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SOCIO-ECONOMIC PROBLEMS OF MIGRATION  
AND URBANIZATION IN THE TOWN OF  
ESMERALDAS, ECUADOR

by the Technical Division of the Ecuadorian  
National Planning and Economic  
Coordination Board



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SOCIO-ECONOMIC PROBLEMS OF MIGRATION AND URBANIZATION  
IN THE TOWN OF ESMERALDAS, ECUADOR

I. SITUATION AND GROWTH OF THE TOWN

The town of Esmeraldas is the capital of both the province and the canton of the same name. In keeping with this status, it has the following administrative organs and authorities: a Governor, a Treasurer and a Political Chief, who represent the Central Government; a Provincial Council, a Provincial Electoral Tribunal, a Division of Welfare and a Provincial Office of Education for Primary Education, all of which have specifically provincial functions; and a Municipal Council, which serves the canton. There is also a special Commission for Labour Questions and a Provincial Traffic Department. As regards the administration of justice, there are various local jurisdictions, and the province as a whole comes within the jurisdiction of the Higher Court of Quito.

The political and administrative structure of the country is described in annex I.

Situation of the town

Continental Ecuador is divided into three natural regions: the eastern, the mountainous and the coastal. The province of Esmeraldas is in the northern part of the coastal area and borders on Colombia. The town of Esmeraldas is a seaport on the Pacific Ocean, situated on the left bank of the mouth of the great Esmeraldas River. Its geographical position is 59° latitude north and 79° 40' longitude west. While linked by sea with the rest of the Ecuadorian coast and with the outside world, the only means of communication with the interior of the province have been the Esmeraldas River and some of its main tributaries, all of which, however, because of obstructions in the river-beds, can be navigated only by balsa rafts and very small craft. There are no other means of communication by land within the province or with the rest of the country. As a result of this isolation, the region is one of the most backward and least developed in Ecuador. In recent years, air travel has provided a means of communication and transport, particularly for passengers.

/Growth of

### Growth of the town

The town of Esmeraldas has grown tremendously in population and size. Two factors accounting for this growth are the high rate of natural increase in population and migration into the town. Particular impetus has been given to this migration by two peak periods of economic development:

1. The Second World War produced a wide demand and good world prices for forestry products such as rubber and balsa wood. This demand touched off a rapid economic development despite high costs, difficult operating conditions and inadequate internal transport. Some capital was built up during this period and was used for the improvement of pasture land and of the quality of cattle. The foreign currency earned by the forestry industry reached a maximum in 1944, amounting to the equivalent of 10.5 sucres million, of which 7.4 sucres million were earned by the export of rubber and 2.8 sucres million by the export of balsa wood. A sharp drop in exports between 1945 and 1947 was followed by a serious economic depression affecting the province in general and Esmeraldas in particular as the only export outlet in the area. Although stock-breeding continued to expand during the period of crisis, the only other activity was gold mining, which was engaged in on a limited scale and merely in order to counteract unemployment.

2. In 1948, the production and export of bananas became a new source of income. Table 1 gives the figures on this new branch of economic activity.

The big demand for bananas created a single-crop economy in the province. This dangerous situation is illustrated by the figures in table 2. The percentages show that the region's economy depends almost exclusively on the production and export of bananas. There are, of course, other activities to satisfy consumer demand, which is almost entirely for subsistence commodities. The only really dynamic activity, however, is the cultivation of bananas for export, which now represents an extreme form of single-crop production.

/Table 1

Table 1  
 EXPORT OF BANANAS FROM ECUADOR AND THROUGH THE PORT  
 OF ESMERALDAS  
 (In millions)

Year	Through Esmeraldas		Total for the country		Percentage for Esmeraldas out of total for the country	
	Bunches a	Sucres b	Bunches c	Sucres d	$e = \frac{c \times 100}{a}$	$f = \frac{d \times 100}{b}$
1948	0.43	5.76	3.88	37.00	11.08	15.57
1949	0.87	11.74	5.38	66.26	16.17	17.72
1950	1.95	30.83	6.61	106.50	29.50	28.95
1951	2.54	46.23	9.60	170.27	26.46	27.17
1952	4.47	82.00	16.75	320.69	26.69	25.57
1953	5.13	111.77	15.84	354.96	32.39	31.49
1954	4.19	76.55	19.18	415.07	21.85	18.44
1955	5.33	99.18	23.87	551.41	22.33	17.99
1956	4.68	99.30	22.56	547.58	20.74	18.13
1957	4.63	86.15	26.07	517.80	17.76	16.64
1958 <u>a/</u>	1.71	30.71	12.52	242.13	13.66	12.68

Source and compilation: Bulletin of the Central Bank of Ecuador, Nos. 370-371.  
 May and June 1958, page 131.

It will be seen from the above table that:

- (a) The largest volume of exports from Esmeraldas was in 1953, with 32.4 per cent in bunches and 31.5 per cent in sucres.
- (b) From that year onward, there was a gradual falling-off in both bunches and sucres for reasons which will be explained below.

a/ January to June.

/Table 2

Table 2

EXPORTS THROUGH THE PORT OF ESMERALDAS  
 (In millions of sucres)

Year	Bananas	Ivory nuts	Rubber	Balsa wood	Other	Totals	Percentage of bananas
	a	b	c	d	e	f	$g = \frac{a \times 100}{f}$
1948	5.8	0.7	-	0.2	0.4	7.1	81.7
1949	11.5	0.9	-	0.3	0.5	13.4	87.3
1950	30.8	0.5	-	0.2	0.5	13.4	87.3
1951	46.2	0.5	0.2	0.7	0.5	48.1	96.0
1952	82.0	0.2	-	0.6	0.7	83.5	98.2
1953	118.2	0.4	-	0.4	0.4	119.4	99.0
1954	74.4	0.2	-	0.6	3.3	78.5	94.8
1955	99.2	0.3	-	0.5	1.0	101.0	98.2
1956	99.5	0.2	-	0.4	0.2	100.3	99.2

Source: From 1948 to 1953, unpublished report of José C. Cárdenas, Engineer, to the Manager of the Central Bank of Ecuador, June 25, 1953. From 1954 to 1956, Customs and Consular Department.

/This increase

This increase in economic activity was immediately reflected in the growth of the port, owing to its unique and strategic position in the province, and served to attract from outside Esmeraldas the workers needed for tending the plantations and for the transport and loading of bananas. There was considerable expansion in the town's commercial activities, the number of dwellings and small businesses and the number of bars and cafes; there was also an increase in prostitution. A similar growth occurred in the various complementary branches of activity providing the essential goods and services needed by the increased population. Despite the lack of communications, there was an influx of completely unskilled workers, who were attracted by the high wages and the profits to be made in various kinds of work as a result of this economic prosperity.

Unfortunately, the growth of the town in population and size was haphazard; there was no plan for ensuring essential services or for urbanization. Tradition and local political conditions prevented any effective or equitable utilization of the increases in private and public income to raise the urban, and particularly the family, level of living. It was an amorphous growth prompted by irrepressible circumstances and forces. That is why, although the expansion in population has been amazing, and the town has doubled in size in the past eight years, Esmeraldas, as a town and as a port, remains in what is actually a state of prostration and has many pressing needs.

The present situation. At the present time, the town of Esmeraldas is undergoing a serious depression caused by two factors:

1. The crisis in the banana industry. It will be seen from table 1 that, from 1953 until the middle of 1958, there was a sharp drop in the export of bananas through this port. The reasons for this drop have been mainly as follows:

- (a) In some cases, bananas were planted on unsuitable land, a circumstance which at its worst resulted in bankruptcy, particularly for small planters;
- (b) The plants were afflicted with the sigatoka fungus, which reduces production and can lead to total destruction, particularly

/if preventive

if preventive measures are not initiated in time;

(c) Fluctuation in external demand, which has led to stricter requirements concerning the size and weight of the product;

(d) The serious problems and unsatisfactory methods of handling the fruit during transit from the places of production to the ships for export;

(e) The action of middlemen whose profits are disproportionate to those of the small producers;

(f) Losses caused by the improper selection of the exportable product.

2. The serious crisis now affecting all aspects of life in the town of Esmeraldas as a result of the earthquake of 19 January 1958, which totally destroyed one district and a large part of the remainder of the town. A housing and population census taken a few days after the earthquake revealed that of the 3,919 dwellings left standing, 509 or 13 per cent, were uninhabited. It was found that 81 per cent of the total number of dwellings required repairs and that only 5 per cent were in good condition. As may be imagined, this situation has created a host of very serious problems which require prompt attention.

Despite the physical circumstances, it is interesting to note that the number of people who have left the town has not been large enough to result in a net population loss. Although the exact number of persons who left after the earthquake could not be established, the population figure computed from the census referred to above indicates the extent to which the inhabitants of the town have struck roots and intend to stay there. The population after the earthquake was 24,230, as compared with 21,600 in April 1956.

The central, provincial and municipal governments are trying to cope with the problems resulting from the earthquake, particularly by increasing the housing facilities. As a first step, an area of six hectares has been set aside in the Potosí suburb, in the southeastern part of the town, for the construction of about 500 dwellings.

/Under the

Under the pressure of existing conditions, however, some families have already started to build their own houses, thus creating serious problems in the matter of urbanization.

Future prospects. There are a number of reasons why the growth in the population and area of the town of Esmeraldas may be expected to continue. The most important of these are in brief as follows:

1. The total area of the province of Esmeraldas is approximately 1,600,000 hectares, of which, according to the 1954 agricultural census, 96,800 hectares consist of farm land. In other words, only 6.1 per cent of this rich area is under cultivation. The remainder of the land is covered with natural forest, rich in fine woods of all types and in balsa wood, rubber, royal palm, ivory nut and other products which represent precious reserves for a future stage of development. Similarly, the reserves of cultivable land are tremendous. When the pace of development is accelerated, the demand for labour will be very great, and the activity of the surrounding areas will help to increase exports through the port of Esmeraldas.
2. The Quito-Quinindé-Esmeraldas highway, which will link the town of Esmeraldas with the capital of the country, is being completed and is expected to be opened towards the end of this year. At the present time, it is already in use except for a small section not yet completed. The full opening of this highway will bring about a greater movement of the mountain population to the town and its hinterland. Population density in the cultivable areas in the mountains of Ecuador is high, and some of the excess population will avail itself of this opportunity for resettlement. More land will be brought under cultivation, the wealth of the forests will be tapped, and exports will flow through the port of Esmeraldas as the only logical outlet in this area. This trend will be encouraged by the high wages paid in the area. At the present time, unskilled workers in the town earn between 20 sucres, 25 sucres and 30 sucres, as against wages ranging between 10 sucres and 15 sucres in the mountain towns. For agricultural workers, wages vary between

12 sucres and 18 sucres with board and lodging, and between 20 sucres and 25 sucres without board and lodging. By contrast, the average wage for an agricultural worker in the mountains is somewhere between 5 sucres and 6 sucres. Construction has likewise begun on three more highways. One of these runs south from Esmeraldas to Chone, in the province of Manabí; another goes south towards Atacames and connects with the port of Bahía de Caráquez, also in the province of Manabí. These highways will open extensive areas of rich land to farming. At the same time, they are making possible a substantial migration of Manabí farmers, who will exert a very beneficial influence in changing the methods and techniques of Esmeraldas farmers. The third road goes north along the coast and links Esmeraldas with the rich lands in the north-eastern part of the province.

These factors will have a considerable impact on the growth of the town by expanding its commercial activities and the various auxiliary and related services. Moreover, the link with the mountainous area of Ecuador will bring about an increase in trade between the two regions and will have a favourable economic effect on Esmeraldas, particularly in reducing the prices of basic commodities.

3. A campaign has been organized to control the spread of sigatoka, which has done so much harm to the banana plants. Unfortunately, there has been difficulty in carrying out this campaign in the Esmeraldas area owing to topographical conditions, the small size of most plantations and the cultural level of the small farmer. These peculiar circumstances require a different technique from that used in combating the disease in other banana areas. It is to be hoped that this campaign will improve production.

The soil of Esmeraldas province and its hinterland is very favourable for a programme of agricultural diversification. According to the reports of experts and the results of experiments carried out in the area, coffee, cocoa, tobacco, cotton, oil-seeds, rice, sugar-cane and other products have good prospects, particularly if

/technical and

technical and educational programmes designed to eliminate single-crop cultivation are introduced. Moreover, the development of pasture land for stock-breeding is also promising. As regards the present herds in the area, the continued introduction of breeding animals and the existence of a breed of indigenous cattle with a high meat and milk output and high resistance to the scourges and diseases of the humid tropical climate also offer good prospects. The breeding and fattening of swine will be another excellent means of strengthening the economy. The results which, in the absence of modern techniques and of scientific methods of combating disease and pests, have so far been achieved in this regard augur well for the future.

4. Tourism may also offer some possibilities, although the town as yet has no tourist facilities, and the surrounding beaches would have to be converted into bathing resorts. The one which used to exist in the "Las Palmas" district was demolished as a result of the construction required to prevent the erosion of the coast in that area.

5. As a port, the town lacks all kinds of services; it has a wharf, but no real dock. Port installations will have to be built, and it is hoped that they will be built very soon. These will facilitate the movement of goods and give further impetus to the town's growth.

6. The earthquake of 19 January caused serious destruction. This fact has awakened the interest of the public authorities and of the public at large. At Esmeraldas itself, the government agencies, the authorities and the public have taken a very constructive and positive approach towards the solution of the problems. Plans and projects are under way for the betterment of Esmeraldas. With the new approach, problems are beginning to be viewed as dynamic, and the emphasis is on the future and on planning. On this basis, not only will current problems be settled and current needs be met, but programmes will be planned for a reasonable period in the future. Unfortunately, there is as yet no concerted programme of immediate action to alleviate

the crisis through emergency measures. Yet the people of Esmeraldas have not been plunged into despair or reduced to begging by this blow; on the contrary, they are confident and optimistic as regards the future. In a few cases, there has been some reaction against the government, and in others, a certain resignation. This latter reaction may be characteristic of the Negro and mulatto populations, accustomed as they are to be content with little even when this means a low and very wretched level of living.

7. Long-range action in the field of education and culture will be of positive benefit to the town, not only as a means of reducing illiteracy and raising the level of education, but also because of the effect it will have in providing incentives for an improved level of living, in showing how to make better use of family income, in introducing modern techniques in production and in stimulating general activity and thus contributing to progress. The prevailing situation in all these respects is hardly favourable for the majority of the population.

8. The earthquake has given rise to another very important social and political phenomenon. Up until last year, there were two diametrically opposed political forces pitted against each other at Esmeraldas. They have now joined hands, and as a result, with everybody working for a common cause, the administration and the advancement of the town will benefit. Whereas heretofore these two political fronts were constantly quarreling and working for each other's destruction, it is to be hoped that, from now on, the future progress of the province and its capital will continue to be an incentive for greater understanding and unity.

These are the main reasons for hoping that the process of growth will continue on a new basis and with a new outlook.

