

*Part of the Second Regiment, U. S. Marine Corps at Port-au-Prince, Haiti.*

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## THE DEVELOPMENT OF HAITI DURING THE LAST FISCAL YEAR

From the Annual Report of  
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*American High Commissioner*

**T**HE FISCAL PERIOD ending September 30, 1929, despite less favorable financial and commercial conditions than in 1927-28, was a fairly prosperous one and marked by the execution of productive developments certain to add to the wealth of the Republic. The unobligated surplus of the treasury was the highest on record. The long standing difficulties between the Haitian Government and the P. C. S. Railroad and the National Railroad were finally in process of satisfactory settlement. The long-needed Coffee Standardization Act was drafted and placed in operation. The coffee crop—the economic mainstay of the country—was good and future prospects were bright.

Unfortunately, in October came the collapse of coffee prices and the outlook for 1930 is one of some economic distress and retrenchment for the Government, business, and the population. This distress is being mitigated, however, by the capital brought in and new wealth afforded by productive developments of several large scale agricultural and other projects.

Politically, the end of the year was marred by abortive revolutionary disorders. These disorders were quickly and quietly suppressed with but one incident of bloodshed and were the occasion of a display of loyalty of the majority of the personnel of the Government departments and services. The masses of the population were untouched by the agitators.

### EVENTS OF INTEREST DURING THE YEAR

*Boundary Settlement.* This vexatious question that had for many years been a source of annoyance to both the Haitian and the Dominican Republics was definitely settled by the signing of the Treaty of the 21st of January, 1929.

This amicable and just settlement should be a cause of joy to the peoples of both countries, and is one of the outstanding accomplishments of President Borno's able administration. The mixed commission that is, in accordance with the provisions of the above-mentioned Treaty, formed for the purpose of marking the border is pursuing its task and has already made definite progress.

*Emigration.* There has been no change in the emigration situation during the year. It is estimated that three thousand one hundred emigrants left Haiti for Cuba and the Dominican Republic, but a large percentage of them returned after the close of the cane-cutting season. In view of the depressed economic condition of the country and consequent increased unemployment, the Haitian Government is considering the advisability of temporarily removing some of the restrictions now placed on emigration.

*President's Message.* On the occasion of the convening of the Council of State in extraordinary session, on November 25th, 1929, President Borno addressed to that body a message, the last paragraph of which reads as follows:

"Gentlemen of the Council of State, I have awaited until the present session, in order to dissipate all possible uncertainty, to renew here the declaration that I have constantly made to you, that I have repeated to all who have interrogated me, that I am not a candidate for the Presidential Election of April, 1930."

This message is particularly important as it definitely states President Borno's attitude in the coming presidential election.

*Changes in Cabinet.* During the year the entire Cabinet was changed, the members of the old Cabinet being called to other Government posts.

*Commercial Conventions and Agreements.* The following international conventions and agreements were signed during the year:

Treaty of Amity, Perpetual Peace, and Arbitration, signed at Santo Domingo, February 20, 1929, between Haiti and the Dominican Republic;

Convention regarding exchange of correspondence between the American States, signed at Mexico City, November 9, 1926;

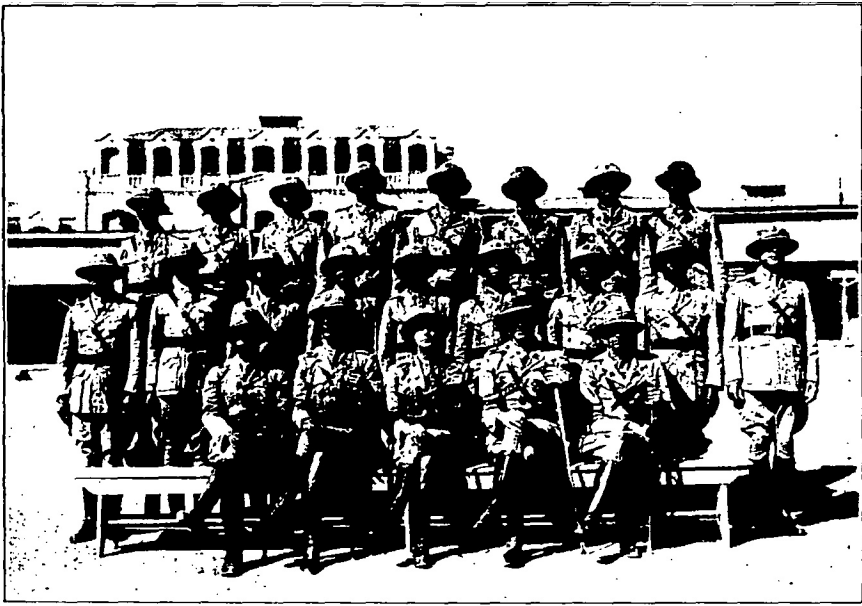
Pact for Outlawry of War (Kellogg pact) signed at Paris, August 27, 1928;

Convention signed at Havana, containing code of International Law, on February 20, 1929.

*Judiciary.* There has been no material change in the status of the Judiciary during the year under review. The problem of the reform of the Judiciary is of absolutely fundamental importance for Haitian development.

*The Cadastral Survey.* As outlined in my report for last year, the Haitian Government decided to bring to Haiti one well qualified in the preparation of land legislation in Latin-American countries, with the view of the early preparation and enactment of pertinent legislation. Accordingly, Judge R. C. Round, who had had wide experience in such work and was highly recommended, came to Haiti on the request of the Haitian Government and drafted the required laws and projects.

Unfortunately, these well thought out plans did not meet with the entire



MILITARY EDUCATION

*Students at the Government Military School in Port-au-Prince, Haiti, Conducted under the Supervision of Marine Officers.*



AGRICULTURAL EDUCATION

*Students at the Agricultural School, Damien, Haiti, Exhibiting Specimens of Animal and Insect Pests Which They Have Collected and Mounted.*



Official photo by D. G. T. P. (Republic of Haiti)

*Rough traveling in Haiti. The primitive condition of Haitian roads may be judged by this photo of the St. Marc-Gonaïves Road before it was improved.*



Official photo by D. G. T. P. (Republic of Haiti)

*A result of modern engineering and enterprise. The St. Marc-Gonaïves Road in Haiti after improvements completed in 1928.*

approbation of the Haitian Government, but it is anticipated that during the coming year, certain changes can be made that will overcome all objections and that this much-needed legislation can be enacted into law.

*National Elections.* On October 5, 1929, President Borno addressed the following letter to all the Prefects of the Republic:

*“Mr. Prefect:*

“In my message addressed to the Council of State in April of the past year, I did not hesitate to envisage as a possibility in 1930, the eventuality of the functioning of the Legislative Chambers; but I, in common with the whole country, had a right to expect that the wisdom of the opposition would have helped me thus to hasten the hour when it would appear possible for the President of the Republic to exercise the important prerogative entrusted to his patriotism, to his judgment, to his conscience.

“A vain hope! In the opposition groups, blinded politicians condemned to remain the slaves of their passions, have continued to travesty the most praiseworthy initiatives of the Government, and have created by their machinations in impressionable and credulous ‘milieux’, a dangerous state of mind favorable to the worst impulses of disorder.

“Faced with such a situation, my imperative duty is to consider solely, as ever, the highest interests of the Republic and to decide that the elections of January 10, 1930, will be exclusively communal.

“I am absolutely indifferent to the shouts and hypocritical declamations of the opportunist demagogues who imagine that they can still deceive the people, and have been so outrageously bold as to pretend to speak in their name after having in the past been the real despoilers of people.

“I count upon your enlightened patriotism, Mr. Prefect, to cause my decision to be respected throughout your entire district.

“With the assurances of my highest consideration,

“BORNO.”

This action on the part of President Borno definitely settled the much-mooted question as to whether or not national elections for senators and deputies would be held on January 10, 1930.

*New Crops.* Naturally, every effort is being made by the Haitian Government to introduce new crops and increase production. With this end in view, a Department of Markets was formed and immediate efforts are being directed toward increasing the production of corn. This product grows luxuriously in Haiti and requires but little cultivation and in addition there is an assured sale for it at a fair price.

While the main efforts of the Haitian Government are being directed toward increasing the production of corn, efforts also are being made along other lines not only to diversify crops but to establish industries. Haitian honey, for example, can be produced in quantity and is of an especially fine flavor. In the past, however, sufficient attention in producing and shipping has not been paid to cleanliness.

The sisal plantations which, as a result of the demonstration work of the Service Technique were established in Haiti a few years ago, are being developed along well-thought-out lines and are certain to make Haiti one of the sisal producing countries of the world. One of these plantations forwarded its first shipment of sisal shortly before the end of the year. It is understood that the grade of sisal being produced is of the highest quality.

*Negotiable Instrument Law.* A negotiable instrument law is obviously much needed, but although such a law has been under consideration by the Haitian Government for some years, no action has been taken with a view to placing it before the Legislative Body.

*Economy.* During the past year every effort has been made to effect economies in the various departments under the supervision of Treaty Officials. Treaty Officials have been instructed that consistent with efficiency, expenditures in their departments must be reduced to a minimum. A careful supervision by the Financial Adviser will assure the desired control.

*Civil Service.* One of the first questions that arises in the mind of a student of Haitian Affairs is why a Civil Service System has not been established in Haiti. It would undoubtedly be of tremendous advantage to eliminate politics as far as possible from government positions. However, in the early stages of the rehabilitation work, it was most important that the heads of organizations be left a free hand to promote, dismiss, or change the work of any member of their organization. A certain amount of stability, as a consequence of this action has been attained and it would appear that the time is now ripe for the establishment of a Civil Service System.

*Students' Strike and Declaration of Martial Law.* The "students' strike" starting in November, the ensuing disorders of which it was the ostensible cause, aroused considerable comment in the American and other foreign press which, in general, ascribed to the incident an importance it did not intrinsically possess. It will be discussed in some detail here, although in origin it was a petty students' affair, seized upon by disgruntled politicians—the "outs"—as an opportunity for a demonstration against the Government and, they hoped,—in accordance with the unfortunate, previous tradition of the country,—for a revolution. The affair was a series of local disorders engaged in by a minority in a few towns. This was the third attempt, within a year, of opposition politicians to foment general disorder by a virulent campaign in their press. The tobacco and alcohol excise taxes and the Coffee Standardization Act furnished the other two occasions. They were unsuccessful. The

Students' Strike disorders were utterly unsupported, almost unknown and completely uninteresting to the passive, politically inarticulate Haitian peasants forming nine-tenths of the population who in recent years, for the first time in their history, had been free from war, tyranny, graft and exploitation. Only in the vicinity of Aux Cayes were agitators able to play upon the ignorance of a mob containing some peasants and among the causes of that outbreak were liquor, hatred of the town and the expectation of loot.

