
FRANK W. CARPENTER

MAY 20, 1937.—Committed to the Committee of the Whole House and ordered to be printed

Mr. CARLSON, from the Committee on Claims, submitted the following

R E P O R T

[To accompany S. 1699]

The Committee on Claims, to whom was referred the bill (S. 1699) granting an annuity to Frank W. Carpenter, having considered the same, report thereon with the recommendation that it do pass, with the following amendments:

Page 2, line 1, after the word "pay", insert a "comma" and the clause "out of any money in the Treasury not otherwise appropriated,".

Page 2, line 6, strike out the word "during" and insert "after".

At the end of the bill, add:

: *Provided*, That no part of the amount appropriated in this Act in excess of 10 per centum thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this Act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

STATEMENT OF FACTS

Under the terms of this proposed legislation, the Secretary of the Treasury is authorized and directed to pay to Frank W. Carpenter, former Governor of the Moro Province and of the Department of Mindanao and Sulu, Philippine Islands, an annuity at the rate of \$1,800 per annum, in monthly installments, and in recognition of the many years of distinguished and conspicuous service of said Frank W. Carpenter to the United States in the Philippine Islands, including the negotiation of a treaty in 1915 with the Sultan of Sulu making it possible for the United States to hold the islands throughout the World War without the utilization of its armed forces, and at the same time removing a fundamental obstacle to Philippine independence, and in further recognition of the fact that such years of service resulted in his permanent and total disability.

Frank W. Carpenter entered the service of the United States Army in 1889 and served as an enlisted man in Montana, Nebraska, and Wyoming (1889-95), and as a civilian clerk in Army headquarters at Omaha and as a headquarters field clerk with troops in the War with Spain and in the Philippine Insurrection (under Generals Lawton and Bates) during which he was favorably mentioned for conduct under fire. After service as secretary to the military governor of the Philippines in 1901, he became chief clerk of the executive bureau and from 1908 to 1913 was executive secretary of the Philippine Government. Upon recommendation by Gens. J. Franklin Bell, then commanding the Philippine Department, and Pershing, Carpenter was appointed to succeed the latter in 1913 as Governor of the Moro Province, being the only civilian and the last Governor of that region which now constitutes five provinces. He continued in service of the Philippines from 1914 onward and was retired in November 1922 because of ill health, after more than 30 years' service under the War Department, of which 23 years had been in the Philippine Islands.

Mr. Carpenter's services have resulted in great and enduring advantage to the United States Government, which is well attested by all the facts that come to light in connection with this bill. "His work as the first civilian governor of the former Moro Province, which was reorganized and extended to include the large pagan districts of Agusan and Bukidnon, is service of a character meriting exceptional reward" (letter from the office of the Governor General of the Philippine Islands, dated Nov. 5, 1915).

Governor Carpenter organized and extended government so effectively that by 1918 all military posts in Mindanao and Sulu were abandoned except that at Zamboanga, where but two companies of Philippine Scouts remain. Six battalions of Scouts became available to replace in Luzon American troops returned to the United States. This permanent reduction in the number of remote garrisoned posts resulted in a substantial reduction in the expense of the Army in the Philippines.

Throughout the World War, and notwithstanding the efforts of German-Turkish emissaries, Governor Carpenter maintained public order among 300,000 Mohammedans of Mindanao and Sulu without requiring the return there of our military forces.

In 1915 Carpenter negotiated an agreement or treaty with the Sultan of Sulu by which the latter renounced all claim to temporal sovereignty in consideration of recognition as the ecclesiastical head of Mohammedans in the Philippine Islands, subject to the same limitations as other religious organizations not in conflict with the laws of the United States. This barred both polygamy and slavery. The Bates Treaty of 1899 had recognized "the Government of the Sultan" and tolerated polygamy and slavery.

It has been in force now for more than 20 years and permanently protects the United States Government from established claims by the Sultan or his heirs for several millions of dollars of revenues he previously had claimed and tried to collect. The Sultan had never made armed resistance against our Government and therefore had not lost his sovereignty by conquest.

This is the only instance of a treaty negotiated by a representative of the Government not an officer of the State Department or commissioned officer of the Army or Navy. Mr. Carpenter's services have resulted in reducing the number of Army garrisons in the Philippines.

Mr. Carpenter is now over 66 years of age, an inmate of the United States Soldiers' Home, broken in health due to long service in the Tropics and receiving no pension or other allowance from the Government as the circumstances of his service did not fall within any general or military civil-service pension or retirement law. His long record of service has been marked with continuous success. This bill would provide some degree of relief for Mr. Carpenter, who now finds himself without any resources and completely incapacitated, which is evidenced not only from his own statement but from the supporting evidence of physicians who have personally examined and treated him.

There are many distinguished American citizens who have urged the passage of this bill or a similar one. On February 22, 1936, Gen. John J. Pershing wrote: "I am, of course, thoroughly familiar with the splendid services rendered the Army and the Government by Frank Carpenter. His record as Governor of the Moro Province is outstanding, and because of his long and valuable services he is, I think, entirely deserving of some substantial recognition."

