose to change or abrogate such present statutes simply because they are of Spanish origin, but will embody in the code such as are proper and fit into our system.

We do not deem it wise in the preparation of a criminal code to hold up as high a moral standard as would be proper in the United States; that is, not severely punish acts which here would merit it, but which there are not regarded as heinous offenses and do not disclose so great a criminal intent as the same act would prove when done by a person raised and educated under a higher moral standard; and at the same time there will be an attempt to remove the harsh severities, almost inhuman treatment, of a person accused or convicted of crime under the present system.

VESTED RIGHTS.

We understand that the United States took Porto Rico with its laws as we found them, and that those laws remain in force except as modified or set aside by the military authority, and that it is not in the province of the Government, nor is it inclined, to interfere with vested rights as given under the law, nor with contracts complying with its provisions, except in so far as such laws and contracts shall be found to be unreasonable, and so clearly contrary to equity and good conscience, public health, or good morals, as to warrant their being set aside in the interest of public justice and to protect private rights.

THE SCHOOLS.

The schools of Porto Rico, when inspected by an American, present a state of affairs which readily explain the cause of the unfortunate condition of fully nine-tenths of the people of the island.

That ignorance should prevail among a people when not a single building has been erected especially intended for school purposes, and not a single structure worthy of the name exists upon the island, is not to be wondered at.

It is estimated that fully nine out of every ten persons upon the island can neither read nor write, and of the children of the usual school age not one out of every ten attends a school of any kind.

It is claimed that it was the purpose of the Spanish régime governing the island to keep the people in ignorance, for the reason that ignorance was supposed to render them more readily subject to obedience and control; however this may have been, it is certainly a fact that no great effort was ever made to lift from them the dense cloud of

ignorance which had settled like a pall of darkness over the island and its people.

Notwithstanding all this these people are bright, and with the same opportunities afforded the children of the United States, the children of Porto Rico would quickly become as intelligent as any others given the same opportunities.

The schools we visited are simply pretensions to education, and in the United States would not be regarded as being worthy of the name. The miserable hovels into which these schools are crowded, the unwholesome and unhealthy conditions surrounding them, the lack of the smallest conveniences, and the entire absence of a good system of school books is everywhere noticeable. In but a single school did we find any pretensions to desks, and in most of them the plainest and roughest benches, upon which the children were compelled to sit.

No attempt has been made at classification, and young and old are gathered together into one common conglomeration of filth and dirt.

The books most generally found in these schools are a primer, a catechism, and a mental philosophy, and the system of education consists almost entirely of memorizing alone.

In special instances we found a grammar and an arithmetic and a Spanish history, according as the teacher himself had some special qualifications which he put into use.

The only schools worthy of consideration as such are the "Beneficencia," and the school of the Sisters at Santurce. The first of these is simply a school for orphans and poor children, where the children of those unable to keep them are gathered together and are cared for, clothed, fed, and educated at public expense. This is under charge of the nuns of the Catholic Church, and while the education is limited to that usually received in Catholic institutions, it is well conducted, clean, and wholesome. This school contains some 450 pupils, and occupies one of the public buildings belonging to the government.

The other at Santurce is located in a public building and has some 200 or more pupils. It is conducted by the nuns of the Sacred Heart.

All of these children are of public-school age and were placed upon inspection before Secretary Alger upon his recent visit to San Juan, in the plaza of the capital, and presented a neat and pleasing appearance.

THE INSTITUTE AND NORMAL SCHOOL.

We desire to call especial attention to another educational institution maintained at public expense, called the "Institute and Normal School of San Juan." There are in connection with this pretentious and high-sounding institution some 17 professors, all dignified by titles and professorships, and receiving salaries commensurate with their dignities and pretensions. They draw from the public treasury annually some \$45,000.

We visited the schools of this institute and found within them principally children of public-school age, all of whom should have been attending the public schools, and we failed to find at any of our visits a single one of the high-salaried and distinguished professors.

In our judgment, these schools should no longer be supported at public expense, and the funds given to its professors should be dedicated and devoted to public-school purposes.

SCHOOL FUNDS.

In the assessment of taxes on the island of Porto Rico the moneys gathered in taxation were all paid, into one common fund, and paid from this as the different district officers may direct.

The salaries of all officials were first paid, and such other matters as might command their attention; the items left at the end, and without adequate provisions, were the roads and the schools. In consequence thereof the public schools were frequently curtailed and as often necessarily abandoned, and many salaries left unpaid.

Such should no longer be the case; the assessment of taxes there should be distributed in the assessment and proper distribution of the collections to respective funds, and these should be paid out for no other purpose. Under such a system of collections and expenditures the schools of Porto Rico can not be robbed of their just share and the children of Porto Rico be longer kept in ignorance because of it.

SCHOOL BUILDINGS.

The work of building public-school houses, devoted entirely and exclusively to school purposes, should be pushed as rapidly as possible in every part of the island, and taxes levied for this purpose should not be permitted to be diverted in any other direction.

In the meantime there are a number of buildings situated along the military road and along the public road leading from Guayamo to Cayey, now used as residences by persons employed on the public highways, which could be readily changed into public-school houses, and would answer a speedy purpose to this end. They are handsomely constructed buildings, built of stone and cement, are situated some 3 or 4 miles apart, and especially adapted by reason of location and condition for this purpose. There are perhaps forty or fifty of these buildings, and they could be quickly turned into public-school houses, and are so conveniently situated that we could hardly imagine a better purpose for which they could be used, and we so recommend.

THE CHILDREN.

We can not speak too hopefully of the children of Porto Rico. They are bright, unusually apt and quick to learn, and are exceedingly anxious to attend good public schools. If opportunities are offered them they will quickly prove their ability to profit by the advantages given them,

and within reasonable time will show to the world that Porto Ricans are not unworthy to be considered a part of the United States.

To this end we believe that the public-school system which now prevails in the United States should be provided for Porto Rico, and that the same system of education and the same character of books now regarded most favorably in this country should be given to them.

Under such a system the advancement in education will be rapid and the destruction of ignorance as complete as it can possibly be under any system in the world.

TEACHERS.

The teachers in these schools should, in a great part, be Americans, who are familiar with the methods, systems, and books of the American schools, and they should instruct the children in the English language.

It is idle to talk of teaching the present instructors the English language and American methods of teaching, in order to fit them as instructors of the children of Porto Rico. The process would be doubtful in itself, and too slow in its accomplishment to be useful to the present generation, and it is far easier to teach the children themselves; besides, the number of teachers in Porto Rico is so few, as compared with the great number now required and demanded, that others must necessarily be secured for this purpose.

Put an American schoolhouse in every valley and upon every hilltop in Porto Rico, and in these place the well-fitted and accomplished American school-teachers, and the cloud of ignorance will disappear as the fog flies before the morning sun.

That this education should be in English we are clearly of the opinion. Porto Rico is now and is henceforth to be a part of the American possessions and its people are to be American. There would therefore appear to be no good reason for attempting to fasten upon them the Spanish language, and especially as they are themselves exceedingly anxious to learn to read, write, and speak the English language.

Sooner or later all the business and commercial transactions of this island will be with the United States, and the people are even now attempting to become familiar with our language, and the quickest and most certain method of transferring its language is through the coming generation and through the public schools.

At present only one out of every ten persons on the island can read and write, and many of these, having been educated in the United States, even now speak fluently the English language. Why, therefore, should we attempt to teach the other nine Spanish instead of English? The question of good citizenship and education can be more easily settled through the public schools than by any other method. Our methods of teaching in the public schools are recognized as the best in the world, and our system of books can not be excelled. These should be given to Porto Rico as we would wish them given to ourselves.

ROADS AND HIGHWAYS.

The roads and highways of Porto Rico, with few exceptions, are in the worst possible condition, where roads are known at all. These exceptions are the military road leading from San Juan to Ponce, running entirely across the island in a northwesterly direction, a distance of some 80 miles; and the road leading from Cayey, on the military road, to Guayama, on the coast, a distance of some 28 miles; and the roads from Toa Alta to Bayamon, from Bayamon to Rio Piedras, and from Bayamon to Cataño, and from Ponce to Guayama, which we found fair roads.