As described in this report, one of the main purposes for which the Service Technique was called into being by the Haitian Government in 1924 was to start a system of agricultural-vocational education. There were then no teachers available for the rural farm schools contemplated. In the beginning it was impossible to find among the agricultural population with its 99 per cent. illiteracy, sufficient candidates having had the necessary elementary schooling to enable them to take normal training. Accordingly, a normal school was started at Damien. To make a start, the majority had to be recruited in the towns among the small minority—the "elite"—having had access to secondary education. In order to stimulate student enrollment, a total sum of \$10,000 per annum was allotted as scholarships in addition to free tuition. For the small initial class the scholarships averaged around \$15 a month and were sufficient to live on. It was realized that the system of recruiting from the towns and of granting scholarships was objectionable from many points of view, but the only alternative was the indefinite postponement of this needed work or the bringing in of sufficient foreign instructors for the schools throughout the country which would have occasioned an expense beyond the ability of the state to bear. This difficult decision has been justified for, prior to the students' strike, 400 teachers, largely of urban origin, were graduated, instilled with interest in this educational departure, novel for Haiti, and are giving generally effective service in the rural farm schools. Scholarships would hardly be awarded on any other basis than that of grades and were naturally won by the town students with their better preparatory instruction. The school was, however, steadily increasing its enrollment from the rural districts by weakening the entrance requirements for rural applicants in the knowledge that these students, because of their agricultural background, could best approach, instruct and elevate the younger rural generation. To reach and encourage this class, which as a whole could hardly hope to win many scholarships, the authorities decided to take \$2,000 of the \$10,000 heretofore allotted and to devote that amount for remuneration of students willing to do practical farm labor on the Damien demonstration farm and experiment station at Damien. This entailed, naturally, a reduction in the individual scholarships held by the "town students." The individual scholarships had previously suffered decrease as student enrollment and applications and interest in the new career increased. This change was welcomed by the rural students. It was fought by the urban students since manual labor is held in almost complete disesteem in the towns.



The economic condition of the agricultural laborer and manual worker in Haiti has been so abject that a positive prejudice against toil has been created. It had never been the way to riches in the Republic. Previous higher education had been almost exclusively medical, legal or literary and had operated to turn the educated away from productive activity. It was recognized by the Government that a change in this attitude was pre-requisite to the economic advance of the country.

This was the cause of the student strike on October 31st. In spite of the unjustified complaints and demands of the students the Government adopted a policy of conciliation, naming a committee of inquiry.

This policy was inspired by a generous understanding that many of the striking students found it difficult to attend school without the help of scholarships and by a desire not to alienate their sympathies or lose the services of future teachers in the scantily-staffed cause of popular education.

To this point the affair had been a students' strike, similar to the students' strikes which have occurred in various countries since the World War. The affair might have terminated but at this juncture occurred the immixture of the opposition politicians and their press. Left to themselves the Damien students would have eventually accepted the Government concessions increasing the scholarship fund to \$15,000 and the number of scholarships from 66 to 100.

It is pointed out that due to various causes, historical, geographical (the mountainous configuration of the country, consequent difficulties of communication and hardships of establishing a strong central government), the poverty, gullibility and dense ignorance of the masses, Haiti's history has been that of a series of almost invariably successful revolutions, and a revolutionary mentality has been bred. These revolutions, however, have always been conducted by the small literate minority of the towns—the so-called "elite". Never since Dessalines has a revolutionary movement originated with the people or have administrations changed as a result of the protest of the masses against their oppressive rulers.

The school boys' episode offered, judging from previous national history, an opportunity for revolution. The tone of the articles in the opposition papers concerning the striking students became fulsomely laudatory, producing an exalted, unreasonable attitude among the strikers. Subtle but definite incitations to disorder were daily printed. A substantial fund is known to have been raised to provide free meals for the strikers. Emissaries were set at work by the politicians in the other schools. Intimidation was employed against students unwilling to strike and the prospect of excitement, publicity and a holiday had its influence on others. Parents of the "out" group incited their children. Other schools joined the strike.

Adroit propaganda was used concerning the wages paid American employees—necessarily somewhat higher because of expensively obtained pro-

fessional education, the different wage scale of the United States, the impermanence of their employment here and because, in spite of the consistent policy of training Haitians, a sufficient number of experienced, suitably instructed men had not yet been developed to take over higher posts in the Treaty Services. Efforts were made to undermine the loyalty of the Garde d'Haiti, the police force of the country. Subordinate employees were eventually persuaded to strike in the customs house at Port-au-Prince, in the customs control office, and in the Service Technique. The employees in the Public Works and Public Health Department and the Garde and in all divisions and customs houses of the General Receiver, except as stated, remained loyal. With the students and customs clerks of the Port-au-Prince Customs House running through the streets, the mob element, always large and dangerous by reason of the general illiteracy and low economic status of the population, began to take part. The stage was set for rioting, looting and bloodshed. Martial law was, therefore, made effective on December 4th. Patrols were thrown out in Port-au-Prince and Cape Haitian. A curfew order was published, not a great hardship in this country of "early to bed and early to rise". Almost immediately these two chief cities became calm, showing the lack of real popular interest in the affair. A few arrests of leaders and violators of the curfew order were made. In some of the outlying towns, where no military patrolling was enforced, the agitators attempted to promote disorders for a short time. Only in Aux Cayes did any serious trouble occur.

*The Aux Cayes Incident.* There, emissaries from Port-au-Prince had persuaded and organized a parade and strike of primary and secondary schools. Had the children been left alone, there would have been no strike as there was absolutely no dissatisfaction with school condition at Cayes. The children's strike started in orderly fashion, but a number of irresponsible hoodlums joined in and caused commotion. The stevedores' strike which followed was the result of political agitators who employed intimidation and persuasion to accomplish this result.

Agitators then proceeded to work on the peasants in the district surrounding Aux Cayes. Unfortunately, conditions were temporarily favorable to their designs there and the gullibility and ignorance of the peasants was such as to persuade them to listen to the agitators. Cane growing is one of the principal crops of that district. The cane is sold to local distillers and the local distillers had been compelled to meet the recent competition of a 9,000 gallon per day still at Port-au-Prince, now manufacturing forty per cent. of the entire consumption of the country and selling alcohol at a fixed price of sixty cents per gallon tax paid. The local distillers unable to meet this competition by passing the tax on to the consumer, retaliated by offering lower prices to the peasant cane grower, causing serious dissatisfaction among the growers.

Rumors that the reduction in coffee prices which occurred as a result of the Brazilian situation were due to the Haitian Standardization Act, were spread by "out" politicians to inflame the peasants.

Another cause of unrest was the action taken by the Haitian Government to prevent seasonal emigration of laborers. But 3100 laborers were permitted to emigrate during the year as compared with more than twenty thousand in other periods. These seasonal emigrants came to an important extent from the Cayes district, and the sums brought back by them from Cuba, and Santo Domingo, were important to the poverty stricken mass. The peasant did not understand either the new laws or the causes of the drop in coffee prices. Any change in their conditions of life or production are regarded at the outset with intense suspicion by these illiterate, primitive and, hence, conservative folk. A condition of discontent was temporarily, therefore, available for the agitators. But the traditional antagonism of the country for the town, the hopes of looting, the supplying of liquor, the love of excitement, and their acceptance of the leaders' assurance that no real danger was involved, were the factors which started a mob of about fifteen hundred toward Aux Cayes. Halted by a group of twenty United States Marines, they first retired, but their leaders reformed them and advanced. Over an hour's parley ensued and then they tried to rush the Marines. Firing over their heads failed to stop them; they stoned the little detachment, and finally effective fire was employed, killing six. The mob broke, leaving twenty-eight wounded. Four of these wounded later died. All of these wounded were transported to the hospital and given thorough treatment and care. In this contact, the Marines used the greatest restraint and only employed fire for effect when it became absolutely necessary. The Cayes episode was the only one with serious consequences. The ten deaths were inevitable in order to prevent the much heavier loss of life, crime, and destruction that would have ensued had the mob been allowed to wreak its will in Aux Cayes.

Attempts to stimulate disorders in a few other localities, where Port-au-Prince agitators had penetrated, were quickly stooled with a handful of arrests. In no part of the Republic was there any dissatisfaction or disorder except where instigated by Port-au-Prince emissaries.

The declaration of martial law meant in effect the patrolling of the streets, the forbidding of assemblies, the discontinuance of subversive and inciting articles in the press, a curfew order in the two chief cities of the Republic. It did not really impinge on the liberty of the majority of the inhabitants of localities where it was enforced. It was progressively relaxed after the first two or three days and discontinued entirely twelve days after, on December 16th. The Haitian Government immediately came out with a proclamation authorizing and asserting the necessity of the declaration of martial law.

The United States Marines acted as a reserve and adjunct to the regular

police force—the Garde d’Haiti, which functioned well and with loyalty during the disturbance. But the Garde is a relatively new, inexperienced unit. It was subjected to great and clever pressure. It was its first experience in public rioting. It was numerically weak in view of national conditions and its manifold duties.

Had previous Haitian history permitted the establishment of an adequate police force of long experience and tradition, or had the Haitian Government been able completely to reorganize the courts so that offenders against public order would have had prompt justice instead of acquittal meted out to them, martial law and the support of the American Marines would not have been necessary in this instance. However, until the mentality of the people becomes accustomed to stable government, as long as ignorance and poverty of the people furnishes a revolutionary field for irresponsible politicians, as long as a large irresponsible mob element of the population exists, as long as cheap alcohol can be obtained for this “hoodlum fringe” any police force in Haiti must be ready to act promptly and decisively and, until the courts are reorganized, to do their share in preserving public order, extraordinary measures must occasionally be taken.

This is the lesson of the strike, an event that gained importance only because of the death of ten members of a mob in Aux Cayes, an extremely sad result, but unavoidable to prevent further deaths. The further lesson is the unwelcome one that revolutionary mentality is not dead in Haiti. It has been weakened and will weaken further as the lot and intelligence of the common people—already improved—gradually approaches standards of more fortunate countries. Should it further evidence itself, the Garde d’Haiti, fortified by the incidents just recited, will be even better able to handle it. For the nonce, however, the Garde, under present circumstances of organization and strength, should have behind it a reserve, a feeling of support.

At this writing, all schools have reopened with their former students with the exception of Damien. Some of the Damien students have returned and the places of the others have been filled by new applicants. More applications have been received than vacancies exist. The strike disorders were dealt with by President Borno in his proclamation of December 9, 1929, which reads:

#### PROCLAMATION

BORNO

President of the Republic  
To the Haitian People

*Fellow citizens:*

Once more the ambitious impenitents have accomplished their criminal designs. They knew perfectly well the Government of the United States was obliged by formal treaty to maintain public order in Haiti. They knew perfectly well the American military occupation has, according to international law, its sole and only justification in assuring the

loyal execution of that contractual obligation. They knew this. But they foolishly imagined the Government of the United States would betray its trust and favor their plans for disorder, their dreams of anarchy. Foolishly, they imagined the American forces of occupation would become accomplices of their machinations. Thus, with the fixed intention of embarrassing and annihilating the constitutional Government of the Republic in order to place it in a situation where it would be forced to resign, they have fomented throughout the country a political agitation, camouflaged under the pretended student demands. Exploiting by its equivocal maneuvers the ardent and generous sentiments of youth, they have succeeded in casting into the streets the young boys and girls of the schools, thus disorganizing education, thus compromising the future of this entire body of young people and children.

In this midst of the student turbulence, the Government has maintained the greatest calm and manifested the highest sentiments of benevolence.

Always dominated by consideration for the public welfare and regard for the interests of the young people, it has on two occasions accorded the students the greatest concessions; but each time the leaders of the underground politics have raised absurd difficulties and placed obstacles in the way of the good intentions of the students.

And in the meantime, the secret agents of these politicians, employed in the public services, in the customs, in the internal revenue service, have actively instigated demands, in appearance purely administrative, in order to bring about a desertion of the offices and the complete paralization of the fiscal services of the State.

