



Leadership Without Institutional Continuity: James R. Fugate and American-Period Siquijor

Joven M. Jalbuna

College of Teacher Education, Siquijor State College, Philippines

Received : August 14, 2026 | Revised : September 9, 2026 | Accepted : September 11, 2026 | Online : October 7, 2026

Abstract

Scholarship on the American colonial Philippines has shown that local governance emerged through interactions among colonial institutions, local elites, and individual administrators. Fugate has also been examined as an embodiment of colonial bureaucratic masculinity, but the extent to which the administrative practices associated with his Siquijor administration continued after he left office has received less attention. This study examines James R. Fugate's leadership in Siquijor and asks whether the developmental practices associated with his administration became an enduring local tradition. It uses historical documentary analysis and source criticism within a chronological-biographical and microhistorical framework. The evidence includes a corpus of 20 newspaper items published from 1907 to 1936, Act No. 1753, related official issuances, and relevant secondary works. The Hersey-Blanchard Situational Leadership Model serves as an interpretive lens rather than evidence of contemporary perceptions. Newspaper accounts associated Fugate's administration with local trust, pragmatic resource management, and improvements in roads, water systems, communications, agriculture, and education. Evidence from the period after his 1914 defeat, however, indicates that these gains were not sustained uniformly across leadership changes, although development later resumed under Sergio Jumawan. The case therefore demonstrates that adaptive individual leadership could produce significant local improvements within a peripheral colonial subprovince without ensuring institutional continuity. It argues that administrative gains become durable only when effective practices are embedded in budgets, documented responsibilities, maintenance systems, transparent procedures, and local civil-service capacity.

Keywords: *Colonial Governance, Local Leadership, Microhistory, Situational Leadership, Institutionalization*

INTRODUCTION

Leadership has long been recognized as a decisive factor in shaping the political character and administrative trajectory of local communities. In colonial contexts, where institutional structures were often in flux, individual administrators' roles extended beyond formal mandates, shaping how governance was interpreted, negotiated, and experienced at the local level. Rather than functioning as passive executors of policy, local officials frequently acted as mediators between imperial directives and the socio-cultural realities of the communities they governed. As such, the effectiveness of colonial governance cannot be fully understood without examining these individuals' conduct and agency.

The American occupation of the Philippines following 1898 marked a significant transformation in the organization of political authority across the archipelago. As military rule gradually gave way to civil administration, American authorities introduced new bureaucratic frameworks and institutions of civil governance. This process sought to legitimize colonial rule by incorporating local elites into governance structures (Go, 2008). However, these reforms were implemented differently across localities, reflecting differences in the capacities, priorities, and leadership styles of local administrators.

In this regard, local governance in the early twentieth-century Philippines provides a critical lens for understanding the interaction between colonial structures and indigenous political culture. Historical scholarship has demonstrated that local elites were not merely instruments of colonial



authority but active agents who engaged with and adapted colonial initiatives (Go, 2008). Their leadership could reinforce, reinterpret, or even challenge institutional expectations, shaping the political and social development of their communities. Consequently, studying individual leadership at the local level offers valuable insights into the dynamics of colonial governance beyond formal policy frameworks.

Within this broader historical context, Siquijor presents a compelling site of inquiry. As a sub-province under Negros Oriental during the American period (Act No. 1753, 1907), Siquijor occupied a peripheral position within the colonial administrative system, often characterized by limited resource allocation and political marginalization. In this setting, James R. Fugate emerged as a significant figure in local governance. Initially a schoolteacher, Fugate later became lieutenant governor, a transition that underscores the fluidity of administrative roles in the early American period.

More importantly, contemporary accounts discussed in this study associated his tenure with substantial infrastructural development and administrative initiative. Miller (2019) has already examined Fugate's wider career as a case of white colonial bureaucratic masculinity, showing how representations of his competence, self-control, sacrifice, and chronic physical debility helped legitimize American administrative authority.

Contemporary accounts and later historical narratives portray Fugate as a leader whose governance was marked by practical efficiency, responsiveness to local needs, and the ability to mobilize available resources for development. However, despite the apparent success of his administration, the extent to which his leadership influenced subsequent governance in Siquijor remains unclear.

Although Miller traces Fugate's career beyond Siquijor, her study does not systematically investigate whether the specific administrative practices associated with his Siquijor tenure continued under subsequent local officials. The apparent discontinuity between his tenure and later administrative practices raises an important historical question: how can a model of effective leadership emerge within a specific context yet fail to become institutionalized as a lasting tradition?

This study therefore examines Fugate's leadership in Siquijor and evaluates its significance within the broader framework of colonial governance and local political development. By reconstructing his administrative career through archival and documentary evidence, and by comparing his leadership practices with those of subsequent officials, the study seeks to assess whether his example constituted a normative model of governance or a historically contingent phenomenon shaped by unique circumstances.

In doing so, the study contributes to the historiography of Philippine local governance by foregrounding the role of individual agency in shaping—and potentially disrupting—administrative traditions. Building on the author's own unpublished master's thesis (Jalbuna, 2026), it focuses specifically on the relationship between Fugate's leadership and the continuity of administrative practices.

LITERATURE REVIEW

Research on leadership in colonial contexts has increasingly emphasized the interaction between institutional frameworks and individual agency. In the American colonial Philippines, scholars have argued that governance was not imposed uniformly but was shaped through adaptive strategies that responded to local conditions. Julian Go (2008) demonstrates how local elite political cultures shaped the reception and adaptation of American colonial initiatives in the Philippines and Puerto Rico. This suggests that governance must be examined through the interaction between imperial policies and local actors. This perspective highlights the importance of examining

individual administrators not merely as agents of the state, but as actors who actively shaped colonial governance at the local level.

To evaluate how individual leadership interacts with administrative environments, organizational literature offers useful models, notably the Hersey–Blanchard Situational Leadership Model (Hersey & Blanchard, 1969, 1982). This theory posits that effective leadership is not static; optimal leadership strategies depend on matching leader behaviors—task-oriented versus relationship-oriented—to followers' readiness, willingness, and competence.

In historical governance settings, this model can guide questions about how an administrator adapted management styles to particular tasks and relationships. Because the model principally explains leader–follower adaptation rather than the persistence of administrative practices, it is used here alongside scholarship on bureaucracy and institutionalization. This combined framework makes it possible to distinguish leadership that responds effectively to immediate conditions from practices that become embedded in an administrative system.

Here, “followers” refers to the municipal officials and administrative personnel whose cooperation was relevant to Fugate’s work. Their task-related experience, responsibilities, and expressed willingness to cooperate are the relevant considerations, where documented. Political support alone does not establish competence, and opposition does not indicate deficient readiness. The model is used retrospectively as an interpretive aid; it neither measures the population’s readiness for self-government nor assumes voluntary consent to colonial rule.

Complementing this view, studies on bureaucracy and governance have underscored that institutional design alone does not determine administrative success. Peter Evans and James Rauch (1999) find that meritocratic recruitment and predictable, rewarding career structures are associated with economic growth across developing countries. Their findings direct attention to the organizational conditions through which administrative capacity is developed and sustained.

More recently, Di Mascio et al. (2025) find that institutional design alone was insufficient to sustain collaborative administrative innovation in Italy; leadership experience, expert networks, and political trust also mattered. Muallidin (2026), in a conceptual study, examines how leadership becomes embedded in institutional structures and enduring routines. Taken together, these studies identify a progression from individual leadership to organizational capacity and, ultimately, institutional continuity.

Evans and Rauch emphasize the bureaucratic arrangements that support sustained performance; Di Mascio et al. demonstrate that such arrangements still depend upon leadership, expertise, and trust; and Muallidin explains how leadership practices can become incorporated into structures and routines. This progression provides a basis for asking whether Fugate’s reported effectiveness remained dependent upon his personal coordination or became embedded in Siquijor’s administration.

In the Philippine context, Patricio Abinales and Donna Amoroso (2005) further explored the role of local actors, emphasizing that governance emerged through interactions between colonial authorities and local elites. Rather than functioning as passive intermediaries, local leaders actively negotiated, adapted, and sometimes reshaped colonial policies to align with local interests and realities. This mediation process underscores the importance of examining local leadership as a dynamic force that could both sustain and transform administrative systems.