THE MILITARY ROAD.

The military road, running from the capital, San Juan, to Ponce, is a stone macadam and very carefully built, with a most complete and well-constructed system of bridges and culverts. It is regarded by all who have seen it as one of the finest roads in the Western World. It is certainly a very finely built road, and while it may not probably compare with such roads in the older countries across the sea, it is of such character as to attract the attention of even those persons who have seen the best constructed roads in our own country.

This road is a most needed and indispensable means of communication across the island, and connecting, as it does, the two principle points of trade and commerce upon the island, it is impossible to estimate its value in a country where there are no direct communications by rail.

The cost of this road is said to have been \$25,000 per mile, but this estimate probably includes the usual "leaks" and contingencies which accompanied all Spanish public works.

It has greatly assisted in developing the country through which it runs, and the lands along the entire route are under cultivation. It would be impossible to imagine anything more promising than the country over which this road passes. The outlook upon the valleys filled with growing cane, the mountain sides under cultivation to their very summits, rich almost beyond description, with a soil capable of producing anything which can be grown under a tropical sun.

This road and the country surrounding it are fair indices of what the whole country would soon become when once opened up by roads intersecting at all points, and affording outlets for all the productions of the country.

THE ROAD TO GUAYAMA.

The road leading from Cayey to Guayama and intersecting the military road at the former place is in many respects a better road than the military road itself. It has been constructed through a mountainous country, and although some 28 miles long really only covers a distance

as the bird would fly of some 8 or 10 miles. It is a most extravagantly constructed highway, and its bridges and culverts are specimens of the finest masonry, while its roadbed is such as to command the admiration of all who travel over it. It winds about through the mountain passes and ascends from the ocean through the mountains to the height of 3,000 feet. It is said to have cost the enormous sum of \$50,000 per mile. This may be accounted for in part by the great amount of technical work required in all public improvements under the Spanish system of public works and the well-understood fact that all public works were only a part of the means of emptying the treasury and awarding gratuities to public officials.

OTHER HIGHWAYS.

The other roads through the island which connect important cities along the coast and passing through the island on the west are in bad condition and are greatly in need of repair. Substantially no work has been done upon them for many years, and in many places they are almost impassable. With a reasonable amount of labor and repairs judiciously done they could soon be put in fair condition and serve a most useful purpose in opening up the country to an increased trade and traffic throughout the island.

These main roads or highways connecting important cities along the coast and those cities and villages in the interior with the coast should receive attention and should as speedily as possible be improved, so that the products of the country could reach the markets without too great an expense in transportation from the point of production. We know of nothing that will so quickly conduce to the agricultural growth and development of the country as this.

MOUNTAIN ROADS.

In the mountain region, now largely devoted to the culture of coffee, there are substantially no roads of any kind, but simply bridle paths over which the pack trains carry the coffee and other products to the seaboard.

This country should be at once opened up, and as the expense of constructing roads through these mountains, which are very rich and productive, must of necessity be very great and could not be attempted all at once, we respectfully suggest that by a judicious system of inspection and engineering roads should be located throughout these mountain regions by competent engineers, experienced in building roads in the States, which, when so located, should be graded into roads of 6 feet in width, sufficient to accommodate the pack trains of these mountain regions, and with a view to their further improvement and extension in width from time to time as the financial conditions of the country will permit.

Such roads can be constructed for from \$500 to \$600 per mile, and will serve a most useful and immediate purpose in giving an outlet to the productions of this rich and valuable portion of the island.

That department of the interior known as the "department of public works" is now attempting to make improvements on these roads and highways, but it is working without such a system as would seem to bring the best results for the large amounts proposed to be expended thereon. What is mostly needed in the making of these repairs are practical road builders, who have had actual experience in the construction of public roads in the States, and who can act as superintendents of construction and personally direct the labor employed thereon. Such men would be invaluable because of their past experience and their knowledge of a better and more economical method of road building, such as is now employed in this country, instead of the more elaborate and expensive systems which have heretofore prevailed under Spanish methods.

These roads should be held sacred for public travel and not be obstructed by railroads or other companies with their tracks.

Road building in Porto Rico has been too expensive and will be too great a burden upon the taxpayers to allow them to be destroyed or used for any other purpose.

With the old roads repaired, new ones opened up, and a complete system of public roads put under way, we predict for Porto Rico a wonderful growth and development.

PUBLIC WORKS.

We desire to call attention to the system of public works as now conducted under the present civil government. This department is now under the department of the interior, and in its system and conduct is largely following the old Spanish method. An army of engineers and draftsmen is employed, whose only possible duty is confined to the construction of roads and highways. This system of construction contemplates a great detail of plans and designs, with most elaborate and expensive estimates and specifications, sufficient for the most intricate and expensive of possible public works, and this, too, for many highways which are only needing repair, and others which for the time should be constructed upon a much more economical basis of expenditure.

We need only give a list of those employed in this department to show that it should be speedily overhauled, and that there should be disposition of many of its unnecessary hangers on.

Employment.	Name.	Salary in Porto Rican currency.
Director	Mr. Hills	α \$6,666
Assistant director .....	.....	3,000
Secretary	Don Miguel Salas	1,500
Engineer, first	Pedro Fernandez	2,750
Do	Jose A. Canals	2,750
Do	Mannel Domenech	2,750
Architect	Armando Morales	2,750
Engineer, second .....	.....	2,000
Assistant engineer, first	Jose Claudio	1,500
Do	Antonio Geigel	1,500
Do	Luis Rubio	1,500
Do	Antolin Nin	1,500
Do	Carlos Clausells	1,250
Do	Fernando Montilla	1,250
Clerk	Luis Cuevas Sequira	1,500
Do	Arturo Conteras	1,000
Do	Francisco Fano	1,000
Cashier .....	.....	1,500
Clerk	Jesus Fernandez Callejo	900
Overseer	Pedro Vieira	850
Do	Jaime Puig	850
Do	Juan Huertas	850
Road overseer	A. Ruiz Cardona	750
Do	Eladio Hernandez	750
Do	Joaquin Salo	750
Do	Eduardo Anbeno	750
Do	R. Rodriguez Garcia	750
Do	Jesus Benitez	750
Do	R. Rodriguez Lopez	750
Do	Ventura Pereira	750
Do	Juan Antero Davilla	750
Do	Amilio Amy	650
Do	Enrique Bonafaux	650
Do	Arturo Bofill	650
Do	Irizarry	650
Warehouse guard	Alfredo Charbonnier	750
Draftsman	Luis de Babirot	600
Do	Enrique Guillen	600
Do	A. Gomez Brioso	600
Do	Angel Bugalle	360
Clerk	Ramon Escalona	600
Do	Jose A. Jordan	600
Do	Antonio Contreras	500
Do	Ramon Varas	360
Do	N. Garcia de Quevodo	360
Do	Mannel Diaz	300
Do	Francisco Gutierrez	300
Do	Manuel Vega	300
Do	Francisco Gorbea	300
Do	Arturo Castro	300
Do	F. Montilla Catala	300
Porter	Antonio Lago	300
Messenger	Herminio Rodriguez	300
Total .....	.....	58,196

α Equals \$4,000 in gold.

The salary of the director or chief engineer, by a special arrangement, is paid in gold, while the salaries of the other employees were paid in Porto Rican money.

Instead of this great and expensive list of scientific engineers and employees, simpler methods should be put into operation and practical and experienced road builders should take the places of many of those whose services can so readily and well be dispensed with. In other words, a more economical system should take the place of a system which is simply a relic of the unfortunate past of Porto Rico, and the taxpayers of the island should be protected in the collection and expenditure of the public funds.

TRANSFERS OF REALTY.

There is nothing which needs a more complete reorganization than the present system of transfer of real estate upon the island of Porto Rico. Without safeguards for the transfer of real property, and a well conducted and economical method of record, the money of the purchaser is in peril and his property in constant danger.