It was in the face of the extension of these insidious acts, confronted by the partial realization of their plans, confronted by the alarming attitude of the elements of disorder who audaciously began to take possession of the streets of Port-au-Prince, Cape Haitian, Jacmel, Aux Cayes, Gonaives, that the Chief of the American forces, as equally responsible for the public safety as the Haitian Government itself, intervened and put into effect martial law.

It is clearly evident that it is the political opposition which provoked and justified this measure for the defense of public order, which had been dangerously menaced.

For the energetic measures of repression which may thereby follow, it is, therefore, the leaders of the Opposition who must, before the Nation and History, assume the grave responsibility.

In any case and under whatever circumstances, the Government will fulfill to the end its imperious duty of safeguarding public peace.

It has the right to count, and it firmly counts on the sincere aid of every good citizen."

## UNITED STATES FORCES

During the past year, the United States Forces in Haiti have been maintained at a skeleton brigade of United States Marines and a mine sweeper of 950 tons displacement.

Colonel Richard M. Cutts assumed command of the brigade on June 25th, 1929, relieving Colonel L. M. Gulick.

On December 4, 1929, in view of the disorders that occurred in Port-au-Prince and other places in Haiti, and in accordance with the obligations of the Treaty of 1915, it became necessary to again place in operation Martial Law, and to impose certain restrictions. As soon as order was restored and conditions permitted these restrictions were removed and the brigade resumed its normal passive function on December 17, 1929.

Considering the conditions that prevailed when Martial Law was placed in operation on December 4, 1929, it reflects the highest credit on the officers and the men of the brigade as well as those of the Garde d'Haiti, that in the short period of two weeks order could be restored throughout the entire country. The prompt and effective measures that were taken unquestionably snuffed out the flame that might have easily developed into a conflagration and resulted in much bloodshed and loss of life.

During the operation of Martial Law, no offenses were committed of such a serious nature as to warrant trial by provost courts. This fact, together with the efficient manner in which each new situation was met, demonstrated the tact and ability of the military leaders. The Garde operated as a part of the brigade with efficiency and perfect cooperation.

## GARDE OF HAITI

The primary object of the Garde d'Haiti is the maintenance of law and order. But its functions as the military and police force of the Republic have been greatly expanded to include, among other things, the supervision of communal finances and administration, the administration of the coast guard and military communications utilized also for civil purposes.

The achievements of this new organization in maintaining with the backing of the United States Marines, law and order, uninterrupted, except for the banditism of 1919-1920 and the abortive disorders of November and December, 1929, for a period of fourteen years, is remarkable when viewed against the background of previous conditions in the Republic.

Prior to 1915, the great mass of Haitians were at the mercy of a rapacious military oligarchy. There was real danger in producing or owning anything beyond the merest necessities. The peasant feared to come to the towns lest he be seized and forcibly inducted without law into the army. The produce was brought into the cities by peasant women who frequently saw their wares taken from them by the almost unpaid soldiers.

The Haitian army before 1915 consisted of thirty-eight (38) line and four (4) artillery regiments of a total paper strength of over 9,000, a gendarmerie of over 1,800, plus four regiments of the President's guard, the whole officered by 308 generals and 50 colonels, not to mention the honorary generals created by the President pro tem. among his friends. The pay of the private was twenty cents per month, plus eighty cents for rations, none of which was ever received, with the exception of a few troops selected for honor duty. The soldiers' pay, plus appropriations for medical service and uniforms, went into the pockets of the generals. The prisons conducted by the gendarmerie of that day were indescribable places of filth and disease unfit for human habitation. The former method of recruiting without legal basis was performed to line the pockets of the generals who sent their soldiers out to impress all young men, whether of military age or not, to join their army. Those who would pay a bribe of around \$2.00 were released from serving and members of the "elite" families were allowed to engage in the fire brigade or the parade companies. The others were forced into service. With these conditions obtaining, it is small wonder that revolutions were never suppressed by the standing army, that many of the recruits for these insurrections came from the army itself and that oppressive lawlessness was the rule.

Today, peace obtains, although the Garde d'Haiti is less than a fourth of the numerical strength of the old forces. An officers' school has been created and a military career is one which a self-respecting Haitian can adopt. The men are modernly housed, equipped, uniformed, educated if illiterate, and paid \$10.00 per month, a suitable pay for Haitian conditions. Prisons are immaculately clean and sanitary; buildings have workshop facilities. Graft has been eliminated. A modern accounting and purchasing system has been introduced which has effected important economies. Due to supervision by district commanders Haitian communal revenues, previously dissipated in graft and unwise expenditures, have greatly increased, and communal administration strengthened. A reorganized medical department has more than halved the death and disease rate among personnel and prisoners. In the first four years of the Occupation, the Garde also carried over an important road-building program.

These achievements have been accomplished in the face of the handicaps of the mentality and tradition of the people, in the face of the frequent non-cooperation and at times actual hostility of the courts. For the first time in their history the masses of the Haitian people have been really free and protected in their lives and callings.

#### THE GARDE AND THE ATTEMPTED GENERAL STRIKE

The students' strike, and attempted general strike with attendant disorders, provided the Garde with its severest test since the banditry operations in 1919-20. In a sense, the test was more severe than in those latter operations. The Garde was subjected to an intense and adroit propaganda. The

"out" politicians engineering these disorders confidently counted on the Garde either joining forces with the manifestants or remaining passive.

The event was of most valuable experience for the organization. The fact that the Garde so well acquitted itself and remained loyal to a man in these disturbances, is a milestone in Haiti's progress. For almost the first time in Haitian history, the armed forces remained loyal in face of an energetic, if local and artificial, revolutionary movement.

A policy of putting the Garde in the forefront in all these disorders was maintained. United States Marines acted as a support of the Garde and as a necessary reserve. The Garde emerged with even stronger efficiency and morale from this experience.

#### ORGANIZATION AND DUTIES OF THE GARDE

The Garde d'Haiti performs all military and police functions of the Republic with its area of 10,200 square miles and its population of approximately two million, its rugged and extensive coast line, and mountain frontier of one hundred seventy-five miles. There is an average of one Garde for each 3.4 square miles, and to some 690 inhabitants. In addition to its specifically police and military duties, the Garde maintains and operates all navigational aids in Haitian waters; the registration and licensing of motor vehicles and traffic controls; the care and guard of all prisoners and to a great extent the insane of the Republic. An idea of the highly varied activities performed by the Garde can best be illustrated by visualizing the daily routine of a composite district of the twenty-one districts in the Republic. This district would be commanded by either an American or Haitian captain of the Garde and manned by a force of five officers and one hundred men. It would include three sub-districts under command of American or Haitian lieutenants, and each sub-district would be composed of seven outposts, each manned by three or four privates under a non-commissioned officer. Each district would also have a small sanitary detachment of the Garde attached to it.

The Garde's day, in this composite district, begins at 5:45 A. M., performing all police and military functions in an area of forty square miles of rugged sea coast, mountains rising from three to six thousand feet, a stretch of wild and sparsely populated frontier offering an effective lair for smuggling bands, fertile valleys and broad plains, stretches of cactus spiked desert land and almost primitive jungle, forming the formidable amphitheatre of the districts' activities.

Their day begins with the functions of messing and physical drills, color ceremonies, arms drill, schools for illiterates and non-commissioned officers. Patrols move out on the alert for smuggling or disorder. The Garde supervises the open markets held throughout the districts, towns, and villages on specific days. In the larger towns controlled registration and licensing of motor traffic is carried out; sale, importation and licensing of firearms and amuse-



ments constitute a steady duty. In isolated interior regions, the Garde and peasant labor must construct and maintain trails, serving not merely military communication, but aiding the peasants in their travel to markets. With this goes the supervision and construction of a large mileage of wire communications.

Its officers have been trained in the construction of the modern barracks of the smaller type, while the men trained in masonry and carpentry push the work ahead with trucks or pack animals. In the erection of these barracks, lime, stone, roofing, and other material are transferred by the Garde over many miles of difficult roads and mountain trails. A column is always ready on short notice to move by truck or foot to handle any incipient disorder that may arise. But from 1921, until December, 1929, there was no break in the peaceful routine of the organization.

Traffic counts are made on principal roads. It operates to supplement the restricted investigating personnel of the other Treaty departments and frequently acts as paymaster in place of these services. It furnishes fire protection, police and traffic control, for the towns in the districts. It maintains radio receivers and public address equipment in all the seaports.

The district commander acts as advisor in all matters of communal administration, such as communal budgets, sanitation, streets, parks, and bridges. In the lower courts of the villages, non-commissioned officers assist in the administration of law and justice. A light goes out on the coast or a buoy goes adrift and the district commander immediately informs the coast guard.

Routine inspections take the district commanders and his aides into every corner of their little self-contained provinces. Emergency missions, such as arise when there are rumors of a human or animal epidemic, may start him suddenly on horseback or muleback, over difficult trails, fording swollen rivers, or by automobile or motor launch along the coast, well named the "Coast of Iron". In addition to the duties above-outlined, their administrative activities and duties are frequently performed under most trying weather conditions, such as the tropical heat of the Haitian summer and the torrential downpours of the rainy season. The Garde officers must know not merely French, but the Cerole of the hills.

*Personnel.* The enlisted strength of the Garde was increased from 2,537 to 2,622 during the year. The total strength of the organization, including the auxiliaries of the Coast Guard, rural police, and palace band, reaches a total of 3,460.

In conformity with the definite policy of gradual preparation of Haitian officers, Haitian officers in the Garde were increased from five per cent. in 1917, to nineteen per cent. in 1922, to thirty-five per cent. in 1928, and to thirty-six and forty-two one hundredths (36.42%) per cent. at the end of the fiscal year. Of the fifteen outlying districts, four are now entirely officered

and manned from Haitian sources. During the disturbances in the latter part of the year, the Haitian officers evinced good progress in their ability to command. The military school staff,—seventy-five per cent. Haitian—graduated seventeen aspirant officers at the end of a year's work.

*Communications.* At the end of the year, a total of 309.5 miles of telephone lines, nine airplane landing fields, constructed by its own labor, and the maintenance and extension of a considerable mileage of trails were under the administration of the Garde.

*Police Services, Fire and Traffic Control.* There was a greatly increased demand on the purely police functions of the Garde during the year. Fire-fighting facilities were increased in Port-au-Prince and the capital city, now for the first time, is approaching adequate fire protection. Installation of modern storage facilities for inflammable liquids in bulk beyond the city limits in the capital were completed during the year, substantially reducing the fire menace. In Cape Haitian and other cities, fire fighting equipment, fire zoning, and storage facilities were improved. The reduction in fire losses compared with 1928 was \$384,325.00.

Registration of motor vehicles increased from 2,589 in 1928, to 2,839 during the past year, and this increase was met by a campaign of enforcement in traffic regulations in all centers. In Port-au-Prince alone, 1,001 traffic violations were recorded as compared with 461 in 1928. By stricter application of the laws governing their possession and by confiscations, a reduction of 388 in the number of privately owned firearms in the Republic was accomplished.

*Communal Administration.* One of the serious Haitian problems is that of communal administration. Commanders of the Garde have the title of communal Advisers and have charge of the important duties of collecting and distributing communal revenues and have the surveillance and control of all financial operations of the commune. Unfortunately, present laws do not provide advisers' real control, and as a result, in many communes there have been illegal, dishonest or unwise expenditures of public funds. These incidents have been promptly reported. Legislation correcting this situation is urgently needed.