On January 9, 1936, Maj. Gen. J. G. Harbord, United States Army, retired, wrote that he has known Frank W. Carpenter for over 30 years and that—

Mr. Carpenter wore himself out in the public service and is suffering from incurable diseases * * *. Of the long service which I have enumerated our Military Establishment has been one of the chief beneficiaries, through the maintenance of peace, the saving of expense, and the understanding viewpoint which, from his military experience, he brought to the relations between the military and the insular government of the Philippines. The alternative of such a bill appears to be the abandoning of this man by the Government he has served so well to passing the remainder of his life in the Soldiers' Home. It would be an act of the most conspicuous ingratitude to permit that to be the case * * *

A letter from Maj. Gen. H. P. McCain, United States Army, retired, voluntarily written to the Adjutant General on January 7, 1936, indicates that passage of this bill would meet with the approval of all those who are familiar with Mr. Carpenter's career. "It is useless for me to dwell upon the importance of his service with the civil government in the Philippines. Every Army officer who was there during the time of his service knows that he performed his duties with unexcelled efficiency."

All that this bill would grant to Mr. Carpenter would be an annuity of \$1,800, which is equivalent to the retirement pay of a second lieutenant of more than 20 years' Army service. Perhaps the necessity and the desirability of the passage of this bill can best be expressed in the words of Mr. Carpenter above his own signature in a letter dated January 4, 1937, wherein he wrote "I continued on duty in the Philippines from 1914 onward, notwithstanding impaired health due to long service in the tropics. * * * I did this at the cost to myself of permanent invalidism and penury."

The War Department states, in reporting on this bill—

that the proposed legislation would be a suitable recognition of Governor Carpenter's unique and outstanding service rendered under conditions both difficult and dangerous—

and it has no objection to this bill. Your committee is in agreement with that statement, and passage of the bill is accordingly recommended.

Appended hereto are material exhibits, including several testimonials to the long and excellent service of Frank W. Carpenter.

WAR DEPARTMENT,
Washington, February 24, 1937.

HON. AMBROSE J. KENNEDY,
Chairman, Committee on Claims,
House of Representatives, Washington, D. C.

Dear Mr. KENNEDY: Careful consideration has been given to the bill (H. R. 1475) granting an annuity to Frank W. Carpenter, which was inclosed with your letter of February 5, 1937, containing your request for information and for the views of this Department relative thereto.

The records of this Department substantiate in general the information furnished by Governor Carpenter in the file accompanying your letter and which is returned herewith. His service in a civilian capacity in connection with the American administration of the Philippine Islands extended over a period of 23 years, beginning in the early days of the American occupation. His long record is one of conspicuous and distinguished service.

Governor Carpenter's most conspicuous service to the United States probably was as governor of the Moro Province. He was the first civilian appointed to this post under American sovereignty and occupied it continuously from December 16, 1913 to May 3, 1920, which period included that of the World War. The records indicate that his work among the Moro people was such as to permit the reduction of the military garrison in this area during that difficult and trying period.

It is the view of the War Department that the proposed legislation would be a suitable recognition of Governor Carpenter's unique and outstanding service rendered under conditions both difficult and dangerous.

The War Department will interpose no objection to the enactment of the proposed legislation.

Sincerely yours,

HARRY H. WOODRING,
Secretary of War.

UNITED STATES SOLDIERS' HOME,
Washington, D. C., January 4, 1937.

HON. RICHARD B. WIGGLESWORTH,
House of Representatives, Washington, D. C.

Dear Mr. WIGGLESWORTH: You may perhaps recall when you were on the staff of the Governor General in Manila, I then was the executive secretary.

In November 1922 I was definitely retired because of ill health after more than 30 years' service under the War Department, of which 23 years had been in the Philippine Islands.

An outline of my service record is herewith.

Upon being retired I was given a "gratuity" equivalent to pay for 1 year, which was the maximum then allowable to a civil official or employee, payable from the Philippine Treasury.

I left the Philippines for medical treatment and change in climate. However, after 2 years in Japan, 1 year in South America, since then in the United States, and spending all my savings in an unsuccessful endeavor to regain health, sufficiently at least to maintain myself, I am now at almost 66 years of age, without resources, and completely incapacitated, not only for manual labor but also for any gainful employment, as indicated by the nature of my disabilities set forth in the attached medical certificate by my former attending physician, who is a recognized authority on diseases of the heart, arteries, and digestive tract. I have been in this hospital since April 1, 1935.

I am receiving no pension or other allowance from the Government, as the circumstances of my service do not fall within any general military or civil-service pension or retirement law.

I therefore apply for relief by Congress granting me an annuity which I respectfully petition be at least \$1,800, the retirement pay of a second lieutenant of more than 20 years' Army service.

I offer in support of this application the value of the services rendered by me to the United States Government and people, without reference to any incidental service to the people of the Philippine Islands.

I submit as specific, typical but not comprehensive, the following:

1. Secured by formal treaty in 1915 the abdication by the Sultan of Sulu of all pretensions of temporal sovereignty in American territory, which he and his predecessors for centuries had exercised in the Philippines and North Borneo. This extinguished all grounds for claims for indemnity from the United States Treasury following the abrogation of the Bates Treaty in 1904, and involved no present or future expense undertaking on account of the United States Government. Also, it outlawed polygamy and slavery.

2. Made possible the return to the United States of American troops from the Philippines by releasing in 1918, six battalions of Philippine Scouts from the Moro Province to replace American troops near Manila; and successfully maintained public order in the Moro Province with native constabulary paid by the Philippine Treasury.

3. Released American officers of constabulary and public-works engineers from duty in the Moro Province for service in the United States Army during the World War, filling their places with natives.