The system which now prevails seems to have been devised for the especial purpose of wringing money in every possible manner from every transaction which took place upon the island. The fees charged are so exorbitant that in many instances they served to defeat and deny the transfer of real estate, where such sales would have been beneficial to both the seller and the purchaser. The method of conducting the business is so unreasonable and so arbitrary, from which there is no appeal, that it has become an oppressive and restrictive burden upon all alike. There can be no speedy development of Porto Rico until its land laws are completely overhauled, and until it is freed from the present system of records and transfers of real estate.

NOTARIES AND RECORDERS.

Under the present system a notary only is authorized to prepare deeds and make transfer of real estate, except in certain cases. This officer is especially appointed, and is supposed to hold his office for life, and does, in some cases, dispose of the same during his lifetime.

The number of notaries was limited, and the office itself was very profitable, few, if any of them, paying less than \$10,000 per annum, and in many cases much more. We have heard of some of the more important ones where it was said that the earnings amounted to upward of \$50,000 per annum.

The notaries prepared the deeds for the transfer of all real estate, and charged, not only for their services, but a stated percentage upon the amount of the transfers. These deeds were not delivered to the purchasers, but the notary retained the same and furnished the purchaser a certified copy, for which he charged another extravagant fee.

This deed was then delivered to the recorder, who placed the same on file and entered it of record in the books kept for that purpose, and for which he charged another exorbitant fee.

The deed is not returned to the purchaser after record, but remains on file with the recorder. The purchaser is not permitted to inspect the record, nor to look at the deed, as it is now public property, but if he desires, he will be furnished with a copy by the recorder, for which another exorbitant fee will be charged.

As an exemplification of a single transaction in real estate in Porto Rico, our attention was called to the following: A gentleman purchased some real estate, and the notary who prepared the deed and the recorder who put it on record charged him \$2,150 as fees in the transaction.

Afterwards, desiring to inspect the deed, to see a single clause in its conveyance, the purchaser called upon the recorder with a request for its inspection. This was refused, but he was informed he would be furnished a copy of the deed for \$115.

Another instance which was called to our attention was in the conveyance of a single piece of property, consideration for which was \$2,000, while the fees for its transfer amounted to \$525.

Persons largely interested in real estate and conveyances waited upon us to urge an immediate correction of these monstrous burdens and the adoption of the American system of transfer and record of real estate.

Other parties informed us that they were withholding deeds from record awaiting some action upon the part of those in authority, so that they might be delivered from a part at least of the most unreasonable burden of official charges.

WILLS AND ESTATES.

The same unfortunate condition of affairs relates to the settlement of estates. The charges are so great that an estate must be of sufficient magnitude to authorize the payment of the extravagant fees demanded.

An instance was called to our personal attention where a recorder assumed to dispute some of the statements we had publicly made concerning these most unreasonable charges, when a bystander, a gentleman of character, stepped up and reiterated the charges, and further said that we had only erred in not making them half large enough, and at once gave us an instance of the extortionate charges by saying that a relative of his had died and that this same recorder had only a few days before demanded of him as fees the sum of \$3,025 for entering the will of record, and the recorder there present justified the charge upon the ground that the law authorized it.

The entire system of record should be so changed as to require only the payment of reasonable fees and to conform to the methods now in practice in the United States.

LAWLESSNESS AND INSURRECTION.

The reports of lawlessness and contemplated insurrection upon the island of Porto Rico are without foundation. While it is true that some crimes are being committed, it is equally true that they are not in greater numbers or more significant than might reasonably be expected of a people so long under subjection and oppression.

We believe the people of Porto Rico to be as law-abiding as any people of like opportunities. With increased educational advantages the tendency to crime will disappear and the people of Porto Rico will be as free from crime as any other people in the world.

There is absolutely no tendency to insurrection at this time, nor has there been at any time at any point upon the island. The people are abundantly satisfied with the transfer to the care of the United States and upon every opportunity give expression to their loyalty and devotion to the Government which relieved them from Spain's oppression. They only ask to be taken under the kindly care of the people of the United States and to be given as many rights and liberties as is consistent with their present condition, and that opportunities may be afforded them for increasing their education and intelligence in all respects equal to the people of the United States.

GRAIN, VEGETABLES, AND STOCK.

Vegetables of all kinds known to our climate grow here in abundance—tomatoes, lettuce, onions, cabbage, pumpkins, radishes, melons, peas, beans, sweet potatoes, and yams. Irish potatoes are not a success here. We found no plums, cherries, or grapes. It would seem, however, that there would be no difficulty in growing grapes to great perfection, but so far they have not been tried. Our Indian corn is raised there with some success, and while the ears are small, that is made up by the fact that two and even three crops can be grown yearly on the same ground. This can be grown either in the valleys or on the hillsides; we found it growing clear up on the sides of the mountains, 1,500 feet above the sea.

No wheat is grown on the island. At present all flour is imported. It is claimed that Spain prohibited its growth on the island, but that it can be profitably cultivated there. Neither oats nor barley are cultivated here, but at least the latter might be successfully grown.

The native grasses grow luxuriantly wherever an opportunity offers, from the lowest valley to the highest mountain top, and afford excellent pasture for stock everywhere all the months of the year. They make no hay, as we understand it here, but cut it with sickles or the machete and tie it in small bundles, pack it on ponies to the cities, and sell it while it is still green.

The cattle grazing in large numbers on the pastures are found all over the island, and are mostly in very good condition, making excellent beef. Hogs are raised to a limited extent, but are of poor breeds, being of the old "razor-back" variety. They are fed mainly from the nuts grown on the royal palm trees.

Horses are plentiful, but are of the size known by us as ponies. They are small, and used only to ride and as pack ponies and in carriages. The hard work of hauling loads and plowing the land is done with oxen, yoked in the Spanish fashion by tying the yoke to the horns, and they are guided with a whip or "gad."

The wagons are mostly two-wheeled carts with large wooden axles.

MINERAL RESOURCES.

There seems to be a considerable deposit of iron and copper on the island. In some places these are being developed with good prospects of proving paying investments. Traces of gold and silver are also found in the mountains, but up to date prospecting has not developed any considerable quantities of these more precious metals.

RECOMMENDATIONS.

In order to meet the above conditions and afford the best possible opportunities to the people of Porto Rico to attain the fullest measure of prosperity, we deem it imperatively necessary that they have good laws and procedure on the lines of our own system.

We will hereafter submit as a part of this report a full code of laws, and recommend their promulgation by the authority of the Commander in Chief as the laws of Porto Rico while under military control, hoping that they will prove so efficient and the government be so successful that they may be retained largely after the island shall be ready for territorial government; trusting that the operation of these laws may prove so beneficial as to meet the approval of the people there and those contemplating investing capital and seeking homes in the island.

The Spanish system of laws and procedure, while not all bad, differs so radically in principle and structure as well as in methods and forms of practice from our own, that in our judgment the best way to Americanize Porto Rico is to give them the benefit of our complete system, and not to try and engraft partial reforms upon the Spanish system. The people generally expected this on the coming of our flag, and now declare that they want the same opportunities afforded by good laws and honest enforcement as are now enjoyed by the people of the United States; that if the laws put in force there are the same as in the United States, under which our people have so greatly prospered, they will accept and obey them cheerfully, but they do not want to be burdened with laws part Spanish and part American, and be compelled to endure the uncertainties of constant changes.

The only exception to this view comes from those few who believe they have an inherent right to hold the offices and dictate the laws and policy of the island, which they call self-government.

The code to be presented will be based on the fact that Porto Rico belongs to the United States and its people are Porto Rico-Americans; that it is from henceforth to be American, and that the responsibility of providing a good government rests upon the United States.

We believe that the laws to which its people are subject ought not to materially differ from the laws governing other parts of the country, only so far as different conditions may make it necessary.

We therefore recommend that all the Spanish laws, civil and criminal code, code of civil and criminal practice, and all royal decrees appli-

cable to Porto Rico be abrogated and set aside, and that in lieu thereof the common law as adopted by the States of the Union and construed by the courts thereof, except where modified by orders and laws of the United States, be declared operative so far as locally applicable and to have the same force and effect as elsewhere in the United States, subject to such a code of laws as may be provided.