#### Form of growth

As is apparent from the population figures, the town of Esmeraldas is a typical example of a small port which, owing to a high rate of natural population increase and a strong migratory movement brought

/about by

about by economic expansion, has grown with meteoric swiftness but is faced with a lack of organization affecting all aspects of its life. Unfortunately, this great population increase has not been accompanied by any effective programme for extending the area of the town and increasing essential urban services. The process of growth may even be said to have been in many ways disordered and anarchic, as will be seen in the various chapters of this study. In consequence of this population pressure and the earthquake, the town must now tackle distressing and urgent problems that cannot be solved with the requisite dispatch because of the inadequacy of the available resources. These problems cannot be eliminated or alleviated effectively without the assistance and direct participation of the national Government and a programme of financial aid based on regular income and special grants.

## II. DESCRIPTION OF THE TOWN

### Topography

There is unfortunately no topographic map of Esmeraldas. The Military Geographical Institute is now surveying the town, after the last earthquake, but the map will not be finished before the end of this year.

Despite this disadvantage, a general description of the area occupied by the town can be given.

Esmeraldas is in the shape of a right angle, the two arms forming two different sections. It extends from south-east to north-west along a belt of flat land at the mouth of the river of the same name on the Pacific Ocean and then continues in a southerly direction along a narrow strip of coastline. The site of the town is flat and not very wide. A range of hills forms a barrier which precludes any expansion towards the south. On the other side, most of the town is bounded by the river and the rest by the Pacific Ocean. Because of the hills, which rise very steeply, the outline of the town is irregular on that side. Thus, both the town itself and any new parts of it must take the form of irregular curves bounded by the hills. The principal dimensions of the town are as follows: the section along the river is about 3.5 km (3,460 m) long, by 700 m wide

/at its

at its broadest and 260 at its narrowest point, and the section facing the sea is 700 m long by 200 m wide. Because of the topography, the town has very little land for future expansion.

The attached maps 1 and 2 show two stages in the development of the town - the first at the time of the population census in November 1950 and the second, or present stage, at the end of 1957. The area of Esmeraldas in 1950 was 846,000 sq. m., compared with an estimated area of 1,358,000 sq. m. in 1957. This represents an increase of 512,000 sq. m. or 40 per cent in seven years and is in line with the rapid population growth.

A comparison of the size of the town at the two stages shows that the existing districts and sections increased in size during that period and that new ones appeared. In the latter case, the Luis Tello and Bartolomé Ruiz sections (map 2) are of particular significance.

The altitude of the different parts of Esmeraldas ranges between sea level and 25 m above sea level. Before the earthquake there were districts like Isla Piedad, where the greater part of the area was flooded at high tide; the same thing now occurs in parts of the El Pampón and Vida Suave districts. The higher parts of the town are, in general, sparsely populated and contain only a few dwellings.

### Housing

Table 3 shows the types of houses and buildings in the different districts and sections of the town.

According to the above figures, 3,319 buildings out of a total of 3,919 in the town, i.e., 81.9 per cent, are built of such materials (wood and cane or cane only) that they cannot be considered anything but very low-quality housing. The vast majority of the population therefore lives in houses which by their very nature impose a low level of living on their occupants.

As regards the roofing of buildings, the figures are as follows: 20 buildings with concrete roofs, or 0.50 per cent; zinc, 1,175, or 30 per cent; asbestos, 14, or 0.40 per cent; straw thatch, 2,323, or 59.2

Table 3

TYPES OF CONSTRUCTION

Section or district	Total number of buildings	Concrete	Brick and wood	Wood and cane	Cane	Pre-fabricated	No. information
1. Bartolomé Ruiz	705	-	75	134	495	1	-
2. Brisa del Mar	7	-	-	-	7	-	-
3. Cinco de Agosto	465	53	45	109	257	-	1
4. Esmeraldas	1 256	10	249	371	624	-	2
5. Isla Piedad	224	-	1	19	204	-	-
6. Las Palmas	418	18	122	201	77	-	-
7. Palmar	78	-	3	3	71	-	1
8. Pampón	513	2	7	10	493	-	1
9. Panecillo	224	-	9	69	146	-	-
10. Vida Suave	29	-	-	-	29	-	-
	3 919	83	511	916	2 403	1	5
	100%	2.1%	13.1%	23.4%	61.4%	-	-

Source and compilation: Instituto Nacional de la Vivienda, (National Housing Institute). Esmeraldas housing census. January 1958.

/per cent

per cent; and ruberoid or shingles, 311, or 8 per cent. These figures bear out the conclusions in the preceding paragraph.

The floor space of the dwellings indicates cramped conditions which further militate against a high level of living and comfortable housing. The relevant data are given in table 4.

The above figures show that more than 50 per cent of the inhabitants of Esmeraldas live in dwellings with a floor space of 60 square metres or less, 36 per cent having some space enough for three or four rooms and 22 per cent having less than 30 square metres, i.e., space for one or two rooms for an average family of six.

Since low-quality housing and cramped living quarters must be considered negative factors, the situation in this regard is also seen to be unfavourable.

#### Sections and districts

Politically and administratively, the town is divided into four sections, each of which consists of a number of districts of the traditional urban type. Table 5 lists the sections and districts of Esmeraldas and gives their main characteristics.

#### General characteristics

The following points emerge from the information in tables 3, 4 and 5:

- (1) The principal middle-class residential area for the fairly well-to-do is in the Las Palmas district, although people of the same class can also be found in the centre of the town, which is the best supplied with urban facilities and is the area of the greatest commercial and administrative activity.
- (2) The centre of the town, comprising the Cinco de Agosto and Esmeraldas sections, is a middle-class residential area whose inhabitants are engaged mainly in commercial, government and professional occupations.
- (3) The lower class population is scattered all over the various sections and districts but mainly on the outskirts. In the Caliente

Table 4  
 FLOOR SPACE

Area	Total number of families	Total number of occupants	Total number of buildings
Total	4 265	24 184	3 919
Less than 30 sq. m.	1 012	5 298	1 140
31 to 60 sq. m.	1 495	8 699	1 479
61 to 90 sq. m.	874	5 039	697
91 to 120 sq. m.	393	2 327	284
121 sq. m. and over	369	2 173	240
No information	122	648	79

Source: and compilation: Instituto Nacional de la Vivienda. Esmeraldas housing census. January 1958.

## SECTIONS AND DISTRICTS OF ESMERALDAS

No	Name of section	Position of section	Districts in section	Characteristics of the districts
1	<u>Cinco de agosto</u>	The extreme south-east part of the town, extending from Teatons Bridge to Calle Mejía, and from the river to the hills.	<u>Caliente</u> in the eastern part.	The largest number of concrete houses (fifty-three) is in this section. Some have paved floors, electricity and running water. In the district, most of the dwelling consist of wood and cane or of cane alone. Dwellings in the district that were destroyed in a fire eight years ago have not yet been rebuilt. The population of the district is predominantly Negro and mulatto. The people of the section and the district are mainly day labourers, agricultural workers and tradesmen.
2.	<u>Esmeraldas</u>	From Calle Mejía to Tenth Street, and from the river to the hills.	<u>Malecón, Pampón, Vida Suave and Isla Piedad</u>	The section is composed of two parts: the centre and the districts. The centre has the best urban facilities in the town; part of it has sewers, paved streets, electricity and running water. Buildings of concrete, brick and wood, cane and wood, and cane. Major occupations: office workers, teachers, tradesmen, agricultural workers, day labourers and craftsmen. Districts: sub-standard and marginal conditions; no streets; congested housing; buildings of wood and cane with straw roofs. Population, 890 families totalling 5100 persons, i.e. 21 per cent of the entire population of the town. Owing to the sedimentary nature of the soil, some dwellings have collapsed. There is a resettlement programme in the Potosí area (a new district) where 500 dwellings are to be built on six hectares of land. This is where poor migrant families are to be found, including many illegal immigrants from Colombia. Predominant occupations: day labourers, stevedores, servants, fishermen and small tradesmen.
3.	<u>Bartolomé Ruiz</u>	From tenth Street to Second Street (La Curva), and from the river to the hills.	None	There are 705 buildings, 640 families and 3 600 persons. A new area with wide streets. Buildings: seventy-five of brick and wood, 134 of wood and cane and 495 of cane. A well-to-do neighbourhood; the building lots have space for gardens or orchards. Only two streets, both running the length of the section and both paved. Inhabitants mainly Negroes and mulattoes, plus a few whites and mestizos (white and Indian). Inhabited by migrants of moderate means engaged in trade, office work and crafts. No sewerage, but running water and electricity. Principal occupations: day labourers, tradesmen, servants, agricultural workers and craftsmen.
4.	<u>Luis Tello</u>	In the extreme north and along the Pacific coast, from Second Street to the lighthouse.	<u>El Palmar, Las Palmas, Panecillo and Brisa del Mar.</u>	Mostly a new section; 418 buildings of different types, as can be seen from table 3, but mainly of brick and wood or of cane. Urban facilities same as for the Bartolomé Ruiz section. This is the only area which now has electric power supply in operation. Principal characteristics of each district: <u>Palmar</u> lies in the angle between the river mouth and the sea; densely populated; and old section; housing predominantly of wood and straw; occupations: day labourers, fishermen and domestic servants. <u>Las Palmas</u> extends along the coastline; 418 buildings of various materials and types but mainly brick and wood; this district has grown up in the last seven years; it consists of two sections - a residential area along the coast with comfortable but not luxurious villas, and a poor area inland, with few facilities and modest dwellings. Principal occupations: tradesmen, office workers, small farmers, day labourers, seamen, carpenters and domestic servants. <u>El Panecillo</u> , on a hill facing the river, is the most picturesque and attractive part of the town; it comprises 224 poor dwellings of wood and cane with thatched roofs; inhabited by Negroes and mulattoes; occupations: day labourers, fishermen and seamen. <u>Brisa del Mar</u> , a tiny district comprising seven poor dwellings of cane and straw; inhabited by very poor people; no urban facilities and unlikely to have any in the future because of its position on a hill.

district, the population is predominantly lower class.

(4) The El Malecón, El Pampón, Vida Suave, Panecillo and Brisa del Mar districts and what was formerly the Isla Piedad district are inhabited by the most backward and poverty-stricken groups. The same types of housing, ethnic groups and cultural and economic conditions are to be found throughout these districts.

(5) People following the same occupations do not necessarily live in the same localities. The fields of work overlap, and where one or the other predominates, the main reason is that the place of work or employment is in the vicinity. Specific occupations as reflected in low incomes and low cultural standards predominate only in the poor and marginal districts.

(6) Most of the housing is not very comfortable or conducive to proper living conditions.

(7) Some urban facilities are entirely lacking at Esmeralda, and those it has are few and inadequate. Specific statistics will be given on this point when the town's services are considered.

#### Inter-zonal relationships in the municipal and built-up areas

The main points may be summed up as follows:

1. Under the laws and regulations governing the functions of municipalities in Ecuador, the municipalities are responsible for town planning and for the provision of the principal urban services and utilities. What has happened at Esmeraldas is a typical example of a town which has grown up without any planning and without regard for the provision of adequate facilities commensurate with the increase in population. The area of the town has expanded as the population has grown, but local economic and political factors have prevented any systematic planning. When new districts have had to be established, the municipality has done no more than build or mark out the streets and the blocks where dwellings were to be built. This is the way in which some of the older sections and districts have spread, as well as some of the new ones, like the Las Palmas district and the Bartolomé Ruiz section. Furthermore, there was a

/fundamental error

fundamental error in the way in which the town was allowed to expand, which has brought with it serious consequences for the town and for the municipality. After the streets had been marked out and some of them had been paved, the building lots were sold cheap because basic utilities such as sewage and running water were not provided. This explains, for instance, why lots in Las Palmas, a residential area, were sold for between 15 sucres and 30 sucres a square metre. This policy has burdened the municipality with tremendous obligations for the future, when it will have to provide such services as sewers, running water and paved roads.

2. The location of the buildings for such important services as government administration, education, social assistance, health and so on was decided on without any regard for a planned development of the town but merely on the basis of such immediate considerations as proximity and convenience. The rapid growth of the town soon made these locations so inconvenient that a move to more appropriate and satisfactory sites has now become an urgent need. The recent earthquake entirely or partly destroyed many of these buildings, and piecemeal recommendations are now being made to rectify past errors. The best policy would, of course, be to draw up a master plan for the town and to distribute and locate the various services in a way that would prove most convenient and efficient from the point of view of the town's present area and future development.

3. A Municipal Ordinance intended to establish some technical regulations for building and development was issued on 11 September 1957. Under this Ordinance, plans for new buildings must be submitted to the municipality for its consideration and approval. This step was unfortunately not taken until the eleventh hour, when the town was already suffering very seriously from the effects of unsystematic and uncontrolled building. Furthermore, the Ordinance cannot even be properly enforced for various reasons - mainly the lack of technicians with the necessary qualifications, the cultural backwardness of the population and the force of tradition, which is

/a great

a great impediment. The only provisions which are actually being complied with are the zoning regulations, but even these have not always been respected, and whole districts have sprung up where all the provisions of the Ordinance have been disregarded.

4. In line with the administrative policy pursued by this municipality, no plans have of course been made for the decongestion of the densely populated districts. Because of the previously-noted expansion in the area of the town, even worse congestion has been avoided through the creation of the new districts and sections. Nevertheless, there is still serious congestion in the poor and marginal districts referred to above.

5. With a view to alleviating the situation produced by the earthquake and to dealing with the expansion of the town, a new area, the Barrio Nuevo, is to be built on six hectares of land at Potosí. A housing development is also planned for the members of the Insurance Fund. If the Fund's project is carried out, the planning will be done by technicians. This project would consist of seven blocks with a dwelling area of 25,150 square metres, divided into about seventy lots. The Fund would provide paved roads and paved sidewalks and would install sewers, water mains and power lines that would be connected with the town systems when these are provided. It is estimated that the lots would cost between 40 sucres and 50 sucres a square metre. The Fund would make mortgage loans of from 50,000 sucres to 75,000 sucres available to its members, part of these sums to be used to pay for the land and the rest for building. According to the tables for loans of this kind, there would be about 500 members of the Fund who, if not at present enjoying such facilities, would be able to apply for a loan.

#### Distribution and characteristics of the poorer districts

The following points cover this aspect of the question:

1. In the description of the various sections and districts of the town, it was pointed out that the poorest people live in the El Mallecón, Pampón and Vida Suave districts and what is left of the Isla

/Piedad district,

Piedad district, which was almost entirely destroyed by the earthquake. These districts are adjacent to the town proper. The Avenida Pedro Vicente Maldonado runs along the bank of the river, and these districts are to be found on the slopes between the road and the river, except for Isla Piedad, an island which is about forty metres from the town at the nearest point. As has already been said, the living conditions in these districts, which consist of a conglomeration of poverty-stricken and half-ruined straw shacks, are sub-human. The town garbage is dumped at the ends of the streets in heaps which are higher than some of the dwellings. Of the two sewers that run through these districts, one is an open sewer and gives off a foul stench. Animals, poultry and children mix together in these miserable and hopeless surroundings. There are no streets but only a few narrow muddy paths used for getting from one place to another. In the winter, conditions are even worse. About 890 families struggle along under these conditions.

2. As will be seen in the section on Public Administration and Services, only part of one section (the centre) of the town has sewers or is constructing any. The rest of the town has none at all, and the supply of non-potable water is limited. Most of the sections and districts had electricity before the earthquake, but the biggest generator has now broken down because of an overcharge on the motors and lack of proper maintenance. The Luis Tello section is now the only one in the whole town which has any lighting at night. As this is the situation in the most important parts of the town, the primitive and desperate plight of the poorer districts, which have grown up without any semblance of town planning, is easy to imagine.