Recent Philippine research adds perspectives on administrative legacies and local governance. Dulay (2022) links Spanish Catholic missions to the formation of fiscal and infrastructural capacities and to long-term municipal development. His findings caution against treating American administrators as working in an institutional vacuum. Dulay and Go (2022) find that contemporary mayors from horizontal political dynasties increased government spending without corresponding improvements in economic growth or poverty reduction.

[Poblador \(2026\)](#), examining the colonial origins of Philippine cabotage policy, further demonstrates how rules established during the American period could persist through institutional path dependence and the interests of postcolonial elites. Although these studies examine different periods and administrative sectors, they collectively show that mobilizing resources, producing immediate outputs, and creating durable institutions are analytically distinct processes. They also indicate that administrative legacies persist most effectively when they become encoded in rules, incentives, and organizational arrangements rather than remaining associated primarily with particular officeholders.

For the Siquijor case, [Miller \(2019\)](#) directly examines Fugate's career through colonial bureaucratic masculinity. She defines this form of masculinity as authority grounded in the administrative state and represented through bureaucratic competence, acumen, self-control, and sacrifice rather than conventional military virility (pp. 923–924). Her discussion of Siquijor shows how Governor-General W. Cameron Forbes and Secretary of the Interior Dean Worcester portrayed Fugate as a quiet, selfless, and effective administrator whose achievements supposedly legitimized continued American rule (pp. 930–932).

Miller contrasts these idealized representations with the coercive foundations of Fugate's development programs, including unpaid local labor, aggressive cedula collection, land confiscation with little or no compensation, and reliance on the Philippine Constabulary (pp. 931–932). This scholarship requires the present study to evaluate colonial praise and local opposition critically rather than treating descriptions of Fugate's effectiveness as politically neutral.

Miller follows Fugate's career from military and teaching service through his administrations in Siquijor and Sulu, his missionary work, and his death in 1938. Her principal concern, however, is how Fugate's chronic physical debility, administrative conduct, colonial relationships, and public representation reveal the gendered operation and violence of American colonial power.

The article does not systematically trace whether the particular administrative practices associated with his Siquijor tenure continued under subsequent local officials. The present study therefore builds on Miller not by claiming to recover an otherwise unstudied official, but by shifting the inquiry from colonial bureaucratic masculinity to administrative succession, institutionalization, and continuity after Fugate's departure.

Methodologically, microhistorical scholarship reinforces the value of focusing on specific individuals and localities. [Carlo Ginzburg \(1993\)](#) argues that microhistory enables historians to uncover how broader structures of power are experienced and contested at the local level. By concentrating on a single case, researchers can reveal patterns and dynamics that might otherwise remain obscured in macro-level analyses. This approach is particularly relevant for the study of local governance, where individual actions can be examined in relation to broader structures and competing accounts.

At the same time, broader theoretical perspectives caution against overemphasizing individual agency at the expense of institutional continuity. [Daron Acemoglu and James A. Robinson \(2012\)](#) argue that institutions, rather than individuals, primarily shape long-term development and governance.

Read alongside [Evans and Rauch \(1999\)](#) and [Muallidin \(2026\)](#), this institutional perspective identifies three related but distinct levels of analysis: the leader's conduct, the bureaucratic arrangements supporting that conduct, and the institutionalized routines capable of surviving political succession. Fugate's reported projects may demonstrate effective leadership, but their durability depends upon whether the procedures, responsibilities, resources, and capacities supporting them continued after his tenure.

Taken together, these studies suggest that understanding governance in colonial contexts requires attention to both structural and individual dimensions. While institutions provide the

framework within which governance operates, local leaders' actions shape how these structures are enacted, adapted, or contested. This body of literature therefore provides a critical foundation for examining Siquijor, where the leadership of a single administrator may have shaped local governance in significant yet historically contingent ways.

The present study brings situational leadership, bureaucratic capacity, and institutional persistence into a single historical inquiry. Whereas [Miller \(2019\)](#) examines how Fugate's administrative career embodied colonial bureaucratic masculinity and sustained the unequal authority of American rule, this article asks whether the practices associated with his Siquijor administration became sufficiently embedded to continue under later officials. It therefore treats the "forgotten legacy" not as the recovery of a previously unknown or unstudied individual, but as a problem of institutional memory and administrative continuity.

RESEARCH METHOD

This study adopts a historical research design grounded in rigorous source criticism, documentary analysis, and contextual interpretation to reconstruct the life and administrative career of James R. Fugate and assess its historical significance within Siquijor's governance during the American colonial period. Rather than producing a purely descriptive account, the study integrates chronological reconstruction with analytical interpretation, allowing for both narrative coherence and historical explanation.

At its core, historical methodology involves systematically identifying, authenticating, and interpreting primary and secondary sources to generate reliable knowledge about the past. In this study, this methodology is operationalized through a chronological-biographical framework, in which Fugate's trajectory—from his arrival in the Philippines in 1899 to his later administrative engagements—is reconstructed as a sequence of historically situated developments. This approach enables analysis of processes, transitions, and turning points rather than isolated events, situating individual agency within broader structural conditions of colonial governance.

Sources and Data Construction

The study draws upon four interrelated categories of sources, each contributing distinct evidentiary value:

Archival Documents

Primary archival materials—including administrative records, official reports, and governmental issuances—form the backbone of the study. These sources provide direct evidence of the institutional framework within which Fugate operated, particularly the creation of Siquijor as a sub-province under [Act No. 1753 \(1907, secs. 1, 3-4\)](#), the formal structure of local governance, and the implementation of development programs. The Act establishes formal administrative and fiscal arrangements; its provisions alone do not demonstrate how those arrangements operated in practice.

Archival documents undergo external and internal criticism. External criticism examines authenticity, provenance, and temporal accuracy, while internal criticism evaluates the credibility, intent, and contextual meaning of the content. This dual process supports the assessment of archival evidence rather than treating an official record as inherently reliable.

Historical Newspapers (Contemporaneous Accounts)

A substantial portion of the empirical data is derived from archival newspapers, including but not limited to *The Cebu Chronicle*, *The Cablenews-American*, *Ang Camatuoran*, *La Vanguardia*, and *Progress*. These sources provide contemporaneous accounts of events, administrative

activities, and reported public responses during Fugate's tenure.

Newspapers are particularly valuable for reconstructing:

1. The local demand for Fugate's appointment and the political dynamics surrounding it
2. The implementation and reception of infrastructure projects, including roads, waterworks, and communication systems
3. The controversies and accusations directed against his administration
4. His subsequent political career in Sulu, including governance disputes and institutional conflicts

As contemporaneous primary sources, the newspapers are treated as evidence both of reported events and of how those events were understood and presented at the time. Source criticism does not presume that the accounts are untruthful; rather, it identifies the date, authorship or attribution, type of report, and context of each item. Direct reports, official statements, editorial assessments, self-reported accomplishments, and allegations are therefore distinguished from one another. Where another record is available, factual details are compared to clarify dates, claims, or apparent discrepancies without dismissing the newspaper account as historical evidence.

Published/Unpublished Historical Works

Secondary sources, including scholarly monographs and historical studies on Philippine colonial governance, provide the historiographical context needed to situate Fugate's leadership within broader patterns of political and administrative transformation. These works are used to:

1. Contextualize Siquijor's historical condition as a marginalized sub-provincial unit
2. Explain the transition from Spanish ecclesiastical dominance to American civil administration
3. Situate local developments within the broader framework of colonial state formation and decentralization

Peer-Reviewed Journal Articles

Peer-reviewed scholarship provides analytical frameworks and comparative perspectives, particularly on colonial governance, local political structures, and leadership dynamics. These sources enable the study to engage with existing academic debates and to position the case of Siquijor within broader discussions on administrative agency, resource allocation, and governance practices in colonial settings. [Ginzburg \(1993\)](#) informs the microhistorical approach, while [Miller \(2019\)](#) provides scholarship directly concerning Fugate. These works serve different methodological and historical purposes.

Source Retrieval, Selection, and Translation

The researcher accessed the archival newspapers through East View's Global Press Archive (<https://gpa.eastview.com/>), a digital repository recommended during an NHCP-sponsored workshop attended in Cebu in 2025. Within the repository, the researcher navigated to the Southeast Asia newspaper collection and manually searched for terms connected with the study, including "Fugate," "sub-province of Siquijor," "Siquijor," and "Larena," together with related terms encountered during the search.

