

From: Major General Frederick Funston, U. S. Army.  
To: The Adjutant General of the Army.  
Subject: Report of Operations of U.S. Expeditionary Forces.

1. I herewith submit a report of the operations of the U. S. Expeditionary Forces under my command for the period July 1, 1914, to November 26, 1914.

2. Events which occurred prior to June 30, 1914, have been covered in my report of that date. These events are reviewed, however, in this report in order to present a succinct account of the operations of the expedition from its inception on April 19, 1914, until its disbandment on November 26, 1914.

3. The difficulty of presenting in separate reports as Commanding General and as Military Governor matters so interrelated as to cause a repetition of part of what has been said in one or the other suggests the advisability of a short preliminary statement before entering into the details of the reports as to separate departments. I desire also to invite attention to certain matters affecting in a general way our relations with the Mexican forces and the Mexican people; and to call attention to the character of the service rendered in joint operations of the Army and the Navy and the Marine Corps.

4. In my previous report I commented on the difficulties attending the establishment of a military government in a foreign country. With the arrival of an adequate and experienced staff, many of these difficulties disappeared. The deduction is obvious, therefore, that should it ever again be necessary to send an Advance Force of the Army into Mexico or any

other foreign country, such force should never be less than a division. Whatever the size or composition of the advance force it will be confronted with many difficult administrative and tactical problems. To solve these problems efficiently requires a well-trained and properly organized staff. A Brigade, whether reinforced or not, has no such staff and to organize one overnight is not good policy. The smallest tactical unit provided with such a staff is the division. Consideration in prepared plans of any smaller organization would invite its use by those in authority who naturally look to War Department plans as having been made with due consideration of administrative and tactical necessities. Even if it would not be practicable to transport an entire division as the advance force, at least the essential part of the division from an administrative stand-point will be present as the commander and his staff would be with the first expedition.

5. The organizations designated to compose the advance force should after concentration, be kept at the maximum strength allowed, regardless of the ordinary routine methods of supplying recruits when in garrison.

6. The continuous character of the work demanded of the troops and the limited area available for drills and tactical instruction operated to limit efforts in this direction to such exercises as were necessary to keep the troops up to the high state of training which they had attained in Galveston and Texas City.

7. That officers and men might be provided with some form of social relaxation and amusement, an Army and Navy Club was organized, band concerts in public places were provided, and wherever practicable moving picture entertainments were arranged for. Opportunity was offered also for

both officers and men to make short trips to the United States by utilizing the accommodations for passengers existing on the transport San Marcos, which made regular trips twice a month between Vera Cruz and Galveston.

8. Immediately upon association with the Army the court martial procedure of the Marine Corps is required by statute to follow the prescribed Army code. It was found that the officers of the Marine Corps were not accustomed to Army court martial procedure, and were not supplied with the latest manuals which set forth the jurisdiction and procedure of the several classes of courts. It was naturally some time before these officers became familiar with the Army code. As it is not unlikely that similar joint operations will be frequent in future, and, as officers at such times should be relieved as far as practicable from the necessity of familiarizing themselves with details of a strange code and procedure, it would seem advisable to consider the question of making the Army and Navy codes as nearly alike as the difference between the services will permit.

9. It will be noted that the office of civil affairs was created May 12, 1914. The need for an office to handle all civil matters as distinct from those military was felt soon after I assumed the duties of Military Governor. Upon the organization of this office all orders and communications of the Military Governor were issued by the office of civil affairs, and all communications received relating to civil affairs were sent there for record and action. The demand in this office for an Inspector-Auditor to make investigations and audit accounts was met in part by my directing the Inspector of the U. S. Expeditionary Forces to perform this work. It would perhaps have been better to have detailed an experienced officer from the start for this work exclusively.

10. Attention has already been invited by the President and by the Secretary of War to the conduct of the personnel of the U. S. Expeditionary Forces and of the Navy during the occupation of Vera Cruz. I wish in addition to invite attention to the fact that the conditions under which the forces served were war conditions, and that our troops were in the trenches on outpost duty on a front of several miles throughout the entire period of occupation. The outpost line was opposed at all times by Mexican forces, usually irresponsible and without discipline, whose threats and offensive conduct might have provoked a return that would have had serious consequences. Through the long, wearisome duty under exasperating conditions our forces never forgot their instructions that the intention of the Commander-in-Chief was to avoid conflict; that they were to show by daily example to the Mexican people that we had not come to conquer them, but to help them restore peace and order; and that we were not to change any peaceful custom, or tradition, or Mexican law; and that our attitude was to be an entirely helpful one. There can be no doubt that the expedition succeeded in this, and that the same measure of success could not have been achieved without the earnest and thoughtful endeavor and cooperation of all.

11. I would like to see the appreciation of the Department take a substantial form: - I therefore recommend that medals and badges be issued to all officers and enlisted men who served for two (2) months or more at Vera Cruz, ashore or with the fleet in the harbor, during the period April 21 - November 23, 1914.

12. While no political recognition of the different Mexican commanders opposed to our outposts was either desirable or practicable, recognition of their military existence was unavoidable. Such incidents naturally arose

in arranging the several matters of military comity connected with the operation of trains to Tembladeras, with the transfer of mails, the return of our soldiers who had wandered into the Mexican lines, and Mexican soldiers who had come within our lines and who wished to return. During the period of Federal Supremacy, these matters were usually arranged through staff officers under a flag of truce at Tembladeras, but later when the opposing troops were under Constitutionalist leaders, such matters were adjusted at my headquarters through Constitutionalist officers who came there for the purpose. Many matters were thus amicably adjusted which otherwise might have developed into serious incidents endangering the political relations existing between the two countries. In all such communications I found the Mexican officers courteous and generally inclined to avoid friction or unnecessary complications.

13. That the fears of civilian employees of the Military Government and others, to which I will advert at different times in my report as embarrassing all departments and complicating the matter of evacuation, were based on reasonable grounds are fully evidenced by the fact that Huerta publicly branded such employees as traitors and deserving of the punishment attaching to such act. The threatening attitude of the Carranza contingent, with the means taken to spot those rendering service of any character to the American administration, served also to fix their fears in a way that could not be eradicated by his later decrees guaranteeing exemption from penalties and reprisals for such service.

14. My appreciation of the service of the Marine Corps has already been expressed in a General Order issued upon my relinquishing command of the U. S. Expeditionary Forces. I desire here to record my appreciation of the

cooperation of the officers and enlisted men of the Atlantic Fleet stationed at Vera Cruz. My impression of them, which I shall always keep, is of a self-reliant, capable, hardworking, masterful force, to whom difficulties and obstacles existed only to be overcome. The relations, personal and official, between the Army, Navy and Marine Corps, were such as to make the Army hope to serve again with these arms of the service. It cannot be doubted that all services gained in efficiency by this mutual contact.

15. The recent regulations on the subject of war correspondents were received after most of the correspondents had arrived. Until their receipt there were endless inquiries and requests from war correspondents as to their duties and privileges. At all times it was somewhat difficult to keep track of their whereabouts. Finally, a card system was adopted which gave all the necessary information in each case. As a class, the war correspondents were of specially high order and most keen about their profession.

16. In this connection I desire to commend the efficiency of my administrative staff which relieved me of much routine, leaving me time for more important problems of military and civil administration. The civil service clerks were exceptionally efficient, obliging and dependable. I wish there were some means of honoring this efficient class of government employees for extraordinary service in the field or in campaign.



CHRONOLOGICAL STATEMENTS OF EVENTS, APRIL 19 to JUNE 30, 1914.

THE EMBARKATION FOR VERA CRUZ.

Orders were received at Texas City at about 8:30 p.m., April 23d, for the immediate embarkation and departure for Veracruz of as much of the Fifth (reinforced) Brigade as could be transported on the four transports then at Galveston.

These transports had a combined capacity of 206 officers, 3033 enlisted men and 306 animals, or about sufficient for the infantry and engineer troops in camp at Galveston. Efforts were being made at this time by the War Department to charter additional transports and one such ship (the San Marcos), was then at Galveston but was not yet chartered.

To delay the expedition until ships sufficient for the reinforced brigade could be assembled was impracticable; it was equally impracticable to crowd any artillery on the four available transports, but by chartering the San Marcos, the infantry and at least the combat sections of the artillery (without mules) could be sent practically simultaneously and this it was decided to do. The Division Commander, accompanied by his adjutant and personal aide, but without an administrative staff or clerks accompanied the first troops, the command of the division falling upon the senior officer on duty with it at Texas City.

This plan contemplated that during the time necessary for the round trip of the four transports, other ships could be chartered and converted into transports, the absent troops of the reinforced brigade could be assembled and the mobile reinforced brigade could thus be forwarded to Veracruz should the political and military situation warrant such action.

Under this plan, the limited animal carrying capacity of the transports was sufficient, there being no necessity for the transportation of all of the animals of the infantry and artillery of the advance troops. These organizations, therefore, were authorized to take only enough animal transportation to meet their necessities as an immobile garrison at the port of debarkation.

Orders were, therefore, issued at 9:00 p.m., April 23, to the Fifth Brigade, Company E, Engineers, Field Bakery No. 2 and Field Hospital No. 3, to embark at once with sufficient supplies for thirty days and with three wagons, one ambulance, nine private and fifteen public horses and twenty-three mules per regiment. Under this order the troops worked all of the night of April 23-24, breaking camp and transporting their equipage, supplies and impedimenta to the dock.

Eight hours after receiving the order the troops marched out of camp and at 11:00 o'clock marched aboard the transports and at 5:00 p.m., or twenty hours after receiving the order they had put to sea, convoyed by three Naval destroyers. Two days later a battalion of the Fourth Field Artillery (mountain) without animals, sailed from Texas City on the chartered ship Satilla. On April 29th, five days after the infantry had

sailed two troops of the Sixth Cavalry sailed on the chartered ship San Marcos with fifty horses per troop and the animals for the Fourth Field Artillery. The sailing of the Naval transport Esperanza on April 30 with Company D, Signal Corps (no animals), completed the movement of troops to Veracruz, except casual individuals, the situation having changed so as to render unnecessary the forwarding of the remainder of the reinforced brigade as originally ordered.

One week was therefore consumed in the embarkation of 225 officers, 3784 enlisted men, 628 animals and 16 guns, and ten days elapsed from the time of issuing the order to the arrival of the expedition in Veracruz. Had the requirements been such as to require that mobile organizations be sent, a correspondingly longer time would have been required.

#### THE DEBARKATION AT VERACRUZ.

At 4:00 a.m., on April 28, 1914, the transports Kilpatrick, Meade, Summer and McClellan arrived off Veracruz and during the forenoon proceeded to their docks where the debarkation of the following troops was at once begun:

Hdqtrs. 5th Brigade (reinforced),  
4th Infantry,  
7th Infantry,  
19th Infantry,  
28th Infantry,  
Co. E, 2d Battn. Engineers,  
Det. Field Bakery Co. No. 2,  
Field Hospital Co. No. 3,  
Detachment, Q.M. Corps, a total of

183 officers, 3147 enlisted men, 11 civilian employees, 131 horses, 155 mules, 27 wagons, 4 ambulances, 3 buckboards and four newspaper correspondents.

The condition of military and civil affairs in the city at this time was as follows:

The city and its environs were occupied by a combined Naval and Marine force under Captain Rush, U.S.N., which on April 21, 1914, had landed under the direction of Admiral Fletcher, U.S.N., driving the Mexican troops commanded by General Gustavo Maas out of the city. They had seized the customhouse, cleared the city of irregular fighting men, established interior and exterior guards and were governing the city under martial law.

In withdrawing the Mexican garrison had divided; about 3,000 withdrawing along the Mexican Railroad toward Soledad and an equal number withdrawing along the Interoceanic toward Jalapa. The Naval-Marine outpost extended for 9650 yards along the line of sand hills nearest the city, from Vergara on the north through Los Cocos to near the radio station on the south, with a detached post of one battalion and one battery of Marines at



El Tejar, the pumping station of the city water works nine miles distant on the Jamapa River.

The Mexican outposts faced this American outpost from Vergara to near Los Cocos at a distance varying from 3/4 mile to 3 miles and covered the two main railroads referred to.

The Mexican Railroad had been destroyed for about 2 1/2 miles - from near Tambladeras to near Tejeria. Between Veracruz and Tambladeras the Naval forces were operating two trains daily with free passage either way. The Interoceanic Railroad was believed to be intact, but no trains were operated on this road within our lines. The Alvarado Railroad toward the south was being operated by the Navy as far as El Tejar as a military railroad. The Al Istmo Railroad was not operated but was thought to be intact.

On April 30th the chartered transport Satilla arrived with the First Battalion, Fourth Field Artillery. On May 2d the transport San Marcos brought the Headquarters Fourth Field Artillery, a provisional squadron of the Sixth Cavalry (2 troops), some casualties for the Fifth Brigade and ten postal agents. With the arrival of the chartered transport Esperanza on May 3d bringing Field Company D, Signal Corps, the Expeditionary Forces were complete and remained substantially the same throughout the entire occupation. On this day the force consisted of

	Officers.	Enlisted Men.	Med. Officers.	Hosp. Corps.	Qr. M. Corps.	Civilians.	Horses	Mules	Wagons	Ambulances	Buckboards	Machine Guns	Guns.
O. & Staff.	5	6	1	1	*13	7	4	1	2				*Including 10
M. Corps, U.S. Army.	2			29									postal clerks
Sanitary Troops, U.S.A.			6	50	8	13	32	8	1				
Casuals, U. S. Army	10	21											
M. Corps, U.S.M.C.	3			7	20								
Sanitary Troops, U.S.N.	12			70									
Caval Forces.	1			5	16								
Engineers.	3	133		2	6	24	27	6					
Signal Corps.	2	75		3									7 carriages in-
													cluding 4 real
Cavalry.	5	156	1	3		100							etc.
Field Artillery.	23	419	1	6	1	37	205	2	1			16	
Infantry.	157	2851	9	59	3	10	87	92	12	4		8	
Marine Corps.	106	2856			4							22	12
Postal Army.	207	3661	18	123	48	23	268	360	29	5	3	8	16
Postal Marines.	122	2856		75	40							22	12
TOTAL	329	6817	18	198	68	23	268	360	29	5	3	30	28
Officers ....	347.												
Enlisted men		6803.											
Total....												7150.	

The advance troops having completed their debarkation, the Army relieved the Navy on April 30, of the duties of defense and control of the city, the Naval forces withdrawing to their ships at noon and the 3095 Marines ashore passing under the control of the Army commander. Appropriate ceremonies marked the transfer of authority.

In relieving the Naval forces, the outpost line which they had assumed was adopted and occupied by troops of the Army and Marine Corps, no change being made in the location of the line during the entire period of our occupation.