Health conditions are very bad and are particularly favourable for the spread of disease. Fortunately, however, there have been no serious epidemics so far.

Caliente is another district inhabited by poor people, but the housing situation is different from that in the other districts. It has wide, well-laid-out streets and better housing than that of the other marginal districts. The inhabitants are stevedores and

/agricultural workers

agricultural workers, who earned good money while the banana trade was flourishing but, owing to their lack of education, did not use their earnings to improve their level of living.

3. Fortunately, the districts where living conditions are so primitive and depressing are to be pulled down because of the damage done by the earthquake; it is now becoming urgently necessary to rehouse their inhabitants. Esmeraldas will therefore have to find a way of removing this shameful blot on its human, social and economic structure.

Location of industrial and other undertakings. Industry provides the least employment for the economically active population, the main source of employment being trade, followed by government service and transport.

According to the registers of the Chamber of Commerce and Industry, the number of commercial establishments is 300, and these are distributed over the whole town, but mainly in the centre.

Industry is likewise not concentrated in any particular district, for although most of the undertakings are situated in the central part of the town, there are also some in other areas. There cannot, therefore, be said to be an industrial area, because of the small number of factories and because they are so spread out. Fifteen of the twenty-six existing factories are in the central part of the town. However, the small size and volume of activity of these undertakings makes them pass almost unnoticed amidst the rest of the town.

As far as trade is concerned, by far most of the establishments are situated in one part of the central section of the town, thus making it the area of greatest activity. This area lies along Avenida Bolívar from Calle 10 de Agosto to Calle Ricaurte and between the Malecón and Avenida Sucre. It covers sixteen blocks, including Avenida Bolívar and the other streets mentioned. The remaining commercial establishments are scattered over the rest of the town.

Also in this central area are the offices of the various government services, which are the other main source of employment.

### III. PUBLIC ADMINISTRATION AND SERVICES

1. Description of the municipal administration, degree of autonomy and sources of revenue

(a) The municipal administration of Esmeraldas canton, as of all the other cantons of the country, is regulated by the Local Government Act. As a result, being also the capital of the province, the town has a council consisting of the mayor and nine councillors, all "appointed by secret vote under universal suffrage". Both the mayor and the councillors remain in office two years and may be re-elected. New councillors are elected each year, to the number of four and five alternately, depending on the number who complete two years in office.

In accordance with the Local Government Act, the town council of Esmeraldas is organized into the following committees:

- (1) Finance, auditing and legislation, consisting of three councillors;
- (2) Lighting, three councillors;
- (3) Education and sports, three councillors;
- (4) Hygiene and public health, three councillors;
- (5) Water, three councillors;
- (6) Public works and town planning, four councillors;
- (7) Supplies and social services, three councillors;
- (8) Town subdivisions, three councillors;
- (9) Public lands and roads, three councillors.

The administrative structure of the municipality of Esmeraldas is as follows:

At the top is the Mayor's Office, then come the departments and lastly the sections. The following are the departments and sections:

Secretariat;

Legal Department;

Financial Department, consisting of the Administrative, Treasury and Tax Collection Sections;

Municipal Health Department, consisting of the Police, Slaughterhouse, Parks, Prisons and Cemetery Sections;

/Education Department,

Education Department, consisting of a Teachers and a Library Section;  
Power Stations;  
Drinking Water Board;

Public Works Board, consisting of a Secretariat and of the Inspection and Storage Sections.

(b) Degree of autonomy. Municipal autonomy is guaranteed by the laws of the country, in particular, by the Constitution of the Republic and the Local Government Act.

The relevant provisions are given in annex 2; these show that the laws in question, besides guaranteeing municipal autonomy to a high degree, govern the relationship of the municipality to the Central Government and to other bodies.

The life of the municipality of Esmeraldas has unfolded with the complete autonomy allowed it by law, but the explosive growth of the town as a result of the banana boom and the impact of this growth on the town's economy have given rise to problems for which an immediate solution was difficult and which created a favourable atmosphere for political ambitions and rivalries. The resulting disorganization and paralysis was a great hindrance to the extension of badly-needed public services, which have lagged far behind the growth of the town even though sufficient financial resources were available to satisfy the needs of development. Once the export boom was over, the resources of the municipality declined drastically, and it was only by getting into debt and having recourse to national assistance given through the Reconstruction Fund that the town has been able to develop its services to the degree described in the relevant paragraphs of this study.

(c) Sources of revenue. The following table gives the sources of municipal revenue in order of importance and is based on the average for the years 1955, 1956 and 1957:

/Table 6

Table 6

Taxes	S/	878,966.90	67.8 per cent
Miscellaneous	S/	191,627.40	14.8 per cent
Capital income	S/	128,838.82	10.0 per cent
Revenue from public services	S/	96,323.74	7.4 per cent
Total:	S/	1,295,756.86	100.0 per cent

Table 7 shows that the main source of municipal revenue is taxes and the least important, public services. For a more complete picture of the situation, each of the above items must be broken down into its principal components. (See table 7.)

The tremendous importance of the banana tax, which yields 44.7 per cent of the municipal revenue, is clearly apparent. It is followed in importance by the share in the State monopolies, which represents 13.4 per cent. On the other hand, the small proportion of the municipal revenue that is derived from public services is again evident and is, in turn, an indication of just how far these services answer the town's needs.

## 2. Evaluation of the services

(a) Drinking water. The town is practically without drinking water, for the water supplied through the present distribution system is not fit to drink. This system, which is sadly deficient as regards not only the purity of the water but also regularity, pressure, etc., meets only about 10 per cent of the immediate needs of the town and, as would be expected, has a bad effect on the precarious state of public health.

In order to provide the town with a satisfactory water supply, the municipality has concluded a contract with the Inter-American Co-operative Service of Public Health under which a total of 38,000 metres of piping will be installed to serve 3,400 dwellings. Logically enough, the contract provides for all the other necessary work to be done. Since the Housing Census shows that there are 3,919 dwellings, the project will meet the needs of approximately 87 per cent of the population.

The total cost of this undertaking will be 13,545,846 sucres if the waters of the Esmeraldas River are tapped, and about 9.5 sucres million

Table 7

Item	Sucres	Percentage of item	Percent- age of Total revenue
<u>Taxes:</u>			
Banana tax	578 739.17	65.8	44.7
Sales tax	71 147.22	8.1	5.5
Rural property in the various sections of the town	65 361.80	7.4	5.0
<u>Miscellaneous:</u>			
33.33% from monopolies	173 463.76	90.5	13.4
<u>Capital income:</u>			
Lease and sale of land	68 372.96	53.1	5.3
Occupation of public roads	21 264.16	16.5	1.6
Lease of the Municipal Theatre	18 000.00	14.0	1.4
<u>Revenue from public services:</u>			
Electricity	50 121.66	52.0	3.9
Slaughter-house and market	26 156.50	27.2	2.0
Drinking water	12 945.25	13.4	1.0

/if the

if the water is drawn from artesian wells. The rate at which the work is carried out will depend almost exclusively on how much money is made available through the contributions of the municipality, the Reconstruction Fund and the Inter-American Co-operative Service. There is a possibility that it may be completed within a short time, viz., towards the end of 1961 if the expected contributions are forthcoming. The laying of mains in the central section is, in fact, about to begin, and this will mean that paving operations which have been suspended for this reason, can now be completed. This operation will be carried out in the next six months if the approaching rainy season does not prevent it. When it is finished, about 26.3 per cent of the total network, or 10,000 metres, will have been laid.

(b) Electricity. This service is at present in a ruinous state. Its deterioration has been due both to normal wear, aggravated by lack of proper use and maintenance, and to an increasing inadequacy in the face of a growing population, which has been increasing at an annual rate of 9.6 per cent while the lighting and power system has remained stagnant. The results of this situation have been that while in 1955 the amount of electricity available per inhabitant was 15 watts, by 1956 it had fallen to 13.9 watts and in 1958 to 12.4 watts. These figures, of course, are calculated from the installed capacity and the population, but actually the situation is even more serious, since earlier only one of the two 126-kilowatt generators was in service, with the result that the amount of electricity per inhabitant was only 5.2 watts. At the present time there is virtually no service at all because of irreparable damage to the generators.

As a survey by the National Planning and Economic Co-ordination Board has shown that an installed capacity of 1,000 kilowatts is an immediate necessity, only some 30 per cent of the town's needs would be served even if the present installed capacity was in good working order.

For purposes of comparison, the figures for the amount of power available per inhabitant in the other more important towns of the country, which likewise do not have satisfactory service, are from 50 to 55 watts per inhabitant for those with the best service, and 30 watts per inhabitant

/for those

for those with acceptable service. Thus for Esmeraldas to reach the level of the towns with acceptable or moderately good service, the available power per inhabitant would have to be increased by 242 per cent, and in order to equal the towns with the best service, by 403 per cent.

In order to remedy this precarious situation, the municipality has contemplated one immediate and one short-term plan. The first provides for a 15-kilowatt plant in the Cinco de Agosto section, a 45-kilowatt plant in the Bartolomé Ruiz section and a 200-kilowatt plant in the central part of the town. This would make available 10.7 watts per inhabitant.

Under the short-term plan, for which a contract in the amount of 14 sucres million has been awarded, a capacity of 800 kilowatts, or 33 watts per inhabitant, would be provided in two stages. This would give the town acceptable service and open the way for some modest industrial development.

(c) Sewerage. This service was also very deficient until a short while ago, but as the result of a contract with a building firm which has now completed most of its work, considerable progress, as may be seen from the relevant map (No. 3), has been made. The present system covers about 7,300 metres and meets about 20 per cent of the town's needs. This represents a substantial improvement over the former situation when the town had a system of only about 2,600 metres, or barely 6.8 per cent of what is needed. The service is, in addition, of a mixed type and, as will be seen, has considerable deficiencies, particularly if the lack of a proper water-supply system is taken into account. This is the reason for the appalling state of affairs as regards public health.

(d) Transport. The town of Esmeraldas has four types of transport by which to communicate with the rest of the country and with the outside world: land, air, river and sea.

Firstly, it is situated on the banks of the Esmeraldas River, which is navigable to a large extent, and it is served by Ecuadorian coastal vessels, which provide a daily service, and by foreign ships, of which an average of nine a month come to pick up bananas.

/secondly, by

Secondly, by means of an aerodrome on the opposite side of the Esmeraldas River, Esmeraldas is connected with the domestic air network through five weekly flights provided by two Ecuadorian airlines "Area" and "Tao", and daily flights by a company which flies small aeroplanes between the main towns of the coast. Both the air and sea transport facilities are reasonably well taken care of.

Thirdly, the town of Esmeraldas is connected with the inter-Andean region of the country by the Quito-Santo Domingo-Quinindé-Esmeraldas highway, which is now in operation except for one stretch that will be completed by the end of this year. There is already a daily bus service on this road.

Fourthly, the Esmeraldas River serves to connect the town with the interior, small motor-boats being used on the main river and more primitive craft on the tributaries.

Finally, urban transport does not present major problems, because of the town's size. There is an urban transport line which has eleven buses and four vans that provide regular service between 6.15 a.m. and midnight. In addition there is a taxi service in the town which has nine cars. The town may thus be said to be quite well served as regards urban transport, although there is not yet much need for it.

### 3. Social, cultural and public health services

These services are as follows.

#### A. Education and culture

1. Illiteracy in the town of Esmeraldas was investigated in the 1950 Population Census. The total population over ten years of age as counted for this purpose was 9,319 persons, of whom 7,157 knew how to read and write, the literacy rate thus being 76.8 per cent. This percentage may be considered gratifying in view of the national average.

Because of the lack of up-to-date statistical and other data little is known about the present situation. However, in the absence of other evidence, the same percentage as for the census may be accepted, since nothing suggests that there have been substantial changes.

#### /2. Pre-school

2. Pre-school education. The figures for 1958 are four kindergartens, with 427 children enrolled, 284 in attendance and nine teachers. These figures show that only a minority of the children between four and five years of age are taken care of in this respect. Those who live in the poorer and marginal districts do not make use of these services, chiefly for economic reasons. A noteworthy point is the high rate of absenteeism, amounting to 33.5 per cent.

3. Primary education. In 1958 there were sixteen schools, with 4,956 children enrolled and 3,644 attending. The rate of absenteeism - 26.5 per cent - is thus seen to be very high.

The number of persons of school age in January 1958 can only be estimated in a very general way for lack of essential information. On the basis of the same percentage as was found in the 1950 census for the group aged six to fourteen, those being the ages between which primary education is compulsory, the total number of persons eligible for primary schools in 1958 would be 5,512. As the actual enrolment was 89.9 per cent of this figure, the conclusion is that only 10.1 per cent are completely outside the influence of the schools - a rather gratifying fact. On the other hand, if the absenteeism amounting to 26.5 per cent is taken into account, the percentage of non-attendance is seen to be 36.6, which is a very high figure that can have dangerous consequences for the economic and cultural development of the town.

No specific information is available on the extent to which the primary-education facilities have grown between 1950 and 1958.

The primary schools have two main sources of support: the State, to the extent of 89.95 per cent of the enrolment, and private funds to the extent of 10.05 per cent.

4. Secondary education. There are three schools: one for liberal arts, one for vocational training, and one for the training of teachers for rural schools.

(a) The liberal arts school, which is known as the "Cinco de Agosto" College of Esmeraldas, provides six courses. The number of students rose from 149 in 1950 to 262 in 1958, an increase of 75.8 per cent.

A group of about twenty well-off students attend secondary schools in the capital of the Republic.

(b) The "Luis Tello" vocational school provides a four-year course in the following subjects: for young men - mechanics (18 pupils attending), tailoring (27) and carpentry (3); for young women - dress-making (30) and needlework (8). The school does not have enough tools and machinery to give the best kind of vocational training. The carpentry workshop is the best equipped and is also mechanized to some degree; unfortunately it only serves three pupils. The employment opportunities for those who have been trained in mechanics and carpentry are good, although there is a need for more extensive practical training. For tailoring, the opportunities are more limited, because there are already enough good tailoring establishments to meet the demand, which, in addition, is being satisfied by migrants from the mountain areas. Between 1950 and 1958, the enrolment rose from seventy-two to 100, an increase of 38.9 per cent. This school should be improved with a view to training skilled workers who would make a valuable contribution to the economic development of the town and province. There should be more equipment and machinery for the mechanics course, and specialized courses in such branches of carpentry as housing construction and shipbuilding should be provided so as to attract more pupils. Additional courses in other types of industry and in farming should likewise be instituted.

(c) The "Luis Vargas Torres" teacher-training college is supposed, in theory, to train teachers for the rural schools but in practice supplies the needs of both the urban and the rural schools of the province. The enrolment has risen from fifty-one in 1950 to 131 in 1958 and has thus increased by 156.9 per cent. The school premises are inadequate, and while there are some facilities for training in carpentry, there are none for training in farming. Training in the social sciences must be improved in order to prepare the future teacher for the task of fostering community life.

5. The Casa de la Cultura Ecuatoriana (Ecuadorian Cultural Association) has a provincial branch at Esmeraldas, which endeavours to promote culture through the publication of two reviews at irregular intervals and the sponsoring of cultural events. It also maintains a small art museum and a collection of prehistoric remains, coming mainly from La Tolita. The annual funds provided by the headquarters of the Association amount to 80,000 sucres.