4. Through my personal relations with Mohammedan leaders generally throughout Mindanao and the Sulu Archipelago, successfully suppressed "Holy War" propaganda and deported its emissaries, thereby avoiding uprisings and less manifest opposition to Government, notwithstanding serious disturbances of public order that occurred in the contiguous territory of British North Borneo and in Singapore. Peace was maintained in the former Moro Province from 1914 on through the period of the World War without expense to the United States Government or loss of American prestige which would have cost many years to regain.

5. From the beginning of my service in the Philippines in the expectation that the United States might withdraw from the islands, I consistently pursued the objective of developing competent, loyal native employees and officials according to American theory of good government and justice.

Intelligent Filipinos were constantly sought and trained by me in the executive bureau and in municipal and provincial governments. From among these men there were developed leaders who have acquitted themselves with loyalty to the United States and distinguished ability in all branches of the Philippine Government as heads of executive departments and in other highly responsible positions during the World War and at the present time.

All the foregoing represents the avoidance of expense to the United States Treasury which otherwise would have amounted to many millions of dollars.

As supporting evidence by competent and responsible observers, I submit the attached authoritative documents and refer to officers of the Army who as my official superiors or associates had occasion personally to know the services rendered by me in the islands, among whom are General Pershing, my predecessor as Governor of the Moro Province; Major General Harbord, for many years assistant chief and acting chief of the Philippine Constabulary; Major General McCain, Adjutant General of the Army, retired; Major General McIntyre, Chief of the Bureau of Insular Affairs, retired; and Maj. Gen. Frank McCoy, United States Army.

I continued on duty in the Philippines from 1914 onward, notwithstanding impaired health due to long service in the tropics, and without volunteering to return to the Army for military service during the War, on the insistent request of the then commanding general (Thomas H. Barry) of the United States Military Forces in the Philippines and of Governor General Harrison, both of whom insisted that I could render invaluable service to the United States Government by maintaining peace in Mindanao and Sulu without the return there of American troops.

I did this at the cost to myself of permanent invalidism and penury.

Sincerely yours,

FRANK W. CARPENTER.

OUTLINE OF SERVICE RECORD (WITH SUPPORTING DOCUMENTS) BY FRANK W. CARPENTER, 1889-1922

United States Army, 6 years, 20 days; civil service in United States, 3 years, 3 months, 9 days; civil service over seas, 23 years, 9 months, 15 days; total, 33 years, 1 month, 14 days.

UNITED STATES ARMY SERVICE

September 14, 1889, to October 4, 1895: Private and corporal, Company E, Eighth United States Infantry; private, Hospital Corps, United States Army; acting hospital steward (sergeant), Hospital Corps, United States Army, Fort Omaha, Nebr.

While in the Army, Carpenter served in the field during the "Johnson County Cattle War" in Wyoming and railway labor troubles in Montana. Certificates (2) of discharge herewith.

CIVIL SERVICE IN THE UNITED STATES

October 5, 1895, to January 14, 1899: Messenger, Chief Surgeon's office; clerk, Adjutant General's office, War Department at large, Omaha, Nebr; and, as secretary accompanied Major-General Coppinger, to Mobile, Ala., and continued in the field at Fourth Army Corps headquarters' camps at Tampa, Fla. and Huntsville, Ala., during the War with Spain and until January 14, 1899.

Herewith: Endorsement by General Coppinger, October 17, 1898; endorsement by General Theo. Schwan, October 17, 1898.

CIVIL SERVICE OVERSEAS UNDER THE WAR DEPARTMENT

January 15, 1899, was ordered from camp at Huntsville, Ala., to report to General Lawton for service in the Philippine Islands, under appointment by the Secretary of War as War Department clerk paid from Philippine revenues. Chief clerk at headquarters, First Division, Eighth Army Corps. Appointment herewith. June 1, 1900, to March 18, 1901: Secretary, interpreter, and translator, to commanding general (Major General Bates), First Division, Eighth Army Corps.

Carpenter accompanied Generals Lawton and Bates in field operations in the Philippine Insurrection on the island of Luzon during which he was officially commended for conduct under fire; and with General Bates in negotiations resulting in surrenders of various insurgent generals and other leaders on the island of Luzon, and in what later became the Moro Province.

Herewith: Letter from Maj. Jesse M. Lee, United States Army, June 23, 1900; indorsement by Gen. J. C. Bates, United States Army, March 6, 1901.

March 19, 1901, to July 12, 1901: Private secretary to military governor (General McArthur).

Examination of archives of former Spanish Government and working with the Taft Commission in the organization of municipal and provincial governments.

July 13, 1901, to February 28, 1902: Special agent of the commanding general and military governor (General Chaffee). Reviewing the vernacular press, attending public meetings, and otherwise ascertaining and reporting to him on the trend of public, particularly native, opinion as to the civil government which had been inaugurated in the northern and central islands, July 4, 1901.

March 1, 1902, to August 31, 1903: Chief clerk, executive bureau, Philippine Government. During the greater portion of this period, acting as assistant executive secretary, prepared the appropriation bills for the Insular Government, and under the direction of the Governor General had immediate charge of the organization and administration of provincial and municipal governments.

September 1, 1903, to January 31, 1908: Assistant executive secretary, Philippine Government. Supervisory control of the more than 40 provincial governments and more than 900 municipal governments as to budgets and personnel, in cooperation with public works, public schools, public health, and other departments of government. Inaugurated the budget system for the insular government in 1907, which was adopted and has been carried on.

Governor General Ide's letter of September 30, 1906, herewith.