The line was found to be located on a series of high sand dunes encircling the city and was about 9650 yards long. A detached post at El Tejar, nine miles from the city guarded the pumping plant of the city water works, the connecting and exposed water pipe being patrolled daily.

A discussion of this line as a solution of the military problem of the defense of Veracruz will be found in a special report submitted by the Chief Engineer Officer.

The facts that the internal affairs of Mexico always occupied the attention of the best Mexican troops and that at no time were the Mexican authorities free to concentrate any considerable number of even untrained troops against us justified the retention of this line with the small force available for its defense.

On May 2d a force of Mexican troops, estimated at about 500, appeared before ~~the~~ Tejar under a flag of truce and demanded the surrender of that place. After a refusal by our troops and the firing of a few harmless shots by the Mexicans, the force withdrew.

While other attacks were anticipated at various times, notably in July and again in November, the El Tejar incident was the only one in which hostile shots were actually fired at our outposts during the entire occupation.

The establishment of military government in Veracruz is discussed in my report as Military Governor, but it is appropriate to note here the relations which existed between the troops and the civil population during the first few days of the occupation.

Admiral Fletcher had issued a proclamation on April 22d inviting the (Mexican) officials of the city government to continue to exercise their normal functions and promising no interference by the military authorities, so long as peace and good order continued in the city.

All efforts to continue the city government in this way having failed, Admiral Fletcher on April 25th proclaimed martial law and announced him-

self as Military Governor.

On April 28th he established a civil government under martial law with Mr. Robert J. Kerr as governor, and this was the government which existed at the time I relieved Admiral Fletcher on April 30th of his duties ashore and assumed command of the troops both Army and Marine Corps in and about Veracruz.

On May 2d, and by direction of the President, a purely military government was established, displacing the civil government but continuing the status of martial law. From this time until the evacuation on November 23, I acted in the dual capacity of Commander of U.S. Forces ashore and of the Military Governor of Veracruz.

During the short period when the duties imposed upon the Army were purely military the absence of a staff was not seriously felt, but as soon as we assumed the larger duties of a military government the lack of an adequate staff was keenly felt and steps were at once taken to meet the conditions imposed by the new duties and the change of plan whereby the small advance force became the garrison of Veracruz instead of the larger force originally contemplated.

Captain Douglas MacArthur, Corps of Engineers, General Staff, arrived in Veracruz May 1, 1914, with personal orders from the Chief of Staff of the Army to whom he reported directly. On May 18 he was assigned as assistant to the Engineer Officer in compliance with telegraphic instructions of the War Department.

Until the arrival on May 13 of a suitable force of staff officers and clerks, the administrative work of both the military government and the military headquarters fell upon Colonel Benjamin Alvord, Chief of Staff, and Major Frederic D. Evans, Adjutant General (Fifth Brigade), with the single civilian clerk (Mr. J.W. Hitch) attached to the Fifth Brigade. That this work was heavy during the formative period, goes without saying, that it was performed and well performed reflects great credit upon the personnel of this small force.

On May 13th the situation was relieved and the organization of a staff became possible by the arrival of Captain Hugh A. Drum, 23d Infantry, Assistant Chief of Staff; Captain Arthur W. Brown, Infantry, Acting Judge Advocate; Colonel John B. Porter, Judge Advocate, in charge of Civil Affairs; Major Harry E. Wilkins, Quartermaster Corps, Chief Quartermaster and his assistants Major J. A. Cole and Captain J. C. Brady, Quartermaster Corps; Colonel H. P. Birmingham, Medical Corps, Chief Surgeon; Major Theodore C. Lyster, Medical Corps, Sanitary Inspector; and Lieut. Colonel C. B. Baker, Quartermaster Corps, Depot Quartermaster.

Major A.L. Dade, Inspector General, had already arrived (May 6) and on May 16 Lieut. Col. C.A.F. Flagler, Corps of Engineers, Engineer Officer, arrived to complete the staff.

CHRONOLOGICAL STATEMENT OF EVENTS, JULY 1 TO NOVEMBER 26, 1914.

From the establishment of the military government until the evacuation, no material change occurred in the military situation. Such incidents of this period as properly pertain to the civil government of the City of Vera Cruz are made the subject of comment in this report under the caption "Civil Affairs".

On August 7, fifty soldiers of the Constitutionalist Army entered the town of Medellin without opposition from the Mexican Federal troops. On August 9th, a Federal force surprised this Constitutionalist garrison and after a combat in which the defenders lost 5 men killed and a number wounded drove the Constitutionlists across the river and within our lines at El Tejar.

Once within the lines the force of 7 officers and 33 men, including 2 wounded, surrendered to the detached post commander with their arms and ammunition. They were put on a special train and brought to Vera Cruz where they were confined over night in the city jail.

On August 10th they were transferred to the Fortress of San Juan de Uloa, together with 5 additional prisoners who surrendered on this day. While confined in the fortress, the prisoners were properly fed and cared for in the open patio and the light and roomy hospital building and expressed themselves as well pleased with their treatment and place of confinement.

On September 24th, with the authority of the Secretary of War these prisoners were released and turned over to a representative of General Aguilar and by him were taken beyond our lines on a special train.

The problem presented by the presence of many refugees in our lines was an ever present one, and toward the latter part of our stay became complicated by the Carransistas making up lists of refugees to whom punishment was to be meted out on our withdrawal, or upon the refugees again coming within their jurisdic-

tion. The most available ships (Ward Line) by which these prescribed people could leave the country made regular stops at Progreso, Mexico, after leaving Vera Cruz enroute for Havana or the U. S. This stop at Progreso afforded the Mexican authorities an opportunity to remove from the refugee ships any persons whom they desired to punish for political crimes.

On September 17 the Ward Line steamer "Morro Castle", enroute from Havana to Vera Cruz via Progreso, was boarded at the anchorage four miles outside of Progreso by police officers who forcibly removed and confined in the penitentiary for political offenses General Ygnacio Corona, an ex-federal officer, and Oscar Huerta, a civilian, at the same time confiscating 12000 pesos, the property of General Corona.

On September 18th the Ward Line steamer "Esperanza" was scheduled to sail from Vera Cruz to New York by way of Progreso and Havana. Among her passengers were a number of prescribed persons and some agents of the Carranza government whose avowed intention was to remove these refugees at Progreso as was done in the case of General Corona and Mr. Huerta. The Esperanza was an American ship sailing from a port in Mexico which was under military occupation by the United States. At the point where the removal was threatened the vessel would stand from four to five miles from shore. To prevent the contemplated removal I requested Admiral Beatty to send a naval vessel with the Esperanza with appropriate orders respecting the protection of the refugees while at Progreso. The U.S.S. "Salem" designated by Admiral Beatty for this duty, left the port an hour after the Esperanza and convoyed her to Progreso.

At 10:00 a.m., September 21, the Esperanza entered the port of Progreso and was boarded by police officers who demanded that the captain turn over the

prescribed refugees. This the captain refused to do and at 2 p.m. the Esperanza left the port without clearance papers. At 10 o'clock the same night and at a point 25 miles out from the port, the captain requested the Salem to receive the refugees aboard that ship so that the Esperanza could return to Progreso for her papers. This was done on the morning of September 22, 16 refugees being received on the high seas, and the Esperanza returned to Progreso for passengers, mail and clearance papers.

These refugees were again transferred on the high seas to the Esperanza after her final departure from Progreso.

An effort was made to avoid future incidents of this kind by having the Ward Line ships sail direct from Vera Cruz to Havana. This effort failing, instructions were issued, with the approval of the President, to arrange for the protection of refugees at Progreso in a manner similar to that used in the case of the Esperanza and Salem.



## THE EVACUATION OF VERA CRUZ

On September 15th the President directed that the troops at Vera Cruz be withdrawn. At the same time he requested the central government at Mexico City to designate an authority to whom the custom house and other functions that pertain to the central government could be turned over. Pending the designation of this authority, the troops were directed to start immediately all preparations for the complete withdrawal, civil and military.

Preparations were at once begun in accordance with these orders.

Because of the danger to refugees if the evacuation occurred before they had had an opportunity to leave the country and in order that the civil government offices might be turned over in an orderly manner, I recommended that October 10 be designated for the evacuation, and that arrangements be made if possible for extra ships to remove the refugees.

On September 24th, the Secretary of War decided that no date could be set for the evacuation of Vera Cruz, and on October 2d assurances were received from the Secretary of War that evacuation would not occur before October 11th - exact date to be given later.

On September 21 I had requested that guarantees be obtained from the Mexican authorities for the protection of refugees and of exporters and importers. These guarantees were given by Victoriano Carranza, First Chief and Executive head of the Central Government, on November 10th, following a similar action taken by the Aguascalientes Convention, reputed to represent all political factions existing in Mexico.

Upon the receipt of the order to start immediate preparations for the withdrawal, suitable orders were issued under which all surplus property in the hands of troops and in storehouses was packed for shipment and, as the various transports assigned to the expedition arrived, they were loaded with all property

except the field allowance necessary for the maintenance of the troops. During this period, also, the various officers of the civil government made all possible preparation for a quick and proper turning over to the Mexican authorities.

In this way the following ships were gradually loaded and many of them moved out into the stream where they were moored so as to leave dock space for the normal commerce on the port.

Cristobal	)	
Kansan	)	
Buford	)	at this period assigned to the Army,
Kilpatrick	)	
McClellan	)	
Sumner	)	
Denver	)	at this period assigned to the Marines.
Memphis	)	

During the two months intervening between the first announcement and this last one, it became necessary to unload much of the stores and property from the ships and to resume the regular sailings of the San Marcos with supplies from Galveston.

On October 29th it was determined to add the San Marcos to the ships designated for the evacuation and to utilize the transport Buford for a contemplated movement of the 5th Infantry from New York to Colon and this ship was thereupon unloaded and dispatched to New York. This change in ships necessitated also the unloading of the Sumner and her assignment to the Army in place of the Buford.

The political inquietude of Mexico continuing and the efforts of the President to secure adequate guarantees of protection for the inhabitants of Vera Cruz being still without result, the date of the evacuation was not announced until November 14th when, the guarantees having been given, the President announced Monday, November 23, as the date for the withdrawal and directed that all preparations for withdrawal on that date be made.

On November 20th, the Secretary of War directed that the troops evacuate Vera Cruz on November 23d, bringing to the U.S. all funds, U.S. and Mexican, in the possession of the American officers, together with all records necessary to establish the integrity of our administration, leaving such records, books, etc., with the American Consul as would be necessary for the continuation of the various public offices by the Mexican authorities. Arrangements were not to be made with any particular Mexican faction which might be construed as a recognition of rights to jurisdiction over the city.

On November 20th letters of instruction were sent to the two brigade commanders and to the Provost Marshal General detailing the methods to be followed in withdrawing the outposts, policing the city during the withdrawal, etc.

On November 21 authority was received for the charter of the steamer Antilla for the transportation of refugees, including a number of priests and nuns. The ship was hastily equipped with cots, cooking facilities and supplies and accompanied the fleet of transports to Galveston with 330 refugees.

The actual evacuation occurred on November 23 as ordered. At 9 a.m. the Marine garrison at El Tejar withdrew, returning to the city by rail. At 10 a. m., the entire outpost line began its withdrawal, followed at a distance of from 200 to 300 yards by the advance troops of the Constitutionalist Army under General Aguilar.

These outpost troops in withdrawing executed a concentric movement terminating at the docks, the outguards being supported by succeeding larger columns as supports and reserves. During this movement the provost guards and interior guards over buildings remained in position, performing their normal functions and providing against disturbances in the city during the withdrawal. As an added precaution guards were placed on certain high buildings in the city to guard

against possible sniping from roofs or windows.

As the retiring outguards passed they gathered up the various interior guards and when they had reached the line Electric Light Power House - Calle 5 de Mayo - Radio Station, they halted to cover the sending of the last cablegrams to the War Department announcing our departure.

The troops having halted on the prescribed line, reported that fact and that no American troops remained outside of the line. This halt lasted about an hour, or from 12 noon until about 1 o'clock. When the last cable message had been acknowledged by Galveston orders were issued to continue the withdrawal and embark.

The entire movement of the withdrawal was executed smoothly and without disagreeable incident of any kind. The behavior of the Mexican troops as they entered the city was excellent and although they fired a few shots in the air as an expression of their feeling of exultation at reentering the city, no attack on our troops was attempted, nor did they or the people of Vera Cruz indulge in demonstration of disapproval of the Americans or of American troops as I had feared they might. The only expressions heard were of commendation and appreciation of the work and character of our troops and these expressions were heard on all sides.

At 2 o'clock the last of the troops being aboard, the transports successively pulled out to an anchorage in double column outside the harbor. The Cristobal with Headquarters left the dock last and proceeded to sea passing with the usual formalities between the lines of anchored ships and being followed by the other ships in a prescribed order. When the last ship had cleared the reefs an order was radioed to the Commanding Officer of the Marine Brigade directing him to proceed to Philadelphia and formally severing their relations with the

Army of the U.S. Expeditionary Forces.

The voyage to Galveston was without incident and the Cristobal at the head of the convoy entered the bay at 2 p. m., November 23, 1914, the other ships following. The arrival in Galveston terminated the independent existence of the Expeditionary Forces and the troops reverted to their former status under the command of the Commanding General, Second Division.

## THE ADJUTANT GENERAL'S OFFICE

From the 30th of April to the 23d of November, 1458 original communications, sent and received, many of them having numerous additional, were made of record; 265 cablegrams were received and 244 were sent; 20 General Orders, 156 Special Orders and 263 Memoranda were issued, and the required Returns were rendered. These figures do not include the numerous reports, estimates, vouchers, investigations, courts-martial cases, etc., which passed through the office and received supervision and action, but were recorded in the various staff offices.

The flat filing system was employed, consisting of document file and index only, the record cards being dispensed with. The flat filing system, under the conditions which obtained, is practicable and meets all requirements. The system of filing a communication in but one office, that to which it pertains, saved much clerical work, was practicable and entirely satisfactory.

The clerical labor was performed by two civil service clerks and one civil service messenger, assisted by enlisted men detailed to take care of the distribution desk, the returns, and to assist in writing letters and indorsements. The detail of enlisted men for this was generally unsatisfactory, because of their inexperience. On account of the great number of communications, indorsements, etc., relating to the civil side of the Military Government it very soon became evident that a separate office of record must be created to handle civil affairs exclusively. This was done on May 12, 1914.

The officers in charge of civil affairs were in turn Lieut. Colonel John B. Porter, J.A., and Major Blanton Winship, J.A. One of the best clerks of the Adjutant General's Office, Mr. Noble Carter, was detailed



as chief clerk of this office where his services have been very satisfactory and valuable.

Mr. Marshal W. Cardwell, chief clerk, and his assistants, Mr. O. E. Scheid and Mr. J. W. Gibson, deserve especial mention for the conscientious and efficient manner in which they performed their duties. The work, always heavy, became specially so on the arrival or departure of mails when it frequently became necessary to work at night, but this small office force having remained at their desks through the long hot day were always ready cheerfully to extend their normal hours as far into the night as might be necessary to relieve the congestion or to expedite the public business.