That the Constitution and laws of the United States locally applicable shall have the same force and effect in the island of Porto Rico as elsewhere in the United States.

That the common law and the statutes of the United States as aforesaid shall constitute the law of the land, except as modified or changed by these orders and such modifications as may be hereafter made by the authority of the President of the United States or the Congress thereof.

TAXATION.

The laws recommended will embrace an entirely new system of taxation, prohibiting all taxes on consumption of the necessaries of life; all monopolies and collections of licenses by individuals owning markets, or on other pretense; all license taxes on the business of the island, except on sales of intoxicating liquors and such other license taxes as are provided for in the statutes of the States and cities of the United States.

This will also include the internal-revenue laws of the United States as soon as the ports of Porto Rico shall be declared domestic ports.

The taxes to be raised on the island of Porto Rico should be levied, assessed, and collected on the actual value of all property except such classes as are exempted in the United States, real and personal, substantially as is now done in the United States, said taxes when collected to be apportioned between the general fund and the local funds as levied, and not to be used for other purposes, but to be used only for the purpose for which raised.

And to insure equality of assessment, that a proper number of assessors be provided in the local divisions, and that a board of equalization be provided with full power, thus securing equality of assessment, prompt and full collection, and honest disbursement of all taxes.

SCHOOLS.

Our recommendations will include a complete school law, providing for good schoolhouses, good schools, good school books, with American teachers mostly. The principal work of the schools to be conducted in the English language, which should be taught in all schools supported by public funds, yet not prohibiting the teaching of the Spanish language when and so far as may be thought desirable by the superintendent of schools; prohibiting the use or teaching of any religious creed or catechisms, leaving the schools supported by public funds free from sectarian influences, but permitting any religious society to main-

tain schools of its own wholly at its own expense, and making attendance at some school compulsory on all children of school age.

We are of the opinion that the effects of such a law will be more effectual in unifying the people, Americanizing the island, preparing them to become acquainted with our laws, customs, and literature, and hastening the day when Spanish influence will be thrown off, illiteracy banished, and the people become fully qualified to exercise the full duties of American citizenship than all other recommendations proposed.

We also believe that a system of adult schools in which the English language and at least, the rudiments of a business education shall be taught, should be encouraged and assisted, when specially demanded; the use of schoolhouses evenings and during vacations to be furnished for this purpose, believing that thousands of young men and women now wholly without education, would gladly and eagerly embrace such an opportunity never before offered them.

The island should be divided into school districts, permitting local taxes, in addition to the portion of the common school fund to be levied covering the greater needs of one district over another.

And thus, with the children speaking the English language, and the young people reading American books and using the American tongue, will the great gulf between the races be safely crossed, and all will strive to be first to obtain an education and become full Americans.

COURTS.

From what has already been said in this report of the Spanish system and the working of the courts, the delays in proceedings, and the lack of confidence possessed by the people in obtaining justice therein, the necessity for reform in this regard is evident. So manifest is this that the judges and the secretary of justice, though protesting against any changes which we may propose being made, admit the urgent and pressing need in this respect.

JUSTICES.

We therefore recommend that the municipal judges, corresponding to our justices of the peace, be given a larger jurisdiction over minor offenses, and in civil matters over controversies involving less than \$100, and that in larger places they be increased in number, giving the right of appeal, as in the States, and that compensation be from fees clearly prescribed, thereby relieving the higher courts of much of the smaller classes of controversies, civil as well as criminal; also permitting them to act as committing magistrates in certain cases.

JUDGES OF THE FIRST INSTANCE.

That the judges of the first instance, or judges of instruction, who now make only an *ex parte* examination of criminal offenses, taking the place of our committing magistrates and the grand jury, reducing

all to writing and making recommendations only to the next higher court, be given jurisdiction to hear and try the cases, make decisions, and impose penalties, reserving the right of appeal to the defendant, and in cases not appealed, the sentence to be final, and to be carried into execution.

Where information is lodged against any person by competent witnesses, the defendant shall be put on trial at once and be heard in open court, prohibiting all secret sessions after the charge is once made and filed in due form.

No case shall be taken cognizance of by the court until an information is filed supporting the charge with facts showing at least a probability of guilt of the person charged, thus preventing an injustice being done the accused and a congestion of the docket of the courts.

COURTS OF APPEAL.

The courts at San Juan, Ponce, and Mayaguez, called "courts of audiencia," should be continued as courts of appeal in criminal cases, minor civil causes, and of original jurisdiction of civil causes and of felonies, with one judge instead of three, appeals to be both on questions of law and fact, with trials de novo on questions of fact, saving to the defendant in criminal cases the right of appeal to the supreme court, except in cases of appeal from the justices of the peace to this court, in which case their decision shall be final. But no trial de novo of questions of fact shall be had in the supreme court except in equity suits, those proceedings to be substantially in accordance with the practice in the courts of the United States.

SUPREME COURT.

Inasmuch as vested rights in lands and other contracts made under the old law must be determined under its provisions, except in cases where the law is found so clearly contrary to equity and public policy as to justify its being disregarded, there should be some members of the supreme court who are conversant with those laws; and again, as the laws hereafter to be enforced based on our system of jurisprudence with which they have little or no familiarity must also be construed, it is equally essential that there should be some members of this court who are already conversant with the new system. We therefore recommend that a new supreme court be constituted, composed of five members, all to be of the highest standing.

That the old laws heretofore in force in Porto Rico be printed in the English language, and that the new laws be printed in both the Spanish and English language, and that these be, so far as practicable, codified and printed in book form in sufficient quantities for general use on the island.

REPORTS OF COURTS.

That there be also appointed a supreme court reporter, and that the decisions and opinions of the court be printed in book form on the basis of the plan in the United States.

That the said statutes and reports be printed by the Government, or by contract to the lowest bidder, and that they be sold to the general public practically at cost.

ATTORNEY-GENERAL.

That an attorney-general and one deputy be appointed, the first to be an American and the second to be a Porto Rican, both lawyers of high standing.

CLERKS.

That the force of clerks and attachés of all these courts be cut down to the lowest number consistent with the good of the public service.

That one marshal, who shall be an American, for the present, and as many deputies as may be necessary, who may be Porto Ricans, be appointed.

FEDERAL COURTS.

In addition to the courts above specified, we recommend that there be established a system of courts to be designated as "Federal courts," with like powers and jurisdiction of those in the States and Territories of the United States, with the additional right of transfer by litigants from any other courts, and the option to every plaintiff to begin his suit when it is desired in the Federal court of his district.

We recommend the establishment of three such courts, one at San Juan, one at Ponce, and the third at Mayaguez or Aguadilla, to embrace the same territory as is included in the courts now existing at the places named, with one or more district judges, who shall preside at each of the above-named places, a marshal or deputy at each court, and a clerk or deputy and district attorney or deputy.

These federal courts to have original jurisdiction concurrent with the other courts of the island, in civil, criminal, and probate matters, and exclusive jurisdiction of cases involving federal questions, and of like questions, as in the United States federal courts in the States, writs of habeas corpus, injunctions, and mandamus.

That in law cases involving questions of fact, and in criminal cases amounting to felonies, a trial by jury shall be awarded on demand of either party in civil cases, and in all cases of felony, said jury to be drawn by lot by the clerk from the names of competent, intelligent, and honorable men, selected throughout the body of the district by the marshal or his deputy in attendance at the court, substantially as in the United States.

Criminal cases originating in these courts shall be by informations signed and sworn to by the attorney-general or his deputy or the district attorney, based on his knowledge or affidavits filed with him which shall be sufficient in his judgment to warrant the belief of the guilt of the accused.

APPEALS.