The search and selection process was manual. The following criteria guided the selection of newspaper materials:

1. Inclusion criteria
 - a. The item contained substantive information concerning Fugate, the administration of the Siquijor sub-province, local public works, agricultural initiatives, political controversies, elections, or Fugate's later government service.

- b. The item contributed factual information, a contemporary representation, an official statement, an allegation, or another historically relevant perspective concerning the study's questions.
 - c. The publication date, newspaper title, page or digital locator, and focal content could be identified from the available record.
2. Exclusion criteria
- a. Duplicate copies of the same newspaper page or focal report were excluded.
 - b. Search results were excluded when the search term appeared without information pertinent to Fugate, Siquijor's administration, or the study's analytical questions.
 - c. Items that merely repeated another retained report without adding substantive information were treated as duplicates rather than separate focal items.

We opened each search result and examined its newspaper page against these criteria. Because the repository was used for exploratory archival searching and no formal screening log was maintained, the total number of search hits or initially inspected results is not reported retrospectively.

The retained newspaper corpus comprises 21 distinct pages containing 21 focal reports or notices, dated February 9, 1907, to August 1, 1936 (Tables 1 and 2). The focal items comprise fifteen in English, one in Cebuano, and four in Spanish; these counts refer to the language of the relevant item, not every text appearing on the newspaper page.

After selection, the articles were arranged by publication date. The reported events, statements, projects, and administrative developments were then connected chronologically to reconstruct the sequence of Fugate's career and to identify continuities, changes, and points requiring comparison with other records. Printed headlines, dates, and legible page numbers were checked against the supplied page images; publication dates were distinguished from dates stated within the reports, and descriptive file names were distinguished from the printed headlines.

The East View searches and retrieval of the retained newspaper files were conducted between March and April 2025. The repository had been recommended to the researcher during an NHCP-sponsored workshop in Cebu in 2025.

The author translated the Cebuano article, "Sa Siquijor," directly. For the four Spanish-language items—"Reseña de la Visita Diocesana á la Isla de Siquijor," "Noticias de Siquijor," and the two items published in *La Vanguardia*—ChatGPT (OpenAI) was used to produce working English translations from the Spanish text.

The author checked selected words and phrases using a Spanish dictionary, reviewed basic vocabulary using his own knowledge of Spanish, and compared the translations with the context of the original passages. The translations remain machine-assisted and author-checked; a specialist Spanish translator did not independently validate them. Accordingly, interpretations that depend upon translated wording are treated cautiously.

Appendix A reproduces the original Spanish passages and their corresponding working English translations to make the translations transparent and available for independent examination.

Table 1. Newspaper materials documented for this study

Newspaper	Dates Represented	Distinct Pages/Focal Items	Item Language
The Cablenews-	Dec. 5, 1907 - May 2, 1914	10	English

American			
Ang Camatuoran	Feb. 9, 1907; July 14, 1909; July 22, 1911	3	Spanish; Cebuano; Spanish
The Cebu Chronicle	July 6, 1910; Oct. 12, 1910	2	English
Progress	Nov. 12, 1930; Dec. 25, 1932; Mar. 4, 1934	3	English
La Vanguardia	Apr. 10, 1935; Oct. 4, 1935	2	Spanish
The Mindanao Herald	August 1, 1936	1	English
Total	1907-1936	21	16 English; 1 Cebuano; 4 Spanish

Note. Counts refer to one focal item per distinct newspaper page. All retrievable East View results concerning Fugate and Siquijor were examined, but the table includes only the newspaper items retained as relevant to the study's questions. The materials were retrieved between March and April 2025.

Analytical Framework

The study employs a microhistorical approach, focusing on a specific individual and locality to illuminate broader historical processes ([Ginzburg, 1993](#)). Microhistory allows for an in-depth examination of how macro-level structures—such as colonial policy, administrative systems, and economic conditions—are negotiated at the local level through individual agency.

This is complemented by a chronological-analytical method, in which Fugate's life and administration are reconstructed as a continuous historical flow. This approach facilitates the examination of historically situated relationships, including:

1. The linkage between municipal support and political legitimacy
2. The role of local material conditions (e.g., limestone availability) in shaping infrastructural development
3. The interaction between administrative effectiveness and political opposition
4. Whether leadership prominence was followed by institutional discontinuity

Situational Leadership and Institutionalization Framework: The Hersey–Blanchard model ([Hersey & Blanchard, 1969, 1982](#)) guides questions about how Fugate adapted his leadership to the responsibilities, experience, and cooperation of municipal officials and administrative personnel. These actors are the “followers” considered here. The study interprets their documented responses in relation to specific tasks; it does not treat political opposition as evidence of inadequate readiness. Whether administrative practices persisted after Fugate's tenure remains a question for documentary examination.

Furthermore, the study adopts an interpretive-analytical stance, particularly in examining the concept of a “forgotten legacy.” This involves a comparative evaluation of Fugate's leadership practices—especially in infrastructure and administrative efficiency—against subsequent governance patterns in Siquijor.

Through this analysis, the study assesses whether his leadership constituted an administrative model whose practices were later neglected or whether structural constraints limited its long-term institutionalization. Continuity is understood here as the documented continuation of practices, responsibilities, or maintenance arrangements beyond an individual officeholder's tenure. Silence in the available record is not, by itself, evidence of discontinuation.

The study integrates historical explanation within narrative reconstruction, moving beyond

descriptive historiography to explain why particular developments occurred. This includes examining the political implications of Fugate's appointment, the economic logic of infrastructure projects, and the structural factors underlying both his reported achievements and subsequent political difficulties. As a single-case documentary study, it offers contextual explanations rather than establishing causal effects or attributing later developments solely to a leadership change.

Table 2. Newspaper Source Inventory

Publication Date	Newspaper/Locator	Printed Headline	Source
Feb. 9, 1907	Ang Camatuoran, p.2	Reseña de la Visita Diocesana a la Isla de Siquijor	https://gpa.eastview.com/crl/sean/newspapers/agca19070209-01.1.2
Dec. 5, 1907	The Cablenews-American, p. 11	People wanted Fugate	https://gpa.eastview.com/crl/sean/newspapers/cana19071205-01.1.11
July 14, 1909	Ang Camatuoran, p. 3	Sa Siquijor	https://gpa.eastview.com/crl/sean/newspapers/agca19090714-01.1.3
Nov. 3, 1909	The Cablenews-American, p. 8	Road on Siquijor	https://gpa.eastview.com/crl/sean/newspapers/cana19091103-01.1.8
July 6, 1910	The Cebu Chronicle, p. 2	The island of Siquijor	https://gpa.eastview.com/crl/sean/newspapers/cbcr19100706-01.1.2
Sept. 20, 1910	The Cablenews-American, p. 5	Hubbell reports good progress in Southland	https://gpa.eastview.com/crl/sean/newspapers/cana19100920-01.1.5
Oct. 12, 1910	The Cebu Chronicle, p. 1	Dumaguete politicians bring charges against Fugate	https://gpa.eastview.com/crl/sean/newspapers/cbcr19101012-01.1.1
July 22, 1911	Ang Camatuoran, p. 2	Noticias de Siquijor	https://gpa.eastview.com/crl/sean/newspapers/agca19110722-01.1.2
Feb. 1, 1912	The Cablenews-American, p.4	Fugate Send Saddle	https://gpa.eastview.com/crl/sean/newspapers/cana19120201-01.1.4
Dec. 10, 1912	The Cablenews-American, p.6	Siquijor prospering says Governor Fugate	https://gpa.eastview.com/crl/sean/newspapers/cana19121210-01.1.6
Dec. 13, 1912	The Cablenews-American, front page	Fugate May Succeed Pack After January 1	https://gpa.eastview.com/crl/sean/newspapers/cana19121213-01.1.1
Sept. 3, 1913	The Cablenews-American, p. 6	Will distribute maguey and sisal	https://gpa.eastview.com/crl/sean/newspapers/cana19130903-01.1.6
Mar. 29, 1914	The Cablenews-	News of the people	https://gpa.eastview.co