Four mounted orderlies and one motorcycle orderly were detailed from the enlisted men and performed excellent service. As much business was transacted by telephone as could properly be handled in that way, confirmatory letters or memoranda being issued in appropriate cases after the issue of verbal orders.

In addition to the regular work of the Adjutant General's Office, daily bulletins on the European War, compiled by the Intelligence Officer from news items passing through the cable office, were typewritten, mimeographed and distributed to the command. This service seemed to be appreciated, as there were no American newspapers published in Vera Cruz at this time. Many officers, soldiers and civilians constantly crowded about the bulletin board to read the news.

#### ORGANIZATION

Headquarters U. S. Expeditionary Forces and Staff. -

While both the personnel and organization of the staff changed slightly from time to time, its general organization was as follows;

- 1 General Officer, Commanding
- 1 Aide to Commanding General

#### Staff -

- 1 Chief of Staff
- 1 Assistant Chief of Staff
- 1 Adjutant General
- 1 Inspector
- 1 Judge Advocate
- 1 Asst. to Judge Advocate
- 1 Chief Quartermaster
  - Assistants to Chief Quartermaster
- 1 Chief Surgeon
  - Assistants to Chief Surgeon (Public Health Officers.)
- 1 Sanitary Inspector

#### Attached Staff

- 1 Officer in Charge of Civil Affairs
- 1 Engineer
- 1 Signal Officer, (Also commanding Signal Company.)
- 1 Intelligence Officer
- 1 Cable Censor
  - Assistants to Cable Censor

#### Advance Depot

- 1 Depot Quartermaster
  - Assistants to Depot Quartermaster

#### TROOPS:

##### Army

1. Fifth Brigade, commander, adjutant and aide, detailed from troops forming the brigade, which was formed of the 4th, 7th, 19th and 28th Infantry Regiments.
2. 4th Field Artillery (less 2d Battalion)
3. Troops I and K, 6th Cavalry
4. Co. E, 2d Battalion Engineers
5. Field Company D, Signal Corps
6. Field Hospital Company No 3
7. Field Bakery Company No 2

##### Marine Corps

1. 1st Marine Brigade:

##### Hq. Staff:

- Commander: Col. L.W.T. Waller, U.S.M.C.
- 2 Aides
- 1 Adjutant and Inspector
- 1 Quartermaster

Troops: 1st, 2d and 3d Regiments, which included an Artil -

lery Battalion (3 batteries) and 1 Signal Company;  
Naval Hospital Detachment.

#### STRENGTH

The strength of the command varied from time to time from the average strength of 350 officers and 6800 men of all arms and branches of the service. On November 23d, the day of the evacuation, the strength was:

	Army		Marine Corps		Total	
	Offi- cers	Enlisted Men	Offi- cers	Enlisted men	Offi- cers	Enlisted men
G.O. and Staff. . . . .	13	0	4	34	17	34
Q.M. Corps . . . . .	4	27	4	14	8	41
Pay Dept. (M.C.) . . . . .	--	--	2	1	2	1
Sanitary Troops . . . . .	5	57	--	--	5	57
Engineers . . . . .	3	136	--	--	3	136
Signal Corps . . . . .	1	50	2	106	3	156
Cavalry . . . . .	4	137	--	--	4	137
Field Artillery . . . . .	16	375	10	333	26	708
Infantry . . . . .	141	2791	59	1932	200	4723
Attached Army and Navy	10	180	10	60	20	240
	197	3753	91	2480	288	6233

Aggregate: - 6521

Number of rifles available for firing line at Vera Cruz and El Tejar  
and for reserves, interior police, etc. . . . . 3850  
Number mounted Cavalry available . . . . . 94  
Number guns (12 mobile, 16 immobile) . . . . . 28  
Number machine guns and automatic rifles . . . . . 41

#### ROSTER OF OFFICERS AT HEADQUARTERS U.S. EXPEDITIONARY FORCES:

##### COMMANDING GENERAL AND MILITARY GOVERNOR

Major General Frederick Funston, U. S. Army (during entire period.)

##### AIDE- DE- CAMP

First Lieut. William C. Ball, Second Infantry, Aide- de-Camp to Major  
General Funston, during entire period.

##### CHIEF OF STAFF

Colonel Benjamin Alvord, Adjutant General, Acting Chief of Staff, from  
April 25 to September 7, 1914.

Major Joseph D. Leitch, 28th Infantry, Acting Chief of Staff, from  
September 7 to November 13, 1914.

Major Frederic D. Evans, Adjutant General, Acting Chief of Staff, from  
November 13 to November 26, 1914.

#### ASSISTANTS TO THE CHIEFS OF STAFF

Captain Hugh A. Drum, 23d Infantry, Asst. to the Chief of Staff, from May 13 to September 17, 1914.

Captain Henry E. Eames, 28th Infantry, Asst. to the Chief of Staff, from September 17 to November 26, 1914.

#### Adjutant General

Major Frederic D. Evans, Adjutant General, Adjutant General, from April 25 to September 2, 1914.

Captain Hugh A. Drum, 23d Infantry, Acting Adjutant General, from September 2 to September 17, 1914.

Captain Henry E. Eames, 28th Infantry, Acting Adjutant General, from September 17 to November 26, 1914.

#### INSPECTOR

Major Alexander L. Dade, Inspector General, Inspector, from May 6 to August 6, 1914.

Captain Hugh A. Drum, 23d Infantry, Acting Inspector, from August 6 to September 3, 1914.

Major William J. Barden, Corps of Engineers, Acting Inspector, from September 3 to September 18, 1914.

Major John S. Winn, Inspector General, Inspector, from September 18 to November 26, 1914.

#### JUDGE ADVOCATE

Captain Arthur W. Brown, Infantry, Acting Judge Advocate, Judge Advocate, from May 13 to August 18, 1914.

Major Blanton Winship, Judge Advocate, Judge Advocate, from August 18 to November 26, 1914.

#### ASSISTANT TO JUDGE ADVOCATE

Captain Arthur W. Brown, Infantry, Acting Judge Advocate, Assistant to Judge Advocate, from August 18 to November 26, 1914.

#### OFFICER IN CHARGE OF CIVIL AFFAIRS

Lieut. Colonel John B. Porter, Judge Advocate, Officer in Charge of Civil Affairs, from May 12 to September 5, 1914.

Major Blanton Winship, Judge Advocate, Officer in Charge of Civil Affairs, from September 6 to November 26, 1914.

#### ASSISTANTS TO THE OFFICER IN CHARGE OF CIVIL AFFAIRS

Captain Arthur W. Brown, Infantry, Acting Judge Advocate, Asst. to the Officer in Charge of Civil Affairs from May 23 to November 26, 1914.

First Lieut. Aristides Moreno, 28th Infantry, Asst. to the Officer in Charge of Civil Affairs, from May 23 to July 22, 1914.

#### CHIEF QUARTERMASTER

Captain William H. Noble, Q.M. Corps, Chief Quartermaster, from  
May 1 to May 13, 1914.  
Major Harry E. Wilkins, Q.M. Corps, Chief Quartermaster, from  
May 13 to November 26, 1914.

#### ASSISTANTS TO CHIEF QUARTERMASTER

Major James A. Cole, Q.M. Corps, Asst. to the Chief Quartermaster, from  
May 13 to September 5, 1914.  
Captain Harry H. Blasland, Q.M. Corps, Asst. to the Chief Quartermaster  
from May 1 to July 16, 1914.  
Captain Joseph C. Brady, Q.M. Corps, Asst. to the Chief Quartermaster,  
from May 13 to September 16, 1914.  
Captain Kenzie W. Walker, Q.M. Corps, Asst. to the Chief Quartermaster,  
from September 18 to November 26, 1914.  
Captain James W. Furlow, Q.M. Corps, Asst. to the Chief Quartermaster,  
from September 30 to November 14, 1914.

#### CHIEF SURGEON

Major Frederick M. Hartsock, Medical Corps, Chief Surgeon, from  
April 25 to May 13, 1914.  
Colonel Henry P. Birmingham, Medical Corps, Chief Surgeon, from May 13  
to November 26, 1914.

#### ASSISTANTS TO CHIEF SURGEON

Major Frederick Hartsock, Medical Corps, Sanitary Inspector from  
April 25 to November 26, 1914.  
Surgeon G.M. Guiteras, U.S. Public Health Service, Director of Public  
Health from May 28 to May 13, 1914. Quarantine  
Officer from May 13 to May 15, 1914.  
Surgeon R.H. von Ezdorf, U.S. Public Health Service, Asst. to Public  
Health Officer, May 2 to May 13, 1914. Asst. to Quarantine  
Officer, May 13 to May 15, 1914. Quarantine Officer,  
May 15 to July 6, 1914.  
Major Theodore C. Lyster, Medical Corps, Director of Public Health,  
May 13 to Sept. 2, 1914. Asst. Director Public Health.  
Major Robert E. Noble, Medical Corps, Asst. Director of Public  
Health, May 13 to August 19, 1914.  
Major Frederick F. Russell, Medical Corps, in charge of Pathological and  
Bacteriological Laboratory, June 5 to Nov 23, 1914.  
Major Elbert E. Persons, Medical Corps, Asst. to Director of Public  
Health, August 19 to November 23, 1914.  
Lieut. Col. Henry D. Snyder, Medical Corps, Director of Public Health  
from October 23 to November 23, 1914.  
Captain Julien M. Cabell, Medical Corps, in charge Municipal Hospital,  
from June 5 to November 23, 1914.  
First Lieut. Albert J. Hoskins, Med. Reserve Corps, Asst. to Director  
of Public Health, May 17 to November 23, 1914.

#### ATTACHED STAFF

##### ENGINEER OFFICER

Lieut. Colonel Clement A.F. Flagler, Corps of Engrs., Engineer Officer, from May 16 to August 5, 1914.

Major William J. Barden, Corps of Engineers, Engineer Officer, from August 5 to November 26, 1914.

##### ASSISTANT TO THE ENGINEER OFFICER

Captain Douglas MacArthur, Corps of Engrs (General Staff), Asst. to the Engineer Officer, from May 18 to August 20, 1914.

##### SIGNAL OFFICER

Captain Dennis H. Currie, Signal Corps, Signal Officer, from June 5 to November 26, 1914.

##### INTELLIGENCE OFFICER

Captain George E. Thorne, 7th Infantry, Intelligence Officer from May 1 to May 18, 1914.

Captain William A. Burnside, Infantry (Military Attache') Intelligence Officer from May 18 to October 10, 1914.

Second Lieut. Percy E. Van Nostrand, 28th Infantry, Intelligence Officer, from October 10 to November 26, 1914.

##### CABLE CENSOR

Naval Constructor Richard D. Gatewood, U.S. Navy, Cable Censor, from May 1 to May 9, 1914.

Captain Charles W. Weeks, 28th Infantry, Cable Censor, from May 9 to July 20, 1914.

Captain William N. Hughes, Jr., 7th Infantry, Cable Censor, from July 20 to October 25, 1914.

First Lieut. John F. Clapham, 19th Infantry, Cable Censor, from October 26 to November 1, 1914.

First Lieut. Shelby C. Leasure, 7th Infantry, Cable Censor, from November 1, to November 23, 1914.

##### ASSISTANT CABLE CENSORS

Captain Charles W. Weeks, 28th Infantry, Assistant Cable Censor, from May 1 to May 9, 1914.

First Lieut. William S. Weeks, 4th Infantry, Assistant Cable Censor, from May 9 to July 9, 1914.

First Lieut. John F. Clapham, 19th Infantry, Assistant Cable Censor, from July 17 to October 26, 1914.

First Lieut. William S. Weeks, 4th Infantry, Assistant Cable Censor, from October 26 to November 23, 1914.



## ADVANCE DEPOT

### DEPOT QUARTERMASTER

Captain William H. Noble, Quartermaster Corps, Depot Quartermaster, from May 1 to May 13, 1914.  
Lieut. Colonel Chauncey B. Baker, Q.M. Corps, Depot Quartermaster, from May 13 to November 16, 1914.

### ASSISTANTS TO DEPOT QUARTERMASTER

Captain William H. Noble, Quartermaster Corps, Assistant to Depot Quartermaster, from May 13 to August 6, 1914.  
Major Albert C. Dalton, Quartermaster Corps, Assistant to Depot Quartermaster, from June 2 to November 26, 1914.  
Captain Frederick W. Van Dyne, Q.M. Corps, Assistant to Depot Quartermaster, from July 1 to November 26, 1914.  
Captain Irving J. Carr, Quartermaster Corps, Assistant to Depot Quartermaster, from July 16 to October 20, 1914.

# THE QUARTERMASTER CORPS.

**SHELTER:** Troops were sheltered in public and private buildings and in camp under canvas. Private buildings were not taken without the consent of the owners. This provision caused some changes in the housing of troops but was necessary under the general policy of giving as little offence to the natives as possible, and making as few changes in their customs, habits, and laws as consistent with American occupation and military government. Kitchens and mess rooms were provided for the troops and all were screened. All stock was under shelter.

The cost for the rental of buildings for troops was approximately P8400.00 pesos a month.

**SUPPLY OF TROOPS:** The clothing and equipage have been adequate; the automatic system of supply by which supplement of stock is effected as soon as uses are made continued to give entire satisfaction.

Prior to the arrival on July 29, 1914, of the U.S.A.T. McClellan, fitted as a refrigerator ship, fresh beef was obtained from Navy transports and from the local markets. Native animals were inspected on the hoof by our veterinarians and slaughtered and chilled under their supervision and inspection. The native beef gave entire satisfaction although the supply could not always be depended upon on account of the small grazing territory under our control and the ease with which the enemy could drive off stock intended for our consumption.

Forage and wood for fuel could not be obtained with satisfactory results. These supplies were brought by transports from

Galveston, Texas. There would be less local trouble in this respect in an advance to the higher lands of the interior.

A supply of water of excellent quality was obtained from the Municipal water supply pumped from the plant at El Tejar. This plant did not furnish more than enough water for the city and the troops. Occupation on a larger scale would require an increased supply which could be obtained by the use of booster pumps. About 200,000 gallons of water a day was obtained from the Legarto Reservoir. This water was not potable and was used only for stock, railroads, ships, etc. Boiling or the chlorine treatment would make this supply usable for drinking purposes.

RATIONS: By authority of the War Department June 8, 1914, seventy (70) per cent of rations in kind were issued and thirty (30) per cent paid as savings. This gave the Depot Quartermaster a basis for estimating the amount of rations to be kept on hand, and, at the same time, gave the troops an ample fund to add to the variety of articles supplied in the ration. The resulting satisfaction over an entire issue in kind as contemplated by existing instructions fully compensated for the increased clerical labor of accounting. I adopt the recommendation of the Chief Quartermaster for similar action at all maneuver or concentration camps lasting more than ten days.