*Marksmanship.* Although the annual rifle matches scheduled for December had to be postponed, departmental and district competitions showed that the marksmanship acquired by the Garde is up to its former excellent standards. With the normal handicap of old rifles, accentuated by the passage of another year an average of 69.40 percentage of qualifications was made. The 1928 record was 70.08 per cent.

*Construction.* A comprehensive building program for the Garde is now in its fourth year. In 1928, twenty-four modified and eight outpost buildings were constructed by Garde and prison labor. The completion by the Public

Works department of one two-story and three one-story district headquarters, gave the Garde more than ninety per cent. of modern and adequate buildings.

*Coast Guard.* Despite the lack of a suitable lighthouse tender, the coast guard department of the Garde d'Haiti successfully maintained navigational aids in Haitian waters, serving fifteen lighthouses and maintaining the buoyage system intact. Although small gasoline launches with inadequate lifting machinery were employed, all defects reported were repaired within forty-eight hours. The Coast Guard also surveyed an area four miles square at Caracol Bay, locating and buoying an excellent shipping channel.

PUBLIC FINANCES, FOREIGN TRADE, AND THE SERVICE OF THE  
FINANCIAL ADVISER-GENERAL RECEIVER

*Financial Adviser-General Receiver.* The Treaty concluded between the United States and Haiti on September 16, 1915, stated that the Government of the United States "will, by its good offices, aid \* \* \* in the establishment of the finances of Haiti on a firm and solid basis." This provision was the basis for the creation of the office of the Financial Adviser-General Receiver with its manifold functions in the service of the rehabilitation of public finances, the promotion of Haiti's commerce and the general economic welfare of the Republic. To comprehend the activities and accomplishments of this new unit of the Haitian Government, the chaotic condition of Haitian finances at the time of the inception of the Financial Adviser's service must be understood. The country, in 1915, was practically bankrupt. In that year, the next public debt totalled some \$30,772,000, of which over \$4,000,000 represented arrears in interest. Amortization in the instance of one bond issue was twelve years in arrears. In October, 1916, some \$2,997,570.00 or three-fourths of the revenues of the annual receipts estimated at \$4,043,000.00, was necessary for debt service, five per cent. for the fiscal and collection service rendered by the Financial Adviser-General Receiver's organization and nearly twenty per cent. for the upkeep of the military and police force, the Garde d'Haiti, leaving only \$68,820.00 to take care of the other expenses of the Government, amounting to some \$2,340,000 per annum. Heavy bank borrowing at ruinous rates of interest was the means by which previous Governments had carried on. Salaries to government employees were insufficient and months in arrears, government auditing was inefficient, the customs tariff was antiquated, government revenues depended almost entirely on customs duties, especially on the coffee export tax, and fluctuated with the coffee crop. The currency was depreciated and subject to violent variations. No effective measures to establish a real revenue from internal sources had been taken and customs collections were but a part of what they should have been, due to corruption and inefficiency.

At the end of the fiscal year, 1928-29, the Government of Haiti had an unobligated cash balance of more than \$4,000,000. Bonded indebtedness had

decreased from \$30,772,000 to \$17,735,479, in spite of the contraction of new loans, 1922, 1923, and 1924, totalling \$22,695,000 utilized chiefly to refund previous bonded indebtedness and satisfy claims against the Government, but also to effect material improvements.

Government revenues have more than doubled, chiefly through better collections and yields of existing taxes enabling the various departments of the Government to undertake the greatest program for public welfare the country has ever seen. Internal revenue has been increased, yielding over \$1,200,000 during the year just finished, or more than one-fourth the total receipts of thirteen years ago and further important increases are forecast. A sound currency has been achieved.

#### PROBLEMS CONFRONTING THE SERVICE OF THE FINANCIAL ADVISER

The Haitian Government originally depended on customs revenue for income. Twenty per cent. of Haiti's population consists of ignorant peasants. Direct taxation is extremely difficult to enforce on such people. There are neither proper land laws, land survey maps, registration offices, nor an adequate system of settling titles. Therefore, the imposition of a land tax lies in the future. Due to ignorance and primitive conservatism of this population, it is necessary to educate rather than to legislate. Therefore, moderate, balanced systems regulating incidence of taxation can only be arrived at gradually.

The second aspect of this situation covers increased and diversified production and until this is scientifically organized and accomplished, the forward movement in public finances must be extremely slow. The great hatred of and suspicion which exists between town and country complicates the situation. The Government financial program, in face of these difficulties, must be carried out with extreme skill, devotion, political wisdom, honesty and impartiality and it needs many years to its full accomplishment.

#### ACTIVITIES OF THE OFFICE OF THE FINANCIAL ADVISER-GENERAL RECEIVER DURING THE FISCAL YEAR 1928-29.

Despite smaller revenues due to the fact that commercial and financial conditions during the course of 1928-29 were less favorable than in the preceding fiscal period, the financial obligations of the Haitian Government were promptly fulfilled, and the unobligated cash balance of the treasury on September 30, 1929, was the highest on record.

The development of the internal revenue service designed to remove Haitian public finances from their former unsound and almost complete dependence upon the fluctuating customs revenues and specifically on the objectionable coffee export tax continued. The first year of operation of the alcohol and tobacco excise taxes brought Haiti's internal revenue from \$848,324.00 in 1927-28, to \$1,207,054, in 1928-29. Internal revenue for the

period accounted for about fifteen per cent. of total Haitian revenues as compared with eight per cent. in 1927-28. The office of the Financial Adviser-General Receiver presided a Central Commission which elaborated the Coffee Standardization Law designed to increase the demand and reputation of Haitian coffee, previously limited by the poor preparation thereof. The office took over the registration of land records and provided, for the first time since Haiti's independence, safe recording for these most important documents. Considerable progress was made during the year in clarifying the chaotic records of state domains and a considerable additional area of land was made available for rental and productive use. Administrative regulations of the customs service found to work hardships on importers were modified. Bonded warehouse facilities were established in Port-au-Prince.

The Treaty of 1915 engaged the office of the Financial Adviser-General Receiver to effect the collection of the customs revenues at a cost not to exceed five per cent. thereof. The Financial Adviser's office previously decided, however, to effect the collection at a still lower rate and offered to pay out of the "5% fund" the commission of the National Bank of Haiti amounting to one per cent. Out of the remaining four per cent. have been effected not only administration and operation, but capital expenditures for customs houses, et cetera, extremely high in view of previous ill-housing and equipment. This is a remarkable record of which the service may justly be proud. Deducting the bank's commission, which is not properly chargeable to administration costs, but including capital expenditures, the costs of collection and operation in late years in comparison with certain other tropical countries were as follows:

	1924	1925	1926	1927	1928	1929
	%	%	%	%	%	%
Haiti .....	5.35	3.33	3.18	6.07	3.18	4.29
Dominican Republic .....	-----	4.14	4.56	3.94	4.79	-----
Nicaragua .....	4.27	3.78	-----	-----	3.94	-----
Philippines .....	4.80	4.60	5.00	5.30	4.50	-----

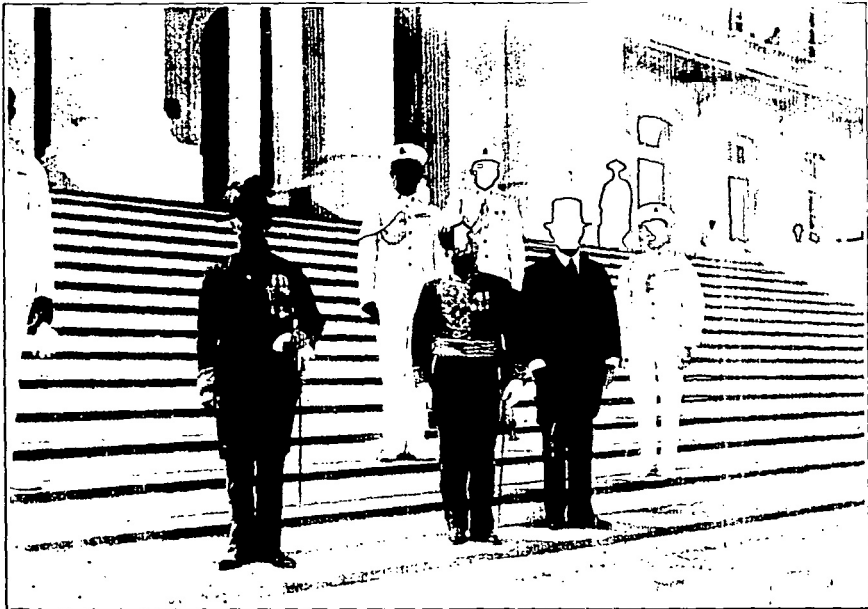
The distribution between operating costs and capital expenditures is analyzed in the following table:

	Administration and Operation	Permanent Improvements	Bank Commission	Total
	%	%	%	%
1923-24	5.35	-----	0.98	6.33
1924-25	3.17	0.16	1.84	5.17
1925-26	2.80	0.38	1.00	4.18
1926-27	3.97	2.10	1.00	6.77
1927-28	2.66	0.52	1.00	4.18
1928-29	3.62	0.67	1.00	5.29



THE PAST

*The Citadel of "King Henry I" Who Ruled Northern Haiti One Hundred and Twelve Years Ago.*



THE PRESENT

*On the Steps of the National Palace, Port-au-Prince, Home of Haiti's President. The Central Figure in Uniform is the French Minister to Haiti. To the Right of Him Stands a Haitian Cabinet Minister.*



Official photo by D. G. T. P. (Republic of Haiti)

*Type of rural school used by the Haitians prior to the American occupation.*

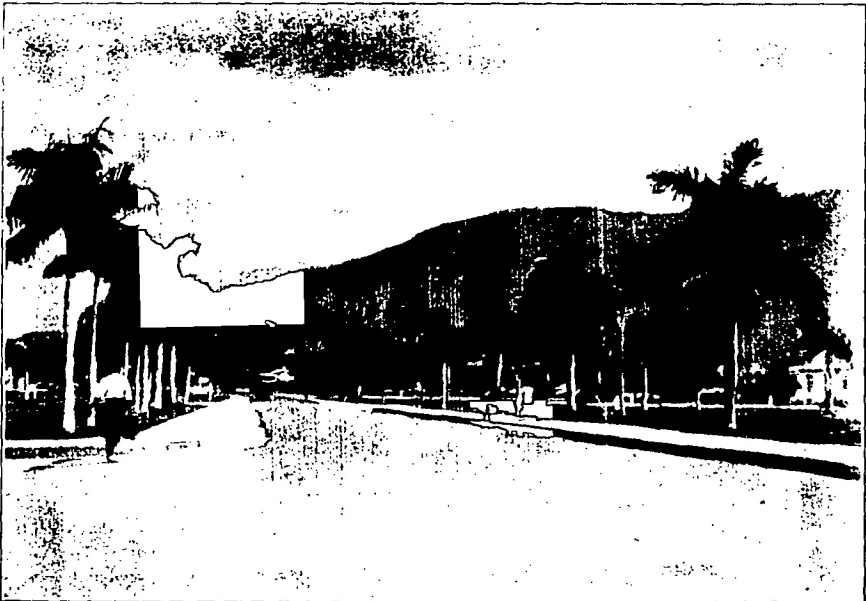


Official photo by D. G. T. P. (Republic of Haiti)

*Standard type of rural farm schools, classroom and shop. This type of school is being built throughout Haiti for the education of peasants and for educational pursuits. Sixty-five such groups have been completed to date*



*One of the Many Country Clinics Maintained in Haiti by Medical Officers of the Navy, Where Treatment is Free to All*



*The New Avenue Lindbergh, Port-au-Prince, After the Famous Flyer Paid a Brief Visit to Haiti. This Is a Good Example of the Improvements Made in Street Paving During the American Occupation.*



The percentage of Americans employed in the customs service of the service of the Financial Adviser-General Receiver has steadily decreased although there has been an absolute increase in their number since 1922, due to the establishment of the Internal Revenue service in August, 1924; the subsequent transfer to this latter service of the domonial services; the enactment of the excise taxes in 1928, and the standardization of exports legislation in 1929; the transfer, in 1929, to the service of the bureau of registration and extension of the scope of the auditing operations of the service.