Appeals may be taken from these courts to the supreme court substantially as in the United States. The decrees of the supreme court shall be binding on all the other courts of the island, and be followed by them in all subsequent cases. Cases before the supreme court involving the rights of the United States, federal questions, and all cases when, in the opinion of the court, on the application of either party, it is desirable to have the opinion of the United States Supreme Court may be appealed to that court subject to the taking jurisdiction thereof by the said Supreme Court, or when Congress shall authorize such jurisdiction.

LANGUAGE.

The official language of the island to be the English language, but temporarily the pleadings and proceedings in the first three named courts, to be called "Porto Rican courts," may be in Spanish and in the Federal and supreme courts in English. An official interpreter shall be provided for each court.

ATTORNEYS.

Any person of good moral character presenting to any court of record a certificate of admission to the bar, by the courts of the United States, or the courts of any of the States of the Union, or from the proper authority of other countries, shall be entitled to practice law in the courts of Porto Rico.

CHURCH AND STATE.

We recommend that a complete separation of church and state be decreed, and that all property, including cemeteries purchased with the public moneys, be declared the property of the government, except that churches used for religious worship exclusively be allowed to remain in the possession of the congregation now occupying the same, and that this exception may be applied to cover the use of a sufficient number of rooms or buildings in connection therewith now used as residences of pastors actually engaged in pastoral work, with their proper household attendants.

CEMETERIES.

That the cemeteries so purchased with public funds, in whole or in part, shall be under the exclusive control of the civil authorities, and that the practice of disinterring the remains of the dead be forever

prohibited, and that every man on the island be accorded the right to respectful burial on decease, whether a member of any church or not, whether rich or poor, and to know that when once interred his bones shall not be removed, nor the privilege of rest to be taxed against his property or friends after his death, as is now the practice.

This not to prohibit, under proper health regulations, the removal and reburial by friends of the remains of any deceased person, nor prevent any church from procuring and consecrating according to their view any cemetery of their own, and using the same according to their own plans, except as to removal, exposure, and taxation after death, so long as they do not conflict with the proper health and police regulations.

POSTAL SYSTEM AND MAIL FACILITIES.

We would recommend greater and more regular mail facilities between the United States and Porto Rico, and that postage be reduced to the 2-cent system. In other words, that the laws of Congress as to postage between different parts of the United States be in force in Porto Rico as elsewhere.

The government, though military as it is, has, through the United States Post-Office Department, taken charge of the post-offices and postal routes on the island, and proceeded to reform them as though it was a part of the United States. Still the international rate of postage is charged, because of the international agreement.

It seems to us this agreement should no longer apply. Porto Rico is no longer foreign, at least not as to post-offices, and if all that has been done can lawfully be done without an act of Congress, then the power exists to change the rate of postage without an act of Congress; but if not, then this should be one of the first acts of that body, as it is manifestly unjust to the people there and those who go from the United States to do business there and to make permanent homes, to be compelled to pay exorbitant rates on letters and newspapers.

Besides, frequent and cheap communication with the United States, and especially the circulation of American newspapers, periodicals, and literature, are of the highest advantage in helping to acquaint those people with American customs, affairs, and laws, and ought to be encouraged. If this can be done promptly, it will do very much to reconcile the people to our control and to make them feel that our coming is for their good, and they will the more readily accept and welcome the other reforms to be inaugurated upon the island.

This government, through the same Post-Office Department and officials, is already in possession of both ends of the line and controls all the details, and there has been perfected a most excellent service on the island. Having rightly gone so far, we are of the opinion that the power exists to go further and put the same rates and rules in force, and we are of opinion that this is of urgent need, wise in policy, and just.

MARRIAGE AND DIVORCE.

To remedy the evils of concubinage on the island, we recommend that such cohabitation in good faith be declared binding as a common-law (or civil law) marriage, and the children legitimate, the relation so existing to be held to carry with it the full obligations of husband and wife, and parents and children, as if the marriage had been celebrated by some form known to and recognized by law; making it the duty of husband and wife in all such cases to report their said marriage, with date and place of first cohabitation, the number of children born to them, their ages and names, and that the same be duly entered of record in the proper registry of marriages; and any failure to so report within a given time after notice be punished by heavy penalties. In case the husband is deceased or fails to report, the wife may do so with the same effect; and in case neither of them are living, or both fail to report, and there are children, the issue of such cohabitation, living, such child or children may, on making proof thereof, cause the same to be so registered and thus preserve their legitimacy.

That priests and others who have taken the vow of celibacy may be permitted to renounce said vows and enter into marriage relations, the same as other persons.

That divorces be decreed by the courts for good cause, as allowable in the United States.

That cohabitation without marriage solemnized in due form after the taking effect of this order be severely punished.

NOTARIES PUBLIC.

To remedy the burdens existing and to break up the monopoly now possessed by the few notaries on the island, we recommend the appointment of a greater number of these officials, and that all competent men who apply and are willing to assume the duty, give bond, procure a seal, and pay the fee required, be appointed. Authorize all the judges and magistrates to take acknowledgments of deeds and mortgages, and limit the fee for acknowledgment and preparation of a deed or mortgage to a reasonable fee. The matter of examination of title and pronouncing as to its value to be left to any lawyer whom the party may consult, relieving the officer from all responsibility as to correctness of the title, he being responsible for the correctness of his own acts only.

Giving legality to wills which are in proper form and substance, whether drawn up by a notary or any other competent person. That short forms for deeds and mortgages be provided, similar to those provided in the United States.

The original deed or mortgage to be delivered to the parties and not retained by the notary.

That all notaries now on the island shall deposit all original deeds, mortgages, wills, or other papers drawn and now held by them, belong-

ing to others, or affecting title to property, with the register of deeds of their district.

REGISTRATION OF DEEDS AND MORTGAGES.

The proper remedy for the abuses in this department, in the opinion of your commission, is to provide that the per cent on the value of the property conveyed by the deed or the amount secured by the mortgage be abrogated. Allow a fee for recording a deed or mortgage, and for a record of the transfer and platting same. And provide that all fees over \$1,600 per annum be covered into the treasury of the municipality in which the registry is located.

In such offices as require it, an allowance of a clerk or deputy may be made by the civil commissioners, with pay to be fixed by them.

There should be one register's office in each municipality, and if in any one year the fees do not amount to \$1,200 the deficiency to be paid to the register from the funds of the municipality.

That the record be made in blank books to be provided for the purpose.

That fireproof vaults be provided for the safety of such records and for all the present records as well, and for records of notaries.

That such records be open to the inspection of any person or his agent or attorney having an interest in the matter therein contained, without expense, and the register shall furnish a certified copy of any record on demand of such person on the payment of a fee of 10 cents per 100 words and 50 cents for the certificate.

PENSIONS.

As we have seen, it has been the practice of the Spanish Government to pension debilitated officers in the civil service, including notaries public and registers of deeds, and the widows and children of deceased officials, and in many cases they have been and still are being bestowed on persons or their descendants who were not in the civil or military service of the country, though considered to be meritorious persons or in some way to be specially favored.

The present budgets accompanying this report will show that these items are being provided for and amount in several places to thousands of dollars.

We recommend that all such pensions from the public funds be prohibited and that they be stricken from the present budgets for tax levies.

POSTAL AND MILITARY TELEGRAPH.

The entire telegraph system of Porto Rico belongs to the Government, and was heretofore operated in connection with the Post-Office Department, and now exclusively by the military through the Signal Service, and wholly by American operators.

All of the former Porto Rican operators were discharged and are now out of employment. They are not schooled in the present system of sending and receiving by sound, and are only accustomed to the obsolete method of transmission by the old system of receiving upon paper fed from machines, which is too slow for the business of the Government or commercial purposes.

We did not feel called upon to go further into this matter than as stated, and submit the facts without recommendation, except to say that so soon and as fast as these old operators become competent to work the present system we think they ought to be reemployed, especially at unimportant and smaller offices and as assistants. That the former plan of owning all telegraph lines and instruments by the Government and operating the same in connection with the Post-Office Department is one plan and system of the Spanish Government which meets our hearty approval, and we think ought to be maintained.

We also think that many of the offices abandoned and closed by the Signal Corps ought to be reopened and service restored to meet the demands of business, even if not needed for military purposes.

