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volume II of III
september 1984

STATUE OF LIBERTY
ELLIS ISLAND

NATIONAL MONUMENT / NEW YORK-NEW JERSEY

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VOLUME II of III



ELLIS ISLAND
STATUE OF LIBERTY NATIONAL MONUMENT
NEW YORK - NEW JERSEY

By
Harlan D. Unrau

U.S. Department of the Interior / National Park Service

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PREFACE

This historic resource study (historical component only) has been prepared to satisfy in part the research needs as stated in the task directive entitled, "Master Task Directive, Addendum No. 1, Package No. 107, Ellis Island Preservation" (approved by Acting North Atlantic Regional Director Terry W. Savage by memorandum dated November 5, 1982). Data from this report will provide an expanded information base that will be used to plan the preservation/stabilization and interpretation of Ellis Island. As stated in the task directive this study does not purport to present the entire history of Ellis Island. Rather it is intended to comprise a series of short monograph-type studies presenting expanded research data on topics that National Park Service personnel at Statue of Liberty National Monument, the North Atlantic Regional Office, and the Denver Service Center cited as requiring further documentation. Because of the length of the study appendixes are grouped with their respective chapters.

A number of persons have assisted in the preparation of this report. Special thanks are due to Superintendent David L. Moffitt, and members of his staff including William DeHart, Chief, Resource Protection Services, Christine Hoepfner, Chief, Interpretation, and Paul Kinney, Curator, for sharing their ideas on the nature of research required for the project, making available to me the park files and library resources for reference purposes, and generally orienting me to the research needs for planning and interpretive endeavors at Ellis Island. Especially helpful in this regard were two meetings arranged by Hoepfner in which I was able to discuss the research needs of the park with the interpreters at Ellis Island. Dwight Pitcaithley, Regional Historian, North Atlantic Regional Office, also provided useful suggestions and available documentation from his files for the report. Among the Denver Service Center personnel who aided my efforts were: Judson Ball, who had general administrative responsibility for all DSC efforts at Ellis Island under Package No. 107; Michael Adlerstein, architect/planner who was team captain of the general management planning team for Statue of Liberty National Monument; and

my immediate supervisor, Ronald W. Johnson, Chief, History Section, Branch of Cultural Resources, Northeast Team. My thanks also goes to Helen Athearn for typing the extensive correspondence associated with this project and Evelyn Steinman for typing the manuscript and handling the administrative details associated with its printing.

Harlan D. Unrau
January 15, 1984

STATEMENT OF HISTORICAL SIGNIFICANCE

Ellis Island, off the New Jersey shoreline in upper New York Bay and within sight of the Statue of Liberty, is significant as it was the principal federal immigration station in the United States after its opening in 1892. Some 1,500,000 immigrants were processed at the first depot for the Port of New York before it was destroyed by fire in 1897. A new inspection station was opened on the island in 1900 with the completion of the massive main building, and during the next half century the small island was enlarged to encompass three connected islands covering 27.5 acres on which were built some forty structures, including general hospital and contagious disease hospital complexes, to provide facilities for the administration of federal immigration laws in processing incoming aliens. All told, it is estimated that some 12 million immigrants entered the United States through Ellis Island before it closed in 1954.

The island affords an intimate understanding of the immigrant experience. While a "Portal of Hope and Freedom" for many, it was an "Island of Tears" for those who were turned away when they failed to meet the requirements of immigration laws and regulations. Despite recurring scandals caused by occasional mismanagement, corruption, and harsh treatment of immigrants, it was probably one of the more efficient operations of the federal government when the volume of immigration and its often overworked staff and overcrowded facilities are taken into account. Its administrators and staff, through herculean efforts, processed some 5,000 people daily at the peak of immigration, and up to 11,747 on one record day in 1907.

The physical and social history of Ellis Island also reflects important transitions in American attitudes toward immigration. Between 1900 and 1914 immigration was at flood tide, reaching its peak in 1907 when more than one million aliens passed through its doors. It was during that period when the original island was enlarged several times to provide space for major new structures to supplement the main building, including the kitchen and laundry and baggage and dormitory buildings and the

general hospital and contagious disease hospital complexes. After a sharp decline in immigration during World War I, a period that saw the island used primarily as a military hospital and detention and deportation center for suspected enemy aliens, the flow of aliens quickly revived. Immigration was altered dramatically with the passage of immigration restriction laws in the early 1920s. These statutes, which placed a ceiling on annual immigration and established quotas for foreign nations, also provided for the primary inspection of immigrants in American consulates in the immigrant's country of origin. Thereafter only those immigrants whose status in this country was questioned, whose papers were not in order, or who required medical treatment were sent to Ellis Island. The facilities were increasingly used for the assembly, detention, and deportation of aliens who had entered the United States illegally, or of immigrants who had violated the terms of their admittance. Thus, while the early history of the Ellis Island immigration station reflected America's liberal "open door" attitudes toward immigration, the later history of the island was shaped by the new national restrictionist policies which succeeded in narrowing the "open door" to America.

In recognition of its significance and contributions to America's historical development and cultural institutions, Ellis Island has been entered in the National Register of Historic Places as a nationally significant resource. In 1965, by presidential proclamation, Ellis Island became a part of Statue of Liberty National Monument and was placed under the administration of the National Park Service.

CHAPTER IV

ADMINISTRATIVE POLICIES, PROCEDURES, AND PERSONNEL ON ELLIS ISLAND: 1892-1924

A. Introduction

The purpose of this chapter is to present data concerning the administrative policies, procedures, and personnel on Ellis Island from 1892 to 1924. It is not intended to provide information on day-to-day operations, but rather to present a comprehensive overview of the Ellis Island administrative machinery during the heyday of immigration when it served as the nation's principal immigrant reception depot.

B. Administration of First Immigration Station at Ellis Island and the Barge Office: 1892-1900

In response to congressional passage of the Immigration Act of 1891, the first federal immigration organization was established. On July 12, 1891, the Bureau of Immigration began operations in the Department of the Treasury. Twenty-four border inspection stations, including one at Ellis Island, were established at ports of entry along the seaboard and the Canadian and Mexican borders, and medical inspections were conducted by the Marine Hospital Service.[1]

The first immigration station on Ellis Island was formally opened on January 1, 1892. On March 22 of that year Assistant Secretary A. B. Nettleton submitted a "tabulated statement showing the force employed under the jurisdiction of the Commissioner of Immigration at the Port of New York" to the two congressional committees having general oversight of federal immigration policies. The list included names, job designations, dates of appointment, and salaries for the 99 federal employees on Ellis Island.[2]

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1. Congressional Research Service, History of the Immigration and Naturalization Service, p. 9.

2. Nettleton to Chandler and Stump, March 22, 1892, FRC 368, Record Group 121, Records of the Public Buildings Service, Washington National Records Center, Suitland, Maryland. Appended to the list of 1892 Ellis Island employees was a list entitled, "Castle Garden Pay Roll-1890," which listed the 48 employees at the facility just prior to the time when the federal government took over administration of immigration and Castle Garden was closed.

Assistant Secretary Nettleton also submitted a statement listing the "Names of Parties having rental privileges at Ellis Island." The list contained the names, addresses, purposes, and rental fees of the persons and firms operating concessions on the island.[3]

One clause of the Sundry Civil Act of August 18, 1894, had implications for the administration of Ellis Island. It provided for the appointment of commissioners of immigration at various ports of entry by the President subject to Senate approval, the term of such appointees being four years.[4]

The passage of the Act of 1893 added considerably to the labor associated with processing the inspection of immigrants. As a result some additions were made to the Ellis Island workforce. Nevertheless, the additions to the staff were not commensurate with the increasing workload demands upon the overburdened Ellis Island labor force. In June 1895 Commissioner Joseph H. Senner described some of the problems faced by his staff on the island and recommended additional staff increases to meet those problems:

> The very fact that out of a total of 190,923 alien immigrants not less than 23,934 (12.53 per cent) were sent by the inspectors for a hearing before the board of special inquiry shows clearly that the inspectors at this station are fully aware of their duty under section 5 of the law of March 3, 1893, to detain for special inquiry every person who may not appear to them to be clearly and beyond doubt entitled to admission. It is also indicative of the character of immigration during the different months of the fiscal year that the percentage of cases brought before the board of special inquiry varies from 8.07 in September, 1894, to 29.9 in January, 1895. That it has been at all possible to pass on not less than 3,320 cases before the board of special inquiry in one month, and yet have the minutes of each and every trial written out in triplicate and ready for use (one copy for the board itself, another for the Commissioner's office, and the third for the information

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3. Nettleton to Chandler and Stump, March 22, 1892, FRC 368, RG 121. A copy of this list may be seen on the following page.

4. Smith and Herring, Bureau of Immigration, pp. 8-9.

Jan. 13, 1892.

Names of Parties having rental privileges at Ellis Island

Name	Residence of Office	Purpose	Rental
E. W. Austin	Cranford, N. J.	Money Exchange	$1800
Old Dominion S. S. Co.	Pier 26 North River	Transportation	100
Mallory S. S. Co.	Pier 20 East River	do.	100
E. Muller	No. 1 Broadway	do.	250
B. Biglin	598 Washington St.	Local Baggage	800
Anderson & Toffey	Somerville & New Jersey	Restaurant	2400
Southern Pacific Ry.	No. 1 Battery Place	Transportation	100
Western Union Tel. Co.	105 Broadway	Telegraphing	900
Trunk Line Ass'n	143 Liberty St.	Transportation	4000
N. Y. & New England Ry.	353 Broadway	do.	100
Northern Pacific Ry.	No. 1 do.	do.	100
Canadian Pacific Ry.	No. 3 "	do.	100
Frank Cassmann	No. 332 6th St.	Barber shop	100
			11850
Cromwell Line	Pier 9, North River	Transportation	100
American Emigrant Company	30 State Street N. Y.	Booking Passengers	100
Scandinavian & Finland Co.	24 State St. N. Y.	" "	100

Nettleton to Chandler and Stump, March 22, 1892, FRC 368, RG 121

bureau), and to have all this done by our regular force without seriously crippling other branches of the service, indicates the taxing of the available force at this station to the very limit. However, I am of the opinion that, in consideration of the greatly increased work in store for the board of special inquiry, it would be highly inadvisable to keep up this high-pressure system in the future. It has been necessary for me, in order to accomplish the work of the board, to detail one registry clerk, who happens to be a stenographer and typewriter, to act as second secretary to the board of special inquiry with the inspector now appointed as secretary. I beg to recommend that this position of second secretary to the board be made a permanent one and the force of registry clerks be upheld to the number of twelve, the very lowest number with which an efficient inspection can be performed. . . .

The strictest economy in the line of practical business administration has been maintained in every respect. It is true that the salary list for this station has materially grown during the past year, mainly on account of a readjustment in the salaries, which amounted, in fact, only to a restoration of those enjoyed by the employees at this station prior to the sweeping reduction of January 1, 1893, which took place because of a cholera scare and a totally depleted immigrant fund and which had always been considered as only temporary. The vastly improved methods of inspection employed in carrying out the spirit of the law of 1893 and the introduction of the new regulations pointing to a thorough control of the whole immigration service brought about also a certain limited increase in the force of employees at this station, but it may be truthfully stated that even this increased force of employees is taxed to the very limit of its abilities and facilities in order to insure the efficient service now rendered at this port.

The increase in the force of our employees at this station is still quite incommensurate with the added work necessitated through the innovations caused by the law of March 3, 1893, as well as by a number of improvements and changes which have been found necessary for the purpose of securing a greater efficiency by the working force of this service. A single board of special inquiry, as now constituted, consists of four inspectors, two secretaries, and two messengers, continually on duty, who are thereby precluded from the performance of other services during office hours. In emergency cases and during our busier times it is often necessary to convene two or more boards of special inquiry, with an additional detailment of at least five employees (four inspectors and one messenger) for such special service. It may be further added that the services of one messenger in the Commissioner's office and of one clerk in the bureau of information are entirely inadequate to the work of keeping copies of any evidence and the full records of the board of special inquiry, necessary for

intelligently dealing with the very frequent requests for rehearings, applications to furnish bonds, and to file appeals in behalf of detained immigrants.

Another imperative innovation in our methods has been necessitated by the frequent complaints of steamship companies in connection with bills rendered for the maintenance of passengers who have been passed by the registry clerks, but detained for further examination as to the genuineness and responsibility of the alleged relatives and friends calling for them from time to time. As you are already aware, a complete and exhaustive record is now kept at this station of all persons detained in this manner, including the exact time of the period during which they have been so detained. This laborious operation more than exhausts the time of one clerk, who has been especially assigned to this important duty. Accurate records have also been introduced in our deportation division, the keeping of which fully absorbs the time of one of the employees in this branch of the service.

In addition to the above, the necessity of a closer inspection of all sailing vessels arriving at this port and of steamships from other than European ports will make it necessary to furnish an assistant to the one inspector now detailed at the quarantine station. The new rule of the Department as to the landing of passengers from European steamers at a late hour, even after sunset, has imperatively necessitated the dividing of our boarding and interpreter forces into morning and evening squads, in such a way that the former is obliged to enter upon duty before sunrise, and the latter is compelled to remain on duty, in anticipation of possible late arrivals, late in the evening. For this reason it has been found necessary to increase our force of boarding officers and interpreters by the addition of three men in each of these divisions. From the above it will be readily seen that my statement as to the increase granted being as yet inadequate to the satisfactory performance of these added duties can be fully substantiated.[5]

Senner concluded his description of Ellis Island administrative policies and problems by recommending that the entire Immigration Service be placed under the Civil Service.

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5. Annual Report of the Commissioner General of Immigration, 1895, pp. 27-28.

The recommendation of Senner that Immigration Service personnel be placed under civil service regulations was implemented in 1896 as part of a general extension of the classified service by an executive order of President Grover Cleveland. Incumbents, however, became classified civil service employees without examination. It was some time before a register of eligibles based on a formal examination was established for immigration inspectors, and only four appointments were made from the list before 1900. Meanwhile, appointments continued to be made by mere certification by the Civil Service Commission on the strength of recommendations by politicians, thus leaving the quality of the Ellis Island staff distinctly mixed.[6]

The three principal services provided to the immigrant on Ellis Island--restaurant, money exchange, and baggage transporation--were handled by private firms under contract. Before 1896 these privileges were awarded to the highest bidder in an effort to secure the largest revenue for the benefit of the immigrant fund. Experience with this system showed that "the privilege holder endeavored to recoup himself for his outlay from the immigrant by every means at his command." Thus, it was deemed best to change this policy in the interest of the immigrant, and to let such privileges to those who would furnish food at the lowest price, exchange money at the smallest percentage, and deliver baggage at the most reasonable charges. Accordingly bids were solicited in 1896, as required by the Act of 1893, and contracts commencing July 1, 1896, and extending for three years were awarded as follows:

> Restaurant privilege to Felix Livingston at $5,000 per annum, in consideration of his agreement to furnish articles of food at reduced prices named in the contract.
>
> For transporting baggage to the American Transportation Company at a rental of $720, conditioned upon a charge of 40 cents per piece to all sections of the city and adjoining towns specified in contract.

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6. Report of the United States Civil Service Commission, 1895-96, pp. 15, 85; ibid., 1897-98, p. 662; and ibid., 1898-99, p. 435.

> Money exchange privilege to Francis J. Scully at a rental of $1,800 per annum,[7] and the stipulation of a rate of exchange fixed in the contract.

Increasing numbers of detained immigrants at Ellis Island necessitated staff increases in 1896. The detention of as many as 800, and often more, aliens overnight for a month (the high-water mark of 1,078 having been reached on May 17) continuously overtaxed facilities as well as staff. Thus, additional night watchmen, gatemen, interpreters, and cleaners were employed on a temporary basis.[8]

The increase in Ellis Island personnel during 1896 was occasioned, in part, by the apprehensive attitudes of the commissioner's staff. On April 16 the following article appeared in the New York Daily Tribune:

> Small riots that threatened to develop into trouble of a more serious nature are occurring daily among the many immigrants on Ellis Island, and the officials have become so apprehensive, that Dr. Senner yesterday telegraphed to the Treasury Department at Washington, asking permission to swear in a number of special constables to be used in keeping in subjection the unruly aliens. The Tribune has already told of the arrival of thousands of peasants, penniless and dirty for the most part, from the Mediterranean ports, and they are continuing to pour in daily. On Sunday the steamship Bolivia brought into this port 1,376 of these people, and Alesia followed with over one thousand. The Werra yesterday brought in 756 and the steamships Victoria and Belgravis are now on the way here with an aggregate of 2,820 more.[9]

During the first few years of operation the administrative procedures for immigrant processing at Ellis Island were experimental in nature as the authorities sought to develop a system that would provide for efficient

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7. Annual Report of the Commissioner General of Immigration, 1896, pp. 22-23, 32. The annual receipts from the contracts for each of the fiscal years 1894, 1895, and 1896 had been: restaurant, $10,260; money exchange, $8,175; and baggage, $6,875.

8. Ibid., p. 31.

9. New York Daily Tribune, April 16, 1896.

handling of the masses pouring through the island's gates. In early 1897 the system, which had become standarized by that time, was described in the New York Times:

> All passenger vessels are boarded at Quarantine by Inspectors from the Immigration Bureau. As the vessels proceed to their docks the passenger lists are examined by the Inspectors. Cabin passengers' tickets and declarations are scrutinized as well as steerage passengers', and if any cabin passenger is thought to be a person who comes within the restrictive clauses of the law he is compelled to go to Ellis Island and await investigation.
>
> When the vessel has reached her dock the immigrants and their baggage are taken by barge to Ellis Island, and there they are all inspected and their baggage is examined.
>
> The main building on the island has a great room on the ground floor into which the baggage is taken, and rooms on the upper floor into which the immigrants are sent. Every immigrant is numbered and tagged, and 240 at a time, in groups of 30, are examined by the men and women Inspectors, before whom they are compelled to pass, and to whom they make their declarations. If any immigrant fails to pass an Inspector, he or she is at once sent before the Board of Special Inquiry for further examination, and if the board finds that the immigrant should not be allowed to land, he or she is put in the detention pen to await a re-examination, or his or her return to the place from which he or she came. Every immigrant who is found ineligible to land is detained on the island and returned to his or her home at the expense of the steamship company that brought him or her here.[10]

After the station was burned in June 1897 the immigration facilities for the Port of New York were transferred to the cramped quarters of the Barge Office for several years while a new immigration station was erected on Ellis Island. The services of a variety of employees were no longer required, and the number of engineers, firemen, gatemen, watchmen, laborers, and charwomen was reduced.[11]

The Barge Office proved to be too small for the handling of the continuing tide of immigrants coming to the Port of New York. The annex of the building was set aside for inspecting steerage passengers,

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10. New York Times Magazine, January 31, 1897.

11. Annual Report of the Commissioner General of Immigration, 1897, p. 9.

and two large houses on State Street, fronting the Battery, were leased to be fitted up for detention and hospital quarters. The steamboat Narragansett of the Providence and Stonington Line, temporarily out of commission, was moored to the wharf at Ellis Island and altered to provide quarters for up to 800 detainees as well as Marine Hospital Service personnel.[12]

During the three-year period that immigration inspection was carried on at the Barge Office corruption and other illegal practices became endemic. Terence V. Powderly, who had been Grand Master Workman of the Knights of Labor from 1879 to 1893, became commissioner general of immigration in March 1898, and during his tenure in that office he led a campaign to clean up the Immigration Service operations in New York. In his autobiography, Powderly reminisced about his efforts:

> . . . I soon learned that all was not well at Ellis Island. Ill treatment of arriving aliens, impositions practiced on steamship companies, and discourtesy to those who called to meet their friends on landing were frequent. I appointed a commission consisting of one Democrat and one Republican to investigate conditions. They reported their findings in June 1900, and as a result eleven employees were dismissed from the service of the government at Ellis Island for offenses such as overcharges for food, misleading immigrants as to destination, procuring admission of friends and relatives to see newly landed immigrants for a fee, overcharges in exchanging foreign for American money, downright cruelty to aliens, petty thievery, and false statements as to distances to be traveled.
>
> It was charged against me that I was relentless in my pursuit of the offenders. That charge was well founded. My chief regret was that I could not send some of the culprits to the penitentiary.
>
> I was called to the White House on complaint of political and religious friends of some of the offending officials. . . .[13]

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12. Ibid., and Annual Report of the Commissioner General of Immigration, 1898, p. 41.

13. Harry J. Carman, Henry David, and Paul N. Guthrie, eds., The Path I Trod: The Autobiography of Terence V. Powderly (New York, 1940), pp. 299-300. Also see New York Times, October 5, 1900, and Annual Report of the Commissioner General of Immigration, 1900, p. 49. Further information on the administration of the first immigration station on Ellis Island and the operations at the Barge Office may be found in the Reports of the Industrial Commission on Immigration and Education, Vol. XV, pp. IX-LVII, 1-255.

C. Administration of New Immigration Station on Ellis Island Under Commissioners Thomas Fitchie and William Williams: 1900-05

Within a month after succeeding William McKinley as President of the United States on September 14, 1901, Theodore Roosevelt began moving to clean up the corruption and inefficiency of the immigration organization at the Port of New York that had grown up under Commissioner Thomas Fitchie. A scandal at Ellis Island broke in the summer of 1901, and subsequent investigations revealed fraud and ineptness at the new station which had been opened on December 17, 1900. The charges of misconduct were reminiscent of those that had been made against the administration of the immigration facilities at the Barge Office during the years 1897-1900.[14]

After a long search Roosevelt chose William Williams for the commissionership at Ellis Island. A young Wall Street lawyer of good standing with some experience in government legal service and a commendable record in the Spanish-American War, Williams was asked to clean up the situation on Ellis Island and end the system whereby immigrants "were being improperly inspected, robbed and abused."[15]

Joseph E. Murray, Roosevelt's oldest political friend, who had gotten him his first nomination and election to the New York State Assembly,

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14. See Special Chinese Inspector to Secretary of the Treasury, January 2, 1902, and Examination of Records and Witnesses by Inspectors Crater and Wright, Assisted by Dr. Ullo, n.d., General Immigration Files, *Record Group 85, Records of the Immigration and Naturalization* Service, National Archives, for further data on the 1901 scandals and investigations.

15. Quoted in Thomas M. Pitkin, Keepers of the Gate: A History of Ellis Island (New York, 1975), pp. 35-36. Considerable correspondence between Williams and Roosevelt, indicating the closeness of their relationship may be found in the William Williams Papers in Sterling Memorial Library, Yale University, New Haven, Connecticut. In his annual report for 1902 Williams commented on some of the abuses that preceded his tenure in office. These included: detailing persons not qualified by law to perform immigrant inspections; political interests influencing boards of special inquiry; arbitrary and capricious handling of immigrants; bribery; inefficient paperwork; filthy dining area conditions, and improper food preparation by restaurant concessionaire, etc. Annual Report of the Commissioner General of Immigration, 1902, pp. 56-58. Also see New York Times, October 1, 1902.

became Williams' assistant. Murray's appointment to a position which was in the classified civil service was made without examination, under a special rule promulgated by the Civil Service Commission on June 2, 1901, obviously dictated by the president. The special rule stated:

> An appointment to the vacancy now existing in the position of assistant commissioner of immigration at the port of New York may be made without examination under the civil-service rules.
>
> It was believed that at the port of New York the position of assistant commissioner of immigration involved the exercise of administrative functions of a character which would not be well provided by competitive examination, and the condition of the immigration office at the time this rule was made was believed to be such that the discretion of the President should not be limited in regard to the appointment of the assistant commissioner.[16]

Aside from saddling him with a hand-picked assistant, Roosevelt gave Williams a free hand in administering Ellis Island. As commissioner Williams was the actual as well as the nominal chief of Ellis Island, and "a place which had been a political snug harbor was swept, garnished, and set in running order on a strict merit basis."[17]

Entering office on April 28, 1902, Williams quickly moved to institute honest and uniform adminstrative procedures at Ellis Island. On June 12 he posted copies of a notice requiring that immigrants be treated with "kindness and consideration" in conspicuous places throughout the island's buildings. The notice read:

> Immigrants must be treated with kindness and consideration. Any government official violating the terms of this notice will be recommended for dismissal from the Service. Any other person so doing will be forthwith required to leave Ellis Island. It is earnestly requested that any violation hereof, or any instance of any kind of improper treatment of immigrants at Ellis Island, or before they leave the Barge

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16. Report of the United States Civil Service Commission, 1901-02, p. 91.

17. Theodore Roosevelt, Theodore Roosevelt: An Autobiography (New York, 1913), pp. 64-68, and Francis E. Leupp, The Man Roosevelt: A Portrait Sketch (New York, 1904), p. 136.

Office, be promptly brought to the attention of the Commissioner.[18]

Williams also undertook to remove the corrupt and inefficient privilege holders on Ellis Island whose contracts either expired or were annulled in late June. He drew up tighter specifications for the feeding, money exchange, and baggage transportation privilege contracts which stipulated that "the commissioner is made the judge of all questions of fact." Williams observed in June 1902 that "if any person will at any time satisfy me of any deliberate failure to live up to any substantial provision" of the contracts, "I will at once take appropriate action." Under these terms new three-year contracts were let on July 1, 1902, to Hudgins & Dumas (restaurant), Post & Flagg (money exchange), and Westcott Express Company (baggage transportation).[19]

Williams also instituted various standardized administrative procedures for the Ellis Island workforce during his first two months in office. In his annual report of June 1902 he observed that:

> The methods of administering this office are still in a state of transition, and months must elapse and many changes occur before it is upon a thoroughly efficient basis. . . . Furthermore, primary inspection is being made more conscientious, and inspectors are reminded of the statutory provision that every one not "clearly and beyond a doubt" entitled to land must be held for further inquiry. Immigrants once detained can no longer be discharged except by specified inspectors, who must indorse on the detention card all data concerning the discharge in ink or blue pencil. Formerly such indorsements were made in lead pencil, and there is ample evidence to show that alterations occurred in important particulars. Accuracy and concentration of responsibility in this matter of discharging immigrants reduce to a minimum the

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18. Notice, June 12, 1902, William Williams, Commissioner, William Williams Papers, New York Public Library, New York, New York.

19. Annual Report of the Commissioner General of Immigration, 1902, pp. 57-58. Copies of "Terms, Conditions and Limitations Subject to Which the Privilege for Feeding Immigrants Will Be Let" [June 1902] and "Agreement made June 30, 1902, between the United States of America . . . and Post & Flagg" may be seen in Appendixes A and B.

opportunities of individuals desiring to traffic in these ignorant aliens. Such individuals exist in large numbers, and they are the more dangerous because they sometimes parade under false colors. . . .

Every effort is being made to reduce to a minimum the time during which immigrants shall be detained at Ellis Island. Hearings and appeals are hastened, and those expecting to be met by friends must notify them at once to call. An immigrant finally ordered deported must be taken back at the earliest possible opportunity.[20]

During fiscal year 1903 Williams continued to institute administrative policies that provided for the discipline and efficiency of the Ellis Island workforce. A number of officials, some holding important positions, were dismissed through charges filed pursuant to civil service rules. On October 31, 1902, Williams posted copies of a notice in relation to Department Circular No. 105, dated August 12, 1902, defining the reasons for which officials could be removed:

To all officials and employees:

The careful study of the above circular is commended to anyone who may be laboring under the false impression that a civil-service appointment carries with it protection from removal, even though the appointee thereafter become inefficient. It should be clearly understood that the Government is no more under obligations to retain such a person in its service than would be a private corporation or individual. The civil-service laws afford no immunity whatever from the consequences of any substantial neglect of duty. Any other rule would work gross injustice to others who may be candidates for civil-service appointments. The proper conduct of this office in particular requires the presence of officials who are honest, intelligent, alert, and ready at all times to perform whatever official work may be assigned to them[21] and only such officials will be allowed to remain at Ellis Island.

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20. Annual Report of the Commissioner General of Immigration, 1902, p. 57.

21. Annual Report of the Commissioner General of Immigration, 1903, p. 66-67.

Williams initiated policies designed to protect the interests of the immigrants once they left Ellis Island. He established measures to keep immigrants from spending the night or even passing through New York City where they often fell into the hands of "unscrupulous people." On April 9, 1903, he issued the following notice:

> It has come to the knowledge of this office that immigrants destined to Chicago have been forwarded in some instances by the Old Dominion S. S. Co. to Norfolk, Va., thence to Newport News, and thence by rail to Chicago, such journey requiring from 52 to 78 hours; that in addition such immigrants have been compelled to spend a night at Richmond, Va., and that they have been compelled to buy baskets of food in New York City at most exorbitant rates. The cost of such journey to Chicago is $14. The cost by the all rail route to Chicago is $15, and the journey requires less than 36 hours. The difference of $1 in favor of the route via Norfolk is many times offset by the loss of time, discomfort and very unfair advantage often taken of the immigrants while passing through New York City.

Accordingly, the immigrants thereafter were to

> proceed to Chicago directly from Ellis Island without passing through New York City, unless they already hold tickets or orders purchased in Europe requiring them to take another route.

Any official or concessionaire on Ellis Island violating this order would be dealt with severely.[22]

After his first full year as commissioner at Ellis Island Williams was able to report that a variety of positive administrative policies and procedures had been implemented on Ellis Island. These new policies had provided for a more disciplined and efficient operation of the extremely busy immigration station. Among the observations in his annual report for fiscal year 1903 were:

> During the preceding twelve months there arrived at this port of New York 689,356 aliens, and of these 631,885 were

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22. Notice, April 9, 1903, William Williams, Commissioner, William Williams Papers, New York Public Library.

brought to Ellis Island for inspection. . . . On April 9 there arrived at New York about 12,600 immigrants, of which number I declined to receive over 6,800, because of the obvious impossibility of inspecting a greater number in one day. The proper application of the complicated immigration laws to thousands of aliens involves an enormous amount of work, both mental and physical, on the part of the Ellis Island force. This office has transacted business on every Sunday of the year excepting Easter Sunday, and with substantially the same officials who were on duty during the week. It knows no regular hours, the inspection work frequently continuing without relief from 9.15 a.m. till after 7 p.m., and sometimes until much later, notwithstanding the fact that no aliens are now received for inspection later than 4 p.m. on any day.

It is true that there are times when the primary or line inspectors are excused as early as 1 p.m., but these do not altogether make up for the trying conditions and irregular hours above referred to, while the boards of special inquiry sit regularly from 9.15 a.m. till 4.40 p.m., and often until 5.30 p.m. The work of the inspectors on the line is both mental and clerical, chiefly the former. That of the boards of special inquiry is almost entirely mental, and presents peculiar difficulties. Through trying processes the inspectors and boards are compelled to elicit from thousands of aliens of various nationalities the facts upon which it can be determined whether or not these aliens may enter the United States, that is to say, whether they are paupers, persons likely to become public charges, contract laborers, or anarchists. It is believed that there is no other public office in which such a large number of subordinate officials are called upon to do incessant mental work and exercise discretionary powers of such volume and importance.

The discipline and efficiency of the force have undergone much improvement during the past twelve months. A number of unfaithful officials, some holding important positions, have been dismissed through charges filed pursuant to civil-service rules. Such charges cover various misdeeds both against the Government and the immigrants, and constitute an excellent statement of many of the kinds of wrongdoing which used to flourish at Ellis Island. With the example of unfaithful officials in important positions, it is small wonder that many holding subordinate places fell into line, if only for the sake of not incurring the ill will of their superiors. Nor is it surprising that persons pretending to be missionaries should have come to the island and cooperated with such officials, to the detriment of all concerned, including the genuine missionaries, some of whom do excellent work among the immigrants. I believe that the force as a whole will now compare favorably with that of any other public office, while many of its members are men of great intelligence, untiring energy, and scrupulous honesty. . . .

It is not for one moment contended that all evil practices have ceased to exist at Ellis Island, or that occasional impositions and petty acts of injustice may not occur. Having in view the vastness of the work, the ignorance of the people with whom we deal, the large number of employees, and the temptations to which they are subjected, it is inconceivable that the millennium can ever exist here, but it is quite possible through incessant vigilance and the punishment of all wrongful or careless acts, to keep evil practices well within bounds, and bring about proper treatment of immigrants while in charge of the Government. . . .

Mention has already been made of the additional facilities granted for medical inspection. These should be still further increased and the medical force doubled, so as to reduce to a minimum the possibility of insane aliens, or aliens with any kind of a contagious disease, entering this country.

Two changes in the manner of performing the cabin inspection have wrought great improvement: (1) Each second-cabin alien must now receive a card showing on which manifest list his name appears. Large signs are placed in the four corners of the second cabin. The passengers proceed to group themselves according to these signs, and it then becomes possible for the boarding inspectors, by appropriate subdivision of the manifest sheets, to inspect aliens with reference thereto. Formerly this was done by checking off the names on the printed passenger list, a proceeding which was in every way unsatisfactory. (2) Through the wise action of the Bureau in providing the Ellis Island station with a fine tugboat, the immigration inspectors are now able to board incoming steamers whenever they please, and need not wait until the custom-house officials, whose work is of a different nature, are ready to board. As a matter of fact, the cabin inspection on all large steamers now begins at quarantine, and it is possible to devote thereto one-half more time than formerly. Of course, cabin passengers do not require the same careful inspection as the steerage, but it is nevertheless very important that they be inspected, because a well-to-do but diseased or otherwise ineligible alien will naturally come in the cabin, evading ofttimes the vigilance of the Government authorities and steamship companies, and experience shows that unknown persons in Europe are constantly advising and even supplying funds to ineligible aliens in order that they may travel in the second cabin, and thus perhaps avoid the necessity of coming to Ellis Island. . . .

Following are some further changes which have occurred: A card index is now kept in which the names of all aliens arriving at New York are arranged alphabetically according to their several nationalities. This requires the constant work of at least seven clerks. The work of the special inquiry boards is tabulated every month and shows the numbers held and deported by each board, together with the reasons and much

other interesting information. Most of the blanks formerly used have been discarded and superseded by new ones of a more concise nature and better calculated to secure the desired information, and many useless blanks and records have been discontinued. Discharged seamen must now be brought to Ellis Island for inspection under the immigration laws, and this regulation does away with, or at least minimizes, a kind of violation of law which was of frequent occurrence.[23]

Williams was especially adamant in eliminating the swindling of immigrants. In July 1903 Vaclav Vacek, an immigrant living in Omaha, Nebraska, claimed that he had received from a telegraph official on Ellis Island two pieces of metal that turned out to be $10 and $5 gold pieces in exchange for a $20 gold piece. Upon investigation Williams found the guilty official to be John Kuklis, Jr., and sent him to the U.S. Commissioner's office. Kuklis was remanded to the Ludlow Street Jail, where he was to await trial unless he posted $1,000 bond. Thereafter, Williams had the following notice posted at Ellis Island on July 16:

> Swindling immigrants is contemptible business, and whoever does this, under whatever form, should be despised. It is the duty of all Government officials to go out of their way to protect immigrants against every kind of imposition. Let everyone at Ellis Island clearly understand that all impositions, whenever detected, will be punished as severely as the law permits.

Williams followed up this notice with a letter to Supervisory Inspector Weldon on July 17, specifying new procedures to counter the "swindling" practices of the telegraph companies. He noted:

> You will take whatever measures you deem proper to protect immigrants against overcharges by such employees of the telegraph companies as must necessarily circulate amongst the immigrants for the purpose of receiving telegrams. Included amongst such measures will be the following: You will from time to time select interpreters whose business it shall be during such period as shall be designated to go through the Special Inquiry, Detained and Excluded Rooms, and ascertain what telegrams the immigrants have sent, how much they have paid therefor and whether the correct amount of change was returned to them by such employees. In prosecuting this work

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23. Annual Report of the Commissioner General of Immigration, 1903, pp. 66-69.

such interpreters will realize the possible tendency on the part of some immigrants to make unjust complaints. They will weigh carefully all evidence and where they believe that an immigrant has been imposed upon they will notify you, and you will thereafter make thorough investigation of such case.

The right of telegraph employees to go amongst immigrants during unusual hours, say after 5:30 p.m. as they are in the habit of doing, and perhaps must necessarily continue to do, must be surrounded with special safeguards which I leave it to you for the present to devise. It occurs to me that it might be possible to forbid such action excepting in company with one of the long-day men.[24]

In early 1903 a number of organizations led by Margaret Dye Ellis, in charge of legislative matters for the Women's Christian Temperance Union, sought and obtained permission from President Roosevelt to suspend civil service regulations regarding appointments and temporarily hire five women inspectors at the Port of New York. The purpose of this experiment was to test "the efficiency of such a service and ascertaining whether or not the enforcement of the immigration laws would be improved by the presence of this class of officials on board arriving steamers." With the assistance of Mrs. Ellis five women, engaged in social settlement work in New York City, were secured and appointed for a temporary period of three months. If it was found that the "plan" should be continued, regular "appointments would be made by selection from eligible lists to be furnished by the Commission."

After the three-month trial period Secretary of Commerce and Labor George B. Cortelyou reported on the experiment to President Theodore Roosevelt on July 29, 1903. While describing the experiment as "unsatisfactory, from the standpoint of good administration," he supported the regular appointment of women, designated as matrons, to "accompany the inspectors on board each arriving vessel." Among Cortelyou's observations were:

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24. Notice, July 16, 1903, William Williams, Commissioner, and Williams to Weldon, July 17, 1903, William Williams Papers, New York Public Library.

I have the honor to submit my report and findings in regard to the question of employing women inspectors in the immigration service to board vessels arriving at ports of this country for the purpose of assisting in the examination of female passengers and the detection of girls and women among their number who may be coming to the United States for immoral purposes; also to give aid and assistance to persons of their own sex who may be traveling alone and unprotected. . . .

From time to time, during the temporary employment of these officials, the Commissioner of Immigration for the port of New York submitted careful and exhaustive reports of the work performed and results accomplished and, upon the expiration of the period abovementioned, the plan was abandoned for the time being. To state the matter briefly, it may be said that one of the most striking facts developed was the resentment engendered upon the part of female passengers to examination by the women inspectors and considerable adverse criticism in the press of the country was avoided only by the tact displayed by the men inspectors who happened to be present at some of the embarrassing scenes which occurred on board arriving vessels during the course of the three months trial which this plan received.

The task of handling a large number of passengers is, under the most favorable circumstances, a very delicate one and requires the exercise of excellent judgment to avoid conflicts which are injurious to the service and undesirable from any point of view. The men employed as boarding officers of the immigration service are especially trained for this work and have been selected therefor on account of their known ability, tact and discretion; these qualifications are necessary at all times, but were particularly shown in some of the situations growing out of the well-meant, but in some instances drastic, measures adopted by the women inspectors during their term of office. . . .

It is my opinion, however, that it will be possible to act favorably upon the requests that have been made and, at the same time, accomplish good and effective work, by the appointment and assignment to duty of a sufficient number of women bearing the designation of "Matrons", one of each of these employees to accompany the inspectors on board each arriving vessel, to be present at the examination of cabin passengers and assist the inspectors in such manner as may be necessary and the developments of the system may justify.

The reason for designating these employees as "matrons" is found in the fact that in many instances the welfare of women is looked after by persons of their own sex, so designated, and it is believed that the presence of women officials bearing this

name will be less offensive to the traveling public, while on the other hand the prerogatives of inspection officers will remain vested in the men inspectors, the women attendants being present in an advisory capacity only. It is my belief that to follow this course will be the means of accomplishing far better results than to make a further trial of the plan which has already been found productive of embarrassment.

It is furthermore considered necessary and advisable that the persons to be appointed to the positions about to be created should be selected from eligible lists furnished by the Civil Service Commission and instructions will be given looking to the certification of a sufficient number of candidates to admit of making up the quota for service at the port of New York.[25]

Later on December 1, 1904, Commissioner Williams submitted to the commissioner general a critical report concerning the activities of the matrons and recommended that "the service of the boarding matrons be discontinued, and that the matrons now engaged in this work be detailed to perform usual matron's work at Ellis Island." The service of the boarding matrons had been in operation since September 1903 and their work was *"of two kinds," according to Williams:*

1. Assisting women arriving as cabin passengers in meeting their friends on the dock, getting in touch with the proper forwarding agents, advising them as to where they can go, and in some few instances conducting them to lodgings. The matrons have boarded 913 ships, and claim to have thus assisted 4383 persons. They have been furnished a record book in which they have been allowed to make such entries as they please in regard to their official work. . . .

It is not my intention to underrate in any way the services thus rendered by the matrons, but I must protest against considering such work as within the functions of the immigration authorities. The purpose of immigrant inspection is to prevent the entry into the country of persons declared to be ineligible to land, including paupers, persons likely to become public charges, idiots, those who are insane, or afflicted with certain diseases, criminals, anarchists, etc. The work performed by the matrons is in the nature of missionary work. The latter should undoubtedly be carried on, but only through

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25. Secretary [of Commerce and Labor] to the President, July 29, 1903, RG 85. One of the five women chosen for the three-month trial, Margaret Gold Batchelder of Newark, New Jersey, submitted a resume of her experiences and observations during the trial period to President Roosevelt on June 18, 1903. A copy of her statement may be seen in Appendix C.

the proper agencies and in a proper manner. The government is not such an agency. It has neither the statutory power nor the necessary machinery, and if it had both there is no particular reason why it should select New York Harbor as the field for its operations while there exist so many other and more important fields, including our large cities, where this work is required. . . .

2. The other kind of work performed by the boarding matrons has consisted in reporting certain cases to the Immigrant Inspectors on the vessel, in order that they might be dealt with under the immigration laws. I find that there were about 25 such cases. A certain number of them were thereafter sent to Ellis Island for special inquiry. It is not only not to be assumed that these same cases would not have been noticed by the Immigrant Inspectors, but it is to be remembered that during this same period a number of other women were held by the Immigrant Inspectors and sent to Ellis Island, without any suggestion whatever on the part of the matrons. . . .

This service was never recommended by any government official having knowledge of conditions as they exist. It was in reality the outgrowth of a request made by a number of well-meaning women either wholly ignorant of the actual conditions, or intent on inducing the government to undertake missionary or charitable work of a kind which could be done by private agencies only at considerable expense. All of the so-called "assistance" above referred to is either now furnished by steamship messengers, or where this is not done should be supplied through Travelers' Aid Societies, etc. . . .

There is another feature of this work to which I will allude but briefly, because it will be readily understood. If it is to be performed at all, it must be performed regularly. All steamers should be boarded alike and in all weathers, but the boarding of the large steamers in the winter months, and in stormy weather during the summer months, is attended with such grave danger that Captain Newcomb of the U.S. Revenue Marine Service, in charge of cutter "Chamberlain" has, with my approval, absolutely forbidden the boarding of certain large steamers under certain conditions. To send a woman up a high ladder from the deck of a rolling cutter to board such a vessel as the "Cedric", during a northeasterly gale, or any kind of a snow-storm, would be a reckless act, for which the Government would receive well-deserved condemnation in the event of accident. Such work is hard and dangerous even for the men.[26]

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26. Williams to Commissioner General of Immigration, December 1, 1904, General Immigration Files, RG 85. The place of the matrons in the Ellis Island labor force continued to be a topic of controversy. Matrons of Ellis Island, U.S.I.S. to William B. Wilson, June 19, 1914, and Byron H. Uhl, Acting Commissioner to Commissioner General of Immigration, June 25, 1914, General Immigration Files, RG 85.

The commissioner general relayed Williams' negative report to the Secretary of Commerce and Labor, and he, in turn, notified the Civil Service Commission that no eligible lists would be needed for permanent appointments. Despite a formal protest by the American Institute of Social Service, the five women were formally dismissed at the end of the three-month trial period. Nevertheless, the persistence of the Women's Christian Temperance Union paid off and a class of "boarding matrons" was eventually set up to board liners, assist the male inspectors, and act in an advisory capacity only.[27]

As a result of a highly-publicized campaign criticizing Ellis Island operations and conditions, led by the German-language New Yorker Staats-Zeitung, President Roosevelt appointed, on September 16, 1903, a special commission to investigate the charges of ill treatment of immigrants and the deportation and exclusion policies on Ellis Island. Under the chairmanship of Arthur V. Briesen, the commission took some 700 pages of testimony, paid several visits to the station, and consulted with various independent experts on the immigration question over a two-month period. The conclusions of the commission, which were highly complimentary of Williams' administration, were summarized:

> First. That the charge that there has been improper detention of large numbers of immigrants for special inquiry is unfounded.
>
> Second. That the charge that immigrants have been refused permission to leave Ellis Island until their relatives are heard from is true, insofar as every effort is made to protect immigrants from falling into evil hands.
>
> Third. That the charge that there has been deportation of large numbers of immigrants, who should have been allowed to land, is not supported by any evidence, the commission finding the contrary to be the fact.
>
> Fourth. That complaints about the methods of the boards of special inquiry have not been sustained except on the question of the interpretation of the law, which leads to the exclusion of interested parties and representatives of the immigrants from hearings.

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27. Pitkin, Keepers of the Gate, p. 102.

Fifth. That the charge that there is overcrowding in the detention rooms is in many cases well founded; but so long as larger quarters are not at the disposal of the authorities this difficulty can not be overcome.

Sixth. That the charge that there are unclean conditions in and about the buildings at Ellis Island has not been supported by the proofs. On the contrary, the buildings and appointments were found exceptionally clean, except as to the sufficient disinfection of the blankets.

Seventh. That the charge that there is too severe an interpretation of the law by the officers at Ellis Island is not sustained by the proofs.

Eighth. That the commission did not find any evidence of a general animus against immigration displayed by the Commissioner of Immigration and those under him in the performance of their duty.

Ninth. That the charge that the buildings are inadequate in their appointments and extent is fully sustained.

Tenth. That the charge that children, and women, and others who are detailed at Ellis Island or in the hospitals thereof are required to do menial work, is not sustained, although it would probably benefit those who are detained if they were given some work to do.

Finally, the commission reports upon the evidence that the immigrant is not treated unkindly, but, on the contrary, with every possible consideration, so far as the inadequate facilities at Ellis Island will permit. He is well fed, fairly well housed, taken care of in the hospital when sick--all without expense to himself. If permitted to land, that permission releases him instantly from the direct control of the Ellis Island authorities. If, however, friends or relatives who will act in the nature of special protectors are expected to call for him, he is again given his food and lodging, without expense to himself, until their arrival. The commission feels it a duty to unhesitatingly declare that Commissioner Williams is entitled to the highest commendation for the indefatigable zeal and intelligent supervision he has exercised in administering the affairs of the Ellis Island station, and for the humane consideration he has invariably shown to the immigrants while they remained under his jurisdiction.[28]

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28. Report of the Commission Appointed by the President on September 16, 1903 to Investigate the Condition of the Immigration Station at Ellis Island (Washington, 1904), pp. 35-36. Also see "Hearing Before the Commission Appointed by the President to Investigate the Condition of Affairs at the Immigration Bureau on Ellis Island, Under the Administration of Commissioner William Williams. . . ." October 1903, General Immigration Files, RG 85.

After considerable work Williams prepared a lengthy statement for the presidential commission on October 23, 1903, describing the administrative organization of the immigration station, its various divisions, and the duties, responsibilities, and functions of each division. This document, entitled "Organization of the U.S. Immigrant Station at Ellis Island, New York, Together With A Brief Description of the Work Done in Each of Its Divisions," is significant in that it is the earliest extant administrative statement detailing the roles, functions, and job descriptions of Ellis Island personnel. The document, which was formally released in 1904, indicated that the workforce consisted of some 350 persons divided into eleven divisions: executive, boarding, medical, registry, special inquiry, information, discharging, deportation, statistical, treasurer's, watchmens' and gatemens', matrons', engineers', laborers', night, marine, and miscellaneous. In addition, four "instrumentalities" assisted in the work of the station: privilege holders, branch post office, branch customs' office, and missionaries (unofficial).[29]

During fiscal year 1904 Williams issued orders tightening restrictions and imposing penalties on the shipping lines bringing diseased aliens to the Port of New York. On April 30, 1904, the following order was issued in his name:

To the Owners of All Vessels Bringing Aliens
to the Port of New York--April 30, 1904

> Notice is hereby given that in all instances in which the Public Health and Marine Hospital Surgeons attached to the Ellis Island Immigrant Station hereafter certify in writing that an alien arriving at this port is suffering from pulmonary tuberculosis of a dangerous contagious character, that the disease existed at the time of foreign embarkation, and that its existence could have been detected at such time, such certificate will be forwarded to the Secretary of Commerce and Labor in order that he may require the owners of the vessel bringing such alien to this port to pay the sum of $100 pursuant to section 9 of the act of March 3, 1903.

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29. "Organization of the U. S. Immigrant Station at Ellis Island, New York, Together With A Brief Description of the Work Done in Each of Its Divisions," October 23, 1903, General Immigration Files, RG 85. A copy of the draft of this entire document may be seen in Appendix D.

> No case of pulmonary tuberculosis will be certified "dangerous contagious," unless the clinical symptoms are well marked and the tubercle bacillus has been found in the sputum.[30]

That same year Williams also formulated some general rules to help his inspection force apply some of the "indefinite tests" for immigrant admission as provided in statute law. Difficulty had been experienced by his inspectors in applying the tests for "pauperism and likelihood of becoming a public charge." Thus, he observed in June 1904:

> A little consideration will show that in the absence of any statutory provision the amount of money which an alien may have is only one of many elements to be considered in determining whether or not he is a pauper or a person likely to become a public charge, and that some aliens may be admitted with small amounts, while others can not be admitted even with considerable amounts. It is, however, obviously proper in any case to require that an alien before landing be provided with funds sufficient to enable him to care for himself until such time as he can find profitable employment. Due consideration has been given to the foregoing in laying down the following rules for inspection:
>
> Aliens with small amounts of money will be admitted only in exceptional cases, as where they are strong and intelligent persons with no one dependent upon them, and it is reasonably certain that they will be able to secure profitable employment before their funds are exhausted.
>
> While an alien should not as a rule be allowed to land without sufficient funds to enable him to provide for himself until such time as he will be likely to secure profitable employment, yet the really vital point for determination in each case is whether or not he will in fact be able to secure such employment and become self-supporting. The determination hereof involves a close inquiry into his real occupation; his physical and mental aptitude therefor; the ability of residents of the United States with similar occupations to secure employment at the time in question; the general conditions of the labor market, and other material matters.
>
> The mere possession of money in ordinary amounts without such ability to become self-supporting does not qualify an alien to land.

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30. Notice, April 30, 1904, William Williams, Commissioner, William Williams Papers, New York Public Library.

Williams also sent notices to the owners of all vessels carrying immigrants to the Port of New York in May 1904, warning such owners against bringing persons to the island who were destitute. The notices read:

> Immigrants are frequently brought to New York with small sums of money which are manifestly inadequate for their support until the time when they are likely to obtain profitable employment. This office will, as a rule, detain all such immigrants, and if those who may appear to be otherwise qualified be eventually allowed to land, this will occur only after they have received sufficient funds for the above purpose.
>
> You can assist in reducing materially the detention of immigrants at Ellis Island by giving due publicity abroad to the foregoing.[31]

Although Williams resigned as commissioner in January 1905 and returned to his neglected law practice, his legacy of administrative efficiency and courteous treatment of immigrants was praised both by President Roosevelt and Robert Watchorn his successor on Ellis Island. After accepting Williams' resignation, the president wrote a letter to him on January 12, complimenting him for the contributions of his public service:

> Most reluctantly I have come to the conclusion that I shall have to accept your resignation. In accepting it, let me repeat to you in writing what I said to you by word of mouth in endeavoring to get you not to insist upon it. I feel that you have rendered a service of real and high importance to the whole nation in your management of the office under you. When I asked you to take the position, I realized that I was asking you to do what meant genuine self-sacrifice on your part, and I realize that your consenting to stay in so long has meant further loss to you. But surely you must feel recompensed by the knowledge of the value of your work. You have set a standard of unceasing industry, of unretiring energy, of high administrative ability, and of single-minded

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31. Annual Report of the Commissioner General of Immigration, 1904, p. 101. See Appendix E for a copy of a "Notice to All Inspectors and Boards of Special Inquiry, June 20, 1903" from Williams, further elaborating on the issues of pauperism and likelihood of becoming public charges.

devotion to duty which your successor will find it difficult to equal, no matter how good a man he may be.[32]

In June 1905 Watchorn also complimented the Williams administration in his annual report, albeit somewhat indirectly:

> To receive, examine, and dispose of 821,169 aliens in one fiscal year is a work so stupendous that none but painstaking students of the immigration service could possibly have any intelligent conception of what arduous duties and unusual considerations it involves. Large numbers of each day's arrivals are for various causes detained at Ellis Island for many days, and all of those deported are usually detained from one to two weeks, pending the next sailing of a vessel of the line bringing them. During periods of detention they must needs be fed, sheltered, furnished beds, baths, etc., and their friends must be communicated with--some 30,000 telegrams being sent to relatives and friends, and as many received in reply, during the past fiscal year. In addition some 10,000 letters addressed to detained aliens were received at this office and delivered to the addresses. . . .
>
> No matter what the provocation, the Ellis Island officials must always be kindly disposed and mete out to each day's contingent of immigrants--to every man, woman, and child--the fullest possible measure of courteous consideration; and it is unquestionably due to their individual tact, good nature, and efficiency that so vast an army of people, unfamiliar with our tongue and unacquainted with our customs, were examined and every essential statistical fact concerning them carefully recorded and permanently kept, and every one of them treated politely; and this same spirit of kindness and sympathy was shown to those who were unfortunate enough to be adjudged inadmissible, and their deportation was effected with every degree of compassion becoming a great and powerful nation. This method of procedure has been so satisfactory that the year has passed without serious complaints being made against the policy pursued here--a fact which may be regarded as eloquent testimony to the efficiency of the Service.[33]

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32. Roosevelt to Williams, January 12, 1905, William Williams Papers, Yale University.

33. "Annual Report of the Commissioner General of Immigration," 1905, in Reports of the Department of Commerce and Labor, 1905, pp. 607-08.

D. Administration of Ellis Island Under Commissioner Robert Watchorn: 1905-09

In mid-January 1905 Robert Watchorn was hand-picked by President Roosevelt to succeed Williams as commissioner at Ellis Island. Watchorn had served as the first secretary of the United Mine Workers of America when that organization was formed in 1890 and during the early 1890s had also held the office of Chief Factory Inspector in Pennsylvania. Previous to his appointment as commissioner at Ellis Island he had served ten years with the Immigration Service, first as an inspector at Ellis Island and later as commissioner of immigration on the Canadian border.

After having accepted the offer of the president to succeed Williams, Watchorn and Roosevelt exchanged letters which provide useful insights into the administrative policies that Watchorn would undertake as commissioner. On January 19, 1905, Roosevelt wrote:

> You will soon enter upon your duties as Commissioner at Ellis Island. If I thought that there was any need of telling you what to do, I should not have appointed you. I wish you to act exactly as you have acted in your present position. I need not say to you that in the immigration service at Ellis Island no question of politics can under any consideration be allowed to enter. While the prohibited classes of immigrants must be rigorously kept out, and while you need to keep an especially watchful eye upon the steamship and railroad companies, I of course desire that every one shall be treated courteously - all the more courteously if you have to refuse to do what they wish, and above all, that you see to it that the immigrants coming over here receive the kindly and considerate treatment which will start them right in their feelings toward their new home.[34]

In response, Watchorn sent a letter to the president two days later, assuring him that his past experiences in the Immigration Service qualified him to deal with the complexities at Ellis Island:

> That I have succeeded in making myself useful, I have most abundant assurance; I soon found myself attacking what I

34. Roosevelt to Watchorn, January 19, 1906, Theodore Roosevelt Papers, Library of Congress.

felt was wrong, and by degrees we succeeded in weeding out wrongdoers. I mention all this to assure you that I am well aware of the crooks and turns at that place, and shall expect to get rid of them much after the manner in which light disperses darkness, for wrong doers seldom linger after being detected.

There is so much in your good letter, Mr. President, that I feel I can scarcely reply to it within the short space of an ordinary letter; however, I feel that I must say that not one of your large army of assistants can possibly be in fuller accord with your hopes and aims, as expressed in the letter referred to, than I. No immigrant who is legally admissible should ever be denied a landing;--to the great shame of a former administration be it said--hosts of such wrongs have been done. No immigrant who is properly certified as being legally inadmissible should ever be permitted to land, no matter what pressure may be brought to bear to affect it;--to the great shame of a former administration, unnumbered cases of such illegality constantly recurred.