#### TRANSPORTATION.

TRANSPORTATION WITH TROOPS: Owing to the limited amount of transportation taken with the command it was necessary to hire a certain amount. The Marine Brigade, which was practically without transportation except that loaned by the Army, obtained

authority to purchase two (2) Benz five-ton trucks. These were invaluable and were in operation all the time. Authority was obtained from the War Department to purchase nineteen (19) horses and thirty-six (36) mules. The horses averaged only \$100.00 U.S. Cy. a piece, and were of fair quality. The mules were purchased for the use of the Marine Artillery Battalion. Both horses and mules have since been distributed to organizations of the Army as necessity demanded.

The local transportation which was available for hire or purchase consisted principally of strong two-wheeled carts each drawn by two or more, usually three horses. There are a great many of these carts available and they would have been a valuable asset had any movement of troops been necessary.

RAIL TRANSPORTATION: There are four (4) railroads entering Vera Cruz as follows:-

- The Mexican Railway - broad gauge.
- The Alvarado Railway - narrow gauge.
- The Vera Cruz al Istmo Railway - broad gauge.
- The Interoceanic Railway - narrow gauge.

Military trains on regular schedules were operated over the first two. No train service was inaugurated over the last two except an occasional supply train sent out on the Interoceanic to the outposts at Legarto. The Depot Quartermaster was charged with the operation of these trains. On the Mexican Railway two (2) round trips were made a day from Vera Cruz to Tembladeras, eight kilometers distant, at which point the enemy had removed the rails for a distance of about three (3) kilometers. These trains were known as "Refugee Trains" from the large number of refugees arriving on them. Each train was convoyed by a sufficient guard with an

officer permanently detailed to superintend the transfer of through passengers. Passengers for the interior were met at a neutral point near Tembladeras by a detachment of Mexican soldiers. Transfers of passengers and baggage and later of mail from either direction was made in this way. The train carried wireless apparatus so that my headquarters could be in constant communication with it. A small charge was made for carrying passengers who only went to Tembladeras. Passengers for interior points were not charged. There was no charge to any one from Tembladeras to Vera Cruz.

A freight and express service was later inaugurated to accommodate merchants and the public in general. The receipts from this service over and above expenses incident to the sale of tickets were P4203.95 pesos. Upon the approved recommendation of a Board of Officers this amount was transferred to the Vera Cruz Terminal Company to be held in trust for liquidation of claims between that Company and the railroads entering Vera Cruz. On July 23, 1914, the management which had repaired the gap at Tembladeras inaugurated a through train from Vera Cruz to Mexico City. The total cost of operation, repairs, etc., from May 1, 1914, to July 22, 1914, when the road was turned over to its own management, was \$2113.84 U.S. Cy. This was defrayed from "Transportation of the Army and its Supplies". The Vera Cruz Terminal Company as authorized agent for the Mexican Railway presented claim for the use of the track and rolling stock between Vera Cruz and Tembladeras. These claims were referred to a Board of Officers whose approved recommendations have been forwarded to the War Department.

On the Alvorado Railway one supply train a day was run to El Tejar water works, about 9 miles distant, for the benefit of the detachment stationed there; and also to facilitate the entry of food supplies into Vera Cruz. This train carried guards and wireless apparatus as on the Mexican Railway. A small charge of Twenty (20) cents Mexican Currency was made for carrying passengers from Vera Cruz to El Tejar, and later the same charge was made from El Tejar to Vera Cruz. There was no tariff on food-stuffs, etc. Shipments in car load lots were also made during August and September. The receipts from this source over and above expenses incident to the sale of tickets, etc., was P4768.90 pesos. This balance was transferred to the Vera Cruz Terminal Company to be held in trust as in the case of the Mexican Railway. On September 23, 1914, the operation of the Alvorado Railway was turned over to its own management, although a military train was continued in service making one round trip daily.

The Alvorado Railway Company submitted claims for the use of that road for the period April 23 to September 21, 1914. These claims were referred to a Board of Officers which recommended what it believed to be an equitable rate of payment. This rate was accepted by the management, which, however, reserves the right to appeal in case their Board of Directors did not agree with the opinion of the Board of Officers. On this basis all bills and claims due the railway from the Army have been settled by the Depot Quartermaster.



## CHIEF SURGEON.

Soon after arrival of the Expeditionary Forces the sanitary service was arranged under the following coordinate heads:-

1. Sanitary Service, U.S. Expeditionary Forces, including First Brigade, U. S. Marines.  
Pathological Laboratory.
2. Department of Public Health.
3. Department of Maritime Quarantine.

When first organized the Departments of Public Health and Maritime Quarantine were under the Provost Marshal General, reporting through the officer in charge of Civil Affairs to the Military Governor. This was found to embarrass and delay the transaction of business, principally because of the difficulty of properly accounting for U. S. funds for Sanitation and the property purchased therefrom; and because of the necessity for better coordination with the Sanitation paid for from civil funds derived from taxation. On June 19, 1914, these departments were all placed under the direct supervision of the Chief Surgeon who reported to me through my military staff. After the change was made no difficulty of administration was experienced. It is believed that the results have demonstrated the advisability of this method of administration under similar conditions:- that is, when United States and civil funds are jointly involved in the same enterprise.

Because of the disorganized state of the government upon our arrival, proper sanitation had been neglected for a long period of time. The civic population was to a great extent unvaccinated against small-pox; intestinal infections were multiplying rapidly with the advent of the hot season and the presence of a terrific fly pest from the accumulation of filth in the city. Cerebro-spinal meningitis had been epidemic during the winter months and a few cases still existed. Dysentery and Malaria were very prevalent, and the

presence of considerable tuberculosis evidenced the necessity of taking immediate steps to protect the troops from these diseases.

The most modern methods known to sanitary science were employed. Sixty-one miles of ditches were dug to drain areas affording breeding places for mosquitoes. Sixty-nine thousand gallons of crude oil were used to cover deposits of water. All kitchens, mess rooms and markets where beef, fish or vegetables were sold, were thoroughly screened, and over forty-six thousand vaccinations were administered. In addition, the streets, alleys and patios were kept scrupulously clean, and all suspiciously unhealthy places disinfected.

This campaign practically abolished flies and mosquitoes, and its effect upon the health of the command and of the civic population was most marked. It is worthy of note that the occupation of Vera Cruz was attended by no higher percentage of the sick rate than for troops in the United States, and that the death rate of civilians decreased from 45.59 per thousand, the rate from January to May, 1914, to 30.59 per thousand, the rate from June to October, 1914. The sick among the Army were treated in Field Hospital No. 3, which was located in a new building admirably suited to the purpose. The sick of the Marine Corps were treated in an improvised Field Hospital which was suitably located. The personnel of the Medical Corps attached to the Marines belongs to the Navy. They performed excellent service.

All medical material for the Field Hospitals and for the entire command were supplied by Medical Reserve Supply Company No. 5, which was thoroughly equipped for the purpose.

I was fortunate in having under my command medical officers of the Army

who were experts in sanitation and preventative measures against disease. The action of the War Department in placing \$40,000 at my disposition for sanitary purposes was another great factor in the highly successful campaign waged against disease by the medical officers of the Army and Navy, some of whom had the benefit of service in Panama under General Gorgas.

#### ENGINEERS.

The work of the Engineer Officers attached to my headquarters was very important. Besides attending to ordinary routine duties of such an office, very valuable assistance was rendered me personally in connection with all military plans under consideration. The War Department is already in possession of the plans and maps prepared in this office.

#### SIGNAL CORPS.

The Navy and Marines, prior to May 1, 1914, had established an excellent system of visual and radio communication. Upon my arrival, Company D, Signal Corps, and the Third (Signal) Company, 1st Brigade, U. S. Marines, established an excellent system of intercommunication by means of telephones, buzzers, radios and blinkers. The Third (Signal) Company of the Marines ran the switchboard through which were connected all outposts, including El Tejar and Legarto, every detachment headquarters, and each separate administrative office.

A radio station, previously operated by the Mexican Government, was situated near the sea on the left of our outpost line. This station was turned over to the Navy to operate. Its power is derived from the Municipal Electric Light and Power Company's plant. The station is easily capable of communicating with Key West and Galveston under favorable weather conditions.

Communication with Mexico City was not practicable because the Mexican Government radio station would not cooperate.

A Signal Corps Supply Depot was established in Vera Cruz, with approximately enough material to establish a semi-permanent line from Vera Cruz to Mexico City.

The work of the Field Companies of the Signal Corps has always been very efficient when under my observation; it is a pleasure in addition to commend especially the work of the Third (Signal) Company, U. S. Marines. This company was but recently organized, and through the intelligence and energy of its personnel was first to establish and maintain the telephone system.

#### JUDGE ADVOCATE'S DEPARTMENT.

Number of trials by general court-martial from April 24 to November 30, 1914 - (NOTE - The figures for the Marine Corps are from May 1 to November 23, 1914, the entire period during which they served with the Army. The figures for the Army include to November 30, 1914, the date when the troops actually disembarked at Galveston, Texas.)

#### OFFICERS.

One officer of the Army was tried; action on his case has not yet been received.

#### ENLISTED MEN.

	Army.	Marines.
Tried.....	110	27
Convictions approved.....	96	25
Convictions wholly disapproved.....	1	1
Acquittals approved.....	13	1
Acquittals wholly disapproved.....	0	0

# NUMBER OF TRIALS BY INFERIOR COURTS-MARTIAL.

		Summary Courts.			Special Courts.		
		Convicted.	Acquitted.	Total.	Convicted.	Acquitted.	Total.
Army	1968	54		2022	76	3	79
Marines	1401	10		1411	43	0	43

While these figures show a large percentage of trials the great majority of them were for very minor offenses which could not be condoned under the war conditions existing at Vera Cruz. For instance, over 2,000 of these trials were for slight unauthorized absences from quarters. In garrison in the United States few of these absences would have been considered serious enough to bring the delinquents before a court-martial.

## THE INSPECTOR GENERAL.

In addition to the ordinary military duties of Inspectors General, the Inspector on duty with the Expeditionary Forces was much occupied making numerous investigations of complaints and claims for damages incident to the military occupation of a foreign country. It was found to be much more expeditious and satisfactory to cause certain investigations to be made immediately by the Inspector General than to follow the normal method of referring complaints to the commanding officers of the troops concerned, who very seldom could find anyone to blame.

## CIVIL AFFAIRS.

### Report on the Military Government of Vera Cruz, Mexico.

1. The following report of the establishment and operations of the Military Government of Vera Cruz and its environs under United States occupation, is submitted.

#### EVENTS ANTECEDENT TO FINAL ESTABLISHMENT OF MILITARY GOVERNMENT.

2. United States Naval forces landed at Vera Cruz on April 21, 1914. The incidents immediately following the landing and occupation have no doubt been fully covered in a report of the officer commanding the Naval forces, and are only pertinent to this report in so far as they bear upon the subject of the establishment of some form of Government to take the place of that disturbed by the landing operations.

Admiral F. F. Fletcher, Commanding the U. S. Naval Forces, on April 25d, issued the following proclamation to the people of Vera Cruz: "The United States Naval Forces under my command have temporarily occupied the City of Vera Cruz to supervise the administration of affairs on account of present disturbed conditions in Mexico. All officials of the present city government are invited to continue in charge of their duties as heretofore. The military authorities will not interfere in any way with the civil affairs as administered by the local government so long as peace and good order are maintained in the city. All peaceful citizens are to live quietly in their homes and pursue their usual occupations and so long as they continue so to act they will be protected in their persons and property and in all their private rights and relations. The Commandant gives his assurance that the military interference with the civil government shall not extend beyond the absolute necessities of the occasion and then only for the maintenance of law and order. The taxes and revenues of the city government will be collected as heretofore and as directed by law and expanded by the proper officials in accordance therewith."

When Admiral Fletcher concluded that all efforts to continue the existing government under the proclamation above quoted had failed on account of the disinclination, and the refusal in all cases except those of the Ayuntamiento, of officials to resume the functions of their offices, he "found it necessary to proclaim Martial Law and legalize all acts." This proclamation, with regulations for establishment of Civil Government, will be found as appendices to this report.



The sum and substance of the situation was that, as Admiral Fletcher was informed by Mexican Federal and State officials "of their inability to continue in the discharge of the functions of their respective offices", and concluded that there was "no provision in the Municipal Laws and Ordinances for the performance of many important functions of Government", he found a condition thus created "which requires the adoption of different measures than those proposed in my (his) proclamation of the 22d instant".

On April 28th Admiral Fletcher established "Civil Government under Martial Law", appointing a Governor, Inspector of Port and Customs, Administrator of Justice, and Treasurer. All of these appointees were American civilians, residents in Mexico, with the exception of the Inspector of the Port and Customs, who was a U. S. Naval officer.

On May 1st Governor Kerr gave to the newspapers for publication a statement of the purposes of his administration, copy of which will be found as an appendix to this report, and commenced the organization of his agencies to conduct the Government "subject and subordinate to the will and direction of the commanding officer of the United States forces occupying said territory".

#### FINAL ESTABLISHMENT OF MILITARY GOVERNMENT.

3. On April 30th transfer of authority from Admiral Fletcher to General Funston was made. The latter had accepted the plans of the former for the organization of a Government to carry on the functions of the displaced Municipal, State and Federal Governments. It was later deemed best, as the territory under the jurisdiction of General Funston would be subject to Military Government, to have it conducted by persons directly responsible to him and subject to his orders. The purpose, it appeared, would be better accomplished by putting officers of the Army and Marine Corps of General Funston's command at the head of the various departments, bureaus and other official positions with duties similar to those that had been performed under the Mexican administration.

#### INITIAL DIFFICULTIES.

4. The two most troublesome matters that confronted the commencement of the Departments of Government were (1) that efficient employees could not be procured on account of the provisions of Articles 1084 to 1087 of the Mexican Penal Code, which provides severe penalties for those who serve in any capacity under a foreign power occupying Mexican territory, and (2) that the records of every department had been ransacked and either withdrawn, destroyed or scattered. As the purpose of American administration was to continue the Mexican system, familiarity with Mexican law became immediately necessary and the task, lacking the aid which an efficient Mexican personnel and prior records would have afforded, was tremendous. The fact that Army officers were available, who could speak and read Spanish and had acquired a knowledge of Spanish law and administration in similar work in the Philippines, Cuba, Porto Rico and elsewhere, simplified what would otherwise have been an almost impossible situation.

## GOVERNMENT ORGANIZATION.

5. Between April 30 and May 12, 1914, the Government was organized and the following principal officers thereof assumed their duties:

A Military Governor of Vera Cruz and adjacent occupied territory, immediately under whom was an Officer in Charge of Civil Affairs, whose duties broadly stated were those of Military Secretary and Legal Adviser.