The record in this respect is shown in the following table:

	<i>Americans</i>	<i>Haitians..</i>	Total	Percentage of Americans to Total
1922	17	219	236	7.20
1923	17	230	247	6.88
1924	20	408	428	4.67
1925	19	367	386	4.92
1926	20	400	420	4.76
1927	21	395	416	5.05
1928	23	424	447	5.14
1929	26	508	534	4.87

The service now has four Haitian collectors of customs and two deputy collectors in charge of ports. There are two Haitian legal advisers in the service and twenty-two active full-time Haitian inspectors and eighty other native employees functioning as part-time inspectors.

The great majority of the employees of the Service stood firm against extreme agitation for a general strike in the December disorders. Only subordinate employees in the Port-au-Prince and in the customs control office walked out.

*Internal Revenue Service.* The accomplishment of this service in increasing Haiti's internal revenue from a little over \$100,000 in 1916, to \$848,000 in 1928, and to \$1,207,000.00 in 1929, has been mentioned. Last year's increase was due to the inauguration of the alcohol and tobacco excise taxes. The problem in connection with collections of these taxes, absolutely novel in Haiti, were met with greater success than had been anticipated. In spite of the necessarily heavier expenditures attending the introduction of the new taxes and the charges occasioned by the transfer of the registration service, the Internal Revenue kept well within its operating allowance of fifteen per cent. of the revenue collected.

#### AUDITING AND ACCOUNTING

The year saw the introduction in the accounting system of the functional classification of expenditures and redistribution of expenditures by objects. Modern installations to facilitate preparation of records, improvements of

the control over expenditures and measures to protect all records from loss were made during the year. The auditing accommodations of the office were extended and arrangements were made for a complete audit of all governmental accounts by representatives of the office of the Comptroller of the United States Government. This audit took place in October and November, 1929, and will be continued annually hereafter.

#### GOVERNMENT FINANCES

The Financial Adviser-General Receiver reports that the total revenue receipts of the Haitian Government for the fiscal year 1928-29, were \$8,504,305.00, or 15.66% less than in 1927-28, the record year. Total customs receipts amounting to \$7,049,530.00 were 21.81% less than the record customs revenues in 1927-1928.

On the other hand, expenditures increased 7.66% to a total of \$8,823,900.00 in 1929, as against \$8,195,580.00 in 1927-28. The increased expenditures were caused by larger disbursements by the department of Public Works, the Service Technique and the Department of Hygiene. The Garde d'Haiti and the departments of foreign relations as well as Agriculture and Labor decreased their expenditures.

#### TREASURY POSITION

Despite the fact that expenditures from revenues exceeded revenues for the year by \$319,595.00, or 3.76%, the unobligated cash balance on September 30, 1929, was the largest on record, amounting to \$4,072,291.00. The public treasury is, therefore, in the best condition in Haitian history to meet the prospect of lower revenues expected during 1929-30, as a result of lower coffee prices. While the unobligated cash balance is at a peak sum, the total cash assets of the Government declined 4.29% during the year to a total of \$6,538,676.00.

#### PUBLIC DEBT

A reduction in the public debt of \$1,152,142.00 to a total indebtedness of \$17,735,479.00 was accomplished. This was a reduction of 6.10% as compared with 5.28% in 1927-28.

#### 1930 BUDGET

The budget for the fiscal period 1929-30 was voted on July 16, 1929, forecasting a revenue of \$8,020,000.00 and expenditures of \$8,018,000. It is probable that, due to the severe economic disturbance caused by the drop in the world prices for coffee, Haiti's chief crop, the revenue will be below this estimate. At the end of the calendar year, active steps were being taken to reduce expenditures below the budget figure.

*Economic Conditions.* Prosperity in Haiti depends entirely on the coffee crop and prices. Coffee constitutes in value from sixty to eighty per cent. of the country's exports.

The coffee crop in the period 1928-29 was a lean one, due to unfavorable weather conditions, but prospects for the 1929-30 crop were bright. In October, 1929, however, the coffee valorization program carried on by Brazil since the World War and which has maintained prices at a high level, collapsed, and with it collapsed hopes for general prosperity for the coming year in Haiti. All advices indicate a continuance of low coffee quotations for some years to come.

But the situation is not one of despair due to the productive developments which have occurred in Haiti since 1915. The credit standing of the merchants in the banks at the close of the calendar year was in general good, and stocks of merchandise lower than at any time during the past five years. Among the productive developments which are steadily adding to Haiti's wealth may be mentioned sisal plantations, planted on land abandoned to cultivation for more than one hundred years, and which will begin exporting in quantity the coming year, bringing in several hundred thousands of dollars per annum into Haiti. Another development which is beginning to yield returns is a large pineapple plantation and canning establishment at the Cape. Due to the efforts of the offices of the High Commissioner and the Financial Adviser, an export outlet for Haitian corn has been opened by an arrangement with an American corporation. New crops are being introduced and existing crops improved, which through their export or through the reduction of imports will add riches to Haiti. The Coffee Standardization Act offers a remedy for the low differential prices previously received by Haitian growers by reason of the poor preparation of their crop.

Other projects are being studied and encouraged, which will develop unused or poorly used tracts. The establishment during the last year of direct shipping service between Galveston and Porto Rico, stopping at Haiti, and the opening up of air communication by the Pan American Airways between Haiti, Cuba, Florida, the Dominican Republic, and Porto Rico, will have some small favorable effect. Other air lines are contemplated.

Although the tourist traffic is not yet important, it is increasing. The expenditures of the United States Marine Corps Detachment is one of the few positive invisible items in Haiti's foreign trade and a stabilizing economic factor.

The situation created by the drop in coffee prices is a serious one for Haitian economy, but, it has been suggested, with a considerable show of reason, it may prove to some extent to be a blessing in disguise in accelerating the movement toward crop diversification and development of new crops which Haiti needs.

*Foreign Trade.* Haiti's total foreign trade declined from \$42,915,502.00 in 1927-28 to \$33,961,756.00 in 1928-29, a decrease of \$8,953,747.00, or 20.87%. Imports declined 14.87% to \$17,237,920.00, while exports declined

26.22%, to \$16,721,833.00, leaving an unfavorable trade balance of \$514,089.00. In 1927-28, there was a favorable trade balance of \$2,418,989.00.

The proportion of Haitian imports supplied by the United States declined from 75.30% of the total in 1927-28, to 69.85% in 1928-9, while France continued to be the heaviest purchaser of Haitian exports, taking 55.29%, an increase over the percentage for the previous year. Port-au-Prince, with 58.75% of total import trade for the year, continued to lead as port of entry, although its share of the import trade declined as compared with the previous year. In proportion of exports Port-au-Prince handled 18.96% of the total, which represents a decline from the 22.67% of total exports accounts accounted for at that port during 1927-28.

Foodstuffs formed 33.89%, in value, of total imports of 1928-29, as compared with 30.02% in 1927-28. This increase was largely due to destruction of edible crops by the hurricane of 1928. Imports of most other commodities declined in value, including textiles, footwear, cement, liquors, lumber, tobacco, and automotive vehicles. Exports of coffee fell off 28% in value, and 30.59% in quantity, as compared with 1927-28. Exports for the year totalled 12,590,160 kilos. There was little improvement shown in the other chief export items, with the exception of cotton and the increased shipments of that commodity were not sufficient to afford any appreciable relief from the dependence of coffee. The excess of imports over exports during the past year was paid for by a residuum of purchasing power remaining from 1927-28. This unfavorable balance of trade is considered as purely of temporary nature and warrants little concern as for 1929-30, it is conceivable that total imports will more closely correspond to export values than for several years.

#### PUBLIC WORKS

The achievements and importance to Haiti of the Public Works Department, with its varied program of construction and administration of essential services, can best be understood by a brief comparison of present conditions with those that faced the Department at the time of its Intervention in 1915.

At the time of the American Intervention, there was no definite organization for carrying out the few public improvements that were undertaken. A number of engineers, citizens of Haiti, were attached to the Ministry of Public Works and were assigned to particular projects in a more or less haphazard and desultory fashion.

There was no accurate system of accounting for expenditures, and the public works of the country as a whole, such as they were, were in a deplorable condition. The organization of a technical department with a proper accounting system, and an efficient professional personnel for carrying out the work of this department, was therefore of primary importance. The existing public works were few. There were practically no roads connecting

the cities and towns and as a consequence, communication was most difficult. In view of difficulty, the interior of Haiti was practically unknown to those living on the sea-coast or in the port towns. A century had passed since any extensive road building, maintenance, or repair had occurred. There were few improved city streets. Sidewalks were practically unknown. Bridges were few and dangerous to the point that the proverb "Never cross a bridge until you come to it" had been changed in Haiti to "Never cross a bridge if you can go around it." The single telephone system in Port-au-Prince had failed in 1911 and there was but a rudimentary telegraph system. The ports, storage and shipping facilities, with the exception of Port-au-Prince, were generally in bad shape and inadequate. An automobile was a thing unheard of to the majority of the population.

Today, there are nearly three thousand automobiles and numerous motor bus lines. There have been constructed 1,006 miles of roads utilizable by motor vehicles. The length of bridges has increased nearly three times to a total of 210 structures of a total span of 5,870 feet and their improvement as regards security and maintenance is equally remarkable. The peasant in many remote districts can bring or send his wares to markets, in many cases by motor bus or motor truck service. Many districts whose products were largely lost through spoilage and the inaccessibility of markets or for which the grower received a small return due to the cost and difficulty of transportation, are now selling in the consuming centers and for export, thus adding to the wealth of the inhabitants of the nation. Of political and educative value, is the fact that the peasant can and is beginning to come to the cities where he comes into contact with ideas, a higher material civilization.

A modern telephone system, automatic in the cities of Port-au-Prince and Cape Haitian, gives good communication between forty-eight important centers of the Republic, some 1,250 miles of long distance service created. The telegraph system has been improved and these two services function not only without cost to the Government, but yield a net profit. A radio transmitting and receiving station has been constructed and regular broadcasting inaugurated. The capital and other cities have public buildings which are ornaments to their localities. Parks, streets, and public squares have been built, improved and beautified. A remarkable program of public school construction has been carried out and students are rapidly being changed from the ill-adapted school buildings of former times to fine modern structures. New hospitals have been built and old ones modernized. The housing of the services of the Garde d'Haiti, the combined police and military force of Haiti, has been nearly completed and modern, serviceable customs houses erected and former ones improved in all the principal ports. Twelve of the existing sixteen light-houses have been built since 1915, and nine wharfs constructed. Irrigation practically non-existent since French colonial times has been revived and over 100 miles of canals constructed serving 8,000 farms

and a population of 62,000. Surveys for sixteen additional projects of 107,000 acres have been completed. Municipal water systems have been reconstructed, expanded and rendered sanitary. Sixty-four villages have been given an adequate healthful water supply.