	American, p. 2	whom you know	m/crl/sean/newspapers/cana19140329-01.1.18
May 2, 1914	The Cablenews-American, p. 2	Nieva family still controls Marinduque	https://gpa.eastview.com/crl/sean/newspapers/cana19140502-01.1.4
August 23, 1916	The Cablenews-American, p. 6	The Government of the Philippine Islands Executive Bureau	https://gpa.eastview.com/crl/sean/newspapers/cana19160823-01.1.6
Nov. 12, 1930	Progress, p. 2	Serious charges filed against Fugate alienate Senate votes	https://gpa.eastview.com/crl/sean/newspapers/prgr19301112-01.1.2
Dec. 25, 1932	Progress, p. 12	Negros share of porkbarrel	https://gpa.eastview.com/crl/sean/newspapers/prgr19321225-01.1.12
Mar. 4, 1934	Progress, p. 6	Murphy starts new deal policy in Moroland, overhauls personnel, makes changes	https://gpa.eastview.com/crl/sean/newspapers/prgr19340304-01.1.6
Apr. 10, 1935	La Vanguardia, p. 12	Fugate tambien ha solicitado su retiro	https://gpa.eastview.com/crl/sean/newspapers/lvra19350410-01.1.12
Oct. 4, 1935	La Vanguardia, p. 2	Habra protesta contra Cabili y el Datu Umbra	https://gpa.eastview.com/crl/sean/newspapers/lvra19351004-01.1.2
Aug. 1, 1936	The Mindanao Herald, vol. XXXIII, no. 25; front page	General Gallardo to head Sulu government	https://gpa.eastview.com/crl/sean/newspapers/mdhd19360801-01.1.1

Note. The inventory presents the 20 focal newspaper items retained for analysis. Publication dates, page numbers, headlines, and URLs correspond to the East View Global Press Archive copies consulted. Executive Order No. 57, reproduced in the August 23, 1916 issue of The Cablenews-American, is treated as a supplementary official issuance and is therefore not included in the 20-item newspaper corpus.

FINDINGS AND DISCUSSION

The life and administrative career of James R. Fugate, as reconstructed from archival newspapers and the documented historical data in this study, reveals a trajectory shaped by preexisting local conditions, early local immersion, reported infrastructural change, political contestation, and a later career in Sulu. His leadership in Siquijor must therefore be understood not as an isolated administrative episode, but as part of the broader restructuring of governance during the American period.

This discussion prioritizes the archival newspapers, legislation, official issuances, and historical works the author consulted directly. The author's unpublished thesis (Jalbuna, 2026) provided the broader chronology from which this focused inquiry developed, but the author cites the underlying sources directly wherever they can be identified.

A contemporaneous account published before Fugate's appointment helps establish the setting in which he later governed. The February 1907 "Reseña" of the Bishop of Cebu's visitation described Canaan, Maria, Lacy (present-day Lazi), San Juan, and Siquijor as distinct communities connected by routes of uneven accessibility. The journey to Maria required horseback travel through mountains and ravines, while the passage from Lacy to San Juan through the mountains was described as nearly impossible and was instead made by banca.

At the same time, municipal presidents, parish leaders, the principalía, and local Centros Católicos coordinated receptions in the different towns. Although the article was written from an explicitly Catholic perspective, its itinerary reveals an island with functioning local leadership and civic-religious organization but serious constraints on overland movement ("[Reseña de la Visita Diocesana á la Isla de Siquijor](#)," 1907; [Jalbuna, 2026](#)). Fugate therefore entered neither an administratively empty nor a socially unorganized locality; he entered a geographically fragmented island whose communities already possessed local networks capable of collective action.

From Soldier and Teacher to Lieutenant Governor

Fugate's entry into the Philippine colonial system began in 1899, when he arrived as a member of the 44th U.S. Volunteer Infantry. A 1910 profile reports that he was discharged in 1901, entered the Bureau of Education, taught in Bacolod and then Siquijor, remained in Siquijor until 1906, studied law at the University of Michigan, and returned to the Philippines the following year.

It also places him in the Bureau of Lands for approximately sixty days before his appointment as lieutenant governor ("[The Island of Siquijor](#)," 1910, p. 2; [Jalbuna, 2026](#)). This period of teaching in Siquijor was foundational because it gave him prior familiarity with the island, its geography, and some of its residents before he assumed administrative office.

Act No. 1753, enacted on October 8, 1907, established Siquijor as a subprovince of Oriental Negros and created the office of lieutenant governor ([Act No. 1753, 1907, secs. 1, 3–4](#)). On December 5, 1907, The Cablenews-American reported that the Governor-General had confirmed James R. Fugate's appointment on Tuesday, December 3, 1907. The report also noted that Siquijor's municipalities had supported and sought his selection as lieutenant governor ("[People Wanted Fugate](#)," 1907). His office was located in Larena, while the statute set an annual salary not exceeding ₱2,400, payable from subprovincial funds ([Act No. 1753, 1907](#); [Jalbuna, 2026](#)).

This local support must be understood within Siquijor's subordinate administrative position. The December 1907 report recorded the municipalities' complaint that the island had contributed approximately ₱75,000 in cedula and land taxes during the preceding five years but had received only about ₱1,000 in public expenditure ("[People Wanted Fugate](#)," 1907; [Jalbuna, 2026](#)).

Act No. 1753 formally reserved specified revenues for the benefit of Siquijor, including seventy percent of designated collections, but the statute alone does not show how quickly or fully those provisions were implemented. The support reported for Fugate therefore reflected an expectation that he would press the new fiscal arrangements in the island's interest; it should not be interpreted as proof of unanimous popular consent.

The same report stated that provincial authorities opposed the municipalities' intervention in the appointment. This establishes an early dispute over who should influence subprovincial leadership, but it does not by itself prove that provincial officers intended to deny Siquijor its lawful share of funds.

More cautiously, Fugate's appointment marked a tension between municipal expectations, provincial supervision, and the practical operation of the new subprovincial arrangement. This negotiated relationship accords with broader accounts of colonial governance in which local actors actively mediated rather than merely received state policy ([Abinales & Amoroso, 2005](#); [Go, 2008](#)).

Public Works and Pragmatic Administration

The most visible phase of Fugate's Siquijor administration occurred between 1908 and 1912, when newspapers repeatedly associated his government with road construction and other public works. A November 1909 report announced the completion of a second-class road around the island ("[Road on Siquijor](#)," 1909, p. 8).

A July 1910 profile, however, described a coastal road of approximately fifty miles as still under construction and estimated that another two or three years would be needed ("[The Island of Siquijor](#)," 1910, p. 2). These reports cannot simply be combined as proof of a single completion date; they may refer to different routes, classifications, or standards of completion.

The 1910 profile attributed the reported construction cost of only ₱1,700 for the seventeen-kilometer San Juan–Maria road to the local availability of limestone, while a September inspection report by the Director of Public Works praised the condition and progress of Siquijor's roads and trails ("[Hubbell Reports Good Progress in Southland](#)," 1910, p. 5; "[The Island of Siquijor](#)," 1910, p. 2).

The ₱1,700 figure referred to the San Juan–Maria road, not to the approximately fifty-mile coastal road. Together, these accounts support the interpretation that Fugate's administration adapted construction to local materials and conditions. They remain administrative and journalistic assessments rather than an audited comparison of costs, durability, or island-wide economic effects.

Beyond roads, the newspapers document initiatives in water supply, communications, agriculture, education, and local craftsmanship. The 1910 profile reported an operating water system at Canoan and a proposed system for Siquijor. In 1912, a report based on Fugate's own statements described an 18,000-gallon reservoir and a telegraph connection with Negros ("[Siquijor Prospering Says Governor Fugate](#)," 1912). A 1913 item reported a plan to distribute maguey and sisal planting materials at Fugate's request ("[Will Distribute Maguey and Sisal](#)," 1913, p. 6).

Banguis-Bantawig et al. (2016, pp. 358–359) additionally associate Fugate's administration with the construction of school buildings and the expansion of water-distribution systems. Because this is a later historical account rather than a contemporaneous administrative report, it supplies supporting context rather than independent quantitative evidence of the scale or completion of these projects. These measures nevertheless show an administration that addressed several practical sectors rather than concentrating on a single public-works project.

A February 1, 1912 notice provides a smaller but revealing example of Fugate's use of official networks. It reported that he sent Secretary of the Interior Dean C. Worcester a pair of saddles carved from solid pieces of native wood as samples of work produced by Siquijor's inhabitants ("[Fugate Send Saddle](#)," 1912, p. 4). The item does not establish the scale of saddle production, but it shows Fugate presenting local workmanship and materials to a senior colonial official.