A Provost Marshal General (G.O. No. 3 and S.O. No. 2, May 2), who was directed to institute or continue in force the usual departments of City Government and continue the Provost Courts already established (G.O. No. 2, April 30 and Memorandum May 1).

An Administrator of Customs (S.O. No. 2, May 2), who was, ex-officio, Captain of the Port. This officer was also in charge of the Light House Service, Weather Bureau, Port Look Out Service and at first of the Naval Dry Dock and Machine Shop at Fort San Juan D'Ulva (S.O. No. 2, May 2).

A United States Mail Agent and General Postmaster (G.O. No. 3, May 2).

A Treasurer (S.O. No. 2, May 2), who was directed to receive all funds and to pay them out on approved requisitions (G.O. No. 3, May 2).

General Funston, in the order announcing himself as Military Governor set forth therein the following principle: "The Government hereby established will continue the system which the people of Vera Cruz are accustomed to in so far as is consistent with military control".

The Provost Marshal General was directed to organize the Municipal Government and instructed to request the detail of necessary officers to be placed in charge of the principal departments and bureaus and for other purposes. The Custom House and its dependencies, the Treasury, the Post Office, and the Civil Courts that it was contemplated would be established were exempted from his control.

Governor Kerr had done a great deal of preliminary work but had not yet organized any government nor opened for business any of the offices, so that the change of plan was effected without the difficulties that might have attended a formal transfer.

### THE PROVOST MARSHAL GENERAL'S OFFICE.

6. The Provost Marshal General was the executive head of the City Government and conducted it through the following departments:

#### THE LEGAL DEPARTMENT.

This office had various functions and served a most useful purpose -

(a) Its primary purpose was as legal adviser to the Provost Marshal General, but it later developed into an office of great usefulness in other lines.

(b) Three of the officers comprising the office force of

this department were detailed as a Board of Officers on Claims, to whose work reference will be later made in this report.

(c) The question of the character of courts to be established was one of the first to be considered. The refusal of former Mexican officials to serve in their prior capacities and of other qualified Mexicans to substitute them eliminated from consideration the idea of courts with Mexicans on the bench. Criminal courts, as hereinafter shown, with Army or Marine officers as judges were established. The fact that there existed considerable doubt as to the finality that might be accorded, by the Mexican Government, the decisions of such courts, coupled with the further fact that there appeared to be no such exigency as called for the immediate trial of civil suits, led to the decision that courts for the trial of such cases would not be instituted at that time. Civil suits were accordingly discouraged, but Mexicans are so accustomed, under their laws and habits, to conduct much of their ordinary business through court functionaries, that the legal department was soon flooded with requests for immediate adjustment of legal difficulties. The Department invariably advised litigants to settle their differences without litigation and, in endeavoring to render every assistance possible to this end, found itself gradually assuming duties in the nature of those pertaining to an equitable or arbitral court for the adjustment of civil cases which, in the absence of courts of civil jurisdiction, could not otherwise be determined.

"Where the case had been settled by a Mexican court and it remained merely to execute the judgment, the record was searched out and the judgment duly executed. In cases where it was apparent that the parties could as well have instituted proceedings in the time of the Mexican regime they were directed to await the re-establishment of the civil courts. Where the case required immediate settlement in order to secure substantial justice, the same was adjudicated, where possible, under the letter and the spirit of the Mexican law. If no law could be found applicable to the subject matter in hand the case was settled along as just a line as it was possible for the Department to follow."

The Department adjusted over three thousand cases, the largest involving an amount of more than fifty thousand pesos.

In addition to the above, about six thousand cases, involving ejectments for non-payment of rents, enforcement of contracts with reference to same and collections of back rent, were settled.

No records were kept of the above adjustments. In nearly all cases money was paid and receipts given, thus closing the matter against future litigation.

In adjustment of all cases involving deeds of trust, mortgages and other written instruments, a memorandum covering essential points was signed by the interested parties. It was then taken to a Notary Public, who gave it the legal form required by Mexican law by signing, stamping and recording it in his office, thus making the instrument a recognized legal document.

The Department soon found that, while the Mexicans with whom it dealt attached little importance to a verbal agreement, they appeared to have "a superstitious veneration and awe for a paper signed, stamped and sealed."

It is believed that the great human interest thus shown in the settlement of the difficulties of these people, the manifest honesty of purpose in inducing them to agree, the fairness and justice of the conclusions reached, and the entire absence of the usual high costs of litigation, appealed to them in the best possible way, and gained for the agreements formed and adjustments made a validity that will be unquestioned.

While the course above outlined could not be otherwise characterized than as most successful and effective, important cases pressing for settlement, in which the litigants were so far apart as not to be amenable to a settlement outside of court, began to arise. With a view to meeting this demand, the office of civil affairs was outlining, at the time the order for evacuation was received, a plan to be presented to the War Department for the establishment of courts for the trial of civil cases, whose procedure would be simple and expeditious, and whose judgments would be final and capable of immediate execution. The institution of these courts would probably not have provoked unfavorable criticism from the fact that it had been found necessary in Mexico City to provide for just such courts, and it was hoped, after the Carranza decree guaranteeing amnesty to our Mexican employees had been published, that the return to their offices of former judicial officers might be procured and further simplify the matter.

#### THE DEPARTMENT OF PUBLIC WORKS.

This Department had charge of the El Tejar Water Plant with its city water system, the Sewage Plant with its city sewage system, city lighting, street cleaning, disposal of city garbage, city parks, fire department, repairs to all federal, state and municipal buildings, supervision of all private repairs and improvements, the Montezuma Ice Plant, city markets (repairs and sanitation), and conducted the practical side of the sanitation of the city until the latter work was taken over by the Medical Department of the Army. The report of the Chief Surgeon, U. S. Expeditionary Forces, covers the sanitation of the city and that for military organizations.

A general clean up of the entire city area, including all premises, was instituted, and a force ranging from 600 to 1000 men was employed for the purpose until the matter was well in hand, when it was gradually reduced to about 120 men. Ordinary street sweeping and the collection of garbage then formed the principal part of the work of these men. All garbage was required to be placed in galvanized iron cans and was then taken to the city dump for incineration, substituting a quite unsanitary method. In wet weather the road to the dump was impassable and it became necessary to construct a road on which more than one hundred men under American foremen, with twenty-five carts, were employed daily for more than six weeks.

"The City Markets required special attention. These were found to be in a filthy condition; meat was exposed and covered with flies, spare worthless portions were thrown under tables to dogs and buzzards, the tables were full of holes filled with

blood and maggots, tilings of floor broken and many missing entirely, the vacant places being filled with the vilest fluid drained from butchers' tables and also those of fish and poultry venders; fish scaled in the market; chickens killed and plucked in the rear of the market and feathers thrown on the ground; animals tied to the posts and windows of the market and allowed to add manure and urine to the other filth; urinals placed against the market walls and uncared for; roof leaking everywhere; side walks occupied by small venders of meats and sweets (all uncovered)."

The complete renovation necessary was made. The meat and fish markets were screened and venders required to screen their wares. Concrete floors were laid throughout both markets, extending to street gutters, thus enabling the department to flush and thoroughly clean the markets each day. Garbage cans, fly traps and other equipment for putting the markets in a wholesome and sanitary condition were provided. Constant watching was required to keep doors shut and fly traps and garbage cans from being displaced. Many minor violations of regulations adopted for keeping markets in a sanitary condition were corrected by warnings, but it was found necessary to take many of the stall keepers to the Police Court for adequate punishment.

Water Supply and Its Proper Distribution were matters of great importance, especially in view of the fact that an entirely inadequate supply, about 30% of actual needs under normal conditions, required more careful conservation for a city whose population had been increased by thousands of refugees, and an army of soldiers, whose needs with that of the animals connected therewith had to be met. Wastage was reduced to a minimum by carefully watching both the public and private use made of the water and by requiring necessary plumbing repairs, which had been theretofore neglected. The need for a greater supply led to an investigation looking to some method for increasing it. It was found that the installation of a booster centrifugal volute pump at the foot of the reservoir hill would add about 60% to the water supply and only cost in the neighborhood of six thousand dollars U.S. currency. This economical measure for providing for an approximately adequate water supply does not appear to have been considered at any time by the Mexican authorities. The scheme which they had under advisement for an adequate supply would have entailed an expenditure of one and one half millions, U.S. currency.

It was found that to procure the engine and necessary equipment would require about two months. Only the uncertainty as to our length of stay and the condition of the Municipal Treasury prevented this installation. The plans were left in the office of Public Works in order that Mexican authorities might avail themselves of the suggestion. Another supply of non-potable water, but insufficient for the purpose, which is used by the Vera Cruz Terminal Company for the operation of thirty odd cranes, locomotives, boats, toilets, etc., was investigated and found to be susceptible of considerable increase, except during a very dry season, at a moderate expenditure. Both plans for such increase of water supply will be found attached to the report of the Department of Public Works.



The Sewage System, on account of the slight elevation of Vera Cruz above the sea and its bare limitation to the needs of the normal population, presented many difficulties and required constant attention and repairs.

The Plumbing of nearly all public buildings was in very bad condition and the lighting inadequate and dangerously installed. Both were placed in good condition. Roads and bridges had to be built or rebuilt, drains and streets repaired, the construction of one large building completed and many repaired. The two main ditches for carrying off surface water were cleaned and deepened and lateral ditches were dug to drain numerous low places, all of which required a force of 125 men, with three American foremen, for two months.

Ice Supply, Its Conservation and Proper Distribution became a matter of such importance that the ice plant belonging to private parties was taken in charge by this department. The supply was very limited and, with greatly increased demands, especially in view of the outside supply having been cut off, the daily distribution, if it had not been handled sensibly and justly, would have been the cause of great discomfort. The owners themselves were pleased, as the profits of the plant under military administration were about five thousand pesos per month as compared to about two thousand under the owners' control.

Fire Department. No effort was made to organize this department with native personnel. By drilling soldiers in the use of the fire apparatus a force adequate to the probable needs was made available without the expense of maintaining a regular corps of firemen.

#### THE DEPARTMENT OF FINANCE.

This Department, in addition to ordinary municipal duties, undertook certain work pertaining to the State and Federal Governments. Its duties included the preparation of estimates, reports and recommendations, the hearing of applications or appeals concerning assessments and penalties, the auditing of accounts and the detection of irregularities and delinquencies.

City, State and Federal funds were received, accounted for and disbursed separately. The Federal revenue was derived almost entirely from the sale of stamps required by law to be placed on a great variety of documents and records. Under a decree of the Huerta Government a stamp surtax of 30% on State and City taxes was collected for the benefit of the Federal Government. Later this was reduced to 20% following the Carranza decree reinstating the Madero rate. The State revenue was derived mainly from taxes on commercial and industrial establishments, real estate, slaughter houses, peddlers, transfer of real estate, annuities, leases and inheritances. The principal sources of municipal income are charges for the stalls and floor space in the several markets, all of which are owned by the City; upon poultry, fish, vegetables and fruit introduced therein; for slaughtering; use of water; upon all commercial and industrial establishments, real estate, means of transportation, flour products, public entertainments, peddlers, etc. Taxes upon commercial and industrial establishments and city real estate are based



upon the state assessment. In other cases, taxes are in accordance with schedules promulgated by the City Council."

The question of making Municipal income meet expenses early became one of the most serious problems. The difficulties of the situation were that an enormous initial expense in the general sanitary clean up absorbed a balance of £30,638.39 pesos found in the treasury and put expenditures far beyond revenues and, when called to an accounting, it was seen that the strictest economy, not entailing impairment of efficiency and sanitary safety, must be practiced. To add to the complication, city revenues had been curtailed by revocation of gambling concessions, ordinarily providing a monthly income of £13,000.00 Mexican currency. The inhibition against bull fighting and lotteries still further operated to reduce the revenues. From the receipts of the Custom House 2% is due the port of Vera Cruz and this, when the average monthly receipts mounted to £1,000,000.00 pesos, adds materially to the income of the City, even after all the fixed charges attached by law to the 2% (such as interest on loans, etc.) have been met. The 2%, as well as 2% of Custom House fines provided by law for City Charities, were not turned over to the City on account of complications as to the account, nor could taxes from certain suburbs lying outside our lines be collected. Another source of revenue of which the City was deprived is that derived from the courts of justice, as quite large fees accrued to the City from the adjudication of estates.

The economic problem thus presented called for the use of employees and agencies up to the point where they were no longer absolutely necessary and then their displacement and reduction to actual needs. The situation could have been further bettered by more direct methods of book-keeping and accounting, but this would have left matters not clearly understood by a succeeding Mexican administration and was not advisable for the short stay contemplated. The additional expense, however, of requiring vouchers, not required by the Mexican system, for all payments were incurred as most advisable under the circumstances.

In spite of the extraordinary expenditures heretofore noted, the cost of training of new personnel driven beyond their fears by financial straits to the acceptance of Government employment, the constantly decreasing value of Mexican currency, sheer insistence for economy, attention to detail and prevention of leakage, reduced running expenses well below that of Mexican administration, except as paid all indebtedness incurred under the American administration, except as noted in the following paragraph, as well as some past indebtedness, and had Municipal affairs on a basis where it would have been carrying an appreciable monthly credit to its account.

In June £40,000.00 pesos had to be borrowed from State funds, of which £16,787.85 pesos were repaid in November. This was strictly in accordance with Mexican custom. The assets left the City were markets, streets, premises and public buildings in sanitary conditions, new roads, culverts and bridges, and old ones repaired, and the credit from Customs funds heretofore referred to.

A month's return to municipal gambling concessions, bull fighting and lotteries will of itself more than liquidate the above indebtedness to the State.

The receipts of the State Tax Office, including \$17,306.29 pesos found in that office and in bank, amounted to \$220,363.40 pesos, the expenditures to \$85,229.78, leaving a balance of \$135,083.62, which does not include the \$23,212.15 pesos due from the City.

The receipts of the Federal Stamp Office exceeded expenditures by \$261,633.87 pesos.

#### THE DEPARTMENT OF PUBLIC SAFETY.

A native police force was organized to work in conjunction with the Provost Guard, composed at first of two companies of Marines and one company of Infantry, and later of three companies of Marines and a battalion of infantry.

The native police force had been completely dissipated, could not be recalled on account of fear of natives to work for Americans and was re-organized and a Cuban, of considerable experience as a railroad detective, was made Chief of Police.

The duties of the native police force were confined wholly to the native population. The Provost Guards handled all cases of infractions by members of the U.S. troops, the duties of the native police in such cases being limited to calling the attention of the Provost Guard to them. Where native police were resisted and unable to cope with natives, the Provost Guard was called on for assistance.

American soldiers, sailors or marines arrested by the Provost Guard were sent to their organizations with a statement of charges.