I do not know of a more important post at your disposal, Mr. President, than that for which you have thus chosen me. To dry tears, and to assuage grief, are works worthy of the noblest of our race; but to remove the cause for tears and grief, is a more laudable endeavor. Ellis Island is the one place where this can be done, in very great measure, by the one in authority there.

One other very important effect of your selection of me, Mr. President, is the fact that you have thereby stimulated the worthy and deserving young men of the service to do their best, to "earn their spurs"[35] which must find its reflection in a markedly improved service.

In February 1905, as Watchorn was settling into his new job, Dr. Allan McLaughlin, a medical officer on Ellis Island, described the procedures governing immigrant inspection and processing at the station. After giving the details of the medical inspection (which is treated in Chapter V of this study), McLaughlin provided a description of the rest of the immigrant examination process:

After passing the doctors, the immigrants are grouped, according to the number of their manifest sheet, into lines of thirty or less. At the head of each line is a registry clerk, or

35. Watchorn to Mr. President, January 21, 1905, Theodore Roosevelt Papers, Library of Congress.

interpreter, and an immigration inspector. The clerk, or interpreter, interrogates each alien, and finds his name, and verifies the answers on the manifest sheet before him, and if, in the opinion of the immigrant inspector, the immigrant is not clearly and beyond doubt entitled to land, he is held for the consideration of the board of special inquiry. A board of special inquiry according to the law of 1903 'consists of three members selected from such of the immigrant officials in the service as the commissioner general of immigration, with the approval of the secretary of commerce and labor, shall designate as qualified to serve on such boards.' "The decision of any two members of a board shall prevail and be final, but either the alien or any dissenting member of said board may appeal through the commissioner of immigration at the port of arrival, and the commissioner general of immigration to the secretary of commerce and labor, whose decision shall then be final, and the taking of such appeals shall operate to stay any action in regard to the final disposal of the alien, whose case is so appealed, until receipt by the commissioner of immigration at the port of arrival, of such decision." To this 'board of special inquiry' are sent the aliens certified by the medical officers as suffering from loathsome or dangerous contagious disease, idiocy, epilepsy and insanity.

In cases so certified the law is mandatory, and the medical certificate is equivalent to exclusion, the board simply applying the legal process necessary for deportation. Aliens certified by the medical officers as suffering from disability, likely to make them public charges, are also held for examination before the board of special inquiry. The board in these cases takes into consideration the medical certificate and such evidence as may be adduced by the alien or his friends which, in the opinion of the board, would offset the physical disability. In these cases the board has full discretionary powers, and in a great majority of instances the alien is admitted. Those certified as defective by the doctors group themselves naturally into four classes, and the following table indicates the disposition of such cases by the boards of special inquiry at New York during a fairly representative month:

DISPOSITION OF IMMIGRANTS CERTIFIED AT ELLIS ISLAND, N.Y., MONTH OF OCTOBER, 1903

	Class I (Dangerous Contagious)	Class II (Insanity and Idiocy)	Class III (Loathsome)	Class IV (Likely to become a Public Charge)
Cases pending beginning of month	10	0	0	30
Cases certified during month	83	1	1	393
Total to be accounted for	93	1	1	423
Cases deported	61	1	1	30
Cases landed	4	0	0	349
Cases pending close of month	28	0	0	44

> Immigrants not detained for the board of special inquiry have their money changed into United States currency, and buy their railroad tickets, under the supervision of government officers. If they are destined to points beyond New York City, government supervision is maintained until they are taken to one of the great railroad terminals and placed upon the waiting train. These precautions are taken to protect the immigrants from the board house 'runners' and other sharpers who lie in wait for them at the Battery. Aliens detained as not clearly entitled to land are brought before the board, and, if the evidence is complete, either deported or discharged. When the evidence is incomplete, the immigrant is detained pending the verification of his story, or the arrival of his relatives or friends. All cases are disposed of as rapidly as possible, and immigrants are detained the minimum amount of time required for procuring and carefully considering the evidence in the case. Those ordered deported are returned to the ship as soon as possible after the decision is rendered, providing no appeal is made.
>
> Missionaries and representatives of various religious denominations and societies have offices upon Ellis Island and render valuable assistance to the immigrant. They provide temporary shelter and protection for discharged aliens, and direct them to legitimate employers of labor. In this way they relieve the government of caring for many temporarily detained aliens, especially young women traveling alone. They write letters and send telegrams to the friends of the detained immigrants, and assist them in many other ways.[36]

Watchorn continued and expanded upon the administrative reforms begun by Williams. After his first full fiscal year as commissioner at Ellis Island, Watchorn reported:

> The work at this station is of a most peculiar character, requiring a high standard of intelligence to properly perform it. It also calls for the exercise of rare patience and unusual perseverance, and, in order to elicit the information required for the adequate compilation of statistics, special resourcefulness is an absolute necessity.
>
> The Bureau and the Department are to be congratulated on the exceptionally efficient corps of Inspectors, Clerks, Interpreters and employees at this station, and I have no doubt but the Bureau will observe that the unprecedented work of the year just ended has been performed with due regularity and without any of the complaints and adverse criticisms which all

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36. Allan McLaughlin, "How Immigrants Are Inspected," Popular Science Monthly, LXVI (February 1905), 359-61.

too frequently characterize undertakings of this nature. I deem it not only a pleasure but a duty to thus testify to the general efficiency and fidelity to duty of the force under my jurisdiction.[37]

The year 1907, which witnessed the high point of immigration through Ellis Island, was an especially hectic year for Watchorn as he attempted to administer the work of the station.[38] In June he reported to the commissioner general of immigration:

> A year ago it was my privilege to report to you what was then a record-breaking year; but as that year transcended in number of arrivals any preceding year, so this year surpasses last. This statement in itself will be quite sufficient to inform the Bureau that Ellis Island has been run under unusual pressure during the entire fiscal year, the average monthly arrivals being 93,654. This monthly number equals the total annual arrivals in some of the past years, and when it is considered that each alien is given a separate and individual medical inspection, as well as an individual inspection by the immigrant inspectors, that 9,293 of them were detained in hospital for treatment, 64,510 for special inquiry by boards appointed to conduct special examinations, and 121,737 to be called for by relatives, it will be realized that it has been a task requiring unremitting attention to insure its proper accomplishment. . . .
>
> Three thousand eight hundred and eighteen ships were boarded at quarantine by immigrant inspectors, at which point the inspection of cabin passengers is always commenced. The total number of aliens arriving by cabin was 143,120; and of this number 5,024 were detained for further investigation, 2,988 of them were held for special inquiry, 2,036 were temporarily detained, 4,736 were ultimately admitted, and 288 deported. There were detained here nightly throughout the year approximately 1,400 people.
>
> The total number of deportations of all classes of aliens during the year ended June 30, 1907, from this station was 7,408, of which number 656 were deported on Secretary's warrant.

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37. Watchorn to Sargent, July 17, 1906, General Immigration Files, RG 85.

38. Many of the difficulties of his job were described in Robert Watchorn, "The Gateway of the Nation," Outlook, LXXXVII (December 28, 1907), 913-23.

We have adhered strictly to the policy of last year of limiting the number of aliens to be received daily to 5,000, that being the maximum number that can be properly inspected during any one day. To receive more, with our present facilities, would certainly involve a departure from the strict method of inspection. . . . During the months of March, April, May, and June every available bit of space at the entire station is in full demand, as the arrivals during the time referred to approximate 150,000 monthly. . . .

Of 9,374 aliens ordered deported during the past year by boards of special inquiry, 3,590 appealed from said decision with the following result:

Admitted on appeal	1,619	Appeals withdrawn	80
Admitted on bond	345	Appeals pending close of official year	77
Appeals dismissed	1,481		

It will be noted that 345 were admitted on bond, and although few, if any, aliens admitted on bond have ever fallen a charge on the public I repeat what I stated in my last annual report, that those aliens who are afflicted with mental degeneracy or with physical ills susceptible of reproduction in aggravated form ought never to be admitted under bond, no matter how strong the financial backing of the bondsmen. Financial security can not guard against ills of this nature.

This view can not be too strongly emphasized, for notwithstanding the fact that beginning with July 1, 1907, imbeciles, epileptics, etc., are not admissible even under bond, the number of admissions under bond is certain to be very greatly increased as per terms of section 26 of the act of February 20, 1907; and in this connection I feel constrained to suggest that every accepted bond ought to be entered of record in the country wherein the property specified in said bond is located, for there can be little doubt that it will become necessary to attempt to realize on some of the bonds, and I know of no better way to protect the people's interest than to take the necessary steps to make the bonds, accepted in their behalf, valid and enforcible. . . .

The Bureau certainly ought to feel gratified over the personnel of its employees at this station. Notwithstanding the unusual demand made upon the time of the officials in every division and of every grade, most cheerful and uncomplaining devotion to duty has been the rule rather than the exception. The same may be said of the medical examiners, upon whom devolves a very responsible and trying duty--that of ascertaining the physical and mental condition of all applicants for admission through this port. That they have set aside from the regular line of inspection fully 25 per cent, or nearly

> 300,000 aliens, and have subjected them to the most critical and thorough examination, and of that number have certified 8,510 for disabilities of one kind or another, in addition to which they have relieved in the Ellis Island hospital 5,940 persons, is proof (without further comment) that nothing short of unremitting attention to duty could have accomplished the work devolving upon them.[39]

The administrative skills and abilities of Watchorn were widely praised. In 1906 Edward A. Steiner, who had studied the immigration question and was familiar with Ellis Island operations, made the following observations on Watchorn in his On the Trail of the Immigrant:

> He knows no nationality nor race, his business is to guard the interests of his country, guarding at the same time the rights of the stranger.
>
> Work of this kind cannot be done without friction, for intense suffering follows many of his decisions. Yet I have found no one closely acquainted with the affairs of the island, who does not regard the "man at the gate" as the right man in the right place. . . .
>
> Clear and vivid before his eyes constantly stands the law, commanding him, on his allegiance, to refuse admission, not merely to those physically or morally tainted in such degree as to endanger the nation's life, but to those "persons likely to become a public charge." He is not responsible for the law. He is responsible for its execution, even though his decisions sometimes are not less hard for himself than for those who find the gates shut against them.
>
> It requires a buoyant spirit, a steady hand, a tender heart, and a resolute mind. He must be both just and kind, show no preferences and no prejudices, guard the interests of his country and yet be humane to the stranger. To be able to say of "the man at the gate" that he accomplishes this in a very large measure is not scant praise; and if here and there

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39. "Annual Report of the Commissioner General of Immigration," 1907, in Reports of the Department of Commerce and Labor, 1907, pp. 154-58. During the year Watchorn filed a complaint with the Interstate Commerce Commission, charging that aliens from New York were being taken to their destinations "by circuitous and unnecessarily expensive routes." As a result, improvements were obtained as "to the reduction of rates of travel," better "stations and coaches," and "a material reduction of time consumed in forwarding."

his judgment is questioned, it simply proves that he is as human as his critics.[40]

The Outlook, which had praised the administration of Williams, became equally enthusiastic over Watchorn. In December 1907 the periodical reported:

> For nearly three years the country has been fortunate in having in command of the sentinel forces at Ellis Island a man who combines with the force of character and the executive ability necessary for a rigid administration of the immigration laws, a broad human sympathy which insures to the incoming alien not only justice but kindliness, not only a stern protection of his rights but a warm-hearted care for his comfort. . . .
>
> In his administration of Ellis Island the two sides of his character have been strikingly displayed, uniting to produce many improvements in equipment and procedure. The contractors who, for their own profit, violated the terms of their contracts by transferring immigrants to the railway stations in an unsatisfactory manner; the young and bumptious lawyer who truculently maintained his right not only to stay on the Island against the will of the Commissioner, but to have an immediate interview with his client, a young woman detained pending the decision of a board of special inquiry; the doorkeeper who, suspected on almost overwhelming evidence of a theft from an aged immigrant, steadfastly refused to be searched; and the waiter who had cleaned the dining-room floor but carelessly, all found themselves brought into unpleasantly definite contact with the stern, inflexible side of the Commissioner's character. The first faced not only a canceled contract but a possible prosecution; the second had the option of taking the next boat for New York voluntarily or under escort of two sturdy inspectors; the third found himself searched before he knew it; while the waiter received a terse order to clean the floor, with the significant addition, "I shall be back here in ten minutes". . . .
>
> The more human side of the man is illustrated by the roof garden, with awnings, easy chairs, and tables for luncheon, which he arranged for the young women of his force. The parapet surrounding it was decorated with boxes of flowering geranimums. . . .
>
> When the Commissioner took office, the main inspection-room was divided, as it is now, into long aisles down

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40. Edward A. Steiner, On the Trail of the Immigrant (New York, 1906), pp. 89-90, 92-93.

> which the groups of immigrants passed, and in which they waited their turn of inspection. Many times the exigencies of the case kept them standing for several hours until their opportunity came. The human side of the Commissioner was outraged day after day by the sight of those standing lines of old and young, waiting patiently but wearily for a chance to learn their fate. Roused by the heart, the brain evolved the simple expedient of placing benches in each aisle. But, unfortunately, the aisles were not wide enough, and it seemed as if they could not be widened without decreasing their number, owing to the fact that there must be a desk at the head of each one for the use of the inspector. Again the brain, incited now as much by the apparent difficulty of the problem as by the urgings of the heart, went to work. A plan as ingenious as it was simple (when it had once been demonstrated) was speedily evolved. The Island's own force of workmen made the changes with expedition, and the waiting lines had their seats.[41]

Watchorn continued to battle with political interests and concession contractors at Ellis Island, attempting to eliminate concessionaires who were corrupt, inefficient, and showed disregard for the immigrants.[42] The contracts for the food, money exchange, and baggage transportation concessions, let in 1908, were based on the "Terms, Conditions, and Limitations" which Watchorn played an influential role in writing.[43]

Near the end of Watchorn's administration an extensive study of the Ellis Island work force, totaling 352 persons, was undertaken by Special Immigrant Inspector Roger O'Donnell on behalf of the Secretary of Commerce and Labor. On April 15, 1909, O'Donnell reported that he had gone to Ellis Island on March 30 to examine

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41. Mary B. Sayles, "The Keepers of the Gate," Outlook, LXXXVI (December 28, 1907), 913-14. This article details the administrative procedures of immigrant inspection and processing at Ellis Island during 1907.

42. Some understanding of the influence of political interests and associated administrative difficulties on Ellis Island during the Watchorn and second Williams administrations may be found in scattered documents in the William Sulzer Papers in the John M. Olin Library, Cornell University, Ithaca, New York, the Herbert Parsons Papers, in Butler Library, Columbia University, New York, New York, and the Oscar Straus Papers in the Library of Congress.

43. Copies of the "Terms, Conditions, and Limitations" on which the three contracts were based may be seen in Appendix F.

> the question of the personnel at that station, including the sufficiency thereof in general, having in mind the acquirement of information as to possible reductions in the force and as to the feasibility of applying to the personnel at the station the system of regard recommended by the Committee on Department Methods, in its report dated January 4, 1907.

The report (the summary of which may be seen in Appendix G) provided data on the following subjects:

1. Watchorn's requests for staffing increases and rationale for such increases.

2. Proposed decreases in staffing and rationale for such decreases

3. Feasibility of regrading personnel

4. Statement of present force, desirable increases and maximum allowances, miscellaneous employees at Ellis Island

5. Statement showing distribution of present force, increases desirable, and maximum allowances made for each division at the Ellis Island station.[44]

The published memoirs of several Ellis Island officials during the 1905-09 period shed light on the operations at Ellis Island during the Watchorn years. Interestingly, The Autobiography of Robert Watchorn, published in 1958, provides little detail on his activities as commissioner

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44. O'Donnell to Secretary of Commerce and Labor, April 15, 1909, General Immigration Files, RG 85. On February 25, 1910, Commissioner Williams submitted to the commissioner general of immigration "a list of proposed changes in salaries with a view (1) to bring these cases within the general scheme of the O'Donnell report, (2) to compensate these employees for services rendered more nearly in accordance with the worth thereof than is now the case, and (3) to give those recommended for promotion . . . much deserved encouragement." Williams to Commissioner General of Immigration, February 25, 1910, General Immigration Files, RG 85.

at Ellis Island except for a vignette describing the arrival and problems of a Scottish family and a tribute to the New York City press for treating his administration in a "fair and just" manner.[45]

In October 1905 Philip Cowen, the son of Jewish immigrants from Prussia who had emigrated in the late 1840s, became an immigrant inspector at Ellis Island and served in that capacity until 1927. As early as the late 1880s Cowen had been active in various New York City Jewish community and charity organizations engaged in helping immigrants and thus had made many contacts with immigration officials at both Castle Garden and Ellis Island relative to Jewish immigration issues. He had appeared before them or the boards of special inquiry on "behalf of special groups that arrived." In his Memories of An American Jew, written in 1932, Cowen related some of his experiences at Ellis Island:

> Mr. Sargent, at Washington, and Mr. Watchorn, at Ellis Island, agreed that I should be assigned at once to the Board of Special Inquiry. I appreciated the confidence and honor involved, and this was my post except when I was given special details, until I was advanced to be Inspector-in-charge of the newly-created Division of Information for Employment. Then later on at Commissioner Watchorn's special request, I was placed in charge of the Discharging and Information Division at Ellis Island. . . .
>
> Twenty-five years ago Ellis Island was worth visiting, not "to see the animals," as some people went, but to note the kindly care with which the immigrant was treated, and to observe at close range the future builders of America. To each one who came to the Island out of genuine interest in the newcomer, all the several Commissioners under whom I served were pleased to give the fullest opportunity for observation. This was particularly true of Commissioner Robert Watchorn, who presided during the high tide of immigration. . . .
>
> I was assigned to special details from time to time, some of which were very important. . . . Another important detail was to investigate the treatment of the immigrants by railroads on their way from Ellis Island to their destination. A slight

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45. Herbert Faulkner West, ed., The Autobiography of Robert Watchorn (Oklahoma City, 1958), pp. 132-35, 147-48. This work also contains a brief vignette relating to the visit of Theodore Roosevelt, then New York City police commissioner, to Ellis Island in 1896 when Watchorn was serving as an immigrant inspector at the station.

reduction was made to the immigrant in his railroad fare when he went to a group by barge from Ellis Island to the railroad stations on the North River. The accommodation was very inferior, however, and the immigrant was exploited.

Commissioner Watchorn believed that, considering the large number of passengers that were sent daily from Ellis Island, the companies could well afford to give either lower rates or better accommodations. He filed a complaint with the Interstate Commerce Commission, and a hearing was granted. I was the only witness to be heard. I told of my posing as an immigrant who arrived one morning at the Island at ten o'clock, went down to the railroad room and bought my ticket to Philadelphia for $2.50.

There I waited with the other passengers, eating with them, till 4:40 o'clock, when we went on a barge to the Pennsylvania station. I told of the experiences of an immigrant which I had passed through. I had to wait at the Penn Station till a late hour, buying my food and drink at prices higher than at Ellis Island. The water was not fit to drink; I could not send a telegram home; the cars were filthy and not properly supervised; there was no chance to get a bed, and a lot of etceteras. We arrived at Philadelphia Station at 1:10 in the morning, having been on the way from Ellis Island since ten in the morning of the day previous. I reentered the station at Philadelphia, bought a ticket to New York for the same price, $2.50, got a Pullman sleeper, telegraphed home, got plenty of fresh water, and could buy food, reaching home in two hours. This was of course an aggravated or exaggerated case. The railroad company could not help the delay till 5 o'clock at the Island; but once in their hands it should not have taken till 1:15 to reach Philadelphia, at the same price as the regular fare. . . .

It often happened that immigrants were admitted under bond, and the immigration authorities would occasionally look them up to see if they were becoming public charges. If so, a warrant was issued that resulted in deportation. Otherwise the bond might be cancelled and their admission be made permanent. . . .

The Board of Special Inquiry is only a quasi-legal tribunal. It is not governed by the ordinary rules of legal procedure. The alien is kept from contact with friends until there has been a preliminary hearing, when he may have friends or counsel to intervene. As a general thing the immigrant tells the truth. Not so the witnesses that appear in his behalf. They want to make an impression of importance before the Board and so overstate their earnings and savings. In the earlier days of my service it was a common thing for them to show false bank books on the many immigrant banks

then existing or money that they had borrowed for the occasion. There were many persons who made a lucrative business of loaning money for this purpose, and we found them standing at the Battery waiting for the friend to return from testifying before the Board--usually with his greenhorn--in order to get back the money. . . .

The tendency for witnesses to claim large earnings, in order to impress the Board and their greenhorn friends, has been checked in recent years by the Government having men sitting in with the Boards and demanding proof of paying income tax based on claimed earnings, or compelling them to pay tax on their alleged incomes. . . .

The immigration authorities have always given particular attention to the discharge of girls, and the welfare societies of various groups at Ellis Island have been encouraged to look after those in which they were interested, to see that they reached their destination and that those of proper age went to school. These social workers mingled with the girls after discharge by the inspectors, saw that they had good addresses to which to go, or if they were not clear, verified them; saw to it that they purchased food for the journey and telegraphed to their relatives. The finest work of this kind was performed by the National Council of Jewish Women for the single girls, and the Hebrew Immigrant Aid Society, for married women and the children with them. At the time of which I speak this work was done mainly at Ellis Island, as the great part of the immigration entered through that station. . . . Commissioner Watchorn, while there, gave permission to the national bodies interested in girls to list their arrivals. To Sadie American, for many years the National Secretary of the Council of Jewish Women, is due this fine, humanitarian piece of work. This was continued later under direction of Miss Florina Lasker by her able assistant, Miss Cecilila Razovsky. The Council of Jewish Women deals only with Jewish girls. Others are looked after by the Travelers' Aid Society, under the capable direction of Miss Virginia M. Murray. . . .

During the height of immigration Ellis Island was provided with a corps of interpreters who covered pretty well every civilized tongue; yet, from time to time there came along people that taxed the ability of our staff. . . .

In complicated cases it was possible to get a satisfactory record only if there was an interpreter who fully understood the immigrant and could make himself fully understood by him. . . .

In 1907, when the immigration was at its height, we handled at Ellis Island 5,000 as a fairly steady number in a day. I have seen it run to 5,800, but that was the limit. The largest number of inspectors that could be put to work was twenty-one, and that averaged 250 immigrants an inspector in

about six and one-half hours. When the ships crowded in on us, arriving immigrants were compelled to remain on board ship for two or three days. During the twenty-four hours of March 27, 1907, there arrived 16,050 passengers. . . . On May 2, 1907, as we went to the Island in the morning we found eleven ships on the list, with 16,209 passengers, while during the day four more arrived making the total number of passengers 21,755.[46]

During his term as commissioner at Ellis Island during 1931-34, Edward Corsi interviewed a number of long-time Immigration Service workers for his book In the Shadow of Liberty: The Chronicle of Ellis Island. One of these was Frank Martocci, an interpreter who had been working on the island in 1907 when the Corsi family had been processed there after emigrating from Italy. In one chapter of his book Corsi related the substance of an extensive personal interview with Martocci who provided considerable information on what it was like to work at Ellis Island during the peak of immigration in 1907. A copy of relevant portions of Corsi's chapter entitled "A Picture of 1907" may be seen in Appendix H.

One of the interpreters hired at Ellis Island during the Watchorn years was Fiorello H. LaGuardia, who would later become mayor of New York City. While attending New York University Law School, he worked at Ellis Island from 1907-10 at an annual salary of $1,200. Having previously worked in the U.S. Consular Service in Europe, he could speak Croatian, Italian, and German. LaGuardia recorded some of his experiences at Ellis Island in his The Making of an Insurgent: An Autobiography, 1882-1919, published in 1948. His reminiscences are useful in understanding the attitudes, concerns, and problems of Ellis Island employees:

. . . The work on the island was difficult and strenuous. For two years we worked seven days a week, for immigration was very heavy at this time. All of us were glad, however, to have the jobs, despite the long hours and tiring tasks. Immigrants were pouring in at the average rate of 5,000 a day,

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46. Philip Cowen, Memories of An American Jew [1932] (reprint ed., New York, 1975), pp. 144-45, 149-52, 164-65, 169-72, 185-86.

and it was a constant grind from the moment we got into our uniforms early in the morning until the last minute before we left on the 5:30 boat in the evening. We had to catch the 8:40 ferry every morning.

The immigration laws were rigidly enforced, and there were many heartbreaking scenes on Ellis Island. I never managed during the three years I worked there to become callous to the mental anguish, the disappointment and the despair I witnessed almost daily. Some of the employees did become callous to the suffering after a while, but on the whole they were a hardworking lot, conscientious and loyal. . . .

The importance of inspecting immigrants at the ports of embarkation was brought home to me more forcibly than ever in my everyday experience at Ellis Island. Several hundred immigrants daily were found to be suffering from trachoma, and their exclusion was mandatory. It was harrowing to see families separated because the precaution had not been taken of giving them prior examinations on the other side. Sometimes, if it was a young child who suffered from trachoma, one of the parents had to return to the native country with the rejected member of the family. When they learned their fate, they were stunned. They had never felt ill. They had never heard the word trachoma. They could see all right, and they had no homes to return to. I suffered because I felt so powerless to help these poor people, and I did what I could by writing letters to Senators and Representatives telling them of my experience at Fiume, and urging legislation to remedy the situation. . . .

The physical requirements for immigrants were very high, and a large percentage were excluded for medical reasons. In addition to trachoma, cases of favus and other scalp diseases were common. I always suffered greatly when I was assigned to interpret for mental cases in the Ellis Island hospital. I felt then, and I feel the same today, that over fifty per cent of the deportations for alleged mental disease were unjustified. Many of those classified as mental cases were so classified because of ignorance on the part of the immigrants or the doctors and the inability of the doctors to understand the particular immigrant's norm, or standard. . . .

Under the Immigration Law, contract laborers who have been induced, assisted, encouraged or solicited to migrate to this country by offers of promises of employment are excluded. The application of the contract labor provision of the law during my day in the Immigration Service was anything but uniform. Some of the inspectors were clever about questioning the immigrants and trapping them into admitting that they had offers or promises of jobs. . . .

Most of the inspectors were conscientious and fair. Sometimes, I felt, large batches of those held and deported as violating the contract labor provision were, perhaps, only borderline cases and had no more than the assurance from relatives or former townsmen of jobs on their arrival. . . .

Persons convicted of offenses involving moral turpitude were excluded from the country. Immigrants were required to present certificates showing them free from penal offenses. Some did not have them, and others would not present them. That created a presumption of guilt, and then the immigrants were questioned very closely. I discovered that many were being deported for minor offenses or because of incorrect interpretation of their answers or inaccurate translations of their penal certificates. I got the translators together, and we brought about some uniformity in the translation of these crimes, and that prevented a lot of injustice. . . .

Often we interpreters at Ellis Island had to accompany couples to the city to be married. These were cases of young men who had sent for their fiancées. The men would arrive at Ellis Island all prepared to marry before admission had been granted to the young ladies. We would take them to the City Hall in New York, where marriages were performed in those days by aldermen. The aldermen took turns performing the ceremonies and getting the fees. Some of the aldermen were not averse to getting a little extra, above the two dollars prescribed by the law. I know that most of the Immigration Service personnel protected the immigrants and were not parties to these overcharges.

I was assigned to only a few of these cases, but a few were plenty. I would escort the bridegroom and his bride and their witnesses to the City Hall to see that they were properly married and then give the bride clearance for admission to the country. In the few instances I attended the aldermen were drunk. Some of the aldermen would insert into their reading of the marraige ceremony remarks they considered funny and sometimes used lewd language, much to the amusement of the red-faced, cheap "tinhorn" politicans who hung around them to watch the so-called fun. . . .

On the whole, the personnel of the Immigration Service was kindly and considerate. At best, the work was an ordeal. Our compensation, besides our salaries, for the heartbreaking scenes we witnessed, was the realization that a large percentage of these people pouring into Ellis Island would probably make good and enjoy a better life than they had been accustomed to where they came from.[47]

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47. Fiorello H. LaGuardia, The Making of An Immigrant: An Autobiography, 1882-1919 (Philadelphia, 1948), pp. 63-66, 68-70.

E. Administration of Ellis Island Under Commissioner William Williams: 1909-13

William Williams was reappointed as commissioner at Ellis Island and began his second tour of duty on May 28, 1909. He immediately announced a policy of strict enforcement of the immigration laws. On June 4 he issued a notice that served as a warning both to the inspectors and prospective immigrants:

> It is necessary that the standard of inspection at Ellis Island be raised. Notice hereof is given publicity in order that intending immigrants may be advised before embarkation that our immigration law will be strictly enforced; so that those who are unable to measure up to the requirements of the law may not waste their time or money in coming here only to encounter the hardships of deportation.

Williams commented later than month that

> to raise the standard of inspection at a great immigration office requires something more than a general notice. The whole official force must be carefully and uniformly trained in the exercise of proper care. It is necessary to ascertain who does and who does not know and understand the statutes, and amongst other things to explain the facts and elements to be considered in determining whether or not an immigrant is a "pauper" or a "person likely to become a public charge."

Accordingly, on June 28 Williams issued a second notice to his work force concerning guidelines to determine whether an immigrant was a "pauper" or "likely to become a public charge." This notice, which caused considerable controversy, read:

> Certain steamship companies are bringing to this port many immigrants whose funds are manifestly inadequate for their proper support until such time as they are likely to obtain profitable employment. Such action is improper and must cease. In the absence of a statutory provision, no hard and fast rule can be laid down as to the amount of money an immigrant must bring with him, but in most cases it will be unsafe for immigrants to arrive with less than twenty-five ($25) besides railroad ticket to destination, while in many instances they should have more. They must in addition, of course, satisfy the authorities that they will not become charges either on public or private charity.

> Only in instances deemed by the Government to be of expectional merit will gifts to destitute immigrants after arrival be considered in determining whether or not they are qualified to land; for except where such gifts are to those legally entitled to support (as to wives, minor children, etc.), the recipients stand here as objects of private charity, and our statutes do not contemplate that such aliens shall enter the country.

Responding to the furor caused by this notice, Williams commented:

> This notice is not, as so many have claimed it to be, a rule under which inspectors must exclude immigrants with less than $25, and thus an attempt to create a property test not found in the statutes. It is merely a humane notice to intending immigrants that upon landing they will require at least some small amount of money with which to meet their wants while looking about for employment. That it was time for the Government to serve this warning, which others should have given long ago, is shown by a mere inspection of some of the records of incoming vessels. For instance, out of 251 passengers on SS "Volturno" July 4, 1909, 13 had $1, 11 had $2, 7 had $3, 8 had $4, and 20 had $5. One hundred and eighty-nine had $10 or less, and yet the majority of these indigent people were going to congested portions of our large cities where the competition among newly arrived immigrants for a living is very great. One hundred and thirty-five were bound for New York City. Undoubtedly the principal test to which immigrants should be subjected is as to their ability to become self-supporting, but the Government may properly insist that while looking for employment they shall not run the risk of becoming objects of charity.

Williams also commented on the need for more personnel at Ellis Island. He observed:

> If the immigration law is to be executed at Ellis Island with the thoroughness which its importance requires, both more men and more space must be provided. It frequently happens that 5,000 aliens arrive in one day. With the inspectors force at my disposal not over two minutes can be devoted to each of them at the first inspection at which over 70% are usually admitted. Those held for special inquiry of course receive further investigation of which I am not speaking now. The inadequacy of the period of two minutes above mentioned is emphasized further when we remember that there are now thirty-eight questions to be asked and notations made in response thereto on the manifest. And to accomplish even this inadequate inspection the inspectors must work nine hours almost continuously. The situation becomes infinitely worse when

> 5,000 arrive on each of two or three succeeding days. I see that in May, 1907, 150,000 arrived, or an average of 5,000 a day for each of thirty-one successive days. This may happen again, and I feel it my duty to state plainly that if it does, full or proper inspection will, in the absence of increased facilities, be out of the question, both for lack of time and lack of physical and mental endurance on the part of the officials. . . .
>
> Many of the officials are obliged to work overtime day after day. Not a few are on duty over ten hours. There is here a force of very willing workers, but that, I submit, is no reason why a large number of them should be called upon, sometimes for several days in succession, to render services involving unusually long hours.[48]

Williams' concern for a more strict and rigid enforcement of the immigration laws at Ellis Island was further amplified by issuance on March 18, 1910, of a comprehensive "Notice Concerning Detention and Deportation of Immigrants." The notice, designed both to aid his inspection force in a more uniform and strict interpretation of the immigration laws and to warn prospective immigrants and steamship companies of the consequences of disregarding the law, read:

> NOTICE CONCERNING DETENTION AND DEPORTATION OF IMMIGRANTS.
>
> To Whom It May Concern:
>
> 1. The Government is being compelled to detain for investigation and also to deport large numbers of immigrants. During January there were deported from New York over 1400 and during February over 1100, while during the first eighteen days of March there have been deported nearly 1000, or in all 3500 since the first of the year. The detention and deportations vary greatly with the steamship lines. In the cases of some they are relatively small, but on many they are abnormally large, due mainly to the fact that the agents abroad are accepting immigrants for transportation without adequate inquiry as to whether or not they are qualified to land upon arrival.

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48. "Annual Report of the Commissioner of Immigration for the Port of New York," 1909, pp. 1-7, in William Howard Taft Papers, Library of Congress. Also see Kohler, Immigration and Aliens in the United States, pp. 49-57, for further information concerning Williams' notices.

2. Wholly inadequate attention is being paid abroad to the important new provision of the law of 1907 excluding from admission all aliens certified by our surgeons as being "mentally or physically defective, such mental or physical defect being of a nature which may affect the ability of the alien to earn a living." This new provision is in addition to that excluding the insane and persons with loathsome or dangerous contagious diseases. That it is not being properly heeded is shown by the numerous medical certificates daily issued by our surgeons in relation to these, amongst others, physical defects:

Ankylosis of various joints
Arterio sclerosis
Atrophy of the extremities (following old poliomylitis)
Chronic progressive diseases of central nervous system
Chronic inflammation of lymph glands of neck
Dislocation of hip joint with shortening and lameness
Double hernia
Goitre
Locomotor ataxia
Psoriasis and lupus (chronic skin diseases)
Valvular disease of heart
Well-marked varicose veins.

The immigrant's ability to earn a living may be, and usually is, most seriously affected by these disorders, as well as by numerous others (not necessarily of a loathsome or dangerous contagious character) within the condemnation of this important statute, which was thus designed to keep out of the country a most undesirable class of people.

3. A frequent ground for detention is lack of funds. This office repeats that immigrants will not be allowed to land without funds adequate for their support until such time as they are likely to find employment, except possibly in instances such as those of wives or minor children going to persons legally bound and proved to be able and willing to support them. . . .

4. Immigrants should come here qualified to land and not expect to qualify after reaching Ellis Island through receipt of gifts from persons under no legal or moral obligation to make them. . . .

5. A further cause of detention is failure to state on the manifest the immigrant's "final destination." The law is not satisfied by the address of a so-called "banker" for the class chiefly engaged in the immigrant business. . . .

6. Numerous detentions and deportations have arisen out of the unjustifiable attempts by one or two of the lines to import large numbers of boys under sixteen whose parents remain abroad. . . .

> 7. The law requires the authorities to detain for special inquiry all immigrants "not clearly and beyond a doubt entitled to land." Accommodations exist at Ellis Island for the care of about two thousand over night, and these accommodations would be adequate if proper care were exercised at all ports of embarkation. If through failure to exercise such care our detention facilities during the coming Spring prove inadequate, so that it becomes necessary to return excluded immigrants to the ships a day or more prior to the time of sailing, the responsibility must rest where it belongs; for by a strict inspection abroad each steamship company has it within its power to reduce to low figures the number of its immigrants who will be detained or refused admission.[49]

During the summer of 1909 Williams investigated reports that some of the immigrant aid societies represented at Ellis Island were grossly mismanaged and were "mere commercial institutions" that exploited aliens and compelled them "to remain in filthy surroundings and foul atmosphere." Based on his investigations, which were assisted by confidential reports of the Immigration Commission, he withdrew the privilege of representation at Ellis Island of several organizations including the Swedish Immigrant Home on Water Street and St. Joseph's Home for the Protection of Polish Immigrants and the Austrian Society of New York, both of which were located on Broad Street.[50]

In June 1910 Williams reported on the results of his investigations of immigrant aid societies and his attitude toward those that he found to be exploiting immigrants. He stated:

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49. "Notice Concerning Detention and Deportation of Immigrants," March 18, 1910, *William Williams, Commissioner, Taft Papers*, Library of Congress. Williams issued a more lengthy notice, entitled "Information As to the Immigration Laws and their Execution," in April 1911.

50. *Williams to St. Joseph's Home for the Protection of Polish Immigrants*, August 10, 1909; Williams to Breitenfeld, August 16, 1909; and Williams to The Austrian Society of New York, May 24, 1910; Taft Papers, Library of Congress, New York Times, August 12, 1909; and Williams to Nagel, August 13, 18, 1909, Charles Nagel Papers, Sterling Memorial Library, Yale University. Also see Reports of the Immigration Commission: Abstracts of Reports of Immigration Commission, II, 305-22.

> I found that the trustees of some (not all) of these societies had confided the management to incompetent or corrupt underlings with the usual results in such cases and the additional disgraceful result that a government station was being used as a basis for carrying on various practices of the meanest kind. I use advisedly the word "meanest," because they were perpetrated against helpless, ignorant immigrants. Some of these practices included housing them in quarters of extreme filth at a charge of about $1 a day; exposing girls to coarse, vulgar treatment, turning them over to improper persons, and reporting fictitious addresses as to where they were sent; treating immigrants in an unfriendly, even brutal, manner; taking their money on deposit and refusing to surrender it on request, and (in one instance) advising an immigrant to loan his money to a missionary's bankrupt friend. It is difficult to find words adequately to express the contempt one must have for persons who would knowingly do such things or allow them to be done. All such as were found guilty were duly punished and their misdeeds exposed in the press. An immigrant society which is not conducted on a high plane of efficiency and decency by managers whose own sense of duty will make them unwilling to see it conducted in any other way is obviously not fit to be represented at a government station, and it ought not to be necessary (as it has been) to tell persons supposedly engaged in philanthropic business such elementary truths. I may add that there are at Ellis Island several societies which are conducted in a model way and also several missionaries whose work is disinterested and excellent. These could add still further to their usefulness if they would band together for the purpose of assisting the Government in detecting black sheep and the missionary for revenue, whose presence should be as unpleasant to them as it is to the commissioner.[51]

During fiscal years 1910-11 Williams also devoted attention to the care and treatment of immigrants on Ellis Island. He had a new notice posted throughout the island:

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51. "Annual Report of the Commissioner General of Immigration," 1910, in Reports of the Department of Commerce and Labor, 1910, p. 290. In 1911 Williams removed a missionary organization from Ellis Island because it was found that it detained girls at its home for "an unnecessary length of time, charging them for board and lodging at rates in excess of a dollar a day and placing them eventually at their own expense through an employment agency." "Annual Report of the Commissioner General of Immigration," 1911, in Reports of the Department of Commerce and Labor, 1911, p. 303. One of the "model" societies on the island was the Hebrew Sheltering and Immigrant Aid Society, a short history of which may be found in Appendix I.

> Immigrants shall be treated with kindness and civility by everyone at Ellis Island. Neither harsh language or rough handling will be tolerated. The commissioner desires that any instance of disobedience of this order be brought immediately to his attention.

Williams introduced an official postcard that allowed aliens to communicate more easily with friends and relatives in the United States. The card, which was sent free of charge to whomever the immigrant designated, read:

> _____ _____ has arrived at Ellis Island by steamship _____. This immigrant refers to you. If you desire to call on his or her behalf, you may do so. Ferryboat leaves barge office (Battery Park) every hour on the hour. You are not required to pay anything to anyone in connection with this matter. If you come to Ellis Island, bring this card with you.

In December 1910 Williams instigated proceedings that resulted in the jailing of fifteen officers of the Hellenic Transatlantic Steam Navigation Company for smuggling diseased aliens into the United States through Ellis Island. The contract for the feeding concession was canceled and relet to another contractor in January 1910 when Williams found that the immigrants were being "improperly fed." The baggage concession contract was also revoked in March 1911 when it was found that the concessionaire was swindling aliens.[52]

In July 1910 the problem of abuses relative to promotions among the civil service personnel on Ellis Island received the attention of Williams. Accordingly, he issued a notice "To All Civil Service Employees at Ellis Island" on July 27:

> Your attention is again called to Department Circular No. 53 of November 1, 1904, posted in the Registry Division. It recites a a [sic] portion of Civil Service Rule XI forbidding officers concerned in promoting a classified employee from considering any recommendation for promotion not made "by the

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52. Ibid., and "Memorandum in Relation to Some of the Work Done at Ellis Island Under the Present Administration," October 7, 1912, Taft Papers, Library of Congress.

person under whose supervision such employee has served." Note the penalty. It recites also the Executive order of President Roosevelt dated January 31, 1902, forbidding classified employees "to solicit an increase of pay . . . in any way save through the heads of the departments in or under which they serve." Here, too, note the penalty.

Not only is it the duty of the Commissioner to give effect of the above orders, but their justice and fairness are obvious. They seek to make merit the basis of promotion and to safegard the rights of employees who may not be in a position to exert political influence. Without their observance real Civil Service cannot exist.

It must be apparent to every one who may attempt to secure promotion in violation of the provisions of the above mentioned Circular that he is retarding instead of aiding his chances of preferment.[53]

The need for staffing increases at Ellis Island became a major concern of Williams in late 1910 and early 1911. These needs were particularly acute in view of the anticipated opening of the hospital buildings on Island No. 3 in February. To operate the new buildings Civil Engineer F.D. Howell informed Williams that additional persons were needed for the mechanical force, already "crowded with work today." The needed men included four firemen, three coal passers, three carpenters, two general mechanics, two wiremen, and painters.[54] Howell also indicated that the force of five carpenters needed to be increased. He observed:

Including the new hospital buildings on No. 3 island, which will soon go into use, there are thirty-six buildings at Ellis Island. We have only five carpenters. Experience has again and again shown this to be entirely inadequate to do the work of this enormous plant, even without the additional work which must soon be done on No. 3 island. Today we lose the services of the two temporary carpenters, and yet there is a great deal of odd work left undone (including the necessity for an oil house, repairing 150 benches, building a new lumber shed, etc., etc.) which our regular carpenters cannot get out

53. "To All Civil Service Employees at Ellis Island," July 27, 1910, William Williams, Commissioner, Taft Papers, Library of Congress.

54. Memorandum for Commissioner, F. D. Howell, December 16, 1910, General Immigration Files, RG 85.

> for some time. It takes the time of one carpenter every day in the year to attend to the locks, hinges and other important matters.[55]

The shortage of stenographers at Ellis Island was especially critical. Williams informed the commissioner general of immigration on December 29 that:

> Over 25% of our board stenographers are sick largely because they have been working days and days in succession, some of them 30 days, without any rest. The evil effects of drawing on Mr. Junker's office are obvious. I shall have to deal with this matter shortly in a larger way, but meanwhile the situation is so urgent in and about the Commissioner's office (some of our letters remain unanswered four and five days necessarily) that I feel constrained to ask now for authority to employ another stenographer (female) at $900 per annum.[56]

Williams continued his requests for additions to the Ellis Island workforce. On January 3, 1911, he submitted a request to the commissioner general for six stenographers (board secretaries), six interpreters, six watchmen, three coal passers (laborers), three carpenters, four firemen, two wiremen, and two general mechanics. Explaining his request Williams observed:

> I am the last one to desire unnecessarily to increase the Ellis Island force. I have trouble enough in managing a force so large and doing such varying work as is now the case. But a careful study of the situation as it exists today, let alone as it will exist when the "spring rush" is again upon us, constrains me to tell you that this office is not sufficiently manned in some of its divisions properly to cope with the important work that comes before it.

Relative to the stenographers, he wrote:

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55. Howell to Commissioner of Immigration, Ellis Island, December 17, 1910, General Immigration Files, RG 85.

56. Williams to Commissioner General of Immigration, December 29, 1910, General Immigration Files, RG 85.

I have frequently informed you that it was impracticable with the existing force of stenographers to write up the admitted cases. I will assume that you do not disagree with me as to this impossibility. Also that you will agree with me, in view of the wording of the statute, that they should be written up. Not only does the statute so require, but if they are not written up I have no proper check on the action taken by the boards in admitted cases. Of the 15 board stenographers but 8 are at the present writing available. None are on leave and those not here are ill. In fact several of them have stuck to their posts when physically unfit to do so. They are now paying the penalty and will probably be absent a much longer time as a result of having overtaxed their strength. A number of them have had no day off in 30 days and you know we work seven days a week here.

As to the interpreters, there were

in all 36 interpreters' positions. Three are now vacant. Some of the interpreters speak a number of languages. The following schedule shows approximately how many speak each language:

2 Albanian	14 German	1 Portugese
2 Armenian	8 Greek	4 Roumanian
4 Bohemian	1 Herzegovinian	6 Russian
1 Bosnian	11 Italian	4 Ruthenian
5 Bulgarian	2 Lithuanian	6 Servian
7 Croatian	1 Macedonian	7 Solvak
2 Dalmatian	4 Magyar	2 Slovenian
2 Danish	4 Montenegrin	2 Spanish
1 Dutch	1 Moravian	3 Swedish
1 Finnish	2 Norwegian	2 Syrian
1 Flemish	1 Persian	6 Turkish
14 French	6 Polish	9 Yiddish

Many of the interpreters are given credit in the above table for languages with which they are but slightly acquainted. For instance they may be able to speak them but cannot read or write them. Again some may be able to read them but cannot speak them.

Thirty-six interpreters are in one sense a large number, but in another not. There are twenty inspection lines, all of them full during numerous successive days in the year, and there are always four boards, usually six and sometimes eight. Then there is the Boarding Division with the poor quality of people arriving in the second-cabin (placed there often on advice that they could not enter through the steerage). And there are also the appeals before the Commissioner, requiring the presence of one or more interpreters between 11 a.m. and 1 or 2:30 p.m. every day. I should add that there are a number

of investigations in New York City which it falls to the lot of the interpreters to make. You will perhaps have to take my word for it that we are very short of interpreters, but in giving it I assure you it is based on a full knowledge of the situation. The Chief of the Registry Division is constantly having to surrender men to the boards and vice versa, at a time when both of them need the men. With the 20 lines filled, one-third of them we will say with immigrants knowing only Slavic languages, it is obviously impossible for our interpreters who know Slavic languages to be on all of these lines, let alone to be doing board work or the other kind of work which it may be imperative for them to do at that particular time. What happens is this: Our inspectors cope with the situation as best they can, and that means in some instances that they cannot cope with it. Many who can ask the ordinary questions are all at sea when it comes to inquiring of the immigrants as to the condition of health of the members of the family remaining abroad, etc. Nor can they ask whether any accompaying members of the family came second cabin, as so often they do when they are sick and ineligible.

Concerning the inspectors, Williams noted:

I think we would have enough inspectors if there were not several who are fast getting to be superannuated. Having said this I am not disposed to press the point as to the necessity of further inspectors just now because I am probably not suffering any more from superannuated employees than are the heads of other offices. I will merely say that they have a peculiar opportunity for bringing discredit upon the Commissioner and perhaps also the Washington authorities.

The watchmen and messengers were

a very useful and relatively inexpensive grade of employees of whom we are in almost constant need of more. Usually at least two board chairmen are compelled to do their own messenger work. The situation on the dock is not at all satisfactory. You know how many hundreds and sometimes thousands of people come here in one day from New York. To handle these crowds requires a proper number of officials. You also know that we are under the necessity of sending from the Discharging Division down to the outside waiting room on the dock to summon friends who come from New York. This all takes a great deal of time and we have not the men to do the work.

In addition it was "absolutely necessary that we have more" firemen, coal passers, carpenters, general mechanics, and wiremen "as soon as No. 3 islan[d] goes into commission."[57]

New York Congressmen William Sulzer introduced House Resolution No. 166 on May 12, 1911, calling for an investigation of the Williams' administration of Ellis Island. The measure, accompanied by "statements condemning in unmeasured terms the administration at Ellis Island on grounds, amongst others," of "cruelty to helpless and unprotected immigrants" and "arbitrary and unnecessarily harsh methods," read:

> Whereas for several years serious complaints have been made concerning the conduct and the administration of immigration matters, especially at the port of New York; and
> Whereas there is no well-known or established system for interpreting and executing fairly and reasonably the immigration laws, a condition which has of late been condemned by several judges of the United States courts in dealing with the subject; and
> Whereas the press of the country demands a reform of these un-American practices and policies: Therefore be it
>
> Resolved, That the Committee on Immigration and Naturalization of the House of Representatives be, and the same hereby is, authorized and directed to inquire into the same and to investigate and examine into the administration of the office of the immigration commissioner at the port of New York, and other places, with reference to all complaints, and especially with reference to the workings, incidents, and results of the immigration laws, the rules and regulations adopted to enforce same, decisions and rulings of the immigration commissioner, action thereon by the Department of Commerce and Labor, methods of review of rulings, if any, and any other phase of the administration and enforcement of the immigration laws deemed by the committee to be proper, for the purpose of drafting and reporting to the next session of Congress such changes in and revision of the immigration laws as said committee may deem proper. . . .[58]

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57. Williams to Commissioner General of Immigration, January 3, 1911, General Immigration Files, RG 85.

58. Hearings on House Resolution No. 166 Authorizing the Committee on Immigration and Naturalization to Investigate the Office of Immigration Commissioner at the Port of New York and Other Places: Hearings Held Before the Committee on Rules, House of Representatives, May 29, and July 10 and 11, 1911, p. 3, and U.S. Congress, Senate, Committee on Immigration, Ellis Island, New York: Annual Report of the Commissioner of Immigration for the Port of New York With Reference to Ellis Island Affairs for the Year Ended June 30, 1911, 62d Cong., 2d sess., 1911, S. Doc. 124, p. 11.

On May 29 a hearing was held by the House Committee on Rules at which some twelve witnesses appeared in support of the resolution. The witnesses represented foreign langugage newspapers, immigrant protective organizations, and others who opposed Williams' strict interpretation of the immigration laws. The commissioner vigorously defended his administration of Ellis Island in a letter to Robert L. Henry, Chairman of the House Committee on Rules, on June 6 (a copy of which may be seen in Appendix J.) Hearings were held on July 10 and 11 to allow the Ellis Island authorities to defend their position, and Williams was the key witness in the rebuttal. In his testimony the commissioner observed:

> We have a very difficult law to contend with. The law contains two indefinite features which make it at once interesting and difficult. The persons with dangerous and contagious diseases and the insane do not give the immigration authorities very much trouble, although they do give trouble to the doctors. They are excluded, as a matter of course, upon a doctor's certificate. The work is largely with the doctors in those cases. But when you come to the expression, "likely to become a public charge" and "suffering from a physical defect which may affect the ability to earn a living," you have two clauses which can not be administered without the exercise of a great deal of judgment. It is charged that we adminster this law in a haphazard way. I ask you to bear with me while I read some of the rules which I have laid down to avoid that very thing happening. . . .
>
> Now, I repeat, and I wish to impress on you the fact, that in determining whether or not persons are likely to become public charges we take into account many elements, including occupation, proficiency, physical ability to pursue it, the demand for labor or services of the kind he is able to render at the place to which he intends to go, the number of persons who may be dependent upon him for support either here or abroad, and the value of his property.
>
> Congress in 1907 added to the excluded cases a provision excluding everybody who is suffering from a physical defect which may affect his ability to earn a living. Note the word "may." That is very wise and progressive legislation, in my opinion, but it is a difficult law to administer, and I doubt very much whether the general public is educated up to a complete and correct administration of it. . . . We do not pretend to solve all such questions in the same way that persons on the outside, who might take a hand in solving them, would do it. We are the authorities constituted by law to decide such cases, and we do so to the best of our ability. We are very glad to have any criticism that will help us in

reaching correct conclusions. We get very little criticism of that kind, but a great deal of the other kind.

> The hardest work at Ellis Island is that performed by the boards of special inquiry, and they are called by hostile critics, for effect, "chambers of inquisition," "star chambers," and so forth, because Congress has enacted that their meetings shall be separate and apart from the public. You may have gained the impression that these boards percentage of immigrants on a given shipload held for special inquiry varied from 5 to 30 per cent, according to the class of people brought. Sometimes with 5,000 immigrants from 1,000 to 1,200 are held in one day for special inquiry, and next day 5,000 more come, and we may have a great many cases on our hands. All are put through very careful examinations before these boards of special inquiry.[59]

Largely as a result of Williams' testimony, the resolution was not adopted by the committee by the time that Congress adjourned in October. At the end of the July hearings, Sulzer, in effect, withdrew his charges of maladministration, appearing before the committee to explain that Ellis Island required larger appropriations for building improvements and increases in the labor force. Williams took solace in the fact that every "specific complaint (of which there were but few)" were "met and shown of record to be without foundation or based on a false or misleading statement of facts."[60]

Perhaps, as a result of the attack on his administration Williams wrote a glowing tribute to the Ellis Island labor force, with particular emphasis on the boards of special inquiry, in his annual report in 1911. He noted in his remarks:

> The Ellis Island officials, exclusive of the surgeons and others attached to the Marine-Hospital Service, now number 523. As a body they are conscientious, intelligent, and industrious; also they are very patient, often under rather

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59. Hearings on House Resolution No. 166, pp. 59-60.

60. Ellis Island, New York: Annual Report of the Commissioner of Immigration for the Port of New York, 1911, pp. 11-12, and Hearings on House Resolution No. 166, pp. 58-60, 76-79, 84-94, 156-57, 178-79. For further information relative to the response of Williams to the charges against his administration during this period see numerous references in the Charles Nagel Papers, Yale University.

> trying circumstances. Those occupying the grade of immigrant inspector have an unusually difficult task to perform, for they are constantly called upon to work rapidly and yet to exercise sound judgment in applying indefinite tests to human beings. They must hold for special inquiry all who are not "clearly and beyond a doubt entitled to land," i.e., who may belong to any of the excluded classes, and there is no set formula to aid them. Those serving on boards of special inquiry must, amongst other things, determine who are likely to become public charges and who are suffering from physical defects which may affect their ability to earn a living. The magnitude and difficulty of the work of these boards are often overlooked by those who find fault in the decisions in isolated cases. Last majority of them but excluding from admission a great deal of the riffraff and scum which is constantly seeking to enter. To form an intelligent opinion of their work it must be considered as a whole, and when so considered it will be found to compare favorably with that of other similar bodies, whether executive or judicial. . . .[61]

The importance that Williams attached to the work of the boards of special inquiry was shown by the attention he gave to their activities on Ellis Island during the next two years. In January 1912 he prepared some standardized guidelines to govern their operations and procedures. The guidelines included sections entitled "Preliminary Information to be Obtained of Aliens before Boards," "Suggestions as to Further Information to be Obtained from Aliens," and "Examination of Witnesses."[62]

In February 1912 the Secretary of Commerce and Labor designated 47 officials at Ellis Island as being eligible to appointment on boards of special inquiry as their services were required. The list of officials had been selected by Williams in response to a request by the commissioner general's office in order to insure a technical compliance with the provisions of Section 25 of the Act of February 20, 1907, relating to the method of qualification of members of the boards of special inquiry.[63]

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61. Ellis Island, New York: Annual Report of the Commissioner of Immigration for the Port of New York, 1911, pp. 6-7.

62. A copy of these guidelines may be seen in the Taft Papers at the Library of Congress.

63. Larned to Commissioner of Immigration, Ellis Island, November 20, 1911; Williams to Commissioner General of Immigration, November 21, 1911; and Keefe to Commissioner of Immigration, Ellis Island, February 9, 1912; General Immigration Files, RG 85.