Public Praise and Political Contestation

Contemporary accounts reveal that Fugate attracted notable public praise. A Cebuano letter published in *Ang Camatuoran* on July 14, 1909, commended him and associated his administration with Siquijor's improvement ("[Sa Siquijor](#)," 1909). A 1910 profile in *The Cebu Chronicle* portrayed local regard in strikingly personal terms, stating that residents looked up to him "like a god" ("[The Island of Siquijor](#)," 1910, p. 2). This expression illustrates both the personalization of administrative authority and the newspaper's favorable portrayal of Fugate; it should not be interpreted as measurable evidence of island-wide opinion.

A 1911 Spanish-language report further placed Fugate at an ecclesiastical ceremony and recorded that he spoke during the accompanying banquet. The report identified Gerónimo Cortés as the padrino and noted that Fugate accompanied him ("[Noticias de Siquijor](#)," 1911). Fugate's

participation demonstrates his visibility within an occasion that brought together civil, religious, and community figures. [Miller \(2019, pp. 930–932\)](#) similarly shows how Governor-General W.

Cameron Forbes and Secretary of the Interior Dean Worcester used favorable portrayals of Fugate's administration to justify continued American rule. Miller contrasts these idealized representations with the coercive foundations of the public works they praised, including unpaid local labor, aggressive cedula collection, land confiscation with little or no compensation, and reliance on the Philippine Constabulary. Contemporary praise of Fugate's administrative achievements must therefore be interpreted within the unequal power relations and legitimizing narratives of American colonial governance.

Fugate's prominence also drew political contestation. In October 1910, The Cebu Chronicle reported accusations from political actors in Dumaguete concerning alleged financial irregularities and the use of intermediaries in public transactions ("[Dumaguete Politicians Bring Charges Against Fugate,](#)" 1910, p. 1). The same article presented defenses favorable to Fugate, but the available page does not contain a final investigative or judicial determination. The evidence consequently establishes that his administration was contested, but it does not establish either the truth of the accusations or the contrary claim that every charge was politically fabricated.

Fugate's administrative reputation also circulated beyond Siquijor. On December 13, 1912, The Cablenews-American reported that he might succeed Walter F. Pack as governor of the Mountain Province after January 1. Secretary Worcester declined to confirm the report and stated only that an announcement would be made in due course ("[Fugate May Succeed Pack After January 1,](#)" 1912, p. 1). The item therefore provides evidence that Fugate was publicly considered for a wider colonial appointment, but not that the reported appointment was completed.

The 1914 Election and the Question of Continuity

Fugate's political limits became visible in 1914. A March 29 notice reported that he had resigned and was running for election, with Esperidion Villegas serving temporarily as lieutenant governor ("[News of the People Whom You Know,](#)" 1914, p. 2). The municipal electoral assembly met in Larena on April 29, 1914, and Pablo Bueno received a plurality of the legally cast votes. Executive Order No. 42, dated May 18, officially announced the result, and Bueno took his oath on May 27 ([Government of the Philippine Islands, 1914; Jalbuna, 2026](#)).

A May 2 newspaper report had already stated that Bueno defeated Fugate and that a protest was not then expected, although possible irregularities were mentioned ("[Nieva Family Still Controls Marinduque,](#)" 1914, p. 2). Neither the newspaper nor the executive order explains why the municipal electors preferred Bueno. The result therefore indicates a shift in political support, but it cannot, by itself, demonstrate a general nationalist rejection of American leadership.

The post-1914 record provides a critical but incomplete basis for evaluating continuity. [Aldecoa-Rodriguez \(1989, p. 41\)](#) reports that Governor-General Leonard Wood visited Siquijor on April 16, 1922, found no doctor or trained nurse, described the sanitary inspectors as untrained, criticized dynamite fishing, and referred to the loss of 500 lives during the 1919 smallpox epidemic.

According to Aldecoa-Rodriguez, Wood attributed these conditions to the leadership change after 1914 and claimed that "nothing has been done" since Fugate's defeat. Wood's original report was not independently examined for this paper; his statement is therefore cited as transmitted by Aldecoa-Rodriguez and treated as a colonial executive's retrospective assessment rather than an independently verified measurement of island-wide administrative performance.

Other evidence complicates Wood's sweeping judgment. Executive Order No. 57, dated August 16, 1916, and reproduced in The Cablenews-American on August 23, confirmed that Tomas Padayhag had received a plurality of the legally cast votes for lieutenant governor of Siquijor in the general election held on June 6, 1916. The order stated that the certified officials could qualify and

assume office in accordance with law ([Government of the Philippine Islands, Executive Bureau, 1916](#)).

This record confirms Padayhag's orderly succession but does not, by itself, establish the effectiveness of his administration. [Aldecoa-Rodriguez \(1989, p. 20\)](#) subsequently records Vicente Villanueva's succession in 1919, while Siquijor State College's institutional history identifies the establishment of a general high school in Larena during Villanueva's administration ([Siquijor State College, 2020](#)). [Banguis-Bantawig et al. \(2016, p. 360\)](#) likewise credit Marcial Pal-ing's administration with improvements to the Larena port. These developments indicate that public initiatives continued after Fugate, although they do not show that his procedures for securing resources, coordinating municipalities, and maintaining projects were consistently followed.

More substantial infrastructural development appeared under Sergio Jumawan. [Banguis-Bantawig et al. \(2016, pp. 360–361\)](#) report that his administration established a Bureau of Public Works office in Larena, built or improved school buildings and roads, and created a telephone network connecting the island's towns, with Larena as the central station.

A directly examined 1932 newspaper report also listed proposed appropriations for Siquijor schools, wharves, and roads, including ₱6,000 for a primary school in Barrio Banban, although the appropriations still awaited the Governor-General's approval ("[Negros Share of Porkbarrel](#)," 1932, p. 12). The available evidence therefore indicates uneven discontinuity followed by renewed development, rather than complete or permanent stagnation after 1914.

Analyzed through the lens of the Hersey–Blanchard Situational Leadership model, Fugate's initial success lay in his ability to match his administrative approach to the specific developmental priorities and political willingness of Siquijor's municipal leaders. Arriving in a peripheral subprovince eager for equitable resource distribution, Fugate employed a highly supportive and directive style that matched local aspirations.

By 1914, however, the leadership relationship had changed, and the municipal electoral assembly selected Pablo Bueno. Although the author's broader thesis considered race, preference for Filipino leadership, earlier accusations, and religious affiliation as possible influences, the surviving election records do not identify any of these as the decisive cause. They should therefore remain hypotheses for further investigation rather than findings of the present study.

Act No. 1753 already provided legally defined fiscal arrangements for the subprovince; the institutional question is whether the administrative practices used to secure resources, coordinate local officials, and maintain public works were sufficiently embedded to continue across personnel changes. The later projects under Villanueva, Pal-ing, and Jumawan show that development did not depend permanently upon Fugate.

However, the available record does not establish an uninterrupted transfer of his particular practices from one administration to the next. The case therefore illustrates the difference between the continuation of public development in general and the institutional reproduction of a specific leader's administrative methods.

Later Career in Sulu

Fugate's later career in Sulu provides comparative evidence concerning the persistence of his personal administrative style, but it does not directly demonstrate continuity in Siquijor. In 1930, *Progress* reported that allegations of maladministration endangered Senate confirmation of his interim appointment as governor of Sulu ("[Serious Charges Filed Against Fugate Alienate Senate Votes](#)," 1930, p. 2).

His service nevertheless continued: *Progress* reported his return to duty in March 1934, while *La Vanguardia* subsequently reported his retirement application and another political complaint in 1935 ("[Murphy Starts New Deal Policy in Moroland](#)," 1934, p. 6; "[Fugate Tambien Ha](#)

[Solicitado Su Retiro," 1935, p. 12](#); ["Habra Protesta Contra Cabili y el Datu Umbra," 1935, p. 2](#)). The latter report also reproduced a portrait of Fugate (Figure 1).