The cell rooms in the Municipal Palace were cleansed, disinfected, ventilated and repaired for the accommodation of all prisoners, as the new Municipal Carcel had been taken over for quartering troops.

Two services added to the poor equipment of the Police Department, that of a first-aid station affording treatment for many wounded and sick police and prisoners and a wagon fulfilling the double purpose of a police patrol and a police ambulance, served useful purposes. A native physician and surgeon and two practicanes were employed for this service. The operations of this station were later extended to include charity cases. At the time of our evacuation the station was treating in the neighborhood of two hundred cases per month.

There was no correctional institution in the municipality, the State institution at Orizaba having been used for this purpose. The problem of caring for the young girls and boys convicted of minor offenses therefore became an urgent one. Parents or friends were allowed, on their personal responsibility, to take some of these to the State institution. Others were placed in the Orphan Asylum and employment secured for a number of others where they could be watched.

This Department provided for many destitute refugees and quartered and fed several thousand destitute ex-soldiers of the Mexican Federal Army until they were gradually worked out of town.

"As usual the low class American saloon keeper and gambler followed the troops to Vera Cruz or came in from different parts of Mexico. They were a disturbing element from the first and the Military Governor ordered the deportation of a number of these undesirables on the recommendation of the Department." The good moral effect on Americans as well as natives was evident. A not very friendly local paper, in commenting on this action, stated "that no difference is made between natives and foreigners. Justice is meted out alike to both".

Suspended sentences accomplished good results. The head of the Department sat as a pardon court each Sunday morning and with the assistance of a splendid American woman, who had lived in Mexico for many years and was interested in prison reform, did much to reduce the number of prisoners in jail and relieve the sufferings of those dependent upon them, as well as satisfying the ends of justice.

"It is matter worthy of note that from the beginning there was very little friction between the American Provost Guards and the citizens of Vera Cruz. There was also little trouble between the natives and soldiers in general. After investigation most of these cases were amicably settled. The citizens of Vera Cruz were very amenable to the Police Regulations. Two murders only were committed in Vera Cruz during the American occupation". The murderers and victims were Mexicans with the exception of a Spaniard who murdered his mistress. "Cases of robbery were frequent, increased probably by the large number of refugees of all classes in the City, estimated at about fifteen thousand, and the difficulty at times of obtaining employment".

With American backing the native police became quite efficient in running down these robbers and in recovering stolen property. One party, in thanking the head of the Department for the "speedy and efficient service rendered him" said "Both the Americans and the Mexicans did splendid work and as I have lived in Mexico for eight years, I have been victimized several times but this is the first time I have ever recovered anything".

Much trouble might have been expected from the fact that all political elements, with a hatred for each other that an American cannot understand were represented in Vera Cruz as residents, refugee residents or transients. But one appreciable effort was made in this line to disturb the public peace, and it was suppressed in such a speedy and decisive way as to serve notice that nothing of the kind would be tolerated.

The following is an extract from the "Imparcial" of Mexico City of August 8, 1914, on conditions in Vera Cruz: " \* \* \* The Port of Vera Cruz also affords every protection. The police force has been re-established and American soldiers are on guard throughout the City. \* \* \* "

Too much credit cannot be given the Provost Guard, the very backbone of good order, for the efficient service rendered with commendable forbearance and good sense.

## THE DEPARTMENT OF EDUCATION.

This Department was under the management of an Army officer, with an American civilian assistant, until substituted on July 15th by his assistant. It took tact, insistence and much hard work to re-organize the public schools that had been interrupted by the entrance of the U. S. forces. On May 12th four schools and the Public Library were reopened. On May 16th another large school was opened, on May 18th another and on May 23d still another. The question as to private schools was investigated. Fifty-nine were found, twelve of them being Kindergarten, five denominational and one Masonic. The Industrial School, similar to commercial and trade schools in the United States and well equipped, which is owned and supported by the Chamber of Commerce, was later opened with an attendance of 62 pupils.

After the annual examinations had been held the schools were closed with public exercises and distribution of prizes, which I attended in company with the Provost Marshal General. On June 30th schools were closed for vacation until September 1st. A Teachers' Institute had been organized however on June 8th and was continued throughout the vacation period. This was a new institution for Vera Cruz and had the enthusiastic support of the teachers.

The school year opened up with a much greater attendance than the last had closed with and at the time of evacuation the Department had on its rolls 55 teachers and 1708 pupils, besides having under its supervision 37 private schools.

It is believed that the entire suppression of any evidence of bitterness on the part of the Military toward Mexicans, and the very manifest wholehearted interest in the welfare of the Mexican children must have created the favorable impression that later brought such enthusiastic response to the uninterested efforts in their behalf. The consistent concern shown by the Provost Marshal General in school affairs, with the faithful and efficient service rendered by the heads of the Department, were well calculated to arouse responsive accord with the purposes sought.

Evidence of an interest in and proper regard, on the part of the Military Government, for Mexican national sentiments, manifesting lack of bitterness, contributed it is believed in no small part to the impression produced. An early opportunity was found for giving substantial evidence of this feeling when school teachers and children of all schools on May 22d were permitted and encouraged to attend in a body, marching with the banners of their respective schools, the funeral of Captain Gutierrez, who had died from the effects of wounds received in resisting the landing of American troops.

## OFFICE OF THE TREASURER.

7. "All funds from whatever source were deposited with the Treasurer of the Military Government and disbursed only upon warrants or vouchers approved by the Officer in Charge of Civil Affairs, by order of the Military Governor. The total receipts were P3,588,233.78; the disbursements were P983,328.52, leaving a balance of P2,604,905.26 pesos", of which balance P2,313,921.23 pesos were Customs Funds, P171,049.85 pesos Federal Funds from all other sources, and P114,783.62 State Funds." These funds were brought to the United States and their storage in the United States Subtreasury at New Orleans arranged for.

## THE CUSTOMS SERVICE AND ITS DEPENDENCIES.

8. The difficulties met at the outset by all departments of the Government in organizing and starting operations were greatly accentuated in the case of the Custom House by the rather complex character and large volume of its work, requiring in normal Mexican times an experienced force of about 250 employees, practically none of the more important of whom ever returned to work. Furthermore the warehouses containing merchandise of the value of about four million pesos, had almost all been broken open and goods stolen from some. Admiral Fletcher had appointed an Administrator of Customs on April 23d, while sniping at night was still in progress.

The security of customs property was provided for at once as well as the military situation permitted, and the Mexican customs officials were compelled, April 30th, to open the safes, for the contents of which they were given receipts.

By May 6th a customs guard of Marines was organized, a clerical force detailed from the Fleet and the more important officers of the customs service appointed. After the appointment of an experienced customs man, as Contador, "new Mexican employees were gradually obtained who had to be taught all their duties practically without exception. Hardly 20 men who had previously had experience in any customs service were ever obtained".

Civilian employees gradually replaced the enlisted personnel and the force was increased until a fairly complete force of civilians was built up and organized along Mexican lines.

During the American occupation 685 vessels exclusive of Government vessels entered or sailed, on which 9666 passengers arrived and 14946 departed.

## CUSTOMS REVENUES.

The revenues of the Custom House, consisting mainly of import duties but largely augmented by export duties and charges for port services, amount in ordinary times to more than P1,000,000.00 pesos per month.

All import duties are specific, usually based on weights, infrequently on dimensions or quantity. An increase of 10% was made on existing schedules by decree of June 2, 1913, and this established rate was collected on imports throughout the



continuance of the Military Government. Another level raise of 50% on import duties was made by decree of October 11, 1913, but this decree was revoked by decree of March 30, 1914, revocation effective April 15th. As this rate was ineffective at the time of the establishment of Military Government the question of its collection on imports arriving after our occupation was not involved, but a large quantity of merchandise was found in the warehouses subject to it. This additional duty was collected on all such merchandise when it was finally cleared.

Certain ports receive, for the benefit of the cities concerned, amounts levied in addition to the regular duties on imports, and for Vera Cruz this was 2%.

Export duties, ordinarily collected on but few articles, provide a handsome revenue. The port of Vera Cruz during our administration was deprived of a great part of this revenue, as most articles subject to this duty came from the interior and, having to pay duty at both the Mexican Custom House at Orizaba and ours at Vera Cruz, were driven to other ports. Practically all revenue from this source was withdrawn on October 7th for the reasons noted hereafter. On November 1 a great number of articles were added to the export list.

In addition to the regular import duty on alcoholic beverages the Custom House collects a stamp tax as agent for the Stamp Office and retains one half of the amount collected.

A considerable amount is collected from fines often in the form of additional duties, assessed against importers and exporters, masters of vessels, etc., for various infractions of customs regulations. 2% of the total is set aside for maintenance of civil hospitals. The balance, less the amount paid for detection of frauds, is placed to the account of customs collections.

Large amounts of merchandise, left in the warehouses beyond the free storage period, brought an appreciable revenue in the way of storage charges.

Tonnage and Pilotage charges; Sanitation charges comprising fees for bills of health and quarantine and disinfection charges; and loading and discharging charges form other sources of revenue.

The total receipts from all sources were P2,663,748.17 Mexican currency.

#### EXPENSE OF MAINTENANCE.

Extraordinary expenditures were entailed in the organization and training of the force and in collecting and re-arranging scattered records and opening new ones and in straightening out and caring for the property in warehouses. The emergency called for a disregard of the regular Mexican budget as to both the number of employees and salaries, but, when a fairly complete clerical force had been developed and the records and property straightened out, expense of personnel was reduced to the point where the average monthly expense on this account for the whole incumbency did not exceed that of Mexican times, and at the time of our evacuation it was considerably lower than the Mexican standard and would have been further reduced.



The total expenditures for all purposes were P\$50,011.44 Mexican currency, which included repairs and costs of new equipment and other betterments.

#### MODIFICATIONS OF CUSTOMS LAWS.

The action of the Military Government with respect to legislation conformed closely to the advice of the Secretary of War to the effect "that the military government, in view of the very limited purpose for which we are maintaining it, ought not to be active in the law making power".

The first exception to the above policy was the issuance of orders to relieve the food situation, to which reference will be later made, and to relieve members of the occupying forces from payment of duty on articles imported for their personal use.

The other exceptions, few in number, were made for the purpose of making customs operations in the port of Vera Cruz conform to those in other ports of Mexico. With this in view changes in tariff schedules, made at Mexico City under different regimes, were adopted practically in toto by the Military Government. These changes were carried in definite form in the published orders of the Military Governor until October 9th, when the Administrator of Customs was ordered by letter to follow as far as possible the Carranza schedules that could be found published in definite form. This action followed receipt of a cablegram from the Secretary of War of October 7th, from which the following is an excerpt: "Matter referred to State Department which replies that it is opinion that Department quote That in view of the fact that there is now in Mexico but one authority with which United States deals to wit Carranza Government and in view Carranza's decree August twenty ninth waiving second payment on all imports paying duties Vera Cruz General Funston's request might be granted with necessary safeguards to prevent exportations coming through Vera Cruz on which duties have not been paid and upon satisfactory proof to customs officials at Vera Cruz that duties had in fact been collected by authorities recognized by Carranza government and under necessary decrees".

Considerable difficulty was experienced at first in ascertaining what the Carranza Government had done in a definite way to change schedules, and it was not until his decree of October 17, 1914, effective November 1st, putting into effect a new tariff schedule for exports that the matter was satisfactorily cleared up. Under these circumstances the Administrator of Customs collected in doubtful cases under the known existing schedule, which suggests that it will probably be found that equitable consideration will call for a return of some export duties collected on articles that were not subject to payment of duties at other ports.

#### MISCELLANEOUS.

Several administrative improvements were made, notably in the method of purchasing supplies; abuses and irregularities were

suppressed or corrected; buildings repaired; and plans made out for extensive repairs to the fiscal wharf.

In spite of the fact that the honesty of the greater part of the employees was untested, and none of them bonded, thefts from the custom house under the American administration after May was less frequent than under Mexican administration. During the ransacking of the warehouses and offices that took place before the American authorities were in full control some merchandise awaiting withdrawal was stolen and in some cases documentary evidence of indebtedness to the customs was removed presumably by the interested parties.

Practically all claims based on the loss of goods from the customs at this time or later remained unsettled owing to the failure of the consignees to clear their merchandise and present their claims, although every means through letters and other notices were used to accomplish this purpose.

#### THE LIGHT HOUSE SERVICE.

A Naval officer was in immediate charge of this service, which was maintained by Federal (not Customs) funds.

An office was established in the Benito Juarez Light House Building, which was formerly the administrative headquarters of the Light House District that extended from the Rio Grande to Puerto Mexico, and included some lights on Campeche Bank.

It was reported that none of the lights about Vera Cruz and Anton Lizardo were interrupted during the unsettled conditions following the occupation of the city with the exception of the Benito Juarez light, which was not in operation for about four days after the 21st.

On April 28th, with the assistance of a commission of light house employees, the preliminary steps toward organizing the service on a permanent basis were taken and on May 14th an organization closely following the Mexican plan was made effective.

The service employed an average of 54 men and maintained four lights and twelve beacons in the roadstead of Vera Cruz and Anton Lizardo.

A school for keepers was maintained, inspections were periodically made; and beacons, lights, buildings, boats and stores overhauled and repaired. Supplies were sent to the keepers of four lights on Campeche Bank, and the Constitutionalist light house authorities were furnished with a small amount of equipment and supplies.

The total cost of the service during the occupation was P37,535.48 Mexican currency.

#### PORT LOOKOUT SERVICE.

The duties of two employees of this service "were to report the sighting, arrival, departure and movements of vessels and any other maritime information of interest observed."

The service was under the immediate supervision of the officer in charge of the light house service. A total of P781.60 Mexican currency was expended.

On October 3d the property pertaining to this service was locked up and the personnel directed to report to the Chief Pilot.

#### WEATHER OBSERVATORY.

This observatory was one of the many local observatories of the national weather observation system. Under Mexican control it transmitted its observations to Mexico City and received from one central office weather predictions which it communicated to shipping and the public by means of flag signals. After the occupation this method could not be employed and as the observations of one station were not very useful as a basis for predictions, application was made to have the observatory incorporated in the U. S. Weather Bureau system but the application was not acted on up to the time the service was discontinued.

As far as possible the same reports for record were continued, as well as daily reports of temperature, barometric pressure, etc., which were furnished to the Administrator of Customs and other officers.

The service was under the immediate supervision of the officer in charge of the light house service, who continued two out of the three former employees in their positions.

A total of \$1273.85 Mexican currency was expended for salaries, material and other purposes in maintaining this service, which was discontinued on September 30, 1914.

#### PORT SAN JUAN D'ULUA AND ITS DEPENDENCIES.

Besides the Port Look Out and Weather Observatory, Fort San Juan d'Ulúa included a prison, machine shops, and navy yard with a small floating dry dock.