In June 1913, near the end of his second term as Ellis Island commissioner, Williams prepared a paper entitled "The Relations Between Boards of Special Inquiry and Their Superiors." The document provided his rationale for the general administrative oversight that he had provided to the boards as they implemented their assignments during his tenure as commissioner.[64]

Williams not only concerned himself with the work of the boards of special inquiry but also continued to issue notices to his employees, the privilege holders, and the steamship companies in an effort to protect the welfare of immigrants and provide for more efficient and expeditious handling of the aliens during the inspection process. In response to reports that unwitting immigrants were often being sold first class transportation packages in lieu of transportation at "immigrant rates," Williams issued a "Notice Concerning Sale of First Class Transportation to Immigrants at Ellis Island" on November 24, 1911:

> Immigrants shall under no circumstances be solicited to purchase first class transportation in lieu of transportation at immigrant rates.
>
> Should an immigrant take the initiative in requesting first class transportation, then it may be sold to him, provided <u>full disclosure</u> be made as to what if any advantages he will gain both as regards time and accommodations.
>
> Should it come to the notice of the Commissioner that first class transportation sold to an immigrant was not worth the additional amount paid therefor, the agent concerned will not be permitted further to sell first class transportation at Ellis Island.
>
> Accurate and complete records must be kept of all first class transportation sold to immigrants, which records shall be open to the inspection of the Commissioner.
>
> Nothing herein contained applies to cases where immigrants arrive with orders for first class transportation.[65]

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64. "The Relations Between Boards of Special Inquiry and Their Superiors," June 1913, William Williams Papers, New York Public Library.

65. "Notice Concerning Sale of First Class Transportation to Immigrants at Ellis Island," November 24, 1911, William Williams, Commissioner, Taft Papers, Library of Congress.

To expedite the landing of United States citizens and the inspection of aliens arriving as cabin passengers at the Port of New York Williams requested that steamship companies observe five rules in a "Notice Concerning Manifesting of United States Citizens and Inspection of Cabin Passengers," dated April 1912. The notice read:

> (1) Passengers to the United States who claim to be United States citizens on the ground that they were born in the United States shall at or prior to the time of foreign embarkation be requested to state with accuracy their place of birth. Those claiming to be United States citizens through naturalization shall be requested to furnish the date of their naturalization papers and the name of the court which issued them. Passengers furnishing information either as to their place of birth or naturalization which shall satisfy the steamship agents concerned that they are citizens, may be listed on special manifest sheets separate and apart from those used for the listing of aliens, and the information so furnished shall also be entered on the manifest.
>
> NOTE: Steamship agents abroad shall be warned that persons often carelessly state that they are United States citizens when in fact they have merely declared their intention to become such and secured what are known as "first papers". A person can become a citizen through naturalization only upon securing final citizenship papers and these are granted only after a residence of at least five years in the United States.
>
> They shall also be warned that passports are not always proof of citizenship, and that the information as to birth or naturalization called for by this notice shall be requested irrespective of whether or not a passport is presented.
>
> (2) Great care shall be taken not to insert on a citizens' manifest sheet the name of any passenger as to whose citizenship there is any doubt; but on the contrary all such names shall be placed on the manifest sheets used for the listing of aliens, adding (if this be desired) "Claims U.S. citizenship", or words to this effect.
>
> (3) To each cabin passenger there shall be delivered during the voyage a ticket or identification card (in accordance with Section 13 of the immigration act) to be presented to the immigration authorities upon arrival. First cabin passengers shall receive pink cards and second cabin passengers yellow cards.
>
> (4) The manifest sheets pertaining to each class of passengers shall be designated by consecutive numbers and the use of letters discontinued. Each identification card shall show in plain figures (at least 1/4 inch high) the number of the manifest sheet to which it relates, so that the immigrant inspector may quickly determine the position of the passenger's name on the manifest.

(5) The appropriate ship's employees shall be instructed to assist the immigration officers in segregating the citizens from the aliens, in otherwise grouping passengers for inspection, and after arrival at the pier in summoning relatives there awaiting detained aliens.

NOTE: It is important that passengers be kept in lines and not permitted to crowd about the inspectors and thus impede them in their work. Cabin passengers who have been inspected and passed should not be permitted thereafter to remain in the cabin where congestion will result.[66]

During the fall of 1910 Williams began to redraft the organizational rules and policy outlines of the work at Ellis Island that he had first prepared in 1904. In a letter to the commissioner general of immigration on October 6, 1910, Williams stated that the division chiefs found the rules to be "of great use in that (1) they state in concrete form the chief work of each division, and (2) they are a valuable means of enabling new men at the outset to get a bird's-eye view of their work. Please realize that these rules are intended only to supplement the statutes and the Bureau regulations."[67] As he continued to revise and update the Ellis Island organizational rules with the help of some of his employees, Williams wrote to Charles Nagel, Secretary of Commerce and Labor, on May 15, 1911:

These rules are anything but inelastic; on the contrary they are very elastic. Not all that you will find in them is in any strict sense a "rule". When I was first here I found everything at loose ends and there was nothing to show what work was done at Ellis Island, still less in what divisions it was one. I found it interesting for myself and useful for the officials to write down in terse language the chief things which happen here. The reading of these rules compels a lot of men to realize and appreciate what they are doing in a manner that does not happen if their attention is not directed to such matters. These rules are of immense value to each new official who comes along. I was here over five months as Commissioner before I understood the intracies of this station, and if I had difficulty in mastering them I wondered how inspectors could

66. "Notice Concerning Manifesting of United States Citizens and Inspection of Cabin Passengers," April 1912, William Williams, Commissioner, General Immigration Files, RG 85.

67. Williams to Commissioner General of Immigration, October 6, 1910, General Immigration Files, RG 85.

master them. I thought they were entitled to help and I believe I have given it to them.[68]

The culmination of Williams' efforts to redraft the rules for administering the Ellis Island immigration station were largely completed in 1912. Two significant documents were prepared, one titled "Rules for the United States Immigrant Station at Ellis Island" and the other "Ellis Island Its Organization and Some of Its Work." The two documents, which were distributed in early 1913, taken together provide the most comprehensive data available on the administration and operation of Ellis Island during the height of its years as the principal immigration station in the United States. The documents provide invaluable insights into the responsibilities, policies, procedures, and activities of each of the eleven divisions into which the island's work force was divided: executive, medical, boarding, registry, information, special inquiry, deporting, statistical, mechanical, laborers, and night. Information is also supplied on the activities of the three groups of outside agencies that performed various services on the island under government supervision: privilege holders, transportation companies, and missionaries and immigrant aid societies.[69]

Williams also prepared a pamphlet for visitors to Ellis Island in 1912. Entitled "Instructions to Visitors at Ellis Island," the brochure, dated June 1912, described briefly the rules the visitors were to follow while on the island and directions to various points of interest, including the immigrants' dining room, dormitories, and railroad rooms.[70]

In his annual report for fiscal year 1913 Williams, who was preparing to leave office a second time, wrote a lengthy statement on the means of

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68. Williams to Nagel, May 15, 1911, General Immigration Files, RG 85.

69. Copies of these two documents may be seen in Appendixes K and L, respectively.

70. The brochure was later expanded and revised in December 1913 to reflect building changes. A copy of the revised document may be seen in Appendix M.

improving the inspection process at Ellis Island, the shortage and consequent overwork of his inspectors, and the need to promote continued professionalism among the ranks of inspectors. The commissioner noted:

> Correctly and promptly to "inspect" an immigrant is an art of which not all of the officials known as immigrant inspectors are masters. Under this term is included both what is known as primary inspection and examination by boards of special inquiry. To inspect means to view closely and critically; and to do this as to some 900,000 immigrants a year under a statute which requires the detection of such difficult matters, amongst others, as pauperism, likelihood of becoming a public charge, what physical defects will affect ability to earn a living, criminality and contract labor, is a task truly gigantic, calling for industry, intelligence, ability to examine and cross-examine with a view to ascertaining relevent and (what is almost equally important) omitting irrelevant facts, some knowledge of human nature, and constant exercise of sound judgment. This work would be difficult enough if it could be done through the medium of the English language, in place of which it must be performed through some forty foreign languages and dialects; also it is usually done under heavy pressure, especially during periods when the monthly arrivals are from 80,000 to 100,000. The work of the boards of special inquiry is perhaps even more difficult than that of the primary inspectors. Annually they dispose of over 60,000 cases. Often 8 boards are in session, calling for the services of 24 inspectors (in addition to clerks, stenographers, interpreters, and messengers). It is believed that a correct execution of the immigration law, with its indefinite tests applicable to human beings, calls for work as difficult as that required of any executive officers in any country; and yet the inspectors available both for primary inspection and special inquiry duty are too few, with the result that they are required to work too rapidly and sometimes during too long hours. Also the primary inspectors are burdened with too many clerical duties while "inspecting" immigrants; for instance, they are, for lack of proper assistance, required to make corrections in long hand on the manifests for as many as six hours a day, thus rendering it impossible for them to put their whole mind on the larger matters before them. . . . .
>
> While our immigrant inspectors as a body are able, conscientious, and intelligent, yet it is not unnatural that there should be amongst them some who lack the peculiar talent necessary to inspect immigrants. This is something for which civil-service examinations alone do not determine their fitness. They are a very proper preliminary, but those who, having passed them, become immigrant inspectors should thereafter be subjected to frequent tests by experienced officers with a view to determining whether or not they are really doing inspection work and are able and willing to assume the responsibility for

exercising the judgment which the statute calls for, or whether (when acting as primary inspectors) they are principally engaged in registering the immigrant's answers, often at the outset false, to the questions on the manifest; or (when sitting on boards of inquiry) whether they fail to do independent thinking and merely join in the decisions suggested by others. The men who are found fit and competent to do real inspection work should receive better remuneration than is now given men of this class.

There is a general impression that the primary inspector errs only by passing the unfit. He is just as likely to err the other way and through unwillingness or inability really to inspect to delay the admission of the eligible immigrant and transfer to the board of special inquiry work which he should do. In this connection I desire to point out something that is very often overlooked, namely, that the protection which the immigrant receives against improper exclusion is infinitely greater than that which the Government receives against improper admission, for an immigrant can be excluded only as a result of the concerted action of a number of officials, whereas a single official has power to admit. If this be right, it is a most convincing argument in favor of placing none but competent and reliable officials at primary inspection work. If a proper number of inspectors were available I should be in favor of placing two at each line, one of them charged with the power to act as examining inspector and the other to be there to exercise the statutory privilege which every inspector has of challenging an admission at primary inspection, which privilege, through lack of officials, is now exercised only a few times in each year.[71]

As Williams prepared to leave Ellis Island for a second time on June 30, 1913, his accomplishments as commissioner were given due praise. President Woodrow Wilson, who had entered office several months earlier, accepted Williams' resignation with the following personal note:

> I wish to express my appreciation of your conscientious and peculiarly intelligent service on handling one of the most delicate and onerous positions in the Government service.[72]

Among the accomplishments for which he was given credit were streamlining the administrative machinery at Ellis Island and thus

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71. "Annual Report of the Commissioner General of Immigration," 1913, in Reports of the Department of Labor, 1913, pp. 267-68.

72. Wilson to Williams, June 2, 1913, William Williams Papers, Yale University.

contributing to the growing professionalism and efficiency of its workforce and operations. He had also initiated a number of administrative reforms to protect the interests of arriving immigrants by promoting courteous treatment of the aliens, banishing "false missionaries," and eliminating the worst forms of immigrant exploitation by privilege concessionaires, unscrupulous agents, and political interests.[73]

In 1913, as Ellis Island was undergoing a change in commissioners, a number of articles and books were published that contained descriptions of the administrative procedures at Ellis Island that were used to process incoming aliens. These procedures had developed as a result of the experiences, trials, and frustrations of examining large numbers of people in often overcrowded conditions. One such description was that provided by Dr. Alfred C. Reed, a Public Health Service medical officer on the island, in January 1913:

> The third division of the medical inspection is "the line" or primary inspection. This is the part that the visitor to the island sees, and has been often described. Suffice it to say that as the immigrants leave the barges they pass in single file before the medical officers who pick out all who present evidence of any mental or physical defect. They are turned aside into the medical examining rooms for more careful observation. Each defect or disease receives a medical certificate signed by three physicians, which places the bearer in one of the three classes already mentioned. Those who require immediate medical or surgical care for any reason are transferred to the hospital, as are also certain cases in which longer observation and more detailed examination are necessary for diagnosis. . . .
>
> Having been certified or passed clear in the medical division, the immigrant goes together with those from the barge who have not been turned aside, to the upper or registry floor, for the inspection of the immigrant authorities. These inspectors ask the same questions that the immigrant was required to answer when the ship's manifest was filled out before embarkation. This covers such information as name, age, destination, race, nativity, last residence, occupation, condition of health, nearest relative or friend in the old country, who paid his passage, whether in United States

73. "Annual Report of the Commissioner General of Immigration," 1913, in Reports of the Department of Labor, 1913, pp. 272-73.

before, whether ever in prison, whether a polygamist or anarchist, whether coming under any contract labor scheme, and personal marks of identification such as height, and color of eyes and hair. Any discrepancies in the answers are noted. The immigrant is also required to show what money he has. All who do not meet these questions satisfactorily or who hold medical certificates of classes A or B, are held for a rigid examination before a Board of Special Inquiry, which decides whether or not they shall be admitted. Each of these boards consists of three members, the decision of two members being final. The hearings of the boards are private, but a complete copy of the proceedings is made and filed in Washington.

Those who are to be deported are held on the island until the vessel on which they came is ready for its return voyage. In the event of deportation being ordered, the alien may appeal from the decision of the board to the commissioner of the port, from him to the commissioner-general of immigration, and then to the Secretary of Commerce and Labor.

Those immigrants who have passed satisfactorily and are bound for New York City are sent to the "New York room" to await friends or responsible parties who come for them. This is one of the most dramatic and thrilling spots on the island, for it is the reunion place of friends, relatives and lovers. . . .

Those immigrants who are destined for points other than New York City are sent to the railroad room. Here they change their money for United States coin, and buy their railroad tickets under careful supervision. Their baggage is checked, they have a telegraph, cable and post office of their own, and may buy lunches whose contents are exhibited to all in glass cases. Special agents see that each one buys a lunch proportioned to the size of his family and the length of his journey. Cigars, cakes and fruits are also to be had. . . .

Those immigrants who are to be deported, or who for any reason must be kept on the island some time, are placed in the detention quarters. These are not open to visitors. Tiers of beds are provided, accommodating 1,800 persons, but often this number is exceeded by 500. These quarters are among the most interesting points on the island. The women and children of all races and tongues are in one large room, and the men in another. In mild weather they are all sent on to the fine broad roof of the building. . . . Mention should be made of the large immigrant dining-room which seats 1,100, where the missionary societies hold a polyglot Christmas entertainment each year.[73]

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73. Alfred C. Reed, "Going Through Ellis Island," Popular Science Monthly, LXXXII (January 1913), 1-15. Another description of the process, provided by Frederic J. Haskin in his The Immigrant: An Asset

F. Administration of Ellis Island Under Acting Commissioner Byron H. Uhl: 1913-14 and 1919-20

The office of commissioner at Ellis Island was not filled for more than a year after Williams resigned in June 1913. While the Wilson administration attempted to find a successor, Byron H. Uhl, who had served as assistant commissioner on the island since 1909, was placed in the capacity of acting commissioner. He served as acting commissioner until September 1914 when Frederic C. Howe, whose administration is treated in Chapter VI of this study, became commissioner. After Howe resigned in September 1919, Uhl again served as acting commissioner at Ellis Island until May 31, 1920.

Uhl spent fifty years working on Ellis Island in a variety of offices. In 1892, several months after the first immigration station opened, he arrived on the island to take up duties as a stenographer. In February 1903 he was appointed as an immigration inspector, and three months later was promoted to chief clerk. From 1909 to 1933 he was assistant commissioner. In the latter year he was designated as district director of Immigration and Naturalization District No. 3, subordinate only to the commissioner at Ellis Island. When the position of commissioner was abolished in July 1940 he was appointed as district director with charge over all immigration and naturalization activities for the Port of New York and surrounding areas. Just before his retirement a luncheon was held in the main building at Ellis Island in August 1942 celebrating his fiftieth year with the Immigration Service. New York City Mayor Fiorello H. LaGuardia, once a interpreter on the island, was the principal speaker for the occasion.[74]

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73. (Cont.) and a Liability, may be seen in Appendix N. Also see Peter Roberts, The New Immigration: A Study of the Industrial and Social Life of Southeastern Europeans in America (New York, 1913), pp. 18-32; Henry Pratt Fairchild, Immigration: A World Movement and its American Significance (New York, 1913), pp. 183-88; Frank Julian Warne, The Immigrant Invasion (New York, 1913), pp. 12-16; and Philip Cowen, "The Coming People: Immigration Past and Present," address prepared for various groups, 1913, General Immigration Files, RG 85.

74. New York Times, November 22, 1944.

The two periods of Uhl's service as acting commissioner at Ellis Island saw few changes or innovations in the administration of the station. Both times may be described primarily as "holding operations" as the established administrative policies and procedures continued to be implemented under Uhl's guidance. Moreover, both periods were marked by national and international tensions that affected the operations at Ellis Island. Near the end of Uhl's first term as acting commissioner World War I erupted in Europe causing major administrative problems on the island, and during his second term in that office Ellis Island operations were again disrupted by the tumultuous events surrounding the postwar Red Scare.

G. Administration of Ellis Island Under Commissioners Frederick A. Wallis, Robert E. Tod, and Henry H. Curran: 1920-24

Ellis Island operated under the administration of commissioners Frederick A. Wallis, Robert E. Tod, and Henry H. Curran during 1920-24--years that were marked by a postwar revival of immigration as well as by passage of legislation designed to enforce immigration restriction. After passage of the Immigration Act of 1924, which provided for primary inspection of prospective immigrants at American consulates in the countries of origin, Ellis Island rapidly lost the basic function for which it had been created and became primarily a detention and deportation center. This change of function would have major ramifications for the administrative machinery, size and composition of the workforce, and methods of operation on the island.

1. The Commissioners

Frederick A. Wallis entered on duty as commissioner of immigration at Ellis Island on June 1, 1920. His working background was chiefly in the insurance business, but he had been a deputy police commissioner in New York City. He was an active Democrat, an elder in the Fifth Avenue Presbyterian Church, and was drawn to President Woodrow Wilson's attention by the interest he had shown in immigration issues. He had been an active candidate for the position when Williams resigned in 1913, but Wilson had passed him by in favor of Howe.[75]

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75. Pitkin, Keepers of the Gate, p. 131.

After the inauguration of President Warren G. Harding in March 1921, Wallis, a Democratic appointee, submitted his resignation. In response, the Secretary of Labor asked Wallis to stay on until October when his already chosen successor would be available for duty. Wallis' successor was Robert E. Tod, a New York banker, yachtsman, and philanthropist of Scottish birth. Tod had attended Princeton University, shown his administative skills as public works officer at the American naval base in Brest, France, during World War I, and been cited by General John J. Pershing and decorated by the French government. Since Tod had been planning a European trip he was persuaded to convert his journey abroad into a fact-finding trip on the problems of emigration from Europe and immigration into the United States, as a special commissioner of the Bureau of Immigration, before assuming his duties as commissioner at Ellis Island.[76]

After Tod resigned in June 1923 to return to private business, he was succeeded as commissioner by Henry H. Curran, who served in that position until March 1926. Curran had long experience in the world of New York City Republican politics, had run for mayor, served as magistrate and borough president of Manhattan, and had an excellent war record. He was appointed by President Harding at the joint recommendation of his Yale classmate, Senator James W. Wadsworth, and New York State National Republican committeeman Charles D. Hilles.[77]

2. Policies of the Commissioners

During his sixteen months in office as commissioner at Ellis Island Wallis attempted to "humanize" the immigration station. Before taking office he had defined his contemplated policy before the Women's Democratic League on May 24:

> When I enter on my duties as Commissioner of Immigration, the doors of Ellis Island will swing both in and out--in for the oppressed of other lands who have come here with the firm

76. "Making Anti-Americans," Outlook, CXXIX (November 2, 1921), 333-34.

77. Pitkin, Keepers of the Gate, pp. 146-47.

> purpose of being loyal American citizens, and equally out and impassable for the Reds, anarchists and Bolsheviki. What the United States needs is more immigration, and immigration of the right kind.[78]

This effort at reform, reminiscent of the programs initiated by Williams and Howe, involved the physical cleanup of the island, improvement in the care and treatment of aliens, and elimination of dishonest employees. Before he left office in October 1921 Wallis drew up a lengthly *memorandum for Secretary of Labor James J. Davis, "reciting some of the* reforms" that had been effected during his administration.[79]

As part of his reform efforts, Wallis paid special attention to the "irregularities" of his employees as well as others having business on Ellis Island. The result of his investigations, together with those of a committee consisting of departmental and bureau personnel, led to the discharge of a number of Immigration Service employees and the apprehension and, in some cases, imprisonment of other individuals involved with the work of the station. The list of such persons and activities, as reported by Wallis, included:

> Dennis P. Sheehan, Watchman: Accepted money from persons calling on behalf of detained aliens.
>
> Frank Behnkin, Watchman: Accepted money from persons calling on behalf of detained aliens.
>
> Nicholas Grazimono, Watchman: Accepted $20 from immigrant woman; jumped bail of $500; warrant issued; referred to US. Dist. Attorney.
>
> Herman Pincus, Watchman: Admitted acceptance of cash bribe to release immigrant.
>
> Leonardo Lombardo, Laborer: Robbed baggage.

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78. "The New Tide of Immigration," New York Times Current History, XII (July 1920), 706.

79. Wallis to Davis, October 5, 1921, Chief Clerk's File, 2/174B, *Record* Group 174, General Records of the Department of Labor, National Archives. A copy of this memorandum may be seen in Appendix O.

Edward V. Hanlon, Watchman: Short changed immigrants in sending telegrams.

Daniel Radice, Watchman: Asleep on post. Accepted gratuities.

Arthur R. Hogan, Watchman: Accepted money from persons calling in behalf of detained aliens.

Louis Burkhardt, Inspector: Admitted aliens as citizens at $25 per head; held under $5,000 bail; in hands of U.S. Dist. Attorney. This will doubtless lead to other convictions.

Augustus P. Schell, Inspector: Guilty of many irregularities, proven by affidavits.

Some time ago $495 disappeared from the Treasurer's Office. The amount has not been recovered nor has the thief been apprehended. The matter is now in the hands of detectives. Mr. Budde, formerly in charge of the Treasurer's Office, is unable to give any clue whatever. A few weeks later several other amounts disappeared. Three envelopes containing $25 each and one containing $50 were missing, it is supposed, on the same day. When asked for a balance and a checking up of all the cash in the Treasurer's Office, Mr. Budde informed me that a striking of a balance and checking up of the money had not been done for probably fifteen years.

The larger part of the exploitation of immigrants is carried on by persons having no official connection whatever with the Station. Not long ago a certain Mr. Rose represented himself as "Inspector Green". He later pleaded guilty in the U.S. Court to such misrepresentation and was given sixty days.

Social Service workers have also been apprehended for misconduct. An Italian Social Worker was removed last fall for accepting money from immigrants. A social worker in the employ of the Hebrew Immigrant Aid Society was discharged for accepting fees in connection with the making of appeals.

A person was apprehended and imprisoned for selling passes to Ellis Island to people desiring to come to the station to meet arriving immigrants.[80]

80. Commissioner to Commissioner General of Immigration, October 2, 1921, Chief Clerk's File, 2/174-B, RG 174. The removal of another inspector, Jeremiah B. Fitzgerald, from the Ellis Island force is detailed in Memorandum for the Assistant Secretary, by Byron H. Uhl, November 10, 1921, General Immigration Files, RG 85.

Despite the various reforms begun by Wallis during his first year as commissioner the Ellis Island immigrant station continued to receive considerable criticism in the nation's press for its ill treatment of incoming aliens. The principal charges centered on the overcrowded conditions and lack of adequate accommodations for the needs of the aliens detained on the island. These problems were exacerbated by the rising tide of postwar immigration coming to America. During the summer of 1921 a committee consisting of departmental and bureau personnel was assigned to investigate the station. As a result many changes, both in personnel and the general method of handling immigrants, were made during the latter stages of Wallis' commissionership and the early period of Tod's tenure in office which began on October 22. Despite the improvement in the lot of the alien and the morale of the work force on Ellis Island, the problems involved in its administration remained. As described by Commissioner General of Immigration W. W. Husband in November 1921 the continuing problems of the island revolved around the twin facts that it was "essentially a station and not a hotel," and it was "thoroughly inadequate for the handling of large numbers of aliens especially when it is necessary to detain them for any length of time."[81]

During the summer of 1921 Commissioner General Husband appointed an Advisory Committee on the Welfare of Immigrants to undertake a "study of welfare work among immigrants arriving at the various ports as well as among those en route to destination." The committee was to make recommendations "as to what is necessary to insure that aliens arriving at United States ports shall have every consideration compatible with careful enforcement of the law."[82] After holding hearings at Ellis Island and visiting other stations during the fall of 1921, the committee issued a number of recommendations to improve the lot of the alien on Ellis Island:

> An official director of information should be appointed to take entire charge of the welfare work at Ellis Island, such official to be under the immediate direction of the commissioner of immigration of New York.

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81. Memorandum for the Secretary, by W. W. Husband, November 16, 1921, Chief Clerk's File, 151/118, RG 174.

82. Ibid., and "A Light on Arriving Immigrants," Survey, XLVI (August 1, 1921), 560.

That interpreters speaking several languages and trained in social work be appointed to serve immigrants pending their inspection and during such time as they are not permitted direct communication with their friends.

That a plan be developed for the systematic exchange of allowed information between immigrants who are detained and their waiting friends.

That women and young children be provided with separate and considerably improved night quarters and that a trained dietitian be placed in charge of the feeding of the children.

That detained immigrants be provided with better laundry facilities.

That the representatives of private welfare organizations who are authorized to carry on work at the station be allowed, under the direction and supervision of the Federal director of information, to aid in general welfare service for immigrants after they have been duly examined.

That three separate religious services, Protestant, Jewish, and Catholic, be held on Sundays "with occasional services for other groups when needed."

That when aliens are excluded and deported an explanation of the reason for such action should be given to them and also, when practicable, to their interested relatives and friends.

That there shall be some welfare workers on duty at all hours.

That official interpreters meet arriving immigrants when embarking on the barges taking such aliens from the vessel to Ellis Island and that an information service be made available to them while they are detained at the Island. Heretofore immigrants have been without service of this kind until their examination was completed, and frequently they have been held apart from the public for several weeks pending their examination by a special board of inquiry.

That pending medical examination immigrants be taken to large and comfortable reception rooms in the main immigration building instead of being held on the barges.

That milk and crackers be served to all women and children at meals in the dining room and between meals and at bedtime in the detention quarters. Previously only the small children had been provided with such food.

> That the large room on the ground floor of the main building which is being used as a money exchange and railway ticket office be converted into a day room for detained women with children, such room to be provided with conveniences for the care of the children and to have easy access to an outdoor recreation place fitted up as a playground. That other commodious outside rooms near large porches with a view of the bay be made available as day rooms for other detained immigrants. That a large outside room be made into a dormitory for women and children, so that they will not have to occupy the general dormitories. . . .[83]

These recommendations formed the basis for the reform program that Robert E. Tod undertook as he became commissioner of the island. By mid-December a number of noticeable physical changes and reforms had been implemented at the station.[84]

During early 1922 Tod's reform efforts began gaining attention in national periodicals. The Living Church, a progressive, reform-minded church periodical, reported on January 14:

> Whatever may be thought of our immigration laws, their administration--at least at Ellis Island--has been anything but admirable for years past. It is gratifying to observe that strong pressure is being brought to bear in Washington to secure a reform in the manner of dealing with the individuals who have to pass through Ellis Island, our immigrant station, on their way to their future homes in this country. The perennially overcrowded conditions on the Island make for summary action on the part of officials and this always works for injustice and cruelty in dealing with aliens who cannot speak English. Thus, their first acquaintance with America embitters them and they subsequently "get even" somehow, as the records show.
>
> It is quite certain that the abuses at Ellis Island are being rapidly done away with. The new Commissioner, Mr. Tod, "means business." Mr. Tod is himself a man of great wealth, and is personally expending on the Island considerably more than his modest salary from the government. . . .

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83. Abbott, Immigration, pp. 466-67.

84. Memorandum for the Secretary, by Chief Clerk, December 15, 1921, Chief Clerk's File, 151/118, RG 174. A copy of this document detailing the improvements may be seen in Appendix P. Also see Davis to McCormick, November 21, 1921, Chief Clerk's File, 151/118, RG 174, and Congressional Record, LXI, Pt. 8, November 22, 1921, 8106-08.

> The public may rest assured that a new chapter in the administration of Ellis Island has begun with the appointment and acceptance of the new Commissioner.[85]

That same day the Survey described the reforms that Tod intended to commence as time and funds permitted:

> In future, official interpreters will meet arriving aliens on the barges that convey them to the island, and information service will be available during the whole period of their detention. There will be no more waiting on the barge for medical inspection, but comfortable receiving rooms will be set aside for the new arrivals in the main immigration building. Both as regards arrangement of rooms and meals provided, there will be important innovations; a play room and a playground for children will be made easily accessible, and more recreational facilities will be given also to adults. A director of information, under the supervision of the commissioner, will have charge of all welfare work; and ample financial provision has been made for this service. Systematic interchange of permissible information between detained immigrants and their waiting friends, as well as hospital bulletins will be arranged for. A trained dietitian will be in charge of children's feeding. Laundry facilities will be improved. Representatives of voluntary agencies will be more fully admitted to the privilege of assisting in the welfare work for immigrants after they have been examined. Separate religious services will be held for Catholics, Jews and Protestants, and for other groups if needed. Reasons for debarment and deportation will be explained to those most concerned and to interested friends. Some welfare workers will be permitted to remain on duty during the night.[86]

Several weeks later the Outlook commented favorably on Tod's accomplishments and future plans for the island:

> The new Commissioner of Immigration at Ellis Island, Robert E. Tod, avoids interviewers. He has no set theories on immigration. His policy is to say little and do much, and that the latter is the case in quite evident to anybody at all familiar with the Ellis Island of the past. Some real changes have already been made on the "Island of Tears," as Ellis Island is generally referred to in the foreign-language press, and this

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85. "Reforms at Ellis Island," The Living Church, January 14, 1922, in Chief Clerk's File, 151/118, RG 174.

86. "Ellis Island," Survey, XLVII (January 14, 1922), 586.

> leads one to think that the entire ambitious programme held out by the Committee on Immigrant Welfare Work will become a reality in the course of time.[87]

As a result of the report of the Advisory Committee on Welfare of Immigrants and Tod's prodding Congress appropriated $100,000 for improvements on Ellis Island in fiscal year 1923. While the appropriation allowed Tod to proceed with some of the changes recommended by the committee, not all of the committee's recommendations could be implemented with that sum. Hence Ellis Island continued to receive criticism with the "primary condition causing complaint," being "the lack of sufficient and adequate accommodations to permit of proper consideration . . . given to the distinctive needs of various classes and groups of immigrants who pass through or are detained on the Island."[88] The urgent needs of the station, as summarized by Department of Labor leaders in December 1922, were:

> (1) Proper accommodations both as to sleeping quarters and dining facilities for aliens of the higher classes who come to this country as cabin passengers.
>
> (2) Separate sleeping quarters and eating accommodations for the various nationality, language and religious groups. At present all of such classes are handled indiscriminately together, which results in many complaints by all classes so mingled.
>
> (3) Adequate facilities for women and children of all classes.
>
> (4) Separate quarters for the criminal and immoral classes who have either been detained and are awaiting deportation, who have been arrested after having lived in the country and are awaiting deportation, or who are detained at the Island for other reasons.
>
> (5) Improved quarters where aliens may spend the greater part of the day separated from the sleeping quarters and some sort of recreational facilities for all aliens.

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87. Natalie DeBogory, "Practical Americanism at Ellis Island," Outlook, CXXX (February 8, 1922), 223.

88. Waggaman, "Immigrant Aid," 257, and Simon to Acting Superintendent Architect, February 12, 1923, FRC 785, RG 121.

(6) Proper segregation with recreational facilities for diseased aliens who are being treated in hospitals.

(7) Proper segregation from all contact with all other classes of aliens of the mentally defectives, including insane and idiots who must be detained for varying periods.[89]

British immigrants were most sensitive to the conditions on the island, it seemed, or at least most vocal in protesting them. The English press, as well as politicians in the House of Commons, continued to harp on the inhumanity of keeping British citizens in "cages" with people of dirtier and inferior nationalities."[90] Sir Auckland Geddes, the British ambassador to the United States, visited the island in company with Secretary of Labor James J. Davis, at the latter's invitation, in December 1922. He made a thorough inspection and wrote a full report to Lord Curzon, the secretary for foreign affairs, who held it until the following August and then issued it as a parliamentary paper.

The report, probably intended to be objective, was taken as a stinging piece of criticism and brought the storm of criticism of Ellis Island to a climax shortly after Tod's successor, Henry H. Curran, took office as commissioner. According to Geddes, Tod was "a gentleman of independent means" who was "sympathetic, kindly, energetic and efficient" and held "office for patriotic reasons." "Any country might be proud to point to him as one of its officials," as he had "spared neither time, thought nor pocket in his efforts to make Ellis Island humanely efficient." Nevertheless, he was not impressed favorably with conditions on the island. He discussed the island exhaustively, commenting freely on "locked doors and wire cages," "impacted greasy dirt," badly ventilated rooms, "make-shift facilities for medical examination," overcrowded accommodations, low standards of cleanliness and lack of consideration for their fellows by the immigrants themselves, and the

89. David to Mellon, December 15, 1922, Chief Clerk's File, 115/119A, RG 174.

90. New York Times, August 17, 1922, June 13, 21, 1923.

"diabolic" time-consuming system of appeal to the Secretary of Labor in cases of rejection.[91]

During the summer and fall of 1923 studies of the existing conditions and possibilities for improving the facilities and accommodations on Ellis Island were undertaken by the Treasury Department's Office of the Supervising Architect at the urging of Curran. As a result, it was estaimated that the necessary improvements and general rehabilitation of the island to provide adequate facilities for examination, dormitory, dining, and recreational needs of the immigrants would cost $1,500,000. The promise of such a large-scale program of projected improvements led the Independent to comment on September 29, 1923, that "the comforting thing about the workings at Ellis Island is the thought that Mr. Curran is exercising as much common sense and humanity as he can while still adhering to the spirit of the law."[92]

As the debate over how best to improve the Ellis Island facilities continued into the fall of 1923 the Public Health Service was requested to report "upon the capacity of the detention rooms at Ellis Island from the standpoint of ventilation." The study, which was submitted in mid-November, concentrated on the main, baggage and dormitory, and kitchen and laundry buildings on Island No. 1 and considered three topics: (1) capacity of present detention quarters; (2) sanitary conditions and accessory accommodations afforded the detained immigrant; and (3) plans for the rearrangement of rooms and additional facilities. As an introduction to the study the board, consisting of two doctors and one sanitary engineer, described the "Course of the Newly Arrived Immigrant at Ellis Island." The immigrants were

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91. Dispatch from H. M. Ambassador at Washington Reporting on Conditions at Ellis Island Immigration Station (London, 1923), pp. 1-12. A copy of excerpts from this report may be seen in Appendix Q. During the summer of 1923 Ishbel Ross, a reporter for the New York Tribune, visited Ellis Island and made a thorough inspection of its facilities and accommodations. Her report was published in the newspaper and later on August 4, 1923, portions of her study were reprinted in the Literary Digest. See "Uncle Sam's Housekeeping at Ellis Island," Literary Digest, LXXVIII (August 4, 1923), 42-46.

92. "Ellis Island," Independent, CXI (September 29, 1923), 126, and Simon to Wetmore, November 5, 1923, FRC 785, RG 121.

brought to the island number one on suitable barges or boats and proceed to the main building, entering it through a door at the middle of the south side of the building. From here they pass to the medical examination rooms of the United States Public Health Service which are located at the north end of the ground floor. After passing through the medical examination, they proceed to the second floor of the building. Here they enter the east end of a very large room known as the Registry Room. This room is provided with from fifteen to twenty long rows of benches at the head of which rows are the desks of the immigration inspectors. The immigrant is directed to that row of benches at the head of which the immigration official is provided with the ship's list bearing his or her name. In turn the immigrant comes to the desk of the inspector, is questioned appropriately, and either admitted or detained. Those admitted and going to New York descend, by means of a stairway at the west end of the registry room, to the ground floor of the building and proceed along a corridor to a certain point at which is located a money exchange booth, where they may exchange their money for United States currency and thence they proceed further along a covered way to the ferry house where they await the boat to take them to New York. Those admitted and going to points outside of New York City leave the Registry Room floor and descend, by means of a stairway at the northwest corner of the room, to the railroad ticket office room where they procure tickets for travel to their point of destination. They then proceed to the railroad waiting room where they wait the arrival of the boat to take them to the proper railroad terminus for the last stage of their journey. In most cases the whole passage through the necessary routine, in the case of uncontested aliens, requires but a very brief time probably a good average figure being between one and two hours for the whole procedure. . . .

There are three groups of detained immigrants - the temporarily detained - those who are admissable but must remain at the station perhaps for the arrival of friends, or for additional funds, or perhaps for the release of a member of the family from the hospital before proceeding further on their journey. For these persons, men, women, and children, a day detention room is provided on the first floor of the "main building". . . . A second group of detained persons are those held for special inquiry and known as S.I. (special inquiry) cases. This group consists of persons about whom there exists some doubt regarding admissibility. These persons are detained until such time as a special board may take their case under consideration and decide as to whether or not they are to be admitted. While awaiting the hearing of their case, these persons are quartered in several rooms provided for the purpose as follows: The first and second class women and children and their accompanying male relatives are quartered on the spacious balcony overhanging the Registry Room, while the first and second

class males and steerage passengers are detained in the rooms known as the lower S.I. and the upper S.I. rooms. After a decision has been rendered the immigrant may be admitted or may be held for Exclusion or Deportation. They then pass into the third group of detained persons known as the excluded and deferred group. These persons are quartered in another series of rooms numbered 204, 206, 209-218, and 222. The rooms of this group are known as day detention quarters.

Obviously sleeping quarters must be provided for all persons detained at the station overnight. On the balcony over the Registry Room of the main building, there is located a series of bedrooms numbered 1-16. These rooms and room number 17 located at the northwest corner of the balcony and rooms 1-8, located on the west side of the main building off the balcony are used exclusively for women and children, ususally in the following order: First Class passengers, Second Class passengers, and finally steerage passengers. In addition to the previously mentioned, there are five large dormitories. Room 203 situated on the second floor of the baggage and dormitory buildings and rooms A, B, C, and D situated on the third floor of the same building. These rooms serve as sleeping space for all persons not quartered in the group of balcony bedrooms. . . .[93]

Many of the "alterations, repairs and additions" at Ellis Island that Curran and his predecessor Tod had promoted were carried out in fiscal year 1925.[94] Since these projects were carried out after Ellis Island had become primarily a detention and deportation station they are treated more fully in Chapter VII of this study.

Curran continued to serve as commissioner of Ellis Island until March 1926. In his published memoirs, entitled Pillar to Post, he noted some of his concerns, accomplishments, and frustrations as commissioner:

At five o'clock on the morning of the first of July I reported for duty at Ellis Island. At six the first barge load of immigrants came to be examined. There had been no collision at the Narrows. The ships were safely in, each with

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93. "A Study of Housing Facilities at the U. S. Immigration Station at Ellis Island, N. Y.," November 15, 1923, General Subject File, 2855, Record Group 90, Records of the Public Health Service, National Archives.

94. Curran to Commissioner General of Immigration, December 17, 1923, General Immigration Files, RG 85. This document details the estimate for 36 separate projects totaling some $2,500,000.

its moment of crossing the line recorded to the second. And, scattered among them at their piers were 2,000 men, women and children who were "excess quota." Here by our country's permission, the two thousand would now be turned back, at the very gate, by our country's mandate.

In a week or two they all went back. I was powerless. I could only watch them go. Day by day the barges took them from Ellis Island back to the ships again, back to the ocean, back to-what? As they trooped aboard the big barges under my window, carrying their heavy bundles, some in their quaint, colorful native costumes worn to celebrate their first glad day in free America, some carrying little American flags, most of them quietly weeping, they twisted something in my heart that hurts to this day. . . .

I found that the hospital was all right. So was the food, save the impossibility of building a menu to suit the palates of sixty different national tastes. It was American food. . . . There was no pleasing anybody. I tried everything, then went back to United States fodder for all. They might as well get used now to the baked beans, assorted pies and anonymous hash that would overwhelm them later on. . . .

The real trouble with Ellis Island as a hotel, however, lay with the sleeping quarters. In several small rooms for the detention of special cases there were beds, but in the large rooms, which housed every night nearly two thousand immigrants, there were no beds at all. There were bedbugs, but no beds. It took me two months to exterminate the bedbugs. It took me two years to exterminate the wire cages that served as beds, and replace them with real beds. To do that I had to have an appropriation by Congress, and the argument and red tape that had to be gone through with in Washington were such that it seemed to me sometimes as though Washington were the one place in the world that was completely motionless. Finally I got a couple of congressmen to come up to Ellis Island and stretch out in the cages for a few minutes. Then the wheels began to turn. Those congressmen were flaming missionaries for beds instead of cages.

The four big dormitories, two for men and boys, two for women and children, each held four hundred people, packed away one apiece in four hundred of these small wire cages. The cages were in three steel tiers, one above another, with narrow aisles between the tiers. Head and foot the cages adjoined, with wire between. On the wire base of each cage was one blanket. Nothing else. No sheets, no pillow-for the latter a folded coat would do. The cage structure filled nearly the whole room, wall to wall and floor to ceiling, and each cage was a tight fit, except for children. There was little ventilation. It was a contraption that would make a sardine

sick. I have seen many jails, some pretty bad, but I never saw a jail as bad as the dormitories at Ellis Island, where nine out of ten of the immigrants had never committed any crime at all. . . .

There were few recreation facilities at Ellis Island, nothing at all outdoors and little indoors. In the few rooms so set apart the mice shared the recreation with the immigrants. They scampered about freely and saucily. They needed it, for my hand was against them, even though they were a decadent aftermath of the heroic rats that had once come swimming over the Communipaw on the Jersey shore and captured the island. . . .

With all these difficulties about the beds and the livestock, the immigrants themselves furnished enigmas that were well-nigh insoluble. Not one of these cases could I decide myself. Under the law only the Secretary of Labor could decide, after the inspectors at the island had rejected an immigrant, whether the immigrant could come in or not. Although the immigrants and I were there on the island together, where I could meet them, talk with them, size them up from actual contact and rich experience, and so decide their cases capably and well, the law left me out. The case went directly to Washington, where the Secretary of Labor had before him not the immigrants concerned but only the lifeless papers describing the case. He decided. Often he did it badly, just because he had only the papers before him. Always this shuttle service of papers, between Ellis Island and Washington, made for delay, while the immigrants waited at the island, in an agony of suspense by day, in the wire cages by night. In hot weather their locked-up life on my island was a horror. Meanwhile the public, not understanding this vicious centralization of power at the top, was prone to hold me responsible for the decisions, although in fact I had no part in them and was actually little more than a janitor of the wire cages. It was this aspect of the job that led me to drop it like a hot cake when an offer of another job came along three years later. I have never seen such concentrated human sorrow and suffering as I saw at Ellis Island. . . .

I made a good many trips to Washington. There was the money to get, to make Ellis Island habitable. In the end I got it all. Beds, recreation indoors and out, nursery, library, semi-privacy, one by one the new facilities came into existence. Of more importance, there was the law to be changed. I appeared before committies of Congress, consulted hither and yon, set forth my impressions of immigration as seen on the spot, of the hardships that cried for correction, of the broad problems presented by such a human influx as still poured into the country.[95]

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95. Henry H. Curran, Pillar to Post (New York, 1941), pp. 209-97, 304.

3. Labor Force Issues

The commissioner general of immigration reported in June 1920 that Ellis Island had "been completely reopened for inspection purposes and the force employed in maintenance and guarding . . . restored to prewar strength to meet the demands of constantly growing alien travel."[96] This statement was somewhat misleading, however, and on August 31 Secretary of Labor Wilson presented a more realistic assessment of the chaotic labor force situation at the station:

> The rapid increase of immigration has created a condition at Ellis Island with which the present force is inadequate to cope. A personal inspection at the Island has shown to me that it is congested to such an extent as to subject both the Department and the Bureau to just criticism unless prompt measures are taken for relief. This congestion is principally due to an insufficient force to properly handle the work. Immigration at Ellis Island has nearly reached its pre-war magnitude, and in addition the present law requires the Immigration Service to examine hundreds of thousands of seamen at the Port of New York annually, which is a duty that did not devolve upon the Service in pre-war times. It will require a larger force at Ellis Island to properly handle the work, than we have ever had before.

Accordingly, Wilson ordered that Ellis Island be furnished immediately "25 additional inspectors, a sufficient number of whom shall have the necessary experience to form at least six new boards of special inquiry; 24 stenographers, 16 to be male and 8 to be female; 7 clerks, 5 of whom should be typists; 18 interpreters; 16 watchmen; 3 messengers; and 2 telephone switchboard operators."[97]

Within several days of this authorization Assistant Commissioner Uhl informed the commissioner general that there were not sufficient eligibles on the civil service registers to fill "a number of the positions authorized." Several weeks later it was reported that even after the

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96. "Annual Report of the Commissioner General of Immigration." 1920, in Reports of the Department of Labor, 1920, p. 308.

97. Memorandum for the Commissioner General, August 31, 1920, Chief Clerk's File, 151/118, RG 174.

newly-authorized persons actually reported for work, the labor force on the island would be inadequate to handle the incoming rush to aliens. Accordingly, the bureau initiated short-term measures to increase the staff on the island by temporarily detailing and transferring personnel from other immigrant stations to Ellis. An attempt was also made to determine the feasibility of introducing women immigration inspectors by promotion from the women personnel already on the island.[98]

Meanwhile, labor problems were becoming a critical issue on Ellis Island in 1920. After lengthy negotiations and a conference at Ellis Island on August 30 the engineers, firemen, electricians, and other mechanical workers at the station rejected pay proposals submitted by immigration officials and voted to go on strike the next day. The threatened strike would be called off only if the workers received "substantial wage increases on the basis of awards" that had "been recommended to the Government" and which, according to them, the government had "shown no disposition to meet." The workers submitted new proposals to John K. Sague, Appraiser of the Port, who commenced further negotiations with department and bureau officials. The strike was averted at the last minute when the immigration commissioner at Philadelphia went to Ellis Island on August 31 and promised the disgruntled workers that there would be a wage adjustment in the near future.[99]

Salary issues and work force shortages continued to be a major problem at Ellis Island during the early 1920s. During the summer of 1922 Commissioner Tod requested a "general readjustment of salaries" for the work force at Ellis Island. In response the commissioner general of immigration informed Tod that he did not contemplate such a readjustment, but would consider "specially meritorious cases" for promotions. Tod reacted to this comment by observing:

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98. Uhl to Commissioner General of Immigration, September 2, 1920; Post to Acting Commissioner General, September 27, 1920; Memorandum for the Secretary, by Katharine M. Herring, September 21, 1920; and Memorandum for the Assistant Secretary, by W.H. Wagner, October 9, 1920; General Immigration Files, RG 85.

99. New York Times, August 31, September 1, 1920.

> I consider that with few exceptions, all of the employees at Ellis Island are grossly underpaid; and when such a condition of affairs exists anywhere as exists here at the present time, it cannot be ameliorated by picking out the names of certain ones and ignoring others who have an equally just claim to be properly compensated for the valuable work they are doing for the Government. After the distressing state of affairs last year, it was the common belief here, and the employees fully expected that you would justify their belief, that general increases in salary would be made, taking into consideration the character of the work performed and the salary paid for work of like character elsewhere. I am most anxious that justice should be done to all of the employees. But no honest readjustment of salaries can come until the conditions under which these employees work shall have been remedied by an increased force. At the present time a great number of them are attempting to do the work ordinarily requiring the service of two or three persons. No salary can compensate an employee for the impaired health and nervous strain which such a state of affairs entails. But my recommendations to you for such an increased force have all been met with the cry of no money. If the force cannot be increased sufficiently to enable me to place this Station on a par with business and industrial concerns, where such a state of affairs would not be tolerated, how is it possible, save in cases where employees are changed to take the place of others--as for instance an Inspector-in-Charge--to pick out isolated cases for promotion?[100]

The hurried efforts to increase the work force on Ellis Island during the fall and winter of 1920-21 resulted in a number of administrative problems. The difficulties were compounded by changes in postwar immigration patterns and peacetime budgetary cutbacks. According to Commissioner General Husband the immigration force was augmented by a "great many inexperienced persons" who "were called to the Service in place of trained men who had gone into other occupations during the war."

Thus, when the Harding administration took office in March 1921 there were about 780 employees at the station "many of whom . . . were inexperienced." At the same time, Husband related:

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100. Tod to Commissioner General of Immigration, September 9, 1922, General Immigration Files, RG 85.

> the character of immigrants who applied at that station for admission was such that they were handled only with great difficulty. . . . It was impossible for many of them to obtain through transportation to destination and thousands upon thousands had to be held at Ellis Island pending the receipt of transportation money from friends or relatives, some times in distant parts of the country.

During the spring and early summer of 1921 congressionally authorized personnel cutbacks added to the confusion at Ellis Island as the labor force was reduced by some 8 percent to 722. All the while the rate of immigration was increasing from 225,206 in 1919 to 560,971 in 1920.[101]

The work force at Ellis Island was reduced considerably in fiscal year 1922 as congressional appropriations for the Immigration Service continued to be cut in part because of passage of the Quota Act of 1921. Between June 30, 1921, and June 30, 1922, the labor force was reduced some 33 percent from 722 to 483, while immigration through the Port of New York was declining from 560,971 to 209,778 as a result of the quota act.[102]

Perhaps, the most significant information available concerning the Ellis Island work force and administrative organization for the 1920-24 period are two documents prepared in 1924. In their administrative history and manual on the Bureau of Immigration, Smith and Herring provide considerable data describing the field force of the bureau, including a list of the position titles at Ellis Island with numbers of employees and salaries for each grade within the position categories.[103]

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101. Memorandum for the Secretary by W. W. Husband, November 16, 1921, Chief Clerk's File, 151/118, RG 174.

102. Tod to Commissioner General of Immigration, November 3, 1922, General Immigration Files, RG 85. A "Comparative Statement of Ellis Island Personnel" may be seen on the following page.

103. Smith and Herring, Bureau of Immigration, pp. 116-17, 124, 138-40. A copy of this data may be seen in Appendix R.

COMPARATIVE STATEMENT OF ELLIS ISLAND PERSONNEL AS OF

Division	June 30 1914	1921	1922
Executive	51	78	60
Record	49	69	30
Boarding	25	51	39
Registry	70	91	41
Special Inquiry	40	53	31
Information	25	28	20
Deporting	30	45	30
Night	15	29	24
Storekeeper (includes 1 Coal weigher, 2 Laundrymen, 1 Gardener)	6	8	7
Laborers	59	100	67
Charwomen	18	16	15
Matrons	20	25	21
Marine	35	54	33
Mechanical	69	72	62
Contract Lab. Insp.	2	1	1
Special Insp.	-	2	2
Total	514	722	483

Tod to Commissioner-General of Immigration, November 3, 1922, General Immigration Files, RG 85.

The General Immigration Files in Record Group 85 contain a "List of Employees at Ellis Island by Divisions and Classes," dated April 1, 1924. According to the list, the Ellis Island workforce, consisting of 493 employees, was divided as follows:

Boarding Division

Inspector-in-Charge	1
Inspectors	29
Interpreters	2
Guards	3
Clerk	1
	36

Deporting Division

Inspector-in-Charge	1
Inspector	1
Clerks	3
Guards	26
	31

Executive Division

Commissioner's Office

Commissioner	1
Clerks	2
Guard	1
	4

1st Assistant Commissioner's Office

1st Assistant Commissioner	1
Inspectors	2
Clerks	2
Telephone Operators	2
	7

Treasurer's Office

Inspector-in-Charge (Treasurer)	1
Clerks	12
Chief Engineer & Superintendent of Construction	1
Clerk assigned to Coordinator's Office	1
	13

2nd Assistant Commissioner's Office

2nd Assistant Commissioner	1
Clerks	4
	5

File & Appeals Office

Inspector-in-Charge	1
Inspector	1
Clerks	5
Guards	4
	11

Bond Office

Inspector-in-Charge	1
Clerks	3
	4

Special Inspector at City Island	1
Acting Inspector at Perth Amboy	1
	2

48

Information Division

Inspector-in-Charge	1
Inspectors	5
Interpreters	3
Guards	12
Clerks	6
	27

Janitor's Division

Inspector-in-Charge	1
Gardener	1
Unskilled laborers	44
Charwoman-in-Charge	1
Charwomen	12
	59

Law Division

Inspector-in-Charge	1
Inspectors	15
Clerks	16
	32

Matron's Division (Day Duty)

Special Inspectoress-in-Charge	1
Matrons	15
	16

Night Division

Inspector-in-Charge	1
Guard-in-Charge	1
Guards	20
Matrons	8
Charwoman	1
Laborers	21
	52

Power Plant

Plant engineer	1
Architectural draftsman	1
Draftsman & Inspector of Construction	1
Chief engineer	1
1st assistant engineer	1
Assistant engineers	5
Stationary firemen	13
Stationary firemen (water tenders)	3
Dynamo tenders	5
Laborers (coal passers)	6
Laborers (wipers)	2
Refrigerator machinist	2
Machinist	1
Unskilled laborers	1
Plumbers	2
Plumber & Steamfitter	1
Wiremen	4
General mechanics	2
	52

Record Division

Inspector-in-Charge	1
Clerks	26
	27

Registry Division

Inspector-in-Charge	1
Inspectors	13
Interpreters	20
Guards	3
	37

Special Inquiry Division

Inspector-in-Charge	1
Inspector (Section 24)	1
Inspectors	6
Guards	7
Clerks	12
	27

Superintendent's Division (Including Marine)

Superintendent	1
Clerks	2
Foreman-Carpenter	1
Carpenters	4
Carpenter's helper	1
Tile setter	1
Painter	1
Guard (coal weigher)	1
Laundrymen	2
Unskilled laborers	2
Pilots	4
Senior marine engineer	1
Marine engineers	3
Marine firemen	8
Deckhands	17
	49 104

104. "List of Employees at Ellis Island by Divisions and Classes," April 1, 1924, General Immigration Files, RG 85.

APPENDIXES

APPENDIX A

Terms, Conditions and Limitations Subject to Which the Privilege for Feeding Immigrants Will Be Let.

[1902]

PRELIMINARY STATEMENT.

The following general information concerning the business of feeding immigrants at Ellis Island is given for the purpose of promoting intelligent bidding for the privilege thereto pertaining for the next three years, beginning June 30, 1902. There were brought to Ellis Island during the past twelve months about 482,900 immigrants for the purpose of inspection. Some of these were detained pending special inquiry, while awaiting friends or for other purposes, but the great majority left the Island within a few hours after their arrival. The cost of maintenance of those detained was, generally speaking, paid for by the steamship companies (though in certain cases such companies are allowed to recover the amounts so paid from the immigrants). Detained immigrants (whose numbers varied greatly, there being sometimes as many as 1800 and sometimes not more than over 300), received three meals on each day of detention and for such meals the holder of the feeding privilege was paid last year by the steamship companies approximately the gross sum of $65,000. He was allowed to charge 10 cents for each breakfast, 15 cents for each dinner, 10 cents for each supper, the meals being similar to those mentioned in paragraph 3 hereof. In addition such privilege-holder sold, at counters located in three or four rooms of this station and at the Barge Office, various articles of food and drink, tobacco, etc., directly to immigrants leaving this station within a few hours of their arrival, such immigrants thus frequently providing themselves with food for their railroad journeys. The amount of food and drink sold in the manner last mentioned was very large, but of the resulting profits this office has no definite knowledge. The opportunity existed also to sell a certain amount of food to persons coming daily to Ellis Island to visit newly-arrived immigrants. In addition, the privilege-holder kept a restaurant at which most of the officials connected with this station obtained luncheon at reasonable prices. As many as 150 meals in one day, and sometimes more, were served in this way.

While every effort has been made to correctly state the foregoing facts, yet it must be remembered that they are given mainly in order to suggest further independent inquiry. Each intending bidder should satisfy himself as to their accuracy before bidding, this office making no representation whatever as to their correctness. Furthermore, the conditions prevailing next year may differ from those of last year.

TERMS, CONDITIONS AND LIMITATIONS.

1. The Government, not desiring to profit by the letting of the privilege of feeding immigrants, will require the new privilege holder to pay only a nominal rental, namely, $1,200 per annum, and will require no bonus or other payment of any kind for such privilege.