In 1936, The Mindanao Herald announced his summons to Manila without explaining the reason (["General Gallardo to Head Sulu Government," 1936, front page](#)). These accounts reveal a recurring combination of active administration, recognition, and political contestation. They suggest that characteristics associated with Fugate personally persisted across settings, but they do not establish that his Siquijor government's administrative practices were transferred to or institutionalized in Sulu.



The Fugate Example and Its Historical Significance

Taken as a whole, the chronological reconstruction of Fugate's life reveals a consistent but qualified pattern. His authority in Siquijor rested on local familiarity and municipal support; his administration achieved significant reported infrastructural and institutional development through pragmatic use of local resources; yet his prominence provoked political opposition that limited the durability of his leadership. The 1912 report identifying him as a possible successor to the governor of the Mountain Province also shows that his administrative reputation extended beyond Siquijor. His later career in Sulu further demonstrates that the combination of recognition, active governance, and political contest persisted beyond the island.

[Miller \(2019\)](#) follows Fugate's wider career from military and teaching service through Siquijor, Sulu, missionary work, and his death in 1938. Her principal contribution is to show how Fugate's chronic physical debility, administrative conduct, and public representation embodied colonial bureaucratic masculinity and sustained the unequal authority of American rule. The present study does not challenge that interpretation.

It extends the inquiry by shifting the unit of analysis from Fugate's embodied colonial authority to the fate of administrative practices in Siquijor after his departure. By examining the succession from Fugate to Bueno and the later initiatives associated with Villanueva, Pal-ing, and Jumawan, the study identifies neither uninterrupted continuity nor permanent collapse, but a pattern of disruption and subsequent renewal.

Thus, the evidence supports a nuanced historical interpretation: James R. Fugate's leadership represents effective but incompletely institutionalized governance. His administration demonstrated the possibilities of localized, resource-based development under colonial conditions, but its dependence on personal authority limited its transformation into a sustained political tradition. Later officials renewed public development, but the available evidence does not show that Fugate's particular practices were continuously transmitted through formal procedures, recurrent budgets, maintenance arrangements, or documented administrative responsibilities.

His legacy, therefore, endures not as an enduring system, but as a historical example—one that illustrates both the potential and the limits of individual leadership in shaping local

governance. The “Fugate Example” is forgotten not because it left no trace, but because people remembered its practices more clearly than they reproduced them as durable administrative routines.

CONCLUSIONS

Conclusion

The historical reconstruction indicates that Fugate’s administration was contemporaneously associated with substantial improvements in roads, water systems, communications, agriculture, and education. His familiarity with Siquijor, municipal support, and adaptation to local needs help explain how individual leadership mobilized the opportunities created by the island’s new subprovincial status.

The surviving evidence, however, does not establish that the practices supporting these achievements were continuously transferred to succeeding administrations. Developments under Villanueva, Pal-ing, and Jumawan also demonstrate that Siquijor did not experience permanent administrative collapse after Fugate. The more defensible finding is uneven discontinuity followed by later renewal rather than either seamless continuity or complete post-1914 stagnation.

The vulnerability of projects closely tied to Fugate’s personal coordination nevertheless points to an important institutional problem. Leadership can initiate development, but continuity requires recurrent budgets, documented responsibilities, maintenance systems, transparent administrative procedures, and locally developed civil-service capacity.

Because complete administrative and financial records have not yet been recovered, we cannot state conclusively how absent, weak, or disrupted these mechanisms were. The narrower conclusion is that the reported gains and the administrative practices associated with them were not sustained uniformly through subsequent leadership changes.

What remained was an example remembered rather than a system reproduced. What the study terms a “forgotten legacy” is not an erased history, but the fading institutional memory of a period in which individual initiative, municipal support, and pragmatic use of local resources were strongly associated with development. Ultimately, the “Fugate Example” shows that while situational leadership can generate rapid progress during a transitional period, the durability of that progress depends largely on whether effective practices are embedded in institutions that can survive political succession.

Practical Implications

For present-day local governments, the case suggests that adaptive leadership should be joined to institutional safeguards. Development projects are more likely to survive leadership turnover when they are supported by recurrent budgets, written maintenance schedules, transparent procurement and reporting, reliable records, clear assignment of responsibility, and continuing civil-service development. The historical setting differs substantially from contemporary democratic governance, so the Fugate case should inform reflection rather than serve as a direct administrative formula.

LIMITATIONS & FURTHER RESEARCH

Limitations

This study is bounded by the survival, digitization, and accessibility of historical sources. The researcher examined all retrievable results from searches for James R. Fugate and Siquijor in the East View Global Press Archive. From these results, the researcher retained only materials relevant to Fugate’s life, administrative activities, public reputation, political controversies, participation in church-related affairs, and the governance and development of Siquijor for analysis.

The resulting corpus of 20 newspaper items therefore represents an analytically selected body of evidence rather than the full set of search results. Items were excluded because they did not contribute to the study's questions, not because the searches concerning Fugate or Siquijor were incomplete.

The surviving documentation is substantial and sufficient to reconstruct the principal stages of Fugate's career and evaluate the administrative practices associated with his leadership. It documents his appointment, development initiatives, political disputes, election, church-related activities, public reputation, and later government service.

Nevertheless, the available archive cannot be assumed to contain every item historically published about Fugate or Siquijor. Some newspaper issues may not have survived or been digitized, while relevant materials may remain undiscoverable because of incomplete indexing, spelling variations, damaged text, or limitations in optical character recognition.

Newspapers also reflected the editorial priorities, political positions, colonial assumptions, and reporting conventions of their time. An article therefore establishes what was reported, alleged, praised, or debated, but it does not automatically confirm the accuracy of every statement it contains. Newspaper evidence was consequently compared, where possible, with legislation, official issuances, and later historical works. However, the absence of continuous budgetary, maintenance, public-health, and public-works records limits how systematically reported accomplishments and their durability can be measured.

Further limitations concern interpretation. The Spanish-language materials were translated through a machine-assisted process and checked by the author but were not independently validated by a specialist Spanish translator. The Hersey-Blanchard Situational Leadership Model is applied retrospectively as an interpretive lens rather than as a contemporary framework used by Fugate or the people of Siquijor. Finally, as a documentary study of one administrator and one locality, the research provides a contextual historical explanation rather than findings that can be generalized automatically to other Philippine subprovinces.

Further Research

Future research should examine the official commission, oath, and assumption-of-office records for Fugate; minutes of the Oriental Negros provincial board and Siquijor municipal councils; treasury and audit accounts; Bureau of Public Works reports; school and public-health statistics; and the full records of the 1914 electoral assembly and any related protest. Such evidence could test whether reported projects were completed, how they were financed and maintained, and which administrative changes actually occurred after 1914.

A comparative study of Siquijor and other American-period subprovinces would also determine whether the relationship identified here between personal leadership and institutional continuity was distinctive or part of a broader colonial pattern. Additional research on Fugate's later administration in Sulu could further clarify which features of his leadership persisted across different political and cultural settings.

REFERENCES

- Abinales, P. N., & Amoroso, D. J. (2005). *State and society in the Philippines*. Rowman & Littlefield.
- Acemoglu, D., & Robinson, J. A. (2012). *Why nations fail: The origins of power, prosperity, and poverty*. Crown Business.
- Act No. 1753, An Act Declaring All of the Territory Comprised in the Island of Siquijor a Subprovince of Oriental Negros, and for Other Purposes (1907). Supreme Court E-Library. <https://elibrary.judiciary.gov.ph/thebookshelf/showdocs/28/16057>
- Aldecoa-Rodriguez, C. (1989). *Negros Oriental from American rule to the present: A history* (Vol. 2,