February 1, 1908, to December 15, 1913: Executive secretary, Philippine Government.

The then Governor General, James F. Smith, in reporting to the Secretary of War his intention to promote Carpenter to executive secretary stated (cablegram of Feb. 13, 1908):

"He has well earned his promotion by long, faithful, and intelligent service. He is gifted with excellent constructive ability and has done more than any other man in the service in my opinion to put the Provinces and municipalities on a sound financial basis and that without incurring the dislike or ill-will of the officials concerned."

In addition to the supervision of provincial and municipal governments and elections, Carpenter, as executive secretary, was "chief of staff" to the Governor-General and coordinator of the several executive departments of government, dispatched matters of official business with the Army, the Navy, the Consular Corps, the various ecclesiastical authorities, and served as point of contact for the public generally, with the office of the chief executive.

Governor-General Forbes' letter of August 27, 1913, herewith.

December 16, 1913 to May 3, 1920: First civilian Governor of the Moro Province, which with additional territory became the Department of Mindanao and Sulu.

Governor-General Harrison's letter of November 28, 1913 herewith.

In 1917 the Bureau of Non-Christian Tribes was organized in compliance with the provisions of the Act of Congress, commonly known as the Jones Law, which became the Organic Law of the Philippine Government in 1916. Carpenter was appointed director of that Bureau on its creation, in May 1917, without additional compensation. His responsibilities then extended to include the Mountain Province on the island of Luzon and the Mohammedan and pagan elements of population elsewhere in the Philippine Islands, including the large provinces of Mindoro, Nueva Vizcaya, and Palawan.

Herewith: Governor-General Harrison's "The Cornerstone of Philippine Independence" (pp. 106-110). Letter from General John J. Pershing, United States Army, Award of Patriotic Service Medal by National Institute of Social Science, letter, March 26, 1919. Letter from American Board of Commissioners for Foreign Missions, September 23, 1921.

May 4, 1920 to November 1922: Chairman of the Finance Commission.

Investigation and recommendation as to taxation and other sources of public revenues; standardization of salaries and wages of officers and employees; and quasi-commercial activities of government.

Continued to give supervisory attention to the administration of the Bureau of Non-Christian Tribes and assisted Governor General Harrison in labor troubles and other matters of public administration.

Letters from Maj. Gen. Frank McIntyre, Chief of Bureau of Insular Affairs, United States Army, retired; Maj. Gen. J. G. Harbord, United States Army, retired; and the president of the American Chamber of Commerce, Manila, Philippine Islands.

In 1921 assisted the President's Special Mission (Wood-Forbes) in its investigations and report on the Philippine Government, during which I proposed the creation of the Philippine Commonwealth and the office of High Commissioner. (See records in the War Department.)

General Wood's letter of June 30, 1921, herewith.

Later, upon appointment of General Wood as Governor General, Carpenter served as his assistant until retired for ill health, November 1, 1922.

Letter from Governor General Wood, November 23, 1922, herewith.

(The supporting documents herewith are arranged as stated in list of documents.)

WASHINGTON, D. C., *February 2, 1937.*

This is to certify that I have known and treated Mr. Frank W. Carpenter at intervals since April 1, 1935. He is totally disabled and unable to earn his livelihood by virtue of (1) coronary thrombosis old; (2) duodenal ulcer active.

PHILIP LITVIN, M. D.

MEDICAL CERTIFICATE

BOSTON, MASS., *January 18, 1935.*

I certify that I, Dr. Roger I. Lee, have personally examined Frank W. Carpenter and find he is disqualified for manual labor to such an extent as to render him incapable of earning his own livelihood by reason of the following disability: Angina pectoris, coronary thrombosis (old); positive electro-cardiogram; old duodenal ulcer quiescent.

ROGER I. LEE.

J. W. SMITH, M. D., F. A. C. S.
Miami, Fla., January 25, 1937.

To whom it may concern:

This will certify that Gov. Frank W. Carpenter, late of the Philippine Government service, was under my professional care, about 1921, for chronic myocarditis and chronic recurrent duodenal ulcer, then of several years' standing.

While under treatment, he suffered a very severe hemorrhage from the duodenal ulcer, necessitating his removal to St. Lukes Hospital, Manila, P. I., for treatment. After his recovery from the immediate effects of the hemorrhage, he was advised to return to the United States, as he was physically unfit for service.

I have not made a recent physical examination of Frank W. Carpenter, and the above is dictated from memory for I do not have access to my old records, but I am satisfied that he is disqualified for manual labor to such an extent as to render him incapable of earning his own livelihood, because of the duodenal ulcer, the myocarditis, and their consequences.

Gov. Frank W. Carpenter was retired from the Philippine Government service for disability in line of duty about 1922. His disability was not due to vicious habits.

J. W. SMITH, M. D.

OFFICE OF THE GOVERNOR GENERAL
OF THE PHILIPPINE ISLANDS,
Manila, November 5, 1915.

HON. LINDLEY M. GARRISON,
Secretary of War, Washington, D. C.

DEAR MR. SECRETARY: When General McIntyre was here recently, there was presented for our consideration by Governor Carpenter, of Mindanao and Sulu, the matter of the latter's retirement from public service on a pay status analogous to that of an officer on the retired list of the Army or Navy, and it is my present understanding that the matter now rests with General McIntyre for presentation to the proper authorities in Washington.