2. Intending bidders are requested to name the lowest prices at which they will furnish the meals and articles specified in paragraphs 3 and 4 hereof, having regard to the fact that all food must be wholesome and properly served. No bid for meals at greater prices than those mentioned in the preliminary statement will be entertained. Since this privilege will be awarded solely with reference to the best interests of the immigrants, the Government will consider among other matters the standing and character of the bidder and the general excellence of food and service offered.

3. The following meals shall be furnished immigrants as and when directed by the Commissioner and shall be supplied in such quantities as the immigrants may desire:

Breakfast: Bread and bowl of tea or coffee (with milk and sugar).

Dinner: Soup, boiled beef and potatoes (or such similar substitute as may be determined by the Commissioner), with fish instead of beef on Fridays.

Supper: Bread, bowl of tea or coffee (with milk and sugar) and stewed prunes.

But the Commissioner may from time to time change the articles of food or drink constituting such meals, provided such change does not increase the aggregate cost per week of the provisions required to supply the same.

4. There shall be offered to immigrants (other than those receiving regular meals, as above mentioned) at such times and at such counters or stands as the Commissioner shall determine, the following articles of food and drink:

Rye bread.	(State price per pound).
Wheat bread.	" " "
Bologna Sausage.	" " "
Kosher bologna sausage.	" " "
Boiled ham (boneless)	" " "
Cheese (made with cream).	" " "
Smoked fish.	" " "
Pies. (As standards for comparison of prices take pies of N. Y. Pie Baking Co., retailing for 5 and 10 cents each).	
Crullers.	(State price per piece and per dozen).
Plain soda water, sarsaparilla, ginger ale, etc.	(Specify size of bottles, also brands).
Milk.	(State price per pint).
Bananas, oranges and apples (when in season).	

5. The privilege-holder must be prepared, upon request of the Commissioner, to furnish other articles of food, not however at a rate which will result in his earning a net profit of less than 20 per cent. upon the cost price of such articles. He may sell articles of food and drink other than those hereinbefore mentioned upon the consent of the Commissioner, at such rates as the latter shall determine. Beer is the only alcoholic beverage which may be sold, and the right to sell this may be withdrawn at the discretion of the Secretary of the Treasury.

6. The privilege-holder must conduct for the use of the officials and employees and proper visitors at Ellis Island a good restaurant in the quarters now set apart for such purpose, in accordance with rules as to food, prices and other matters to be made by the Commissioner.

7. This privilege shall be exercised subject to the approval of the Commissioner. All food sold shall be wholesome, of standard quality, well cooked and properly served. A sufficient number of employees shall be kept to properly conduct the business in question at all necessary times, and all quarters used in connection therewith must at all times be kept clean.

8. Upon request made at the office of Edward Van Ingen, Esq., 49 Wall Street, New York City, passes will be given *bona fide* intending bidders, in order that they may visit Ellis Island under proper restrictions.

9. All statements of account with the steamship companies shall be rendered through the Commissioner, who, after examining such statements, will transmit them to the respective companies for settlement.

10. The Government will furnish free transportation between the Borough of Manhattan in the City of New York and Ellis Island, to the privilege-holder for his employees, and for all materials and supplies required in the proper execution of this privilege. The Government owns and will allow the use to the privilege-holder of a kitchen range, copper boilers, refrigerating plant, and certain tables and chairs.

11. Failure to fully observe any provision of the contract to be made with the successful bidder for this privilege, shall *ipso facto* render such contract voidable at the option of the United States, and the decision of the Commissioner upon any question of fact arising thereunder shall be final. Such contract may at any time be annulled by the Secretary of the Treasury for cause.

12. The contract to be entered into with the successful bidder will be forfeited if assigned in whole or in part without the consent of the United States, or if it shall at any time appear that any one except the bidder has any pecuniary or other interest, direct or contingent, therein. Each bidder must submit with his bid an affidavit containing the following information: residence, business address, business and qualifications for carrying on the business of feeding immigrants. Where a firm bids, such affidavit must contain the name of each partner, whether general or special. Where a corporation bids, such affidavit must also contain a full statement concerning its organization, officers and directors. Bidders may, if they desire, at any time submit such affidavits for approval as to form to Edward Van Ingen, Esq., 49 Wall Street, New York City.

13. The successful bidder must furnish a bond satisfactory to the Secretary of the Treasury in the sum of $5,000 for the faithful performance of the contract to be entered into.

WILLIAM WILLIAMS,
U. S. Commissioner of Immigration.

General Immigration Files, RG 85

APPENDIX B

AGREEMENT made June 30, 1902, between the UNITED STATES OF AMERICA, party of the first part, and POST & FLAGG, of the City of New York, parties of the second part.

First,- The party of the first part, in consideration of the due performance of the agreements herein made by the parties of the second part, hereby grants to the parties of the second part, for the period of three years, beginning July 1, 1902, the exclusive right and privilege of exchanging foreign money of immigrants arriving at Ellis Island, New York Harbor, into money of the United States, and the use and occupation of the premises at Ellis Island now assigned for such purposes.

Second,- The parties of the second part, in consideration of said grant, hereby agree as follows:

1. To pay to the party of the first part as rental the sum of twelve hundred (1,200) dollars per annum, in equal monthly installments of one hundred (100) dollars each in advance on the first day of each month, beginning July 1, 1902, during the period of said grant.

2. To exchange into United States money all current foreign money offered for exchange by immigrants at Ellis Island by paying for such foreign money the prevailing rates recognized as such by the most reputable money exchange houses of New York City, less:

a. One-fifth of one per cent. in the case of British money;

b. One-quarter of one per cent. in the case of German, French, Dutch, Belgian and Swiss money;

c. One-half of one per cent. in the case of Italian, Danish, Norwegian and Swedish money;

d. One per cent. in the case of any other foreign money.

The term "prevailing rates" as used herein shall not be construed to mean the rates bid or paid for small or odd lots of foreign money.

3. To issue to each person for whom foreign money is exchanged a memorandum stating the amount of foreign money received, the rate at which it is exchanged and the amount of United States money paid in exchange, and to keep on file a duplicate of such memorandum.

4. To display bulletins stating the rates at which the parties of the second part will exchange the principal kinds of foreign money, in such languages and at such times and places as the Commissioner of Immigration at the Port of New York (hereinafter termed the Commissioner) may direct.

5. To maintain at all times sufficient cash on hand for the prompt exchange of all foreign money offered.

6. To cash all cheques and drafts drawn on banks or banking houses in the City of New York of well known standing, upon proper indentification of the persons presenting the same, at one tenth of one per cent. less than their face value, and to cash without charge all government cheques or drafts of persons employed at Ellis Island or the Barge Office.

7. To report from time to time to the Commissioner the total amount of foreign money of each nationality exchanged, and, upon demand to exhibit to him the duplicate memorandum herein required to be kept on file.

8. To employ such interpreters and other assistants as may be required for the efficient execution of this privilege.

9. To care for and keep clean the quarters used under this agreement.

10. To execute this privilege and every part thereof subject in all respects to the approval of the Commissioner

and in accordance with such rules as he may from time to time make. His decision upon any disputed question of fact under this agreement shall be final.

T h i r d,- It is further agreed as follows:-

1. The parties of the second part and the persons employed by them at Ellis Island, together with all property there used by them, shall enjoy free transportation between the Borough of Manhattan in the City of New York and Ellis Island by means of the regular ferry operated by the party of the first part.

2. Failure to fully and duly observe, keep and perform all of the agreements herein made by the parties of the second part shall render this agreement void at the option of the party of the first part.

3. This agreement may be annulled at any time by the Secretary of the Treasury of the United States for cause.

4. This agreement shall not be assigned in whole or in part by the parties of the second part without the written consent of the party of the first part, and in the event of the parties of the second part attempting such assignment, or if it shall at any time appear that any firm or corporation or any persons other than the parties of the second part possesses any pecuniary or other interest in this agreement or in the profits thereof, it shall, at the option of the party of the first part, become void.

I N W I T N E S S W H E R E O F, the parties above named have hereunto subscribed their names and the parties of the second part have caused their seal to be hereto affixed the day and year first above written.

UNITED STATES OF AMERICA,

By, O. L. Spaulding

Acting Secretary of the Treasury.

A

F.P.S. FHL

Post & Flagg L.S.

STATE OF NEW YORK)
) SS
COUNTY OF NEW YORK)

On this seventh day of July, 1902, personally before me appeared George B. Post, Jr., known to me a partner of the firm of Post & Flagg, which firm is described in and executed the above instrument, and acknowledged to me that he signed thereto such firm name in behalf of said firm.

Charles A. Neville,

Notary Public
New York County. No. 40

CFJJ.

General Immigration Files, RG 85.

APPENDIX C

EXPERIENCES OF WOMEN INSPECTORS AT ELLIS ISLAND: 1903

21 Humboldt St., Newark, N.J.

June 18, 1903.

Hon. Theodore Roosevelt,

President of the United States,

Washington, D.C.

Sir:

Acting upon the advice of Mrs. Margaret Dye Ellis, I respectfully beg your attention to the following statement of my observations and experiences during three months temporary service upon the force of Immigrant Inspectors at the port of New York.

My appointment was secured through Mrs. Ellis' recommendation, and through her I learned what had been the grounds upon which she based her plea to the Government for women inspectors to examine women aliens reaching the United States in the cabins of ships.

Commissioner Williams explained to us, upon our entering the service, that we must be extremely careful in our manner of

approaching persons. He gave us copies of the Immigration Law, with annotations for the guidance of Immigrant Inspectors, and also instructed us to "watch the men inspectors for two or three weeks." Detailed instructions were not given us, but finding that we were not expected to handle the ships' manifests, which the men inspectors had in charge, we looked about to ascertain how we could best serve the interests of the government in preventing the landing of unqualified aliens and in watching over, directing and assisting such immigrant girls and women as, for various causes, appeared to need assistance or protection upon landing.

As the manifest sheets contain the names of aliens arranged alphabetically, or else in the order of their embarkation, persons who are about to land and leave the ship together do not necessarily come to the notice of the manifest inspector in this relation. A man and a woman may be travelling together and intending to live together in this country, but their names may be upon different sheets, they may even pass before different inspectors and no official discover their relations. In our capacity of inspectors without manifests to verify, we have mingled freely among the passengers, and have conversed with old and young alike. We have frequently been asked to advise or help personally those who were not sure of being met by friends; we have persuaded to go with us, or have officially detained, those

who were planning to go with ship acquaintances of whose reliability they knew nothing. Some of us have received confidences unlikely and unfit to be made to a man inspector, which have given us information of vital importance to the Immigration Department. Some of us have had occasion to deal with women and girls whose delicate condition has made it obviously improper that they be questioned except by or in the presence of a woman official. Suspicious circumstances have often obliged us to ask questions of women -- questions which from a man might be most distressing to a possibly innocent person.

The man inspector, sitting at a table verifying manifests, seems to have his time fully occupied and can scarcely be expected to give the particular notice and advice which many aliens actually need. In meeting us, who are there to help them, the foreign women speak freely and without embarrassment. Our questions have been cheerfully answered by the women passengers and we have found them grateful for our advice and assistance, some even writing from their new homes to express thanks for kindness received at the port.

I have been told by one of the men inspectors that "dock work" is not a part of his official duty, but after the landing of aliens we have taken pains to watch for further or unforeseen opportunities to assist or protect those who have passed the inspector as expecting to be met at once by relatives or friends.

Our government badge inspires confidence in those desiring help and without doubt intimidates some who are evilly disposed. For the work of actually conducting girls to safe places we expect no credit from the department, as this may be considered outside of our official work, but it has seemed necessary in some cases and has been done without hindrance to our regular duties.

In regard to the "grave charges against the women inspectors" which have found their way to officials in Washington, let me say that Commissioner Williams has publicly stated, "I have no fault to find with these young women." He has given me permission to use this statement if I should have to do so. Secretary Shaw informed Mrs. Ellis and Dr. Josiah Strong that "one of the women inspectors had struck a woman immigrant." I have talked with Miss Harrison, Miss Wichman and Miss Lassoe (we four having been the only women in the service during the past two months) and no one of us had before even heard of such a report. We earnestly entreat that, in justice, you will not allow such a libel to militate against us in any way.

I have boarded fifty-four steamers. Of this number forty-two were from European ports carrying second cabin passengers, and there has been an average of four girls per steamer whom I have had held for friends or have advised and assisted on the dock, many of which cases have not been of a nature to demand an

official report....

Thanking you for the kind attention which I feel sure you will accord this statement, I am,

Yours most respectfully,

Margaret Gould Stevenson.

General Immigration Files, RG 85

ORGANIZATION OF THE U. S. IMMIGRANT STATION AT ELLIS ISLAND, NEW YORK, TOGETHER WITH A BRIEF DESCRIPTION OF THE WORK DONE IN EACH OF ITS DIVISIONS. [October 23, 1903]

The purpose of the Ellis Island Immigrant Station is to apply what are known as the immigration laws to all aliens who reach the port of New York. The latest law on this subject is that of March 3, 1903. The sections hereinafter mentioned refer to this law, which together with all parts of earlier immigration acts not inconsistent therewith (Sec. 36) constitute the statute under which aliens (excepting the Chinese) are now admitted to or excluded from the United States. This station is a part of the Bureau of Immigration at the head of which is the Commissioner-General of Immigration (Sec. 22), and on July 1, 1903 this Bureau came under the jurisdiction of the Department of Commerce and Labor.

The proper performance of the work of this station requires the services of about 350 officials and employees (including those of the Medical Division) and experience has shown it to be necessary to apportion such work to the following divisions:

1. Executive Division.
2. Boarding Division.
3. Medical Division.
4. Registry Division.

5. Special Inquiry Division.
6. Information Division.
7. Discharging Division.
8. Deportation Division.
9. Statistical Division.
10. Treasurer's Division.
11. Watchmens' and Gatemens' Division.
12. Matrons' Division.
13. Engineers' Division.
14. Laborers' Division.
15. Night Division.
16. Marine Division.
17. Miscellaneous.

The following instrumentalities also assist in the performance of the work at Ellis Island:

1. Privilege holders.
2. Branch Post Office.
3. Branch Customs' Office.
4. Missionaries. (Unofficial)

1. EXECUTIVE DIVISION.

All of the divisions are necessarily executive, but it has been customary to more particularly designate by this title the division through which is performed the work centering about the Commissioner's office, and for reasons of convenience this designation will be continued. At the head of the station and of this division is a Commissioner (Sections 23 and 24). He is assisted by an Assistant Commissioner, and his staff consists of a Supervising Inspector, a Chief Clerk, a Counsel, a law clerk, an official (usually an inspector) whose duty it is to pass upon the numerous applications for re-hearings before the Boards of Special Inquiry, a draughtsman, a time clerk, a supply clerk, two or more clerks (stationed near the Information Bureau) who are particularly charged with the proper distribution of over 30,000 telegrams which are received annually in relation to individual immigrants, about nine other clerks (including five stenographers), a telephone operater and several messengers. The duties of the Supervising Inspector and of the Chief Clerk are partly implied in their titles and more particularly are referred to in office letters of April 25, 1903, addressed to these officials. All mail matter and other communications addressed to the Commissioner are first delivered

at the Chief Clerk's office. The more important portion thereof is thence laid before the Commissioner for reply, while the remainder is delivered to the chiefs of the appropriate divisions for consideration and eventually returned to the Chief Clerk's office for filing.

Following are some of the other duties devolving upon the Commissioner or his staff:

1. Supervising the general work of the inspectors in their inspection of immigrants so as to maintain a proper standard and equalize the work of the various inspectors.

2. Appointing daily the Boards of Special Inquiry, assigning to duty the various officials, from time to time making changes in such assignments, and selecting new officials from Civil Service lists.

3. Examining the minutes of the Boards of Special Inquiry to correct any miscarriage of justice and bring about a uniform standard of action by the Boards.

4. Receiving all notices of appeal from Board decisions, inspecting each appellant, preparing papers on appeal and forwarding the same with recommendations.

5. Hearing applications (1) for rehearings before the Boards of Special Inquiry, and (2) for stays of deportation pending effort to secure additional information in apparently meritorious cases.

6. Receiving persons who call upon important official business.

7. Examining each ship's manifest with a view to determining whether any $10 fines should be imposed for faulty manifestation. (Section 15)

8. Consideration of cases of loathsome and dangerous contagious disease in which the imposition of fines of $100 should be recommended. (Section 9).

9. Passing upon applications (1) to deport certain aliens who have been in the United States less than three years (Sections 19 to 21), and (2) to receive hospital treatment pending diagnosis to determine whether subject to deportation.

10. Determining which contract labor cases shall be submitted to the Bureau for its views as ~~investigation with a view to~~ prosecution of Contractor before deporting alien.

11. Planning and carrying out improvements to the Island.

12. Law work. This will be dealt with more fully below.

The Commissioner should superintend the performance of most of the foregoing work, and much of the more important portion thereof he must do himself. He must also keep in close touch with the work of the divisions below referred to and be prepared to deal promptly with numerous questions, many of them vexatious, which are the unavoidable incidents to the work of receiving, protecting and properly inspecting 600,000 aliens per annum.

While the plans of specifications relative to additions;

repairs and improvements are prepared and the work supervised by the Chief Engineer and Superintendent of Repairs under the Treasury Department, yet the Commissioner must devote much time to the consideration of each improvement. As many as twenty contracts, some relating to very large matters, may be in process of execution at the same time.

A great amount of work presents itself which can be properly performed only with the assistance of trained lawyers. Such work includes (1) preparation of a large number of contracts, some involving heavy expenditures; (2) disposition of writs of habeas corpus sued out in respect of detained immigrants; (3) collecting evidence in contract labor cases, often for submission to United States Attorneys; (4) collecting evidence in regard to other breaches of immigration laws, more particularly escapes of aliens from vessels; (5) keeping in touch with all cases pending in the courts and communicating with United States Attorneys in relation thereto; (6) hearings on complaints and investigations of alleged wrong-doings; (7) supervising the general work of the Boards of Special Inquiry and instructing such Boards how to elicit the vital and relevant facts; (8) investigations as to truth of testimony given

by witnesses appearing before such boards in regard to their business, condition in life and other matters; and (9) passing upon appeals of immigrants. In addition there is much work to be done involving incidentally knowledge of legal methods.

Following are the permanent records kept or filed in the Executive division:

1. Regular correspondence files.
2. Complete minutes of all Boards of Special Inquiry.
3. Record of appeals.
4. History of each alien once landed who has thereafter applied at New York for relief or deportation (commonly called "out of door poor" cases).
5. Department of Justice book.
6. Warrant book.
7. Book of marriages performed at Ellis Island under New York Statutes.
8. Book showing rates of exchange paid daily at Ellis Island.
9. Time Book.

2. BOARDING DIVISION.

This Division is presided over by an Inspector-in-Chief assisted by a corps of about twelve inspectors or assistant inspectors, and an interpreter. Several of the inspectors are familiar with foreign languages, as it is very desirable that they should be. Four or five Marine Hospital surgeons (see title "Medical Division") are detailed to serve in this Division, as are also five Matrons (Bureau letter No. 39,716 of July 29, 1903.

Section 16 of the statute provides that upon receipt of certain manifests it shall be the duty of the immigration officers "to go or send competent assistants tothe vessels to which said manifests refer, and there inspect all such aliens; or such immigration offiers may order a temporary removal of such aliens for examination at a designated time and place." This section empowers the Government to inspect all aliens on the vessel or to order all of them, irrespective of class, brought to Ellis Island for such inspection. It is customary, however, to require only those to be brought to Ellis Island who come in the steerage (~~those~~ commonly known as "immigrants"), and to inspect the first and second cabin aliens on the vessel. Boarding inspectors await in quarters at the Barge Office assigned

for the use of the Immigration Service the announcement over a "ticker" of the time of probable arrival of the steamers at quarantine, and they proceed thither to board such steamers by means of a large tug boat, which has been chartered and operated by the Immigration Bureau since April, 1903.

All aliens (not merely the "immigrants") must be properly manifested. As to the preparation of the manifests and the proper method to be pursued in procuring the information necessary to complete the same, see sections 12 to 16 and letter of August 23, 1902, to owners of vessels. Theoretically the cabin inspection is identical with that of the steerage immigrants, excepting that it occurs on board of the vessel instead of at Ellis Island, and all boarding inspectors should receive their first training at the immigrant station, where they can learn more thoroughly than they can on a vessel how to inspect and register aliens. To enable boarding inspectors to inspect cabin aliens with reference to the manifests (instead of as formerly with reference only to a printed passenger list) a circular letter was issued from this office under date of October 20, 1902, to which reference is made. This letter also directed that first cabin manifests be on pink paper, those of

the second cabin on light yellow paper, and those pertaining to steerage aliens on white paper. For their own protection the steamship companies have requested that to all second cabin aliens who had been inspected there be delivered, by the boarding inspectors, a stamped ticket to be surrendered before leaving the vessel, and this is now done pursuant to circular letter dated April 8, 1903. All first or second cabin aliens whom it is desired to hold for special inquiry are ordered brought to Ellis Island. In this connection a formal notice ~~form~~ form No. 1569 1/2 is delivered to an appropriate officer of the vessel. All cabin aliens with loathsome or dangerous contagious diseases are included in this class and brought to Ellis Island. Such as may be suffering from measles or scarlet fever are ordered to be held on the vessels until they can be sent to the Ward's Island hospital of the Health Department of the City of New York. Each boarding officer submits to the chief of his division a report on form No. 1504 in relation to each vessel boarded. For further information concerning the statutes and methods applicable to cabin inspection, see titles 3, 4 and 5 hereof.

All steerage aliens are now brought to Ellis Island, except in very special cases, of which but a very small number have occurred since May, 1902. This rule is obviously proper and

should be adhered to strictly, for failure to do so opens the door to vast possibilities of fraud. The steamship companies are responsible for the safe delivery ofimmigrants at Ellis Island, and it is customary for one of the officials who have boarded the steamer to accompany them to Ellis Island on a boat of the Moore Towing Company, bringing with him the manifests. In cases, however, where more than one boat is required to transport immigrants then such official comes with the last boat and sends the manifests to Ellis Island by the master of the first.

A further duty imposed upon the members of this division is to determine who are United States citizens and to allow them to land at the pier even though they are steerage passengers. This work is of a difficult and responsible nature. See office letter of September 1, 1902, No. 13596a, abolishing the requirement that citizens must send their passports to Ellis Island. Whenever an Inspector is in doubt as to whether or not a passenger is a citizen, the latter is sent to Ellis Island, where the point receives careful consideration.

Cattlemen receive special treatment, so that their peculiar work may not be interfered with. Certificates are issued to outgoing cattlemen in order that they may re-enter the country for the purpose of returning to England in charge of live

stock. See Department circular No. 135, and office letter No. 759 of November 14, 1899, No. 759 of February 11, 1901, and No. 759 of February 4, 1903, in relation to these matters and to the manner in which steamship companies desiring the attendance of an inspector at the departure of a cattleship shall give notice thereof.

Boarding inspectors may now receive meals on steamers only when it is impossible for them to obtain them elsewhere, and under no circumstances may they drink any liquor on a vessel. See notice dated Nov. 11, 1902.

For matters of interest which have occurred in this division, see certain papers and correspondence in an investigation conducted by Inspectors Wright and Crater. (File No. 14467).

The following permanent records are kept in the Boarding division:

1. Boarding inspectors' reports.
2. Stubs showing cabin aliens ordered to Ellis Island.
3. Stubs of certificates of citizens discharged on piers.
4. Stubs of certificates issued to cattlemen.

3. MEDICAL DIVISION.

This is composed of officers, many of them comissioned, of the United States Public Health and Marine Service Hospital. See Sections 8 and 17, and Rule 27 of 1903. It is their duty to determine whether aliens meet the physical and mental requirements of the immigration law. The statute places upon these surgeons the burden of this portion of the inspection under the law. All diseases of a quarantinable nature, including cholera, smallpox and yellow fever, are supposed to be detected at the Quarantine Station, and such cases rarely if ever reach Ellis Island. But the quarantine laws do not deal with insanity or such diseases as consumption, trachoma, favus, scarlet fever, measles, or physical ailments of a non-contagious nature. The Marine Hospital surgeons deal with all physical ailments not dealt with at quarantine.

Aliens suffering from measles, diptheria and chicken-pox are, on account of the very contagious nature of these diseases, sent directly from the steamship pier to the Hospital of the Health Department of New York City, the Government having no hospital appropriate for caring for these diseases, although it is now about to construct one upon a new island. All serious

cases of physical or mental disability are formally certified in writing by such surgeons to exist, and in the cases of aliens afflicted with a loathsome or a dangerous contagious disease, or with any mental or physical disability excluding them from admission to the United States, the Surgeons' certificate practically results in deportation; for the Board of Special Inquiry is compelled to exclude upon presentation of such certificate, and no appeal lies from such excluding decision (Section 10).

Trachoma (a dangerous contagious disease of the eyes), tuberculosis) a dangerous contagious disease of the lungs), and favus (a loathsome disease of the scalp), are the chief diseases of the classes named with which these surgeons have to deal. Aliens suffering therefrom, as well as aliens suffering from any other infirmity requiring hospital treatment, exclusive of quarantinable diseases and those sent to the Health Department hospital as above stated, are detained in the Immigrant Hospital at Ellis Island or the Long Island College Hospital in Brooklyn. The use of this last named hospital is required through lack of space at the Immigrant Hospital, ~~a~~ imperative that Congress make adequate provision for increasing its size ~~increase the size of which Congress recently appropriated $10000~~

The medical force, like the inspectors' force, is divided into two parts, the smaller of which is attached to the Board-

ing Division and inspects all cabin aliens with reference to their physical or mental disabilities between the quarantine station and the piers, ordering detained and brought to Ellis Island all such as may not be, in their opinion, admissible under the laws. The greater part of the medical force is located in the main building at Ellis Island. The members thereof station themselves, upon the arrival of aliens, at the head of the main stairway, and subject to a critical physical and mental examination under the statutes all aliens before they reach the immigrant inspectors. Any suspicious case is held by the Medical Division for such special observation as may be necessary.

4. REGISTRY DIVISION.

This division, which receives the aliens as soon as they have successfully passed the Medical Division, performs what is known as the work of primary inspection, and determines what aliens may land without further or special inquiry. It is presided over by an Inspector-in-Chief, and there are assigned thereto a large number of inspectors, assistant inspectors, interpreters and other subordinate officials, the business of the latter being to see to it that the immigrants who have passed the Medical authorities are properly grouped in accordance with the letters and numbers appearing on the ship's card, or "tickets", provided for in Section 13. The manifest sheets are distributed by the chief official of the Registry Division amongst the various examining inspectors, who owing to lack of space never exceed fourteen at one time. The office of inspector is created by Statute (Sections 8 and 24) and only a duly qualified inspector may perform the work of inspecting immigrants. Each inspector sits at the head of a long line or aisle, and it is the duty of the watchmen or "groupers" to see to it that each immigrant comes before the particular inspector who has the manifest sheet containing his name.

This inspection work is known as that of "primary inspection" o

"inspection on the line." The inspectors are assisted by interpreters whenever needed, and they have the power to admit all aliens who may appear to them to be eligible, subject only to the challenge of another inspector provided for in section 24. The judgment of the primary inspector is based on the data contained in the manifest, the alien's answers to the questions put to him, and the impression the alien makes upon examination. His duty is not to establish the eligibility of the applicant but to hold for special inquiry every alien who is not "clearly and beyond a doubt" entitled to land. (Section 24). By far the largest number so held are suspected paupers and persons likely to become public charges and in this category are men and women of poor physique, or without occupations, or with large numbers of dependent children and no visible means of supporting them, and persons having some physical or mental defect which will impair their ability to earn a living. The number of aliens held for special inquiry varies according to the class of immigrants received and ranges from seven to 12 percent of the arrivals on any one day. In place of determining the question of eligibility at once, inspectors may ~~(and in some instances do)~~ in some instances properly order them "temporarily detained," for the purposes hereinafter stated. (See titles 4 and 7)

The legal status of these aliens lies midway between that of an alien who is allowed at once to land, and that of an alien who is held for special inquiry. They are, as a rule, presumably qualified, but only upon the fulfillment of certain conditions, namely, the receipt of funds, addresses of relatives or friends, etc., and if these conditions are not fulfilled within five days it is customary and proper to make them the subject of special inquiry before one of the Boards. The question whether or not these conditions are fulfilled is passed upon by inspectors in the Discharging Bureau, who, upon being satisfied that the affirmative is the case, finally qualify and admit such aliens. (Title 7.)

All immigrants detained for whatever cause are given cards upon which are inscribed certain appropriate data. An alien held for special inquiry receives a yellow card (form 1508 B), while one temporarily detained receives a white card (form 1508 A). These cards are very important and become permanent records.

The inspectors on the lines are required, to the best of their ability, to apply the statutes to all aliens, and the exercise of much discretion is necessarily vested in them. Extremely difficult to determine as to many aliens whether

they are paupers or persons likely to become public charges. No definite rule can be laid down on this subject. Some persons are virtual paupers with $100, while others are not such though they have only $10. The true test is not the amount of money they bring (although this is often an important incident), but their ability to earn a living by securing remunerative work. For definitions of the statutory expressions above referred to, see Bureau letter No. 32,953 of October 23, 1902, in reply to office letter No. 16,067 of October 22, 1902. It is even more difficult to determine whether a given alien is a contract laborer. It is a well-known fact that numerous agencies are at work to bring to the United States aliens under contract, and yet for obvious reasons it is very difficult to prove such contracts. Such aliens have been carefully instructed in Europe to deny that they come here in this manner, and it is only in exceptional cases that the Government is able to prove that their statements are false. As to whether or not a given state of facts constitutes a contract within the meaning of the law, the Department of Commerce and Labor is the final judge. It will follow generally the rules of law applicable to this subject, though it is not bound by them, for the courts cannot review its findings. The Department holds

that the contract upon which exclusion may be based need not be of as formal a character as the contract which must be established to recover the penalty according to law. See Bureau letter No. 32,990 of October 25, 1902. See also generally decision of Judge Lacombe in the Lontos case (file No. 18,212, ~~Department letter No. 89,765 of July 22, 1903 and others.~~)

In the performance of inspection work at Ellis Island the services of a large number of interpreters are required, particularly in the Italian, Polish, Magyar, Yiddish, Scandinavian, Lithuanian and Arabian (Syrian) languages, and the various dialects thereof. In addition to the above named languages there are inspectors or interpreters who speak and write the following: French, Greek, Russian, Slovak, Roumanian, Bohemian, Arabic, Spanish, Armenian, Turkish, Finnish, Croatian, Slovenian Gaelic and Portugese. All interpreters are attached in the first instance to the Registry Division, and upon application by the chairmen of the Boards and heads of divisions requiring the services of interpreters the latter are assigned for duty in accordance with such requests.

At times the work of this division continues until 8 p.m. It is difficult to properly inspect 6,000 aliens in one day, and every effort is made to avoid the necessity of doing this.

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The following are the permanent records kept in this division:

1. "Call book" containing names of persons concerning whom the executive division has furnished special information.
2. Daily record of inspectors on primary inspection.
3. Record of all cabin aliens sent to Ellis Island by the Boarding inspectors.
4. Record of pregnant women.

All eligible children under fifteen years of age unaccompanied by parents or guardians are tagged by the inspectors of this division with a linen tag containing their names, and the complete name and address of the person to whom they are destined. At the same time a telegram is sent to their relatives advising them of the train on which they leave so that they may be met on arrival. Unaccompanied women destined to points near New York are either detained till called for or required to telegraph their relatives before leaving Ellis Island. See office letter of Sept. 22, 1903, #19,695.

The liability of alien seamen to inspection under the immigration laws has in the past proved a fruitful source of controversy. All such seamen must now be brought to Ellis Island for inspection, unless their landing is a mere incident to immediate reshipment pursuant to their calling. See Department circular No. 10, of Aug. 1, 1903; also office letter of July

1, 1903, No. 17743. When an alien seaman has deserted it is the duty of the owner of the vessel to at once notify the immigration authorities, in order that he may be arrested.

Between 6 p.m. and 7 p.m., or thereabouts, detained immigrants are in charge of the night division, (Title 15). At other times they are in charge of the day forces. But since it is not necessary that the full day force arrive at 7 a.m. or always remain until 6 p.m., a system of "long day" men has been devised under which on each day two inspectors, two interpreters and a sufficient number of watchmen and gatemen remain in charge of the station until the arrival of the Night Division. Whenever it is possible to close Ellis Island on a holiday, the long day men alone take charge. During the year last past ~~this~~ the station has been closed only on five days, namely, Easter Sunday and four holidays.

5. SPECIAL INQUIRY DIVISION.

Section 24 of the statute provides as follows:

Every alien who may not appear to the examining immigrant inspector at the port of arrival to be clearly and beyond a doubt entitled to land, shall be detained for examination in relation thereto by a Board of Special Inquiry.

Such boards are appointed daily by the Commissioner, consist of three members and "have authority to determine whether an alien who has been duly held shall be allowed to land or be deported". (Section 25) Each board is assisted by one or more interpreters, while its records are taken down in full (Section 25) by the necessary number of stenographers, written out in 6 sets and filed in the Executive Division. It is the duty of these boards to investigate carefully the cases of all aliens whose right to land has seemed to the primary inspectors a matter of doubt, and to reject them unless fully satisfied as to their eligibility. Experience during the past eighteen months has shown (1) that on almost every day of the year it is necessary that at least three boards be in session, while during the season of heavy arrivals the services of four boards are required; and (2) that the number of cases (including "deferred" cases) which it is possible for a board to dispose of will vary from 50 to 100 in a day, according to the difficulty

of the cases, which is determined largely by the nationality of the alien. It is desirable that at least twenty-five inspectors be at all times qualified by the Secretary of Commerce and Labor to serve as board members. Those not so serving will usually be engaged as inspectors in boarding work or on the line. It is sometimes necessary during unusual business hours to call together a board for the consideration of a special case.

To constitute a good board member a man should be intelligent, able to elicit relevant information from immigrants who are oftentimes stupid or deceitful, he should enjoy a judicial temperament, and be able to exercise mature judgment. The board work is as difficult as it is important. While some men are best qualified for board work and others for line work, yet it is desirable that all board members should at least have had some experience on the line. The man on the line must hold all doubtful cases. He lacks time for deep inquiry. It is not to be expected that all such doubtful cases will be eventually excluded by the boards, for fuller inquiry may show that while the line inspector did his duty in not allowing the alien to land immediately, yet that such alien

is in reality qualified to do so.

Aliens held for special inquiry promptly receive a first hearing, at which they may be excluded or their cases may be deferred until further evidence is received. In the latter event a further hearing occurs as a matter of course. But even though they be excluded at the first hearing, yet upon proper application to the executive office, showing that further relevant evidence can be introduced at a subsequent hearing, the latter is customarily granted. All board decisions are noted on the back of the immigrant's yellow card.

The Boards of Special Inquiry are independent tribunals whose decisions no one has any right to influence. Their decisions are "final" (Section 25) and cannot be reviewed by the Courts. Excepting in the cases mentioned in Section 10, an appeal lies from an excluding decision to the Secretary of Commerce and Labor through the Commissioner and Commissioner-General. (See Section 25 and rules 8, 9 and 10.) The Commissioner in transmitting the papers on appeal is expected to make a recommendation. This he can do intelligently in most cases only where the alien has been brought before him.

There is an official known as the Clerk of the Boards, who has a small office in the Deportation Bureau adjoining one of the Board rooms. Under him are as many messengers as there may be Boards in session, whose duty it is to bring before the Boards as rapidly as possible aliens held for a hearing. Such aliens are produced, as far as possible, in the order in which they arrive at Ellis Island, those for whom witnesses are present being heard first. In this manner all possible charges of favoritism or partiality are avoided. The Clerk of the Boards performs the following amongst other work, and keeps the following records:

1. Record of aliens held for special inquiry and disposition of their cases. (Form No. 1518) The number of meals payable by the steamship companies in respect of aliens held for special inquiry are calculated from these sheets.

2. Delivering to Information Bureau through chute all special inquiry cards for its information as soon as necessary entries have been made on form 1518½ such cards being immediately thereafter returned from the Information Bureau.

3. Briefing and filing papers placed before the Boards, including affidavits, telegrams and other documentary evidence.

4. Furnishing information to railroad agents, steamship companies' representatives and missionaries concerning affidavits and money received in relation to aliens in whom they may be interested.

5. Attaching to appropriate immigrants' cards evidence furnished by executive office, steamship agents or missionaries, so that same may be properly presented to the Boards.

6. Filing all original medical certificates and sending copies of such certificates in loathsome and contagious disease cases to the executive office, Registry Division and Information Bureau. (Upon receipt of such certificates the Registry Division sends an Inspector to the Hospital to take the alien's affidavit. This is also done in other cases where the alien because of physical disability will be unable to present himself before the Boards.) Filing statements from Medical Division showing recovery and discharge from hospital.

7. Filing chronologically and by steamship lines all special inquiry cards. After about two months have elapsed they are sent to the vault for final ~~disposition.~~ filing.

8. Keeping a book, in which the Commissioner daily ~~specifies~~ enters the names of ~~which~~ Inspectors ~~shall~~ to act as Board members. This book also contains record of Board transactions and is especially

ruled for this purpose.

9. Preparation of daily report of the actions of the Boards. (No numbered form.)

10. Preparation of monthly report showing complete work of the Boards for each month. (No numbered form.)

11. Reporting daily to the Commissioner contract labor cases, with a view to determining which shall be transmitted to the Bureau for action against the suspected contractor, before ~~prior to~~ deportation of alien.

12. ~~The~~ Issuing of temporary detention cards (form No. 1508A) in all cases where aliens held for special inquiry are subsequently admitted, but at an hour too late to take the boat (or occasionally the train) to eastern or southern points.

13. Maintaining and furnishing to the Boards the necessary stationery supplies.

14. Answering numerous telephone and other calls requesting information concerning aliens held for special inquiry.

15. Indexing alphabetically all special inquiry cases to facilitate delivery of telegrams and giving rapid information to steamship agents, missionaries, etc.

6. INFORMATION DIVISION.

This division is created for the purpose indicated by its title. It is presided over by an assistant inspector, who is assisted by three clerks and four messengers, watchmen or gatemen. Hundreds of people from New York and vicinity call daily for information concerning immigrants. In it are kept the following records:

1. Record of aliens held for Special Inquiry. Opposite such name is noted every Board action, also the final disposition of the case when the immigrant leaves the building. Reference is made to this record when relatives or friends call for interviews with deferred and excluded immigrants, or request to be directed to the Executive office for the purpose of obtaining a rehearing before a Board of Special Inquiry. In this last connection about 5,000 witness blanks are used monthly. These records of this Division are also used by the clerks charged with the proper disposition of telegrams and money orders intended for immigrants. Over 30,000 such telegrams are received annually.

2. Record of all immigrants detained in the hospital. As soon as immigrants are discharged from the hospital this fact is noted and posted every morning. In case of

death the fact is reported to the Executive office for further action.

3. Record of all aliens discharged to ~~any~~ missionaries or representatives of charitable societies. Each morning such missionaries or representatives submit a report showing what has become of such immigrants and the result is noted in the record.

To this division are referred most official letters of inquiry concerning immigrants. It also looks up the addresses of immigrants on the manifests and furnishes them to their friends. Persons who have called for immigrants in the Discharging Division and not found them, are generally thereafter directed to the Information Bureau. If the ~~desired person~~ immigrant is at Ellis Island, it is determined whether he is in the hospital or amongst those detained for special inquiry, in which latter case the applicant may be sent to the Executive office or to the witness room, there to await his turn to appear before a Board of Special Inquiry.

The Information Bureau adjoins and its work is in some respects connected with that of the Discharging Division.

7. DISCHARGING DIVISION.

This division is presided over by an inspector who is assisted by two or three assistant inspectors, two or more interpreters, and several clerks, messengers and watchmen. Its quarters are on the main floor adjoining the Information Bureau and opposite the rooms in which are placed temporarily detained immigrants. It has charge of such temporarily detained persons, who may be so detained for various causes, including lack of funds, address, or ticket to destination, or inability to find friends, etc. All such persons hold a white card containing their names and other appropriate data, including the reason for detention, and furthermore their names are entered on sheets (form No. 1517) by a clerk who sits at the foot of the stairs. These sheets become permanent records of this division, notation being subsequently made of all data relating to discharges.

A large majority of those temporarily detained are so held until their friends can come from New York or vicinity to meet them, it being distinctly to their interest to be so met, particularly where the immigrants are women. Every effort is made to reach such relatives or friends by telegraph or otherwise. As soon as they call they are required to properly

identify the alien (particularly in the case of a woman), whom they may desire to conduct away from Ellis Island, and in proper cases release is immediately granted by the inspector, who makes an indorsement on the card and thus finally admits the alien who has been temporarily detained by the inspector on the line.

Many of these temporarily detained aliens also belong to the class of those who are going west and who after a short time receive a ticket or funds, in which case they are generally turned over to the agent of the appropriate railroad company.

Each of the temporarily detained aliens after five days (known as "five day cases") are unable to show themselves entitled to land, whether because no money is sent them or their friends do not appear, are generally thereafter held for special inquiry. In a few instances they may be discharged to a missionary, the understanding being that such missionary will be able shortly to put the alien in the way of caring for himself. Great abuse, however, is likely to result from the intervention not of the genuine missionary, but of boarding-house runners pretending to be missionaries. See further as to this under the title "Missionaries".

All "temporarily detained" aliens are taken to the recently constructed "barracks" for the night. All other detained aliens spend the night in the dormitories, excepting that excluded aliens sleep in the beds provided either in the excluded rooms or an adjoining room.

Following are the permanent records of this division:

1. Daily list of immigrants temporarily detained.
2. Weekly lists, made each Thursday morning, showing immigrants temporarily detained at that time.

8. DEPORTATION DIVISION.

This division is presided over by an Inspector-in-Chief, who is assisted by one or two assistant inspectors, and certain clerks, watchmen, gatemen, and messengers, in the aggregate about twenty-five men.

There are four classes of detained aliens at Ellis Island. (1) Those held for special inquiry; (2) those who have appeared before a Board of Special Inquiry and whose cases are "deferred" till further evidence is received (commonly spoken of as "deferred aliens"); (3) Those who are temporarily detained pending a decision as to whether they shall be released or held for special inquiry (which may result in their admission or exclusion); (4) Those who have been excluded and are awaiting deportation. Separate quarters exist for each of the foregoing classes, excepting that the deferred and excluded women are owing to lack of space, necessarily placed in the same room.

Those temporarily detained (class 3) are kept on the lower or main floor, and are under the charge of the Discharging Division. The Deportation Division has to deal exclusively with the deferred and excluded aliens (classes 2 and 4). All excluded aliens become such through the action of a Board of

Special Inquiry, and are immediately turned over to the Deportation Division. The detention cards of the excluded aliens are also immediately delivered to a clerk in this division, who makes a record of the board's action in the book containin the record of deferred and excluded aliens. This clerk then attaches to the detention card a blue deportation card (form No. 1509) on the face of which he enters the data shown on the face of the detention card. The action of the Board is then recorded on the special inquiry sheets, and in the books of the Information Bureau, and both cards are thereafter place in the excluded card case, which contains a separate compartment for each steamship line. Detention cards of deferred aliens are dealt with in the same manner as are those of excluded aliens, excepting that no deportation card is attached to the former, and that they are placed in the deferred car case. An excluding decision is often modified through a second hearing.

It is the ~~particular~~ duty of the Deportation Division to guard all deferred or excluded aliens, both by day and by nigh The early watch, consisting usually of five men, arrives on th above described 6:40 a.m. boat, and these aliens are thereupon passed from

their roomsthrough the corridor and counted, a receipt being signed in a book kept by the night force for that purpose, for the total number of aliens of each class delivered to the day force. The late watch, consisting usually of five men, reports on the 10:00 a.m. boat, and relieves the early watch at noon, remaining on duty until relieved by the night force, which arrives on the 6:00 p.m. boat, when the detained aliens are again counted in the manner above described, the night watch signing for the same in the receipt book. On Mondays and Thursdays of each week the current cards on file, which contain the names of all aliens in charge of the Deportation Division, are taken to the detention rooms by the early watch, the aliens are then lined up on one side of the room and each one as his name is called from the card passes to the other side. Besides constituting a thorough and accurate check on all detained aliens, this practice renders it impossible that the fact of a card being lost or mislaid should remain unknown for an unreasonable time. Deferred and excluded aliens are taken by the officers of the Deportation Division to the dining room three times each day and in summer time they are at all proper opportunities conducted to the roof.

The deporting watch consisting usually of five men, re-

ports on the 8:15 a.m. boat. Prior to deportation the height and the color of hair and eyes of excluded aliens are noted on the deportation cards, their passports stamped with the name of the ship and date on which deported, and arrangements are made to have their checked baggage placed on board the ship. This work is performed by the deporting watch, which is, when necessary, reenforced by members of the early watch. The early, late and deporting watches alternate weekly. Requisition is sent to the Medical Division for excluded aliens who are in hospital, and they are delivered to the Deporting Division about two hours in advance of their being taken to the ship, those suffering from contagious diseases being kept apart from all other aliens while in the building.

Persons holding passes for interviews with deferred or excluded aliens are received by the officers on watch and the interviews are held in an enclosure used for the purpose.

An exceedingly important part of the work of this Division consists in safely conducting excluded aliens from Ellis Island to the vessel which is to deport them. This is done sometimes by means of the small boats of the Moore Towing Company, and sometimes by means of wagons from the Barge Office, always a t

the expense of the appropriate steamship company, to which bills are sent on regular occasions. Whether the one method or the other be adopted depends upon various circumstances, including the number of aliens and the number and location of the various piers which are to be visited. It is customary to place excluded aliens on board two or three hours before sailing, excepting that when the hour of sailing occurs early in the morning it is customary to place them on board the afternoon before. The quarters have during the spring months since May 1, 1902, proved so inadequate that it has frequently been necessary to relieve the congestion by removing excluded aliens to the steamers as much as forty-eight hours before the time for sailing.

Whenever excluded aliens are placed on board the day previous to sailing, a representative of the Deportation Division calls next morning to check off such aliens and thus satisfy this office that they have not in the meantime escaped, ~~or been~~ ~~[illegible]~~.

In this division, as in all others, it is of the utmost importance that honest and intelligent officials be employed. The friends of many excluded immigrants stand ready to offer a consideration for their release on the way to the vessel, while

dishonest petty ship's officers have many opportunities to "exchange" an alien put on board for deportation for someone really desiring to go to Europe. (See ~~Ex-instance~~ affidavit of Franz Rosulek, file No. 19106).

A weekly report, showing name, age, sex, aname of vessel, date of arrival, cause of detention and status of the case of each detained alien is compiled in this division and delivered to the Statistical Division for forwarding to the Commissioner-General.

In the deportation ~~this~~ division are kept the following permanent records:

Record of (1) deportations of aliens once landed but who become public charges within two years after landing, and also (2) of aliens entering the United States by way of Canada and Mexico in violation of law, known as "Landed and Outside Cases".

Record of Deferred and Excluded Aliens.

Record of Aliens Deported.

Contract Labor "Stay Deportation" cases.

Appeals and Stays.

Record of Deferred and Excluded Aliens in Hospital.

9. STATISTICAL DIVISION.

The title suggests the work performed in this division, which is presided over by an Inspector-in-Chief. He is assisted by fourteen clerks who are engaged in preparing statistical data, and nine typewriters, or copyists. The chief statistical data are compiled from the ships' manifests, which, after correction by the Boarding and Registry Divisions, are sent to the Statistical Division. Since August, 1902, an alphabetical card index of all aliens reaching the United States has been kept, each card containing a reference to the sheet of the manifest on which it appears, so that further data can be readily obtained. The preparation of this index requires the services of one clerk and nine typewriters. It constitutes not only a ready means for complying with the numerous requests for vertification of landing of aliens, but should in the future be of great value in the detection of naturalisation frauds.

Other alien statistical data compiled from the manifests and transmitted monthly to the Bureau is as follows:

1. Nationalities arranged by sexes. (Form 1582b)
2. Races arranged by sexes. (Form 1582a)
3. Races arranged by ages. (Form 1582a)

4. Illiteracy of races. (Form 1582a)
5. Money brought by each race. (Form 1582a)
6. Aliens who have been in the U. S. before. (Form 1582a)
7. Countries whence aliens come and the races to which they belong. (Form 1528, sheet 1, pp. 1 and 2)
8. Races and destinations of aliens (Form 1528, sheet 2, pp. 1 and 2)
9. Races and occupations of aliens. (Form 1528, sheet 3, pp. 1 and 2)
10. Destinations and occupations of aliens. (Form 1528, sheet 4, pp. 1 and 2)

All manifests are eventually bound in canvas covered books and stored in the vault with detention records attached.

The following reports are prepared in this division and forwarded as herein below indicated:

1. Daily report of arrivals - To Bureau - (Form 1589)
2. Weekly report of arrivals - To Surgeon-General-(Form1583
3. Weekly report of deportations - To Commissioner-General and other Commissioners - (Form 1526a)
4. Weekly report to Deportations - U. S. Consuls - (Form 1526b)
5. Weekly and monthly reports of 1st, 2nd and 3rd class - (Form 1527b)
6. Statement of aliens subject to head tax - Original to Steamship agents and copy to the Collector of Customs (Form 1535)

It is also the duty of this division to see to the correct execution of the present law as it relates to "in transit" passengers including the giving of directions (1) concerning the refunding of deposits under Rule 15 on aliens who have actually passed through and out of the United States, and (2) concerning the transfer into the Immigrant Fund of unclaimed deposits made on account of aliens alleged to be only in transit. See circular letters No. 11697 of April 8th, May 1st, May 26th; 1903 No. 17809 of July 13th, 1903 No. and 19266 of Oct. 2nd, 1903

The permanent records of this division are as follows:

1. The ships' manifests.
2. Records of detention (prepared by the clerk of the Special Inquiry Boards).
3. Card index of arrivals.
4. Card index of aliens deported.
5. Recprd pf aliens who are landed at the Port of New York and found to be public charges in the U. S. within two years after their landing.
6. Daily record of arrivals.
7. Daily record of deportations.
8. Head tax ledger.
9. Trial balance of amounts deposited on aliens alleged to be in transit.
10. Record books containing the statistical data collected by this division.

10. TREASURER'S DIVISION.

The work of this division is managed by an inspector acting as Treasurer who is assisted by a bookkeeper or clerk. His duties include the following: (1) preparing monthly pay and expenses vouchers and pay rolls of all officials; (2) receiving and distributing pay checks; (3) keeping accounts of expenditures under Congressional appropriations; (4) examining and preparing vouchers for claims for payments by contractors; (5) supervising all expenditures authorized by the department; (6) receiving numerous small sums of money sent by relatives or friends for delivery to immigrants, and receiving and recording money deposited by immigrants for safe keeping; (7) receiving, recording and distributing immigrants' mail, excepting that which is registered; (8) approving requisitions for purchase of sundry petty supplies of aggregate monthly value of about $400; (9) receiving and keeping a record of all property lost and found, with its disposition; (10) approving accounts submitted by holders of food privileges to steamship companies for meals furnished to detained immigrants; (11) sending and collecting bills for hospital expenses of detained immigrants to the steamship companies; (12) collecting rentals from privilege holders; (13) keeping a record of all Government property at Ellis Island.

11. WATCHMENS' AND GATEMENS' DIVISION.

This force is under the charge of a chief watchman. It includes all watchmen and gatemen not especially assigned to work under the heads of other divisions, but even as to these the chief watchmen is expected to exercise a general supervision. There are employed at Ellis Island in the aggregate about 44 watchmen and 15 gatemen.

This force is distributed throughout the various parts of the main building, and its duties are those implied by the official designations. Two gatemen are stationed at the Barge Office; also a laborer to keep the premises clean. Many gatemen and watchmen are engaged on the registry floor where they group immigrants as they arrive. The proper performance of this work of grouping requires some skill. A considerable number of gatemen and watchmen perform duty in the Deportation Division, while two are constantly stationed on duty in the ferry house and on the dock. See Barge Office Letter No. 19,695, of October 20, 1903.

12. MATRONS' DIVISION.

The force consists of one chief matron and 9 matrons. Five of them are assigned to the Boarding Division to assist such female cabin aliens as may require their services. (See Bureau letter No. 39716 of July 29th, 1903) The others are stationed at Ellis Island, where they assist or care for female immigrants, particularly those with children and those who are held for special medical examination. Their work in this connection is of great value to a large number of immigrants. Women of suspected immoral character are turned over to the matrons for investigation.

13. ENGINEERS' DIVISION.

On Ellis Island there has been erected an elaborate heat, light and power plant, which is under the immediate charge of an engineer-in-chief at a salary of $1400 per annum, assisted by four assistant engineers, eleven firemen, four wiremen, three dynamo tenders, a plumber, three laborers, acting as coal-passers, and a machinist, whose business it is to care for the refrigerating plant. This force is subdivided into three shifts, each of which works eight hours at a time. This necessitates sending the launch to the Barge Office every night at about midnight, an arrangement which has its obvious inconvenience and disadvantages. Expert opinion has, however, determined that it is preferable to the former arrangement, under which each shift worked sixteen hours, being thereafter excused from duty for twenty-four hours. See general notice of June 4, 1903, instituting night service of launch.

14. LABORERS' DIVISION.

The laborers' force consists of about 45 male laborers and nine charwomen. At the head of the latter is a head charwoman and all are under a janitor who reports to the Supervising Inspector either directly or through the Chief of the Deportation Division. Of this force about 10 men and 5 women are assigned to night duty. The chief business of this force is to keep the buildings and island clean by day and by night. This work has been subdivided into certain jobs which are specified with great detail in a paper entitled "Outline of Laborers' Work". The day force leaves the Barge Office at 6:20 a. m. and remains on the island till 5:30 p. m. These premises can be kept clean only by the assistance of willing and able-bodied laborers under the guidance of an energetic janitor.

Ellis Island, N.Y.H., October 28,1903

OUTLINE OF WORK TO BE PERFORMED BY

LABORERS AND CHARWOMEN AT ELLIS ISLAND.

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Laborers' jobs are of two classes:

(1) Day jobs.

(2) Night jobs.

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General Provisions.

(a) Equipment. Each laborer will be provided with the necessary equipment, including a bucket, hard brush, rough sponge, rags or rough towels and three brooms of various kinds. The equipment will be uniform throughout the building, and each laborer will be held responsible for the equipment turned over to him.

(b) Time. All laborers will leave the Barge Office at 6:40 A. M., and begin work promptly at 7:15 A. M., unless some other time be specified. They may quit work between noon and 12:45 P.M., at which time they will resume their work, and continue the same until 4:20 P. M. At least three laborers (to be known as long day men) will, in turn, be selected to remain until the 5:30 P. M. boat, to keep the premises clean after the departure of the others.

(c) Quality of work. Laborers will work with the same energy as is required of laborers serving private corporations

or individuals in the City of New York. Laborers frequently absenting themselves, for whatever cause, will be dropped from the payrolls. The janitor will make immediate report of any laborer not strictly complying with the terms hereof, and will be held personally responsible for any improper work he may not so report.

(d) The Supervising Inspector is charged with the execution hereof through the assistance of Inspector Morton and the janitor.

DAY JOBS.

Jobs Nos. 1 & 2. (Two laborers.) Cleaning (1) of Men's and (2) of Women's Upper Dormitory. Work will begin at 7:15 a.m., one laborer first cleaning separately each of the toilet rooms. This should be done by 7:45, at which time the laborer assigned to the Women's side will join laborer assigned to Men's side, and together they will clean Men's Dormitory as follows:

(1) Remove blankets; lay aside those requiring washing. Beat and neatly fold others. All blankets changed on Monday and Fridays.

(2) Brush beds and wipe off walls.

(3) Hang beds uniformly.

(4) Sweep floors.

Then both laborers will go to the Women's side, and repeat there the work just specified, which should be complete as to both sides not later than 10:30 a.m. Then laborers will again work separately at their several sides, each performing as to each side the following:

(5) Scrub or flush floors, using Carbolene disinfectant.

(6) Scrub or flush toilet floors, using Carbolene disinfectant.

(7) Later brush off beds with mixture of equal parts of turpentine and kerosine oil, at least every other day.

(8) Let down beds uniformly.