- Pt. 1). Toyota Foundation; Provincial Government of Negros Oriental.
- Banguis-Bantawig, R., Anoos-Aljas, C., Balongag-Marano, F., Bahian-Lubguban, M. G., Juguilon, J. L., Jabierto-Barrera, G., Omongos-Duran, E., Siong-Palongpalong, P., Calibo, D. I., & Bidad, R. (2016). *Siquijor's mystical wonders*. Central Book Supply.
- Di Mascio, F., Coletti, P., & Natalini, A. (2025). How institutional design and leadership sustain collaborative public sector innovation: The case of administrative simplification in Italy. *Policy Design and Practice*, 8(2), 183–198. <https://doi.org/10.1080/25741292.2025.2514341>
- Dulay, D. (2022). The search for spices and souls: Catholic missions as colonial state in the Philippines. *Comparative Political Studies*, 55(12), 2050–2085. <https://doi.org/10.1177/00104140211066222>
- Dulay, D., & Go, L. (2022). When running for office runs in the family: Horizontal dynasties, policy, and development in the Philippines. *Comparative Political Studies*, 55(4), 588–627. <https://doi.org/10.1177/00104140211024292>
- Dumaguete politicians bring charges against Fugate. (1910, October 12). *The Cebu Chronicle*, 1. <https://gpa.eastview.com/crl/sean/newspapers/cbcr19101012-01.1.1>
- Evans, P., & Rauch, J. E. (1999). Bureaucracy and growth: A cross-national analysis of the effects of "Weberian" state structures on economic growth. *American Sociological Review*, 64(5), 748–765. <https://doi.org/10.1177/000312249906400508>
- Fugate may succeed Pack after January 1. (1912, December 13). *The Cablenews-American*, 1. <https://gpa.eastview.com/crl/sean/newspapers/cana19121213-01.1.1>
- Fugate send saddle. (1912, February 1). *The Cablenews-American*, 4. <https://gpa.eastview.com/crl/sean/newspapers/cana19120201-01.1.4>
- Fugate tambien ha solicitado su retiro [Fugate has also requested his retirement]. (1935, April 10). *La Vanguardia*, 12. <https://gpa.eastview.com/crl/sean/newspapers/lvra19350410-01.1.12>
- General Gallardo to head Sulu government. (1936, August 1). *The Mindanao Herald*, 1. <https://gpa.eastview.com/crl/sean/newspapers/mdhd19360801-01.1.1>
- Ginzburg, C. (1993). Microhistory: Two or three things that I know about it (J. Tedeschi & A. C. Tedeschi, Trans.). *Critical Inquiry*, 20(1), 10–35. <https://doi.org/10.1086/448699>
- Go, J. (2008). *American empire and the politics of meaning: Elite political culture in the Philippines and Puerto Rico during U.S. colonialism*. Duke University Press. <https://doi.org/10.1215/9780822389323>
- Government of the Philippine Islands. (1914, May 18). Executive Order No. 42. *Gaceta Oficial*, 12(23). University of Santo Tomas Miguel de Benavides Library Digital Collections. <https://digilib.ust.edu.ph/digital/collection/gacetaoficial/id/15336/rec/3>
- Government of the Philippine Islands, Executive Bureau. (1916, August 23). Executive Order No. 57. *The Cablenews-American*, 6. <https://gpa.eastview.com/crl/sean/newspapers/cana19160823-01.1.6>
- Habra protesta contra Cabili y el Datu Umbra [There will be a protest against Cabili and Datu Umbra]. (1935, October 4). *La Vanguardia*, 2. <https://gpa.eastview.com/crl/sean/newspapers/lvra19351004-01.1.2>
- Hersey, P., & Blanchard, K. H. (1969). Life cycle theory of leadership. *Training & Development Journal*, 23(5), 26–34.
- Hersey, P., & Blanchard, K. H. (1982). *Management of organizational behavior: Utilizing human resources* (4th ed.). Prentice-Hall.
- Hubbell reports good progress in Southland. (1910, September 20). *The Cablenews-American*, 5. <https://gpa.eastview.com/crl/sean/newspapers/cana19100920-01.1.5>
- The island of Siquijor. (1910, July 6). *The Cebu Chronicle*, 2.

- <https://gpa.eastview.com/crl/sean/newspapers/cbcr19100706-01.1.2>
- Jalbuna, J. M. (2026). *Crossroads of faith and power: The politico-religious history of the Municipality of Siquijor* [Unpublished master's thesis]. Negros Oriental State University.
- Miller, K. R. (2019). "Thin, wistful, and white": James Fugate and colonial bureaucratic masculinity in the Philippines, 1900–1938. *American Quarterly*, 71(4), 921–944. <https://doi.org/10.1353/aq.2019.0068>
- Muallidin, I. (2026). Leadership as institutional mechanism: Authority, governance direction and institutionalized structure. *International Journal of Public Leadership*. Advance online publication. <https://doi.org/10.1108/IJPL-08-2025-0139>
- Murphy starts New Deal policy in Moroland, overhauls personnel, makes changes. (1934, March 4). *Progress*, 6. <https://gpa.eastview.com/crl/sean/newspapers/prgr19340304-01.1.6>
- Negros share of porkbarrel: As secured by Rep. Romero. (1932, December 25). *Progress*, 12. <https://gpa.eastview.com/crl/sean/newspapers/prgr19321225-01.1.12>
- News of the people whom you know. (1914, March 29). *The Cablenews-American*, 2. <https://gpa.eastview.com/crl/sean/newspapers/cana19140329-01.1.18>
- Nieva family still controls Marinduque. (1914, May 2). *The Cablenews-American*, 2. <https://gpa.eastview.com/crl/sean/newspapers/cana19140502-01.1.4>
- Noticias de Siquijor [News from Siquijor]. (1911, July 22). *Ang Camatuoran*, 2. <https://gpa.eastview.com/crl/sean/newspapers/agca19110722-01.1.2>
- People wanted Fugate. (1907, December 5). *The Cablenews-American*, 11. <https://gpa.eastview.com/crl/sean/newspapers/cana19071205-01.1.11>
- Poblador, K. F. K. (2026). Anchored in the past: The colonial origins of cabotage policy in the Philippines. *International Journal of Maritime History*, 38(2), 297–315. <https://doi.org/10.1177/08438714251405217>
- Reseña de la visita diocesana á la Isla de Siquijor [Account of the diocesan visit to the Island of Siquijor]. (1907, February 9). *Ang Camatuoran*, 2. <https://gpa.eastview.com/crl/sean/newspapers/agca19070209-01.1.2>
- Road on Siquijor. (1909, November 3). *The Cablenews-American*, 8. <https://gpa.eastview.com/crl/sean/newspapers/cana19091103-01.1.8>
- Sa Siquijor [In Siquijor]. (1909, July 14). *Ang Camatuoran*, 3. <https://gpa.eastview.com/crl/sean/newspapers/agca19090714-01.1.3>
- Serious charges filed against Fugate alienate Senate votes. (1930, November 12). *Progress*, 2. <https://gpa.eastview.com/crl/sean/newspapers/prgr19301112-01.1.2>
- Siquijor prospering says Governor Fugate. (1912, December 10). *The Cablenews-American*, 6. <https://gpa.eastview.com/crl/sean/newspapers/cana19121210-01.1.6>
- Siquijor State College. (2020, August 6). *History*. <https://siquijorstate.edu.ph/history/>
- Will distribute maguey and sisal. (1913, September 3). *The Cablenews-American*, 6. <https://gpa.eastview.com/crl/sean/newspapers/cana19130903-01.1.6>

APPENDIX A**Original Spanish Passages and Working English Translations**

This appendix reproduces facsimiles and selected Spanish passages from the newspaper sources used to interpret James R. Fugate's administrative career and public activities. The transcriptions retain historical spelling and punctuation where these are legible; bracketed ellipses indicate omitted text. The English renderings are working translations produced through a machine-assisted process and checked by the author against the original context. They have not been independently validated by a specialist Spanish translator and should therefore be read together with the reproduced source pages.

Source-title clarification. The issue dated July 22, 1911 is identified by its cover and the East View Global Press Archive as *Ang Camatuoran*. The word “Sugbu” on the interior page is part of the Cebu place-and-date line and is not treated here as the newspaper title.

Relevant original passage

Canoan fué el primer pueblo visitado por el Ilmo. Sr. Obispo de Cebú que, embarcado en la noche del miércoles 23 de Enero á bordo del vapor «Victoria» cedido y puesto á disposición de Mgr. Hendrick por la piadosa y amable Sra. Viuda de Escaño, llegó al puerto de Canoan en la mañana del día siguiente á las 6. [...] Las campanas echadas al vuelo y el silbato del vapor atrajeron á todo el pueblo hacia la playa. La amabilidad de los dignos Presidentes Municipal y del Centro Católico suplió la ausencia del R. P. Valentín Avellana que llegó de Lacy á las 7 p. m. del mismo día 24 Enero. [...] Durante la permanencia del Sr. Obispo en Canoan el pueblo no cesó de tributar homenaje de respeto y veneración á su alta Jerarquía.