Some of the results of the fourteen years program of the Department are strikingly shown in graphical representations given as an appendix to this report. The results have been obtained entirely from current revenues of the government with the exception of some \$300,000.00 granted from the proceeds of the 1922 loan.

The work has been retarded due to the insufficiency of these revenues. An enormous task still faces the Department, but the productive projects accomplished will help advance the economic day when government revenues will be sufficient to take care of increased, necessary construction and public services.

A policy of the Department, successfully carried out, has been that of continued instruction of Haitian technical personnel and the gradual replacement of foreign technicians, and their indoctrination with the spirit of loyalty to the Government and their services. As a result during the so-called disorders accompanying the students' strike in December not a man left his post, although employees were subjected to extreme pressure and clever incitation to "walk-out" in a sympathy strike.

Following is a brief recital of outstanding developments during the fiscal year 1928-29. A more detailed summary of the work of the Department is included in the appendix to this report.

Due to the emphasis placed on road work and construction, the number of employees increased twenty-four per cent., whereas the expenditures were 2.7% less than in the preceding year.

#### HAITIAN PUBLIC WORKS, ENGINEERS AND ARCHITECTS

The policy of training and promoting Haitian commissioned personnel was pursued diligently throughout the year. Two Haitians were commissioned in the active service and two others were promoted. Two native engineers resigned during the year. In general, increased authority was given native commissioned personnel during the year and the interest of the native commissioned personnel maintained by the Seventh Annual Conference of the Corps held in April, 1929, at which five excellent papers were read and discussed to the benefit of all. The annual meeting of the Haitian commissioned engineers and architects is the oldest established professional conference in Haiti.

*Personnel.* Previous records were broken with an employment of 8,933 for one year, as compared with 7,000 in the preceding fiscal period. The ratio of Haitians to Americans was 297 to 1.

*Expenditures.* The Public Works Administration expended a total of \$2,249,909.00 during the year, as compared with \$2,311,000.00 in 1927-28. The expenses of general administration were reduced from \$226,179.33 to \$219,236.00 and lesser expenditures were made for harbor improvements. The expenditures for roads, bridges, and trails increased from \$559,749.34 to \$768,827.24.

*Public Buildings Service.* The activity in public building construction was only 70% of that of the previous year, but was attended by an improved quality of workmanship and quantity of work per man a day. Of importance to the development of this branch of the Department, as well as to Haitian construction in general, was the inauguration of a plumbing school during the year to fill the pressing need for plumbers.

Notable in the construction of public buildings during the year was the completion of the headquarters building at Las Cahobas for the Garde d'Haiti, the largest structure yet completed by the Department outside of Port-au-Prince; the construction of a 250 student unit for the Brothers' School at Port-de-Paix and a 250 student additional unit for the Sisters' School at Gonaives; the starting of industrial school buildings for the Service Technique, which will eventually house 6,000 students; the completion of ten standard rural dispensaries, a morgue, a ward, and a mess hall at the Gonaives hospital; public comfort stations in Port-au-Prince and a sanitary fish market at Fort St. Clair for the national public health service, the Port office building in Port-au-Prince, an ornament to the city's waterfront; and a fine Public Works administration office with storage and garage at Gonaives.

*Municipal Engineering Service.* The water-works for ten Haitian cities were operated and maintained with a five per cent. increase in subscribers. An improved water supply was gained for Port-au-Prince by the completion of the renewal of the Plaisance-Cerisier aqueduct. In spite of a sub-normal yield of the springs supplying the capital, an adequate supply for the city was maintained by the checking of wastage. Of great importance was the installation of a chlorinator at the Bourdon reservoir which completes the means of sterilization of the water supplies at both Port-au-Prince and Petionville. This accomplishment has resulted in a most gratifying reduction in morbidity rates from water-born diseases. A site has been bought for a much needed reservoir in the Bolosse section of the city. Other accomplishments made in the field of municipal water-works during the year include partial reconstruction of the water distributing system at Petionville; a large extension of the distributing system at Petit Goave and the completion of an excellent headquarters building there; the capping and connection of the water mains and the cleaning of the entire system at Gonaives; the installation at Cayes of a new Diesel plant, enabling the pumping of twice the amount of water formerly pumped with the same cost; the drilling of seven additional wells for water supply for various villages in the Republic; and the capping of a spring at Furcy for public use.

During the year the Service accomplished a fine program of street improvement in the principal cities and towns. Among the improvements may be mentioned the paving of John Brown Avenue in Port-au-Prince with penetration asphalt. In this city, a total of 31,000 square meters of macadam and 35,000 square meters of asphalt were laid during the year, in addition to the maintenance of all streets previously improved. A careful study was made of the street cross sections of the various parts of the capital, with the view of obtaining the most useful and ornamental at the very lowest cost and a campaign to interest property owners in contributing to the cost of constructing improved streets was started. In Port-au-Prince, alone, 8,100 linear meters of concrete curbs and gutters were constructed and open drains on two of the principal avenues were eliminated. In other cities of the Republic a large total of the drainage projects, concrete curbs and gutters, was carried out.

In Port-au-Prince, the Department issued 201 building permits of a total estimated value of \$557,800.00, a figure considerably higher than that of the previous year.

#### IRRIGATION SERVICE

Large section of Haitian farm lands were subjected to unusual drought during the past year and lack of water storage facilities prevented the remedying of this condition. As a result, crops in the irrigated districts were smaller than in the preceding year. The irrigation service of the department is continually showing peasant users a more economical and better use of water and a steady improvement in this respect is being noted. A total of 148 kilometers of canals was operated on the Grise and Blanche systems and grades have been changed to give a full head of water. Many new weirs were built and the Momance dam was enlarged and to prevent wastage an inverted syphon was built on the Momance to carry water to the North side.

The valuable hydrographic service of the department is to be mentioned here. Rainfall records were kept for 127 stations, evaporation records for two stations and temperature records for thirteen stations.

#### ROADS, BRIDGES AND TRAILS SERVICE

The construction of vehicular trails to open up rich areas now served only by paths, traversed with difficulty even by loaded "burros," was one of the chief objectives of the department during the year just closed. By vehicular trails are meant trails sufficiently wide and with grades and curves of a character to permit automobile traffic. In general, they have a ten-foot wide gravel surface and are well drained and should be able to withstand the elements and traffic with small maintenance cost. This network of vehicular trails, which will be steadily extended, will bring economic benefit not only to the immediate district served by them but to the country as a whole. Increased construction of such routes was especially necessary during the past year, due



to the fact that the hurricane of August 10, 1928, practically obliterated all the trails in its path. As a result, the greater part of the construction was in the "Hurricane zone," but other sections of the country were also benefitted. Of note was the improvement of the trail following the "Royal Road of Christophe," built over one hundred years ago, but for a great many years practically impassable. On this trail, an automobile can now go from Cape Haitian to Milot in less than thirty minutes.

The outstanding road improvement of the year was the hard surfacing of the Petionville road, inaugurating the system of the department of installing durable surfacing on heavy traffic roads. It is  $5 \frac{2}{3}$  kilometers in length and in its construction the asphalt penetration method was used in Haiti for the first time. This road is a splendid example of modern highway construction, marked for the aid of traffic and having modern wire mesh road guards at dangerous turns and beautified with trees, shrubs, and vines. Many other improvements were made throughout Haiti during the year, including the elimination of curves at railroad crossings and the construction of drainage structures and gravel surfacing. Work was continued on the Trouin-Jacmel road and the Petionville Kenscoff road was started on November 18, 1929. Surveys for other needed routes were made including a study of the proposed main road down the center of the southern peninsula.

The program of bridge construction and repair was maintained throughout the year. Among the achievements of this service may be mentioned the placing of two ninety-one foot steel spans into the Christophe's bridge; the completion of a re-enforced structure at La Matie with three twenty-one foot spans and the opening of traffic at the St. Louis du Sud bridge of steel, "I" beams encased in concrete with three forty foot spans; the completion of a new ninety-one foot steel truss bridge over the Gosseline and many other minor concrete and wooden bridges as well. Continuous careful maintenance of existing bridges was performed during the year. The most important repair was the raising of the Second Street bridge in Cape Haitian, originally built in 1896 and consisting of a single steel span of 171 feet.

#### SHOP SUPPLY AND TRANSPORTATION SERVICE

The shops handled over eight hundred job orders of a total value of \$60,000.00. The offices of the storehouse service were moved to the general storehouse,—effecting economies. The efficiency of the garage, servicing automobiles and road machinery, was improved.

*Harbor Improvement Service.* Outstanding in this service was the completion of a modern re-enforced concrete wharf for the city of Jeremie. In addition, new wharfs were built at two other sections. Efficient maintenance of existing wharfs was performed and in Port-au-Prince harbor a part of the sea-wall was repaired and strengthened.

*Telephone, Telegraph and Radio Service.* The patronage and satisfac-

tion of the public in this service continued to grow during the year. Long distance facilities and, in Port-au-Prince, local automatic telephone service were increased. The total revenue for the year, both commercial and official, increased eight per cent. That from commercial sources alone increased 9.2%.

Total revenue exceeded total expenditures by 8.8% and, based on a total plant investment of \$492,000.00, the gross earnings for the year were 13%, which, allowing 5% for depreciation and 5% for improvement, would have given a net earning of 3%. This result was obtained in spite of payroll increases which augmented the average pay per man from \$23.43 to \$24.11. While no new telephone exchanges were opened there was an increase in subscribers of 17% during the year to the forty-eight exchanges now operated.

The outstanding incident of new construction was the completion of a telephone line from Las Cahobas to Belledere, 37 kilometers in length, which will eventually be joined up with the Santo Domingo telephone system, to give long distance communication with the neighboring Republic. The service between Port-au-Prince and Cape Haitian was improved by the construction of a grounded circuit. A cable system for local subscribers was installed in Petit Goave and St. Marc. In Port-au-Prince, 400 additional lines were completed in April, 1929, bringing the capacity of the exchange to 1,200 lines, affording a possible total of 1,400 subscribers as compared with the present subscription list of 1,170. The maximum number of calls in the Port-au-Prince exchange in one day in 1929, was 27,574, as compared with a previous maximum record of 20,583. At Cape Haitian the telephone system has reached capacity and requests for additional telephones in certain localities have been refused.

The Regular scale of broadcasting has been maintained and fourteen public address stations are now maintained throughout the Republic. In addition, radio sets were installed in fourteen farm schools and instructional broadcasting is carried on for them.

*Cadastral Administration Service.* A cadastral administration service was organized on February 19, 1929, to prepare a law for determining and recording land titles. This question was still a matter of study for presentation to the Haitian State at a later date, at the close of the year.

#### PUBLIC HEALTH

The work of the department of Public Health, since 1915, is an inspiring chapter in the history of Haiti.

Prior to that date, a national public health service consisted of a loosely organized body of practicing physicians, known as a Jury Medical. Poorly financed and without support from the public, the courts or from abroad, it never had and, as formed, never could have entered upon a stage of progressive activity. As a result, the entire country teemed with filth and disease.

A description of the Haitian General Hospital from an eye witness at the time states: "The building resembled one used for a stable, being divided into stalls or small rooms, without floors and none had beds . . . . On the first day that I went to the hospital, shortly after landing, I saw three men lying dead among the others." This description of the Haitian General Hospital applied to the few other so-called hospitals which were really nothing but shacks where human wrecks were brought to die. Some 80% of the Haitian population were diseased.