Mr. Carpenter entered the military service in September 1889; was transferred to the Federal civil service under the War Department in October 1895; was ordered to the Philippines and transferred from the Federal to the Philippine pay rolls in January 1899, and has since continued in public service here. Mr. Carpenter, during the military regime, although a civilian (chief clerk to General Lawton) was required to accompany troops in field operations, and his present important post includes among other functions of the executive that of responsibility for the operations of the armed forces of the Government engaged in the suppression of outlawry and maintenance of public order in behalf of civil authority as did that of his predecessor, a general officer of the Army. It is Mr. Carpenter's contention that the circumstances of his service in the United States and in the Philippines are such as equitably to entitle him to consideration as a Federal officer for the purposes of retirement. It appears from his service record that he is not without justification in his claim to have been an officer who has carried over important branches of public administration here from military predecessors to civil successors.

He has undoubtedly subordinated personal interests and advantage to the public service. His Philippine service of nearly 17 years has been constant and without absence from duty for the purpose of visiting the United States or leaving the islands with the exception of a few months during the year 1910. Continued residence for so long a time in the Tropics, together with the undivided attention given to official duties of difficult and serious character, have caused repeated physical breakdowns and the beginning of what is probably invalidism—certainly very premature old age.

While it may be contended that Mr. Carpenter's previous service is not without parallel, his work as the first civilian governor of the former Moro Province, which was reorganized and extended to include the large pagan districts of Agusan and Bukidnon, is service of a character meriting exceptional reward. Among the important services rendered to the Federal Government by Mr. Carpenter is that of the agreement concluded by him with the Sultan of Sulu by which the latter abdicated in favor of the United States his claims of the temporal sovereignty which he and his predecessors had exercised, which in a modified degree had been conceded and recognized by both the Spanish and United States Governments, at least at times, and had not been extinguished by conquest inasmuch as the Sultan had avoided, for himself and immediate followers, offering armed opposition to the United States Government although persisting in his claim of partial sovereignty. For a single service of this character it is the established practice of other governments to give, aside from mere honorary titles, material rewards, especially retirement pay, upon the termination of active service. Furthermore, he has in execution feasible solutions of many important problems connected with our Mohammedan and pagan peoples, including the extinction of the Sultanate of Sulu upon the death of the present Sultan.

I believe that it is due Mr. Carpenter he be given in some way the retirement pay he requests. Were he for any reason to be compelled to give up employment in public service, at this time, I am assured he would be not only without any personal income for the maintenance of himself and dependent family but also physically unable to undertake either a new career or employment which would afford compensation adequate for his reasonable needs. As to how such provision shall be made for him, I feel that determination should be by the proper Federal authorities in Washington, and submit the matter with my hearty recommendation for favorable consideration.

Very sincerely yours,

FRANCIS BURTON HARRISON.

OFFICE OF THE GOVERNOR GENERAL,
OF THE PHILIPPINE ISLANDS,
Manila, April 2, 1915.

Hon. LINDLEY M. GARRISON,
Secretary of War, Washington, D. C.

MY DEAR MR. SECRETARY: Please find inclosed a copy of an agreement signed by the governor of the Department of Mindanao and Sulu and the Sultan of Sulu on March 22, 1915. This is the result of a series of conferences between Governor Carpenter and the Sultan and his advisers extending over a period of about 10 days. The real question at issue was the abandonment by the Sultan of Sulu of his prerogatives of conducting religious courts, particularly for the trial of domestic relations, and imposing penalties for the infringement of the complicated rules of the Mohammedan Church as it affects the daily life of their people. The Government has recently done away with the existing system of tribal ward courts and substituted instead justice of the peace courts. The Sultan's courts were conducted by him without authority of the Government, and indeed against the instructions of Governor Carpenter and he was collecting fines and dispensing judgment through his own agencies outside the Government courts. The Sultan has by this agreement waived his claim to these courts and agreed to abandon them. We are considering the passage in the commission of a law, of which I inclose herewith a copy, providing for the appointment in the Mohammedan sections of assessors, a sort of juryman to sit with the judge and advise him concerning Mohammedan customs so that he may take due cognizance of them in applying the laws. This assistance of assessors is practiced, as you know, in the Christian Provinces of the Philippines. The Sultan, in recognizing the sovereignty of the United States in this agreement, has voluntarily given up his prerogatives as to courts and also the right to collect taxes from the people for the support of himself and his clergy.

In the Department of Mindanao and Sulu it is fair to state that the period of organized resistance to the Government has come to an end throughout the whole region and the Government is gradually extending its functions throughout the Department, even in the remote mountain sections, and markedly in the island of Sulu. While the Spanish sovereignty in the island of Sulu was confined within the walls of Jolo, the American Government has up to very recent times been not very much better off in that respect. To be sure, our troops and our constabulary are familiar with all parts of the island of Sulu and have entirely put an end to any organized resistance to the Government, but the extension of the peaceful functions of the Government through those regions has only recently been possible. In particular, the application of the laws of the Philippine Islands to these more remote mountain sections has had to be done with judgment and with tact, and the way is now clear, since the sultan has abandoned his alleged prerogatives, for a vigorous effort to educate and civilize these people.

In this, as in all other respects in the administration of his important and difficult office, Governor Carpenter has justified in every respect the very high opinion entertained of him by the people here as well as at home. His work is of inestimable benefit to this Government and evokes the highest appreciation on the part of all of us in the Philippines.

Very sincerely yours,

FRANCIS BURTON HARRISON.