(9) Do whatever else is necessary to leave Dormitory in an orderly condition.

All of the work above specified will be completed by 2 p.m. Thereafter the laborer assigned to Job 1 will sweep and mop (and also oil at least ~~twice~~ once a week) the floor on the Men's side of the Gallery, and the laborer assigned to Job 2 will sweep and mop (and also oil at least once a week), the floor on the Women's side of the Gallery. This work must be completed by 3:30 p.m., at which time each laborer will return to the Dormitory assigned to him, and carefully wipe off and oil all walls until 4:20 p.m.

Job No. 3. Cleaning of Men's Excluded Room.

(a) The floor of the front room will be mopped with disinfectan at 7:15 a.m., and swept thereafter at intervals of two hours, beginning at 10 a.m., and ending at 4 p.m. Beds and benches will, during the day, be wiped off with a damp sponge and a solution of turpentine and kerosine.

(b) The dormitory attached to same will be cleaned between the hours of 9 a.m. and noon, during which time the following things will be done:

(1) Clean toilet generally.

(2) Remove blankets. Lay aside those requiring washing. Beat and neatly fold others. All blankets changed Tuesdays Saturdays.

(3) Brush beds and wipe off walls.

(4) Hang beds uniformly.

(5) Sweep floors.

(6) Scrub or flush floors, using Carbolene disinfectant.

(7) Scrub or flush toilet floors, using Carbolene disinfectant.

(8) Sponge off beds with mixture of equal parts of turpentine and kerosene oil, at least every other day.

(9) Let down beds uniformly.

(10) Do whatever else is necessary to leave Dormitory in orderly condition.

(c) The laborer assigned to Job No. 3 will be in or about the Men's Excluded Room the entire time from 7:15 a.m. until 4:20 p.m., except during dinner hour; but when the immigrants are taken to the roof he will thereafter (but not earlier than 10 a.m., go to the roof at intervals of two hours and keep the same clean until they return to the Excluded Room.

Job No. 4. Cleaning of Men's Deferred Room. (Flushed by night force.

The laborer assigned to this job will commence work at 7:15 a.m., and will be in or about the Men's Deferred Room the entire time (excepting from 12 m. until 12:45 p.m.) from 7:15 a.m. until 4:20 p.m. He will thoroughly mop and sweep this room once, and thereafter sweep same every second hour. He will, during the course of the day, sponge off all the beds and benches with a solution of turpentine and kerosene. All blankets changed Tuesday & Saturday

Job No. 5. Cleaning of Women's Excluded Room. (Flushed by night force.

The charwoman assigned to this job will commence work at 7:15

a.m., and will be in or about the Women's Excluded Room the entire time (excepting from 12 m. until 12:45 p.m.) from 7:15 a.m. to 4:20 p.m. She will thoroughly sweep this room at least every second hour and will during the course of the day sponge off all beds and benches with a solution of turpentine and kerosene.

Job No. 6. Cleaning of Special Inquiry Room. (Flushed by night force.

The cleaning of the Special Inquiry Room and southerly extension, also the women's toilet, will be performed by a charwoman who will repeat such cleaning as often as possible throughout the day.

Job No. 7. The charwoman on this job will dust and clean wirework and railings on Registry Floor, beginning at 7:15 a.m. At 9:15 she will begin the sweeping and in any other necessary manner clean the Registry floor, including staircase by which immigrants ascend and also outside Medical quarters as often as possible each day. Begin at Western Union Telegraph booth and work around and back to the same spot. This ground should be covered at least once every two hours.

Job No. 8. Cleaning by a charwoman of all corridors in the upper eastern wing of the main building with walls, etc., in the rooms adjacent, including the Inspectors' Room.

Job No. 9. Cleaning of all corridors in the upper west wing of building and of restaurant building, between Deportation Bureau and Excluded Rooms, together will all toilets in that section. This work should be repeated at least four times a day. This job will also include the cleaning of the two extra Detention Rooms opposite the Deportation Bureau, the toilets therein, and also the men's toilet in the Special Inquiry Room.

Job No. 10. Sweeping, cleaning and mopping when necessary the following quarters at least three times a day, in the following order:

1. Hallway from Registry Floor to Kitchen (Mopped by night force.
2. Discharging Bureau. (Mopped by night force.)
3. Information Bureau and steps outside of same.
4. Two corridors and toilet.
5. Steamship Agents' room.
6. Men's toilet in New York Detained Room.

Job No. 11. Cleaning of extension to New York Detained Room.

The charwoman assigned to this job will commence work at 7:15 a.m., and will be in or about this room the entire time (excepting from 12 noon till 12:45 p.m.) from 7:15 a.m. till 4:20 p.m. She will thoroughly sweep this room at least every second hour, and will, during the course of the day, sponge off all benches with a solution of turpentine and kerosene.

Job No. 12. Cleaning of New York Detained Room.

The charwoman assigned to this job will commence work at 7:15

a.m., and will be in or about this room the entire time (excepting from 12 noon till 12:45 p.m.) from 7:15 a.m. until 4:20 p.m. She will thoroughly sweep this room every second hour, and will during the course of the day sponge off all benches with a solution of turpentine and kerosene; thereafter assisting the laborer on Job No. 10 in properly cleaning Discharging Bureau.

Jobs Nos. 13 and 14. Cleaning of East and West sides of barracks sleeping quarters by two laborers. Work will begin at 7:15 a.m., one laborer first cleaning separately each of the toilet rooms. This should be done at 7:45, at which time the laborers will together sweep and put in orderly condition, the large room in the front part of barracks, which work will be completed by 8:45 a.m. Thereafter the laborer assigned to the Womens side of Barracks will join laborer assigned to the Men's side, and together they will clean Men's Dormitory as follows:

(1) Remove blankets; lay aside those requiring washing. Beat and neatly fold others. All blankets changed Wednesday Sunday.

(2) Brush beds and wipe off walls.

(3) Hang beds uniformly.

(4) Sweep floors.

Then both laborers will go to the Women's side and repeat there the work just specified, which should be complete as to both sides not later than 10:45, a.m. Then laborers will again work

separately at their several sides, each performing as to each side, the following:

(5) Scrub or flush floors, using Carbolene disinfectant.

(6) Scrub or flush toilet floors, using Carbolene disinfectant.

(7) Later brush off beds with mixture of equal parts of turpentine and kerosene oil, at least every other day.

(8) Let down beds uniformly.

(9) Do whatever else is necessary to leave dormitory in an orderly condition.

All of the work above specified will be completed by 2 p.m. Thereafter the laborer assigned to Job No. 13 will sweep and mop twice a week, and oil every tenth day, the floor on the Women's side of barracks, and the laborer assigned to Job No. 14 will perform the same work last mentioned, on the Men's side of barracks. This work will be completed by 3:30 p.m., at which time each laborer will return to the dormitory assigned to him, and carefully wipe off walls until 4.20 p.m.

Job No. 15. Cleaning of all corridors in the lower eastern wing, including toilets, corridors to be swept every two hours, beginning at 10 a.m. Walls to be washed as often as necessary, and at least twice a week.

Job No. 16. Collecting and taking to laundry all blankets to be washed. Hours: 7:15 a.m. to 1:30 p.m. All blankets used in the Excluded Men's Dormitory will be washed on ~~Mondays~~ Tuesdays, Wednes-

Saturdays
days and ~~Fridays~~, and oftener, if necessary. All blankets used in the Deferred Men's Room will be washed on Tuesdays and Saturdays. With increased washing facilities, blankets will be washed oftener. All blankets will be carefully examined each day, and those found soiled or otherwise unfit for use will be taken to the laundry immediately.

The laborer assigned to this job will on Tuesdays, Thursdays and Saturdays, beginning at 1:30 p.m. treat all beds, radiators and crevices with insect exterminator. On Mondays, Wednesdays, Fridays and Sundays (days when insect exterminator is not used), the laborers assigned to this job will report to the Janitor at 1:30 for emergency work till 4:20 p.m.

Job No. 17. (Requires two laborers.) Calling for and emptying of all cans of refuse throughout the day, in about the following order:

A. M.

1. Can in excluded men's room.
2. Can outside of deferred men's room.
3. Can in closet next C. I. room.
4. Can in witness room.
5. Two cans in gallery.
6. Two cans in Registry floor.
7. Can in immigrants' dining room.
8. Waste baskets on Registry floor.
9. Can outside men's bath room.
10. Can in New York corridor.
11. Can in New York room.
12. Can in New York room extension.
13. Waste baskets in Information and Discharging Bureaus.
14. Barrel in laundry.
15. Prepare fire.
16. Custom House can.
17. Can in cellar.
18. Can outside Medical Division.
19. Can at entrance to cellar.

P. M.

1. Fill furnace.
2. Can in excluded men's room.
3. Can outside of deferred men's room.
4. Can in closet next S. I. room.
5. Two cans on gallery.
6. Two cans on Registry floor.
7. Can in immigrants' dining room.
8. Two cans in New York rooms.
9. Can in New York corridor.
10. Can in Custom House.
11. Make tour of all cans, again emptying when necessary.
12. Burn all refuse collected for day.
13. Clean roofs, verandas, etc.

Job No. 18. Cleaning all windows in building every ten days.

Job No. 19. Commencing at 7:15 a.m. refill all ice-coolers in westerly portion of building, finishing by 9:15 a.m. The laborer assigned to this job will then inspect all gutters, strainers, and down-pipes throughout the whole building, beginning at the easterly end, and finishing with the restaurant building, including also the new barracks. This work is to be finished by noon. At 12:45 the laborer assigned to this job will report to the Janitor for emergency work until 4:20 p.m.

Job No. 20. Refill ice-coolers in easterly wing of main building. Hours from 7:15 to 9:15 a.m. Thereafter sweep as often as necessary the four staircases between Registry Floor and Lower Floor. Sweep when necessary north and south corridor on Registry Floor, replace when necessary, towels in immigrants' toilet rooms on main floor.

At 12.45 p.m. clean and replace all cuspidors used on the main floor. The four staircases heretofore mentioned will be oiled every Saturday.

Job No. 21. Cleaning of Callers' Waiting Room (off covered way) and passageway to kitchen, both of which will be flushed at 7:15 a.m., and swept every three hours thereafter. This job will also include the sweeping of the dock at rear of ferry house.

Job No. 22. Cleaning of ferry-house and dock. Flush ferry-house floor and sweep or flush dock at ferry landing. Sweep whole main dock. Repeat job as often as possible. Mondays and Thursdays clean windows in ferry-house.

Job No. 23. Cleaning of the upper floor of the Engineer's department, and the walks around the power-house. Hours: 7:15 a.m. until 1:20 p.m. Also sweep clean and keep in orderly condition Men's bath room between Discharging Bureau and kitchen.

Job No. 24. Begin sidewalks every morning at 7:15 a.m. at ferry-house, and follow around building; then begin over again. Where sidewalks are dirty they will be flushed and made perfectly clean. At all points where immigrants throw scraps of bread or other refuse, or whose walks are for other reasons specially soiled walks will be cleaned as often as possible, and at least every two hours.

Job No. 25. Cleaning of Barge Office. Floor and dock to be flushed once, and thereafter repeatedly swept. Clean also windows, gatehouse and lamps. Hours: 7 a.m. to 5 p.m.

Job No. 26. (Requires several charwomen.) Emptying of waste baskets, dusting, cleaning and re-arranging furniture, etc., in the offices in the upper eastern wing of the main building, including Medical Division rooms, missionaries' room, and sweep and keep clean and in orderly condition, women's bath room between Discharging Bureau and kitchen. All iron rails and screens will be wiped off daily. The head charwoman will see to the carrying out of the details hereof.

Job No. 27. (Requires two charwomen on Gallery floor.) Assist laborers on Jobs Nos. 1 and 2 in removing blankets from dormitory, laying aside those requiring washing. Beat and neatly fold others. Sweeping westerly end of Gallery every morning before 9:30 a.m. Sweeping and thoroughly cleaning rooms in easterly and westerly ends of Gallery. Dusting and cleaning railing around Gallery and electric light globes. Sweeping and mopping when necessary the four staircases leading to the towers.

Job No. 28. ~~Will include~~ Sweeping of cellar and storeroom under the New York room, and keeping these places in an orderly

condition. This work will be performed by the laborers from Jobs Nos. 16 and 19, designated as emergency men, reporting to the Janitor at the hours specified in the respective Jobs (Nos. 16 and 19.)

NIGHT JOBS.

The night force of laborers will commence work at 8.00 p.m., and continue, with one-half hour rest until all work of cleaning is finished. They will be divided into three squads.

Job No. 1. Squad No. 1, consisting of three men, will every night perform the following work:

(a) Sweep, flush and mop the following rooms:

Excluded men's front room.
Deferred men's room.
Excluded women's room.
Special inquiry room, including south extension.
All toilets in above rooms.

(b) Sweep and mop the following:

Three board rooms.
Witness room.
Deportation Bureau offices.
Two extra detention rooms when used in daytime, including toilets.
All corridors (including toilet) from Registry floor to excluded men's room.
Two staircases leading to deferred and excluded detention rooms.
Clean and replace all cuspidors used in above section of building.

Use proper solution of carbolene disinfectant in all rooms.

Job. No.2. Squad No. 2, consisting of three men, will every night perform the following work:

Sweep and mop the entire Registry floor (including toilets), first scraping floor where necessary.
Sweep and mop all corridors on the main floor, and those in the east wing of the building.
Sweep and mop Medical Division offices and all corridors adjacent.
Sweep and mop all staircases leading to Registry floor, except Immigrant's main staircase.
Three times a week wipe these staircases with a solution of floor oil.
Clean and replace all cuspidors used on Registry floor, and in the east wing corridors.

Use proper solution of carbolene disinfectant in every case.

Job No. 3. Squad No. 3 consisting of three men, will every night perform the following work:

Sweep, flush and mop the New Yo rk detained room, also new extension to same, including toilets.
Sweep and mop corridor from main staircase to restaurant kitchen.
Sweep and mop Discharging Bureau and toilet therein.
Sweep and mop Information Bureau and toilet therein.
Sweep and mop staircase leading to Witness Room.
Sweep and mop Immigrant's main staircase.
Sweep and mop all corridors in east wing of building, ground floor, including toilets.
Sweep and mop staircase leading from vault to executive offices.
On Monday, Wednesday and Friday nights wipe these staircases with a solution of floor oil.
Sweep and mop all toilets in eastern and western railroad ticket room and also those in the western railroad waiting room.

Use proper solution of carbolene disinfectant in every case.

Job, No. 4. The night charwoman will perform such cleaning as cannot be performed in the day time, such as scrubbing base of post-office, money exchange, inspectors desks, etc., and also examining and assorting of blankets used in the barracks sleeping quarters.

WM. WILLIAMS,

Commissioner.

15. NIGHT DIVISION.

The night force is under the immediate supervision of an inspector. Selected inspectors are in turn designated to act as night inspector for a period of about six weeks. This force consists of 12 watchmen and gatemen, 4 matrons, 10 laborers and 1 charwoman. Reference is made to several letters of instructions in file No. 19661. It is the business of the night force to see to it that immigrants are properly conducted to the dormitories in the evening and back to the appropriate detention room in the morning; to guard the building at night and clean the same. The force arrives at about 6 p. m., relieving the "long day" inspectors, and stays until about 7 a. m., at which time it is in turn relieved by the early watchers of the Deportation and Registry Divisions.

16. MARINE DIVISION.

This division comprises (1) tug boat "Chamberlain" chartered by the Government for the use of the Boarding Division. (See title 2) She is in charge of ~~Captain Frank H. Newcomb~~ a revenue marine officer with the rank of Captain ~~of the United States Revenue Marine Service~~. (2) The naptha launch "Samoset" which is operated by a licensed pilot and an engineer. Everything connected with this division is under the direct charge of the Commissioner and the officials in charge of both boats report directly to him. There will soon be added to this dividion the ferry boat now under construction by the Harlan & Hollingsworth Company.

MISCELLANEOUS.

This island requires the services of three carpenters, ~~two~~ painters, 3 laundrymen, one gardener, ~~(who is assisted by two, or more laborers).~~ . There is no appropriate division to which these officials can be assigned, and they report directly to the Supervising Inspector.

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The foregoing brings to an end the enumeration and description of the various divisions which experience has shown it necessary to establish as a means of executing the immigration laws at Ellis Island. Mention should in this connection also be made of the Privilege Holders, who occupy unique and important positions, and also of the Missionaries.

PRIVILEGE HOLDERS.

A. Railroad Companies and certain Coastwise Steamship Companies

On account of the large number of immigrants desiring to proceed at once to points beyond New York City, the Government has found it desirable to provide facilities for enabling the appropriate railroad companies to sell them tickets and take charge of them at Ellis Island after inspection. This is done solely in the interest of the immigrant and to enable him to procure transportation from agents over whom the Government is able to exercise control and whom it can consequently hold to strict responsibility. With this object in view, the railroad companies hereinafter named, which include all trunk lines with a terminus in or about New York City, and each of the terminal steamship lines hereinafter named, are allowed representation at Ellis Island, either to sell tickets or exchange what are known as orders purchased by immigrants in Europe for tickets and to thereafter take charge of such immigrants at Ellis Island:

New York Central & Hudson River Railroad Co.
West Shore Railroad Co.
New York, Ontario & Western,
Erie Railroad Co.
Delaware, Lackawanna & Western,
Lehigh Valley,
Central Railroad of New Jersey,
Philadelphia & Reading,
Pennsylvania Railroad,
Baltimore & Ohio,
Central Pacific Railroad,
Grand Trunk Railroad,
Old Dominion Steamship Co.,
Southern Pacific Railroad .(operating steamships to New Orleans.
Mallory Line.

The Western Passenger Association representing most of the lines west of Chicago is also represented. It is the policy of the Government to supervise the work of these transportation companies, but not to interfere with their business, except in so far as their subordinate agents may not deal with immigrants fairly. See letter dated July 24, 1903, forbidding certain additional charges at Ellis Island for exchangigg orders for railroad tickets; also notice dated April 9, 1903, concerning the forwarding of immigrants via Norfolk, for instances in which it was found desirable to make regulations. From time to time inspectors are detailed to travel on immigrant trains and report upon the manner in which immigrants are there treated.

B. Other privilege Holders.

Section 30 provides that the privilege for "keeping eating houses, exchanging money and transporting baggage"in connection with any immigrant station shall be disposed of after public competition subject to conditions to be prescribed.

The privilege of "keeping eating houses," or as it is know: at Ellis Island, of feeding the immigrants, is one of considerable importance. Food is supplied to two different classes of immigrants, and to each class by a different method; (1) stated meals at stated prices are supplied all detained

immigrants at the expense of the steamship companies bringing them. (See in this connection office order of December 22, 1902). (2) Qualified immigrants who are about to leave Ellis Island for western points may buy separate articles of food at stated prices. The foregoing is fully set forth in the specification under which bids were called for in June, 1902, and also in letter No. 5887, of June 16, 1902, commenting upon such bids.

The privilege of exchanging money requires no explanation. That relating to the transportation of baggage refers to baggage of immigrants destined to points in, or in the immediate vbinity of New York City.

Still other privilege holders are the two great telegraph companies, each of which has a station at Ellis Island, for which it pays a yearly rental.

Many abuses are likely to occur in connection with the exercise of these privileges, for it is necessary to allow the petty agents of the privilege holders to circulate at times amongst the immigrants for the purpose of attending to their legitimate requirements. To guard against such abuses so far as possible not only do officials patrol all quarters frequented by immigrants, but frequent tests are secretly made as to the manner in which the privilege hdders do their work, and

the results recorded. Furthermore all persons who may have knowledge of any such abuse are urged to inform the Commissioner thereof.

The existence of privilege holders, some of them representing powerful interests, in the midst of a Government station is an unusual occurence. Too much attention cannot be given to seeing to it that they refrain from exercising directly or indirectly any improper influence on any of the large number of Government officials, many of them earning but small salaries. For official communications dealing with the proper attitude to be taken toward Ellis Island privilege holders, see office letter No. 18,918 of August 1, 1903, and Bureau letter No. 40,231, of August 4, 1903; and also letter No. 18,918 of August 1, 1903. See also Letter No. 19,685 of Oct. 13, 1903.

MISSIONARIES.

While there is a considerable field at Ellis Island for true missionary work, yet it is not quite so great as it might at first seem to be, for the United States statutes contemplate the bringing here only of aliens who can take care of themselves, and as a matter of fact the great majority of aliens are detained at Ellis Island but a few hours, and as soon as inspected pass on to New York and such other points as they may wish to reach. The real missionary work is to be found amongst the detained immigrants, particularly those who are likely to be deported and who will probably reach Europe with poor clothing and scant funds. Directly or indirectly there are represented at Ellis Island about twenty institutions or houses all of them purporting to do missionary work and a number of them actually doing very excellent work of this sort, and deserving therefor unstinted praise. At several of the homes, immigrants are well cared for, pending the arrival of their friends at reasonable amounts. It is apparent, however, that great danger exists lest these institutions stray from the straight and narrow path of missionary work pure and simple and become institutions of profit. There is a strong suspicion that this is primarily the purpose of some of those which advertise them-

selves broadcast throughout certain countries of Europe. Just where to draw the line and just how to determine when a missionary institution becomes primarily an immigrant boarding house or employment bureau is an extremely difficult question. This branch of Ellis Island work requires continual supervision and regulation in order that that which is good may be brought to the front and that which is bad turned out. Reference is made to the following office letters: No. 15148, Oct.10, 1902; No. 15148, April 13, 1903; and No. 13763, June 7, 1903.

APPENDIX E

NOTICE TO ALL INSPECTORS AND BOARDS OF SPECIAL INQUIRY: JUNE 20, 1903

It frequently happens that a woman and several children reach Ellis Island practically without funds and helpless unless there be someone in the United States legally bound to care for them. The fact that the husband and father may be in the United States and that they intend joining him does not in itself entitle them to admission. You must be satisfied that such husband is able and willing to support his family, and in many instances the only way to obtain satisfactory proof hereof is to hold them for special inquiry. Such husbands and fathers are frequently themselves penniless and sometimes come here in advance of their families thinking that the latter will be more readily admitted with close relatives already in this country. The offer of a steamship agent to furnish such a family with a small amount of cash or provisions, while a point to be taken into consideration, does not furnish substantial proof of the right of such family to admission.

William Williams
Commissioner

William Williams Papers, New York Public Library.

APPENDIX F

SPECIFICATIONS FOR FOOD, MONEY EXCHANGE, AND BAGGAGE TRANSPORTATION CONTRACTS AT ELLIS ISLAND: 1908-11

DEPARTMENT OF COMMERCE AND LABOR

IMMIGRATION SERVICE

TERMS, CONDITIONS, LIMITATIONS, AND SPECIFICATIONS

WITH FORM OF PROPOSAL FOR THE

EXCLUSIVE PRIVILEGES OF FURNISHING FOOD TO ALIENS AND MAINTAINING A RESTAURANT

AT ELLIS ISLAND, NEW YORK HARBOR

FOR A PERIOD FROM THE DATE ON WHICH CONTRACT BECOMES EFFECTIVE TO JUNE 30, 1911

NAME OF BIDDER . . . . . .

TO BE FURNISHED IN TRIPLICATE

NOTE.—Every intending bidder should be furnished with four copies of this schedule, thereby enabling him to retain one copy.

WASHINGTON

GOVERNMENT PRINTING OFFICE

1908

TERMS, CONDITIONS, LIMITATIONS, AND SPECIFICATIONS GOVERNING THE PRIVILEGES OF FURNISHING FOOD TO ALIENS AND MAINTAINING A RESTAURANT AT ELLIS ISLAND, NEW YORK HARBOR.

1. The holder of the privileges of furnishing food to aliens and maintaining a restaurant at Ellis Island shall pay to the Government a rental of two thousand four hundred dollars ($2,400) per annum; in addition he shall reimburse the Government for the actual cost of rental of telephone instruments used by him, plus the cost of local and long-distance messages transmitted outward through said instruments.

2. Intending bidders are required to name the lowest prices, avoiding fractional parts of a cent, at which they will furnish the meals and articles specified in paragraphs 3, 4, 5, and 6 hereof, taking into account the fact that all articles of food or drink so furnished must be wholesome, properly served, and of a quality conforming to the best standards.

MEALS.

3. The following-described meals shall be furnished aliens as and when directed, and the items composing said meals shall be supplied in such quantities as the aliens may require:

BREAKFAST.—(*a*) Boiled rice, oatmeal, farina, cracked wheat, or cornmeal mush, served with the necessary milk and sugar or sirup.

(*b*) Meat hash or baked pork and beans. Fried fish in lieu of meat hash or baked pork and beans on such days as may from time to time be officially designated.

(*c*) Fresh bread, spread with wholesome butter.

(*d*) A bowl of tea or coffee (the individual alien's preference being consulted), with milk and sugar, served separately.

DINNER.—(*a*) Vegetable, pea, bean, lentil, tomato, ox-tail, or macaroni soup.

(*b*) Fresh bread, spread with wholesome butter.

(*c*) Roast or fried beef, pork, or mutton, or corned beef, served with mashed potatoes, peeled baked potatoes, or peeled boiled potatoes and one other vegetable—lima beans, mashed turnips, carrots, peas, corn, or succotash. For those who prefer, Kosher meat or fish, with potatoes and one other vegetable as above. Fresh fish, baked or boiled, in lieu of roast or fried meat, on such days as may from time to time be officially designated.

(*d*) A bowl of tea or coffee (the individual alien's preference being consulted), with milk and sugar, served separately.

SUPPER.—(*a*) Beef stew, mutton stew, baked pork and beans, or meat hash.

(*b*) Stewed prunes, apple sauce, pie, bread pudding with raisins, rice pudding, or tapioca pudding.

(*c*) Fresh bread, spread with wholesome butter.

(*d*) A bowl of tea or coffee (the individual alien's preference being consulted), with milk and sugar, served separately.

A meal as herein referred to shall consist of one or other of the articles specified in each division of the menu of that meal.

It is to be distinctly understood that the several articles constituting, respectively, Item (*a*) of the breakfast, Items (*a*) and (*c*) of the dinner, and Items (*a*) and (*b*) of the supper shall be served in rotation on successive days, and that the Commissioner of Immigration shall have authority to prescribe the order

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BEVERAGES.

6. Sales of the following-named beverages will be authorized at a counter or counters to be officially designated, at the prices agreed upon:

Cold milk.– To be of a grade to conform to the regulations of the board of health of New York City.

Hot milk.—Of the quality above indicated.

Hot tea or coffee.—With or without milk and sugar, as preferred by the purchaser.

During the summer months:

Iced tea (with or without slice of lemon), with sugar.

Iced coffee, with sugar.

Sweet cider.

The sale of intoxicating liquors at Ellis Island is prohibited by law.

7. The contractor may be required to furnish such other articles of food and drink as may from time to time be officially designated, at prices to be officially fixed, so that the same shall yield a net profit of not less than fifteen nor more than twenty-five per centum upon the wholesale price of such articles.

8. The contractor shall be required to display in the various languages officially designated, and at such places as officially directed, bulletins stating the prices at which full meals and separate articles of food as above specified may be obtained.

9. The contractor must conduct at Ellis Island a good restaurant, in quarters set apart for such purpose, for the use of officials, employees, and others, in accordance with official regulations as to kind and quality of food, prices, and other matters. All food must be wholesome, of standard quality, well cooked, and properly served.

10. The contractor will not be permitted to sell, except in the restaurant, any articles of food or drink not hereinbefore specified, unless officially permitted in writing, specifying each item.

11. The contractor will be required to employ such number of cooks, waiters, and interpreters, and such other assistants as may be needed to render efficient and prompt service, said employees to be fully uniformed. The contractor shall also be required to care for and keep all quarters, equipment, and fixtures in his use in a clean, sanitary, and hygienic condition. All the equipment necessary to the conduct of the business shall be furnished by the contractor, except that the equipment belonging to the Government which is now in such use shall be loaned free of charge to the contractor, receipted for by him and returned to the Government, at the conclusion of the privilege, in first-class condition, or replaced by new articles, as officially directed.

12. The elevator used in connection with the restaurant privilege shall at all times be under the exclusive charge of a competent elevator operator furnished by the contractor, who shall assume all risk of any kind or character in connection with the operation of and repairs to said elevator.

13. All accounts of the contractor for meals furnished aliens must be rendered through the Office of the Commissioner of Immigration, who, after examining and verifying the same, will transmit them for settlement to the respective companies responsible therefor. The contractor will be required to report monthly the aggregate sales of every item covered by this contract, and, upon official demand, to furnish to the Commissioner of Immigration any and all particulars as to his sales or transactions, and the conduct of his business under this contract shall be subject to official supervision at all times.

14. The contractor and all of his employees, together with the property and supplies used by him, will be given free transporation between the Barge Office and Ellis Island by means of the Government ferryboat. The contractor will be required to submit a complete list of his employees, and promptly report all changes in his force.

15. All hand trucks used by the contractor shall be provided with rubber tires and rubber-capped hubs and shall be so loaded that the articles carried thereon will not project over the sides of the trucks. The contractor will be required to repair all damage done to Government property either by such vehicles or in any other manner involving his responsibility.

in which the several articles composing said items shall be served, as well as, from time to time, to change any or all the articles of food or drink constituting the foregoing meals, providing such change does not increase the aggregate cost per week of the provisions required.

It will also be required that children under two years of age shall be supplied free of charge with such milk and crackers as they may need.

An adequate supply of salt, pepper, and mustard, properly prepared, shall at all meal times be on the tables for use of aliens without additional charge.

OTHER ARTICLES OF FOOD AND DRINK.

4. There shall be offered for sale to admitted aliens, in quantities sufficient to meet their requirements, at such times and at such counters or stands and in such manner as may be officially directed, the following articles, for which the respective bidders will submit prices:

Rye bread, in two (2) pound loaves.

Wheat bread, in two (2) pound loaves.

All bread shall be prepared in the best manner from the best quality of flour.

Cervelat.—"Coin Special," "Diamond C," "Star," "Premium," or "Superior." A pound shall not be made up of more than two pieces. Bidders may offer a brand of equal quality acceptable to the Government in substitution for above, but not in addition thereto.

Kosher bologna.—Must be authoritatively tagged "Kosher" in English and Hebrew. A pound shall not be made up of more than two pieces.

Boiled ham or roast beef sandwiches.—White or rye bread, as purchaser may select, both slices of bread buttered, and containing sufficient meat of good quality and free from gristle fully to cover the interior. Sandwiches to consist of not less than two ounces of bread and one ounce of ham or beef, properly seasoned.

Sardines.—Domestic, packed in pure, light-colored oil—"Centennial," "Elephant," or "Robin Hood"—to be packed in one-quarter tins and one-half tins. Bidders may offer a brand of equal quality acceptable to the Government in substitution for above, but not in addition thereto.

Sweet cakes.—Of such varieties as may be selected by the Commissioner of Immigration, contained in the original sealed commercial five and ten cent cartons.

Pies, six inches in diameter, not less than three-fourths inch thick, and weighing not less than eight ounces each. The filler to be free from antiseptics or other added preservatives. Each pie on wooden plate.

Fruits (in season).—Oranges, best California navel and Florida, "176" size; apples, best Ben Davis or Baldwin, "126" size.

5. The contractor shall sell such selections of the foregoing specified foods as the Commissioner of Immigration may from time to time prescribe, neatly packed in cartons securely tied with stout twine and furnished with a suitable package handle. Pies, because of their nature and composition and the more or less rough usage to which these food packages are subjected, must be packed with great care and so arranged as to avoid crushing. The contractor is required to affix to every package of food offered for sale a printed label plainly stating its contents and the price charged for each article, in the various languages to be officially designated. Samples of the carton or container above described may be seen on application at Ellis Island.

The price of these packages shall be arrived at by a computation of the contract prices of the various items, adding thereto the contract price of the carton, which shall include the necessary twine, package handle, and label specified above.

In sales to admitted aliens, all solicitation or urgency, savoring of compulsion, is strictly forbidden.

There shall be constantly exposed (in suitable glass cases) to the convenient view of the would-be purchaser the full contents of each of the several kinds of packages, that thus the purchaser may know beforehand the exact nature of his purchase.

16. Wherever in these specifications "officially determined," "officially directed," or similar expression occurs, it is to be understood that the same means by the direction of the Commissioner of Immigration at the port of New York. All questions arising concerning the carrying out of the specifications of this contract shall be subject to the decision of said Commissioner, whose decision shall be final.

17. All weights referred to in this contract are avoirdupois.

18. Wherever the term "Kosher" is used in this contract, it means that such foods must be prepared, cooked, and served according to "Kosher" rules.

19. The contract to be entered into with the successful bidder for these privileges is not assignable either in whole or in part, and may be terminated, upon sixty days' notice, by the Commissioner-General of Immigration, subject to the approval of the Secretary of Commerce and Labor.

20. Each bidder must submit with his bid an affidavit containing the following information: Residence; business address; experience in carrying on catering or restaurant business; and such other qualifications as he may have for conducting the work herein referred to. The Government in awarding this contract will take into account, among other matters, the business standing, experience, and character of the bidder. Each bid must be accompanied by a certified check in the sum of $1,000, drawn on a national bank, payable to the order of the Secretary of Commerce and Labor, as evidence of the bidder's good faith, and the proceeds of such check shall become the property of the United States if, for any reason whatever, the bidder, after the opening of the bids, withdraws from the competition, or fails to execute the contract and bond as required by paragraph 23 hereof. All checks submitted will be returned to the bidders immediately after the approval of the contract and bond executed by the successful bidder. Bids must be made *in triplicate* on form furnished by the Commissioner of Immigration at Ellis Island for that purpose, and any change in the phraseology or wording of said blank, or any erasures or interlineations, may result in the rejection of the bid. *No bid will be received after the time specified in the published notice inviting the same.*

21. The Government reserves the right to award contract for meals, which contract shall include restaurant privileges, to one bidder and contract for articles specified in paragraphs 4, 5, and 6 to another bidder, in which event rental shall be one thousand two hundred dollars ($1,200) in each instance; also at its discretion to reject any and all bids and to waive any informality in the bids received; also to disregard any bid which contains prices obviously below what the articles or meals can be supplied for; or any bid where the bidder shall fail to produce, when called upon to do so, evidence satisfactory to the Commissioner of Immigration of his ability to discharge the obligations set forth in this specification.

In the event that privilege for the sale of articles specified in paragraphs 4, 5, and 6 is awarded separately, the Government will furnish no equipment in connection therewith, or storage space, other than that which may hereafter be officially allotted.

22. Reasonable grounds for believing that any bidder is interested in more than one bid for the privileges herein specified will cause the rejection of all bids in which he is interested.

23. The bidder to whom the award shall be made will be required, within a period of ten days from *date of notice to him that his bid has been accepted*, to enter into a formal contract with the United States in form satisfactory to the Commissioner-General of Immigration, subject to the approval of the Secretary of Commerce and Labor, and to furnish a satisfactory bond in the sum of five thousand dollars ($5,000) conditioned for the faithful performance of the said contract. Neither the award, nor the contract made in pursuance thereof, shall be binding upon the Government until approved in writing by the Secretary of Commerce and Labor.

24. The accompanying advertisement, together with these specifications, will form part of the contract.

25. *All bids shall be enclosed in envelopes, sealed with sealing wax*, and marked conspicuously "Bid for the privilege of feeding aliens at Ellis Island," and mailed to the Commissioner of Immigration, Ellis Island, New York.

Department of Commerce and Labor

IMMIGRATION SERVICE

TERMS, CONDITIONS, AND LIMITATIONS

WITH

FORM OF PROPOSAL

FOR THE

EXCLUSIVE PRIVILEGE OF EXCHANGING ALIENS' FOREIGN MONEY

AT THE

ELLIS ISLAND IMMIGRATION STATION

FOR THE

THREE YEARS ENDING JUNE 30, 1911

Name of bidder,

TO BE FURNISHED IN TRIPLICATE.

(NOTE.- Every intending bidder should be furnished with four copies of this schedule, thereby enabling him to retain one copy.)

TERMS, CONDITIONS, AND LIMITATIONS GOVERNING THE PRIVILEGE OF EXCHANGING ALIENS' FOREIGN MONEY AT ELLIS ISLAND.

1. The holder of this privilege at Ellis Island shall pay a rental of $1,200 per annum to the Government and the actual cost of rental of telephone instruments used by the privilege holder plus the cost of local and long-distance messages transmitted outward through said instruments. No bonus or other payment of any kind will be required.

2. Bidders will state at what rates in excess of the current rate of exchange in New York City they will exchange at Ellis Island the several kinds of foreign money offered by aliens arriving at this station, during the period of three years from July 1, 1908: (*a*) British money; (*b*) German, French, Dutch, Belgian, and Swiss money; (*c*) Italian, Danish, Norwegian, and Swedish money; (*d*) any other foreign money.

3. The exercise of every privilege hereunder shall be in every respect subject to the approval of the Commissioner of Immigration at Ellis Island, and in accordance with such rules as he may from time to time make, and his decision upon any disputed question of fact in relation thereto shall be final.

4. The privilege holder will be required to comply with the following requirements, among others:

(*a*) To cash, without charge, all Government checks presented by officers or employees at Ellis Island.

(*b*) To issue to each person for whom foreign money is exchanged a memorandum stating the amount of foreign money received, the rate at which it is exchanged, and the amount of United States money paid in exchange; and to keep on file a duplicate of such memorandum.

(*c*) To display bulletins in the various languages, stating the rates at which he will exchange the principal kinds of foreign money.

(*d*) To maintain at all times sufficient cash on hand to exchange promptly all foreign money offered.

(*e*) To report from time to time to the Commissioner, as he may require, the total amount of foreign money of each nationality exchanged; and, upon demand, exhibit to him the duplicate memorandum required to be kept on file.

(*f*) To employ such interpreters and other assistants, fully uniformed as required by the Commissioner, as may be needed for the efficient execution of this privilege.

(*g*) To keep clean and in satisfactory order, at his own expense, the quarters used in exercising this privilege.

5. The privilege holder, and all persons in his employ, together with all property used by him under this privilege, will be carried on the Government ferryboat, free of cost, between Ellis Island and the Barge Office. The privilege holder shall furnish to the Commissioner of Immigration a complete list of employees and shall furnish similar notice as to all changes therein, which shall be subject to the approval of the Commissioner. The privilege holder shall be required to repair all damage done, in any manner, to Government property, and a failure to do so shall be sufficient cause for the annulment of the contract.

6. This privilege will be awarded solely with reference to the best interests of the aliens, and the Government will consider, not only the rates offered, but also the business standing and character of the bidder and the general excellence of the service promised.

7. The contract to be entered into for this privilege can not be assigned in whole or in part, and may be terminated at any time by appropriate action taken by the Commissioner-General of Immigration, subject to the approval of the Secretary of Commerce and Labor.

8. The bidder must submit with his bid an affidavit containing the following information: Residence, business address, and financial ability to carry on the money exchange business herein referred to. Where a firm bids, such affidavit must contain the name of each partner, whether general or special. Where a corporation bids, the affidavit must contain a full statement concerning its organization, officers, and directors. Each bid must be accompanied by a certified check in the sum of $1,000, drawn on a national bank, payable to the order of the Secretary of Commerce and Labor, as evidence of the bidder's good faith, which check may, in the discretion of said Secretary, be forfeited to the Government in case the bidder subsequently refuses to execute a formal agreement for the privilege herein provided for. Bids must be made *in triplicate* on forms furnished by the Commissioner of Immigration at Ellis Island for that purpose, and any change in the phraseology or wording of said blank, or any erasure or interlineation, may result in the bid being rejected. No bid will be received after the time specified in the published notice inviting the same.

9. The Government reserves the right to reject any and all bids and to waive any informality in the bids received; also to disregard any bid which contains a rate obviously below what the service can be rendered for, or any bid where the bidder shall fail to produce, when called upon to do so, evidence satisfactory to the Commissioner of the bidder's ability to discharge the obligations set forth in this specification.

10. Reasonable grounds for believing that any bidder is interested in more than one bid for privileges at Ellis Island will cause the rejection of all bids in which he is interested.

11. The bidder to whom the award shall be made will be required, within a period of ten days from date of notice to him that his bid has been accepted, to enter into a formal contract with the United States in form satisfactory to the Commissioner-General of Immigration and the Secretary of Commerce and Labor, and to furnish a satisfactory bond of indemnity in the sum of $5,000.

12. The bids shall be inclosed in envelopes sealed with sealing wax and marked conspicuously "Bid for the privilege of exchanging aliens' money at Ellis Island," and mailed to the Commissioner-General of Immigration, Department of Commerce and Labor, Washington, D. C.

Intending bidders are advised, for their information, that the present holder of the privilege of exchanging money, is the American Express Company, which makes such exchange at the current rates recognized by the most reputable exchange houses in New York City, no extra charge being made for exchanging any particular class or kind of money.

Commissioner General of Immigration, Washington, D. C.

Department of Commerce and Labor

U. S. IMMIGRATION SERVICE

TERMS, CONDITIONS, AND LIMITATIONS

WITH

FORM OF PROPOSAL

FOR THE

EXCLUSIVE PRIVILEGE OF TRANSPORTING ALIENS' BAGGAGE AND MERCHANDISE

FROM

ELLIS ISLAND TO NEW YORK CITY AND VICINITY

FOR THE

THREE YEARS ENDING JUNE 30, 1911

Name of bidder, ...

TO BE FURNISHED IN TRIPLICATE

[NOTE.—Every intending bidder should be furnished with four copies of this schedule, thereby enabling him to retain one copy.]

TERMS, CONDITIONS, AND LIMITATIONS GOVERNING THE PRIVILEGE OF TRANSPORTING ALIENS' BAGGAGE AND MERCHANDISE FROM ELLIS ISLAND TO NEW YORK CITY AND VICINITY.

1. The holder of the privilege of transporting baggage and merchandise from Ellis Island to New York City and vicinity shall pay a rental of $1,200 per annum to the Government, and the actual cost of rental of telephone instruments used by the privilege holder plus the cost of local and long-distance messages transmitted outward through said instruments. No bonus or other payment of any kind will be required.

2. Bidders will state the lowest rates at which they will receive at Ellis Island single pieces of *baggage* and deliver the same at the following-named points for a period of three years from July 1, 1908, no charge being made for transportation on the Government ferryboat between Ellis Island and the Barge Office:

(*a*) In Brooklyn, Jersey City, Hoboken, and on Staten Island.
(*b*) At points within or in the immediate vicinity of Greater New York.
(*c*) On any part of Manhattan Island.

The term "baggage," as herein used, shall include all articles of personal wearing apparel, and such things as are usually for use by persons when traveling on the voyage, whether packed in trunks, baskets, valises, or boxes.

3. Bidders will also state the lowest rates at which they will receive at Ellis Island, during the above period, single pieces of *merchandise* and deliver the same at the following-named points, no charge being made for transportation on the Government ferryboat between Ellis Island and the Barge Office:

(*a*) In Brooklyn, Jersey City, Hoboken, and on Staten Island, weighing 200 pounds or less (state rate per piece); weighing 200 pounds to 250 pounds, inclusive (state price per piece); weighing over 250 pounds (state rate per hundredweight additional).
(*b*) At points within or in the vicinity of Greater New York, weighing 200 pounds or less (state price per piece); weighing 200 pounds to 250 pounds, inclusive (state price per piece); weighing over 250 pounds (state rate per hundredweight additional).
(*c*) On Manhattan Island, weighing 200 pounds or less (state rate per piece); weighing 200 pounds to 250 pounds inclusive (state rate per piece); weighing over 250 pounds (state rate per hundredweight additional).

The term "merchandise" includes household goods, furniture, sewing machines, machinery, musical instruments, crated bicycles, baby carriages, demijohns, live animals, bookcases, and all kinds of personal property which are not included in the term "baggage." Whenever there is any reasonable doubt as to whether an article is merchandise or baggage, the same will be transported at the rates prescribed for the carrying of baggage.

4. Each article of merchandise will be labeled as such, and on each label will be written the weight and the amount payable for transportation in accordance with the prescribed rates. All shipments of merchandise will be entered in a separate book to be kept for this purpose, together with all important data, including consignee, address, description of merchandise, weight, and amount charged.

5. Baggage and merchandise must be delivered with due dispatch in such portion of any building as its owner may desire. Repeated improper delay in delivery will be cause for annulling the contract for this privilege.

6. Bidders must satisfy the Commissioner-General (1) that they own not less than seven double and five single delivery wagons and can furnish more if necessary, at short notice;

(2) that they are familiar with the business of handling baggage and merchandise, and have in their employ a proper number of men familiar with the delivery routes of Greater New York; (3) that they have a proper system of checking and identifying baggage; and (4) that they will employ satisfactory men, fully uniformed as required by the Commissioner, able to speak the languages known to the various aliens.

7. The Government will grant the privilege holder and his employees free transportation between Ellis Island and the Barge Office upon the Government ferryboat; also the use of such quarters at Ellis Island and the Barge Office as the Commissioner may designate, to transact the business of this privilege. Such quarters must be kept clean and in proper order at the privilege-holder's expense. The privilege holder shall furnish to the Commissioner of Immigration a complete list of employees and shall furnish similar notice as to all changes therein, which shall be subject to the approval of the Commissioner.

8. The privilege-holder's share of the cost of moving baggage in and about the Ellis Island baggage room is now $2\frac{1}{10}$ cents per piece (payable by the Immigrant Clearing House), and it is expected that this rate will continue to be the same.

9. This privilege includes only the exclusive right to receive and deliver baggage and merchandise destined for New York City or points in its vicinity; and does not relate to baggage destined for any railroad station or steamboat dock. It will be awarded solely with reference to the best interest of the aliens, and the Government will consider not only the rates offered but also the standing and character of the bidder and the general excellence of the service promised. This privilege will be exercised under the supervision of the Commissioner, who will from time to time make such rules as he may deem necessary in connection therewith, and his decision on any disputed question of fact in relation thereto shall be final.

10. The contract to be entered into with the successful bidder for this privilege can not be assigned in whole or in part, and may at any time be terminated by appropriate action taken by the Commissioner-General of Immigration, subject to the approval of the Secretary of Commerce and Labor.

11. Each bidder must submit with his bid a statement containing the following information: Residence, business address, and facilities for carrying on the express or delivery business. Where a firm bids, such statement must contain the name of each partner, whether general or special. Where a corporation bids, there must be furnished a full statement concerning its organization, officers, and directors. Each bid must be accompanied by a certified check in the sum of $1,000, drawn on a national bank, payable to the order of the Secretary of Commerce and Labor, as evidence of the bidder's good faith, which check may, in the discretion of said Secretary, be forfeited to the Government in case the bidder subsequently refuses to execute a satisfactory formal agreement for the privilege herein provided for. Bids must be made *in triplicate* on forms furnished by the Commissioner of Immigration at Ellis Island for that purpose, and any change in the phraseology or wording of said blank, or any change or interlineation may result in the bid being rejected. No bid will be received after the time specified in the published notice inviting the same.

12. The Government reserves the right to reject any and all bids, and to waive any informality in the bids received; also to disregard any bid which contains prices obviously below what the service can be rendered for; or any bid where bidder shall fail to produce, when called upon to do so, evidence satisfactory to the Commissioner, of the bidder's ability to discharge the obligations set forth in this specification.

13. Reasonable grounds for believing that any bidder is interested in more than one bid for privileges at Ellis Island will cause the rejection of all bids in which he is interested.

14. The bidder, to whom award shall be made, will be required, within a period of ten days from date of notice to him that his bid has been accepted, to enter into a formal contract with the United States in form satisfactory to the Secretary of Commerce and Labor, and to furnish a satisfactory bond of indemnity in the sum of $5,000.

15. All hand trucks used by the privilege holder shall be provided with rubber tires and rubber-capped hubs and shall be so loaded that the articles carried thereon will not project over the sides of the trucks. The privilege holder shall be required to repair all damage done to Government property, either by such vehicles or in any other manner, and a failure to do so shall be sufficient cause for the annulment of the contract.

16. All bids shall be inclosed in envelopes sealed with sealing wax and marked conspicuously "Bid for the privilege of transporting aliens' baggage and merchandise from Ellis Island," and mailed to Commissioner-General of Immigration, Department of Commerce and Labor, Washington, D. C.

For the information of prospective bidders, the following is a copy of accepted proposal, under which this privilege was awarded for the period ending June 30, 1908:

PROPOSAL FOR PRIVILEGE OF TRANSPORTING ALIENS' BAGGAGE AND MERCHANDISE FROM ELLIS ISLAND TO NEW YORK CITY AND VICINITY.

May 1, 1905.

TO THE COMMISSIONER-GENERAL OF IMMIGRATION,
Department of Commerce and Labor, Washington, D. C.

SIR: In accordance with advertisement of April 13, 1905, inviting proposals for the privilege of transporting aliens' baggage and merchandise from Ellis Island to New York City and vicinity, and subject to the conditions and requirements thereof, and of your specification for the same, copies of both of which are hereto attached, and, as far as they relate to this proposal, are made a part of it, we (or I) propose to receive and deliver at the following-named points all aliens' baggage and merchandise offered at Ellis Island during a period of three years from July 1, 1905, at the following rate for each piece thereof:

BAGGAGE.

(*a*) In Brooklyn, Jersey City, and Hoboken, and on Staten Island (state rate per piece), 35 cents.

(*b*) At points within or in the immediate vicinity of Greater New York (state rate per piece), 35 cents.

(*c*) On any part of Manhattan Island (state rate per piece), 35 cents.

MERCHANDISE.

(*a*) In Brooklyn, Jersey City, Hoboken, and on Staten Island:

Weighing 200 pounds or less (state rate per piece), 35 cents.

Weighing 200 pounds to 250 pounds, inclusive (state rate per piece), 35 cents.

Weighing over 250 pounds (state rate per hundredweight additional), no additional charge for packages over 250 pounds.

(*b*) At points within or in the immediate vicinity of Greater New York:

Weighing 200 pounds or less (state rate per piece), 35 cents.

Weighing 200 pounds to 250 pounds, inclusive (state rate per piece), 35 cents.

Weighing over 250 pounds (state rate per hundredweight additional), no additional charge as above.

(*c*) On any part of Manhattan Island:

Weighing 200 pounds or less (state rate per piece), 35 cents.

Weighing 200 pounds to 250 pounds, inclusive (state rate per piece), 35 cents.

Weighing over 250 pounds (state rate per hundredweight additional), no additional charge.

(Signature) W. H. WERNER.

Commissioner-General of Immigration, Washington, D. C.

APPENDIX G

SUMMARY OF LABOR FORCE REPORT BY SPECIAL IMMIGRANT INSPECTOR ROGER O'DONNELL: APRIL 15, 1909

STATEMENT
of
PRESENT FORCE, DESIRABLE INCREASES AND MAXIMUM ALLOWANCES,
MISCELLANEOUS EMPLOYEES AT ELLIS ISLAND.

	PRESENT FORCE.	INCREASES.	MAXIMUM FORCE.
Gardeners.....	3	0	3
Deckhands,.....	15	0	15
Marine Firemen,.....	7	0	7
Stationary Fireman,..... #(Less 2 if 3 shifts arranged),.....	18	4#(a)	22#(a)
Wiremen, ##(Reduction 2 possible)	5	0	3##
General Mechanics,.....	3	2 (a)	5
Plumber and gasfitter,...	1	0	1
Refrigerating Machinists,	3	0	3
Painters & Glaziers,.....	2	1 (a)	3
Machinist,.....	1	0	1
Dynamo Tenders,.....	2	1	3
Elevator Conductor,.....	1	0	1
Cook,..... ###Abolishment suggested.	1	0	0###
Marine Engineers,..... #####bolishment 2 suggested.	6	0	4#####
Stationary Engineers,.....	6	3 (a)	9
Pilots,..... #####Abolishment 1 suggested.	5	0	4#####
Quartermasters,.....	3	0	3
Marine Oilers,.....	2	1	3
Foreman of Carpenters,..... ######Abolishment suggested.	1	0	0######
DRAFTSMEN..(Now temporary).	2	0	1 permanent
Telephone operator,.....	1	0	1
Superintendent,.....	1	0	1

(a) When contagious disease hospital group opened for business.

Tables are appended herewith, shewing the present force, by divisions, the additions which it is believed are required, and the maximum allowances, in detail. Inspectors and clerks, as well as watchmen, have been found necessary as indicated in the early part of this report; added to these are the following:

Labourers.....4
Charwomen.....3
Matron (not urgent at present).....1
Firemen(when C.D.Hospital opened).....4
General mechanics (when C.D.Hosp.open).2
Painter & Glazier(" " ").1
Dynamo tender (making 3 in all).....1
Asst.Engineers(when C.D.Hosp.opened)...3
Oiler (Marine).....1
#Draftsman & Supt. of Construction,.....1

#Present men only temporary.

Respectfully submitted,

(Signed) ROGER O'DONNELL,

Special Immigrant Inspector.

STATEMENT

SHOWING DISTRIBUTION OF PRESENT FORCE, INCREASES DESIRABLE, AND MAXIMUM ALLOWANCES MADE FOR EACH DIVISION

at the

ELLIS ISLAND STATION.

-o-

"A"-Present force. "B"-Increase needed. "C"-Maximum force.

DIVISION.	INSPECTORS "A"	"B"	"C"	CLERKS "A"	"B"	"C"	WATCHMEN "A"	"B"	"C"	INTERPRET'S "A"	"B"	"C"	LABORERS "A"	"B"	"C"	MATRONS "A"	"B"	"C"	CHARW "A"	"B"	
Executive, includg Law & Accts Sec'n	3	0	3	29	1	30	5	0	5	0	0	0	0	0	0	0	0	0	0	0	
Statistical	2(d)	0	1	39	8	47	1(a)	0	0	2	0	1	1	0	1	0	0	0	0	0	
Special Inquiry.	14	0	14	3	0	3	7	1	8	1	0	1	0	0	0	0	0	0	0	0	
Board Stenog's				13	2	15															
Information & Dsc.	5	0	5	5	1	6	8	2	10	4	0	4	0	0	0	0	0	0	0	0	
Deporting.	3	0	3	3	0	3	21	0	21	0	0	0	0	0	0	0	0	0	0	0	
Sanitary.	1	0	1	1	0	1	1	0	1	0	0	0	40	4(f)	44	0	0	0	13	2	
Boarding.	12	0	12	0	0	0	3	0	3	0	0	0	1	0	1	3	0	3	1	0	1
Night.	1(g)	1	0	1	0	1	11	2(g)	13	0	0	0	11	1	12	5	0	5	2	1	3
Str., Mech& Marine	0	0	0	2	0	2	0	0	0	0	0	0	3	0	3	0	0	0	0	0	0
Registry.	17	4	21	0	0	0	7	4	11	22(h)	0	23	0	0	0	0	0	0	0	0	0
Matrons.										2(i)	0	1				16	1(k)	0			
Special Duty.	4	0	4							1	0	1									
Section 24 (C.L.)	2	0	2																		
TOTALS.....	64	4	66	96	12	108	64	9	72	32	0	31	56	5	61	24	1	25	16	3	19

(d) Lorne B. Walker temporarily at Ellis Island only; not counted as part of regular force.
(e) Change to printer. (f) Not needed unless new baggage and dormitory building requires it.
(g) Conradson changed, inspector to watchman (h) Title of one interpreter to be changed to matron. (i) Same

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O'Donnell to Secretary of Commerce and Labor, April 15, 1909, General Immigration Files, RG 85

APPENDIX H

EXCERPTS FROM INTERVIEW OF FRANK MARTOCCI BY COMMISSIONER EDWARD CORSI CONCERNING WHAT IT WAS LIKE TO WORK ON ELLIS ISLAND IN 1907

"We went to work, of course, from the Barge Office at the Battery. From there the ferryboat took most of the employees to Ellis Island at nine in the morning. Hundreds of other people were always eagerly waiting and clamoring to get on the same boat. These were the friends and relatives of immigrants expected during the day, or already being detained at the Island.

"To get on the boat, these friends and relatives, a mixed crowd of all nationalities, had to obtain passes from the steamship office, and guards used to circulate among them at the Barge Office to make sure that only the proper people had these passes.

"Fortunately or unfortunately—however you look at it—I was a native Italian, knew the language, and had already been in the service a long time. This combination made me a sort of godsend to many of these people, who, recognizing my nationality, would seize me by the coat, by the arm, and even by the neck, and insist on following me everywhere I went, babbling out their problems and pleading for aid. I did my best to keep clear of them in a kindly way, but sometimes I couldn't help but lose my patience. Waiting for friends, brothers, mothers, fathers, or sisters, they

looked at me so hopefully, so anxiously, that my sympathy for them was quite a strain on my nerves.