In 1919 the Haitian Government with great wisdom organized the national public health service by law.

To enumerate a few of the outstanding accomplishments, in this ten-year period, 11 modern hospitals, fully equipped, have been placed in operation. A medical and hospital training school of the highest type has been given the Haitian nation. As further reorganized in 1926, the service afforded by the school was recognized as sufficient by the Rockefeller Foundation to justify its financial support. Valuable research work has been carried out in the field of tropical diseases.

Health has been carried to the people by rural and traveling clinics, in many instances in districts which for over a hundred years have never seen a doctor.

For more than 200 years three diseases—yaws, malignant malaria and intestinal diseases—have claimed a terrific national toll of Haitian lives. The Department's campaign of sanitation has reduced the incidence of malaria, water borne, and epidemic diseases in the most populated districts of the country. A splendid effort toward the elimination of the national scourge of yaws has been made. What has been accomplished in terms of human happiness and health by the public health department is matched by its contribution toward the economic welfare of the country. No single activity of the various Government departments has been of greater economic benefit than the work of the clinics in restoring to productive labor tens of thousands of disease-ridden Haitians. The importance of this medical, surgical and sanitation attack, seldom paralleled in the world's medical history, is not limited to human and economic benefit. The work of the rural clinics has been the greatest single factor in destroying superstition among the country masses.

It is aiding to destroy the barrier between the country and the city which has been potent in the political difficulties experienced by Haiti in the last 125 years. Prior to 1915 the remote country Haitians entertained complete mistrust and suspicion of the town man and other inhabitants. The latter had constantly exploited him and impressed him into the so-called armies. On the other hand, the town man prior to that date, seldom ventured far into the interior because of his fear for his life. The peasant today is seeing that kindly and sympathetic Haitians in the cities are manning the

public health units which are ridding his people of disease. He is getting a valuable and novel political idea, ideal, that a government can be one of popular service. The work being done by the public health department has other than a national significance. In these days of rapid transportation, when the potentialities of yellow fever and bubonic plague are being brought over night to neighboring countries and the United States, the work of this service has an international significance.

The achievements above cited have been accomplished at an average annual expenditure during the past ten years of only \$490,000, or a per capita of 24.46 cents per annum. Even in 1929, when the greatest program was fulfilled, the per capita cost to the Haitian tax-payer was only 44 cents. Public health work has been limited and handicapped here by insufficient funds for, whereas the Haitian Government is now solvent, it cannot attain prosperity until after many years of effort.

The fine record of achievement to date, however, constitutes only the first phase in the necessary program, final success in which can only be reached after many years. An intensive and widespread mass treatment must be waged to eliminate pandemic yaws, the cause of great and economic loss and suffering in Haiti. The reduction of tuberculosis, epidemic meningitis, hook worm, malaria, dysentery and typhoid fever from Haiti cannot be accomplished in a single generation. The ignorance of the people is a principal obstacle. A campaign of unremitting intensity for which increasing funds are urgent and in which professional competency must be matched by devotion, must be waged.

At the present time there are only 159 practicing physicians in Haiti, of which 42% are in the public health service. Of the balance of 58% all are in the cities and none are in the country, thus the peasant is left to the Voodoo doctor or if he is fortunate, to the American doctor in the traveling clinic. The public health department, and its medical school, is steadily working to remedy the lack of trained physicians and personnel. It is a subject of gratification that despite the exercise of adroit and intense pressure by political agitators during the December disorders following the "students' strike," the personnel of the department remained loyal and calm.

The following is a brief recital of certain outstanding developments of the year just ended. A more detailed summary of this period is given in the appendix to this report. The progress made by the service is also strikingly shown in the appendix containing graphical representations of the work done in recent years by the "treaty departments" of the Haitian Government.

*Record Program of Public Health Service in 1929.* The year 1929 was the record year of achievement for the Public Health Service in Haiti. Total disbursements increased from \$796,701 in 1928 to \$986,334 in 1929. Of this last total the National Government furnished only \$887,086, a per

capita of about 44c. The Central Relief Committee, the Rockefeller Foundation and The American Red Cross contributed \$51,820, municipal government \$29,080 and the balance of the receipts were from hospitalization and sanitation work.

*Hospitals, Dispensaries and Rural Clinics.* This increase of approximately 11% in expenditures was more than compensated by the great expansion in all the services of the organization. For example, rural clinics were increased in number from 139, to 147, giving a remarkable total of 1,341,000 treatments, an increase of 36% over the total of treatments in the preceding twelve months. Hospital admissions increased 17% during the year to a figure of 10,588. On July 1st the Public Health Service took over from the Garde d'Haiti the hospitalization of patients with mental diseases and the care of delinquent minors. In addition, the Service initiated a course giving selected hospital corps men of the Garde four months special training in dispensary, surgical, urological and operating work. The Haitian General Hospital at Port-au-Prince was greatly modernized and its service improved during the year. Helpful reorganization was effected in the outpatient, radiology, maternity and private ward departments, and the institution despatched a traveling clinic for three months to survey the isolated populations of the Morne La Selle mountain range. At Aux Cayes, Petit Goave and Gonaives, additions to Public Health Service hospitals were made. In the other six hospitals maintained by the Service throughout Haiti improvements were also effected.

*Divisions of Laboratories.* With the aid of the American Committee on research in syphilis a comprehensive study of the relation of yaws and syphilis began.

*Division of Quarantine and Sanitation.* Great progress was made in all phases of the sanitation and quarantine work. Swamp control measures in the Martissant section of Port-au-Prince were extended, a modern and sanitary fish market, the first of its kind in Haiti, has been constructed in Port-au-Prince; some 2,000 acres of swamp lands were reclaimed near Gonaives and Aux Cayes; swamp control measures were carried out at Hinche, three localities near Cape Haitien and other centers; a new market building started in Petit Goave and the existing market improved in Jeremie. To further the splendid measures of control of malaria already effected by the Service, the entomological department of the service of ipidemiology was strengthened by the addition of a trained American entomologist. Paris Green dusting by hand, by blower and by airplane was added to mosquito control measures. These innovations will effect in the future a great saving of money in replacing the use of crude oil.

In the areas devastated by the hurricane of August 10, 1928, 299 homes were rebuilt or repaired at a total expenditure of \$36,829. Sanitary inspectors completed the first accurate census of Port-au-Prince on January 4, 1929,

showing the capital city to possess a population of 79,797. Previous estimates had varied from 100,000 to 200,000.

*Division of Education.* Medical instruction in Haiti was strengthened by the addition of a new and important unit, the anatomy pathology building of the medical school and the nation's first health center was established in Port-au-Prince, functioning chiefly in infant welfare work, including pre-natal and post-natal care. Rockefeller Foundation fellowships were granted to eleven members of the medical school for foreign study. The Director of Laboratories was sent to Panama to study certain types of technique employed there in the Herrick clinic; a member of the Dental faculty was given three months post-graduate work in the United States; a graduate of the nurses' training school was given one year's training in public health nursing at Columbia University and the Directress of the nurses' training school enabled to visit Porto Rico to study and report upon nursing activities in that country.

The public health nursing movement in Port-au-Prince was extended during the year.

*Division of Legal Medicine and Vital Statistics.* The creation of this Division in August filled a fundamental need. Due to its creation the solution of many legal problems constantly arising in public health work can be expedited as never before. The Division is now at work on long needed projects of law which will revise and modernize the present medical, dental, nursing and midwifery practice act; will modernize the control of foods and drugs, the collection of vital statistics and will effect reform in legal procedure with respect to patients afflicted with mental diseases. Instancing difficulties encountered by the Service and the need for this Division is the fact that in but 38.3% of the 1,157 cases referred to the courts throughout Haiti for sanitary code infractions were convictions obtained and sentences awarded.

*Division of Supplies and Transportation.* The 82 motor units that are bringing health to rural Haiti were operated at an average maintenance cost of only \$524 per unit. A total of 133,499 miles were covered in the clinical work of which 109,181 miles were by automobile; 19,824 miles on horseback; 4,244 by boat and 250 by airplane.

*Division of Personnel.* To cope with its increased tasks the Public Health Service increased its personnel from 2,010 to 2,222 in 1929. In spite of the penury of competently trained persons, the Service did not increase the number of Americans employed. American employees account for only 1.72% of the personnel.

The Service was able to withdraw four members of the American naval personnel from the ten sanitary districts and replace them by Haitian physicians to act as district public health officers.

*Division of Finance.* The work of the Service has necessarily been one of charity but the Service is now devoting especial attention to the lowering of the volume of free care given by hospitals and sanitary units. This is in the interest of democracy and sound economics and will eventually result in proper medical and sanitation service for all the people.

#### SERVICE TECHNIQUE

Owing to the character of the country and its inhabitants, Haiti is and will remain for many years essentially an agricultural nation. The national wealth is in its agriculture. There are no important mineral resources capable of profitable exploitation, under present conditions, and industry is as yet insignificant. Nearly 90% of the population is directly engaged in farming.

The condition of the peasants has been one of absolute poverty, utterly primitive farming and living conditions, ignorance and disease. On an area two-thirds the area of the neighboring republic of Santo Domingo is settled a population nearly three times as great.

Fundamental to any further important general advancement of the country is the business of education and of improving national and individual wealth and health.

To promote popular education especially in the rural districts and increase agricultural production were the purposes for which the Service Technique de l'Agriculture was called into being by the Haitian Government in August, 1923. Organization was largely completed and the Service able to begin effectively to function towards the end of 1924.

It was suggested by some in the beginning that the Service confine its efforts to so-called "practical projects" to increase immediately the acreage and production of existing Haitian crops, to introduce new crops and crop diversification, in order to wean Haitian economy from its dangerous dependence on coffee culture, which normally accounts for 75% of the exports. It may be stated here that "culture" is a misnomer for the crop has been essentially a wild one as regards cultivation. The Service was urged by certain advisors, not having carefully studied the problem, to encourage large scale agricultural concessions—inevitably to foreign interests since native capital was not available—on Government and private land and to provide numerous modern farms on the theory that once shown the way the tropical peasant would immediately desert his ignorant and easy mode of life for intensive, toilsome cultivation.

It would have been possible by a system of expensive "drives" and bounties to have stimulated production of certain crops and this has been and is still being done in certain cases. The experience of the Service has shown, however, that such artificial results would have been of brief duration

and, in most cases, would be unprofitable in relation to the money expended. Once the pressure and rewards are removed the peasant relapses. The matter of promoting large scale agricultural concessions was complicated by the question of land ownership, previously referred to in this report, and the scarcity of really good land. Concessions have been granted but to have sought indiscriminately to increase their number would have obliged the Haitian Government to accord them on long and over-generous terms not to the eventual benefit of the country or its population, already overcrowded in most farming districts. It was the desire of the Service to develop Haiti for Haitians.

The model farm idea is of some but not complete value. It is used by the Service at the present time. To have immediately created a great number of model farms would have necessitated funds and a supply of trained agriculturists which were not available. It is a mistaken idea that example is all that is necessary for the tropical peasant to mend his farming ways. This has been learned by actual experiences of the Service, but is also historically shown.

At the moment when Haiti conquered its independence from France the French colonists had developed a highly successful system of tropical agriculture, and irrigation. The country was in a sense a huge model farm. As soon as the untrained peasants came into occupation of the land, agriculture began to decay and revert to a primitive state. The peasant of today has neither in character, intellect, education, in farming ability nor outlook greatly changed since 1804.