OFFICE OF THE GOVERNOR GENERAL
OF THE PHILIPPINE ISLANDS,
Manila, November 28, 1913.

HON. FRANK W. CARPENTER,
Executive Secretary, Manila.

MY DEAR MR. CARPENTER: The Governor of the Moro Province, Brigadier General Pershing, has, upon the completion of 4 years of valuable service in the Province as its Governor, requested to be relieved on December 15 next, so that he may return to service in the United States. The time has now come when, in my opinion, a civilian should be the governor of the Moro Province. In this opinion I am sustained by the judgment of the commanding general of this department, Maj. Gen. J. Franklin Bell, and by General Pershing himself. I am therefore sending today to the Philippine Commission your nomination as the first civilian governor of the Moro Province. After a recent visit to that Province and after many days spent in consideration of the problem it presents, I have asked you to undertake the work of constructive statesmanship there to be performed. In asking you to go from the position of executive secretary which you have so long filled with so much honor to yourself and service to this Government, I do so with much regret. To me personally and officially it will be a sacrifice to part with your loyal and most useful cooperation in the executive work of the Government in Manila; but I regard the opportunity for service in the Moro Province today of surpassing importance. That is why I have selected for the position of governor down there the man who, in my judgment, is the best fitted to perform the delicate and important functions of that office.

When the work which is cut out for you in the southern islands shall have been performed, I hope it will be your wish to return to Manila to take up in the insular government here an important place commensurate with your well-known ability and talents. In expressing this hope I feel that I am voicing the probable sentiment of the man who will be Chief Executive in these islands at that time, whoever he may be.

Of course, it is well understood that civil government exists today and has for some years existed in the Moro Province, but up to the present time all governors have been general officers of the United States Army. Brig. Gen. John J. Pershing has performed services in both his military and civil duties in the Moro Province which entitle him to the gratitude of the Philippine people and the people of the United States. He has had at times a difficult task in establishing peace and maintaining public order in certain sections of the Moro Province. He and his predecessors, continuing the work begun by Major General Wood, have upheld the best traditions of the American Army.

Great opportunities for constructive work now confront us in the Moro Province. In the near future I shall take an opportunity of advising with you at length on the questions there presented. In the meantime, please accept this expression of my great confidence and my belief that you will be able to solve to the complete satisfaction of all concerned the so-called Moro problem.

Yours sincerely,

FRANCIS BURTON HARRISON,
Governor General.

TUCSON, ARIZ., February 22, 1936.

HON. GEORGE H. DERN,
The Secretary of War, Washington, D. C.

MY DEAR MR. SECRETARY: I am taking the liberty of writing you in the interest of Gov. Frank W. Carpenter, in whose behalf H. R. 9059 (see H. R. 1475) has been introduced by Mr. Wigglesworth.

I am, of course, thoroughly familiar with the splendid services rendered the Army and the Government by Frank Carpenter. His record as Governor of the Moro Province is outstanding, and because of his long and valuable services he is, I think, entirely deserving of some substantial recognition. I sincerely hope that it may be found possible to submit a favorable report on his bill, if at all consistent with the policy of the Department.

With high regard, I am,
Yours very sincerely,

(Signed) JOHN J. PERSHING.

NEW YORK, N. Y., *January 9, 1936.*

To: The Adjutant General of the Army, Washington, D. C.

From: Maj. Gen. J. G. Harbord, United States Army, Retired.

Subject: Frank W. Carpenter.

1. The undersigned has known Frank W. Carpenter, now an inmate of the United States Soldiers Home, for over 30 years. He was originally an enlisted man in the United States Army and then became a civilian clerk in the old days when department and division headquarters had messengers and clerks recruited from enlisted men of the Army. In his capacity as a clerk he accompanied the late Maj. Gen. Henry W. Lawton to the Philippine Islands.

2. He early identified himself with the insular government of the islands, became executive secretary, a position which to the Philippine Government was largely analogous to The Adjutant General of the United States Army, and with the passing of time his office became in all respects almost a combination of the functions of an adjutant general and a chief of staff for the insular government. He became the principal and always reliable adviser of a succession of Governors General. There was a time when his outstanding qualifications and unexcelled knowledge of the Philippine Government would have made him, in the opinion of many of us, the most suitable person for the position of Governor General of the islands.

3. When General Pershing left the Philippine Islands to come home at the beginning of 1914 his place as governor of the Moro Province was taken by Frank W. Carpenter. He was the only civilian ever to hold the position of governor of the Moro Province. With all deference to his predecessors in that office, his administration in the Moro Province gave it a real civil administration and enabled the abandonment of all the military posts in Mindanao and Sulu except a small garrison at Zamboanga. His administration continued throughout the World War, and he maintained order in that Mohammedan region without requiring the return there of any of our military forces during that somewhat troubled time. He carried on important negotiations with the Sultan of Sulu, securing the latter's renunciation of all claim to temporal sovereignty in the Moro country, with polygamy and slavery forever barred.

4. Mr. Carpenter wore himself out in the public service and is suffering from incurable diseases and has been, as a former enlisted man, forced to take advantage of his rights to admission to the Soldiers' Home. He receives no pension of any kind from either our Federal Government or the Government of the Philippine Commonwealth. It is understood by me that a bill has been introduced in the House of Representatives authorizing the Secretary of War to appoint Frank W. Carpenter a warrant officer in the United States Army, and then place him on the retired list as such. Of the long service which I have enumerated our Military Establishment has been one of the chief beneficiaries, through the maintenance of peace, the saving of expense, and the understanding viewpoint which, from his military experience, he brought to the relations between the military and the Insular Governments of the Philippines. The alternative of such a bill appears to be the abandoning of this man by the Government he has served so well to passing the remainder of his life in the Soldiers' Home. It would be an act of the most conspicuous ingratitude to permit that to be the case. I most earnestly recommend that the War Department recommend the passage of the bill for Mr. Carpenter.