GENERAL LAWS.

Our recommendations will include laws governing the formation of corporations, insurance companies, banks, loan and investment companies, building and loan companies, railroad companies, water-power and electric companies, etc., conformably to the laws of the States and Territories of the Union.

This will also cover the many essential things needful to be controlled by legislation besides such as we have referred to herein which we do not deem to need any special reference in this report; retaining so much of the present laws as may seem to be in conformity with our present system, and not in violation of any of the laws or constitutional provisions of the United States.

TRUSTS AND COMBINATIONS.

By the recommendations already suggested, the national law forbidding certain trusts and combinations in matters of interstate trade will be in force on the island as elsewhere; but in addition, we shall suggest a law forbidding and punishing the formation or operation of such concerns on the island in accordance with the laws of the States, with perhaps some additional features not embodied as yet in any statute, in our endeavors to keep those evils from fettering the business of the island of Porto Rico in its infancy.

THE INSANE.

We find upon the island quite a number of insane persons confined in different places. Many of them are in the prisons, and when not dangerous, are not necessarily separated from the prisoners confined

therein. Some of them are in schoolhouses, as the "Beneficencia" at San Juan.

They most probably receive as good care and attention as the present facilities will permit; but all of them are without the proper treatment and such care as should be given to those in this unfortunate condition.

These people should all be gathered into one institute where they can receive the proper medical treatment, and if incurables, such comforts and attentions as persons in their condition require.

It has always been regarded as the duty of the State to care for its unfortunates, and we believe the island should make such provision for its insane by providing for them a place outside of the prisons and penal institutions, and we so recommend that it be done.

There is near San Juan, situated in Santurce, and most conveniently located, a building most suitable for this purpose. It is known as the "Institute," and is now occupied by the Catholic brotherhood known as the Esculapean Brotherhood.

This building was erected by the "Deputacion Provincial" from a share of the profits and taxes belonging to the island, and it is therefore a part of the public property belonging to Porto Rico. The Deputacion Provincial ceased to exist and its affairs terminated upon American occupancy under an order of General Brooke.

By arrangement with the Catholic brotherhood during the Spanish occupancy the building was given to them for the purpose of a Catholic school for boys, the expense of maintaining such a school to be borne by the island and the priesthood therein employed as teachers, and otherwise to be paid from the public funds.

By reason of the American occupancy and in pursuance thereof all payments of salaries or gratuities to priests and others connected with the Catholic Church, its schools, monasteries, or other institutions came to an end, and such payments are no longer made, it being against the policy of this Government to support or maintain religious institutions out of the public funds.

The school formerly located there has decreased in numbers from some hundreds until there are only 15 scholars actually in the building, while some 25 or 30 scholars attend from the outside, and three priests only are living as teachers in the building. These scholars properly belong to the public schools and should attend there or at some private school.

The supposed lease of this building ceased at the time of the American occupancy and the same came to an end by virtue of it. The priests are no longer paid, nor are the expenses of the institution, nor can they be, from the public funds.

It is a building large and commodious, capable of accommodating 300 or 400 insane persons, and providing a home suitable for such treatment and attention as their condition demands.

We therefore recommend that this building be taken for this purpose and that it be put into condition for the reception of the insane, with proper medical officers and attendants, and that the insane of the island be gathered within it and cared for at public expense.

THE SPANISH BANK.

This bank has been authorized to issue bills as money under the Spanish law and, while we were on the island, was redeeming this money, as we understood them and as stated in this report, and they intended as quickly as possible to redeem it all. It had ceased to circulate as money outside of San Juan, and people refused to accept it throughout the island. We understand they are now asking to be allowed to issue more notes and to continue to do so under the present government as under Spanish control.

We do not think they have such a vested right as would necessarily have to be recognized by this Government, nor do we think the policy would be wise even if they proposed to amply secure the safety of their issue, unless they complied fully with the terms and provisions of the national banking laws of the United States.

We therefore recommend that this bank be encouraged and required to redeem all its outstanding notes in Porto Rican silver or its equivalent in United States money, at the rate at which the same is received at the custom houses, provided same is so redeemed before Porto Rican silver is withdrawn from circulation, and afterwards said bills to be redeemed in United States money at their face value, under such regulations to insure and encourage presentation for redemption as may be prescribed with the approval of the Government. That no further issue be permitted.

SALARIES AND CURRENCY.

The salaries of the secretaries were shortly after the American occupation reduced from 8,000 to 6,000 pesos, and all salaries were still payable in Porto Rican currency throughout the island. To this there seemed to be no objections.

These salaries were still very high in comparison with salaries for like services in the States. But while we were on the island it was understood that the Governor-General issued an order providing that hereafter all salaries of the secretaries and those employed in their departments and all salaries of the judges and the employees of their departments be paid in United States currency at the same rates as before. This order increased the salaries in fact from 6,000 to 10,000 pesos in value. This is out of all proportion and fairness.

This led to an immediate demand by the alcaldes and their numerous employees for a like order and increase, while merchants and dealers began at once to reason that if official salaries were to be increased by the difference in value of gold and Porto Rican currency they might also demand gold instead of silver, and maintain the same prices, instead, as they had begun to do, to offer goods at two prices, one in

Porto Rican and the other in American money, thus accustoming the people generally to the difference in the two kinds of money. This resulted in unsettling the whole financial basis and creating endless confusion. If carried out, it simply amounts to raising prices 40 per cent and benefits only the holders of goods and property, adding that much to their value, and is of no avail to labor or the people generally.

We therefore recommend that this order be at once disapproved from the beginning, and that all salaries on the island be paid in Porto Rican money, so long as that money is continued in circulation, or when paid in gold a corresponding decrease to be made in the amount.

BUDGETS.

Many of the budgets of the present year contain estimates for pensions and some for feasts to patron saints, the King's birthday, for Holy Week, to church organist, and similar items of expenditures. Some of the items of pensions are to retired officials, some to widows, and some to children of deceased officials. In one instance \$160 is asked to pension the royal mace bearer by the municipality of San Juan.

It is needless to say that such expenditures can not be tolerated, and it seems strange that the present officials, appointed by the American Government, would think of asking their continuance.

We recommend that all of these items be stricken from the budgets, and that such expenditures be no longer allowed.

FEASTS.

We recommend that the various feast days, Holy Week and like institutions, be no longer given official recognition by the government or its officials, and that these days shall not be regarded as official holidays, and that the ceremonies and expense attending them shall have no connection with the functions of the government, and at the same time permitting members of the Catholic or other churches to observe such days and ceremonies as they choose, so long as and in so far as they do not interfere with the public service.

DISTRICTS AND MUNICIPALITIES.

That for taxation, school, and other purposes the municipalities be divided into two districts, the city or village constituting the one and the balance of the municipality the other.

SCHOOL BOARD.

That a school board shall be appointed for the rural district, with a member for each school, who shall serve without compensation.

COMMISSIONERS.

A board of three commissioners to be appointed for each rural district, who shall choose a presiding officer, and who shall have charge of the roads and bridges, poor fund, and poorhouses of the district,

such boards to make estimates of the amount of tax for their districts for roads, bridges, poor fund, public buildings, and school purposes, the whole to be under the control of the general government of the island.

ROADS.

The public roads, or such provincial roads as may be of general importance, should for the present be under the management of the general government.

But intersecting roads, and roads of local importance only, and the general repairs of all roads should be under the immediate management of the municipal boards, subject to the direction and approval of the general government.

A COUNTY TREASURER.

Each such district should have a tax collector, who should be the treasurer for all the funds in his district, which officer shall correspond to the county treasurer in the States, and whose duties shall also include the duties of school and township treasurer.

JUDICIAL DISTRICTS.

Judicial districts to remain substantially as they are now. Terms of courts to be held at such places and for such length of time as the judges may themselves determine at the beginning of each year, in order to best dispatch the business and accommodate litigants, of which due notice shall be given by publication.

If other places should be deemed necessary or desired for holding stated terms on recommendation of the judges, they may be provided for by the government of the island.