6. A worth-while new project. A bill under consideration by the Legislature in 1958 contains provisions that are of importance for the economic and cultural advancement of Esmeraldas. It deals with the establishment of an "Institute of Farming and Rural Education", which would have three basic purposes of particular value to the town and the province, namely:

- (a) The training of technicians and qualified workers for the various branches of farming;
- (b) Improved training for rural school-teachers;
- (c) Training for adults in improved farming methods and living conditions.

B. Welfare institutions and services

There are various organizations in the town which are concerned with social welfare and cultural improvement. The most important of these are given in table 8, which lists the organizations and their sponsors and describes their functions and the benefits which they offer.

It is clear from the data in table 8 that the town has a number of welfare services both for children and for needy mothers and also organizations engaged in neighbourhood improvement and in cultural and recreational activities for young persons. While these activities are generally beneficial, they are unfortunately too restricted in scope, and the available resources and means are too limited for more than a fraction of the potential beneficiaries to be reached.

As regards the district committees, their activities had unfortunately not continued. Moreover, in the opinion of some persons, these committees were characteristic of a particular phase in the political and administrative life of the community.

Table 8  
WELFARE AND CULTURAL ORGANIZATIONS AT ESMERALDAS

Number of units	Name	Sponsor	Function	Benefits and remarks
1	<u>Maternal and Child Welfare Centre</u>	Division of Welfare	Health care for children up to twelve years of age. Care of expectant mothers.	Between January and September 1958, the following services were provided: 1 872 consultations for children; 828 consultations for mothers; 915 dental extractions for mothers and for children of pre-school and school age.
1	<u>Crèche No. 8</u>	General Bureau for State Homes (Ministry of Social Welfare)	Care and attention during the day for children aged twenty days to three years. Provides medical attention and food, clothes and rest in cradles. Attended by children of mothers without means who work during the day.	Capacity - forty children; sometimes exceeds this figure by 25 per cent.
1	<u>Nursery No. 3</u>	General Bureau for State Homes (Ministry of Social Welfare)	Conducts a kindergarten for children aged three to six years. Offers the same services as the crèche and, in addition, pre-school education.	Capacity - fifty children. Frequently exceeds this figure by 25 per cent.
1	<u>Children's Home No. 5</u>	General Bureau for State Homes (Ministry of Social Welfare)	School for the rehabilitation of neglected and maladjusted children, children who show behaviour abnormalities and in some cases juvenile delinquents. This is a boarding school, providing food, lodging and clothing. Unfortunately, there are no facilities for vocational training. While some contact for the purpose of more effective rehabilitation is established with the child's home, the educational and social guidance could be improved.	Capacity - eighty pupils. Insufficient to meet the demand.
4	<u>4F Clubs</u>	Inter-American Agricultural Co-operative Service.	Endeavour to arouse interest in agricultural activities. Instruction and training is given in new agricultural methods and in the rearing of poultry and domestic animals.	No particulars were available.
1	<u>"Cinco de Agosto" Club</u>	Private enterprise	Youth organization to encourage sports and cultural and social activities, such as electing queens at festivities, and organizing lectures and cultural activities.	Estimated at some thirty members.
Several	<u>District Committees</u>	Private enterprise	To promote the progress of the district. They have on occasion concerned themselves with civic hygiene. They sponsor sports events and social and cultural activities such as the election of queens, encouragement of open-air theatre and folk-art contests. At present they are going through a period of inactivity.	No data. The greater part of the population is said to have taken part.

Source and compilation: National Planning and Economic Co-ordination Board.

C. Medical and health facilities

Table 9 - which gives the names of the agencies providing these facilities and the names of their sponsors, lists their most important activities and some of their requirements and makes various suggestions - is provided as a guide to the most important aspects of the work being done in this field.

The following general conclusions can be drawn from the data in this table:

There are institutions and services at Esmeraldas for providing the most important types of medical care, but, unfortunately, almost all of them lack the material and technical resources necessary for improving this care. Moreover, the services provided are inadequate to meet the town's needs as regards both the prevention and the treatment of sickness.

The medical care provided by the Social Security Service is clearly superior in quality as a result of the resources at its disposal and the backing of a strongly financed national organization which has a real understanding of the problem. This care will be even more comprehensive when the Service has finished building and equipping its hospital.

At Esmeraldas, as everywhere in the country, there has been no co-ordination of medical service with a view to improving them and to reducing administrative and operational costs.

A final point of interest is the size of the professional medical staff on whom the town can count for medical care. The data in October 1958 were as follows: nine physicians, five dentists, one graduate nurse and four nursing aids. These numbers are insufficient to meet the needs of the people, and in addition, one of the physicians offers nursing home facilities for well-to-do patients.

MEDICAL AND HEALTH FACILITIES AT ESMERALDAS

Name	Sponsor	Activities and statistics	Requirements and comments
Malaria control	Formerly a branch of the Inter-American Co-operative Service of Public Health; now part of the National Malaria Eradication Service.	When it came under the Co-operative Service, the campaign was all inclusive, but at the present time no provision is made for the control of mosquito breeding grounds. The following services are provided: (a) DDT for all dwellings in the town every six months. (b) Disinfection with dieldrin once a year. (c) Laboratory and diagnostic services. (d) Occasional supply of some drug.  The programme is the joint responsibility of: <u>UNICEF</u> , which provides insecticides and equipment; <u>WHO</u> , which provides internationally-recruited technicians; and the National Government, which makes a financial contribution in respect of staff, services, administration and the like. In 1957, a total of 4 003 dwellings and 22 703 individuals were assisted.	Some fresh outbreaks are occurring, which may have their origin within the town or outside. It would be advisable to round out the campaign by making provision for the control of mosquito breeding grounds.
Anti-yaws campaign	Inter-American Co-operative Service of Public Health and National Health Service.	From 1950 to 1958. It covers Esmeraldas province and affected areas of Manabí and Pichincha. The incidence, which was 24 per cent in 1950, has been reduced to 0.4 per cent. Funds during the period more than S/3.5 million, contributed by the two institutions to the extent of almost 50 per cent.	The Co-operative service hopes, in view of the low incidence, to transfer the campaign to the National Health Service in 1960. Present problem: immigrants from Colombia suffering from the disease.
Vaccinations	National Health Service	Have been given against smallpox and typhus. No local statistics are available. The following data relate to the province in 1957: 25 200 anti-smallpox, 1 000 anti-typhus and 500 anti-whooping cough vaccinations.	
Infectious diseases (venereal)	National Health Service	Control and occasional treatment. From 1957 to September 1958, 113 prostitutes were examined. In 1957, 55 new cases of syphilis and 19 of gonorrhoea were recorded. Inspectorate keeps a check on brothels and dance halls.	The most serious problem is that treatment is not continued and that there is no way of keeping a check on propagation, especially prostitutes.
Other infectious diseases	National Health Service	Reported cases are treated in the isolation ward of the hospital.	
General out-patient Service	National Health Service	Treatment is given by a physician. No statistical data.	
Sanitation, waste disposal	Municipality	The municipality is responsible for these services, although they are occasionally provided by the district committees.	Both resources and staff are in short supply. Sites for waste disposal are totally inadequate.
Sewage and water supply (sanitation)		Is explained in another section.	
"Delfina Torres de Concha" hospital	Division of Welfare	The only hospital in the town. Services provided: out-patient, gynaecology, surgery, laboratory and pharmacy. All types of patient, including those with certain infectious-contagious diseases, are accepted; there are fourteen beds for children. There are three types of accommodation: (a) <u>free</u> , with hospital	The only private hospital at Esmeraldas. Its capacity is inadequate in relation to needs, especially in the case of bed patients. The increase in population has exercised strong pressure for an increase in services. Anti-malaria campaigns have fortunately

Table 9 (continued)

Name	Sponsor	Activities and statistics	Requirements and comments																		
		<p>care and medicine; (b) reduced rate - S/40.00, all services, except medicine, provided; (c) special rate - S/ 100.00 a day, all services included. This hospital serves members of the Social Security Service, the costs being paid in advance by this institution.</p> <p>Statistics:</p> <table> <tr> <td>(a) 1950 - out-patients</td> <td>1 008</td> <td>100%</td> </tr> <tr> <td>1957 " "</td> <td>15 351</td> <td>1 523%</td> </tr> <tr> <td>(b) 1950 - bed patients</td> <td>2 082</td> <td>100%</td> </tr> <tr> <td>1957 " "</td> <td>3 211</td> <td>154%</td> </tr> <tr> <td>(c) 1950 - funds available -</td> <td>S/ 538 461</td> <td>100%</td> </tr> <tr> <td>1957 - funds available</td> <td>S/ 1 373 032</td> <td>255%</td> </tr> </table>	(a) 1950 - out-patients	1 008	100%	1957 " "	15 351	1 523%	(b) 1950 - bed patients	2 082	100%	1957 " "	3 211	154%	(c) 1950 - funds available -	S/ 538 461	100%	1957 - funds available	S/ 1 373 032	255%	<p>reduced the incidence of malaria. On the other hand, the incidence of parasitism is over 30 per cent. The 118 beds available are not enough. Out-patients have increased fifteen-fold in 8 years. Number of bed patients has increased by 54 per cent. Funds have increased 2 <math>\frac{1}{2}</math> times in the same period. There are plans for adding 70 beds.</p>
(a) 1950 - out-patients	1 008	100%																			
1957 " "	15 351	1 523%																			
(b) 1950 - bed patients	2 082	100%																			
1957 " "	3 211	154%																			
(c) 1950 - funds available -	S/ 538 461	100%																			
1957 - funds available	S/ 1 373 032	255%																			
<u>Social Security clinic and hospital</u>	Medical Department of the Social Security Service. For members of the Pension and Insurance Funds.	<p>Data for the period 1950 - 1957:</p> <p>(a) <u>Medical services</u>  In the clinic (yearly average)  2 280 cases  At home (yearly average) 90 cases</p> <p>In hospital (Yearly average) 123 cases</p> <p>(b) <u>Dental services</u> ( " " ) 398 cases</p> <p>(c) <u>Cost of all services</u> ( " " ) S/ 335 621</p>	<p>The Social Security Service is having its own hospital built. In December 1958, 60 beds will become available. Subsequently the number will be increased to 120. For hospital cases, 16 beds are permanently reserved in "Delfina Torres de Concha" hospital. The cost of the hospital in its first stage amounts to S/ 2 264 700 for construction.</p>																		
<u>LEA clinic</u>	Liga Ecuatoriana Antituberculosa	Has 16 beds permanently in use. The clinic attends to an average of 42 patients a day.																			
<u>Provincial Red Cross</u>	National Red Cross	Emergency services. Available funds in 1955, S/96 000 00.																			

Source and compilation: National Planning and Economic Co-ordination Board.

D. Government and government-subsidized cultural and social institutions

- (1) The Provincial Office of Education is concerned with pre-school and primary education. It comes directly under the Ministry of Education. A provincial director and three school inspectors are responsible for school supervision in the province.
- (2) Casa de la Cultura Ecuatoriana, Esmeraldas branch. This branch is allotted an annual amount of 80,000 sucres under the budget of the organization. The funds are derived from a share in the customs duties on imports.
- (3) Division of Welfare. This agency serves the entire province. The National Department of Welfare is an independent agency operating in its own premises and having its own income, but it also receives subsidies from the State. In 1957, the budget of the Esmeraldas office amounted to 2,665,142.00 sucres.
- (4) Provincial Health Service. This is part of the National Health Service, which in turn comes under the Ministry of Social Welfare.
- (5) LEA Clinic. This is maintained by the Liga Ecuatoriana Antituberculosa, an independent agency, and is allotted a specified sum for its operation. The headquarters of the organization are at Guayaquil, and the national budget amounted in 1955 to 31,028,872 sucres.
- (6) Esmeraldas Red Cross. This is a branch of the National Red Cross, which has its headquarters in the Republic's capital and has its own source of revenue. The budget for Esmeraldas province in 1955 was 96,000 sucres.

4. Social Security Service

1. The Social Security Service of Ecuador is an independent agency in which membership is compulsory. It operates through the following bodies:

- (a) National Social Security Institute, which is responsible for the administration, supervision and control of social insurance;
- (b) Pension Fund, for government and municipal employees, employees of banks and private insurance companies, employees of the Fund

/itself and

itself and voluntary contributors;

(c) Insurance Fund, for non-government salaried employees and wage earners;

(d) Medical Department, which provides sickness and maternity insurance for members of the two Funds.

In 1957, the total number of members in the two Funds at Esmeraldas was estimated at 2,000, i.e. about 11 per cent of the entire population of the town.

2. Social security contributions are made by members and employers. Compulsory contributions to the Pension Fund are as follows: a personal contribution of 10 per cent of salary, distributed in the following manner: 5 per cent for retirement and widows' and orphans' pensions; 1 per cent for the funeral co-operative; 2 per cent for medical services and 2 per cent for the retirement co-operative. The employer's contribution is effected as follows: when the employer is not the State, 7 per cent of the salaries of the members; when the State is the employer: 5 per cent of the widows' and orphans' pensions paid to the survivors of deceased State pensioners; 40 per cent for retirement pensions paid by the Fund; and 5 per cent for the general financing of the Social Security Service. Voluntary members contribute 14 per cent of their salaries, of which 5 per cent goes to the Insurance Fund, 2 per cent for retirement benefits and 1 per cent for funeral benefits in the case of certain groups. The employer's share consists of 6 per cent of the voluntary member's salary or wages. The State as employer covers 5 per cent of the wages and 40 per cent of the retirement pensions paid to its employees in this Fund.

3. Social security benefits are as follows:

(a) Medical aid, to which reference has already been made in the case of Esmeraldas. It is only necessary to add that under the regulations certain cash benefits are payable in cases of temporary incapacity for work and during a certain period before and after childbirth.

/(b) The various

(b) The various benefits are as follows:

- (i) Regular and invalidity pensions, averaging 75 per cent of the contributions paid during the five years in which the amount of contributions was highest. These pensions become payable upon the completion of twenty-five years of contributory service at the age of sixty, or the completion of thirty years of service at the age of fifty-five.
- (ii) Widows' and orphans' pensions.
- (iii) Funeral Fund.
- (iv) Retirement benefit, the amount of which is determined by the length of the contributory service and the total amount of pensionable remuneration.

The exact amount of the Social Security benefits received in the town of Esmeraldas could not be determined because the available data relate to the province rather than to the town. However, estimates have been made which are probably not far wide of the mark. The data in table 10 relate to Social Security payments received by beneficiaries in the town of Esmeraldas between 1950 and 1957.

There has been a progressive increase in the benefits paid, and the total over the eight-year period came to approximately 2 sucres million. This represents a considerable amount of aid, especially as regards welfare and social security.

(c) Loans:

- (i) Loans against promissory notes, up to an amount of three times the salary, repayment in thirteen months through monthly deductions (except in December) interest 4 per cent per annum.
- (ii) Mortgage loans for house purchase. Terms - twenty-five to thirty years; mortgage insurance in the event of the mortgagor dying. These loans are subject to the following scale, which is that of the Social Security Service and is offered by way of example in view of the impossibility of obtaining more comprehensive data from the Pension Fund.