(Signed) J. G. HARBORD,
United States Army, Retired.

WASHINGTON, D. C., *January 20, 1936.*

Subject: H. R. 9059 (see H. R. 1475). A bill authorizing the Secretary of War to appoint Frank W. Carpenter a warrant officer in the United States Army and then place him on the retired list.

To: The Adjutant General, United States Army.

1. My particular interest in this bill arises from the fact that, while Frank W. Carpenter's service from boyhood until disabled by disease was continuously under the War Department, his service in the Philippines from the organization of the Bureau of Insular Affairs of the War Department was under the general supervision of that Bureau.

2. As assistant to the Chief and Chief of that Bureau I was in close touch with Mr. Carpenter's service until he was disabled.

As head of the executive bureau of the Philippine government he was a key man in that Government. He was not made a member of the Commission, though

his appointment was seriously considered by Mr. Taft, because his service in the executive bureau was so valued.

3. In 1913, because of his military experience and his demonstrated ability in dealing with the Philippine people, he was appointed governor of the Department of Mindanao and Sulu. He thus succeeded several of the most distinguished officers of the Army in a position deemed theretofore one of the most delicate assignments in the service.

4. I inspected this department in 1915 with Governor Carpenter. I saw the rapid progress being made, designed to render unnecessary the considerable garrison of United States troops formerly necessary in that normally turbulent area.

The great value of this was shown when the United States entered the World War. What might have been a remote American front, in that war, required no attention from the military authorities of the War Department. I again inspected this department in 1920, when Governor Carpenter was giving up the governorship, this territory having progressed to the point where the special treatment hitherto given that territory was deemed unnecessary.

I do not think the value of the military service of Governor Carpenter as it affected American participation in the World War can be over-estimated.

5. If this bill is enacted with the recommendation of the War Department, Governor Carpenter will reflect credit on the splendid men now retired warrant officers. He has had opportunities which none of those men have had and he has equaled his opportunities. His record reflects credit on his Army and War Department training, and if a favorable recommendation in this case would override a rule, the greater credit to those who make it. (Not applicable to H. R. 1475.)

(Signed) FRANK McINTYRE.

OFFICE OF THE GOVERNOR,
UNITED STATES SOLDIERS' HOME,
Washington, D. C., January 17, 1936.

The ADJUTANT GENERAL,
War Department, Washington, D. C.

DEAR SIR: A bill, H. R. 9059 (see. H. R. 1475), has been introduced in the House of Representatives to authorize the Secretary of War to appoint Frank W. Carpenter a warrant officer in the United States Army and to place him on the retired list with pay corresponding to his total length of service as an enlisted man in the Army and as an officer in the Philippine Government under the War Department.

Mr. Carpenter is a member of the Soldiers' Home and lives at our hospital. He has lost his health due, in my opinion, entirely to his arduous service in the Philippines. He enlisted as a private, Company E, Eighth Infantry, September 14, 1889. He served as private and corporal in the Infantry and as private, Hospital Corps, in the West; acting hospital steward, Hospital Corps, Fort Omaha, Neb. While in the Army he served in the Johnson County cattle war in Wyoming and the railway and labor troubles in Montana. Mr. Carpenter served as a civil clerk 3 years, 3 months, and 9 days. He served over seas 23 years, 9 months, and 15 days. All of this was in intimate contact with the Army. It is useless for me to dwell upon the importance of his service with the civil government in the Philippines. Every Army officer who was there during the time of his service knows that he performed his duties with unexcelled efficiency.

I am voluntarily writing this letter to The Adjutant General in the hope that I may in some way help out a citizen who is deserving well of his country. I earnestly recommend that the War Department give its approval to the foregoing bill.

Very respectfully yours,

(Signed) H. P. McCAIN,
Major General, United States Army, Retired,
Governor.

AMERICAN CHAMBER OF COMMERCE
OF THE PHILIPPINE ISLANDS,
Manila, P. I., March 28, 1925.

To whom this may concern:

The bearer, Frank W. Carpenter, was for many years the executive secretary of the government of the Territory of the Philippines, and in that position demonstrated an unusual capacity for diplomatic and political work. Later, as Governor of Mindanao and Sulu, succeeding General Pershing in that office, he demonstrated the same unusual capacity in the organization of civil government over a recalcitrant, illiterate, partly savage, and fanatical Mohammedan population.

Had Mr. Carpenter been the subject of an European power he would have been rewarded for his outstanding service to his Government with a title of considerable rank, but, being a citizen of the United States no such recognition of his invaluable service is possible.

He served his country in many capacities, from that of a soldier bearing arms to the highest position in the government of this Territory, with the sole exception of the office of Governor General. And he served it without hope or thought of compensation more than the salary of the position he occupied.

His departure from the field of almost his entire life's endeavor was caused by ill health, and he has left behind him many friends who regret his departure and who recognize and honor the service he rendered. And there is no one left here who can take up the work he left and do it with the same continuity of effort, self-sacrificing spirit, and accomplish the same beneficial results he did.