"Once at the Island, we employees had to plunge immediately into our work, for in those terrifically busy days whole boat loads of immigrants were waiting to be inspected every morning. They came from everywhere: from England, Germany, Russia, Italy, France, Greece and other countries.

"At quarantine, inspectors had already boarded the boats to examine the first- and second-class passengers. Those found eligible were landed at the pier. Many less fortunate, who were considered ineligible, were brought to Ellis Island, where they had to undergo the experience of being judged by the immigration authorities on the following day."

"How different the inspection routine must have been in those days," I mused.

"It certainly was," he answered, "I can well remember, for at that time I was in the registry department, assigned to decide the eligibility of aliens to land. To make things run fairly smoothly in that mixed crowd of poor, bewildered immigrants, we would tag them with numbers corresponding to numbers on their manifest, after they had been landed from the barges and taken into the building.

"Here, in the main building, they were lined up—a motley crowd in colorful costumes, all ill at ease and wondering what was to happen to them. Doctors then put them through their medical inspection, and whenever a case aroused suspicion, the alien was set aside in a cage apart from the rest, for all the world like a segregated animal, and his coat lapel or shirt marked with colored chalk, the color indicating why he had been isolated. These methods, crude as they seem, had to be used, because of the great numbers and the language difficulties.

"All the other aliens were passed down a long line and grouped according to their manifest numbers, and the inspection continued. There were twenty-two lines of inspection, as well as a number of side sections where the aliens were grouped according to letters.

"Every manifest held thirty names, but one inspector never got all thirty. Some were detained by the doctors at the medical inspection, and others were held back for other reasons. Those aliens who were passed were told by the principal inspector to follow the line to a point where another inspector sat with his manifest before him."

"And there, no doubt, occurred the essence of the work," I interposed. "You had to question the aliens to find out if they were eligible to enter the country."

"Yes, and that's where most of our headaches began. If, for example, a woman with three children came before the inspector, she was asked her name. Then she had to produce her vaccination card, which the inspector would compare with her name on the manifest and the line number of the manifest. Her age was asked, and again the manifest was consulted. These manifests, of course, had been prepared by the purser or some other official of the ship, so that they were all ready when the alien came before the inspector.

"Before a barrage of questions such as: Sex? Married status? Occupation? Where born? Where last resided? Where going? By whom was the passage paid? Is that person in the United States or not? If so, how long? To whom is the alien going?—the alien would do his best, wondering what it was all about and when and how it would end. These crowds, this pushing, this hurrying to get things done, this red tape, those cards containing he knew not what damning information against him—it was not at all like his peaceful life back in his native country. Would he get along in this new and strange land? Maybe he should never have come. These thoughts must have been in the minds of most of them.

"Well, to get back to the story, every alien was supposed to be asked these questions individually, but naturally, every inspector used his own judgment. If a woman had children, you talked with the children yourself to see if one might be deaf or dumb. One might be, for all we knew, and as a matter of fact, we did find

cases that the medical officer had failed to discover. These cases we had to refer back to the medical division for action."

"Women presented a special problem, didn't they?" I asked. "Tell me about the procedure in their case. There must be plenty of interesting instances you remember, too, no doubt."

"Yes, indeed I remember some instances," he replied. "A woman, if she came alone, was asked a number of special questions: how much money she had; if she were going outside of New York; whether her passage had been paid by herself or by some charitable institution. If she had come to join her husband in New York or Brooklyn, we could not let her loose on the streets of a strange city looking for her husband. Actually he might have been waiting outside the Barge Office for a week, but the inspector would detain the woman, and her children if she had any, until the husband came for her, for there were too many unscrupulous people preying on the ignorance of the immigrant in those days.

"The woman had to remain in the detention room, where employees looked out for her while she was detained. If her husband were on the Island when her name was called, he would accompany her to the inspector whose duty it was to discharge such persons to their relatives or friends. With the wife safely and happily in her husband's care, the case was closed so far as the immigration inspection went.

"If no callers came for the woman, the person in charge of those being detained had to wire the immediate relative who was expected to call for her. This telegram or other communication also stated that it would serve as a pass to Ellis Island.

"When the person claiming the immigrant called, he or she was first directed to the information division, and then into the presence of the woman, but only after due inquiries by the inspector handling the case, to make sure he or she was the right person. If the inspector saw any discrepancies, or if the names or previous history did not agree, he referred the case to a Board of Special Inquiry, which would hear the case and then make its decision."

"You had quite a bit of trouble with contract laborers, too, I understand, didn't you?" I asked at this point.

"I was coming to that," he answered. "You see, at that time I acted not only as an interpreter but also as a primary inspector. Sometimes there came before me a group all hailing from about the same section in Italy and bound for a single destination, in this country. Of course there might be nothing wrong about this, but if they had contracted to work here before they came over it was illegal, and the primary inspector had jurisdiction to examine aliens as to contract labor.

"In addition, we had a contract labor bureau whose personnel asked the male alien in particular, after he had passed his primary inspection, whether he had come to the United States with a contract for a job. If the alien, who, of course, could not know it would provide difficulties, answered in the affirmative, he would be held for final examination by the contract labor bureau. This also applied to other aliens with him heading for the same address, on the suspicion of being contract laborers.

"It sometimes happened that one member of such a group would produce a letter from a friend or relative within the United States to prove that work had been promised him here. He would willingly sign an affidavit of this, thereby leading not only to his own deportation, but also that of his entire group.

"Although these aliens had final recourse to the Commissioner General of Immigration, most of them were deported. Once, when I was the official interpreter, thirty-four common laborers were deported because one of them was honest about coming here as a contract laborer, and unwittingly involved all the others in his group."

"I understand that besides Italian, you also know German, Spanish, French and Polish," I said, when he paused. "You must have been in great demand, considering the numbers in those days." Martocci nodded, with a weary gesture at the thought.

"Three or four times a week, from nine o'clock in the morning

to nine in the evening, we were continuously examining aliens," he confessed. "I thought it was a stream that would never end. Every twenty-four hours from three to five thousand people came before us, and I myself examined from four to five hundred a day. We were simply swamped by that human tide.

"With those who were being detained matters were still worse, for it was almost impossible to provide strict sanitation. I said before that we could not let a woman with her children out on the streets looking for her husband. This also applied to all alien females, minors and others who did not have money, but were otherwise eligible and merely waiting for friends or relatives. We generally had more of this class than we could handle. One Sunday morning, I remember, there were seventeen hundred of these women and children kept in one room with a normal capacity of six hundred. How they were packed in! It had to be seen to be appreciated. They just couldn't move about, and whenever we wanted to get one out it was almost a major operation.

"For example, I was one of the four employees whose duty it was to distribute their detention cards. That day it took us all of four solid hours to distribute the cards to the seventeen hundred people, because, added to the general noise in several different languages, we were simply unable to work our way through the massed crowd. We finally solved the problem by taking our places in the four corners of the room and distributing the cards by shouting out at the top of our lungs the names of the aliens. When they answered we threw the cards as near to them as we could and let them scramble for them."

"You were just talking about sanitation and cleanliness," I reminded him.

"There was no such thing in those days," was his answer. "With so many people packed together under such conditions, it was naturally impossible for them to keep clean, for the clean ones were pressed against aliens infected with vermin, and it was not long before all were contaminated.

"Why, I used to find vermin on myself sometimes. More than once, when I reached home, my wife or some other member of the family would discover with repugnance that I had something crawling over my neck. They were usually found on my left side, a fact which I thought strange till I remembered that when I interpreted before the Board of Special Inquiry, the alien always stood on my left.

"As for sleeping quarters, please don't imagine they were anything like what we have now. Not only were they inadequate, but what we had were not of the best. There were iron bedsteads, which folded like a pocketbook, and these were in three tiers. The aliens who were unfortunate enough to be without beds had to sleep on benches, chairs, the floor, or wherever we could put them. To-day there are usually about two hundred detained every night, but in those days we averaged about two thousand. In the detention room there were never less than nine hundred. It was an endless affair, like filling a trough at one end and emptying it at the other.

"And the feeding of the immigrants! It was a sight, back in those days, and I hate to think of it. One employee brought out a big pail filled with prunes, and another some huge loaves of sliced rye bread. A helper would take a dipper full of prunes and slop it down on a big slice of bread, saying: 'Here! Now go and eat!'

"The poor wretches had to obey, though they didn't know where to go. They moved along, their harassed faces full of fear, with their cards held dumbly in their hands. It was my job to take the cards and put down their names by hand, for we had no typewriters in those days. As I handed them back I said: 'Go downstairs.'

"And down a few steps they would go to a little hut, which they all had to enter. Poor unfortunates, they were worried and nervous, and disgusted with the place. All they got to eat there was prunes or prune sandwiches. Now this may make a novel sandwich for once, but when you have it all the time, morning and evening, evening and morning, it becomes revolting. Even though they were

peasants and many of them poverty-stricken, they had never been reduced to such monotony in their food in their own homes."

"Wasn't anything done to better those conditions?" I interrupted. "Couldn't a report or a protest be made on the matter? I'm sure it was not the intent of the law to feed the immigrants, even in those crowded days, so wretchedly."

"It was a case of profiteering. The man in charge of the food was making money out of those poor devils by giving them the cheapest food he possibly could, for, you see, he was allowed so much per capita," he explained. "That was the sort of thing they had to eat from about 1898 on, but in 1907 Mr. Williams, the Immigration Commissioner at that time, changed all that and saw to it that better food was provided, though it still was not so good as it is to-day. . . .

"You certainly had all kinds coming over in those days," I commented, at the end of this amusing story. "But most of the cases, as I gather, were somewhat sadder. There were quite a number going back, too."

"Plenty. And in the case of aged people it was particularly pitiful," he acknowledged. "You see, in nine cases out of ten, an old person was detained until called for by some relative or friend. At the Island, these poor unfortunates would wander about, bewilderment and incomprehension in their eyes, not even knowing where they were, or why they were being kept. It was touching to see how, whenever they saw anyone who spoke their language, they would ask hopefully: 'Have you seen my son? Have you seen my daughter? Do you know him, my Giuseppe? When is he coming for me?'

"There were times, of course, when all our efforts to locate the immediate relative failed. Sometimes a married woman had come to join her husband, or a young woman to marry her fiancé, and the man could not be located. Perhaps he had died, or moved, or the correspondence hadn't reached him—who knows? In any event, the results were tragic indeed, as I well know from personal experience. There was no way of soothing these heartbroken women, who had traveled thousands and thousands of miles, endured suffering and humiliation, and who had uprooted their lives only to find their hopes shattered at the end of the long voyage. These, I think, are the saddest of all immigration cases.

"Sometimes these women were placed in the care of a social agency which agreed to be responsible to the Commissioner, caring for them or placing them in some appropriate occupation. But if everything possible had been done, and the missing husband or fiancé still could not be traced, the poor alien, despite all her tears, had to be returned to her native country. . . .

"There were so many times when an inspector's sympathy was touched, despite the calloused attitude we were forced to adopt as a sort of self-protection. After all, we wouldn't have been human had it been otherwise. . . .

"It's good to hear that with all the squalor and bewildered crowds and misfortunes," I said, "a little occasional humor or romance lightened the day's work. Perhaps it would have been unbearable without that."

"Oh, we had plenty of that! It seems to me now as I look back that in those days there were crying and laughing and singing all the time at Ellis Island," he recalled. "Very often brides came over to marry here, and of course we had to act as witnesses. I have no count, but I'm sure I must have helped at hundreds and hundreds of weddings of all nationalities and all types. The weddings were numberless, until they dropped the policy of marrying them at the Island and brought them to City Hall in New York.

"Incidentally, as you may have heard, there is a post at Ellis Island which through long usage has come to earn the name of 'The Kissing Post.' It is probably the spot of greatest interest on the Island, and if the immigrants recall it afterward it is always, I am sure, with fondness. For myself, I found it a real joy to watch some of the tender scenes that took place there.

"There was a line of desks where the inspectors stood with their backs towards the windows and facing the wall. Further back, behind a partition, the witnesses waited outside for the detained aliens. As the aliens were brought out, the witnesses were brought in to be examined as to their rights of claim. If the inspector found no hitch, they were allowed to join each other. This, because of the arrangement of the partitions, usually took place at 'The Kissing Post,' where friends, sweethearts, husbands and wives, parents and children would embrace and kiss and shed tears for pure joy.

"Another source of trouble in those hectic days"—Martocci continued, "was the money exchange. Perhaps there was no other financial institution or procedure like it anywhere in the world, and it would have provided a real thrill for those who make antique and foreign money collections.

"Before going out of Ellis Island to the mainland, the foreigner

changed his money into American dollars and cents. There were so many aliens in those days that even for this we had to line them up after inspection had been made. A hundred lire, for example, came to $19.30, and the alien was given a receipt to show that he had received the right amount in American money for his one hundred lire.

"The money-changers usually paid in gold. From time to time a number of immigrants complained of being cheated in the exchange. I don't mean to say that the person in charge was dishonest, but perhaps an occasional helper was found to be untrustworthy. We could not place the guilt on any money-changer, and we found the aliens' receipts correct; but the fact remained that sometimes the alien did not have his $19.30.

"One day an alien came to me, complaining that he was short five dollars. Incidentally it wasn't often that an alien knew enough about the money to know when he was cheated. Another inspector and I returned with the alien to the money-changer and asked him for an explanation. The alien, mind you, had just had his money exchanged by this man, who insisted he had given him the right amount. The alien insisted just as loudly—more so, in fact—that he had been short-changed five dollars. Although I suspected the money-changer, I had no proof and was about to try to close the matter, when the alien, who happened to be an Italian, after fumbling through all his pockets again, reached over and pulled the missing five dollar bill out of the money-changer's pocket. It was done so cleverly that to me it seemed a sleight-of-hand trick."

Edward Corsi, In the Shadow of Liberty: The Chronicle of Ellis Island [1935] (New York, 1969), pp. 71-92.

APPENDIX I

A SHORT HISTORY OF THE ACTIVITIES OF THE HEBREW SHELTERING AND IMMIGRANT AID SOCIETY AT ELLIS ISLAND

The Hebrew Immigrant Aid Society was formed in 1902, and seven years later it merged with the Hebrew Sheltering House to form the Hebrew Sheltering and Immigrant Aid Society, later known internationally as HIAS. The objectives of HIAS were defined as follows:

> To facilitate the lawful entry of Jewish immigrants into the various ports of the United States; to provide those in need with temporary shelter, food, clothing, and such other aid as may be found necessary; to guide the immigrants to their destination; to help them obtain employment and thus prevent them from becoming public charges; to discourage their settling in congested cities; to maintain bureaus of information and to publish literature on the industrial, agricultural and commercial status of the country; to encourage them to follow agricultural pursuits; to take proper measures to prevent ineligible persons from emigrating to the United States; to foster American ideals among the newcomers and to instill in them through a knowledge of American history and institutions a true patriotism and love for their adopted country; to make better known to the people of the United States the many advantages of desirable immigration and to promote these objects by means of meetings, lectures, and publications.[1]

Originally, the group of public-spirited men who founded the Hebrew Immigrant Aid Society were concerned with the problem of providing decent burial for those unfortunates who died at Ellis Island. This need became paramount after the founders heard that a penniless immigrant had died and been buried in potter's field. In the course of their dealings with Ellis Island authorities in this matter, the men became aware of the general plight of the immigrants. They immediately tackled the entire problem of aiding the immigrants to get a proper start in the United States.

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1. Mark Wischnitzer, Visas to Freedom: The History of HIAS (Cleveland, 1956), pp. 50-51.

One of the first acts of the Hebrew Immigrant Aid Society was to station a representative at Ellis Island. The activities of this organization at the immigration station have been chronicled by Mark Wischnitzer in his Visas to Freedom: The History of HIAS:

> After several false starts, the right man was found in 1904 in the person of Alexander Harkavy (1863-1939). Writer and lecturer in Hebrew and Yiddish and author of several English-Yiddish dictionaries, Harkavy was a versatile and able man. He worked at Ellis Island until 1909, enjoying the confidence of the Commissioner of Immigration, William Williams. With Harkavy's coming to the immigration station, the lot of the Jewish immigrant improved greatly. Harkavy's main task was to intervene with the Board of Inquiry in behalf of immigrants slated for deportation. Due to language barriers and legal formalities, immigrants scheduled to be deported were rarely able to defend themselves; hence the Society's help was vital.
>
> Another important service of the Society was to fight against the shocking conditions obtaining in the ships' steerages. Representatives of the Society were sent to the boats to investigate immigrant complaints. The Hamburg-American Line was introduced to guard against abuses by the ships' personnel, and to post notices in Yiddish explaining the rules and regulations passengers were expected to observe.
>
> When the immigrant was cleared at Ellis Island, the Society sought to place him with relatives, a task often requiring much tedious research. If all went well, the immigrant received a railway ticket (at a reduced rate) and was sent off, properly admonished against the wiles of the unscrupulous.
>
> One of the most effective and resourceful services of the Society was its Employment Bureau, which, according to the annual report for 1908, was "kept open every night, except Friday. . ."[2]

HIAS was active in aiding those who were detained at Ellis Island. For example, HIAS representatives at the island dealt with 3,726 cases in 1913. According to the organization's annual report for that year:

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2. Ibid., pp. 41-42.

> These 3,726 cases represented the number in which our representatives had to take a direct and personal interest, for each case had to be taken up with the authorities at Ellis Island or with the Department at Washington or both, and involved applications for rehearings, getting evidence, bringing friends and relatives to the assistance of the detained immigrant, appeals, petitions, and other legal measures.
>
> . . . Of these 3,726 cases, 1,944 or 52.1 percent of the detained or excluded, were admitted on rehearings, the boards on special inquiry reversing their own decisions on presentation of additional evidence. 461 were admitted, out of 736 appealed for by our Society, 146 were admitted out of 548 appealed for by others; 3 were admitted after writs of habeas corpus were secured by others; 6 died and one escaped; 1,199 Jewish immigrants of a total of 103,869 Jewish arrivals or 1.2 percent were deported.[3]

The Ellis Island bureau of HIAS was managed from 1909 to 1914 by I. Irving Lipsitch, an attorney noted for appealing only "strong" cases and thus the success of his intercessions. In 1911 HIAS set up a "follow-up" system to keep track of every Jewish immigrant who landed in New York, whether he remained in the city or went elsewhere, whether he had availed himself of the services of HIAS or not. Aliens proceeding to the interior were registered and classified by HIAS at Ellis Island. Their names were sent to HIAS representatives at their ultimate destinations, who then assisted the newcomers in finding employment and encouraged them to attend classes in English and, finally, to apply for naturalization.[4]

HIAS also played an active role in preserving the cultural integrity of Jewish aliens at Ellis Island. During the High Holidays, religious services were conducted by HIAS. According to Wischnitzer:

> The Passover Seder at the Island became a notable event and was attended by communal leaders and HIAS workers. Provision was made at Ellis Island for the performance of all religious ceremonies which a Jew requires from the cradle to the grave. . . . Children were given religious instruction on Sabbath afternoon. HIAS succeeded in stopping the distribution of proselytizing literature among the Jewish immigrants at Ellis Island.[5]

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3. Quoted in ibid., p. 54.

4. Ibid., pp. 54-55, 64-65.

5. Ibid., p. 67.

The question of providing kosher food for the immigrants during the sea voyage and detention at Ellis Island was a primary concern of HIAS. Strict observers

> of the dietary laws among the steerage passengers would abstain from eating cooked food on board ship when they were unable to obtain kosher food, with the result that they were in poor physical condition upon their arrival at Ellis Island. Many a rejection by the immigration officers can plausibly be ascribed to undernourishment arising out of this circumstance. For the newcomer to show improvement at the physical re-examination, he had to be encouraged to eat, and this he would do only if he had the assurance that his food was prepared according to ritual law.[6]

Hence a committee presented a formal request to Washington on February 4, 1911, for establishment of a kosher kitchen at Ellis Island. The committee was received by President William Howard Taft, and the permission it sought was granted. Secretary of Commerce and Labor Charles Nagel ordered that 47 people who had been scheduled for deportation be held over until the installation of the kosher kitchen, with the result that, upon re-examination, they were found physically fit to land.[7]

During this period a special cultural service was arranged at Ellis Island. In 1913 HIAS distributed some 38,000 copies of Yiddish newspapers and periodicals among the detainees. In 1909-13 more than 35,000 were aided in obtaining citizenship.[8]

One of the busiest decades for HIAS was the period between 1909 and 1919, when it registered 482,742 immigrants to the United States. The Ellis Island bureau interceded for 28,884 held for special inquiry, and secured the admission of 22,780 on rehearings, while 6,104 were deported. In this period the Shelter lodged 32,022 persons and provided 1,176,000 meals. The department of distribution and transportation assisted 84,023 immigrants to reach their destinations. The Committee on

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6. Ibid.

7. Ibid., pp. 67-68.

8. Ibid., p. 69.

Education helped 64,298 immigrants to secure naturalization papers, and conducted 525 English classes and lectures on American institutions. During the war, Liberty Loan and War Saving Stamp drives were conducted among the immigrants. The bureau of information, cooperating with the committee on education, served a total of 750,000 persons. The Bureau of Foreign Operations and the various United States immigration stations assisted 681,816 persons to communicate with relatives and friends.[9]

The work of HIAS at Ellis Island can perhaps best be understood by studying the reminiscences of Helen Barth who was a representative of the organization at the station from 1914 to 1918. Her remembrances may be found in David M. Brownstone, Irene M. Franck, and Douglas L. Brownstone, Island of Hope, Island of Tears (New York, 1979), pp. 229-31.

HIAS continued its efforts to help Jewish aliens at Ellis Island dur.ng the postwar years. On April 2, 1920, some 100 Orthodox Jews from Russia and Eastern Europe detained on Ellis Island observed the Passover through arrangements made by HIAS. This was the first time since war had broken out in 1914 that the feast had been observed on the island. Michael Kley, agent of HIAS on the island and his secretary Sonia Moonitz, prepared matzoths, to be served along with "wine, fish, horseradish, bitter herbs and other accompaniments of the sedar." One of the rabbis on the island read the Passover ceremony.[10] Later on September 12 of that year Kley had charge of arrangements for the celebration of the Jewish New Year "with all the ancient Hebrew customs" on the island.[11]

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9. Ibid., p. 89.

10. New York Times, April 3, 1920.

11. Ibid., September 13, 1920.

APPENDIX J

REBUTTAL OF COMMISSIONER WILLIAMS TO CONGRESSIONAL CHARGES: APRIL 1911

OFFICE OF COMMISSIONER OF IMMIGRATION,
Ellis Island, New York Harbor, N. Y., June 6, 1911.

HON. ROBERT L. HENRY,
Chairman of Committee on Rules,
House of Representatives, Washington, D. C.

DEAR SIR: I received yesterday a printed copy of the "Hearings on House Resolution No. 168," introduced by Congressman Sulzer for the purpose of causing an investigation to be made of the Ellis Island immigration office. I shall be very glad indeed if this resolution is adopted. Under date of April 18 last I wrote Chairman Burnett, of the House Immigration Committee, urging him to come to Ellis Island in order that he might see with his own eyes what difficulties we encounter in applying the law, also "how impossible it is to apply it with requisite thoroughness on days when we are compelled to receive 4,000 to 5,000 people." But whether or not this resolution is adopted I request an opportunity to point out and deny the many false statements which were made at this hearing concerning the administration of affairs at Ellis Island. If you care to hear me, I shall be glad to appear before you. If not, I respectfully ask that you insert this letter in the record.

"Atrocities, cruelties, and inhumanities" are freely spoken of as occurring at Ellis Island. (p. 50.) Elsewhere it is stated that "the conditions at Ellis Island are more than cruel—they are barbarous." (P. 14.) And again that "they will stagger humanity." (P. 13.) The law is a difficult one to administer, particularly in regard to the determination of who is "likely to become a public charge." Cases frequently arise under this uncertain and indefinite clause as to which there may be an honest difference of opinion. Some one has to decide these cases, and it is the sworn duty of the immigration authorities to do this. They can have no quarrel with those who may differ with them as regards the correctness of some of their conclusions, but I do resent as wholly untruthful the use of such words as those quoted to characterize the work at Ellis Island.

The law requires the detention for special inquiry of every immigrant not "clearly and beyond a doubt" entitled to land. Mr. Madison was quite right in his belief that a large percentage of the immigrants pass through Ellis Island rapidly. (Pp. 16 and 22.) In the cases of ships bringing a good class of immigrants, even 95 per cent may have passed inspection within three hours and less than 5 per cent been detained for special inquiry. On the other hand, where the class of immigrants is poor, it may under any correct execution of the law be necessary to detain as many as 30 per cent. Those detained are treated and cared for as well as the facilities provided by Congress

permit. Some light as to the treatment they must receive is shown by the following order which since May, 1910, has been posted conspicuously at numerous points on Ellis Island:

"Immigrants shall be treated with kindness and civility by everyone at Ellis Island. Neither harsh language nor rough handling will be tolerated. The commissioner desires that any instance of disobedience of this order be brought immediately to his attention."

As a matter of fact the instances in which this order has been violated have been too few to require comment here. None was mentioned at the hearing. All the employees know that violation thereof is likely to mean immediate dismissal, but I find the best guarantee of its obedience in the fact that almost all of our employees are as little inclined to abuse or maltreat immigrants as anyone who appeared before the committee.

Our quarters, though handsomely tiled and sanitary, are inadequate. This fact was dwelt upon at length in my last annual report, and the Secretary and I appeared with experts before the last Committee on Appropriations and urged the granting of an appropriation for a large additional building. The request was denied. In the meantime we are doing the best we can, and even in our limited quarters the conditions are not nearly as bad as depicted. Unceasing effort is made, and on the whole successful effort, to keep them clean. The general cleanliness of Ellis Island is noted by every honest visitor who comes here; and at this point let me say in denial of what appears at page 14 that it is not at all difficult for anyone to come to Ellis Island; and that on the contrary there come here annually many thousands of visitors who have not been compelled even to go through the formality of securing a pass. Incidentally I may mention that as many of them as express interest in the proceedings of the boards of special inquiry are admitted to their sessions.

The words "Vermin are said to abound" appear at page 38. It often becomes the Government's duty to care for over a period of several days some very dirty people. For their condition the Government is not responsible. The surprising fact is that notwithstanding the number of such people whom we must detain, yet even the detention rooms are, owing to the great care taken in cleaning them, relatively free of vermin. I constantly go into these rooms and know whereof I speak. One of the witnesses who testified as to vermin added (p. 15) that he saw people "lying on mattresses that had been used from time immemorial." No mattresses have been used here for over 10 years. Immigrants sleep on wire beds and are furnished an adequate number of blankets.

At page 15 it is stated "There was a restaurant at one time where those who had money could get wholesome food. I understand that that has been changed." * * * The restaurant still exists and is conducted better than ever before.

At page 15 it is stated that "The present commissioner has a special antipathy for all those who come from any other shore to this country." While I am enforcing the law as I understand it, regardless of any personal views I may have on this subject, yet I wish to state that anyone who will take the trouble to read my public utterances, including my annual reports, will see that I view with great favor the advent of all desirable immigrants, and that I consider a large majority of those now coming here to be desirable. On the other hand, I have frequently expressed the view that a certain minority of our immigration was bad for the country.

On page 22 it is stated that I promulgated a rule that a man must have at least $25 and then withdrew it. The first statement is misleading, the latter untrue. I hold it to be a proper interpretation of the law that an immigrant should have enough money to provide for his wants until such time as he will find employment. No hard and fast rule is or could be laid down as to what such amount should be.

At page 25 it is stated that a "missionary house has been so hampered and is so dissatisfied with Commissioner Williams that they have finally severed all connection with Ellis Island." My last two annual reports abound with instances in which it was necessary to drive out from Ellis Island false missionaries; and after doing this, rules were prescribed, one of which prohibited missionaries from "directly or indirectly engaging in any business or transaction which may bring them into conflict with their duties of confidence and trust assumed toward the Government and the immigrant." Included herein was the business of acting as agents for the steamship companies and profiting by the sale of steamship tickets. The missionary house in question seems to wish to retain its steamship agency and not to confine itself to missionary work.

At page 17 it is further charged that immigrants are prevented from telegraphing relatives. Not only is this untrue, but since resuming office I have caused to be prepared an official postal card which immigrants can, without cost, send to any relative or friend they please. Thousands of dollars have thus been saved immigrants in telegraph charges.

You, as chairman, expressed yourself as interested in "all the concrete cases." Several are cited at pages 17 to 19.

(*a*) Schulim Ingber (p. 18): It is charged that upon arrival this man deposited $25 with the treasurer, which was not returned to him when he was excluded. The fact is that he arrived without money.

(*b*) Chayge Rochel Schenker and two children were, upon arrival in November, 1909, allowed forthwith to land and go to the husband. The latter soon deserted his family and returned to Europe. In June, 1910, a third child arrived and went to the mother. Three days later the mother applied to the department of charities, New York City, for the commitment of her children to a public institution. Thereupon the department named reported the cases to this office with a view to determining whether or not they were deportable under the three-year clause. In this connection it turned out that one of these children was an imbecile and had been improperly passed in the first instance at Ellis Island. Thereafter all were properly deported by order of the Secretary of Commerce and Labor. The foregoing facts which are of record disprove the charge of maladministration made at page 19 of the hearing.

(*c*) Friede Hochroth (p. 19): This woman arrived with an incorrect address. She was detained only a day until the error could be corrected and was then discharged to her cousin, Mrs. Friedberg, who called here for her. It is not apparent why this case has been referred to.

(*d*) Josel Rosenberg (p. 19): This case was finally decided by the department which agreed with this office that Rosenberg's ward whom he brought here could be allowed to go to her brother and sister in New York, while the guardian himself, a tailor, possessed of but $7 and with a wife and two children in Russia dependent on him, was not admissible.

(*e*) Leibisch Zire (p. 19): Thousands of deposits of money are made with the Ellis Island treasurer for immigrants after arrival by interested parties; the detail work incident to their delivery is enormous and one which the Government is under no obligation to perform. The Government has given notice that it transacts this business only as a matter of convenience, at the sender's risk, and to the extent of its ability to perform this work without interference with official duties. The deposit made in the case of Leibisch Zire was one of this kind, and the matter was further complicated with a question of identity, which will be explained more fully if desired. (In this connection the interesting fact is noted that many deposits of this character are made for the mere purpose of securing admission of immigrants in evasion of law, and are taken away as soon as the immigrants leave Ellis Island.)

On page 40 the Canfaro case is mentioned, in which Judge Holt stated that "if this order of deportation is carried out it will be a cruel injustice." It was not carried out. On the contrary, the immigrant was, in accordance with the judge's suggestion and on recommendation of this office, admitted on bond. The case was a very close one. This man had been held by request of the Italian consul general, who stated in a letter that while here before Canfaro "applied to this consulate for help, desiring to return to Italy because destitute and unable to work on account of age and infirmity."

Reference is also made to the Bosny case (p. 51). It is stated that "the woman was deported." She was not deported, but is still in this country. We will, however, overlook this error. This was what is known as a "warrant case," where the department arrested as a prostitute a woman who had entered the country within three years. (See secs. 20 and 21 of the immigration law.) Judge Holt saw fit to condemn the statute, also the practice adopted by the department for carrying it out. His criticisms in this respect do not in the least concern this office, and nowhere were its official actions questioned. This case further presented a question of veracity between one of the 500 subordinate employees of this office and the alien, in which Judge Holt saw fit to find against this employee. This office, upon careful investigation of this question of veracity, reached a conclusion opposite to that held by Judge Holt, and the incident is not yet closed. In no event are the inferences and conclusions drawn therefrom at page 41 of the hearing warranted.

It is impracticable to deal here with all of the charges of maladministration made at the hearing of May 29. The purpose hereof is merely to show as to some of the principal ones that they are false or without foundation. The business of Ellis Island is of great volume and complexity, and in applying the immigration law (in many of its phases uncertain) to hundreds of thousands of immigrants a year it is not at all unlikely that occasional errors of judgment are made. This office recognizes the great value of and welcomes honest criticism, but rarely enjoys the benefit of it. One of the witnesses, Mr. Sulzer, who has "half a dozen immigrant cases a week," says (p. 11): "I know a good deal about what is going on, as I am kept pretty well advised, and I am familiar with the abuses." We might reasonably have expected that some of them would have been called to our attention by this witness; but such has not been the case. The very nature of our peculiar work is such as to expose us to much criticism that is unfair and without foundation, and when this occurs before such a body as a congressional committee the commissioner feels that he owes it to himself, as well as to the large force of faithful employees under him, to meet and resent it. As already stated, I shall be glad to appear before you, if you care to have me do so.

Respectfully, WILLIAM WILLIAMS, *Commissioner.*

Hearings on House Resolution No. 166, pp. 76-79

General

RULES FOR THE UNITED STATES IMMIGRANT
STATION AT ELLIS ISLAND,

[1912]

GENERAL RULES.

I.

The work of this Immigrant Station shall be performed through the following divisions:

1. Executive Division
2. Medical Division
3. Boarding Division
4. Registry Division
5. Information Division
6. Special Inquiry Division
7. Deporting Division
8. Statistical Division
9. Mechanical Division
10. Janitor's Division (Laborers and Charwomen)
11. Night Division

II.

Chiefs of division are responsible to the Commissioner, through the Assistant Commissioner and Superintendent, for the efficient performance of the work of their several divisions. They shall carefully and impartially observe the work of the officials under them, shall instruct them in their duties, establish amongst them a spirit of co-operation and endeavor at the same time to secure their respect and good-will.

They shall have the care of all Government property in their several divisions and report to the Superintendent any damage thereto and any unsanitary conditions prevailing in any part thereof.

47 X 599

They are charged with the execution of the rules pertaining to their several divisions and are required to exact from their subordinates knowledge thereof, as well as of those portions of the Immigration Laws and Bureau Rules which relate to their work.

III.

Each chief of division shall see to it that at least one of his subordinates is qualified to act temporarily in his place, but any designation so to act shall be made by the Commissioner.

IV.

In the absence of the Commissioner, the Assistant Commissioner and any other person authorized by the Department to act as Commissioner, the following named officials shall in the order named have charge of detained immigrants and Government property, shall maintain order at Ellis Island and conduct any business of so urgent a character that it must be transacted at once (in which case, however, effort should first be made to communicate with the Commissioner or Assistant Commissioner by telephone):

Chief of Registry Division
Chief of Special Inquiry Division
Chief of Information Division
Chief of Deporting Division
The "early day" or "late day" inspector
appointed pursuant to rules of the
Registry Division.
The Night Inspector

The Superintendent shall so arrange that at least one of the officials in this section named is always on Ellis Island.

This rule has no application to hospital patients or property.

V.

Work shall be carried on at such times, including Sundays and Holidays, as may be necessary. In the absence of directions from the Chiefs of their divisions officials in the classified service shall report daily by the boat leaving the Barge Office at 9 a.m. and remain at Ellis Island until 4.40 p.m. Laborers and charwomen shall work during such times as the Janitor, with the approval of the Superintendent, shall direct.

VI.

While on duty, whether at Ellis Island, on vessels or elsewhere, officials shall bear themselves with dignity and treat with courtesy all with whom they may have business to transact. Slouching is forbidden, as well as slovenly speech. Officials shall endeavor to use correct English and to acquire the habit of expressing themselves with directness and precision. While on duty during day hours they shall not smoke.

Criticism of the work of one official by another, except in the line of official duty and through official channels is forbidden.

Information concerning official matters shall not be made public except with the knowledge of the Commissioner or his authorized representative.

VII.

Immigrants shall be treated with kindness and civility by everyone at Ellis Island. Neither harsh language nor rough handling will be tolerated. It is the duty of every official on Ellis Island actively to assist the Commissioner in carrying out this order and to bring any violation thereof to his attention.

VIII.

The Superintendent and the chiefs of divisions shall familiarize themselves thoroughly with the fire apparatus and regulations and see to it that those under them possess a general knowledge thereof and understand what is expected of them in the event of fire. The Superintendent shall from time to time conduct a fire drill.

IX.

Borrowing money or receiving any gift from any one having business relations with the Immigration Service at Ellis Island or elsewhere, including privilege holders, societies or their agents, is forbidden; also all financial or business transactions with aliens detained at Ellis Island except with the knowledge and approval of the Commissioner.

X.

Particular attention is called to Civil Service Rule XI, which reads as follows:

No recommendation for the promotion of a classified employee shall be considered by any officer concerned in making promotions, unless it be made by the person under whose supervision such employee has served; and such recommendation by any other person, if made with the knowledge and consent of the employee, shall be sufficient cause for debarring him from the promotion proposed, and a repetition of the offense shall be sufficient cause for removing him from the Service.

XI.

The name of an alien shall always be written as it appears on the corrected manifest, the surname being placed first. Any serious error detected in any division shall be corrected and reported by the chief of that division to the Superintendent who will cause all records thereby affected to be corrected.

XII.

Stationery and other office supplies will be furnished only to the chiefs of the several divisions to be used only for official work in such divisions. Formal requisition therefor must be made in the forenoon on Mondays and Thursdays, unless the Storekeeper with the approval of the Superintendent shall designate other times.

XIII.

Employees shall report any change in address to the Assistant Commissioner through the Chief of their Division. They shall seek to prevent personal mail from being addressed to them at Ellis Island. Their use of the telephone for personal

business is governed by special written directions on this subject.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

February, 1912.

Executive

RULES FOR THE EXECUTIVE DIVISION.

I.

The work of this division includes:

(a) The conduct of the principal external affairs of this Station. These include all relations with the Washington authorities and the more important relations with other Government offices and the transportation companies.

(b) Receiving and replying to all correspondence.

(c) Appointing boards of special inquiry.

(d) Receiving notices of appeal and hearing appeals from board decisions and applications of aliens for admission on bond.

(e) Passing upon requests for rehearings before boards.

(f) Conducting the law work, except actual litigation conducted by U. S. Attorneys.

(g) Executing warrants to arrest aliens who are improperly in the country and conducting hearings thereon.

(h) Keeping the Government accounts.

(i) Purchase and supervision of the expenditure of supplies.

(j) Caring for Government property.

(k) Supervision (by the Commissioner, Assistant Commissioner and Superintendent) of all other divisions.

II.

The Commissioner presides over the Station through this

division. The following officials serve in this division:

Assistant Commissioner
Superintendent
Chief Clerk, clerks (including clerk in charge of requests for rehearings) and stenographers immediately attached to his office.
Attorney
Law Clerk, inspectors and stenographers under him
Treasurer
Civil Engineer
Storekeeper
Matrons
Messengers
Time Clerk
Telegram Clerks (stationed near Information Division)
Telephone Operator
Plumbers
Carpenters
Painters
Tile Setter
Elevator Operator
Gardeners
Pilots
All other employees not specifically assigned to other divisions

The Superintendent, the Chief Clerk, the Attorney and the Law Clerk shall report to the Commissioner and the Assistant Commissioner. The Treasurer and all clerks, stenographers and messengers shall report to the Chief Clerk and through him to the Superintendent. The other officials in this division shall report to the Superintendent.

III.

The Assistant Commissioner shall keep himself well informed as to the work of the station as a whole and of the several divisions and as to the general character of the services rendered by all employees. He shall rectify and correct any errors in

administration or, if unable to do this, report the same to the Commissioner. He shall perform such special duties as from time are assigned to him by the Commissioner and be prepared in the absence of the Commissioner to assume full charge of the conduct of affairs.

IV.

The duties of the Superintendent shall be those usually pertaining to this office and shall include supervising through the chiefs of division the work of all immigration officials other than those reporting direct to the Commissioner or Assistant Commissioner; co-ordinating the work of the several divisions (particularly that of the Registry, Information and Special Inquiry divisions); calling together the heads of divisions from time to time in conference; determining in what divisions officers shall serve and transferring them (with the approval of the Assistant Commissioner) whenever necessary from one to the other; seeing to it that the plant and equipment are kept clean and in good condition; adopting precautionary measures against fire; and satisfying himself that the privilege holders are properly performing their several contracts.

V.

The duties of the Law Clerk include:

(a) Investigation of requests that warrants issue for the arrest and deportation of aliens already in the United States.

(b) Conduct of hearings upon such warrants.

(c) Investigating probable infractions of the immigration law and preparing cases thereunder for submission to U. S. Attorneys.

(d) Preparation of contracts relating to improvements and other matters.

(e) Reading and filing copies of all Court decisions pertaining to immigration matters.

VI.

The Chief Clerk shall perform the duties of Chief of Division with reference to all employees who report to him. His further duties shall be those usually pertaining to this office and shall include the custody of the correspondence records and files and the supervision of the receipt, distribution, filing and answering of the official mail.

He shall cause to be made a carbon and a letter press copy of all outgoing letters, the former to be filed with the letter to which it is a reply, the latter to be numbered and from time to time bound in book form in chronological order.

He shall from time to time destroy all stenographic notebooks used in connection with correspondence, and superfluous copies of board minutes.

He shall authorize board stenographers to make and sell copies of board minutes in cases covered by the written instruc-

tions on file.

VII.

The duties of the Chief Clerk further include supervision of all clerical matters pertaining to appeals. Upon receipt of notice of appeal he shall cause the time of receipt to be stamped thereon, shall cause deportation of appellant and any accompanying persons to be stayed and copies of the board minutes to be prepared and the case presented to the Commissioner as soon as practicable. On receipt of the decision on appeal he shall direct the Deporting Division to comply with the terms thereof.

The Chief Clerk shall see to the correctness of immigrants' bonds prior to their transmittal to the Department and, whenever practicable, shall compel their preparation by those offering to furnish them.

VIII.

The duties of the Chief Clerk further include supervision of all matters pertaining to requests for rehearings before Boards. The work of his assistant in immediate charge of such matters includes the following:

(a) Answering inquiries (made in person) in relation to immigrants held for special inquiry.

(b) Passing upon oral applications for rehearings in excluded cases. Such applications shall usually be granted when responsible persons offer to present new, material evidence.

(c) Permitting persons thereto entitled, upon written request to inspect board minutes (other than minutes relating to aliens arrested on warrant). Such persons include steamship agents and attorneys for aliens who have filed appeals. But prior to appeal no one shall inspect the minutes in a contract labor case unless alleged contractor has appeared and final decision rendered by the board.

(d) Reading the board minutes of the previous day, causing to be corrected (through the Chief of the Special Inquiry Division) typographical errors, and calling the Commissioner's attention to important and difficult cases.

(e) Filing two bound copies of board minutes for a period of one year, and transferring earlier minutes to the record vault.

IX.

The duties of the Treasurer include the following:

(a) Keeping accounts of all receipts, which include payments (1) from privilege holders under their contracts; (2) from steamship companies in settlement of hospital bills; (3) from steamship companies to reimburse Government employees for expenses incurred in placing immigrants aboard ship for deportation. (The first two items are deposited with the Assistant Treasurer, the third turned over to the employees concerned).

(b) Keeping accounts of all expenditures, including expenditures under special Congressional appropriations and allotments by the Bureau.

(c) Preparation of payrolls, of vouchers as to all expenditures and of bills against steamship companies and privilege holders.

(d) Receiving, entering and paying over remittances made to immigrants through the Commissioner, and caring for money and valuables of detained immigrants at owner's risk.

X.

The duties of the Civil Engineer include:

(a) Drawing plans and specifications for and supervising the execution of all new construction work, also all contracts pertaining to repair and maintenance work.

(b) Supervising the execution of such other repair and maintenance work as he may be directed to supervise.

(c) Examining from time to time the physical condition of the plant (including boats) with reference to defects and necessary repairs and reporting the same to the Superintendent.

(d) Giving advice upon any other matters of a technical nature which may be referred to him.

XI.

The Storekeeper shall solicit bids for supplies as required, shall receive such supplies and distribute them to the several divisions in which they will be used, taking receipts therefor from the Chiefs of Division. He shall also maintain an inventory of the personal property belonging to the Government at

Ellis Island.

XII.

The matrons shall report for duty to such chiefs of division as from time to time the Chief Matron, with the approval of the Superintendent, shall direct.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

February, 1912

Boarding

RULES FOR THE BOARDING DIVISION

I.

The work of this division includes (a) the inspection of first and second cabin aliens on board vessels; (b) discharging American citizens in the steerage at the piers; (c) inspecting and discharging caretakers of live stock and birds at the piers; (d) supervising the transfer of aliens from the docks to Ellis Island; (e) issuing cattlemen's certificates and inspecting and discharging cattlemen at the docks upon their return to the United States with proper certificates; (f) ascertaining the status, under the immigration law, of members of crews.

II.

All incoming vessels from a foreign port, from Porto Rico and from the Canal Zone shall be boarded by medical officers and immigrant inspectors. Where such a vessel has touched at a U. S. port en route, those of its passengers who have come on board at such port shall not be inspected.

III.

When several inspectors are sent to one vessel, the chief of this division shall designate one of them as "Officer-in-Charge". Where the vessel is boarded by only one inspector, the duties of the Officer-in-Charge hereinafter referred to shall devolve upon

such inspector in addition to his other duties.

IV.

The duties of the Officer-in-Charge shall include the following:

(a) Obtaining from the purser the manifest (cabin and steerage), the alphabetical index book, any consular reports, copy of custom's lists of passengers, report of births or deaths on the voyage, of stowaways, passage workers, cattlemen, birdmen, Chinamen and Japanese, of steerage passengers transferred to the cabin during the voyage, of passengers removed at Quarantine (including the manifest numbers of the latter), and all affidavits relating to aliens claiming to be in transit or to have resided in Canada, Cuba, Mexico or Newfoundland during the statutory period.

(b) Causing the manifest to be verified by the proper ship's officers.

(c) Requiring the ship's officers to furnish suitable space and sufficient light for the proper inspection of cabin aliens and to group them (by the use of letters or otherwise) according to the manifest sheets on which their names appear.

(d) Distributing the second-cabin manifest sheets amongst the inspectors, and directing the production of second-cabin aliens first before the medical examiners and thereafter before the inspectors.

(e) Causing the first-cabin manifest to be examined and those first-cabin aliens to be inspected who do not appear to be clearly

and beyond a doubt entitled to land. Where the purser fails upon request to supply statutory information which may be lacking, the Officer-in-Charge shall obtain it from the alien passengers.

(f) Examining the first cabin manifest to ascertain whether aliens concerning whom notices have been issued are on the vessel, and similarly examining the second cabin manifest in reference to such aliens, or, where this is impracticable, satisfying himself that this is done by the several inspectors, the latter always to be under the duty of endeavoring to locate such aliens irrespective of whether or not in addition the Officer-in-Charge does so.

(g) Receiving from the inspectors and medical officers all papers in their custody pertaining to cabin aliens and disposing of such papers, as well as any others obtained from the purser, as follows: the affidavits relating to aliens claiming to be in transit and to those claiming the statutory residence in Canada, Cuba, Mexico and Newfoundland shall be returned to the purser; the first and second cabin manifests, the ship's report (yellow card) and the medical certificates of cabin aliens who have been discharged at the pier shall, together with the reasons for such discharge, be delivered to the Chief of the Boarding Division; all other papers shall be delivered to the Registry Division at Ellis Island not later than the arrival of the aliens to whom they pertain.

(h) Serving the proper ship's officer with any notices relating to the detention of aliens on board, or their delivery at Ellis

Island or to a designated ambulance, and calling attention to the penalties accruing for failure to comply with such notices.

(i) Furnishing to the medical officer the appropriate form on which the ship's surgeon shall report diseases, injuries, births and deaths occurring on the next voyage.

(j) Causing the baggage of all aliens going to Ellis Island to be examined before they leave the pier, and in the case of cabin aliens specifically requesting the dock superintendent to see that this is done.

(k) Supervising the transfer to Ellis Island of all steerage aliens and of all cabin aliens ordered sent there, and seeing to it that in the meantime they receive proper treatment. During this period only Government officials or proper steamship employees may communicate with steerage aliens.

(l) Notifying as soon as possible the Chinese Inspector-in-Charge of the presence of any Chinaman on board and ordering his detention pending official action.

V.

The examining inspectors shall question each second cabin alien as to the matters mentioned in the manifest and correct any error or omission. Where New York City is given as the "final destination" the inspector shall before accepting it as correct, satisfy himself that this is not done as a means of concealing the real destination. Upon the ascertained relevant facts, including

the alien's appearance and general demeanor, the examining inspector shall determine whether or not he is "clearly and beyond a doubt entitled to land", and if not he shall hold him for special inquiry.

VI.

Aliens obviously belonging to any of the excluded classes shall, as a matter of course, be held for special inquiry. Included in this category are those certified by the surgeons to be idiots, imbeciles, feeble-minded persons, epileptics, insane persons, and those afflicted with tuberculosis or with a loathsome or dangerous contagious disease. Aliens certified by the surgeons for any mental defect, those who have ever been objects of public charity, those who appear to be devoid of ordinary intelligence, unmarried pregnant women and children under sixteen unaccompanied by either parent and neither being in this country, shall also be held for special inquiry as a matter of course.

It will usually be necessary and proper to hold for special inquiry an alien in respect of whom the surgeons have issued a certificate for any physical defect affecting in their opinion his ability to earn a living. But if with a knowledge of the alien's occupation the examining inspector is of the opinion that the alien is clearly and beyond a doubt entitled to land, he may permit him to land, submitting his reasons for such action to the chief of this division.

VII.

In determining whether or not an alien is a pauper or a person likely to become a public charge, inspectors must consider amongst other matters his occupation, his proficiency in the same (including where relevant, his physical ability to pursue it and his mental aptitude therefor), the demand for labor or services of the kind he is able to render at the place to which he intends to go, the number of persons who may be dependent upon him for support either here or abroad, and the value of his property. The vital question in these cases usually is whether or not he will be able to secure profitable employment and be self-supporting before his funds are exhausted.

In the absence of a statutory provision no hard and fast rule can be laid down as to the amount of money an alien must have, but he should be held for special inquiry where his funds are not deemed adequate for his maintenance until such time as he is likely to find profitable employment. Cases of wives and minor children going to persons as to whom the examining inspector is satisfied that they are <u>able, willing and legally bound</u> to support them may constitute exceptions to this rule.

VIII.

Where aliens are presumably qualified to land but there exists some minor objection to permitting them to do so immediately, which objection is likely to be overcome within a short time, the exam-

ining inspector may postpone completion of the process of primary inspection by detaining them temporarily, thus sending them to the Information Division where their cases will be disposed of under the rules of that division. Typical instances where such action is proper are where addresses must be verified or relatives or friends notified to call.

IX.

Whether or not an alien shall be landed, temporarily detained, or held for special inquiry often calls for the exercise of good judgment and a sound discretion based upon a knowledge of all relevant facts which it is possible to ascertain. The chief of this division shall report to the Superintendent the names of inspectors who after a fair trial have proved themselves unable to exercise such judgment and discretion.

X.

Each alien shall be asked specifically whether or not he is traveling alone. If not, and he is detained, the names of the accompanying person or persons shall be written on the detention card. Where the surgeon or the examining inspector considers the detained alien helpless from sickness, mental or physical disability or infancy, at least one of the accompanying persons shall also be detained.

XI.

Inspectors shall note upon the manifest whether aliens not permitted to land immediately, are temporarily detained or held for special inquiry. In the former case, a cross shall be made opposite the name and a white card issued. In the latter case, the letters "S.I." shall be placed opposite the name, and a yellow card issued. The cause or causes of detention shall be concisely noted on the card, also any important admissions or other information given by an alien. There shall also be noted on the manifest all medical certificates or surgeon's memoranda. Upon completion of the examination the inspector shall sign his name to the manifest sheets before him, inserting also the time when inspection began and when it ended. He shall report in writing to the chief of this division (who in turn shall report to the Law Clerk) any alien named in the manifest sheets before him who has not appeared for inspection and who has not been sent to hospital; also any whom he has detained as accompanying one placed in hospital.

XII.

Whenever a first cabin passenger has been detained special notice hereof must be given the Superintendent or Chief of the Registry Division as soon as possible.

Aliens who are sent to Ellis Island "for further medical examination" shall be given a white detention card with an appropriate notation to this effect.

XIII.

The identification cards of second cabin aliens found eligible to land shall be stamped "Inspected by Immigration Authorities at New York", and only those whose cards are so stamped may land at the pier.

XIV.

Cabin aliens claiming to be in transit and those entering the United States after an uninterrupted residence of at least one year immediately preceding such entrance, in the Dominion of Canada, Newfoundland, Mexico or Cuba, may make affidavit to this effect, the same to be left with the purser. In the case of first cabin aliens, the boarding inspector may, in lieu of the affidavit, accept their signature witnessed by the purser.

XV.

Diplomatic and Consular officers and other accredited officials of foreign governments, their suites, families, and guests coming to the United States to reside or in transit, being exempt from the provisions of the Immigration Act, no detailed statistical information is required concerning them; but their names and titles should be grouped together on the manifest.

XVI.

When at the request of the medical officer or ship's surgeon a sick passenger remains on board, the Officer-in-Charge will en-

deavor personally to ascertain whether such passenger is a citizen or an alien, and, if the latter, a notice either to deliver him at Ellis Island or to detain him on shipboard will be served on the appropriate ship's officer. Permission to send an alien so ordered held on board to a private hospital for treatment will be granted only in cases deemed by the medical officer to be urgent and upon the receipt from an agent of the vessel of proper written assurances as to payment of hospital expenses and delivery for inspection when health is restored.

XVII.

As soon as the inspection of cabin aliens has been completed, the Boarding Inspector shall grant to the steerage passengers claiming to be citizens the opportunity to satisfy him that they are such. Those claiming to be native born citizens must make affidavit to this effect. Those claiming to be naturalized citizens must present a passport such as is issued to citizens or a final naturalization certificate, and such as are unable to do this will be sent to Ellis Island for inspection. If, notwithstanding such documents the Inspector has reason to believe that the passenger is not a citizen, or that a naturalization paper is fraudulent, or that he is not the lawful owner thereof, he will send the passenger to Ellis Island for further inspection, making appropriate notation on his card.

Steerage passengers who prove that they are citizens will be discharged at the pier. A full record, including addresses in the

United States, of all naturalized citizens so discharged will be made and entered on the manifest or in a book.

XVIII.

The Officer-in-Charge is further responsible for the following matters:

(a) He shall deliver to the Registry Division all detained cabin aliens, entering their names in the cabin book of that division and marking on their cards the hour of arrival, and shall report to that division in writing (which in turn shall transmit this information to the Law Clerk) all missing cabin aliens with their manifest list and number, noting such report in the cabin book of the Registry Division. He shall also deliver to the Registry Division the identification (doctor's) cards of steerage passengers discharged at the pier, and a list of all aliens (cabin or steerage) who are either detained on the vessel or sent directly to a hospital other than that at Ellis Island.

(b) He shall deliver to the Chief Clerk a report upon cases concerning which special notices were issued.

(c) He shall furnish to the Information Division in writing the names of all cabin aliens temporarily detained or held for special inquiry.

(d) He shall submit written report of his work to the chief of this division forthwith upon reaching the Barge Office.

XIX.

Immigrant inspectors who have occasion to administer oaths under the law shall do so in a manner showing appreciation of the character of the act.

Immigration officials while on shipboard shall not drink any intoxicating liquor, nor shall they take any meals at the expense of the ship's owners, unless they cannot otherwise obtain a meal at the usual time.

The chief of this division shall point out to new inspectors the advantage which they will possess if they are able to converse personally with aliens presenting themselves for inspection, and he shall endeavor to induce each one to learn at least one foreign language.

XX.

In addition to his other duties the chief of this division shall be further responsible as follows:

(a) Upon the arrival of vessels at Quarantine with immigrants who can presumably be landed the same day he shall notify the Registry Division of the probable time when such immigrants will reach Ellis Island.

(b) He shall transmit daily to the Statistical Division his report showing in detail the vessels boarded and by whom, the number of passengers by classes from each port of departure and the disposition made of them, together with the other information called

for by the appropriate form.

(c) He shall detail inspectors to attend the sailing of cattle ships for the purpose of issuing certificates to expert cattlemen. He shall keep a record of all such certificates issued and cause to be taken up and canceled those pertaining to returning cattlemen.