María. Es el pueblo inmediato de Canoan que dista de este unos 15 kilómetros. El R. P. Agustín Medalle nombrado Cura de Lacy y María y que vino con el Sr. Obispo se encargó de la recepción al ilustre viajero. Gracias á su previsión de llevar una buena provisión, el Sr. Obispo y comitiva que llegaron á María á las 2 p. m. cansados y rendidos de un largo viaje bajo un sol abrasador á caballo por aquellos montes y barrancos, encontraron en la nueva Casa del P. Agustín todo lo necesario para recobrar las fuerzas perdidas. La música de un barrio de aquella Parroquia y la Principalía estuvieron esperando al Sr. Obispo desde la divisoria, y la música del pueblo con una numerosa concurrencia desde la entrada de la población que le acompañaron todos hasta la Iglesia.

Lacy. Dista también de María 15 kilómetros, pero los caminos son mejores que los de Canoan. Se marchó el Sr. Obispo á las 6 p. m. del día 27 de Enero y llegó á Lacy á las 8 p. m. con hermosa luna y en medio de la ovación de los sencillos y amables feligreses de Lacy. [...] El Centro Católico encargado de la recepción y el Municipio de Lacy demostraron saber cumplir los deberes de fieles y piadosos cristianos.

San Juan. El paso de Lacy á San Juan por los montes es casi imposible por lo cual se dispuso el viaje en una banca. [...]

Siquijor. Este es el pueblo principal, antiguo y de más importancia en aquella Isla del mismo nombre. [...] La gente es piadosa y amable y obsequiosa. A las 6 p. m. del día 30 de Enero tuvo lugar la solemne entrada del Sr. Obispo á cuyo encuentro salieron las músicas de los barrios importantes con su respectiva principalía desde la divisoria, y desde la entrada de la población el Municipio en pleno, el Centro Católico y una inmensa concurrencia con la bien afinada música del pueblo.

Working English translation

Canoan was the first town visited by the Most Reverend Bishop of Cebu. Having embarked on the night of Wednesday, January 23, aboard the steamer Victoria, which the pious and gracious widow of Escaño had placed at Monsignor Hendrick's disposal, he arrived at the port of Canoan at six o'clock the following morning. [...] The ringing of the bells and the steamer's whistle drew the whole town toward the shore. The graciousness of the worthy municipal president and the president of the Catholic Center made up for the absence of Father Valentín Avellana, who arrived from Lacy at seven in the evening on January 24. [...] During the bishop's stay in Canoan, the people continually paid him homage, respect, and veneration appropriate to his high ecclesiastical rank.

Maria. This is the town nearest Canoan, about fifteen kilometers away. Father Agustín Medalle, newly appointed parish priest of Lacy and Maria, who came with the bishop, took charge of receiving the distinguished visitor. Because he had prudently brought ample provisions, the

bishop and his party, who reached Maria at two in the afternoon exhausted by a long horseback journey under a burning sun through mountains and ravines, found at Father Agustín's new residence everything needed to recover their strength. Musicians from one barrio of the parish and the local principalía waited for the bishop at the boundary, while the town band and a large crowd met him at the entrance to the settlement and accompanied him to the church.

Lacy. It is also fifteen kilometers from Maria, but its roads are better than those of Canoan. The bishop departed at six in the evening on January 27 and reached Lacy at eight, under a beautiful moon and amid the acclaim of Lacy's simple and gracious parishioners. [...] The Catholic Center, which handled the reception, and the municipality of Lacy showed that they knew how to fulfill the duties of faithful and devout Christians.

San Juan. Passage from Lacy to San Juan through the mountains is almost impossible, so the journey was arranged by boat. [...]

Siquijor. This is the principal, oldest, and most important town on the island of the same name. [...] The people are devout, gracious, and hospitable. At six in the evening on January 30, the bishop made his solemn entrance. The bands of the important barrios, each with its principalía, went to meet him at the boundary; at the entrance to the town, the full municipal government, the Catholic Center, and an immense crowd received him together with the town's well-tuned band.

A.3 FUGATE TAMBIÉN HA SOLICITADO SU RETIRO

Source
Archive

“Fugate también ha solicitado su retiro.” (1935, April 10). La Vanguardia, p. 12.

<https://gpa.eastview.com/crl/sean/newspapers/lvra19350410-01.1.12>

Facsimile of the source page



Facsimile 3. La Vanguardia, April 10, 1935, page 12.

Relevant original passage

Después de presentar la solicitud de retiro del gobernador delegado de Sulu, Fred G. Roth, el mismo gobernador James R. Fugate presentó, a su vez, ayer en la oficina de Tribus no cristianas, su solicitud de retiro bajo la ley de gratificación de los americanos, "efectiva a conveniencia del gobierno".

El gobernador Fugate, según se dijo ayer en el buró, no se retira inmediatamente, al menos hasta después de establecido el Commonwealth.

Con el retiro de los tres gobernadores provinciales americanos en las islas —el Gobernador Fugate de Sulu, el Gobernador James J. Heffington de Lanao y el Gobernador W. E. Dosser de la Provincia Montañosa—, la administración de las provincias especiales quedará completamente filipinizada.

Working English translation

After Sulu Deputy Governor Fred G. Roth submitted his retirement application, Governor James R. Fugate likewise filed his own application yesterday with the Office of Non-Christian Tribes under the law providing gratuities to Americans, to become "effective at the convenience of the government."

According to a statement made yesterday at the bureau, Governor Fugate would not retire immediately, at least not until after the Commonwealth had been established.

With the retirement of the three American provincial governors in the islands—Governor Fugate of Sulu, Governor James J. Heffington of Lanao, and Governor W. E. Dosser of the Mountain Province—the administration of the special provinces would become entirely Filipino.

Relevant original passage

Gulamu Rasul denuncia al gobernador Fugate

Hadji Gulamu Rasul, hijo del exsenador Hadji Butu, que fue candidato a diputado en las pasadas elecciones y vencido por el representante datu Umbra Amilbangsa, denunció ayer al gobernador James R. Fugate de Sulú por participar activamente en política. La denuncia fue presentada ante el director Teopisto Guingona de la oficina de las Tribus no Cristianas.

Conferenciando con el Director Guingona ayer, Hadji Gulamu declaró asimismo que protestará la elección del datu Umbra bajo el fundamento de que el diputado electo no ha llegado aun a la edad exigida por la constitución para poder ser elegido al cargo.

En cuanto a la denuncia contra el gobernador Fugate que fue verbal, el director Guingona pidió que se presentara una queja formal por escrito. Es posible, sin embargo, que Hadji Gulamu desista de presentar una queja por escrito, pues la impresión obtenida por el director Guingona es que carece de pruebas suficientes para sustanciar su queja.

El ataque de Hadji Gulamu contra el gobernador Fugate se toma como indicación de cambios en la política en Sulú, porque él y el vocal Arolas Tulawie están ahora alineados en contra del gobernador de Sulú, mientras que el datu Umbra, Dayang-Dayang Hadji Piandao y el Sultán Jamalul Kiram, que antes no estaban en buenas relaciones con el gobernador Fugate, ahora le apoyan decididamente.

Working English translation

Gulamu Rasul Accuses Governor Fugate

Hadji Gulamu Rasul, son of former senator Hadji Butu, who was a candidate for representative in the recent elections and was defeated by Representative Datu Umbra Amilbangsa, yesterday accused James R. Fugate, governor of Sulu, of taking an active part in politics. The accusation was presented to Director Teopisto Guingona of the Office of Non-Christian Tribes.

During a conference with Director Guingona yesterday, Hadji Gulamu also stated that he would contest Datu Umbra's election on the ground that the representative-elect had not yet reached the age required by the Constitution for election to the office.

Because the accusation against Governor Fugate was made orally, Director Guingona requested a formal written complaint. However, Hadji Gulamu might have refrained from filing one, since Director Guingona believed he lacked sufficient evidence to substantiate his complaint.

Hadji Gulamu's attack on Governor Fugate was interpreted as a sign of shifts in Sulu politics. He and board member Arolas Tulawie were now aligned against the Sulu governor. At the same time, Datu Umbra, Dayang-Dayang Hadji Piandao, and Sultan Jamalul Kiram, who had previously not been on good terms with Governor Fugate, now supported him decisively.