He was a member of this chamber of commerce in good standing and it gives me pleasure to say something in the hope that what is said will be of benefit to Mr. Carpenter in any field of work he selects.

Respectfully,

H. L. HEATH, *President.*

OFFICE OF THE GOVERNOR GENERAL
OF THE PHILIPPINE ISLANDS,
Manila, November 23, 1922.

HON. FRANK W. CARPENTER,
Manila, P. I.

MY DEAR GOVERNOR CARPENTER: Upon approval of your request for retirement because of ill health after more than 30 years of Government service, either in the Army of the United States or under the government of the Philippine Islands, I wish to express to you my sincere appreciation of the excellent work which you have done in many fields of activity.

You have had a record of creditable service for 6 years in the United States Army, during which you came in contact with and gained the confidence of such men as Generals Lawton, Bates, Coppinger, and Wheeler, not to mention various officers of lesser rank under whom you served in the Medical Department, among others, Colonels Bache, Hartsuff, Wolverton, and Lauderdale. You came to the Philippine Islands with General Lawton in January 1899, and have been on duty here ever since.

In the civil government you have a record of 22 years of service in many and varied important positions up to and including that of executive secretary and governor of the department of Mindanao and Sulu. You have served under and rendered valuable service to all the Governors of the Philippine Islands.

Your efficient and able service was brought to my attention when I was commanding general of the Philippines Division in 1905 to 1908 and has been repeatedly brought to my attention since then by those with whom you have served.

You are in length of service the senior civil official of the Government. Your familiarity with the affairs of the Government since its organization and your intimate association with many of its activities have made your services of great value and have given you a fund of information and experience unexcelled by any other official of the civil government.

You have had the singular good fortune to win to an unusual degree the confidence and regard of the people of the Philippine Islands and you have devoted your energy and ability to the protection and advancement of their interests, all of which they appreciate.

Your withdrawal from the service will be a cause of genuine regret to those who are familiar with your work. I regret especially that your retirement should be made necessary by reason of ill health and I feel sure that I express the feelings of all those who have been associated with you in wishing you speedy return to

health and strength and the largest measure of happiness and success in the years to come. In all of which I have the unanimous and cordial concurrence of the Council of State.

Very sincerely yours,

LEONARD WOOD, *Governor-General.*

OFFICE OF THE GOVERNOR GENERAL
OF THE PHILIPPINE ISLANDS,

Manila, August 27, 1913.

HON. FRANK W. CARPENTER,

Executive Secretary, Manila.

DEAR MR. CARPENTER: I can't leave the islands without telling you what I think of the worth of your service to me and the people of the islands. In all these years of stress you have been the one who has been absolutely the most staunch, the wisest and the most helpful of all the men whom I have had to assist me in my labors on behalf of the Philippine people. You have been the one closest in touch with the Filipinos and the one to whom they look for comfort and advice much more than to me, through whom they have been accustomed to approach me when their feelings became so strong that they wanted sympathetic help from a strong man. I have been entirely sincere when I have introduced you oftentimes as the Governor General de facto, because you have done a very large part of the Governor General's work, and if success has attended our efforts out here, no one will ever know how great a share of the gratitude belongs to you. I shall hope that throughout the rest of our lives we shall keep in touch from time to time and that our friendship, cemented by so many vital scenes, will endure.

Yours very sincerely,

W. CAMERON FORBES, *Governor-General.*

OFFICE OF THE GOVERNOR GENERAL
OF THE PHILIPPINE ISLANDS,

Hong Kong, September 30, 1906.

MR. FRANK W. CARPENTER,

*Assistant Executive Secretary,
Manila, P. I.*

My dear Mr. CARPENTER: My last days at Manila were so busy that many things were left undone that ought to have received attention. Among others, it was only fitting that I should do what I now take pleasure in doing—write to you an expression of my appreciation of your most valuable assistance in my work as Governor General. You have been among the most hard working of all the officials connected with the government ever since I have known you, and by your strict integrity, correct habits, industry, and fidelity to your work, you have deserved the highest praise. Your work of late has brought you very directly in contact with the Governor General by reason of your responsibilities in connection with the provincial governments, and I have come to know you better this last year than ever before.

I would not like to leave the islands permanently, as I now do, without writing you this line to tell you how thoroughly appreciated your services have been. Believe me, Mr. Carpenter, to be,

Most sincerely yours,

HENRY C. IDE.

HEADQUARTERS DEPARTMENT OF SOUTHERN LUZON,

OFFICE OF JUDGE ADVOCATE,

Manila, P. I., June 23, 1900.

(Personal.)

MR. FRANK CARPENTER,
Secretary and Stenographer

(To Maj. Gen. J. C. Bates, Commanding Department of Southern Luzon).

SIR: I wish to extend to you my heartiest commendation of the valuable work which you have performed in your capacity as chief clerk, and secretary to the commanding general, at these headquarters.

The late Major General Lawton often spoke of you in the highest terms for your capacity and efficiency in the discharge of your duties. Colonel Edwards, late adjutant general, and other officers with whom you have served, have also commended you without exception. In the field, your fearless exposure in times of danger has been frequently remarked.

You have performed considerable duty under my personal observation, and I wish to bear testimony with others as to your unsurpassed merit in every respect.

With best wishes,

Very truly yours,

J. M. LEE,
*Major, Ninth U. S. Infantry,
Late Judge Advocate, First Division, Eighth Army Corps
and Department of Southern Luzon.*