(d) He shall instruct the gatemen at the Barge Office as to the rules governing the admission of persons to Ellis Island, including the times at which various classes thereof may come to Ellis Island.

(e) He shall supervise the exercise by any privilege holder of his privilege on the premises used by the Immigration Service on Manhattan Island.

(f) He shall supervise the receipt at the Barge Office of goods for the Ellis Island Immigrant Station and see that they are properly forwarded.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

October, 1910.

RULES FOR THE REGISTRY DIVISION.

I.

The principal work of this division is known as that of "primary inspection". It consists in inspecting all aliens brought to Ellis Island except those (principally cabin aliens) who may have been already temporarily detained or held for special inquiry by an inspector of the Boarding Division. All aliens coming under the jurisdiction of this division shall either be landed, temporarily detained or held for special inquiry.

Registry

II.

Whenever aliens reach Ellis Island, gatemen or watchmen shall receive and conduct them to the medical officers. Upon completion of the medical examination they will again come under the control of this division.

III.

Upon receipt of manifests the chief of this division shall detail an official to examine the same and call the attention of the examining inspector to groups of persons going to the same place but listed on different sheets and to any other matters which might escape the notice of the several inspectors. He shall also ascertain through the manifest, alphabetical book and otherwise, whether persons concerning whom notices have been issued have come to Ellis Island, in which case the examining inspector shall be directed to consult such notices. He shall see to it that matrons are sta-

tioned near the medical officers who shall pin to the cards of female aliens any special information concerning their physical condition, stamping on the cards the words "See Matron's Remarks". He shall distribute the manifest sheets amongst the examining inspectors whom he has selected for service on the various lines. He shall place "groupers" at proper points to direct aliens who have passed the medical examiners to the lines at the end of which are the manifest sheets containing their names. Groupers may be instructed to place aliens holding medical certificates and women with small children at the head of the inspection lines.

IV.

The examining inspectors shall question each alien as to the matters mentioned in the manifest and correct any error or omission. Where New York City is given as the "final destination" the inspector shall, before accepting it as correct, satisfy himself that this is not done as a means of concealing the real destination. No inspector shall attempt to inspect an alien with whom he cannot converse either personally or through an interpreter. Upon the ascertained relevant facts, including the alien's appearance and general demeanor, the examining inspector shall determine whether or not he is "clearly and beyond a doubt entitled to land", and if not he shall hold him for special inquiry.

V.

Aliens obviously belonging to any of the excluded classes shall, as a matter of course, be held for special inquiry. Included in

this category are those certified by the surgeons to be idiots, imbeciles, feeble-minded persons, epileptics, insane persons, and those afflicted with tuberculosis or with a loathsome or dangerous contagious disease. Aliens certified by the surgeons for any mental defect, those who have ever been objects of public charity, those who appear to be devoid of ordinary intelligence, unmarried pregnant women and children under sixteen unaccompanied by either parent and neither being in this country, shall also be held for special inquiry as a matter of course.

It will usually be necessary and proper to hold for special inquiry an alien in respect of whom the surgeons have issued a certificate for any physical defect affecting in their opinion his ability to earn a living. But if with a knowledge of the alien's occupation the examining inspector is of the opinion that he should nevertheless be landed at primary inspection, he shall consult with the chief of this division, and if they agree, then the alien need not be held for special inquiry.

Where the medical certificate does not state that a physical defect will in the surgeon's opinion affect the alien's ability to earn a living, the examining inspector may, if he deem the alien clearly and beyond a doubt entitled to land, permit him to do so, but must be prepared to justify such action.

VI.

In determining whether or not an alien is a pauper or a person likely to become a public charge, inspectors must consider amongst

other matters his occupation, his proficiency in the same (including, where relevant, his physical ability to pursue it and his mental aptitude therefor), the demand for labor or services of the kind he is able to render at the place to which he intends to go, the number of persons who may be dependent upon him for support either here or abroad, and the value of his property. The vital question in these cases usually is whether or not he will be able to secure profitable employment and be self-supporting before his funds are exhausted.

In the absence of a statutory provision no hard and fast rule can be laid down as to the amount of money an alien must have, but he should be held for special inquiry where his funds are not deemed adequate for his maintenance until such time as he is likely to find profitable employment. Cases of wives and minor children going to persons as to whom the examining inspector is satisfied that they are able, willing and legally bound to support them may constitute exceptions to this rule.

VII.

Where aliens are presumably qualified to land but there exists some minor objection to permitting them to do so immediately, which objection is likely to be overcome within a short time, the examining inspector may postpone completion of the process of primary inspection by detaining them temporarily, thus sending them to the Information Division where their cases will be disposed of under the rules of that division. Typical instances where such action is

proper are where addresses must be verified or relatives or friends notified to call.

VIII.

Whether or not an alien shall be landed, temporarily detained, or held for special inquiry often calls for the exercise of good judgment and a sound discretion based upon a knowledge of all relevant facts which it is possible to ascertain. The chief of this division shall report to the Superintendent the names of inspectors who after a fair trial have proved themselves unable to exercise such judgment and discretion.

IX.

Where an examining inspector immediately after holding an alien for special inquiry discovers that he has done so through inadvertence, he shall report the case forthwith through the chief of this division to the Superintendent, who shall bring it to the attention of the Commissioner for such action as the latter shall deem proper; but the examining inspector shall never release an alien once held for special inquiry.

X.

Inspectors shall note upon the manifest whether aliens not permitted to land at once are temporarily detained or held for special inquiry. In the former case a cross shall be made opposite the name and a white card issued; in the latter case the letters "S.I." shall be placed opposite the name and a yellow card issued. The cause or

causes of detention shall be concisely noted on the card, also any important admissions or other information given by an alien. They shall also note on the manifest all medical certificates, memoranda or remarks, including matron's remarks, together with name or initial of matron making them.

XI.

Aliens who have been sent to hospital prior to inspection shall upon their return be inspected upon the floor of the Registry Division or, if it be necessary to inspect them while still in hospital, this shall occur through affidavits or statements taken by an inspector of this division. In the latter case where an alien is held for special inquiry the affidavit or statement shall be delivered to the Chief of the Special Inquiry Division together with the detention card.

XII.

Each alien shall be asked specifically whether or not he is traveling alone. If not, and he is detained, the names of the accompanying person or persons shall be written on the detention card.

Where the surgeon or the examining inspector considers the detained alien helpless from sickness, mental or physical disability or infancy, at least one of the accompanying persons shall also be detained.

XIII.

Unattended females, young children and aged persons who have

been admitted, particularly where they are bound for a large inland city, shall be urged to telegraph their relatives or friends before leaving Ellis Island. There shall be pinned to them a piece of paper with the word "Telegraph" marked thereon. Young children shall also be tagged.

XIV.

Effort should be made to reduce to a minimum the instances in which aliens who have been brought to Ellis Island and are bound for points beyond New York City shall go to such city for any purpose. Whenever an alien insists on doing this his case should be referred to the chief of this division for such action as the latter deems proper.

The examining inspectors shall inform themselves of the hours at which aliens must leave Ellis Island to take steamers or trains leaving on the day of their arrival and shall detain and give a temporary detention card marked "Too late for ..... (specify route)" to all qualified persons unable to proceed on such day.

XV.

Should an alien bound for an inland point but holding no ticket or order for transportation beyond Ellis Island request of the examining inspector information as to how to proceed, he shall be referred to the chief of this division who will inform him as to the various routes where more than one exists, cost of transportation and approximate duration of journey, leaving him to decide by which route he will proceed, the route selected to be noted on the manifest.

The routes taken by all aliens going beyond New York City shall be shown by appropriate entry on the manifest.

XVI.

Aliens arriving at Ellis Island with prepaid tickets, orders or contracts entitling them unconditionally to transportation to any point, shall not be compelled by anyone at Ellis Island to pay any additional sum for such transportation. Report shall be made to the Commissioner of any violation of this rule or of the refusal of the representative of any steamship company to approve any such orders or contracts.

XVII.

After inspection aliens shall be directed to the special inquiry room, the temporary detention room, the railroad room, or to the ferryboat for New York, according to the disposition made of them by the examining inspectors on the lines.

XVIII.

Any challenge under the statute shall be reported to the chief of this division, who will note on the card to be given the fact that such challenge has been made.

XIX.

Steerage passengers claiming to be naturalized citizens, being required to come to Ellis Island, the examining inspector shall sift the proof of citizenship offered by them, and when in doubt may require them to state under oath or even verify an affidavit stating

when and where naturalization papers were secured, the Court which issued them and their addresses in the United States. Notation as to such data and oath or affidavit shall be made on the manifest.

When a naturalization paper is presented the inspector shall enter on the manifest a brief record, to include date of paper, name of Court issuing the same, and future address: If the name on the manifest does not correspond with that in the paper, the latter also shall be written on the manifest. Where naturalization papers appear to be fraudulent or defective the matter shall be referred to the chief of this division.

Minors born in the United States of alien parents shall be entered in the "Nationality" and "Race" columns as "U. S. Born".

XX.

All corrections and notations on the manifests shall be neatly made in red ink. Upon completion of the examination the inspector shall sign his name to the manifest sheets before him and report in writing to the chief of this division (who in turn shall report to the Law Clerk) any alien named therein who has not appeared for inspection and who is not in hospital.

XXI.

Inspectors shall note on detention cards any important information obtained from the alien, including particularly his admissions, with name of interpreter; or in lieu hereof he may request to be called by the board.

XXII.

The chief of this division shall point out to new inspectors the advantage which they will possess if they are able to converse personally with aliens presenting themselves for inspection, and he shall endeavor to induce each one to learn at least one foreign language.

XXIII.

Interpreters shall report to the chief of this division. Upon request he shall detail those not required in connection with primary inspection to serve temporarily in other divisions.

XXIV.

A recess for luncheon may be taken from noon till 12.30 p.m., but the chief of this division shall designate some other appropriate time whenever at or about noon large numbers of immigrants are awaiting registration and by so doing he can expedite primary inspection.

XXV.

Watchmen, gateman and messengers serving in this division shall assist women, children and aged persons in carrying their hand baggage from one part of the building to another to the extent of their ability to do so without interfering with their other work.

XXVI.

The chief of this division shall before the expiration of each

month prepare lists of so-called "early-day" and "late day" men. The former shall consist of at least one inspector who will report before the night inspector leaves the island and remain on duty until dismissed for the day. The latter shall consist of at least one inspector and one interpreter who shall report by a late morning boat and remain on duty until relieved by the officials of the Night Division.

WILLIAM WILLIAMS,

Commissioner.

Ellis Island,

Issued October, 1910

Revised down to January, 1913.

RULES FOR THE INFORMATION DIVISION.

I.

The work of this division includes (1) giving appropriate information and directions to persons calling at Ellis Island, including such as come (a) on official business, (b) on behalf of immigrants, (c) to testify before boards of inquiry, and (d) as visitors; (2) disposing of the cases of aliens detained temporarily by the Registry Division and taking charge of such aliens during the day hours.

Information.

II.

Officials stationed at the ferry-slip shall receive all persons coming from New York and direct those calling on behalf of immigrants either to the waiting-room in the covered way or to the main Information Office, as instructed from time to time by the chief of this division. Information pertaining to immigrants, particularly those who have been detained, shall be secured as promptly as possible and given without unnecessary delay to those calling on their behalf.

III.

Officials stationed at the entrance to the temporary detention room shall secure the prescribed data concerning all who have been temporarily detained, take up their detention cards, inquire fully into the causes for which they have been detained and supervise the sending of official post-cards or telegrams to their relatives or friends. The name of the telegraph company and the signature of

the agent shall appear on the detention card, also the time when sent and the charge therefor. A carbon copy of the message, showing also the amount collected, shall be delivered to the alien.

IV.

Temporarily detained aliens shall either be landed or held for special inquiry. They shall be held for special inquiry as soon as it becomes evident that they cannot be landed by this Division. The rules of the Registry Division pertaining to eligibility and detention for special inquiry are generally applicable in this Division and must be known to its inspectors. A daily report of all cases held for special inquiry in this division shall be submitted to the Statistical Division.

V.

In the discretion of the Commissioner missionaries, agents of immigrant aid societies, telegraph company employees, caterers' employees and transportation agents shall, to facilitate performance of their respective duties, but not otherwise, be admitted to the temporary detention rooms. Addresses may be furnished only through the chief of this division. At no time during detention shall anyone other than officials have possession of the detention card.

VI.

Each day the chief of this division shall discuss with the Superintendent the cases of any immigrants who have been detained in this division for over five days (exclusive of those held at de-

companying patients in hospital) with a view to determining whether or not they should be further held in this division.

VII.

No immigrant shall be discharged to anyone as to whom the inspector is not satisfied that he is a fit person to receive the immigrant and that the latter wishes to go with him. Such person may be first required to verify an affidavit. A record of each discharge shall be made on the back of the detention card.

In discharging immigrants to missionaries and immigrant aid societies inspectors will be held to the exercise of sound discretion. Such action may be proper when it will aid qualified immigrants to secure stated remunerative employment. They shall be informed of any additional expense to which they will be thereby subjected. A daily report of such discharges shall be made in writing to the Chief Clerk.

VIII.

All information concerning action taken in any case shall be entered of record as soon as possible. Detention cards shall be preserved and dealt with in accordance with written instructions thereto pertaining. The number of meals had by each immigrant in this division shall be entered on his card.

IX.

Immigrants may with the consent of the chief of this division visit relatives or friends detained in hospital, or upon inquiry

they shall be informed as to their condition.

X.

All changes of destination, names, ages or nationalities of immigrants admitted by this division shall be reported daily in writing to the Statistical Division.

XI.

The chief of this division shall keep the Boarding Division advised of the hours during which persons desiring to call on behalf of immigrants arriving on stated ships should come to Ellis Island.

WILLIAM WILLIAMS,
Commissioner.

Ellis Island,
October, 1910.
(Revised to January, 1913)

RULES FOR SPECIAL INQUIRY DIVISION.

I.

The chief of this division shall have the custody of all aliens in the special inquiry detention room. He shall station officials at its entrance who shall secure the prescribed data concerning them, take up their detention cards and supervise the sending of official postal cards or telegrams to relatives or friends. But no one held for suspected violation of the contract labor law may communicate with anyone prior to a first hearing.

II.

The chief of this division shall distribute the cases amongst the several boards in session, shall see to it that aliens, witnesses and documentary evidence are produced before boards as speedily as possible, shall assign stenographers and shall supervise the preparation of board records. He shall study the work of the several boards and from time to time report to the Superintendent any lack of uniformity in their standards.

III.

The official designated by the Commissioner as chairman is responsible for the proper, expeditious and efficient conduct of the proceedings of the board over which he presides

He shall see to it that the prescribed questions are put and that the inquiry is confined to relevant matters. He shall cause to be kept a daily record showing the number of cases admitted, deferred and excluded. Subject to the foregoing each member shall do his full share of the work of the board and is held to the exercise of correct and independent judgment as to all matters pertaining to each case.

IV.

Boards have the right to dispose of cases upon the facts as they appear when the aliens first come before them, and it is proper for them to do so unless it is likely that additional evidence will alter the decision. Cases may be deferred once by a majority vote. They shall not be deferred more than once except by a unanimous vote.

V.

The case of an alien who has been excluded shall be reconsidered only upon a recommendation from the Commissioner. Where immediately after admission and while the alien is still in the custody of the immigration authorities new evidence is discovered which, if known, would probably have brought about a different decision, this fact shall be reported at once to the Commissioner.

VI.

In determining whether or not an alien is a pauper or a person likely to become a public charge boards should consider amongst other matters his occupation, his proficiency in the same, (including, where relevant, his physical ability to pursue it and his mental aptitude therefor), his chances of securing employment, his general appearance, the number of persons who may be dependent upon him for support and the value of his property. Nothing herein contained applies to wives, minor children, or others going to persons able, willing and legally bound to support them.

Boards may give such consideration as they desire to pecuniary assistance furnished an alien after arrival by one not legally bound to give it, bearing in mind that such assistance usually renders him to a certain extent an object of charity.

NOTE. The testimony of relatives and friends is often relevant upon the question whether or not an alien is likely to become a public charge. But if after hearing such testimony the board still believes that he is likely to become a public charge, then it should not admit him merely because oral or written assurances are given that he will not become such; for to do so would be to give such assurances the effect of a bond, whereas the Secretary alone, under Section 26, has the power to admit on bond aliens "liable to be excluded because likely to become a public charge".

-3-

VII.

Where an alien is under a legal or moral obligation to support absent persons, inquiry should be made as to their condition and whether or not they are objects of public or private charity. The fact that a portion of a man's earnings will be consumed in the support of others may be taken into consideration in passing upon his right to land.

VIII.

Whenever it is relevant to ascertain what the alien stated at primary inspection the examining inspector may be summoned, through the chief of his division, to testify.

Whenever a board desires that further evidence be procured or an investigation made before it decides a case, written request shall be made therefor through the chief of this division to the Superintendent or Chief Clerk, specifying what is desired.

IX.

The record of each case shall on its face justify the decision. Where relevant (as often it is) the appearance or impression created by the aliens or witnesses shall be noted.

Before rendering its decision the board shall in a brief "opinion" summarize in logical sequence the principal circumstances upon which it will base the same. (See special paper on this subject). Usually it will be necessary and proper to state of record whether or not the alien will be able to secure

employment and perform the work incident thereto. Where the decision is to be one of exclusion, the opinion shall recite as many of the statutory disabilities as exist in the case, summarizing as to each the principal circumstances which show the existence thereof.

The decision shall be in the words "Alien admitted" or "Alien excluded and ordered deported", as the case may be.

X.

Where the board feels itself bound to exclude though believing that the case has great merit, the chairman, in addition to notifying the alien of his right of appeal, may submit to the Commissioner through the chief of this division a written memorandum in regard to the case.

XI.

A brief record of the action of the board shall be made on the back of the detention card over the signature of the chairman, which record shall include disposition made of case, date and hour when made, name of stenographer and page in his book where shorthand record may be found. In case of exclusion the ground or grounds thereof shall be stated. These cards shall thereafter be dealt with in accordance with written directions on file and shall eventually be lodged with the Chief of the Statistical Division. The data above mentioned, except the grounds for exclusion, shall be stamped also on all documentary

evidence considered by the board.

XII.

The board messengers shall personally supervise the delivery to the Deporting Division of those who are excluded or whose cases are deferred.

XIII.

Board secretaries shall prepare six typewritten sets of minutes in full. Sets 1, 2, 3 and 4 shall be signed by them and filed in the Executive Division. The remaining sets shall be delivered to the chief of this division, who shall retain one and deliver the other to the board which heard the case, the last named set to be used by the board in connection with any rehearing and at the close of business each day to be returned to the chief of this division, who shall retain possession thereof until again required by the board. The sets so delivered to the boards shall at the end of sixty days be delivered to the Chief Clerk for destruction.

XIV.

Any detained alien expressing a desire to deposit valuables for safe-keeping shall be conducted to the Treasurer's office for this purpose; and whenever it is deemed desirable that valuables be so deposited, the alien shall be urged to do so.

XV.

Steerage aliens going to points beyond New York City, whom the board is disposed to admit, will be discouraged from stopping over in this city.

XVI.

Where otherwise qualified immigrants are unable to locate relatives or friends or to find employment, boards may consult with the accredited missionaries and immigrant aid societies. Details should be required as to any employment tendered and where immigrants are turned over to such missionaries or societies they should be informed of the approximate expense to which they will be subjected.

WILLIAM WILLIAMS,

Commissioner.

Ellis Island,

February, 1912.

RULES FOR THE DEPORTING DIVISION.

I.

The work of this division shall include (1) guarding during day time aliens who have been excluded, those whose cases have been deferred by a Board, those held under Department warrant and such others as may be placed in its custody; (2) placing those ordered deported on board ship.

II.

The chief of this division shall divide his force into three parts, two of which shall constitute alternate watches (to be known respectively as the first and second watch) for the guarding of detained aliens. The third shall be known as the deporting squad. The first watch shall report in time to relieve the Night Division, and the second watch shall remain on duty till relieved by the Night Division.

Deporting,

III.

Aliens detained in this division shall be segregated with reference to sex except that young male children may be placed in the female detention room. So far as existing facilities permit aliens who occupied cabin quarters during the voyage shall be segregated from those who came in the steerage, and the latter shall be separated with reference to whether they are excluded or deferred. Ex-convicts, procurers, prostitutes and other bad characters held

under Department warrant shall always be kept separate and apart from any others.

All in the custody of this division shall be counted frequently and checked by calling their names. If anyone be found missing the fact shall forthwith be reported to the Superintendent.

IV.

Immigrants in the custody of this division shall be taken to the dining-room for their meals. When the weather permits they shall be taken to the roof garden. Upon request they shall be permitted to bathe. Those desiring to send articles of clothing to the laundry may do so from time to time.

With the consent of the chief of this division they may visit relatives or friends detained in hospital, or upon inquiry they shall be informed as to their condition.

Missionaries and society agents shall have access to them under the supervision of the chief of this division, who also may grant steamship agents and telegraph employees the same privilege, but only in the presence of an official. Addresses may be furnished them only through the chief of this division, and only officials may have possession of their detention cards.

V.

Upon request from the Special Inquiry Division immigrants shall be temporarily turned over to it for the purpose of further board

hearings.

VI.

The chief of this division shall daily call the attention of the Superintendent or the Chief of the Special Inquiry Division to the cases of all who have been detained more than five days without final action having been taken.

VII.

As soon as an immigrant is excluded a blue deportation card shall be made out for him. There shall be transcribed to it the data appearing on the face of the special inquiry card and before deportation there shall be added the following: Height, color of hair, color of eyes, date when and name of steamer by which deported and name of deporting officer. After deportation these cards shall be dealt with in accordance with the written instructions pertaining to detention cards.

VIII.

On receipt of notice that an appeal has been filed deportation shall be forthwith stayed and the detention card stamped "Appeal filed". Upon receipt of notice of decision in any case the terms thereof shall be carried out as soon as possible.

IX.

Aliens having the right of appeal shall, even though they fail

to exercise such right, not be deported within forty eight hours after arrival nor within twenty four hours after exclusion by a Board except with the consent of the Assistant Commissioner or the Superintendent. No excluded member of a family who is without right of appeal shall be deported until decision has been rendered as to other members of the same family who may have filed an appeal; nor shall one excluded as an accompanying alien be deported until final action is taken as to his or her ward. An excluded alien who has no right of appeal and is unaccompanied by any relative shall be deported as soon as possible.

X.

Where an alien about to be deported is in the hospital this division shall make timely request in writing to the Medical Division for his surrender, together with his baggage. If afflicted with a loathsome or contagious disease he shall be isolated.

XI.

Before removing an alien from Ellis Island for deportation all property belonging to him, including baggage and money on deposit with the Treasurer, shall be collected. The baggage shall be properly tagged and upon arrival at the pier receipt shall be secured therefor from the baggage agent.

Any passports shall be stamped "Deported" with the date of deportation. Detention cards shall be similarly stamped. At the

time of delivery on board the vessel a receipt for the immigrant shall be secured from a proper officer.

XII.

An employee of this division shall visit each vessel having on board persons ordered deported on the date of the sailing thereof. He shall call them by name and satisfy himself that all are actually on board at the time of sailing and make report to the chief of this division.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

October, 1910.

RULES FOR STATISTICAL DIVISION.

I.

The work of this division includes:

(a) Transferring certain prescribed statistical data of all arriving and departing aliens from the ship's manifest to cards and forwarding such cards at proper intervals to the Bureau.

(b) Preparing from the manifests an alphabetical card-index of each alien passenger arriving at New York, and of each third class passenger manifested as a citizen.

(c) Preparing and submitting to the steamship companies bills for head tax assessed on account of aliens arriving at New York.

(d) Investigating and acting upon requests from the steamship companies for the refund of head tax in the cases mentioned in the statute and the rules.

(e) Filing in this division the permanent official records, other than correspondence.

(f) Verifying the amounts charged the steamship companies for subsistence of detained aliens (by considering such amounts in connection with the time of detention).

(g) Ascertaining from the records in response to inquiries whether stated aliens have landed at New York, and if so, when and by what steamer (commonly called verifying landings).

(h) Entering on the manifests the disposition made of all aliens temporarily detained, held for special inquiry or placed

Statistical

in the hospital, and comparing the final destination noted on the corrected manifest with the final destination given by the alien before a board of special inquiry or in the Information Division, and in the event of a discrepancy correcting the manifest.

(i) Preparing and keeping on file a record of aliens who entered without inspection, who have been in the United States for a period longer than three years and who are petitioners for naturalization. The certificate of arrival shall, as required by the Bureau, be forwarded to the Chief of the Division of Naturalization, Washington, D. C. on a form prepared for this purpose.

II.

Index cards of the card-index shall show the name and age of each passenger, the number of the bound volume containing the manifest upon which the name is listed, also the number of such manifest and the line or sheet number of each such passenger. Whenever there is doubt as to which is the surname the name shall be indexed both ways.

III.

Bills for head tax shall be submitted to the steamship companies within twenty-four hours after arrival. One copy of each bill shall be sent to the Collector of Customs and a press copy retained for the file.

IV.

Carbon copies of verifications of landing are to be attached

to the correspondence to which they relate. All requests for verifications of landing shall be card-indexed, numbered and filed in such a manner as to be easily available for reference.

V.

Before compiling statistical data from the manifests, the entries thereon shall be compared with reports pertaining thereto received from the Information Division. The manifests shall from time to time be bound in convenient form and with them shall be bound the appropriate special inquiry and temporary detention sheets. The bound volumes shall be numbered consecutively and filed.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

October, 1912.

RULES FOR THE MECHANICAL DIVISION.

I.

The work of this division includes: (a) caring for the light, heat and power plant and its appurtenances, the refrigerating plant and all fire lines and apparatus; (b) the heating and lighting of all buildings.

II.

Its force shall be divided into three watches as follows:

1. A day watch which shall leave the Barge Office at 7:30 a.m. and remain at Ellis Island until 3:30 p.m.

2. An afternoon watch which shall leave the Barge Office at 3 p.m. and remain at Ellis Island until 11.30 p.m.

3. A morning watch which shall leave the Barge Office at 11 p.m. and remain at Ellis Island until 7:40 a.m.

Each watch shall remain on duty in its entirety until relieved by the succeeding watch. A watch going off duty shall turn over all parts of plant in good running order, or if derangements beyond the ability of the watch to repair have occurred, they shall be reported in detail by the Assistant Engineer relieved to the Assistant Engineer relieving.

III.

The Engineer-in-Charge shall designate at least one assistant engineer, one dynamo tender, one wireman, two firemen, one refrigerating machinist and one laborer to perform duty on each

Mechanical

watch. Such assistant engineer shall direct the work of all other employees assigned to his watch and is responsible for the proper performance of such work.

IV.

The duties of assistant engineers further include the following:

(a) Upon taking charge they shall personally examine the water in the boilers, the feed-pumps, engines, dynamos and all other machinery, including during the cold season the heating apparatus in the buildings.

(b) They shall frequently inspect the ground detector to determine whether or not there is any loss of current on any circuit.

(c) They shall also inspect the condition of the coal bunkers. Should the temperature be unduly high indicating possibility of spontaneous combustion, they shall proceed to overhaul coal and extinguish any fire and report the matter at once by telephone to the Chief Engineer and Superintendent of Repairs to Public Buildings at his office or residence and in writing to the Engineer-in-Charge.

(d) They shall note on the log-book and report to the Engineer-in-Charge in writing any inferior coal which may come to their notice.

(e) They shall see to it that the six fresh water tanks at the power house and the emergency tank in the main building are

kept full.

(f) They shall inspect the water gauge on the watermain from Communipaw, and if the pressure is below normal they shall enter this fact on the log-book and, if the situation warrants such action, communicate by telephone with the Chief Engineer and Superintendent of Repairs.

(g) They shall cause any minor repairs becoming necessary during their respective watches to be made at once, noting the same in the log-book, and they shall report by telephone to the Chief Engineer and Superintendent of Repairs and in writing to the Engineer-in-Charge any serious accident, fire or derangement of the plant, making also appropriate entry thereof in the log-book.

The assistant engineers shall call upon the Superintendent for the services of plumbers and such other employees not under their immediate direction as they may require.

V.

The Engineer-in-Charge shall designate an assistant engineer to take charge of the engineers' work at the hospital and its adjoining buildings during the usual hours of business. Such assistant engineer shall be guided by these rules as far as applicable, and shall each morning inspect the flush tanks in all toilet rooms of the hospital buildings.

VI.

The dynamo tenders shall oil and clean all dynamos and

engines during each watch, see that proper voltage is maintained on the voltameter at the switchboard, and note hourly in the log-book the voltage, amperage and steam pressure on boilers.

VII.

The wiremen shall inspect and maintain in proper condition all electric wires, electric bells, batteries, motor fans and other electrical appliances throughout the station, including the hospital buildings. They shall report to the Engineer-in-Charge or assistant engineer such repairs as they are unable to make on the spot.

VIII.

The firemen shall attend to the fires, endeavor to maintain a steady steam pressure, maintain the water in the boilers at such height as the Engineer-in-Charge or assistant engineer shall from time to time direct, and clean the brass work and boiler fronts at least once during each watch.

IX.

The duties of refrigerating machinists shall include making ice, taking care of and keeping clean the refrigerating machinery, keeping the ice boxes at a proper temperature and maintaining a sufficient quantity of ice in the storage box.

X.

The laborers shall supply the firemen with coal, remove ashes,

clean the pumps and brass work in the pump-pit and keep the floors of the fire room clean and orderly. They shall keep a tally of the amount of coal and ashes wheeled to and from the boilers, delivering the same at the end of each watch to the assistant engineer for entry in the log-book.

XI.

The employees of this division shall also perform such further work, in addition to any herein specifically described, as may be directed by the Engineer-in-Charge.

XII.

The Engineer-in-Charge is responsible for the maintenance of the fire alarm system in proper condition, and shall daily cause the same to be tested.

XIII.

The Engineer-in-Charge is responsible for the maintenance of the fire apparatus in proper condition and shall from time to time cause the same to be tested, recording the fact in the log-book. His duties hereunder include testing the relief valve and setting the same at the proper pressure, maintaining valves, nozzles and panels at each rack in proper state, keeping hose racks filled with hose in good condition and keeping fire extinguishers, properly charged, in their proper places, recharging to occur at intervals of not to exceed six months, also immediately after use. Neither axes and picks shall be removed from the

panels nor hose from the racks for any purpose other than fire.

XIV.

The assistant engineer in charge of each watch shall see to it that the stop valve in the power house vestibule controlling the fire line in the covered way is kept shut during freezing weather; that the wrench provided for the quick opening of this valve is kept available and attached to such valve so that it may be opened at any time; that all valves above hose reels and controlling hose lines throughout the covered-way are kept closed at all times save when the hose lines are in use; that in the absence of specific orders to the contrary the shut-off valve in the middle of the ferry-slip over the gate is kept open at all times; and that the small drips draining fire line in the power house vestibule are always open except when the main stop valve is opened, in which case these drips must be immediately thereafter shut.

XV.

In the event of a fire alarm necessitating the working of any of the lines in the covered-way system, both of the large salt water pumps, and if necessary the small auxiliary salt water pumps, shall all be worked in order to maintain a fire line pressure. The stop-valve on the fire line shall be opened and the stop valve on the flushing line closed. All fresh water pumps shall be run if necessary at full speed in order to hold up the pressure in the fresh water tanks and thereby secure good streams from the fresh

water lines of hose and stand pipes.

As to all other matters which may arise, should fire occur, the employees of this division shall, in addition to observing the specific instructions above given, act in accordance with the requirements of the General Fire Bill in so far as they are able.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

October, 1912.

RULES FOR THE NIGHT DIVISION.

I.

The work of this division includes (a) guarding and caring for detained immigrants and government property from the time of departure of the "long day" force until the arrival on the following morning of the early day force, and (b) cleaning the building during this time.

II.

There shall be two watches composed of such officials and reporting at such hours as shall be from time to time determined. Either the Inspector-in-Charge, or his assistant (selected by him) shall be on duty throughout the night.

III.

Upon reaching Ellis Island the Night Inspector shall cause to be made a count of all detained aliens, classifying them as (a) temporarily detained; (b) excluded and deferred; (c) held for special inquiry; (d) cabin and warrant cases.

In a book kept for that purpose he shall receipt to the Deporting Division for classes "b", "c" and "d".

The detained aliens shall again be counted on the following morning, when the Night Inspector shall turn over classes "b", "c" and "d" to the first watch of the Deporting Division, upon a written receipt to be entered in the same book.

Aliens temporarily detained (class "a") to be turned over to

the first watch of the Information Division.

IV.

As early as practicable after 6:30 p.m. all aliens, other than cabin and warrant cases, and men who have been excluded or in whose cases final action has been deferred, will be conducted in such order as shall be from time to time determined to the dormitories of the main building. Should the sleeping accommodations of the main building be insufficient those unprovided for will be accommodated in such manner as the Night Inspector shall deem most expedient. Men who have been excluded, or in whose cases final action has been deferred, will sleep in a room which shall be from time to time designated for this purpose.

V.

As a rule young children, particularly when accompanied by their mothers, shall spend the night in the women's dormitory: but when accompanied by their fathers only, and they wish to remain together, the Night Inspector shall use his best judgment in selecting the dormitory in which they shall spend the night.

VI.

Doors to offices in the main building shall remain locked at night. The doors and gates in the dormitories not in use shall also be locked.

VII.

Night watchmen and matrons shall be stationed continuously at

the posts indicated in a weekly schedule to be prepared by the Night Inspector. They shall make a tour of each room once every half-hour, and are not to leave their posts before being regularly relieved. Milk and crackers shall be furnished infants when required.

VIII.

Each night there shall be prepared an alphabetical list by steamers of all aliens detained during the day for the use of the telegram clerks.

IX.

Report shall be made to the Night Inspector in person of all detained aliens who may appear to be ill. He shall determine whether or not a doctor shall be called from the hospital

The Night Inspector shall make written report in triplicate upon the form provided for that purpose of any detained alien who has become ill and has been sent to the hospital during his tour of duty. He will send one copy of such report to the Superintendent, the Medical Division and the chief of the division in which such alien was detained.

X.

The Night Inspector shall see to it that all detained aliens (except cabin and warrant cases) are taken to the immigrant's dining room for breakfast in such order as will create the least confusion, and that they thereafter return to their respective day

rooms before the arrival of the early day force. Cabin and warrant cases will be taken to the dining room for breakfast by the early day force of the Deporting Division.

XI.

The Night Inspector shall particularly see to it that the immigrants are treated at night with kindness and consideration.

He or his assistant shall personally superintend the transfer every night of the detained aliens to their dormitories and the return on the next morning to their respective detention rooms. Every possible assistance shall be given to women, particularly those having children in arms.

XII.

During the night the laborers and charwomen shall so clean that part of the building indicated by the Superintendent as to leave it in proper condition on the following morning. The force will be divided into such squads as the Night Inspector shall direct.

XIII.

The Night Inspector or his assistant will give close attention to the ventilation in any dormitories occupied and will make frequent rounds of the building.

He shall satisfy himself that each employee of this division is thoroughly familiar with the provisions of the Night Fire Bill.

XIV.

Each official of this division will, in addition to any work hereinbefore specifically described, perform such additional work as the Night Inspector may direct.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

October, 1912.

William Williams Papers, New York Public Library

ELLIS ISLAND: ITS ORGANIZATION AND SOME OF ITS WORK.

[December 1912]

The immigration laws (by which expression it is not intended to refer to the Chinese Exclusion Act) prohibit certain classes of aliens from entering the United States and provide a summary means of expelling, usually within three years from the time of entry, all aliens who entered in violation of law, such as have become a public charge "from causes existing prior to landing", and a few other classes more fully referred to later. Prior to 1903 these laws were administered through the Treasury Department, but since that year this has been done through the Department of Commerce and Labor. One of its principal bureaus is the "Bureau of Immigration and Naturalization", presided over by a Commissioner-General. Immigrant stations, of which that at Ellis Island is the largest, are established at several points with Commissioners in charge at all of the principal ports. The number of aliens who have arrived at the Port of New York during each of the last ten years has been as follows:

Fiscal year	1902-1903....	689,000
" "	1903-1904....	633,500
" "	1904-1905....	821,000
" "	1905-1906....	935,500
" "	1906-1907....1	,123,500
" "	1907-1908....	689,500
" "	1908-1909....	733,300
" "	1909-1910....	912,000
" "	1910-1911....	749,600
" "	1911-1912....	726,000

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The principal excluded classes are these:

Idiots, imbeciles, feeble-minded persons, and epileptics.
Insane persons and those who have been insane within five years.
Persons who at any time have had two or more attacks of insanity.
Persons afflicted with tuberculosis or with a loathsome or dangerous contagious disease (including trachoma).
Persons suffering from any mental or physical defect which may affect their ability to earn a living.
Paupers, persons likely to become a public charge, and professional beggars.
Persons who have been convicted of or admit having committed crimes or misdemeanors involving moral turpitude.
Polygamists and anarchists.
Prostitutes, procurers, and "persons who are supported by or receive in whole or in part the proceeds of prostitution."
Persons coming to perform manual labor under contract.
Persons whose ticket or passage has been paid for by any association, municipality, or foreign government.
Children under 16 unaccompanied by either parent, except in the discretion of the Secretary of Commerce and Labor.

Even a cursory glance at this list shows what an important part the medical officers must play in any effective administration of the law, and it is their duty to "certify for the information of the immigration officers" all mental and physical defects observed by them. This list further shows that grave administrative difficulties must often be encountered in determining who are paupers, persons "likely to become a public charge" and persons suffering from physical defects which may affect their ability to earn a living. There is no hard and fast rule by which these classes can be detected and yet it is

not only the law, but of high importance to the country, that they be not allowed to enter. This subject will be dealt with more fully later, it being desired at this time merely to direct attention to the constant necessity immigration officials are under of exercising sound judgment. Their responsibility is the greater because their decisions are not reviewable by the courts save where it can be shown that they have abused their authority. (The Japanese Immigrant Case, 189 U.S., 86, 102; Chin Yow Case, 208 U.S., 8, 11-13).

Following is a brief outline of the principal processes of inspection: Immigrants pass first before surgeons, then before an immigrant inspector and all who may not appear to the latter to be "clearly and beyond a doubt" entitled to land must be held for "special inquiry" and sent before Boards of Special Inquiry appointed by the Commissioner. At Ellis Island there are usually from five to eight such Boards in session. They have power to admit or exclude, and an appeal lies (in most cases) from their excluding decision through the Commissioner and the Commissioner-General to the Secretary of Commerce and Labor, whose decision is final. All such as the examining inspector does not hold for special inquiry he either detains "temporarily" (see infra) or permits to land at once.

The work incident to the application of a complex law to great numbers of immigrants speaking a variety of foreign

tongues must obviously be very difficult, and it requires the services of a large corps of officials. At the present time these number about six hundred and fifty, including one hundred and thirty medical officers and hospital attendants. Most cases must be disposed of through quick and accurate work, while others require careful investigation combined with great patience. As a result of experience the following divisions have been created by the Commissioner for the transaction of official business at Ellis Island:

Executive Division
Medical Division
Boarding Division
Registry Division
Information Division
Special Inquiry Division
Deporting Division
Statistical Division
Mechanical Division
Laborers' Division
Night Division

Each division, other than the Medical Division, is in charge of a "chief of division" or other head responsible to the Superintendent, and through him to the Assistant Commissioner and the Commissioner, for the efficient performance of the work of his division. Rules have been prepared for each of the divisions other than the Medical Division describing in detail the work thereof, to which rules reference is made for further information concerning the work of Ellis Island beyond that given in this paper.

EXECUTIVE DIVISION.

The Commissioner presides over the station through this division. A number of other important officials serve in it, including the Assistant Commissioner, Superintendent, Chief Clerk, Civil Engineer, Attorney, Law Clerk, Treasurer and Storekeeper. In addition there are attached to it stenographers, clerks and messengers. Through the Assistant Commissioner and the Superintendent the Commissioner keeps in touch with, and directs to such extent as he may desire, the internal work and machinery of Ellis Island.

The Assistant Commissioner is required to keep himself well informed as to the work of the station as a whole and of the several divisions and as to the character of services rendered by all employees. He is expected to rectify and correct any error in administration or, if unable to do this, to report the same to the Commissioner. He must hold himself ready to assume full charge of the conduct of affairs whenever the Commissioner is absent.

The duties of the Superintendent are those usually pertaining to this office and include supervising through the chiefs of division the work of all immigration officials other than those reporting direct to the Commissioner or Assistant Commissioner, co-ordinating the work of the several divisions, calling together the heads of divisions from time to time in conference,

and satisfying himself that the privilege holders are properly performing their several contracts.

Chiefs of division are appointed by the Commissioner and required amongst other things carefully and impartially to observe the work of the officials under them, to instruct them in their duties, and to establish amongst them a spirit of cooperation. They must see to it that their subordinates shall bear themselves with dignity and treat with courtesy all with whom they have business to transact.

The work of the Executive Division further includes: the conduct of the principal external affairs of the station (including all relations with the Washington authorities and the more important relations with other Government offices and the transportation companies); receiving and replying to all correspondence, amounting to 300 letters a day, more or less; distributing or disposing of telegrams (twenty to thirty thousand per annum) received on behalf of immigrants; appointing boards of special inquiry; receiving notices of appeal and hearing appeals from board decisions; passing upon requests for rehearings before boards ~~and for admission on bond~~; conducting the law work except actual litigation conducted by United States Attorneys; executing warrants to arrest aliens who are improperly in the country and conducting hearings thereon; keeping the Government accounts; purchasing and supervising the expenditure

of supplies; drawing plans and specifications for and supervising the execution of all construction work; caring for Government property; supervising the operation of the ferryboat and other boats; and supervision (by the Commissioner, Assistant Commissioner and Superintendent) of all other divisions.

Some of the most difficult and important work which devolves upon the Commissioner is that of hearing appeals from board decisions, dealt with more fully under "Special Inquiry Division".

An immense amount of law work and work of a quasi legal character must be done at Ellis Island. In litigated matters the office is represented by the United States Attorneys (usually those of the Southern and Eastern Districts of New York). There may be as many as forty or fifty active matters in the Courts at one time relating to a variety of subjects. While, as already stated, the Courts have no jurisdiction to review the decisions of the immigration authorities except where abuse of authority can be shown, yet many writs of habeas corpus are sued out, almost always, however, improperly so, the Courts being willing to grant them upon the mere sworn conclusion of some one that an alien is being improperly held, without requiring the facts to be stated on which such conclusion is based.

The records show that with rare exceptions these writs are dismissed on the ground that the alien has had the executive hearing which Congress contemplated he should have and been duly excluded by a board of special inquiry. Some of the further classes of litigated matters at the present time are as follows: (a) Sundry breaches of the immigration law by steamship companies for the improper landing of immigrants (failure to detain them on board), for taking on board immigrants with dangerous contagious diseases, for attempting to smuggle immigrants into the country (see file No.65496), and for improper manifestation; (b) questions arising out of the fact of former domicile in the United States; (c) status of wives and sons of naturalized citizens; (d) suits to recover penalty for importing contract laborers and from bondsmen in public charge cases; (e) prosecutions arising out of the importation of women for immoral purposes and for failing to report inmates of houses of prostitution (Act of June 25, 1910 - conviction secured April 10, 1911); (f) prosecutions for perjury committed before boards of special inquiry. While the litigation itself is conducted by the Department of Justice, yet this office, through its attorney and law clerk, is necessarily and properly called upon to do a great deal of work in preparing the cases.

Some of the non-litigated law work includes drawing numerous contracts (many of them relating to improvements), and

proceedings incident to the arrest and deportation of certain classes of aliens improperly in the United States. These classes are (a) aliens who have entered the country in violation of law or without inspection and such as have become public charges therein "from causes existing prior to landing", and (b) alien prostitutes and procurers. The former may be deported within three years of the time of entry, the latter at any time. An alien has entered the United States in violation of law if in fact he belonged to one of the excluded classes, although such fact may at the time of entry have escaped attention. Usual instances in which an alien becomes a public charge are where he enters a public almshouse or a hospital or is sent to jail. What may be a "cause existing prior to landing" depends somewhat on the circumstances of each case. Where the alien is found in a public almshouse or a hospital the proof usually required to show that his presence there is due to a "cause existing prior to landing" is a medical certificate establishing the existence of some mental or physical disability prior to the time when he entered the country. Congress has conferred upon the Secretary very great powers in respect of the arrest of all such aliens and his decision is not subject to review by the Courts, which require only (though this is not mentioned in the statute) that prior to deportation there shall have been a hearing, however summary, in order that the alien shall have enjoyed

"due process of law". The Secretary is, for practical reasons, compelled to delegate to the immigration authorities the work of conducting such hearings and preparing the records on which deportation occurs. This, though burdensome, is, like so much other work at Ellis Island, very interesting. Wide latitude is given to the officer presiding at such hearings (which the Commissioner himself often conducts). He is not hampered by technical rules of evidence, and with intelligent action he may render these proceedings a very effective means of ascertaining the truth - in some sense a more effective means than are court proceedings. For further information concerning this matter reference is made to a paper entitled "Explanatory of Warrant Proceedings". See also annual report for 1911, title "Court Decisions".

It is of immense importance that immigrants be received at Ellis Island in a manner calculated to make upon them a favorable impression. To secure proper treatment on the part of all officials everywhere and at all times an order has been widely posted requiring that they "shall be treated with kindness and civility by everyone at Ellis Island", and the Commissioner requests that any instance of disobedience of this order be brought immediately to his attention. Furthermore the premises outdoors are made to appear as attractive as possible, through lawns, flowers and hedges, while inside the buildings are kept clean, notwithstanding the conditions render

them some of the hardest buildings in the world to keep clean.

So long as immigration occurs there will be on hand unscrupulous persons ready to exploit the ignorant immigrant after he leaves Ellis Island. Usually they are found to be the immigrant's own countrymen. Though the statutes authorize the authorities to protect the "United States and aliens migrating thereto from fraud and loss", yet the amount of protection which they can give after the immigrant has passed beyond their control is limited. But while unable themselves to give much protection, they can through their influence effectively assist outside agencies engaged in giving it. Much in this direction can be done by the missionaries and immigrant aid societies, referred to later. A new influence for good has recently come into this field through the North American Civic League for Immigrants, composed of high minded citizens who are endeavoring, amongst many other things, to protect immigrants from imposition between the time when they leave Federal control and arrive at destination. They provide guides to conduct immigrants, at reasonable charges, to their destination in and about New York City and from time to time they are causing notorious swindlers to be sent to jail, thereby deterring a large number of others from plying their trade.

For a description of the conditions that existed formerly outside of the Barge Office under which immigrants were robbed

and taken to places to which they did not wish to go, (which conditions were mostly eliminated through the efforts of the Ellis Island authorities) see letter to the Commissioner dated January 7, 1905, file No.25545.

MEDICAL DIVISION.

The statute provides (Section 17) that the physical and mental examination of all arriving aliens shall be made by medical officers of the U. S. Public Health Service. They are under the Treasury Department and detailed for service at Ellis Island and other immigrant stations. The statute further provides that these officers "shall certify for the information of the immigration officers and the boards of special inquiry any and all physical and mental defects or diseases" observed by them. The importance of their work has already been alluded to and can hardly be exaggerated. Nearly two-thirds of the buildings at Ellis Island are hospitals. These medical officers are relied upon to detect all mental defects and also all physical defects not dealt with by the State Quarantine authorities. The latter remove from the vessel at Quarantine and send to Hoffman and Swinburne Islands in the lower Bay all immigrants suffering from any quarantinable disease, the principal diseases of this character being cholera, yellow fever, smallpox, typhus fever, leprosy and plague. All other physical disabilities are dealt with by the medical officers at Ellis Island, who are also expected to hold all idiots, imbeciles, feebleminded persons, epileptics, insane persons, those who have been insane within five years, and those who at any time have had two or more attacks of insanity. One of the contagious diseases of most frequent occurrence is trachoma, a disease of the eye prevalent in many parts of Europe, the result in part of low vitality and filthy surroundings. But for the immigration law

this disease would soon spread to many parts of the United States. Further reference to some of the work of the Public Health officers is made under the title "Registry Division". Immigrants pass before the medical officers before they are inspected by the immigration authorities. Medical officers always accompany the inspectors of the Boarding Division down the Bay to assist in the inspection of cabin aliens, which usually occurs between Quarantine and the docks. Immigrants suffering from disabilities of a serious character are sent to the Ellis Island hospital, and appropriate medical certificates are thereafter issued for the information of the immigration authorities.

BOARDING DIVISION.

The law provides (Section 16) that it shall be the duty of the immigration officials "to go or send competent assistants" to vessels arriving with aliens and there inspect such aliens, or "said immigration officers may order a temporary removal of such aliens for examination at a designated time and place"; such temporary removal not to be considered a landing. The Government is thus empowered at its option to inspect all aliens on the vessel or to order all of them, irrespective of class, to Ellis Island. The practice is to order to Ellis Island all who come in the steerage (commonly known as immigrants), but to inspect on the vessels those coming in the cabin, sending to Ellis Island only such of them as it is found necessary to detain for further inquiry.

The first immigration officials to come in contact with arriving aliens are those of this division. Their headquarters are at the Barge Office, Manhattan Island, where the times of probable arrival of vessels at Quarantine are announced through a ticker. They proceed to Quarantine on the cutter belonging to the Immigration Service, accompanied by medical officers of the Public Health Service. Upon boarding a vessel the medical and immigration officials proceed to inspect the cabin aliens and are often able to do so by the time the vessel is docked. The process of inspection is the same as at Ellis

Island and is described fully under the heading "Registry Division". Cabin passengers as a rule are less apt to be ineligible than are steerage passengers, their inspection can proceed more rapidly and far fewer are held for special inquiry. As to this, however, much depends on the character of the passengers. On some lines, particularly those running on southern routes, the difference in price between the steerage and second-cabin ticket may be as low as $10, resulting in many persons of the immigrant type traveling in the second cabin. Again some steamship officials (fortunately few) attempt evasion of the immigration law by sending obviously ineligible immigrants in the cabin, and sometimes families are separated in the expectation that the ineligible one traveling in the cabin may pass through unnoticed. During three recent months the number of second cabin aliens brought to Ellis Island reached over 2,000.

All aliens brought to the United States must be properly manifested. As to the preparation of the manifests and the proper method to be pursued in procuring the information necessary to complete the same, see Sections 12 to 16 of the law and office letter of August 23, 1902, addressed to the owners of vessels bringing aliens to New York. To enable inspectors to use the manifests, instead of the ship's passenger list (as formerly occurred) in the inspection of second cabin aliens a

circular letter was issued under date of October 20, 1902, in relation to the grouping of such aliens. It requested also that first cabin manifests be printed on pink paper, those of the second cabin on light yellow paper, and those pertaining to steerage aliens on white paper. The identification cards of second cabin aliens found qualified to land are stamped by the boarding inspector and must be surrendered upon leaving the vessel. See circular letter dated April 8, 1903.

Upon the completion of the inspection of cabin aliens it becomes the duty of the immigrant inspectors on board to grant to steerage passengers claiming to be citizens the opportunity to satisfy them that they are such, and if this be the case, to allow them to land at the dock. Those claiming to be native born citizens must make affidavit to this fact. Those claiming to be naturalized citizens must present a passport such as is issued to citizens or a final naturalization certificate, and such as are unable to do this are sent to Ellis Island for inspection. There are many fraudulent naturalization papers and irregular passports in existence, and valid ones are often bought and sold. The task of the inspector who passes upon these cases is often both a difficult and a delicate one, since citizens usually resent being brought to Ellis Island with immigrants. It has, however, been decided by the Supreme Court that the immigration authorities have the right to hold

arriving passengers for the purpose of determining whether or not they are citizens.

Cattlemen receive special consideration in view of the peculiar character of their work, and certificates are issued to those sailing in charge of live-stock entitling them to re-enter the country without inspection. See Treasury Department circular No.135, and office letters No.759 of November 14, 1899, No.759 of February 11, 1901, and No.769 of February 4, 1903, in relation to these matters and to the manner in which steamship companies desiring the attendance of an inspector at the departure of a cattleship shall give notice thereof. Similarly horsemen and birdmen are always inspected at the dock and are not required to go to Ellis Island except for some good cause, such as disease.

It is not practicable or necessary to recite here all of the further matters to which inspectors of this division must give their attention. They are enumerated in the rules. Suffice it further to say that their work is of a very responsible nature, and coming as they do in contact with cabin passengers, they are required to use special judgment and tact in its discharge. Criminals and other bad characters, usually bearing no earmarks, seek to enter the country by taking passage in the cabin, and yet the intelligent work of the boarding inspectors often results in their apprehension. These inspectors

are put in possession of many confidential notices received in relation to persons about to arrive. While most of them are sent bona fide and are of great value in the detention of criminals, yet some of them are lodged here through spite. The duty of determining to which class such a notice relates usually devolves upon these inspectors, and it is greatly to their credit that they apprehend many bad characters and that only rarely is their conduct made even the subject of a complaint. In this connection let it be noted that the power of the immigration officials is so summary [redacted] that foreign authorities desiring to have an alien apprehended often seek to accomplish through the Immigration Service what should be accomplished through extradition proceedings. This office always declines to allow itself to be used in this manner.

The further duty devolves upon the boarding inspectors of seeing to it that the steerage aliens (immigrants) are sent to Ellis Island. The rules require that all steerage aliens be sent there, and it is only in very exceptional cases and upon very peculiar facts that the Commissioner consents that one be inspected and released at the pier: for a contrary practice might open the door to great abuses. They proceed to Ellis Island on barges and small steamboats, the steamship companies being responsible for their safe delivery at the immigrant station. It is customary for one of the officials who has boarded the

st-amer to accompany them and he brings with him the manifests. Where more than one barge or boat is required, he usually comes with the last one and sends the manifests to Ellis Island by the master of the first.

REGISTRY DIVISION.

Upon reaching Ellis Island the immigrants first pass before the surgeons and then come before the officials of the Registry Division for inspection. This division should be properly called "Division of Primary Inspection" because the work of registering is only an incident of the important work done here, and registry work is also done in the Boarding Division. But it is not easy to change designations sanctioned by long usage, hence the expression "Registry Division" is allowed to stand. The statute requires that the owners of vessels furnish "manifests" (Sections 12 and 13) containing the names and certain information in relation to all immigrants, and to each immigrant or head of a family there must be given a "ticket" designating the particular manifest sheet in which his name appears. The Chief of the division places inspectors at the end of each of the long lines on the registry floor, distributes the manifest sheets amongst them, and thereafter the "groupers" see to it that the immigrants enter the line at the end of which are the manifest sheets containing their names. The examining inspectors question each immigrant as to the information contained in the manifest and correct any errors or omissions, of which there are usually many. Upon the corrected facts and the impression gained by observation and conversation they determine whether or not the

immigrant is "clearly and beyond a doubt entitled to land". If they believe this to be the case he is forthwith landed. But if they entertain the slightest doubt it is their duty not to attempt to solve the doubt but to hold the immigrant for special inquiry. These inspectors are constantly called upon to solve difficult questions and to exercise good judgment upon a brief investigation. The proportion of immigrants held for special inquiry varies greatly. Sometimes only five percent of those on a given vessel will be so held and again the number may rise to thirty percent. While the inevitable differences of opinion amongst inspectors as to who is and who is not "clearly and beyond a doubt entitled to land" is a factor to be considered in this connection, yet the chief reasons for these variations lie in the differing personal characteristics of the immigrants. Experience shows that those from southern, south-eastern and eastern Europe are more likely to be ineligible than are those from northern Europe; and this for many reasons, which go to the essence of the immigration problem, including the fact that more of them are in poor physical, mental and financial condition, more of them illiterate and more of them possess a low standard of living.

Rules have been laid down to guide and assist inspectors in determining who should be held for special inquiry. Immigrants obviously belonging to any of the excluded classes must

of course be so held. Included in this category are those certified by the surgeons to be idiots, imbeciles, feeble-minded persons, epileptics, insane persons, and those afflicted with tuberculosis or with a loathsome or dangerous contagious disease. Exclusion (by a board of special inquiry) follows as a matter of course upon all such certificates and cases of this class are from the administrative point of view the simplest ones that come before the office. Immigrants certified by the surgeons for any other mental defect, those who have ever been objects of public charity, those who appear to be devoid of ordinary intelligence, unmarried pregnant women and children under sixteen unaccompanied by either parent, should also be held for special inquiry as a matter of course, but in these cases exclusion may or may not follow.