CUSTOMS.

This question presents more difficulties for a proper solution than any other in advance of action by Congress.

The people of Porto Rico find themselves in an anomalous position. By the cession of the island to the United States they are as to Spain now a foreign country and deprived of many advantages they possessed before in dealing with Spain. Now prohibitive duties are in many cases assessed in the ports of that country.

They naturally expected greater benefits by becoming a part of the United States possessions, but so far they find that they are still regarded as a foreign state by the customs laws of the United States. They are not an independent province, and but very few, if any, now desire to become such.

No law has been passed by Congress making the island a collection district, and no officers provided to grant clearances as between different ports of the United States for coastwise service, and no law has been prepared fixing the duties as between this country proper and

dependencies or outlying possessions, as doubtless may be done under the wording of the Constitution. So duties on the goods imported into the United States are still as though Porto Rico were a foreign country. Duties are likewise demanded, though at different rates, in some instances as before the cession from Spain, on all goods imported into Porto Rico from the United States.

Since the cession has become complete by ratification by the Senate and full recognition has been made by the proper authority of the United States of the fact that Porto Rico is now a part of our possessions, it can not be longer regarded as "foreign."

We have no doubt of the power of the President, as Commander in Chief of the Army of the United States, to prescribe the rates of duty on goods imported from all countries into the island, including those coming from this country as well, and such power has already been exercised, until Congress shall assert its power to act and make its own regulations.

Whether the President can make different rates on goods from the United States than from other countries is a different and more perplexing question.

Since the provisions of the reciprocity laws of the United States provide for a treaty to be made by the President, with the advice of the Senate, with some foreign power, and since there is, as to Porto Rico, no one to treat with and no foreign power, clearly this provision will not apply, otherwise reciprocal arrangements could be made as to goods and products of the island not grown and produced here and similar goods grown and produced here and not there, and some could be placed on the free list and others reduced on approval of Congress.

It would seem that the relations between the island and the General Government would emphasize the need and utility of such reciprocity and of some means through which the President would be authorized to give relief to the island and some advantage for marketing our surplus of agricultural products and manufactured goods, so much needed by the people of Porto Rico.

We would therefore recommend that Congress be asked to authorize the President to make such modifications in the tariff schedules between the United States and Porto Rico as he may deem wise pending the action of Congress in fixing the full status of the island province, and regulations of customs duties, and such interchange of commodities as they may establish by law.

On the general questions of trade, the status as it now exists under the law and the laws to be enacted by Congress, as to the right to maintain duties, or the policy thereof, we do not deem it our duty to submit opinions or recommendations, as those questions, while as important as they are perplexing, belong more properly to other departments.

We would, however, recommend that as to duties collected on the island some measure of relief be afforded the people there, and trade

be encouraged with the United States; and since they produce no wheat or flour, no corn meal or butter, and but little lard or pork, no canned goods, and practically no machinery for agricultural or other purposes, and no manufactured goods, and as their breeds of cattle and horses need much improvement by importation from our States of young stock and animals for breeding purposes, and as we are endeavoring to educate the people in our language and customs, they greatly need our books, literature, and periodicals; and since under the treaty (art. 13) Spanish scientific literature and other works not subversive of public order in the territories in question are to be admitted free for the next ten years, it would seem equal advantage should be enjoyed by our people.

We think the articles above named and many others should receive special consideration in the duties to be exacted, and that the schedules be revised in advance of any general law by Congress.

CENSUS.

There is no reliable census statistics on the island. The Spanish made some attempt in this direction in 1887, and began one in January, 1898; but this is not complete, and is not reliable nor full. We would therefore recommend that a new and complete census of the island be made.

If this can be done under the present law for the taking of the Twelfth Census, and under the direction of the Director of the Census, let it be so done and the Director be instructed to include Porto Rico the same as any other part or division of our territory.

But since the act in question (sec. 9) provides for the appointment of supervisors of the census in each State and Territory, the District of Columbia, Alaska, and the Hawaiian Islands, and does not include Porto Rico, by a familiar rule of construction we think Porto Rico is to be considered excluded, and that without an additional act of Congress the Director would not be authorized to include this work as part of his duty.

We therefore recommend that the census be undertaken by order of the present military government and under the civil branch of the government to be established on the island of Porto Rico.

And that such census be taken in the same way and on the same forms, and to include the same data and be taken in the same manner, as is provided for the Twelfth Census, now authorized. This to be done as speedily as practicable.