Table 10

SOCIAL SECURITY PAYMENTS AT ESMERALDAS

Year	Pensioners		Widow's and orphans' pensions		Funeral benefits		Funeral fund		Retirement Pensions		T o t a l s	
	No.	Value Sucres	No.	Value Sucres	No.	Value Sucres	No.	Value Sucres	No.	Value Sucres	No.	Value Sucres
1950	12	41 200	60	17 000	1	490	7	41 600			80	100 290
1951	13	61 000	80	51 300			4	27 000			97	139 300
1952	20	76 000	79	51 300	6	4 100	10	40 900			115	172 300
1953	22	116 000	83	46 000	3	3 600	6	38 000			114	201 600
1954	26	118 900	90	45 100	1	300	8	42 200			125	206 500
1955	25	121 500	101	55 000	2	1 800	8	34 900	6	17 800	142	231 000
1956	26	152 000	102	69 800	1	1 200	6	56 600	41	65 900	176	345 500
1957	28	161 700	110	84 000	2	1 200	10	85 100	66	93 300	216	425 300
											1 065	1 821 790

/The number

The number of members at Esmeraldas who are eligible for or have already obtained such loans is also given.

In 1957, 196 loans against promissory notes, amounting to 319,311 sucres were made by the Insurance Fund (it was not possible to obtain information from the Pension Fund), and sixteen mortgage loans, totalling 798,173 sucres were made by the two Funds.

In connexion with the earthquake, the Social Security Service offered special assistance for the repair of damaged dwellings which had been purchased with its mortgage loans. This assistance was in the form of an extension of the loan and an increase in its amount by 30 per cent.

In addition, the Social Security Service in 1957 refunded a total of 257,717 sucres in contributions to 223 persons who had ceased to be members, and a total of 219,274.83 sucres from reserves to 206 members of the Insurance Fund.

The activities of the Social Security Service at Esmeraldas are unquestionably of positive benefit to its members there.

##### 5. Labour laws and their enforcement

Relations between employers and workers are governed by the Labour Code and by the regulations that have been made to give it effect.

The worker is free to engage in any lawful work of his choice. All work must be remunerated.

The rights which the Labour Code confers on workers cannot be revoked. It is the duty of the judicial and administrative authorities to afford the workers suitable and proper protection. The Code lays down the terms of individual and collective work contracts.

There are minimum salaries and wages for workers, which must provide the worker, as head of the family, with the ordinary necessities of life, and these are fixed by special committees which generally operate in the provincial capitals.

The law protects the workers' interests by laying down regulations regarding security of tenure.

/The employer

The employer is obliged to provide the necessary assistance during the period in which a worker is recuperating from injuries suffered in the course of his work, and the employer is not entitled to any reimbursement for this assistance.

All workers' associations are under State protection so long as they devote their activities to improving the economic and social conditions of the workers.

The collective suspension of work or a strike by workers making common cause is a right recognized under the Code.

There is a Labour Commission in the town of Esmeraldas which has jurisdiction over labour disputes in the canton and exclusive jurisdiction in the settlement of claims arising out of labour relations in general. An appeal from a decision of this Commission lies to the higher district court (at Quito), and a further appeal, to the Supreme Court.

The labour laws provide a general safeguard for the worker. This is also the case at Esmeraldas, but the benefits would be even greater if the workers' organizations were to pursue their aims consistently.

#### 6. Housing programmes and laws

A municipal ordinance lays down regulations, affecting new buildings, but, unfortunately, it has not been implemented. Only the zoning regulations are observed in a general way, but in the outlying districts even these are ignored.

Because of the earthquake, it has been suggested that the Code governing the construction of earthquake-proof buildings should be extended to Esmeraldas. This Code applies to the mountain provinces of Cotopaxi, Tungurahua and Chimborazo where this measure was adopted in consequence of the earthquake of 5 August 1949, which did great damage in those provinces.

#### 7. Special services to assist migrants

There are no such services either in the town or in the places where the migrant population originates. Migration is a completely spontaneous movement that is entirely ignored, and the migrants receive no guidance whatever.

Table 11

Wages (in sucres)	Amount of loan (in sucres)	Number of members at Esmeraldas in each category
Up to 200	8 200	444
201 - 400	19 134	287
401 - 600	32 269	242
601 - 800	41 174	231
801 - 1 000	50 080	156
1 001 - 1 200	58 985	91
1 201 - 1 400	67 890	45
1 401 - 1 600	76 796	78
1 601 - 1 800	85 701	38
1 801 - 2 000	94 606	28
2 001 - 2 200	100 000	15
Over - 2 000	100 000	76

IV. POPULATION

1. Population growth

The source material in this regard is as follows: Population Census of 30 November 1950; a special survey carried out in April 1956 by the National Planning and Economic Co-ordination Board in co-operation with the Central Statistical and Census Office; birth and death statistics for the period 1951-1956; and the Housing Census taken on 29 January 1958 after the last earthquake.

2. Population changes

The following table gives the population figures for various years:

Table 12  
 POPULATION CHANGES IN THE TOWN OF ESMERALDAS

<u>Year</u>	<u>Total population on 1 January</u>	<u>Immigration</u>	<u>Births</u>	<u>Deaths</u>	<u>Total on 31 December</u>
1951	14,959 <sup>a/</sup>	670	702	377	15,954
1952	15,954	970	812	366	17,370
1953	17,370	380	809	402	18,157
1954	18,157	140	816	415	18,743
1955	18,743	870	916	391	20,093

Source: 1950 Census; Central Statistical and Census Office; and National Planning and Economic Co-ordination Board.

Compilation: National Planning and Economic Co-ordination Board.

a/ This figure represents the population as recorded on the date of the census plus natural increase to 1 February. It relates to the town proper, together with a rural area administered by the town.

/The lack

The lack of data on immigration, births and deaths after 1955 makes it impossible to carry the analysis up to the present time. Nothing more is available than the results of the Housing Census of February 1958. This was confined to the town proper, and the total population recorded was 24,230, a figure which is larger than would have been expected from the general rate of increase for the years 1951 to 1955. This means that the population of Esmeraldas grew more rapidly after 1955 than in the preceding five years, but the extent to which this was attributable to natural increase and to migration cannot be ascertained.

3. Rates of population growth

(a) Total rate. To determine this rate, figures for the population as at 30 June of each year over a period of four years were used. The results are shown in the following table:

Table 13  
TOTAL RATE OF GROWTH

<u>Year</u>	<u>Population on 30 June</u>	<u>Total Increase</u>	<u>Rate of increase (per cent)</u>
1951	15,456	1,206	7.80
1952	16,662	1,101	6.07
1953	17,763	687	3.87
1954	18,450	968	5.26

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Compilation: National Planning and Economic Co-ordination Board.

On the basis of these figures, the average rate of growth over the four-year period, due to both natural increase and migration, was 5.75 per cent.

(b) Rate of natural increase. Data covering a period of five years were used to determine this rate, and the results are shown in the following table.

/Table 14

Table 14  
 NATURAL INCREASE

<u>Year</u>	<u>Population on 30 June</u>	<u>Natural increase</u>	<u>Rate of increase (per cent)</u>
1951	15,456	325	2.10
1952	16,662	446	2.68
1953	17,763	407	2.29
1954	18,450	401	2.17
1955	19,418	525	2.70

Compilation: National Planning and Economic Co-ordination Board.

On the basis of the above figures, the average for the entire period was 2.39 per cent.

(c) Birth and death rates. The results in the following table are based on the available data for the period 1951-1955.

Table 15  
 BIRTH AND DEATH RATES

<u>Year</u>	<u>Birth rate (per cent)</u>	<u>Death rate (per cent)</u>
1951	4.54	2.18
1952	4.87	2.20
1953	4.55	2.26
1954	4.42	2.25
1955	4.72	2.01

Compilation: National Planning and Economic Co-ordination Board.

For the entire period, the average birth rate is 4.62 per cent and the average death rate 2.18 per cent.

/3. Population distribution

### 3. Population distribution by age and sex

The only available data are found in the 1950 census. The following observations can be made:

(a) Structure of the population by five-year periods and by sex.

Table 16 gives the figures for each group.

On the basis of the figures in table 16, a population pyramid as shown in the accompanying diagram has been prepared. The population structure revealed by this pyramid is one with a very large reservoir of manpower which will progressively swell the ranks of the economically-active age-groups. It is also to be noted that, as far as males are concerned, the formation of the pyramid follows an almost regular pattern. As is natural, the lowest age-groups are the largest, and the subsequent age-groups become progressively smaller. These are characteristics of a young population, with a high natural rate of increase.

(b) The population by sex. In 1950, the number of females at Esmeraldas was slightly larger than the number of males, the respective percentages being 51.56 and 48.44. According to the Housing Census of February 1958, there were, out of a total population of 24,230, 11,721 females or 48.37 per cent, and 12,509 males, or 51.63 per cent. Thus, between 1950 and 1958, the sex composition of the population underwent a change.

(c) The population by broad age-groups. Another important aspect of population is the division by broad age-groups. For Esmeraldas in 1950, the division in this regard was as follows:

- (i) Up to fourteen years, the period of physical and intellectual development, the absolute figure was 6,301 and the percentage 42.22;
- (ii) From fifteen to fifty-nine years, the reproductive and economically active ages, the figure was 8,024 and the percentage 53.77;
- (iii) In the seventy and over group, which for the most part has ceased to be active, the figure was 595 and the percentage 4.0;

Table 16

POPULATION OF ESMERALDAS BY AGE-GROUPS AND SEX

No.	Age-group	Total	Male	Female
1	Up to 4 years	2 448	1 234	1 214
2	5 - 9 years	1 970	990	980
3	10 - 14 years	1 883	925	958
4	15 - 19 years	1 632	733	899
5	20 - 24 years	1 654	789	865
6	25 - 29 years	1 255	648	607
7	30 - 34 years	867	411	456
8	35 - 39 years	765	361	404
9	40 - 44 years	654	315	339
10	45 - 49 years	505	245	260
11	50 - 54 years	450	212	238
12	55 - 59 years	242	112	130
13	60 - 64 years	225	108	117
14	65 - 69 years	123	55	68
15	70 - 74 years	111	41	70
16	75 - 79 years	49	19	30
17	80 - 84 years	44	18	26
18	85 - 89 years	17	6	11
19	90 - 94 years	14	2	12
20	95 and over	12	2	10
	Unspecified	4	3	1
	<b>Total</b>	<b>14 924</b>	<b>7 229</b>	<b>7 695</b>

Source: Population Census of 30 November 1950.

Compilation: National Planning and Economic Co-ordination Board.

(iv) The population of unspecified age consisted of only four persons and represented only 0.01 per cent of the total.

The preceding data show that Esmeraldas has a large manpower reserve, which, in turn, means a greater demand for health, welfare and educational facilities.

The active group is the largest, exceeding 50 per cent. This means that the population's working and reproductive capacity is high, a factor that will be of special importance for the economy if the facilities for education and for vocational and technical training can be improved. The continuous increase in the active population also means that there must be some kind of planning for providing work and avoiding unemployment.

4. Data on migration. Some important conclusions can be drawn from the special survey carried out by the National Planning and Economic Co-ordination Board in April 1956 on migration into the town of Esmeraldas and to other points on the coast which have a special attraction for migrants. The main results of this survey are summarized in the following table, which shows the volume of migration and the total number of migrants, classified by sex, from February 1951 to February 1956 inclusive.

Table 17

MIGRANTS CLASSIFIED BY YEAR OF ARRIVAL AND BY SEX

Year of arrival	Total migrants	Percentage in each year	Male	Female	Male (percentage)	Female
Entire period	3,700	100%	1,830	1,870	49.46	50.54
1951	670	18.1	300	370	44.78	55.22
1952	970	26.2	530	440	54.64	45.36
1953	380	10.3	180	200	47.37	52.63
1954	140	3.8	80	60	57.14	42.86
1955	870	23.5	470	400	54.02	45.98
1956	670	18.1	270	400	40.30	59.70

Source and compilation: National Planning and Economic Co-ordination Board.

/ The above

The above information shows that although there is a regular flow of migrants, the numbers vary markedly from year to year, owing undoubtedly to fluctuations in economic activity. Thus the year 1952, which was the period in which migration was at its highest, was also the record year for banana exports through this port. With regard to the sexes, it is curious to note that the number of female migrants exceeded that of males by 1.08 per cent. The explanation for this may be that families frequently move in with all their members, among whom women apparently predominate.

Migrants by age-groups. In dealing with this aspect, the following four age-groups have been taken into consideration: up to four years, the formative period; from four to five years, the formative and pre-school period; from six to fourteen years, the primary-school period; and from fifteen to fifty-nine years, the reproductive and working period. The figures for these groups, and also for persons of unspecified age, are given in the following table:

Table 18  
 MIGRANTS BY AGE-GROUPS

Age-group	Number in each group	Percentage in each group
<u>Province total</u>	<u>3,700</u>	100.0
Up to 4 years	270	7.3
4 to 5 years	180	4.9
6 to 14 years	770	20.8
15 to 59 years	2,460	66.5
Age unknown	20	0.5

Source and compilation: National Planning and Economic Co-ordination Board.

The above figures make it clear that the economically-active members of the population account for the highest percentage of migrants, that is to say, the town has the advantage of receiving persons who are trained

/and able

and able to go straight into economic production. Next comes the six to fourteen age-group, which entails an increase in primary-school facilities. Migrants who have reached retiring age are virtually non-existent, for they are presumably included in the "age unknown" group, which is of trifling importance. These figures confirm that the migratory movement essentially involves persons seeking work who appear to move as families and consist largely of younger people.

Migrants by place of origin. The following table shows the number of migrants who have come from the various places of origin:

Table 19  
 MIGRANTS BY PLACE OF ORIGIN

<u>Place of origin</u>	<u>Total</u>	<u>Urban</u>	<u>Rural</u>
Azuay	80	80	-
Bolívar	-	-	-
Cañar	-	-	-
Carchi	20	20	-
Cotopaxi	130	110	20
Chimborazo	20	10	10
El Oro	150	150	-
Esmeraldas	310	170	140
Guayas	780	710	70
Imbabura	30	30	-
Loja	10	10	-
Los Ríos	80	20	60
Manabí	1,160	620	540
Napo Pastaza	10	-	10
Pichincha	520	420	100
Tungurahua	30	20	10
Zamora Chinchipe	30	30	-
<u>Palestine</u>	10	10	-
<u>Colombia</u>	290	290	-
<u>United States of America</u>	40	40	-
<b>Total</b>	<b>3,700</b>	<b>2,740</b>	<b>960</b>

/The above

The above figures show that more migrants come from an urban (74.05 per cent) than from a rural environment (25.95 per cent).

The places of origin of the migrant population make up a veritable patchwork of the provinces of the country. The coastal provinces of Manabí and Guayas take the two first places with 31.35 and 21.08 per cent respectively. Of the mountain provinces which have made a major contribution, Pichincha with 14.05 per cent takes the third place in the whole table. This is easily explained by the high population density and the possible surplus of professional and skilled workers in that province. Other factors may be its nearness to Esmeraldas and the recent improvement in transport facilities.

Recorded foreign immigration originated in three countries - Colombia, the United States and Palestine - and accounted for 6.49 per cent of the total number of migrants.

Occupations of migrants. Also of interest are the different occupations pursued by the economically-active migrant population after settling in the town. This information is given in the following table.