On April 23d the Fort was occupied by a prison guard of Mexican Federal soldiers having in charge several hundred prisoners, and by several Naval officers with 200 employees of the navy yard. Under written agreement with the Mexican commander most of the prisoners were released and the Fort and Navy Yard taken over by the U. S. forces. By May 21st the cases of the 102 remaining prisoners were investigated and all but 10 were released. These were turned over to the Department of Public Safety.

On May 3d, after I had assumed command of the land forces, an arrangement was made with Admiral Badger as to the custody of the Naval equipment at the Fort, by which the commanding officer of the U. S. Repair Ship Vestal was put in immediate command of the whole plant including dry dock, machine shops, and navy yard equipment. A detachment of marines from the Fleet was added to the guard already there for protection of the property. The arrangement was continued up to September 19th, when an officer of the land forces was put in immediate charge of the whole.

The Dry Dock up to September 19th was under the direct supervision of a Naval officer. From September 20th to November 7th the dock was not used, but on the latter date the dock was placed in charge of the Chief Engineer Officer, U. S. Expeditionary Forces, and operations were resumed.

The reports of expenditures and receipts connected with the operation of the dry dock were rendered to the Military Governor. A net profit of P1207.39 pesos was turned in to the Military Treasurer.

#### QUARANTINE SERVICE.

This service was under the immediate supervision of a surgeon of the U. S. Public Health Service.

The personnel averaged about 15 in number and included a medical, a quarantine and a cargo inspector, a clerk, messenger, crew of launch, oarsmen, and employees of the station at Sacrificios Island.

The buildings on Sacrificios Island pertaining to the quarantine service were repaired and put in condition for use by the Quarantine Service at a cost of P2100.00 pesos.

The total cost of the Quarantine Service during the occupation was P17,137.21 Mexican currency.

#### U. S. MAIL AGENCY AND GENERAL POSTOFFICE.

9. Up to May 3d this office was in charge of a Naval Officer under whose direction the Post Office building had been cleaned and straightened out and a large amount of mail for the interior despatched. On that date U. S. Postal employees under an experienced man took charge of the agency, local deliveries by native carriers being commenced the same day and the office opened for all classes of business the next day.

A large accumulation of parcel post, registered and second-class matter and several large consignments of delayed mail were promptly despatched.

Arrivals and departures of mail by sea averaged 44 per month during the occupation and between May 25th and November 18th exchanges of mail were regularly made with the interior of Mexico. The lock-box service was continued and local mail was delivered and collections made 3 times daily excepting Sundays and holidays when at least one collection and delivery were made.

Up to May 20th Mexican stamps of a total value of P134.80 Mexican currency were sold but on that date, under instructions of the Post Office Department, the sale of Mexican stamps was discontinued, U.S. stamps being required on all local mail and all outgoing mail except to the interior, on which either Mexican or U.S. stamps could be used. As the Mexican Postal authorities refused to recognize U.S. stamps on interior bound mail however, Mexican stamps were used almost exclusively on that class of matter.

The Agency employed at the last 13 Americans and 17 Mexicans, the latter being paid from Mexican Federal funds as they were almost all employed in delivering and collecting the local mails and as the Mexican Government was deriving the revenue from the sale of stamps placed on mail originating in Vera Cruz for the interior.

The amount paid out for salaries was \$19,152.60 U.S. Cy., for American employees and P11,878.13 Mexican currency for native employees.

The following shows the aggregate of the principal items of business transacted during the occupation:

U. S. stamps sold.....	\$ 34,917.82
Domestic Money Orders (on U.S.) issued	591,085.12
Fees collected on Domestic Money Orders	2,115.40
International Money Orders issued for	25,558.94
Fees collected on International Money Orders.....	271.65
Domestic Money Orders (from U.S.) paid	26,270.10
Registered articles handled	79,053
Parcels Post packages handled	181,975

When the city was evacuated the property and mail matter in the Post Office were listed and checked and a complete duplicate record of the disposition made of registered and parcel post matter was left in the office for the use of the incoming postal officials.

#### CRIMINAL COURTS.

10. The refusal of the Mexican judges to continue in the exercise of their functions made it necessary to establish Criminal Courts for the trial of civilians.

A Superior Provost Court and four - on May 11th reduced to two - Inferior Provost Courts, with Army and Marine officers as judges, were established and their jurisdiction defined. The former was empowered to impose sentences not exceeding a fine of 3000 pesos and imprisonment for three years, and the latter sentences not exceeding a fine of 600 pesos and imprisonment for six months. Military Commissions were convened to try more serious offenses.

Military Commissions tried but three cases, viz:

1. Luis Garcia Robles, a Mexican, acquitted of murder.
2. Filiberto Balan, a Mexican, convicted of attempt to murder, robbery and attempts to rape and sentenced to 15 years' imprisonment.
3. Joaquin Dominguez Goya, a Spaniard, convicted of murder and sentenced to 10 years' imprisonment.

The Superior Provost Court tried three cases, viz: One case of sodomy, one of burglarly and one of attempted rape, the first case resulting in an acquittal, and the other two in convictions and sentences to two years and one year respectively.

Inferior Provost Courts handled a great many cases, which were mostly of a minor character, such as are ordinarily brought before police magistrates although some more serious offenses were tried by these courts.

The procedure of the Inferior Courts was simple, the cases were promptly disposed of and their business was handled in a practical and satisfactory manner. Daily reports were made to the Department of Public Safety and the Office of Civil Affairs.

Fines imposed by the Provost Courts amounting to \$41,413.15 Mexican currency were collected.



## CLAIMS.

11. A large number of claims for damages, losses and services were referred to the office of Civil Affairs for record and action.

About seventy unsettled claims resulting from the seizure or turning in under orders of the American authorities of arms, ammunition and articles of similar character during and after the landing operations were forwarded to The Adjutant General of the Army with a report of the Inspector General, U. S. Expeditionary Forces and a letter from the officer in charge of confiscated arms. With a view to ascertaining the facts as to the seizure of such articles and their values a circular letter was sent to most of the claimants requesting them to forward receipts or affidavits in support of their claims. A copy of the circular and the answers thereto were forwarded with the claims.

The 69 miscellaneous claims included claims for damages to or destruction of property by shell fire or by individuals, or by troops in searching for arms or in securing material for use; for property stolen by members of the Army, Navy, or Marine Corps or by civilians; for property taken for military or naval use and either not returned or returned in a damaged condition; for rental of property used by the troops; for property sold or services rendered to the Mexican Government and not paid for; for water, transportation and miscellaneous services rendered the navy or troops; and for money seized by the Mexican Government and turned over to the U. S. forces on the occupation of the city. Of these claims 30 were referred to a Board of Officers convened for the purpose of investigating such matters. Of the claims so referred 2 were subsequently withdrawn by the claimants, 2 were settled and 26 were forwarded to The Adjutant General of the Army as it was considered that no settlement could be made by the Military authorities at Vera Cruz.

The 39 remaining miscellaneous claims were not referred to the claims board and were disposed of as follows:

- 16 forwarded to The Adjutant General of the Army.
- 6 referred to the Naval authorities at Vera Cruz.
- 3 handled by other Staff offices at Vera Cruz.
- 8 were settled.
- 1 still pending investigation.

5 for accounts due from Mexican Government prior to the occupation of Vera Cruz by the U. S. forces, were turned back for settlement by the succeeding Government of Vera Cruz.

A few claims, involving transportation and supplies for which payment might be made out of Quartermaster funds, were not referred to the office of Civil Affairs. Two of the most important of these were based on the use made by the occupying forces of the terminal facilities and rolling stock of railroads and for lumber alleged to have been taken by troops from the yards of the Vera Cruz Terminal Company. These two claims were investigated by special boards and the proceedings were forwarded to The Adjutant General of the Army. A reference to these two claims will be found in the report of the former Depot Quartermaster.



## FOOD SUPPLY AND PRICES.

12. The question of the shortage and of the high prices of staple articles of food required considerable attention during the first three months of the occupation.

Immediately after the occupation of the city by the Navy, a cursory investigation of the subject was made and the conclusion reached that the supply was rather limited. Later, however, it was found that there was from one to two weeks' supplies available for purchase, in addition to about 900 tons of supplies in the warehouses, and the outlook for supplementing these supplies with local produce was thus reported by Admiral Fletcher: "The local supply of fresh garden produce is still limited but will doubtless improve as soon as the back country is opened up. Fish is cheaper and more plentiful because none can be shipped to the interior, milk is scarce, beef cattle in considerable numbers are reported to be fairly near Vera Cruz but the owners fear to drive them in without armed guards to protect them."

By April 30th vegetables and cattle were being brought into the city tending to relieve the situation, which was aggravated by the large numbers of people that came to Vera Cruz for protection. On May 1st General Maas, the Huerta general in command of the forces around Vera Cruz, apparently instituted a blockade, as it was learned from various sources that persons trying to bring in provisions were turned back. More or less intermittently throughout the occupation the Mexican troops outside the city continued their efforts to discourage and prohibit the bringing in of food but without much success. Notwithstanding the encouragement given and facilities offered persons to bring in supplies prices were rising on May 1st and it was observed that while there was no actual starvation "all leavings from soldiers' meals are eagerly devoured by crowds of women and children".

The rise in prices of food-stuffs - probably due as much to the avarice of dealers as to the shortage of provisions - led the Chamber of Commerce of Vera Cruz to publish on May 8th the following notice:

"National Chamber of Commerce, Veracruz.

The Private Board of Charities has addressed this Chamber with the object of requesting through it that merchants to prevent aggravation of the sufferings of the needy classes do not alter the prices of commodities. Because of the meritorious end in view and of the pecuniary conditions prevailing in the city, the Chamber of Commerce, complying with the laudable desires of the Board, has decided to appeal by this notice to the merchants in general requesting them to consider the petition of the Board and to endeavor to comply therewith".

The situation not being relieved and prices for food becoming almost prohibitive, the Administrator of Customs on May 25th, in compliance with verbal instructions, submitted a draft of an order permitting the free entry of food-stuffs.

The question was taken up with the authorities at Washington, and, in compliance with instructions of the Secretary

of War, an order was issued admitting duty free food-stuffs on vessels cleared from any port on or before June 25th - later extended to include July 10th - and prohibiting exportation by sea of same.

Importers took advantage of this order at once, large orders being placed in Europe and about \$60,000.00 worth of supplies shipped from the United States.

The prohibition against exporting food by sea was made by the Military Governor as a temporary measure, in order that importers, who were expected to avail themselves of free entry by importing large amounts of food-stuffs, would be forced to reduce prices. The prohibition was removed on July 21st with the reservation that food-stuffs admitted free of duty could not be exported without payment of import duties.

While the question of free entry of food-stuffs was under consideration an investigation was made into the food supply and the prices of staple articles. The Chamber of Commerce on June 6th was invited to participate in the investigation but declined to do so on the ground that it had no right to take any action of a coercive nature tending to restrict the liberty of merchants to fix their own prices. The Chamber stated however that it would make a friendly appeal to merchants similar to that of May 8th.

The investigation disclosed that the food supply problem was not threatening although prices for some articles were higher. The laboring classes showed no distress but the high prices effected the refugees and others whose means of living were cut off. There seemed to be a sort of agreement among importers to keep up the prices of imported articles.

As a result of the free entry of food-stuffs and other efforts the question was solved, as by July 13th prices had been materially reduced.

During the latter part of July and first part of August it was found that food-stuffs admitted free of duty were being taken into the interior. Steps were taken to stop this practice.

Immediately after the issue of the order of June 16th, requests began to come in from merchants who desired to export provisions for the purpose of filling orders or with a view to avoiding competition with the food-stuffs to be admitted duty free. These applications, where large shipments were concerned, were very generally disapproved. The exportation of small amounts was allowed, particularly where the supplies were not exported for sale or were not staple. Other applications to exempt from payment of duty food-stuffs, received at Vera Cruz before the order took effect but not removed from the Custom House, were disapproved.

#### REFUGEES

13. As a result of the occupation and of the Mexican political situation a large number of Americans, Mexicans and other nationalities, came to Vera Cruz, at one time the number present in the city being estimated at 15,000. Some of them, especially

Americans, were given employment, arrangements for the care of the destitute made and limited authority was obtained to send Americans to the United States on transports, while from June to November the commercial steamship lines took out an average of over 2000 passengers a month, most of whom were refugees.

When in September preparations to evacuate were made refugees and such Mexicans as had accepted employment under us were in a state bordering on panic because of their belief that the incoming Mexican authorities would resort to general reprisals or criminal prosecutions against them.

With the delay in the evacuation however these fears subsided, but the announcement in November of a fixed date caused a similar agitation, notwithstanding the guarantees of Carranza and of the convention, and many people left.

As there was not sufficient commercial transportation available to remove all of those who desired to leave even had they been able to pay, authority was given to make use of a transport and to charter a small steamer for the purpose of taking away nuns and priests, and American citizens and Mexicans to whom we owed a duty of protection. Only 330 persons took advantage of the opportunity to go on this chartered boat, although transportation had been issued to about 200 more.

#### MEXICAN CURRENCY.

14. The lack of a stable currency for the conduct of Government as well as other business complicated the situation to a very great extent.

At the commencement of the occupation of Vera Cruz Mexican paper currency stood at a rate to U.S. currency of 2.65 to 1 and, subject to many fluctuations, reached a ratio at one time of 6.20 to 1. The cause of the first very appreciable increase in the ratio was the prospect of the fall of the Huerta regime, accentuated by his authority for his last issue of paper currency, guaranteed by only a bond issue. The advent of the Constitutionalist Government greatly accelerated the fall in value, especially in view of the fact that all acts of the Huerta Government were "disowned". Business conditions, and the protests of the people who held paper currency issued under Huerta decrees, compelled an announcement from the Carranza Government to the effect that most of the Huerta issues, though not given full recognition, would be accepted in payment of taxes. After some investigation of the regular banks of issue the same recognition was given to all of the Huerta issues. The main compelling reason, I should say, for this general recognition was the fact that these doubtful issues had been forced into the hands of the general public by the retirement, by bankers and others of this class, of the better class of bills, just as silver and gold had been retired when the best of the bills themselves began to lose in value. This doubtful money therefore was in the hands of the poorer element and the small merchant, who represented a strength in numbers whose protests were a demand that could not be disregarded. This steadied paper currency somewhat, but the introduction into general

circulation of the uncertain but very great volume of unsecured Constitutionalist issues caused a depreciation of all Mexican paper money.

Theoretically all money had equal value, for by a Huerta decree it had been provided that paper currency was to be regarded for all purposes equal in value to silver and gold, extending in its application even to the liquidation of all contracts specifically calling for payment in specie.