Respectfully submitted,

ROBT. P. KENNEDY,

C. W. WATKINS,

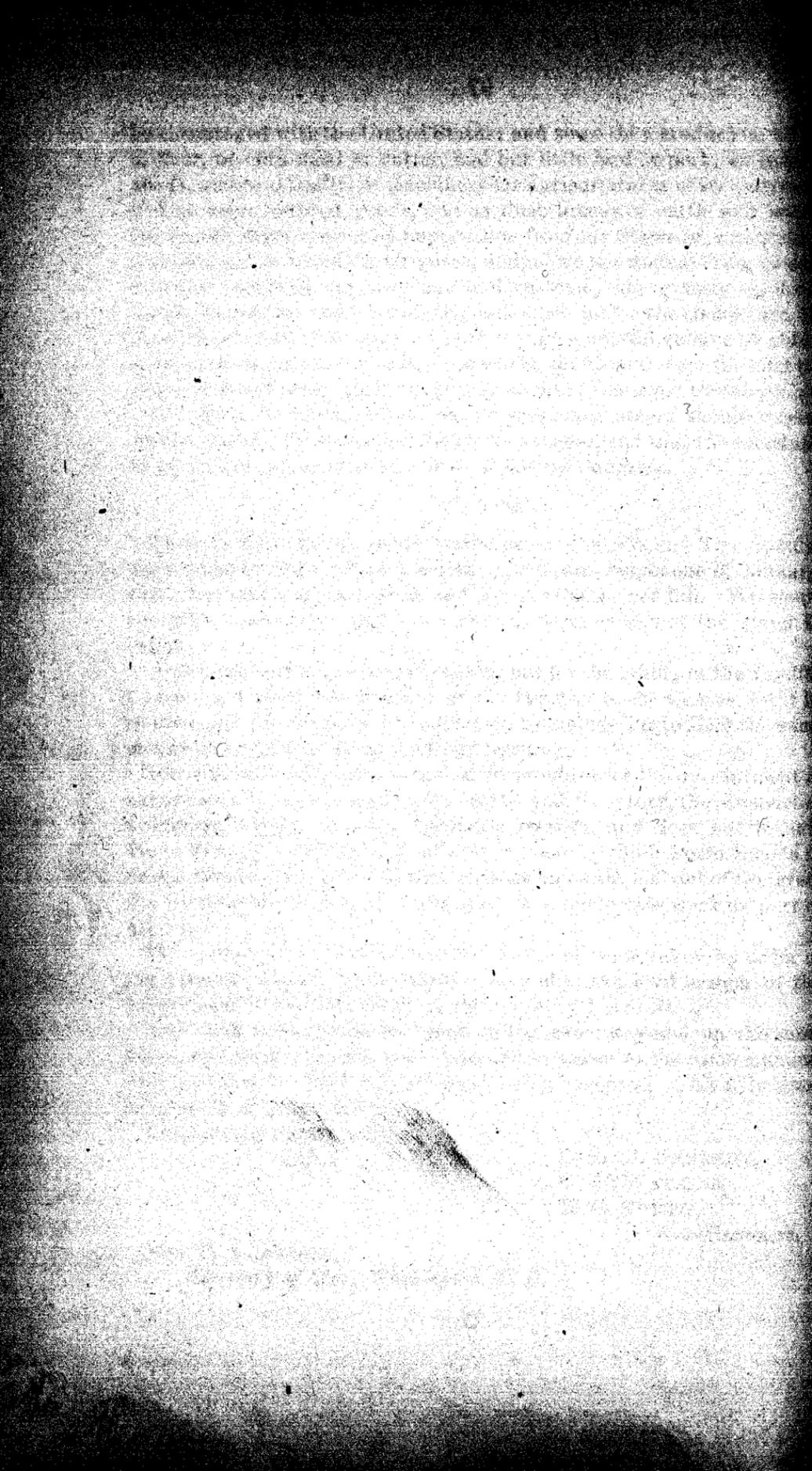
H. G. CURTIS,

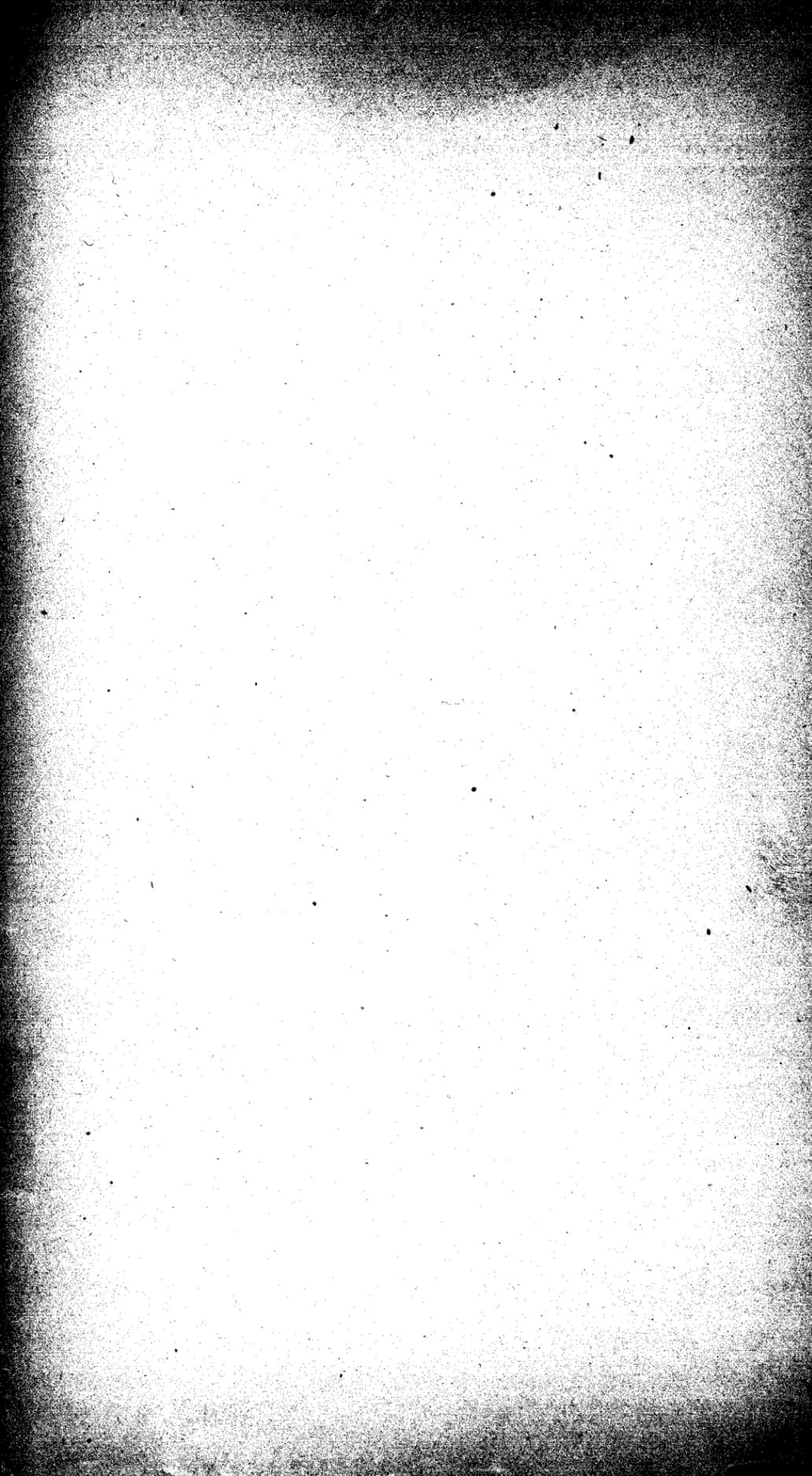
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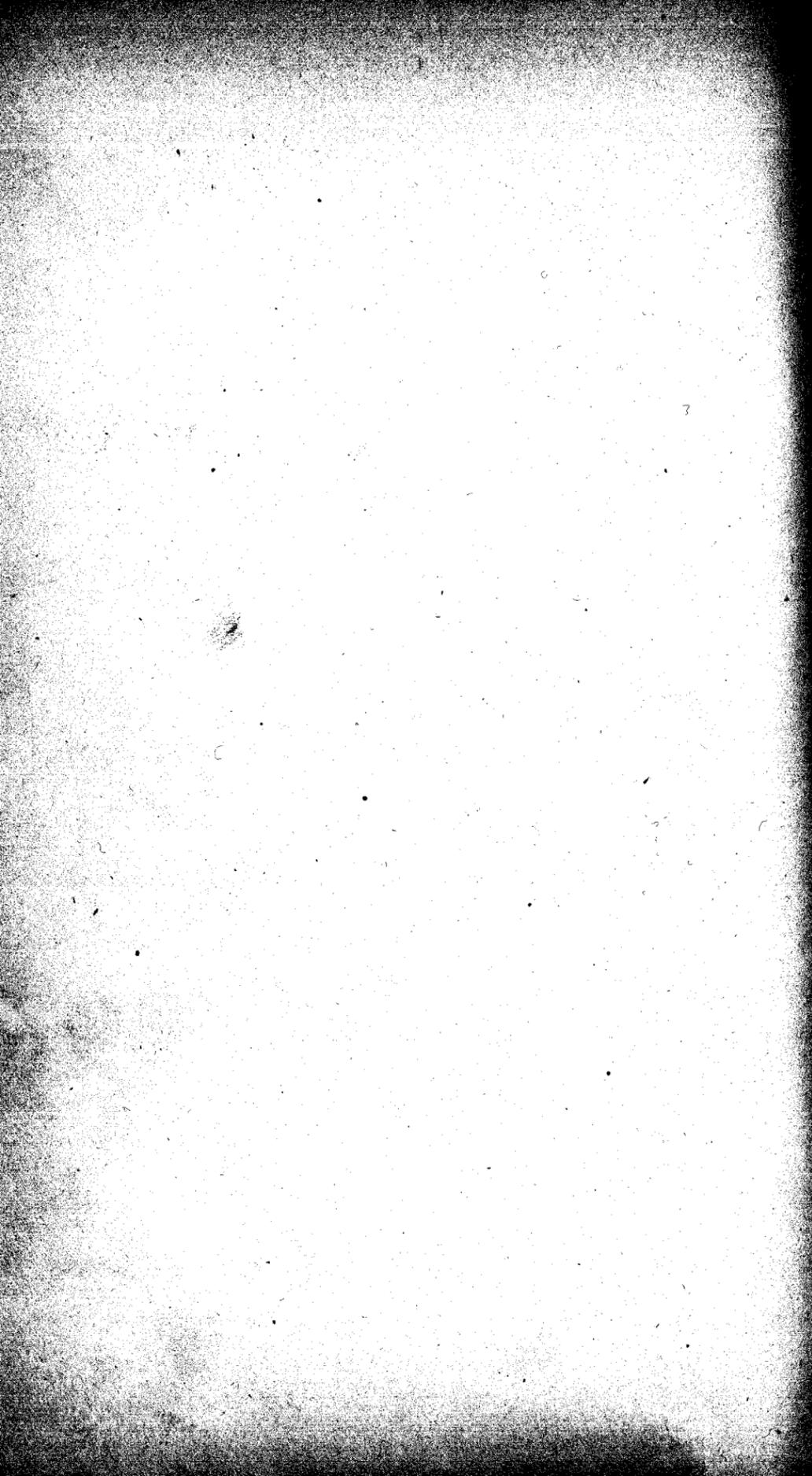
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