Table 20  
 OCCUPATIONS OF THE MIGRANT POPULATION

Occupation	Number of migrants	Percentages
<u>Total</u>	<u>1,690</u>	<u>100.0</u>
Agriculture	40	2.4
Industry and handicrafts	200	11.8
Commerce	560	33.2
Transport	190	11.2
Services	450	26.6
Other	250	14.8

Source and compilation: National Planning and Economic Co-ordination Board.

/According to

According to these figures, commerce and services take first place, this being due to the increase in economic activity and in the provincial civil service. Industry and transport come next as an inevitable consequence of the soaring growth of the town's population and business activities and the consequent demand for more types of production and more transport facilities.

In any case, the high proportion of migrants employed in commerce and services is indicative of a lack of opportunity in productive work, and this suggests that there is some concealed unemployment. Economic development in this part of the country, and in the town of Esmeraldas in particular, has been so uncontrolled and haphazard that part of the migrant population has had to engage in low-productivity occupations which are, generally speaking, of a precarious nature.

## V. OCCUPATIONAL STRUCTURE

### 1. Number of persons employed in industry and rate of industrial growth

Some 115 persons are engaged in industrial activities, the average being 4.4 persons per industrial establishment. This average gives some idea of the size of the industrial establishments, which as a rule are little more than workshops.

The absence of any manufacturers' organization or of any other body responsible for supervising the establishment of industrial concerns makes it impossible to calculate the rate of industrial growth. There has, however, been virtually no expansion of industrial activity in the last few years. One insurmountable obstacle has been the difficulty or even impossibility of obtaining electric power, and another has been the shortage of water and of other essentials for industrial development.

### 2. Size and typical features of industrial establishments

The average of 4.4 employees per industrial establishment makes it clear that the existing industries in the town are at an early stage of development and are all of small size. The most important are the saw-mills, followed by the carbonated beverage and the ice factories, which are on a modest scale, and then by the factories making cement pipes and tiles and by a few bakeries.

Other characteristic features of these establishments, in addition to their small size, are their unpretentious and obsolete equipment, necessitating reliance chiefly upon manual labour, and a tendency merely to meet the immediate requirements of the population and the demand from overseas for certain types of timber. In other words, industry in the town is at the earliest stages of its development.

### 3. Figures for occupations

According to the results of the Housing Census taken in January of this year, the heads of households were engaged in the following occupations:

/Occupation

<u>Occupation</u>	<u>Number of persons</u>	<u>Occupation</u>	<u>Number of persons</u>	<u>Occupation</u>	<u>Number of persons</u>
Civil engineers	5	Missionaries	1	Tinsmiths	1
Mechanical engineers	1	Photographers	7	Plumbers	2
Surveyors	1	Book-keepers	28	Welders	4
Agronomists	4	Clerks	395	Electricians	10
Pharmacists	3	Shopkeepers	409	Printers	3
Lawyers	9	Farmers	620	Kewellers	6
Teachers	65	Stock-breeders	8	Watchmakers	2
Physicians	10	Fishermen	177	Carpenters	214
Dentists	7	Labourers	724	Boat-builders	10
Nurses	9	Seamen	140	Cabinet makers	7
Midwives	1	Van drivers	8	Sawyers	19
Veterinarians	2	Drivers	59	Coach-builders	1
Radio operators	11	Mechanics	83	Upholsterers	1
Journalists	1	Tractor drivers	2	Painters	8
Tailors	48	Dressmakers	34	Masons	73
Hat-makers	1	Shoemakers	28	Saddlers	2
Hairdressers	17	Bakers	43	Butchers	16
Domestic service	1,078	Laundry women	77	Policemen	20

In addition to above information, the following table throws further light on the employment structure in the town of Esmeraldas.

4. Employment structure in the town of Esmeraldas, 1958

Table 21

<u>Sector and Subdivision</u>	<u>Number of persons</u>	<u>Percentage</u>
I. <u>Agriculture</u>	<u>828</u>	<u>18.3</u>
(A) Farming and stock-breeding	651	14.4
(B) Forestry	0	0.0
(C) Fishing	177	3.9
II. <u>Industry</u>	<u>705</u>	<u>15.6</u>
(A) Mining	0	0.0
(B) Manufacturing:		
(1) Small-scale manufacturing	126	2.8
(2) Home handicrafts	259	5.7
(C) Building	320	7.1
III. <u>Services</u>	<u>2,983</u>	<u>66.0</u>
(A) Basic services:		
(1) Transport and storage	811	17.9
(2) Communications	11	0.2
(3) Electricity and water	29	0.6
(B) Commerce and finance	632	14.0
(C) Other services:		
(1) Private sector	1,191	26.4
(2) Public sector:		
(a) Welfare (education, medical services)	96	2.1
(b) Administration	213	4.7
IV. <u>Unspecified activities</u>	<u>3</u>	<u>0.1</u>
TOTAL	4,519	100.0

Sources: Housing Census; national and municipal budgets; information supplied by certain heads of firms.

Compilation: National Planning and Economic Co-ordination Board.

Table 21, which is based on the occupation followed by the head of the household, does not give particulars of the total working population, but as in fact it does cover the greater part of the working population, it gives a fairly reliable idea of the actual employment structure. As no similar survey has been carried out in this town in the past, there is no way of determining the rate of increase. It is reasonable, however, to suppose that the high level of banana exports has brought about a considerable rise in the employment in occupations connected with the banana trade.

It may thus be assumed that the main demand where skilled personnel is concerned is for specialists in the services sector and more particularly for the intermediate grade of commercial employee. Next in importance are clerks in government service and in the welfare services. The fact that trade unions exist in respect of nearly every branch of activity acts to some extent to restrict freedom of movement between occupations. There is no large-scale movement from one type of activity to another, but rather a lack of stability in the volume of work in those occupations affected by a rise or fall in banana exports. This lack of stability in turn affects all other types of activity in the town. As is only to be expected, the effect on Esmeraldas of the previously-noted tendency towards a single-crop economy has been to restrict employment opportunities and to foster sporadic outbreaks of unemployment and under-employment.

## VI. INCOMES

### Wage levels in industrial and other occupations

The average wage level in industry is around 25 Sucres a day. Unskilled labour at the lower end of the scale receives about 20 Sucres a day, while skilled labour is paid about 35 Sucres.

In agriculture, the average daily wage is from 12 Sucres to 18 Sucres if board and lodging are provided in addition, and from 20 Sucres to 25 Sucres if lodging without board is provided.

Services sector. The conditions in this sector vary according to the type of occupation.

In the case of professional workers, the level of income is very difficult to determine. Clerks in government and private offices are paid

/an average

an average of about 900 Sucres a month. As regards other occupations in the services sector, the average is about 400 Sucres a month, except for domestic service where it is about 120 Sucres a month.

It is possible to calculate the average family income for each group on the assumption that in an average family of five members two persons are working. It should, however, be noted that in the lower-income groups the number of members of a given family who work is larger.

A factor of importance in evaluating these income levels is that the cost of living at Esmeraldas is higher than in most of the other towns in the country, especially as regards services and food. Owing, no doubt, to the lack of direct land communications, the cost of food and goods from the mountain and inter-Andean districts is about 50 per cent higher than in the other coastal cities. Although these very high prices are general in the case of all other goods, they do not apply to meat and milk because of the progress made in stock-breeding and dairying in the vicinity of the town.

This high cost of living is undoubtedly due in large measure to the rapid growth of the town and of the services sector, by contrast with a very low volume of industry and the predominance of a single-crop type of agriculture.

As, moreover, local wages are only about 25 per cent higher than the national average, they do not counterbalance the high cost of living. It follows that the situation at Esmeraldas is somewhat less favourable than in most of the other provincial capitals.

## VII. ORGANIZATIONS

Although new openings for work have been created at Esmeraldas as a result of conditions there in recent years and above all because of the demand for labour set up by banana exports, the trade-union movement has been organized for purely political and electioneering ends and not as a means for protecting the workers.

The unions that have been set up are, in order of importance, as follows:

- The Workers' Federation (Federación de Obreros);
- The Stevedores' Union (Sindicato de Estibadores);
- The Drivers' Union (Sindicato de Choferes);
- The Boat-Owners' Union (Sindicato de Armadores).

Although there are quite a few craftsmen, they have not succeeded in organizing themselves. This has been due to a lack of initiative and leadership that is characteristic of the class of people engaged in handicrafts, a situation that exists not only at Esmeraldas but also in the mountain districts where workers of this type are chiefly to be found.

At the time of the recent attack by the Sigatoka fungus on the banana trees, the ANBE (National Association of Ecuadorian Banana Producers) took steps to set up agricultural co-operatives for banana-growers throughout the province. According to figures provided by this organization, the following co-operatives now exist:

Table 22

BANANA GROWERS' CO-OPERATIVES IN THE PROVINCE OF ESMERALDAS

Name of Co-operative	Number of families in co-operative	Number of members
Quinindé	63	315
Corriente Grande	27	135
Mache	24	120
Tembamba	34	170
Borbón	25	125
Concepción	34	170
Valerere	38	190
Cube	12	60
Chaupara	56	280
Chigue	24	120
Tahigue	46	230
Chaucaple	28	140
Cap le	25	125
Achiote	40	200
Mele	32	160
Guayllabamba	33	165
Río Verde	40	200
San Gregorio	6	30
Las Marcas	11	55
Canuto y Muisne	19	95
Boca de Río Suero	6	30
Río Bilba	15	75
Chontaduro	9	45
Tortuga	13	65
El Barro	6	30
Buche	13	65
26	679	3,395

Source: Esmeraldas office of the ANBE.

Compilation: National Planning and Economic Co-ordination Board.

/These co-operatives

These co-operatives are advantageous to the small banana-grower. The total area cultivated by the families and others belonging to the twenty-six co-operatives amounts to 6,787 hectares. This gives an average of 99.9 hectares per family, which would be typical of a normal family-holding on the coast.

Other institutions. As regards religious, social and sports associations, Esmeraldas is poorly endowed, although the football clubs are of some importance. So far as religion is concerned, a "Prefecture Apostolic" was recently set up and incorporates a few religious organizations, which are more in the nature of missions than permanent establishments. There is at present in the town a foreign congregation of Claretian fathers and also a community of La Providencia nuns which is engaged in the teaching of girls.

#### VIII. RACIAL AND SOCIAL STRUCTURE

1. Racial groups. The presence of different ethnic groups at Esmeraldas is due to a historical event. In 1953, quite by chance, a slave ship from Panama bound for Lima with slaves was wrecked off San Mateo. A considerable number of the slaves succeeded in reaching the coast, and thus the Negro race was introduced into Esmeraldas, and its racial structure was altered. The fierce discipline imposed by the Negro leader, Captain Juan Sebastián de Illescas, on his small group made it possible for them to subjugate and enslave the superstitious aborigenes and even to set up what in fact was a Negro state. The result of this subjugation was an intermingling of the Negro and aboriginal races. The ferocious aboriginal tribes - the Malabis, Tomolos, Niguas, Campaces and Pinchúsis - gradually disappeared, and the Sambo - half-Negro and half-Indian - appeared on the scene and multiplied.

These escaped slaves were for many years in full control of this part of the country; they were not subject to the Government of the colony, and no Spaniard appeared on the coast in order to establish a colony. It was only many years later that steps were taken to reduce them with the help of the leaders themselves. According to Cabello y Balboa's Miscelánea Austral, these leaders included Juan Sebastián de Illescas and the Negro Arroba. It was then that the governorship of Atacames was set up in what is now the province of Esmeraldas.

/These were

These were the events which accounted for the racial structure of the province, which to this very day consists of the following groups:

- (a) The pure Negro born in the Territory, i.e., a native of America and not of Africa;
- (b) The Mulatto, that is to say, a mixture of Spaniard and Negro or of Indian and Negro;
- (c) The pure-blooded indigenous inhabitants. All that remains of this race is a small group, called Cayapas or Chachis, to be found between the Cayapas and San Miguel Rivers. They have all the characteristics of a disappearing race, and they are the only surviving pure race in the province.

Three races - the white, the aborigine and the Negro - have combined to make up the present ethnic structure of the province. This intermingling of the races has been reflected in the changes that have been brought about in the social and cultural patterns of the various groups.

These and other circumstances entitle Esmeraldas to be considered the only part of America where the Negro has always been completely free and has never at any time been a slave. This is borne out by the fact that when the final emancipation of slaves was decreed in Ecuador in 1852, the number of slaves in the Province of Esmeraldas was only 151, even though the overwhelming majority of the inhabitants were Negroes.

2. Racial groups in the town of Esmeraldas. What has been said in general terms about the province also applies to the town. According to the results of the survey, the present racial structure is as follows:

Table 23

ETHNIC GROUPS IN THE TOWN OF ESMERALDAS

<u>Race</u>	<u>Number of families</u>	<u>Percentage</u>	<u>Number of individuals</u>	<u>Percentage</u>
Negro (Sambos and Mulattos)	11,073	98.3	22,900	95.0
White	192	1.7	1,194	5.0
Total	11,265	100.0	24,184	100.0

Source: Survey and estimates made by the National Planning and Economic Co-ordination Board.

Compilation: National Planning and Economic Co-ordination Board.

/It appears

It appears from the above figures that the population of the town of Esmeraldas is mainly made up of Negroes; these in turn are subdivided into sambos and mulattos. The districts of the town in which the Negroes predominate are Caliente, El Pampón, Isla Piedad, Barrio Nuevo (Potosí), Vida Suave, El Panecillo and part of Las Palmas.

What is happening at Esmeraldas is the exact opposite of what is usually to be found in urban areas today. Whereas the tendency is for the better-type residential districts of town which are rapidly growing in extent and population to spread out into the suburbs, the growth of Esmeraldas has forced the largest population groups out into the suburban areas. An exception to this tendency is one part of Las Palmas which, as a result of being close to the sea and the beach, has become a holiday and summer resort. The numbers of those who are of pure or mixed Negro race are maintained by peasant migration from the countryside, where the pure Negro type still exists in out-of-the-way places and remote reaches of the river. As a result of their natural physical and social adaptability, such migrants, on settling in the town, tend through intermarriage to lose their identity with the group to which they originally belonged. The largest ethnic group, both as to individuals and as to families, may thus be said to consist of Negroes, mulattos and sambos.

The white race, with 1,194 members or 5 per cent of the population, is an ethnic minority in the town. None of them reside in any particular district or section. They have not settled in any special area, and their choice of residence has been governed by the economic and cultural characteristics of the various sections and districts. Members of the white race - who in almost no case were born in the town - are not however to be found in El Pampón, El Panecillo, Vida Suave, Isla Piedad or Caliente. They have usually preferred to settle along or near the Avenida Bolívar, which is the centre of the town's administrative and business activities, in the Bartolomé Ruiz section and the Las Palmas district.

At Esmeraldas the fact of belonging to the white race is not a reason for social discrimination but is merely an ethnic classification. As regards occupation, some of the whites are civil servants of the national or municipal government who have come from different parts of Ecuador, and

/others are

others are wholesale merchants, many of whom are foreigners, or are skilled workmen, many of whom are migrants from the mountain districts.

To sum up, the town of Esmeraldas as an ethnic unit contains an overwhelming majority of Negroes and persons of negro descent, and a minority of whites.