Shortage of currency of the smaller denominations, superinduced by the fact that silver, as well as the one and two peso bills of earlier and better protected issue and comprising the very great part of the bills of these denominations, had been driven from circulation by the desire to hoard the best. The refusal of all banks to receive either Government or commercial deposits retired to a very great extent the bank check as a medium of exchange. Fractional currency for a time brought a premium of from five to twenty per cent. As confidence in the stability of things in Vera Cruz began to be felt, however, the hoarded small bills and silver came more and more into circulation, and the situation was later still further relieved through an issue by the Chamber of Commerce, approved by the Military Governor, of checks to the amount of 20,000 pesos in denominations of 10¢, 25¢, and 50¢. "These were secured by deposit of the whole value of the issue in the Mercantile Bank, and are redeemable there in \$5.00 peso lots within three years. While no attempt was made to compel their acceptance as legal tender, they were received by the collecting officers in payment of taxes, and from the beginning have had free circulation."

One of the financial problems of the Custom House was the requirement of Mexican law that the payment of duties should be made by means of certificates issued through the Banco Nacional de Mexico and that those making payments in currency were subject to a penalty of double the amount not paid in certificates. To follow the provisions of the system was manifestly out of the question, and all duties were collected in bank notes until October 6th when export duties only were ordered collected in gold, or in U.S. currency at the rate of 2 for 1.

Currency issued by the Constitutionalist Government was never received in payment of taxes by the Military Government, so that all money collected and to be turned back to Mexico in specie or notes of regular banks of issue that, prior to the forced Huerta issues, had back of them an appropriate reserve. The Constitutionalist currency, however, did serve to relieve somewhat the pressure for fractional currency in Vera Cruz, the card board tickets of less than one peso values securing very general circulation, the bills of greater denomination being accepted by only a few establishments and in limited amounts.

Probably the greatest measure of trouble that resulted from this fluctuating character of the currency was that as a medium of payment for services of the Government employees its depreciated purchasing value served to cut down the very modest salaries of a number of the Mexican employees to a point where it was feared that they might not provide sufficient means for support.

It was gratifying, from this standpoint at least, to find from a careful survey of the situation that a peso had practically a fixed purchasing value in the native market for native supplies of the necessities of life, just as in the first days of the Philippine occupation a Mexican dollar, worth approximately one half, had the same purchasing value as an American dollar. All imported and many other goods, however, had gone up in price very appreciably, and towards the last of the occupation appreciated prices were extending to the simplest necessities of life to a point where the call for a raise in some of the salaries would have been imperative. There were several strongly deterring factors against a raise in salaries. The fact that all taxes, except for a very short time on export duties, were collected in the depreciated currency, and that a raise in salaries meant, in the Municipal administration at least, a raise in taxes called for serious consideration. A raise in Government salaries meant also a disturbance of the economic situation in general business, as the Government raise would no doubt have been followed by a demand for a general increase that might have resulted in strike disturbances. It is to be hoped, of course, that Mexican currency will in better times resume its former relative ratio, and it is a reasonable presumption that a practical disappearance of American money with the withdrawal of American troops will operate of itself, by removing a comparison, to readjust the purchasing value of Mexican currency as to Mexican products at least. It must be regarded as almost certain however, that salaries raised for such reasons will never readjust themselves when the reasons for the increase have disappeared, and the limited purpose of our occupation appeared to invoke the avoidance of such disturbances.

#### CONCLUSIONS.

15. The policy of adopted Mexican laws as far as possible for the conduct of the Military Government in all its branches, and of according with the few changes that were made by the different Mexican regimes during our administration, must be regarded as having met, as far as any claims for equal personal and business rights are concerned, any protest of individuals or business that might have been made on the score that Vera Cruz was placed at a disadvantage in comparison with other localities. This course further met any claim that the Mexican Government itself might make to the effect that, in our stewardship of the finances of the occupied territory, we had failed to conserve the interests of the Mexican Government by not having taxes on the same basis as obtained elsewhere. The answer to both is that the object of the Military Government was to conduct, as far as possible, the operations of its different branches in accordance with Mexican laws, in order that the Mexican Government would lose nothing in the way of revenue on account of our occupation of Mexican Territory and that merchants and consumers would not be prejudiced by the same. With special reference to the situation of the Custom House in that respect, the following of any pain other than that outlined would have brought to it, in case of the adoption of a lower tariff schedule than that



in force at other ports, an abnormal amount of business. The collection of a higher rate than that obtaining elsewhere would have driven business from the port. One or the other of the contrary cases would have raised bitter protests on the part of the Mexican Government, the merchants, the consumers, or the parties to whom Mexican Customs are pledged. It would also have obviously embarrassed the American Government in executing its purpose of seeing that double duties are not exacted, especially where refundments are claimed on account of double duties that have already been paid. The course pursued simplifies the whole proposition by leaving none of the interested parties a ground for protest and the American and Mexican Governments unembarrassed by the settlements to be made.

The policy of adhering to the Mexican system of book-keeping and accounts left all officers where they could be continued by a succeeding Mexican Government without embarrassment to it.

#### EVACUATION OF VERA CRUZ.

16. The unsettled conditions just prior to the time of our evacuation had created a situation where Mexico was divided into several political parties, each of which claimed to be the Government. It was therefore deemed necessary to abandon the hope of turning over to an established Government, or at least to one upon which the different elements might agree. To have had the authorities of such a Government at hand would have enabled us to induct the principal officials into office with an understanding of the work to be carried on. In their absence the question of our withdrawal in a way that would leave affairs in the least state of confusion possible had to be solved. It was accordingly considered to the best interests of all concerned to leave the personnel subject to the call of the incoming administration to assist in continuing the office and other work. All employees of the Government were paid with the understanding, with few exceptions, that they were to be thus subject to call for services up to the end of the month. For obvious reasons these employees could not be left in charge of the offices - in fact practically none of them was willing to be found in these positions - so that it became necessary, after leaving complete inventories, office books, other records and property in their proper places, to secure the buildings against unwarranted entrance and turn over the keys to some responsible party.

When the offices were finally vacated strong military guards were placed around the buildings and maintained there until picked up by the last line of our withdrawing troops. Several hours before the withdrawal was accomplished the Officer in Charge of Civil Affairs was directed to turn over to the Chamber of Commerce the keys to public buildings and to state that this course for the protection of public property and records was pursued, in the absence of authorities of the Mexican Government to take over the same, for the reason that in all parts of the world Chambers of Commerce were recognized as responsible and distinctively non-political bodies. The delivery of the keys and message was made to the President of the Chamber in the presence of its Secretary, and it was suggested that he immediately call a meeting of the Chamber, with a view to provide for the preservation of order and the protection of property. He stated in reply that this would be done.



## PERSONNEL.

## MILITARY GOVERNOR.

Major General Frederick Funston, U. S. Army.

## AIDE-DE-CAMP.

First Lieutenant William G. Ball, Second Infantry.

## OFFICER IN CHARGE OF CIVIL AFFAIRS.

Lieut. Col. John B. Porter, Judge Advocate, May 12 - Sept. 5, 1914.  
Major Blanton Winship, Judge Advocate, September 6 - Nov. 23, 1914.

## ASSISTANTS TO THE OFFICER IN CHARGE OF CIVIL AFFAIRS.

Captain Arthur W. Brown, Infantry, Acting Judge Advocate,  
May 23 - Nov. 23, 1914.  
First Lieut. Aristides Moreno, 28th Inf., May 23 - July 22, 1914.

## PROVOST MARSHAL GENERAL.

Colonel Edward H. Plummer, 28th Infantry, - During entire period.  
Second Lieut. Edward S. Hayes, 28th Infantry, Acting Adjutant to  
Provost Marshal General, during entire period.

## LEGAL DEPARTMENT.

Major Harry A. Smith, 28th Infantry, (Chief) - During entire period

## ASSISTANTS:

Capt. Willey Howell, 4th Infantry, May 5 - July 22, 1914.  
First Lieut. Aristides Moreno, 28th Inf., May 5 - July 22, 1914.  
First Lieut. Robert W. Adams, 7th Inf., - During entire period.  
First Lieut. William S. Weeks, 4th Inf., July 26 - Oct. 20, 1914.

## SUPERIOR PROVOST COURT.

Lieut. Col. Tredwell W. Moore, 7th Infantry - During entire period.

## INFERIOR PROVOST COURTS.

District No. 1: Capt. Hjalmer Erickson, 19th Inf. - During entire period.  
District No. 2: Major Edward Sigerfoos, 7th Inf., May 1 - 11, 1914,  
on which date this court was abolished.  
District No. 3: Capt. Constant Cordier, 4th Inf., May 1 - 11, 1914,  
on which date this court was abolished.  
District No. 4: Lt. Col. Theodore P. Kane, U.S.M.C., May 1 - July 14,  
1914, and  
Capt. Charles D. Roberts, 7th Infantry, July 14 -  
Nov. 23, 1914.

## DEPARTMENT OF PUBLIC WORKS.

Major Paul A. Wolf, 4th Infantry (Director) - During entire period.

## ASSISTANTS:

Capt. William A. Kent, 4th Infantry, May 4 - June 5, 1914.  
 First Lieut. Thomas M. R. Herron, 28th Inf., May 2 - 25, 1914.  
 First Lieut. Stanley L. James, 28th Inf., May 8 - 25, 1914.  
 First Lieut. Samuel G. Talbott, 28th Inf., May 3 - June 4, 1914.  
 First Lieut. Donald W. Strong, 7th Inf., May 2 - 12, 1914.  
 First Lieut. John F. Franklin, 7th Inf., May 8 - Oct. 8, 1914.  
 First Lieut. Walter S. Fulton, 4th Inf., June 4 - Nov. 23, 1914.  
 First Lieut. Hugh A. Parker, 28th Inf., June 5 - Nov. 23, 1914.  
 Second Lieut. Max R. Wainer, 28th Inf., May 8 - June 1, 1914.  
 Second Lieut. Herbert J. Lawes, 4th Inf., May 8 - Nov. 23, 1914.

## DEPARTMENT OF FINANCE.

Captain Harold B. Fiske, 28th Inf. (Chief) - During entire period.

## ASSISTANTS:

Capt. James D. Taylor, 7th Inf., May 4 - Nov. 10, 1914.  
 (In charge of Federal Stamp Office.)  
 First Lieut. Hugh A. Parker, 28th Inf., Nov. 10 - 23, 1914.  
 (In charge of Federal Stamp Office.)  
 Capt. G. Soulard Turner, 7th Inf., - During entire period.  
 (In charge of State Tax Office.)  
 First Lieut. Frederick W. Manly, 4th Inf., May 4 - July 15, 1914.  
 (In charge of City Treasury.)  
 Capt. G. Soulard Turner, 7th Inf., July 15 - Nov. 23, 1914.  
 (In charge of City Treasury.)

## DEPARTMENT OF PUBLIC SAFETY.

Captain Frank E. Bamford, 28th Inf. (Chief), May 4 - July 14, 1914.  
 Major Harry A. Smith, 28th Inf. (Chief), July 15 - Nov. 23, 1914.

## ASSISTANTS:

First Lieut. Walter S. Fulton, 4th Inf., May 4 - June 1, 1914.  
 First Lieut. Thomas M. R. Herron, 28th Inf., May 4 - 5, 1914.  
 First Lieut. Donald W. Strong, 7th Inf., Sept. 16 - Nov. 23, 1914.  
 Second Lieut. Max R. Wainer, 28th Inf., June 1 - Nov. 10, 1914.  
 Second Lieut., Carlin C. Stokely, 28th Inf., Nov. 6 - 23, 1914.

## DEPARTMENT OF EDUCATION.

Major Charles Miller, 7th Infantry (Chief), May 2 - July 22, 1914.  
 Mr. F. A. DeVerts (civilian) (Chief), July 22 - Nov. 23, 1914.  
 Was also assistant to Major Miller, during period Major Miller was in charge of Department.

## DEPARTMENT OF PUBLIC HEALTH

## DIRECTORS:

Surg. G. M. Guiteras, U.S. Public Health Service, May 2 - 13, 1914.  
 Major Theodore C. Lyster, Med. Corps., May 13 - Sept. 2, 1914.  
 Major Elbert E. Persons, Med. Corps, Sept. 2 - Oct. 23, 1914.  
 Lieut. Col. Henry D. Snyder, Med. Corps, Oct. 23 - Nov. 23, 1914.

## ASSISTANTS:

Surg. R. H. Von Ezdorf, U.S. Public Health Service, May 2 - 13, 1914.  
 Major Robert E. Noble, Med. Corps, May 13 - August 20, 1914.  
 Major Elbert E. Persons, Med. Corps, Aug. 19 - Sept. 2, 1914,  
 and from Oct. 23 - Nov. 23, 1914.  
 Captain Julian M. Cabell, Med. Corps (retired), June 5 - Nov. 23,  
 1914, Director of Public Hospitals.  
 First Lieut. Albert J. Hoskins, Med. Res. Corps, May 18, - Nov. 23,  
 1914, on duty with Public Hospitals.

## MILITARY TREASURER.

Major Edward M. Lewis, 19th Infantry, May 2 - June 15, 1914.  
 Major James A. Cole, Q.M. Corps, June 15 - September 4, 1914.  
 Major Harry E. Wilkins, Q.M. Corps, Sept. 4 - Nov. 23, 1914.  
 Captain James W. Furlow, Q.M. Corps, acted as Treasurer Oct. 13 -  
 Nov. 10, 1914, during temporary absence of Maj. Wilkins.

## ADMINISTRATOR OF CUSTOMS AND CAPTAIN OF THE PORT.

Commander Herman O. Stickney, U.S. Navy - During entire period with  
 the exception of a short period (while on leave) when he  
 was temporarily relieved by  
 Commander E. L. Beach, U.S. Navy, for period July 12 - August 31, 1914.

## FISCAL OFFICER OF CUSTOMS HOUSE.

Paymaster J. H. Gunnell, U. S. Navy, from April 26 - May 4, 1914.  
 Paymaster David Potter, U. S. Navy, from May 4, - June 16, 1914.  
 Paymaster Chas. Conard, U. S. Navy, from June 16 - Nov. 23, 1914.

## LIGHT HOUSE SERVICE.

Ensign E. P. Nickerson, U. S. Navy, from date of occupation to May 5, 1914.  
 Lieutenant R. B. Coffey, U.S. Navy, from May 5 - November 10, 1914.  
 Lieut. Commander R. B. Adams, U.S. Navy, from Nov. 10 - 23, 1914.

DRY DOCK.

Naval Constructor R. D. Gatewood, U.S. Navy, May 2- September 6, 1914.  
 Lieutenant James D. Willson, U.S. Navy, Sept. 6 - Sept. 19, 1914.  
 Major William J. Barden, Corps of Engrs., Nov. 7 - 23, 1914.

POSTAL AGENT.

Mr. H. M. Robinson, - During entire period.

(signed) FREDERICK FUNSTON,  
 Major General, U. S. Army,  
 Commanding U. S. Expeditionary Forces,  
 Military Governor.