The Service Technique, therefore, decided that in order to achieve permanent, important results, it must include in its program wide-spread agricultural and vocational education of the younger generation. This was a novel departure in Haiti. The previous limited educational system was chiefly along strict academic lines, a system doomed to failure in a country where over 90% of the population is illiterate and poor and destined to perform manual labor to gain their livelihood. It is to be noted that in the rural districts of the Philippines a 35% relapse into illiteracy within five years after schooling has occurred.

There were practically no teachers available for the farm and industrial schools. Instructors had to be trained. To get literate teacher material it was necessary, in the beginning, to use students from the towns who had access to some elementary instruction. A normal school with a faculty of American teachers was started. Only two Haitians could be found with the necessary qualifications for teaching agriculture. By 1925 nine farm schools and three large industrial schools were in operation. In addition at the Normal School, higher agricultural education for the training of teachers, research workers, and farm advisors was started.



A system of service to adult farmers through farm advisors and demonstration farms was inaugurated with success and direct aid was given to the farmers through annual clinics and demonstrations in the control of both plant and animal diseases and injurious insects. Experiment farms to develop new or improved plant varieties and animal breeds for Haitian agriculture were begun.

Forestation—in a country whose forests had largely disappeared—and flood prevention projects were launched. Foreign companies were encouraged to come in and initiate fairly large scale farming projects in sisal and other crops—particularly for crops which could be sown in uncultivated areas—for the country needs a certain amount of such foreign capital, the increased productiveness and the example of initiative and scientific farming afforded by the operation of such concessions.

The above has been the program of the Service Technique. The difficulties faced by it in its work are too numerous to be recounted here. Insufficient funds have retarded the program. The program is a long term one. Twenty years—a short time in the history of national development—will be necessary before this first stage can achieve pronounced success. It is believed to be, however, the only program which will give permanent result in raising the financial and cultural level of Haiti and its agricultural masses and provide a foundation for stable democratic government.

Following is a brief general summary recounting the main accomplishments of the Service since its inception:

#### SUMMARY OF CHIEF ACCOMPLISHMENTS OF SERVICE TECHNIQUE IN PAST FIVE YEARS

1. Establishment of a normal school which has trained more than 400 teachers and technical assistants who are now employed in educational and scientific work.
2. Established 65 rural farm schools with 7,493 students.
3. Established 8 industrial schools with an enrollment of 3,293 students.
4. Established 5 experiment stations as follows:
  - (a) At Port-au-Prince, 200 acres for general crops, fruits, vegetables and dairy husbandry .
  - (b) For coffee and cacao, 100 acres. (Fonds des Nègres).
  - (c) For cattle, 1,500 acres. (Hinche).
  - (d) For sisal and cotton, 400 acres. (Hatte Lathan).
  - (e) For forestry, palm nuts, bees and cattle, 100 acres. (Poste Chabert).
5. Inauguration of a Forestry Department, passage of law providing for national forests, and establishment of two Forestry Experiment Stations.

The Forestry Department introduced sisal culture and in the Experiment Station of 200 acres demonstrated its successful production in Haiti, with the result that there are now three companies with 8,500 acres planted producing the finest grade of sisal, thus adding to Haiti's agricultural wealth.

6. Established a Department of Markets for assisting in the development of Haitian foreign commerce and for finding markets for hitherto unmarketed Haitian products.

The Department of Markets has :

- a. Organized a source of commercial information concerning Haitian products, custom duties, regulations, freight rates, sources of supply, et cetera, for use of foreign buyers and similarly the collection of information concerning foreign markets for Haitian products which shall be useful to Haitian exporters.
  - b. Made contracts between Haitian exporters and foreign buyers.
  - c. Assisted materially in the formulation of the Coffee Standardization Law recently passed. This department has also helped in putting the law into operation by assisting in the education of the public in the requirement of the law and in training the customs officers in the grading of coffee.
  - d. Has demonstrated the successful canning and marketing of Haitian fruits and vegetables such as guava paste, tomatoes, etcetera.
7. Established a Printing Department, modernly equipped, functioning as a printing school and doing a large part of the Government printing.
8. Established an Agricultural Extension Department with 34 Haitian supervisors and demonstration agents, teaching adult farmers throughout the country modern agricultural and animal husbandry methods. Among the accomplishments of this unit may be mentioned its excellent work in promoting the culture of cacao and teaching its proper cultivation and preparation.
9. Established a Horticultural Department which in the last year and a half has grown and furnished the Extension Department 65,000 orchard and garden plants; furnished landscaping plans for 45 public and private grounds.
10. Established a Department of Chemistry which, in addition to teaching duties, has made complete soil surveys of 3 sections totalling 107,000 acres; originated methods of control of sugar cane chlorosis and rate of fermentation in distilleries; acted as a chemical laboratory for the Customs and Internal Revenue Service.
11. Established a Botanical Department which has :
- a. Built up a Haitian herbarium of over 5,000 species of plants;
  - b. Determined the cause of Fruit Blackrot of pineapples and suggested methods of control;

- c. Made a survey of Haitian plant diseases ;
- d. Published two text books on botany for Haitian schools ;
- e. Cooperated with the Department of Agronomy in the production of an improved strain of native Haitian cotton. This cotton has sold for prices comparing favorably to Egyptian cotton and its extended cultivation will greatly add to future Haitian wealth.

12. Established a Veterinary Department which to date has trained 12 Haitian assistants and in the past five years has held 8,379 public clinics and healed 315,267 animals. The Chief of this Department has written and published two text books for Haitian students on veterinary subjects and is publishing a third.

13. Started an Animal Husbandry Department of the Port-au-Prince Experiment Station, producing on a paying basis for the first time in Haiti "Grade A" Pasteurized milk and cream ; established 10 breeding posts with pure bred donkey, boar and bull for improving Haitian livestock ; demonstrated hog culture is profitable in Haiti and trained a corps of Haitian dairy workers and livestock tenders as well as technical assistants and teachers.

14. Aided 10 students of proved character and ability to undertake special university work in the United States unobtainable in Haiti. Four of these students have returned and are in executive and teaching positions.

Following is a brief review of the work of the Service during the past year :

*Outstanding Developments in Fiscal Year 1928-29.* Among the outstanding developments in the work of this Service in the fiscal year 1928-29 may be mentioned the inauguration of a greatly enlarged program of industrial education in Port-au-Prince, the continuance of a vigorous program of expansion in the development of rural education, a large increase in enrollment in the Service Technique schools, the production of pasteurized milk by the Damien dairy and the development of an improved strain of native Haitian cotton.

*Personnel.* In accordance with its program of development, the Service Technique increased its employment during the twelve months from 377 to 476. The results of the training of Haitian employees and the policy of the steady replacement of foreign personnel, as competent native instructors are trained, is illustrated by the fact that the percentage of non-Haitian employees dropped from 10 to 8.4%. When the Service was organized in 1923, the percentage of foreign employees was 26%.

*Enrollment.* Attendance at Service Technique schools has increased from an initial enrollment of 51 in 1923 to a total of 11,430 in 1928-29, a gratifying progress. An enormous task still faces Haiti in this field, for there are almost 400,000 children of school age and the existing schools of all types

(including national, religious and private schools) can only accommodate slightly more than 100,000 students.

*Inventory.* The inventory of the Service Technique property at the end of the last fiscal year gave a result of \$1,475,000.00 as compared with \$217,600.00 in 1923-24 and \$923,800.00 at the end of the preceding year. Buildings, \$685,000.00, equipment \$714,600.00, account for the bulk of the total inventory.

*Expenditure.* The extensive program of the Service in 1928-29 was achieved at an expenditure of \$612,655.00 for salaries, labor, materials, equipment and expenses. In addition for new school buildings, \$720,000.00 were authorized. Of this amount \$600,000.00 was allotted for the construction of industrial schools in Port-au-Prince, which will accommodate 6,000 children and will replace some forty primary and elementary "academic" schools now inadequately housed in unsanitary and unsafe buildings. In the past, education in Haiti was restricted to a small and elite section of the people. The extension of the industrial school system is designed to make education in Haiti really popular, designed to meet the needs of the masses who must look forward to earning a living by labor of some sort. These industrial elementary schools do not mean that students having the means and the desire to obtain further instruction will be handicapped or precluded from doing so, as for further training in the sciences, arts or professions no better foundation can be laid than that given them in the industrial schools.

*Normal Training.* As previously stated, one of the problems in the development of the agricultural and industrial school system was the building up of a force of instructors in agricultural manual training and the industrial trades. This work is being done at the Ecole Centrale and along most efficient lines. The normal course in agricultural and industrial education gives the aspirant teacher not only a foundation in the subject matter of his profession but also manual skill in doing the practical work involved. Emphasis is laid on laboratory, field and shop work and every effort is made to impress the students of the importance of the practical as well as the theoretical side of his profession. Previously in this report, it was stated that in these beginning years it was necessary for the Ecole Centrale to draw chiefly upon urban students for teacher material as the rural districts are not yet producing, in any number, candidates having passed the lower schools. This was a necessary but undesirable feature and as the Service Technique's program of rural education develops, instructor material for agricultural education is more and more sought and found in the country districts. In order to make a start it was also necessary to give scholarships to attract students. Dependence on the town population for students, and on a system of paid scholarships, was partly responsible for the students' strike, described previously in these pages. It is again repeated that the students' strike did not indicate any real dissatisfaction among the mass of students who were carried away by strike

leaders, in turn impelled by outside agitators using a minor affair as an excuse for political agitation. Applications for the places of those students who have not returned at this writing have exceeded vacancies. The majority of teachers graduated and the students at present under instruction at the Ecole Centrale are successful and enthusiastic in their work. This fact is attested by the increased number of and attendance at the rural farm schools.

In addition to regular instruction at the Ecole Centrale the Service, during 1928-29 encouraged, and in some cases financially aided nine students to take special agricultural and industrial studies in American universities. Prior to the introduction of this idea, novel to Haiti, of agricultural and industrial education, practically no Haitian proceeding abroad for study ever considered any course but the law or medicine, and most particularly the former. There was a great surplus of lawyers, a penury of doctors and dentists and a nearly absolute lack of industrial, chemical or agricultural engineers necessary to the material development of the country.

It is realized that any permanent efforts to raise the educational level of the population cannot be obtained without schooling for the girls as well as for the boys. There are two industrial schools for girls at the present time with an enrollment of 327. The \$600,000.00 allotment for new buildings includes two industrial schools to accommodate 1,000 girl students.

#### CONCLUSION

In addition to the annual reports of each of the treaty officials, there are appended summaries of accomplishments. As customary in previous reports, graphic representations have been made in order to bring out more clearly certain outstanding facts.

A careful examination of this data shows the decided progress that has been made particularly during the past eight years. In a very large measure this progress is due to the wisdom of President Borno and his earnest efforts to cooperate in the carrying out of the provisions of the Treaty of 1915. The achievements that have taken place during his administration and the benefits that have accrued to the mass of the Haitian people therefrom speak effectively for themselves and cannot be contraverted.

It is with a great pleasure that I refer to the loyal, devoted, and efficient service of the Treaty Officials. Unappreciated, by the malcontents in Haiti and the uninformed at home, these Americans of unimpeachable integrity are giving their very best to assist in the rehabilitation of Haiti and to bring happiness and prosperity to the Haitian people.