3. Social classes. Because of social mobility, as that term is understood in modern sociology, it is almost impossible to establish a dividing line between the various classes. Some kind of ethnological distinction can be drawn as a result of morphological characteristics, the colour of the skin, a degree of resemblance in anthropometric measurements and even certain identical mental peculiarities. Where social classes are concerned, however, such distinctions have no firm basis because of the frequency with which the possession of economic power makes it possible to rise from one social class to another.

On the basis of economic factors, however, the population of Esmeraldas can be classified into upper class, middle class and lower class according to the system commonly employed by sociologists. This classification is as follows:

- (a) The upper class, consisting of the great landed proprietors who own the land and the plantations on which the bananas are produced. Members of this class generally live elsewhere than in their native town and chiefly congregate in the two largest Ecuadorian cities, Quito and Guayaquil. A few of them have built residential villas at Esmeraldas and live there shut off from the world in a manner almost reminiscent of colonial times.
- (b) The middle class may be said to consist of employees of the central and municipal government, professional workers, wholesale merchants and the like. Their main characteristic is their constant progression in the direction of the upper class, as a result of improvements in their financial circumstances.
- (c) The lower class which, from an economic standpoint, consists of craftsmen, small shopkeepers, fishermen, boat-owners, stevedores and persons engaged in similar minor occupations. This class has always remained stationary and has not followed the same upward

/progression as

progression as the middle class. In spite of favourable economic circumstances, such as the great expansion in the banana trade, which would have enabled them to reach the next higher class, the members of the lower class have, with characteristic indolence, preferred to remain in the same social environment. This seems unquestionably to be due to their educational level and to an attitude of conformity and inertia which has prevented them from achieving a higher level of living despite a marked improvement in family incomes. This class of society is also more or less identified with the race to which its members belong, for, generally speaking, it is made up of Negroes who have migrated from the countryside and of the Negro labourers who have come from other districts in the mountains.

#### IX. CRIME AND SOCIAL MALADJUSTMENT

Crime, as a negative social phenomenon detracting from the welfare of communities, is the worst evil with which the town of Esmeraldas has to contend. Factors responsible for the high crime rates are social chaos and disorganization, low cultural levels and lack of education.

The boom in the banana industry, which caused the city to become a catch-basin for people of all kinds and conditions, tended, according to its intensity at any given time, to increase the crime rate and the amount of social maladjustment, prostitution, juvenile delinquency, vagrancy, alcoholism and even mendicancy. That is to say, the relative volume of banana exports provides a gauge by which all these phenomena can be measured. The following statistics throw some light on the magnitude of this social problem and on the present situation with respect to crime in the province of Esmeraldas.

Table 24

CRIME IN THE PROVINCE OF ESMERALDAS, CLASSIFIED BY TYPE OF OFFENCE

Type of offence	1957		1958 (first 6 months)	
	No. of cases	Percentage	No. of cases	Percentage
Offences against the person	137	37.8	109	44.2
Offences against reputation	13	3.6	6	2.4
Sexual offences	27	7.4	22	8.9
Offences against property	85	23.4	60	24.3
Other lesser offences	101	27.8	50	20.2
TOTAL	363	100.0	247	100.0

Source: First Criminal Court of Esmeraldas; statistics for 1957 and the first six months of 1958.

Compilation: National Planning and Economic Co-ordination Board, Welfare Section.

This table brings out the following facts:

(a) For 1957, offences against the person occupy first place, with a percentage of 37.8 (137 cases). Under this heading are deaths, homicides, cases of attempted murder, assaults and the like. Next come offences against property, with a percentage of 23.4 (85 cases), among which theft, fraud, cattle-stealing, embezzlement and the like are common. Other offences recorded are offences against reputation, with a percentage of 3.6; sexual offences, such as rape, abduction, indecent conduct, unlawful carnal knowledge without violence, adultery and the like, with a percentage of 7.4; and lastly the lesser offences, which include libel, usury, supplying of erroneous information to the Civil Registry, illegal cutting of timber, misapplication of security given for bank loans, disturbing the peace, forgery, misappropriation, and abuse of authority, all of which account for a percentage of 27.8, or 101 cases. This brief analysis shows that the major types of crime are offences against the person, offences against property and lesser offences.

(b) With respect to 1958, for which statistics are available only for the first six months, the total figures and percentages appear to be

/very high.

very high. It would thus seem that, instead of diminishing, the crime rates have been undergoing an alarming increase during the first six months of the present year, owing, undoubtedly, to the natural disasters and economic disturbances which have affected the town.

To supplement table 24, consideration should also be given to the effect of such demographic and socio-economic factors as the sex, age, race, nationality, religion, occupation, economic conditions, education and marital status of the offenders in the progressive increase in the crime rate. The relevant data are given in table 25.

Table 25 is also interesting from the social point of view, since it provides an excellent idea of the social and cultural factors responsible for delinquency in Esmeraldas.

Despite the fairly large group of persons, amounting to 76.8 per cent of the whole, whose religion, nationality, occupation, education and marital status are unknown, some particularly useful conclusions can still be reached.

1. For more than three-fourths of the offenders no information of a socio-cultural nature is available - a situation which handicaps the administration of justice and the effective analysis of court records.
2. The highest percentages for ethnic and national groups are in direct proportion to the actual population figures in each case.
3. As regards occupations, the highest percentage of offenders is among farmers and farm workers. This can be explained by the low cultural level and general character of these groups.
4. With regard to financial status and education, the figures are likewise what are reasonably to be expected in an urban environment.
5. Occupation. It is interesting to note that farmers and farm workers have the highest percentage in the occupational category, namely 16 per cent; then come other occupations, amounting to 3.8 per cent, and lastly craftsmen, who account for 2.5 per cent. As a result of their cultural level and their unremitting struggle with the jungle, farmers and farm workers have become accustomed to the use of knives and firearms, a circumstance which has often made them more prone to unlawful conduct.
6. Financial status. An important cause of crime, in rural as well as

Table 25

SOCIO-ECONOMIC, CULTURAL AND ETHNIC DATA RESPECTING OFFENDERS  
 1957

Factor	Description	No. of cases	Percentage
Sex	Male	355	97.8
	Female	8	2.2
			100.0
Age	18 to 20 years	14	3.8
	21 to 30 years	42	11.6
	31 to 40 years	14	3.8
	41 to 50 years	9	2.5
	51 to 60 years	5	1.5
	60 years and over	0	-
			77.8
			100.0
Ethnic types	Whites	7	2.0
	Mestizo	23	6.4
	Negro	54	14.8
	Indian	0	-
	Unknown	279	76.8
			76.8
			100.0
Nationality	Ecuadorian	69	19.0
	Foreign	15	4.2
	Unknown	279	76.8
			76.8
			100.0
Religion	Catholic	84	23.2
	Other	0	-
	Unknown	279	76.8
			76.8
			100.0
Occupation	Professional workers	3	0.9
	Craftsmen	9	2.5
	Farmers and farm workers	58	16.0
	Others	14	3.8
	Unknown	279	76.8
			76.8
			100.0
Financial status	Good	0	-
	Fair	8	2.2
	Poor	76	21.0
	Unknown	279	76.8
			76.8
			100.0

(Continued)

/Table 25

Table 25 (Continued)...

Factor	Description	No. of cases	Percentages
Education	Literate	52	14.3
	Illiterate	32	8.8
	Unknown	279	76.8
			100.0
Marital status	Single	70	19.3
	Married	14	3.8
	Widowed	0	-
	Divorced	0	-
	Unknown	279	76.8
			100.0

Source: First Criminal Court of Esmeraldas; criminal statistics, 1957.

Compilation: National Planning and Economic Co-ordination Board, Welfare Section.

/urban areas,

urban areas, has been the poverty that results from the low level of incomes. Thus 21 per cent of all the offenders are persons whose financial status is poor, whereas among the persons whose financial status is good, not one was recorded as an offender.

7. Education. Although it was believed that illiteracy would be the determining factor in the crime rate, the highest percentage, 14.5 per cent, represented persons who knew how to read and write, whereas illiterates accounted for only 8.8 per cent. This proves that in an urban environment the determining factor is the degree of culture, since the mere ability to read and write is not the equivalent of a complete or well-balanced education.

8. Marital status. Single and married persons have the highest percentages, the former being 19.3 per cent and the latter 3.8 per cent whereas widowed and divorced persons do not figure at all.

To sum up, the prevalence of crime in the province of Esmeraldas seems to be greatest among the following groups: occupation - farmers and farm workers; financial status - poor; age - twenty-one to thirty years; and cultural level - low. According to the direct observations made by the judge of Esmeraldas, the number of criminals born in the area is low and where this is the case they come from the neighbouring province of Manabi.

Prison statistics. There is only one prison in the town of Esmeraldas. It is situated in the General Police Headquarters, and the town is responsible for its maintenance. According to information furnished by the municipal Government, the number of prisoners and the cost of maintaining them for the single month of August 1958 were as follows:

Table 26

ESMERALDAS PRISON STATISTICS

(August 1958)

Period	Number of prisoners	Cost - S/
1 to 10 August	99	1,954
10 to 20 August	104	2,026
20 to 30 August	101	2,186
Cost for 30 days		6,116

Source: Secretariat of the Municipal Council; Prison Files, 1958.

Compilation: National Planning and Economic Co-ordination Board,  
Welfare Section.

/It is

It is estimated that the municipal prison of Esmeraldas averages 300 prisoners a month and that the average cost of maintaining them is 6,000 Sucres a month. This represents an annual net expenditure of 72,000 Sucres for the town, a very considerable expense entailing a serious social burden on the taxpayers.

Long-term sentences are not served in the municipal prison but in the García Moreno Penitentiary at Quito. According to the latter institution's statistics, only one prisoner from Esmeraldas was admitted in 1957. During the seven-year period subsequent to 1950, a total of twenty-nine offenders were admitted and are still serving their sentences.

9. Juvenile delinquency. In an environment like that of Esmeraldas, juvenile delinquency is a serious problem that calls for energetic action. Although the town has a children's home that is operated by the Ministry of Social Welfare and Labour, this cannot really be considered a rehabilitation centre, since it lacks the necessary facilities for this kind of work. It is nothing more than a children's prison, where a director and a non-graduate woman social worker take care of sixty children from six to eighteen years of age. The basic activities of this home are as follows:

- (a) Learning to read and write;
- (b) Farming on a small plot of land, a 4-F club having been organized for this purpose.

These children have been admitted to the home for various reasons, the principal ones being the following:

Table 27  
 REASONS FOR ADMISSION TO THE CHILDREN'S HOME

Reasons for admission	Number of children	Percentage
Poverty	4	6.7
Orphaned	8	13.3
Theft	21	35.0
Abandoned	12	20.0
Ran away from home	5	8.3
Unknown	10	16.7
<b>TOTAL</b>	<b>60</b>	<b>100.0</b>

Source: Children's Home No.5, Esmeraldas.

Compilation: National Planning and Economic Co-ordination Board.

/Of the

Of the five reasons for admission, theft occupies first place, with a percentage of 35; abandonment comes next, with a percentage of 20; and the lowest percentage is that for poverty, which is 6.7 per cent.

With respect to birth status, 66.6 per cent of these children were born out of wedlock, as against 16.7 per cent born of regularly-constituted unions.

According to the records kept by the social worker of this home, 71.6 per cent of the children come from homes which have been disrupted by divorce, irregular unions and other causes, whereas 11.6 per cent come from normal homes.

10. Prostitution. After crime, the next most serious social evil with which Esmeraldas is afflicted is prostitution. This evil is most widespread during the banana booms, because the prevalence of prostitution is determined by the income level of the town's inhabitants. According to data furnished by the Health Inspectorate for the period from January 1957 to September 1958, there were 113 registered prostitutes, three houses of prostitution authorized to operate by the police and thirty dance halls (a disguised form of illegal prostitution) where the girls earn 5 Sucres a night for dancing. From information received during the investigation, many unlicensed houses of prostitution are known to exist in districts such as Pampón, Caliente and Vida Suave.

An immediate result of this uncontrolled prostitution has been an increase in venereal disease, which constitutes a serious health and medical problem at Esmeraldas. According to the statistics for 1957, new cases of syphilis and gonorrhoea reported each month were as given in the following table.

Table 28  
 VENEREAL DISEASE  
 1957

Month	Cases of syphilis reported	Cases of gonorrhoea reported
January	13	-
February	2	2
March	7	3
April	5	2
May	2	2
June	2	1
July	2	-
August	5	-
September	3	5
October	5	-
November	6	1
December	3	3
<b>TOTAL</b>	<b>55</b>	<b>19</b>

Source: Esmeraldas Provincial Health Inspectorate.

Compilation: National Planning and Economic Co-ordination Board.

The problem is more serious than would appear from the above table because of the number of unreported cases and because treatment is not carried out as strictly and methodically as it should be. The Health Inspector has discovered many cases among prostitutes, who, as they frequently fail to report to the authorities and avoid curative treatment, become a source of infection. This obviously represents a serious danger in the urban area, where, in order to get about, people are obliged to use buses and hired cars that are apt to be very dangerous sources of infection. It is a fact confirmed by ordinary experience that both syphilis and gonorrhoea, as well as the minor venereal diseases, are continuing to increase without any adequate preventive measures as yet having been taken for their control.

/At the

At the present time, the town is going through a serious economic depression which is made worse by the various factors analysed above, that is to say, the high crime rate among adults, juvenile delinquency and the uncontrolled increase in prostitution and, as a result, the spread of venereal disease.

#### X. RELATIONS WITH THE RURAL AREAS

Communication between the rural and urban areas is effected by river, sea and the few existing roads. The Quinindé and Esmeraldas Rivers and their tributaries are the supply routes for most of the food coming from the mountain areas. Food and beverages are also brought to Esmeraldas from Guayaquil by sea. The result is that there is an increase of almost 50 per cent between the cost of certain indispensable articles at the farm and the cost in the market. Esmeraldas produces very little of what it actually consumes, although its rural areas supply tropical fruit and certain cereals. In Atacames there are small farms operated by mountain families who cultivate certain products in order to meet, if only barely, the demand for essential consumer goods in the town.

As the town has lived and still lives in a state of almost complete isolation, the transport problem is of paramount importance. Some statistics on the transport facilities in the province of Esmeraldas will give an idea of the situation in this regard. According to table 29, land transport in the rural area consists of twenty-seven lorries of various kinds and two buses, which cover the following routes: Esmeraldas-Viche, with twenty lorries operating in daily shifts of ten lorries each; Esmeraldas-Atacames, five lorries each operating one shift a day; and Esmeraldas-Tiauna, two lorries each operating one shift a day.

Table 29

LAND, SEA AND RIVER TRANSPORT FACILITIES OF ESMERALDAS

1958

Type of transport	Type of vehicles	Number of units
I. Land transport:		
Rural	Lorries	27
	Buses	2
Urban	Buses	11
	Vans	4
	Automobiles	9
TOTAL		53
II. Ocean transport:		
Coasting vessels	January	8
	February	9
	March	8
	April	10
	May	10
	June	8
	July	8
	August	10
	September	9
	October	9
TOTAL		89

Source: Municipality of Esmeraldas; Harbour-master of Esmeraldas; Transport Office; and others.

Compilation: National Planning and Economic Co-ordination Board.

Ocean shipping is an effective means of bringing provisions from other ports along the coast, since most vessels sail from Guayaquil and call at the ports of Manta and Bahía de Caráquez in the province of Manabí. To a lesser degree, they also provide a coasting service from Limones (Valdez) and San Lorenzo. In general, the coastal shipping consists of small vessels

/built in

built in Ecuadorian shipyards. During the first ten months of 1958 there were eighty-nine arrivals of these vessels in regular service, representing an average of nine vessels a month.

It was not possible to obtain statistics of any kind concerning river transport, but there is known to be considerable traffic consisting of rafts carrying bananas and of motor launches and ordinary rowboats. The fact that the airfield is situated at Tachina on the opposite bank of the river has made it necessary to establish a launch service, which can also be considered a form of river transport.

Not only Ecuadorian coasting vessels enter the port of Esmeraldas, but even in the days of Balsa logs, ivory nuts and rubber before the banana boom began the port was also visited by ocean-going vessels. Such traffic has, however, declined considerably in recent times, the statistics for the first nine months of 1958 being as follows:

Table 30  
OCEAN-GOING STEAMSHIPS ARRIVING AT ESMERALDAS  
(First nine months of 1958)

Month	Number of vessels
January	20
February	18
March	19
April	16
May	22
June	13
July	26
August	21
September	20
TOTAL	176

Source: Office of the Municipal Council and Harbour-master of Esmeraldas, 1958.

Compilation: National Planning and Economic Co-ordination Board.

/During those

During those nine months, 176 steamships entered the port, most of which were engaged in transporting bananas. Within this period, an average of nineteen ocean-going vessels put into the port each month.

Availability of cheap rural labour. In the province of Esmeraldas, the banana boom has brought about the same conditions that arise among the inhabitants of the mountain areas who migrate to the towns in search of better jobs. The people living along the coast, and the negroes, mulattos and sambos, especially those in the Quinindé river-basin have moved to the town, where wages are higher and job opportunities more plentiful. This is the real reason for the increase in the urban population. Whereas in the coastal towns, wages range between 30 Sucres and 35 Sucres a day, wages in the rural areas vary between 12 Sucres and 18 Sucres a day, including board. This difference explains why there is considerable cheap labour available in rural areas along the coast, specifically in the province of Esmeraldas.

There is a definite tendency on the part of the rural element to move to the town in search of better wages and higher levels of living. When the banana companies, as the result of the decline in the demand for bananas, introduced a kind of selective procedure in hiring so that working efficiency could be increased, the immediate consequence was a considerable rise in unemployment among the rural inhabitants who had been migrating to the town. This is clearly a serious social problem which will have to be coped with in the future. The rural coastal workers have, in addition, been replaced by day labourers from the mountain areas who work more efficiently and are satisfied with lower wages. The workers who are native to the town of Esmeraldas and to the rural areas of the province are, to a large extent, being replaced by these more energetic migrants.

#### XI. CONDITIONS IN THE PLACES OF ORIGIN OF THE MIGRANTS

Various conclusions can be drawn from the data in tables 19 and 20 as regards the places of origin and the occupations of migrants. The most important of these may be summarized as follows:

1. In general the employment opportunities in the places of origin of the migrants to Esmeraldas are limited; these people move to the town for economic reasons and in search of greater income. In spite of the limited urban facilities of Esmeraldas, the migrants from rural areas, who represent a smaller percentage of the total than those from urban areas, find the level of living in the town higher than that of their place of

origin. Life in the rural environment is monotonous, wholly lacking in incentives to effort and progress and in means of entertainment. Thus the difference in level of living between the town and the Ecuadorian countryside, whether mountain or coastal, reinforces the economic factor of higher wages and income.

2. Migrants have been drawn to Esmeraldas from the coastal provinces of Manabí, Guayas, El Oro and Los Ríos, in that order of importance by number of migrants. In the case of these provinces, conditions in the places of origin and in the new place of residence are similar as regards geography, diet, housing, clothing and other respects. The fact of being situated in the same geographic region of Ecuador creates many links between the town of Esmeraldas and these various places of origin. Thus, the people who in these cases changed their places of residence in search of better economic conditions did not have to undergo a major process of readaptation to alien or unfamiliar conditions.

3. In the same coastal zone there is a migratory movement within the province of Esmeraldas itself. Most of the migrants (82.35 per cent) are of rural origin; those of urban origin come from small towns with urban facilities so limited as to place them at the level of the chief village of a canton. In other words, although the rural areas share some geographic characteristics with the town, they lack comforts, incentives to progress, medical care and facilities, schools and cultural centres. These deficiencies reinforce the economic inducements for moving to the town.

4. The migration to Esmeraldas originates in a number of places. Of the ten mountain provinces, eight have been sources of migration to Esmeraldas. In all these provinces the migrants experienced difficulties in finding work, or in the exercise of an occupation or trade, and were attracted to Esmeraldas by the prospect of higher wages and by the economic and commercial boom in bananas. Some were able to continue their former line of work, as, for example, craftsmen and transport workers (drivers and mechanics); others, chiefly those who had been employed in trade and in service occupations, found it necessary to change to another line.

The migrants from the mountain region, however, whether from urban or rural areas, found conditions very different from those in their places

/of origin.

of origin. The geographical characteristics, economy and forms of production of the mountain region give it a life of its own, differing from that of the coastal zone in housing, clothing, diet, forms of labour, climate, diseases and other aspects. For this group of migrants, the contrasts and differences presented by the new environment of Esmeraldas undoubtedly made necessary a period of cautious adaptation and assimilation to new forms and conditions.

Those conditions and characteristics of life in the mountain provinces which are of most significance for this migratory movement may be summed up as follows:

(a) Pichincha is the most important of these provinces both because of its closeness to Esmeraldas and because of the existence of transport facilities. The development of roads, transport services and trade and the demand for skilled workers are probably the incentives which attract such workers from this part of Ecuador where the opportunities are greatest but where there is a scarcity of work, and wages are not always adequate to meet a cost of living which continues steadily to rise. To these factors must be added the number of migrants moving to Esmeraldas to take up administrative posts, especially at the national level. Since the Central Government is situated at Quito, which is the capital both of the Republic and of Pichincha province, it is easier to recruit officials there who have adequate training and experience and are part of the administrative structure.

(b) A considerable contribution has been made by the province of Azuay. The reason in this case has been the serious economic difficulties experienced in that province as a result of the almost complete disappearance of the straw-hat industry, which was the basic industry of the area.

(c) The provinces of Cotopaxi, Imbabura and Tungurahua have contributed migrants who may be regarded as similar in social background to those from Pichincha, particularly in the case of craftsmen.

(d) Another large group of migrants from the mountain region is made up of members of the professions, such as physicians, lawyers, dentists, teachers and so on. As a rule, these are younger people who have moved to Esmeraldas in search of opportunities to exercise their professions. They belong to the educated middle class and are persons with greater than

average ambition. Some of them, however, may want to return to their places of origin after attaining financial means which will enable them to establish themselves there at a higher cultural and economic level. The cultural and technical characteristics of this group constitute a useful contribution towards meeting the needs of the town and fostering its progress.

5. Foreign migrants to Esmeraldas may be divided into three groups, according to their countries of origin:

(a) The migrants from Colombia are similar in their characteristics to the inhabitants of Esmeraldas because they come from the border areas between Ecuador and Colombia. The economic and cultural level of these migrants is low. In addition, some of them are political refugees or fugitives from justice, and others owe money in their country of origin.

(b) The migrants from the United States for the most part reside in the town only occasionally or for limited periods, as required by their duties or business in connexion, for example, with the banana trade or mineral prospecting.

(c) The migrant group from Palestine is more stable, devoting itself to commercial activities and shopkeeping. The members of this group have usually lived in some other town in Ecuador and have moved to Esmeraldas in search of greater opportunity.

Data on the age, sex and occupation of the migrants to Esmeraldas have already been given in the chapter on population. It need only be added that in most cases the migrants do not stand apart from the native population of Esmeraldas; there is a special atmosphere of hospitality and acceptance of the foreign element in the town. Moreover, the migrant groups do not form distinct social structures or separate religious groups that remain unintegrated into the social organization of the town. They therefore assimilate easily to the characteristics and conditions of their new home.

## XII. CONCLUSIONS

1. Esmeraldas is a typical example of a port town which for economic reasons - in this case especially connected with agriculture - has experienced a rapid growth in population and area. This process has created complex and difficult problems in various aspects of the town's life.

2. The growth of the town has been unplanned and disorderly. The development of the various urban services and facilities has not kept pace with the increase in population and area. This has created serious problems because of the unfavourable conditions in which the people must live and because of the cost of the services that are required.

3. The last earthquake made the problems of the town even more acute. This situation may, however, be of great advantage to the town for the future because of the attitude of its inhabitants, the attention which is beginning to be paid to its most urgent needs and because of the opportunity presented for planning for the development and future needs of the town in connexion with the rebuilding that is required.

4. A number of factors favour the future growth of Esmeraldas, but these must be supplemented by the technical competence and planning required to meet present and future needs.

5. From the ethnic point of view, the population of Esmeraldas is predominantly Negro and part-Negro. Its cultural level is unfavourable to the progress of the town and to the advantageous use of family income.

6. The basic urban services of the town are very limited. Levels of living are unfavourable to any kind of comfortable existence. There are, in addition, marginal neighbourhoods with a high population density where living conditions are subhuman and genuinely distressing.

7. The town is administered as a municipality having full autonomy. The municipal government has enjoyed considerable revenue, especially during recent years but internal political struggles and a lack of foresight and planning in dealing with the problems and functions entrusted to it have slowed the development of the town and created complicated problems. In the past few years some unity has fortunately been achieved, and this, it is hoped, will be a factor favouring the progress of the town.

8. A programme for the development of the urban services of Esmeraldas and the development of the town itself should deal with the cultural as well as the material aspects of life, and in a special way with education at all levels.

9. Although the existing social-security, welfare, health and medical facilities at Esmeraldas meet the basic requirements, they are unfortunately too limited in scope and do not have adequate resources. They require urgent attention and greater material and technical facilities.

10. The migration to Esmeraldas is a result of economic factors connected with the expansion of the banana trade. Its sources form a mosaic of the country's provinces. The activities in which the migrants engage are related to the economic boom and the banana trade. As a result, most of the migrants to the town belong to the economically-active population.

11. The migrants do not form units isolated from the ethnico-social structure of Esmeraldas, because racial discrimination as a sociological phenomenon does not exist. They become integrated into the life of the town, but complete fusion, especially of the white immigrants with the Negroes and part-Negroes, is not achieved.

12. The town of Esmeraldas, with its port facilities, and the province of Esmeraldas, with its natural resources, are of very great importance to the life of Ecuador. The connexion with the mountain region to be provided by the highway now nearing completion will furnish a broad outlet for the movement of the excess mountain population towards the coast. This, in turn, will help to increase the exportable production and to establish a proper balance in the economic development of the various regions of the country. The stimulus which will be given by planned development and an expert approach to the problems involved will be of great significance to Ecuador and to the province and will naturally be reflected in a greater stimulus to the life and growth, in both population and area, of the town.

ANNEX I

Political and administrative structure of the country

1. Article 2 of the present Constitution of Ecuador, which refers to the form of the State and of the government, reads as follows:

"The Republic of Ecuador, the form of State in which the Ecuadorian nation is constituted, shall be unitary, sovereign, independent and democratic, and its government shall be popular, representative, accountable and alternating."

Article 124 of the Constitution, which deals with the political subdivisions of the country, reads as follows:

"The territory of the Republic shall be divided into provinces, cantons and sections. In each province there shall be a Governor; in each canton, a Cantonal Executive; and in each section, a subordinate Executive."

Each province has a capital city, and each canton a cantonal capital. The cantons are divided into sections, which are of two kinds, urban and rural. The urban sections correspond to the areas of jurisdiction of the cantonal capitals and frequently include rural areas; the rural districts consist only of rural areas.

In order to promote the progress of the provinces and to integrate them with the Central Government, there is a Provincial Council in each provincial capital. Article 125 of the Constitution provides as follows with respect to these bodies:

"In each provincial capital, and with the object of promoting its progress and integrating it with the Central Government, there shall be a Provincial Council, the members of which shall be elected by popular and secret ballot on the date fixed by law."

The cantons are governed by Municipalities. These bodies, which have a long historical tradition, exercise the functions of local government, promote progress and provide for the fundamental local needs.

Article 127 of the Constitution makes provision for this form of government as follows:

/ "Each canton

"Each canton shall constitute a Municipality, which shall be elected by popular and secret ballot in accordance with the law. In the Councils of the provincial capitals, there shall be a Mayor elected by popular and secret ballot, who shall preside over the municipal body, having only a deciding vote."

ANNEX II

Article 128 of the Constitution reads as follows:

"The Municipalities shall be autonomous and independent of other public organs, in accordance with the provisions of the Constitution and the laws. The law shall determine their powers and duties and may, within Constitutional limitations, establish different types of Municipalities, due regard being paid to the population, economic resources and importance of each canton. The members of the Municipalities shall be held responsible before the respective judges for any abuses they may commit either collectively or individually."

Article 8 of the Local Government Act provides that "The Municipality shall be autonomous in the exercise of its functions, in accordance with the provisions of the Constitution and of the laws". Article 10 of the same Act provides as follows:

The fundamental guarantees of municipal autonomy shall be as follows:

- (1) Execution of the ordinances, decisions and resolutions of municipal authorities may not be suspended except in accordance with the provisions of this Act.
- (2) Members of the Councils and other municipal authorities may be suspended or dismissed from office only in conformity with the law.
- (3) No other organ of the State may collect municipal revenues except as provided in this Act.
- (4) No municipal tax or other source of revenue shall be transferred to the national or the provincial government unless the Municipality concerned is at the same time granted equivalent revenue.
- (5) A Municipality shall not be required to collect national taxes.
- (6) A Municipality may not, without its consent, be required to pay for any services, other than those specified in this Act, which it does not administer.

/(7) The State

(7) The State may not appropriate for itself or for any other body or institution the movable or immovable property of a Municipality except by agreement with the Cantonal Council, which shall approve the transfer of such property on payment of an appropriate price.

Article 11 reads: "Any violation of municipal autonomy shall be referred to the Congress or, if the Congress is not in session, to the Council of State".

Article 12 reads as follows:

"Relations between the Municipality and the Central Government shall be maintained through the Ministry of Internal Affairs and Municipalities, whose functions shall be:

1. To maintain liaison with and ensure the efficiency of the municipal administration.
2. To deal, in accordance with the law, with complaints of faulty, careless or improper administration of municipal interests, subject in all cases to the receipt of a report from the Provincial Council concerned.
3. To decide, in accordance with law, the questions submitted to it by Municipalities.
4. To order, at any time, the auditing of municipal accounts by the national Controller General's Office.
5. To report to the proper authorities any cases of fraud, embezzlement or extortion committed in a municipal administration.
6. To draw the attention of a Municipality to any ordinance, decision or resolution which in its opinion is contrary to law or the Constitution.
7. To request the application by the Supreme Court of article 130 of the Constitution with respect to those municipal ordinances, decisions or resolutions it considers unconstitutional or illegal.
8. To carry out the other functions assigned it by law."

This Act also deals with the Ministry's relations with the Provincial Councils and with other authorities, such as health authorities, in various matters of minor importance.