Reference has already been made to the grave administrative difficulties which attach to the application of the law to three of the excluded classes, namely, persons suffering from physical defects which may affect their ability to earn a living, paupers and persons likely to become a public charge. Some of the physical defects which require consideration in this connection are ankylosis of various joints, arteric-sclerosis, atrophy of extremities, chronic progressive diseases of central nervous system, chronic inflammation of lymph glands of neck, dislocation of hip joints with shortening and lameness, double hernia,

goiter, poor physical development, locomotor ataxia, psoriasis and lupus (chronic skin diseases), valvular disease of heart, and well-marked varicose veins. It is usually necessary and proper to hold for special inquiry all immigrants certified by the surgeons to be suffering from these or other like defects. They are not, however, per se grounds for exclusion (as are idiocy, insanity and loathsome or dangerous contagious diseases), though when present in aggravated form they usually affect the immigrant's ability to earn a living (often they render him incapable to do so) and they thus operate to bring him within one of the excluded classes irrespective of whether in addition he is a person likely to become a public charge. This is a fact not generally understood.

In determining whether or not an immigrant is a pauper or a person likely to become a public charge, inspectors must consider amongst other matters his occupation, his proficiency in the same (including, where relevant, his physical ability to pursue it and his mental aptitude therefor), the demand for labor or services of the kind he is able to render at the place to which he intends to go, the number of persons who may be dependent upon him for support either here or abroad, and the value of his property. The vital question in these cases usually is whether or not he will be able to secure profitable employment and be self-supporting before his funds are exhausted. In the

absence of a statutory provision no hard and fast rule can be laid down as to the amount of money an immigrant must have, but he should be detained where his funds are not deemed adequate for his maintenance until such time as he is likely to find profitable employment. Cases of wives and minor children going to persons as to whom the examining inspector is satisfied that they are able, willing and legally bound to support them may constitute exceptions to this rule.

The application of the law to criminals, anarchists, contract laborers and some of the other classes is also difficult, but for other reasons: such persons rarely bear any earmarks, and many of them are entering the United States because the authorities are ignorant of, and have no means of learning, the facts on which they should be excluded. This is likely to continue to be the case until Congress perfects the machinery of the law. As to this see Commissioner's annual report for 1912.

Where immigrants are presumably qualified to land but there exists some minor objection to permitting them to do so immediately, which objection is likely to be overcome within a short time, the examining inspector may postpone completion of the process of primary inspection by detaining them "temporarily", sending them to the Information Division where their cases are disposed of under the rules of that division. Typical instances where such action may be proper are where addresses

must be verified or relatives or friends notified to call. Whether or not an immigrant shall be landed, temporarily detained or held for special inquiry often calls, as do so many other things at Ellis Island, for the exercise of sound judgment based upon a knowledge of all relevant facts which may be ascertained.

An immigrant held for special inquiry receives a yellow card with appropriate data inscribed thereon, while one temporarily detained receives a white card similarly inscribed. These cards serve to identify those holding them so long as they remain at Ellis Island. The final disposition made of their cases is noted on the back prior to filing.

The inspection of immigrants who have been sent to the hospital may occur either later in the Registry Division or at the hospital, according to the nature of the affliction.

Special regard is had for the safety and convenience of small children, young women and aged persons. If they are going to inland points they will be urged to telegraph their relatives or friends before leaving Ellis Island, and to insure this being done inspectors pin to them slips of paper bearing the word "Telegraph". If they are going to New York they are detained until called for by some one.

Not one of the least difficult features of Ellis Island work is that much of it must be done through a great number

of foreign languages. The services of interpreters are required who read, write and speak the following languages or dialects:

Albanian	Montenegrin
Armenian	Norwegian
Bohemian	Persian
Bulgarian	Polish
Croatian	Portuguese
Dalmatian	Roumanian
Danish	Russian
Dutch	Ruthenian
Finnish	Servian
Flemish	Slovak
French	Slovenian
German	Spanish
Greek	Swedish
Italian	Syrian (Arabic)
Lithuanian	Turkish
Magyar	Yiddish

Interpreters are attached in the first instance to the Registry or Boarding Divisions, and upon the application of the chairmen of the boards and heads of other divisions requiring their services they are assigned for duty in accordance with such requests.

The question of liability of alien seamen to inspection under the immigration laws has always proved a difficult one. Owing to the peculiar nature of their calling they enjoy privileges accorded no other aliens. Only such as land with intent to abandon their calling are subject to the immigration laws. Thus the door is opened to great abuses. When an alien seaman has deserted it is the duty of the owner of the vessel to notify the immigration authorities at once, but he often fails to do so and there is no way of compelling him to. The attention of

Congress has been directed to this matter.

Immigrants found by the officials of this division qualified to land forthwith are directed either to the ferryboat or to the railroad room, according as their destination is New York or some point beyond.

INFORMATION DIVISION.

Several hundred thousand persons call annually at Ellis Island for various purposes, some on official business, others as visitors, but the great majority to meet or make inquiries concerning relatives and friends. All such persons are referred to this division; hence its name. To collate and distribute the information called for and direct the persons calling to the particular part of the building to which they must go consumes the time of over twenty officials.

To this division is sent timely information concerning detained immigrants from various other divisions and from the hospital, so that answers may be given to inquiries. There is kept here a record of those held for special inquiry in which is listed opposite each name the action taken by the board and where the immigrant goes upon leaving Ellis Island. This record is referred to when persons call for interviews with excluded immigrants and those whose cases are deferred and when such persons are directed to the Commissioner's office to obtain a rehearing in a case once before a board. There is also kept a record of all immigrants detained in the hospital or in reference to whom medical certificates have been issued and of the ultimate disposition of their cases. Still another record is that of immigrants turned over to missionaries or immigrant aid

societies, the latter being required from time to time to submit a report showing what they have done with such immigrants.

After disposing of inquiries concerning detained immigrants, the addresses of others who have already left Ellis Island without being detained are looked up on the manifests and given to those properly applying therefor.

The records of this division are used also by the clerks of the Executive Division charged with the disposition of telegrams and money orders intended for immigrants. Over 20,000 such telegrams are received annually, and much care must be exercised in distributing them.

Under the heading "Registry Division" reference was made to "temporarily detained" immigrants who are presumably qualified to land but whose inspection it was desirable to postpone a short time to enable them to overcome some minor objection standing in the way of immediate landing. They are sent to this division because usually they are detained to be called for and, as already shown, the persons calling come to this division. The detention cards of such immigrants are taken up as they reach this division, their names with certain data entered upon sheets, full inquiry is made as to the cause of temporary detention and official postal-cards or telegrams in proper cases sent to relatives and friends.

A person calling at Ellis Island in response to such

telegram, or otherwise, must at the outset satisfy the inspectors that he is a proper person to receive the immigrant for whom he calls and that the latter desires to go with him. Touching scenes may often be witnessed when immigrants meet close relatives who have preceded them to this country and whom they have not seen for some time. Immigrants held in this division whose relatives or friends fail to call are sometimes discharged to responsible missionaries and immigrant aid societies, and this action may be proper when it will aid qualified immigrants without relatives or friends here to secure employment.

In allowing temporarily detained immigrants to land, this division completes the work of inspection begun by the Registry Division. A full record of each such case is made on the back of the detention card in accordance with a printed form appearing thereon. All who after a reasonable number of days (usually five) are unable to hear from their relatives or friends, or for any other reason fail to satisfy the inspectors of this division that they are entitled to land, are held for special inquiry and sent to the special inquiry room.

SPECIAL INQUIRY DIVISION.

The immigration law (Section 24) provides that

> Every alien who may not appear to the examining immigrant inspector at the port of arrival to be clearly and beyond a doubt entitled to land, shall be detained for examination in relation thereto by a board of special inquiry.

No harder work exists at Ellis Island than that required of boards of special inquiry. The task of the primary inspector is a difficult one, but after all he is called upon only to detect and hold doubtful cases. Boards must <u>decide</u> them. The statute affords them but little aid in doing so, nor have any rules been laid down for their guidance other than those directing their attention to the principal elements to be considered in determining who is a pauper or a person likely to become a public charge. Good board members are not easily found. They must, amongst other things, be intelligent, able to exercise sound judgment and to elicit relevant facts from immigrants and witnesses who are often stupid or deceitful. Each of the cases with which they have to deal is likely to present its own peculiar features, and they have fewer precedents to guide them than have courts of law.

Boards are appointed daily by the Commissioner in such numbers as the special inquiry work of the day may require. There may be from five to eight boards in session. Each con-

sists of three inspectors and has "authority to determine whether an alien who has been duly held shall be allowed to land or shall be deported" (Section 25). The Chief of this division distributes the cases amongst the several boards and sees to it that the immigrants, their witnesses and all documentary evidence are produced as speedily as possible. Boards may dispose of cases upon the facts as they appear at the first hearing but often the interests of justice demand that a case shall be deferred for the production of further evidence. Even after exclusion has occurred a further hearing is granted whenever new and relevant evidence can be produced. Where a Board feels itself bound to exclude though believing the case to have great merit, the chairman in addition to notifying the immigrant of his right of appeal may submit to the Commissioner a memorandum to this effect. Each board has at its disposal an interpreter, a messenger and a stenographer, and the daily board minutes vary in length from 100 to 250 closely typewritten pages.

Each board record should on its face justify the action taken. Where the appearance of an alien is a relevant fact this must be noted; also the impressions made by witnesses, and before rendering its decision the board is directed in most cases in a brief "opinion" to summarize in logical sequence

the principal circumstances upon which it bases its decision. It is especially important that it do this where its reasons are conclusions from the evidence, as is usually the case when an immigrant is excluded as a person likely to become a public charge, or where the record is a very long one. These "opinions" are of great assistance to the Commissioner and later to the Washington authorities, and what is still more important they are calculated to induce the boards to reason correctly and to refrain from rendering decisions unsupported by the facts. For further information as to this, see special paper of December 1910. Following are samples of some well considered "opinions" on which immigrants were excluded as likely to become public charges taken at random from recent board records:

> (1) The elder alien is a Syrian widow, by occupation a tailoress. She arrives penniless, encumbered with three helpless children. The testimony shows that she has been unable to support them since her husband's death. All are practically paupers, and if landed would of necessity immediately be the recipients of private charity and would probably become public charges.
>
> (2) The son because of his age (six years) is dependent upon his father for support. The father owing to his advanced years and poor physical appearance we do not believe capable of self-support - his certified condition alone renders him incapable of supporting himself. They have no one in the United States legally obligated to provide for them, neither is the money in their possession sufficient to do so.

> Upon all the facts, including incidentally the medical certificate, we find that the elder alien is suffering from a physical defect of a nature which may and will affect his ability to earn a living.

Where an immigrant has been certified for a physical or mental defect which the board finds will affect his ability to earn a living, it is directed to exclude him on this specific ground in addition to any other ground which may be warranted by the evidence. See, for instance, final paragraph of the "opinion" last above quoted.

The daily number of appeals from board decisions may range from fifteen to sixty or seventy. These appeals are heard on the board record with the appellant present and this work constitutes an invaluable means through which the Commissioner and Assistant Commissioner may keep in touch with what the various boards are doing and thus know whether proper standards of inspection are applied in the admission and rejection of immigrants. They can also see whether the questions put to immigrants and witnesses are relevant, fair and so phrased as to elicit the vital facts, also whether the conclusion reached is warranted by the record and many other things bearing on the general character of board work. While boards should be free agents and the Commissioner should studiously refrain from even suggesting how they should decide particular cases, yet as chief executive officer of the station it is his duty

to call their attention to errors in their work and also to see to it that their general standards and methods are substantially uniform, so as to ensure the likelihood of cases receiving the same consideration, whether they be sent before one board or the other.

The mere fact that on appeal the Commissioner and later the Bureau and the Department may disagree with a board, does not of itself show that it was wrong in deciding as it did, for the higher authorities enjoy a wider discretion than do the boards and it may be proper for the former to order admission in cases where it was equally proper for the latter to exclude.

DEPORTING DIVISION

Immigrants who have once been heard by a board without securing admission are placed in the custody of this division irrespective of whether they have been excluded or their case has been deferred. Its work sub-divides itself into two main parts, (1) guarding such immigrants during the day-time as well as others placed in its custody (as, for instance, persons held under warrant of arrest); (2) placing excluded immigrants on board ship for deportation. The Chief of this division usually divides his force into three parts, two of which constitute alternate watches for the guarding of immigrants, the other being known as the "deporting squad".

Immigrants detained in this division are segregated with reference to sex and, so far as the inadequate facilities permit, persons who occupied cabin quarters during the voyage are placed in separate rooms here. Criminals, procurers, and other persons of bad character are kept separate and apart from all others and, when practicable, from each other. Detained immigrants should be still further sub-divided, perhaps with reference to habits, race or nationality, but lack of space prevents this being done. They are frequently removed from the several detention rooms for various purposes, such as going before the boards for a hearing, to the dining-room for meals, in warm weather to the roof garden, or to the interview corridor to meet

relatives and friends who call upon them, and unless great care is exercised there is a possibility of their escaping or being returned to the wrong room with resulting confusion. Missionaries and society agents have access to them at all times, also steamship agents and telegraph employees in the presence of an official. So that no unnecessary detention may occur through oversight, the cases of all who have been detained more than five days without final action being taken are discussed by the Chief of this division with the Superintendent or the Chief of the Special Inquiry Division.

As soon as an immigrant has been excluded a blue deportation card is made out for him to which are transcribed the data appearing on the face of the special inquiry card, and before deportation occurs there are added height, color of hair and eyes, time when and name of steamer by which deported, and name of deporting officer. Upon notice from the Executive Division that an appeal has been filed deportation is stayed and the detention card stamped 'Appeal filed'. Prompt notice of decisions on appeal is given to this division.

At the end of the day the Night Division receipts to the Deporting Division for all immigrants in its custody and in the morning the latter similarly receipts to the former.

The deporting squad consists of six or more men and reports usually on a late boat. Before removing from Ellis Island

immigrants subject to deportation all property belonging to them, including baggage and money on deposit with the Treasurer, must be collected, the baggage properly tagged, and their passports, if any, stamped "Deported". They are usually taken to the various steamers on boats of the Moore Towing Company, but sometimes by means of wagons from the Barge Office. Whether the one method or the other be adopted depends on various circumstances, including the number to be deported and the location of the piers to be visited. It is customary to place excluded immigrants on board two or three hours prior to sailing, except that when the hour of sailing occurs early in the morning they are usually placed on board the evening before. The work of this division is often carried on until late in the night and is one of responsibility and difficulty. An official visits each vessel having on board persons ordered deported immediately prior to the sailing thereof, calls them by name and satisfies himself that all are there.

In this division, as in all others, it is of the utmost importance that honest and intelligent officials be employed. The friends of excluded immigrants often stand ready to offer a consideration for their release on the way to the vessel, while dishonest petty ship's employees have opportunities to "exchange" an alien put on board for deportation for some one really desiring to go to Europe. (See affidavit of Franz Rosulek, file No.19106).

STATISTICAL DIVISION.

The preparation of the statistical data required by law and Bureau practice in relation to hundreds of thousands of immigrants of various races and nationalities entails much work. It is performed through a large number of clerks, stenographers and typewriters, in all about fifty five employees. The principal facts given on the ships' manifests are recorded on cards (through electrical punching machines) and forwarded to Washington for tabulation. The data in relation to outgoing aliens (furnished by the steamship companies on coupons) are inspected before they are forwarded to Washington.

Since August, 1902, an alphabetical card index of all arriving aliens has been kept, each card containing a reference to the sheet of the manifest on which the name appears, so that data not transferred to the card can be readily obtained from the original source. This index is already assuming large proportions.

Another feature of its work consists in what is known as "verifying landings"; that is to say, ascertaining when and by what vessel aliens have arrived in the United States. Thousands of requests for such information are received, particularly from the various naturalization officers throughout the country since the enactment of the law requiring aliens applying for naturalization to show when they arrived in the United States.

This division prepares and submits to the steamship companies bills for head-tax in reference to all aliens arriving at New York. It also investigates and acts upon requests from steamship companies that head-tax deposited on account of aliens alleged to be "in transit" be refunded.

This division has the custody of the chief permanent records of the office, excepting correspondence, which is filed in the Chief Clerk's office. Amongst its more important records are the ships' manifests which are from time to time carefully bound and stored in the vault with detention records attached.

MECHANICAL DIVISION.

The work of this division includes: (a) caring for the elaborate light, heat and power plant, the refrigerating plant, all electric wires, bells and batteries and all fire lines and apparatus; (b) the heating and lighting of all buildings.

Fifteen thousand tons of coal, more or less, are consumed annually. The mechanical force, numbering approximately fifty men, is under the immediate direction of an Engineer-in-Charge, and composed of engineers, assistant engineers, firemen, wiremen, dynamo tenders, machinists and laborers, divided into three watches, each of which remains on duty eight hours. While this arrangement involves the unpleasant necessity of midnight trips between the Barge Office and Ellis Island, yet it seems preferable to any other. At each change of watch it is necessary to examine the water in the boilers, the feed pumps, engines, dynamos and all other machinery, including during the cold season the heating apparatus; also the condition of the coal bunkers, of the salt and fresh water tanks at the power house and of the emergency tank in the main building. It is the duty of the Engineer-in-Charge to keep himself informed as to the condition of the cable to Manhattan Island and the water-main from Communipaw. The latter is (unavoidably) so placed that it is exposed to frequent possibility of damage, as to which see, for instance, letter to Commissioner-General dated December 20, 1912, No.98524/

155. Chief Engineer and Superintendent of Repairs to Public Buildings (Mr. A. B. Fry) exercises general supervision over the work and plant of this division.

JANITOR'S DIVISION (LABORERS AND CHARWOMEN).

To keep the buildings on Ellis Island clean is a serious problem owing to the large numbers of strange people who are constantly coming and going, many of them ignorant of the principles of cleanliness and sanitation; and yet it is both necessary and from every point of view desirable that these buildings be kept clean. In charge of this work is a janitor who has under him some fifty four laborers and seventeen charwomen, a portion of them assigned to duty in the Night Division. Some of the quarters (for instance the detention rooms, dormitories, and dining-room) become dirty much sooner than others. The instructions are that every part of the building shall be cleaned as often as may be necessary. In addition the employees of this division must empty the refuse cans and wastepaper baskets, fill the ice-coolers, inspect the gutters, down-pipes ~~and disinfecting machines~~, and take the soiled blankets to the laundry for disinfection.

NIGHT DIVISION.

So heavy and complex is the day work at Ellis Island that the fact of a great deal of work being done during the night is often overlocked. At the head of the night force is an inspector known as the "Night Inspector" and he is assisted by watchmen, matrons, laborers, charwomen and others, in all about thirty-two employees. The work consists of guarding and caring for detained immigrants and Government property from the time of departure of the late day force until the arrival on the following morning of the early day force and of cleaning parts of the building during this time.

The number of immigrants detained over night varies greatly, but often reaches 1800 and may reach 2100. Most of these must be conducted in the evening from numerous day detention rooms to various dormitories, while in the morning the process is reversed. In addition they must be taken to the dining-room for breakfast, and otherwise cared for in a variety of ways. Throughout the night each dormitory is properly guarded and the island patrolled out-of-doors.

THE PRIVILEGE HOLDERS.

The foregoing is an outline of the principal work done at Ellis Island by Government agencies and of the machinery and processes by which it is carried on. There remains to be mentioned the work done at Ellis Island by outside agencies though under Government supervision. The immigrants, especially the detained ones, must be fed; those found qualified to land must be given the opportunity to exchange their foreign money and those going to New York City or vicinity to have their baggage delivered. All such business is done through what are known as "privilege holders" selected by statutory authority usually "after public competition subject to such conditions and limitations" (Section 30) as the Washington authorities may prescribe.

Food is supplied by a contractor to two different classes of immigrants and to each class by a different method. To all detained immigrants meals are furnished at the usual hours at the expense of the steamship companies bringing them, while immigrants who have been passed by the authorities and who are about to leave Ellis Island for points beyond New York may buy packages or separate articles of food at prescribed prices. The gross business done under the feeding contract is a very large one and the records show how badly at times it has been performed. In his annual report for the fiscal year ended June 30, 1902, the then new Commissioner had occasion to score the contractor who held this privilege prior to that date. A new contractor

was installed under whom the business was conducted honestly and decently. In 1909 the same Commissioner upon resuming office found it necessary to proceed against another contractor for very serious violations of his contract and as a result it was canceled (see office file No.56356). It is most unfortunate that the contract for feeding immigrants has so often been the centre of abuses. Its execution may be attended with difficulties; but given an honest contractor (a dishonest one can readily be discovered and dismissed), and a Commissioner who shall insist that the contract be performed efficiently and correctly, and it is quite feasible to have this business carried on in a manner satisfactory to all reasonable persons concerned.

During years of heavy immigration over twenty million dollars are exhibited by immigrants at Ellis Island, more or less of it being foreign money which it is advantageous for them to exchange before they land. This they are enabled to do at Ellis Island. Here, too, it is possible for a dishonest contractor to make large illegitimate profits, and it is very important that the Government supervise closely the conduct of this business. One contractor it was found necessary to turn out (see office file No.5887).

The services of a baggage expressman at Ellis Island are

required only by immigrants going to points in Greater New York, Jersey City, Hoboken and Staten Island. This business, too, has at times been very badly conducted. See as to this office file No.56355. In a sense this business is more difficult to supervise than either of the others mentioned, because it is carried on away from Ellis Island. But experience has shown that it is quite possible for the Commissioner, if he will only go about this matter in the right way, to compel a substantially correct execution of the baggage contract and to reduce to a minimum instances of overcharges and improper deliveries.

Still other privilege holders are the two great telegraph companies, each of which has a station at Ellis Island. Both transact a heavy business, though one less heavy than before the official postal-card was placed at the disposal of immigrants desiring to summon relatives and friends from New York City.

It is often necessary to allow petty agents of privilege holders to circulate amongst the immigrants for the purpose of transacting their legitimate business. One means of guarding against abuses on the part of such agents is to let it be known that frequent tests are secretly made as to the manner in which they do their work, and the results recorded. Furthermore, all persons (including particularly the missionaries) who may have knowledge of any wrongdoing are urged and required to inform the Commissioner thereof. Privilege holders should be

required to confine their activities strictly to the work for which they are allowed representation. Officials are forbidden to borrow money or receive any consideration from any of them. For official communications dealing with some of these matters see office letter No.18918 of August 1, 1903, Bureau letter No.40231 of August 4, 1903; also office letter No.19695 of October 13, 1903, and Bureau circular letter No. 52730/20 of December 18, 1909.

THE TRANSPORTATION COMPANIES.

These, too, are privilege holders, but of so peculiar and important a character as to render it proper to refer to them under a separate heading. Virtually all of the steamship and railroad companies with termini in Greater New York, Jersey City and Hoboken (including the coastwise steamship companies to Norfolk, Savannah, New Orleans and other points) have representation and transact important business at Ellis Island. Together they constitute a notable aggregation of powerful corporations. The railroad passenger business originating at Ellis Island amounts to many millions of dollars annually. As to several matters the interests of the steamship companies and of the Government are in a sense adverse, and the former must not be permitted to attempt to interfere with the execution of the law. Under conditions such as exist at

Ellis Island there is always danger that subordinate transportation agents will seek (though without criminal intent) through small favors to influence weak Government officials, and it is one of the important duties of the Commissioner to see to it that nothing of this sort occurs.

Prior to 1902 it was the practice for many of the transportation companies to issue passes to Ellis Island officials. Commenting on this practice the new Commissioner wrote in his annual report for 1902 as follows:

> The duty of this office is, and presumably always will be, to execute statutes enacted to restrict immigration, while the interests of the powerful transportation companies represented at Ellis Island demand liberal immigration laws and a liberal execution of the same. Since this office is constantly called upon to assume an attitude more or less at variance with the pecuniary interests of these transportation companies, I believe it should always decline to accept from them any favors not accorded to private persons.

Immigrants going beyond New York City often arrive with "orders" for further transportation. These are as a rule mere contracts between them and the steamship companies that the latter will see that they are carried to destination by rail or partly by water and partly by rail. The obligation of the railroad companies arises after these "orders" have been exchanged for "tickets". This occurs at Ellis Island. For many years the "Trunk Line Association", on which most of these orders were drawn, has distributed this great volume of business amongst the various trunk lines east of the Mississippi according to

percentages determined by them, while west of the Mississippi such business has been distributed by the Western Passenger Association. The immigrant is too ignorant to know by what route to proceed, and the Government has thus far contented itself with exercising a general supervision, endeavoring to prevent the selection of improper routes and satisfying itself that immigrants were properly treated while in charge of the railroad companies. For this purpose inspectors have frequently been detailed to travel incognito on immigrant trains and submit reports, which are on file. In 1911 two of the great trunk lines (the Lackawanna and the Lehigh Valley) broke away from the Association but joined it again in 1912. As to this and other related matters, see file No. 46341, including particularly hearing of December 29, 1911, and correspondence arising out of the same. In July 1911 the practice of renting quarters at Ellis Island to the Trunk Line Association was discontinued, subsequent leases being made with the individual railroad companies.

This office found it necessary to prohibit the railroad companies from making additional charges to immigrants arriving with unconditional "orders" for further transportation at an agreed figure. See letter of July 24, 1903, file No.18510, also Rules for the Registry Division. See also correspondence with Interstate Commerce Commission (file No.46341) and its letter of December 16, 1912 confirming correctness of such prohibition. It has frequently become necessary to regulate the immigrant traffic to the west via Old Dominion Line. See particularly notice of April 9, 1903, (old) file No.5887, also notice of June 13, 1910, file No.46347.

MISSIONARIES AND IMMIGRANT AID SOCIETIES.

Immigrants who are qualified to land some times require assistance beyond that which the Government is able to give in their efforts to get into quick touch with relatives or friends or to find employment; and in this connection the missionary may do work of real value. Another field for his work is found amongst the unfortunate immigrants who are excluded and will reach Europe with scant clothing and funds. For many years a number of earnest missionaries and representatives of immigrant aid societies have been coming to Ellis Island. For the great good they have done and are doing they are entitled to high praise and to every encouragement. It is unfortunate that from time to time so many persons calling themselves missionaries, though in fact mere boarding-house keepers (and dishonest ones at that), have found a footing at Ellis Island. The effrontery of some of these persons passed belief. They appeared to think that they could use a Government station as a basis for abusing, swindling and otherwise exploiting immigrants and taking them to filthy places where they detained them to swell the revenues of their boarding-houses and

exposed even women and girls to coarse and vulgar treatment. At one of the so-called "Homes" a rubber hose filled with shot was kept for the purpose of compelling immigrants to obey. The presence at Ellis Island of persons willing to tolerate such abuses tended not only to lower the tone of the place but was unfair to the real missionary. The files show that at various times the Government has taken very drastic action with a view to ridding Ellis Island of all such parasites. In this connection reference is made to the following office files: No.15148 (letters of October 10, 1902, and April 13, 1903); No.13763 (letter of June 7, 1903); No.19916 (letters of December 30, 1903, and April 30, 1904); No.55635 (letter of August 10, 1909); No.55623 (letters of August 10, 1909, and September 29, 1910); No.55608 (letter of August 15, 1909); No.55607 (letter of August 25, 1909); and No.55614 (letters of January 9 and April 3, 1911); also to the Commissioner's annual reports for 1909, 1910 and 1911. There is reason to believe that the false missionary has now been driven from Ellis Island, but past experience shows that continued vigilance will be necessary to prevent his return.

53.

CONCLUSION.

The foregoing summary, however incomplete, indicates in some measure the variety, complexity and perhaps also the difficulty of Ellis Island work. A few of the duties of the Commissioner have from time to time been referred to. As the executive head of the office he must exercise general supervision over all of the work and the plant and above all see to it that the numerous officials under him perform their several duties in an effective manner. This they can do only if permitted to work through a proper organization, for the creation and maintenance of which the Commissioner is responsible. The machinery of each division must be in good working order and all divisions must work together in harmony. Much depends on the men selected as heads of divisions, but the Commissioner should know enough of the work of each division to satisfy himself that it is properly carried on, and this he must accomplish without so immersing himself in detail as to lack time for the larger questions which are ever before him. How this shall be done is a problem which each Commissioner must solve for himself. The hearing of appeals brings him into direct contact with some of the most important detail work of the office, namely, that of the boards in cases where there has been exclusion with subsequent appeal, but it is not so easy for him to keep himself informed as to other board cases (for instance, those in which admission occurs) or to the no less important work of the Registry Division, which admits the great majority of immigrants after a brief examination.

In closing this summary it may be pointed out that the number and variety of people from all quarters of Europe, with some from Asia and Africa, many of them most interesting and with customs varying widely from our own, who annually come to Ellis Island for inspection under the immigration law, result in making this a great human nature office, with a long list of comedies and tragedies, and an office very interesting to administer.

WILLIAM WILLIAMS,

Ellis Island, Commissioner.

December, 1912.

William Williams Papers, New York Public Library

APPENDIX M

VISITORS' GUIDE TO ELLIS ISLAND: 1913

VISITORS' GUIDE TO ELLIS ISLAND

[December 1913]

1. How to visit Ellis Island.—Permission may be obtained by written application addressed to the Commissioner. Ellis Island is reached by the Government ferryboat which leaves the southernmost point of Battery Park at 10, 11, 12, 1, and 2. It returns at 10.30, 11.30, 12.30, 1.30, 2.30, and 3.30. Visitors should leave Ellis Island not later than 3.30 p. m., **otherwise they may be detained there until 5.30 p. m.** It is often necessary to limit the number of visitors applying for admission on Saturdays. Ellis Island is closed to visitors on Sundays. The Government does not furnish guides, but these are unnecessary, provided visitors will read this paper and the other carefully prepared statements posted for their information at various points in the building.

It is rarely possible to state long in advance at what particular times immigrants will be arriving.

2. Examination of Immigrants.—Ellis Island consists of three islands connected by causeways. The two to the south of the ferry slip are devoted solely to hospital purposes. All immigrants other than those who arrive sick are conducted to and forthwith examined in the main building on the northerly island. Visitors should enter it at the southwest tower (see "Visitors' Entrance"), and proceed up two flights of stairs to the gallery above the main floor. On the latter the immigrants undergo inspection and on some days as many as five thousand pass down its lines. For information as to the processes of inspection, see the carefully prepared explanatory statements posted at the railing at both ends of the gallery. The latter is lined with small dormitories. From the adjoining easterly roof garden an excellent view is obtained of New York Bay and of all parts of Ellis Island.

The foregoing are among the points of greatest interest. The other points of interest are, owing to pressure of business, not open to visitors at all times.

3. Immigrants' Dining Room.—Closed to visitors between 11.45 and 1.30. Proceed through door bearing sign "Special Inquiry Division, Deporting Division, Immigrants' Dining Room," and continue through passageway until the dining room is reached. It has a seating capacity of twelve hundred. Detained immigrants are fed there at the expense of the steamship companies. Read posted statement entitled "Information for Visitors" at the entrance thereof. Posted bills of fare show what food immigrants receive.

4. Immigrants' Large Dormitories.—Closed to visitors between 11.45 and 1.30. Proceed from

dining room down long corridor to right, often filled with detained immigrants and their friends who have come to call on them. The dormitory is at the end of this corridor. **Visitors may not proceed beyond the entrance to this room, for their presence would interfere with official work.**

5. **Railroad Rooms.**—Return past dining room to main inspection floor following signs "To Railroad Rooms." Descend stairway of northwest tower (to the left). In the quarters below may be seen the immigrants who have passed inspection and are proceeding to points beyond New York by rail or by boat. They consist (1) of the room in which tickets are sold to all points in the United States or Canada, and (2) of the waiting room beyond, whence immigrants are taken by boat to the various railroad terminals about New York City. See in each of these rooms posted statement entitled "Information for Visitors." In the waiting room food is sold under Government supervision to those who wish to buy it for use during their journey by train. Visitors may not proceed beyond the point at which is located the "Post Office" (near the entrance), and are requested **not to linger in any of the railroad rooms.** From the waiting room return to ticket room, leave it at the point at which it was entered, and proceed (passing offices of missionaries and immigrant aid societies) to

6. **Information Division.**—See large sign above door. It is to this place that persons come in great numbers, principally from New York City, in search of information concerning detained immigrants. Proceed through the tiled office to the next point.

7. **Where immigrants are met by friends.**—Apply to any guard. Such immigrants are mostly women and children bound for New York City or vicinity, the Government deeming it advisable to require their relatives or friends to call for them, rather than to send them out alone. Those so calling are carefully cross-questioned before they are permitted to take away any immigrant. Interesting scenes may often be witnessed as a result of the meeting of people who have been separated for some time. One of the large detention rooms is situated nearby. See posted statement entitled "Information for Visitors." When the pressure of business is very great, an official will request visitors not to linger here.

8. **Hospitals.**—These are numerous and extensive and are under the direct care of the United States Public Health Service. From eight to ten thousand cases a year may be brought to them, and these may cover almost every conceivable disease.

BY ORDER OF THE COMMISSIONER.

ELLIS ISLAND, *December 1, 1918.* 14—585

APPENDIX N

IMMIGRANT EXAMINATION PROCEDURE AT ELLIS ISLAND: 1913

To the immigrant Ellis Island is an ordeal. The "man at the gate" is a big giant who can speed him through or crush the life out of his hopes in an instant. A thousand lies, some useful, some useless, and some unnecessary, are prepared in the hope that they will help in the navigation of the tortuous channel of admission to America. Passing quarantine and the customs officials as the ship comes up the bay, it is warped into its dock, and when the last cabin passenger has gone ashore the steerage people are put into barges and towed away to Ellis Island, where final judgment awaits them. Their tickets are fastened in their caps, or pinned to their clothes, and their bills of lading are in their hands. When they enter they are lined up in long rows, with two doctors for each row. They must walk down a narrow lane made by rows of piping, with an interval of twenty feet between them. As they approach, the doctors begin to size up each immigrant. First they survey him as a whole. If the general impression is favourable they cast their eyes at his feet, to see if they are all right. Then come his legs, his body, his hands, his arms, his face, his eyes, and his head. While the immigrant has been walking

the twenty feet the doctors have asked and answered in their own minds several hundred questions. If the immigrant reveals any intimation of any disease, if he has any deformity, even down to a crooked finger, the fact is noticed.

If he is so evidently a healthy person that the examination reveals no reason why he should be held, he is passed on. But if there is the least suspicion in the minds of the doctors that there is anything at all wrong with him, a chalk mark is placed upon the lapel of his coat. After passing the surgeons who examine their health tickets and their bodies, the immigrants next encounter the one who examines their eyes. With towels and antiseptic solutions by him, the surgeon rolls the eyelids of the immigrants back on a round stick resembling a pencil. He is looking for trachoma. Those discovered to have it are sent away for deportation.

The line moves on past the female inspector looking for prostitutes, and then past the inspectors who ask the twenty-two questions required by law. Here is where the lies are told. Most of the immigrants have been coached as to what answers to give. Here is an old woman who says she has three sons in America, when she has but one. The more

she talks the worse she entangles herself. Here is a Russian Jewish girl who has run away to escape persecution. She claims a relative in New York at an address found not to exist; she is straightway in trouble.

The surgeons mark about half of the immigrants with chalk marks as they file by, and those so marked go to another pen for further examination. Families are torn asunder, and no one has time or opportunity to explain why. Mothers are wild, thinking that their children are lost to them forever; children are frantic, thinking they will see their parents no more. Husbands and wives are separated and for hours they know not why or how.

After the immigrants have passed the inspectors comes the real parting of the ways—the "stairway of separation." Here are three stairways, one leading to the railroad room, another to the New York room, and another to the ferry.

To those who have passed muster in this ordeal the way is now open. They are inside the gate and their troubles are over. But here is a room where those go who have been given tickets marked "S. I.—Special Inquiry." This takes them to an iron barred gate behind which sits an official who admits them and has them distributed to the various detention

rooms. Sometimes two thousand may be detained at a time. Conditions are admittedly bad in some of these rooms, due to overcrowding and inadequate facilities, but all agree that the officials and those under them do all in their power to ameliorate these conditions.

Those detained are given further examinations. Such as are able to pass muster under these examinations are permitted to pass through the gates. Those who are temporarily ill are sent to the hospital. Those who are possibly deportable are given further examinations by special inquiry boards. Those to whom the gates still are barred after these inquiries, have the right of further appeal, but reversals are not very frequent.

Does the law work hardships at our immigration stations? Yes, everybody admits that. Sometimes men are turned back for trivial causes. Four Greeks were going to Canada, via New York. The Canadian law requires each immigrant to have twenty-five dollars. They had $24.37 each. When they found their funds short they wanted to come into the United States, but they could not. A child is taken down with a contagious disease and is carried to the hospital. The mother must wait and cannot even see her child. A man

and his son have had their money stolen from them in the steerage; they lack twenty dollars and must go back. And so the sad tale goes on every day.

But could the immigration authorities be vested with discretion in the matter? Then sixteen thousand debarred aliens a year would lay siege to their sympathies and each would regard his own as a special case, and innumerable difficulties would result. All authorities agree that the system in vogue is just about as humane and as free from hardships as any system that might be devised, and that would maintain the interests of the nation as paramount to the interest of the individual immigrant. It is, however, equally agreed that Ellis Island is often overcrowded and needs enlargement and that many minor changes in the immigration laws ought to be enacted.

Sixteen thousand immigrants debarred from the United States in a year! Half of these are debarred because they probably would become public charges. Some 2,300 were deported upon surgeons' certificates showing that they possess mental or physical defects which might affect their ability to earn a living. Another 1,800 were sent back because they had loathsome or dangerous contagious diseases, while

1,333 were denied admission because they were contract labourers.

Ellis Island receives about two-thirds of all the immigrants that come to America. It is really a plant built on three islands with causeways connecting them. Often more than two thousand immigrants must be detained over night, and of course there is much congestion at such times. To shelter and feed two thousand people over night is a large task. Some days as many as five thousand immigrants arrive, and to dispose of them means only two minutes to each immigrant; consequently, the inspectors must work rapidly and send every doubtful case to detention for further investigation. The next day may bring only a few hundred, or it may be a foggy day and none will come; then the detained ones can be given more attention.

The "old" immigration is usually easy to inspect. Few of them come who are not eligible, for our immigration laws are understood in northwestern Europe much better than in southern and eastern Europe. Five thousand "old" immigrants can be put through easily in a day, while with the "new" immigration such a task would represent very hard work and very long hours.

A contract restaurant is maintained at each important immigrant station, where food can be had during detention, and where it is put up in boxes for those going on railroad journeys. These boxes cost from fifty cents to a dollar.

Special immigrant trains are made up to handle those who travel in large companies. At other times they are furnished special cars, while often they must travel, men and women, in the smokers of regular trains. The immigrant gets a slightly cheaper rate than first class, but they usually get a proportionately poor service for their money.

Frederic J. Haskin, The Immigrant: An Asset and a Liability (New York, 1913), pp. 75-81.

APPENDIX O

REFORMS EFFECTED AT ELLIS ISLAND: 1920-21

October 5, 1921.

Honorable James J. Davis,
Secretary of Labor,
Washington, D. C.

My dear Mr. Secretary,

Complying with your direction while in Washington Monday I am reciting some of the reforms that have been effected during my administration at Ellis Island.

On assuming the duties as Commissioner on June 1, 1920, I was determined to humanize such portion of the Immigration Service as might come under my direction. My whole administration has been directed along that line so far as consistent with the highest degree of efficiency and the proper enforcement of the Immigration Laws.

I directed my energies at the outset toward a physical cleaning up of all buildings, grounds and equipment at this station and included in my efforts the steerage quarters of ships and the railroad stations.

A few days before I assumed the duties officially, I visited the island with an ex-corporation counsel of New York City and a police captain in plain clothes. In going over the island the first place we came to was the Discharging Division on the ground floor. While we were standing near the "Kissing Post", watching the immigrants passing, a guard rushed up to us and demanded in a most insulting manner that we move on. We were shocked at the way in which we were driven off. After a while we returned by way of the "Kissing Post", the immigrants were still passing, we stopped for a few minutes, and up rushed this guard, more officious than at first and exclaimed "Get out of here. This is Government property. Citizens have got no right around here!" The police captain suggested that he tell the guard who we were.

When he did, the guard began in the most humble way to beg our pardon. I told him that I had always heard of this spirit of officiousness on the island, etc. I then turned to the corporation counsel and said to him that I understood there were 50 anarchists awaiting deportation, and they should go on the first boat, but the first thing I was going to put off this island when I became Commissioner next week would be this spirit of officiousness. I think we have pretty well driven it off the island although here and there amongst some of the older employes and some of the officers there is occasionally quite a good deal of discourtesy and uncivility. It is dying, but dying hard.

I made my own observations and inspections of the island. I found a guard keeping watch at the S.I. door. When I asked him why he did not keep the door open to let some air in to the immigrants, he said that they ask too many questions. I told him he should be thrown out in the Bay with a stone about his neck. When I opened the door, the hot, foul sultry air almost pushed me backward. There were several hundred immigrants in the room, and seats for not more than fifty. Men, women and children were standing all day or sitting on the dirty floor.

Upstairs, adjoining this room connected by a dark stairway- a light has now been installed, was another room for S.I.s, the stench being worse than downstairs. I found only one toilet room open, a negro porter informing me that men, women and children all used the same toilet room. And even that one was stopped, the filth washing out on the floor where little children were playing. I sent for the Assistant Commissioner and he said the conditions were indefensible. I replied, they are intolerable and criminal. Of course, this condition was immediately corrected by opening the other toilet room which was in good order.

The large room or recreation porch that accommodates a thousand or fifteen hundred aliens was filthy beyond explanation. When you walked on the tiled floor you would slip in the slime . I sent for the Janitor and he acknowledged that the floor had not been washed for four months, and little children were playing in conditions that were indescribably filthy.

In the dining room for the immigrants where we serve as many as 10,000 meals some days, there was not a drop of drinking water for the immigrants. The waiters and head waiter explained to me that they never served water in the dining room. I explained to them that many of these people were used to light wines on the other side and we certainly should give them at least hydrant water. When I called the head waiter's attention to two hydrants, he said they never used them but they were immediately put into use and we have since had drinking water three times a day in the dining room. The immigrants were really burning with thirst in the heat of the summer. They were thirsty as wolves.

In going through the dormitories at night there was practically no ventilation, all the windows being closed tight, with three or four hundred people sleeping in the same room. I also found that the toilet rooms for the immigrants were never supplied with toilet paper. This has been remedied.

When I asked about towels and soap for the immigrants, and old guard who has been here for eight years said that he had never seen an immigrant with a towel, unless it was an immigrant who was being detained for some time on the island. I found that the women were wiping their hands and faces on their skirts and the men using their shirts. The next day I called a conference and a search was started for towels. We found 3,600 nicely folded and put away, most of them, I am sure, never having been used. We began immediately to give individual towels and individual soap to every immigrant on the island. I must say that their faces and hands presented a complete transformation the next morning. This had a tremendous moral effect upon the immigrants.

They were happier and seemed to have a more wholesome respect for the island.

I found on the Registration floor many mothers with babies, both mothers and babies crying. I called the chief inspectress and matron to ascertain the trouble. Probably forty mothers were crying. We found that someone had been serving sour milk and cold milk to the babies and little children and they could not retain it. I immediately called a conference and demanded that warm sweet milk and crackers be served both the mothers and the little children at stated hours regularly day and night. I do not know of anything that has had a more wholesome effect upon the immigrants. The whole atmosphere changed and everybody waited patiently for their inspection.

I also found that some of the steamship companies were bringing great quantities of aliens down to the island, getting them up at five o'clock in the morning, without serving breakfast. They would wait until noon on the barges frequently before we took them for inspection. Many times the children and mothers were crying and the men too were hungry for something to eat. This was immediately remedied and the ships required always to give them breakfast when bringing them down early in the morning.

One late afternoon, I boarded a barge taking five or six hundred aliens up the river to distribute them at the various railway stations on the Jersey side. Most of these passengers were taken to the Erie Station because it was Erie day. The business is distributed to different railroads each day. Probably 400 immigrants got off at the Erie Station. No one knew who I was. We walked for a long distance over a tramway which I feared would fall into the water most any moment. When we reached the end of the tramway we were brought up to the end of a freight pier in the Erie yards. We were then taken up three flights of stairs to the roof of the Erie freight shed. We walked on a narrow board through the eaves of the shed and finally came out into a large room, everybody exhausted from the long dark walk up against the roof of the building. In this room where the immigrants were to wait there were no seats, no drinking water, no toilet accommodations and the floor had probaly not been cleaned for months.

Some railroad officials heard I was there and came up to apologize for the conditions with the foolish statement that all this had occurred on account of the war. I stepped away from the crowd and went over to the Erie passenger station and there found over 200 of the immigrants who had been put out in the shed with no seats, no drinking water- no accommodations of any kind. I asked one of the railroad employees if he got many immigrants and he said he got a lot of them every week. He said that they liked the business and that they made more money on them than on regular business because they did not have to furnish pullman, dining or other accommodations. When I inquired as to how long they would be kept out in that shed, he said that the regular immigrant train would not leave until one o'clock in the morning. At about this time, the three railroad officials came up and directed this employee to move the immigrants over into the Erie passenger station where there were accommodations. The employee objected, stating that his orders were to keep them here and that was the place he always put them in. It was a very embarrassing moment for all concerned but, I think, remedied the situation at this station which was a disgrace to the Government.

As a result of personal investigation and inspection of immigrant carrying steamships, a complete change for the better has been effected in the steerage quarters. Many of the boats were almost uninhabitable on account of the filth, lack of light and want of ordinary accommodations. It is true that the steerage of some of the ships is better than the first cabin of others, but many of the ships should never be allowed to stick their nose in a civilized port. Men and women using the same toilet rooms, no tables, immigrants sitting on the floor eating with a spoon out of buckets, sometimes many of them eating from the same bucket, no privacy whatever for women and children, the passage ways so dark that one could not see where he was walking and would step on the immigrants sitting on the floor; no drinking water in the port of New York unless you paid for it, not even water to bathe their hands and faces. The immigrants would have to go out on deck with a basin, scrape up the dirty snow and bring it inside to thaw. All this, I believe has been corrected or reduced to a minimum.

I was astonished to find that the large ground floor room, 400 by 200 feet, was being used almost altogether for a storage room, and that the immigrants were being carried up three flights of steps to the Registration floor immediately above. All immigrants, old and young, were compelled to go upstairs for primary inspection and immediately brought downstairs again to the railroad rooms or New York rooms and to the barges which take them to the train. All this fatigue and effort of the immigrants climbing up and downstairs with all their luggage could be avoided by utilizing the main floor for this purpose. This floor lies immediately between the medical rooms and the railroad ticket office, thus effecting a saving in time which would alone justify the inspection on the ground floor to say nothing of the hardships imposed upon the immigrants in taking them upstairs. I immediately had this room cleared out, painted and turned into a recreation room for the immigrants during inclement weather while the engineers and the Department decided on certain other changes incident to this one.

I found immigrants sleeping on the tiled floors without cover and without bedding. Hundreds of men, women and children would sleep all night in this way. I induced the Department to approve of purchasing 10,000 blankets from the War Department at cost, thus affording blankets for bedding and for covering the immigrants who are made to suffer the hardship of inadequate equipment.

I insisted that immigrants in the detention rooms should be allowed out on the lawn during good weather. This was not only to relieve the congestion in the detention rooms but to give these people air and sunshine and outdoor recreation, the chief medical officer stating that sunshine was most effectual in destroying vermin. Many of the employees said that the immigran did not like sunshine nor fresh air. I replied, we will teach them to love both. We turned them out where they could see the big ships come and go, catch the inspiration of the New York skyline and breathe the fresh air of the sea and sky. When night came we could scarcely get them into the house. They had learned to love it in one afternoon.

I then supplied them with reading matter, games and other forms of amusement which helped them to while away what seemed to be an indeterminable detention.

Out of this grew our Sunday concerts which have proven such a blessing and Americanizing influence to the immigrants. Every Sunday afternoon the best talent in New York is supplied, even fruits and candies to the women and children. It is indeed a wonderful sight to see these people, hailing from every part of the earth, representing every nationality, joining in the songs and the music and recitations. On all holidays concerts are also given and the finest bands and orchestras in the city assist in the programs.

I have arranged moving picture shows for every other night on the big Registration floor. These pictures are constructive and educational in character with a film here and there of comedy. It is remarkable how the immigrants enter into the movies as well as into the concerts.

During the Christmas season two large Christmas trees were decorated and 27,000 presents were distributed to the immigrants, including clothing, underwear and shoes as well as candy and toys and fruit. I am glad to say that these things that I have enumerated have cost the Government nothing but are the contributions of public spirited citizens. I shall never forget when I ordered the Commissary department to serve sugar to the immigrants.

They had not tasted or seen sugar for five or six years. I ordered it placed on the table and charged to the steamships, which was done. The first day there was a sugar riot, the immigrants grabbing and fighting for it. All the help in the kitchen and detention rooms that was available could not restore order for ten minutes. Four fellows were knocked out, one carried to the hospital with three broken ribs. Is it not the sweet things in life that the peoples of all nations are after, especially when it resolves itself into a smile, kind deed or a generous act.

I have always believed in humane practices. If we sleep immigrants on cold tiled floors without covering, give them impure food, rob them, curse them and handle them worse than cattle, then they go out into the nation and practice just what they have received here on the island. Ellis Island is not only the "gateway of the nation" but it is the nation's great kindergarten of Americanization, and what they receive on the island they will live out in the nation.

Americanization is not the work of pressure- it is the work of patience. You can no more cram Americanization down an alien's throat than a minister can cram religion down our throats. It is not done in that way. We must interpret to the alien the better things in life and we must interpret them in terms of fairness and goodwill. Let the immigrant know that his work is appreciated, that this Government is his friend and that this country is his opportunity, then and then only will the foreigner make his best contribution to our American life and labor.

There is much to be done at Ellis Island yet. As you well know, it cannot all be done in a years time. Dishonest employees who were exploiting aliens and their friends, taking money from them illegally, were eradicated from the service. Charges, where warranted, have been preferred and their cases referred to the Federal District Attorney for proper action. Fines and imprisonment have been imposed.

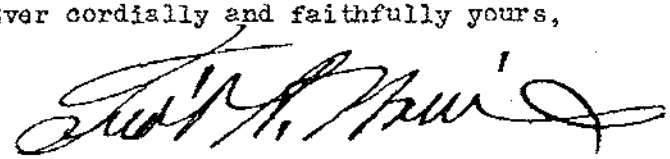
By cooperation with the Y.M.C.A., Knights of Columbus and The Hebrew Sheltering and Immigrant Aid Society, aliens discharged in New York City are taken in hand at the Battery by representatives of these organizations and escorted to their respective lodging places. By this change the custom long existent of preying upon these aliens by dishonest and irresponsible persons has been substantially eradicated.

It has been said that when you begin mixing sentiment with organization, humane motives with efficient management, you are scheduled for trouble, but that theory has been exploded at Ellis Island. It does not dehumanize the immigrant, nor pamper him either, if a large auditorium is equipped with a piano, with facilities for reading and for amusement during what to him often seems an interminable detention. Fresh air is always better than foul; and music, lectures, motion pictures three nights in the week, and courteous and humane treatment are regenerating influences that change the spirits of men.

If we can let a little of the sunshine of Heaven in at Ellis Island cheering these people who come to us broken in mind, broken in body, broken in heart, yes and many broken in pocketbook, I feel that a public service has been rendered that is second in importance to no other department of our Government.

I do believe that our nation is committing a gross injustice for which some day it must render an account, in allowing these hundreds of thousands of people to sell all they have, sever all connections, come four thousand miles out of the heart of Europe and other countries, only to find after passing the Statue of Liberty that they must go back to the country whence they came. Our inspection and examination should be conducted on the other side, thus saving thousands of people the suffering we see at this island dailywhich is indescribable and that would melt a heart of granite. The last great final day of assize will disclose no sadder scenes than separation and deportation is producing at this station. Examination on the other side is ten thousand times better than rejection on this side.

Ever cordially and faithfully yours,



Commissioner.

Chief Clerk's File, 2/174B, RG 174

APPENDIX P

PHYSICAL CONDITIONS AND CHANGES ON ELLIS ISLAND: DECEMBER 1921

December 15, 1921.

Memorandum for the Secretary:

Pursuant to your instructions I herewith submit the following report on the physical condition of Ellis Island.

The first noticeable feature is that the time of arrival and departure of Ellis Island boats has been changed so as to insure a full day's work of the employees on the Island. As soon as the boat reaches the Island one who has not been to the Island for six or eight months notices certain changes. There seems to be a general improvement in many ways and many things. It is hard to say just what they are but you can sense the improvement immediately.

Employees seem to be more alert and do not seem to treat the immigrants with the authoritative severity as noted in days gone by.

The rearrangement of the lower hall of the Administration Building into waiting rooms for immigrants is a step in the right direction.

The discontinuance of the Sunday public concerts for visitors is another step in the right direction, though the Commissioner maintains recreation and musical programs for the benefit of the immigrants.

A survey of the three islands develops the fact that all buildings on the islands are in great need of painting. To have this work performed by contract would mean the expenditure of a great sum of money. The recommendation is that the Commissioner be empowered to secure the paint and employ six to ten painters as temporary employees. This would seem to be the most economical way of handling this work.

One of the great needs of Ellis Island is an adequate supply of fresh water for drinking and kindred purposes, and a means of using salt water for flushing and cleaning purposes.

Another fresh water main from Communipaw should be built since the one water main connecting the island with the shore is liable to be ruptured at any time by the anchors of passing vessels, and I am led to believe that it is in such shape that it is about to give way at any time, even without untoward accident. I am told that it is leaky and when the pressure of fresh water is light the suction pumps draw salt water into the pipe. If anything should happen to this pipe the island would be without fresh water, a state of affairs incredible to think of with 500 or more hospital patients, between

1200 and 2100 detained aliens, and 700 employees on the Island.

Constant complaint of shortage of fresh water led me to investigate possible waste therein. A visit to the wash rooms of the detention quarters showed many faucets over wash basins not completely turned off. An examination proved that they were not defective in any way, but simply had not been turned off. I feel that the installation of automatic shut-off faucets in these rooms will prevent the wasting of a great quantity of water for which the Service is paying by meter.

The toilets in the detention quarters, while kept as clean as possible, should be resurfaced, the suggestion being that they should be painted with white enamel paint. The installation of porcelain tops would be a waste since the average immigrant places them to such use as to immediately crack or ruin the surface.

Shower baths should be installed in hospital and detention quarters, both from a sanitary standpoint and the economical use of water and space.

The carrying of the sewer pipes through the sea wall is a necessary repair which should be made immediately, since at the present time the sewage is deposited between the sea wall and the island in slack water and is a source of danger. If this continues into the summer the condition of things can readily be imagined.

The sleeping quarters of third-class passengers are of course much congested. But under the circumstances there does not seem to be any remedy. The Commissioner is anxious to replace the metal bar bottoms of the beds with canvas. This has been done in a number of instances, but he feels that it should be used throughout to insure more comfortable beds for the detained aliens.

Every effort seemed to be made to keep the detention quarters in as clean and sanitary condition as possible. A noticeable improvement is seen.

On the balcony of the Administration Building in the quarters for first and second class passengers the Commissioner has taken out the metallic tier cots and replaced with single bedsteads in two of the rooms. He is very desirous of making this change in the thirteen other rooms devoted to this purpose, and while it is a desirable change there are so many things on the island that are absolutely necessary that I cannot consistently recommend that it be made now. The Commissioner advances the proposition of examining first and second class passengers on board ship, even to the extent of having a board of special inquiry accompany inspectors and if first and second class passengers should be detained they can be detained on shipboard instead of being taken to Ellis Island. If this is carried through it will obviate the necessity of these changes.

Island No. 2. This is the island on which the hospitals are located. The need of paint was very evident everywhere.

The main cold water supply pipe from Island No. 1 to this island is so badly corroded that it is liable to give away at any time. This would leave the hospital island entirely without fresh water. At the present time the nurses'

quarters and operating rooms on the third floor have water approximately one hour a day, it being necessary to carry up water for toilets and baths and operating room needs at other times. Even if the supply of water were adequate the engineer hesitates to put the strain of pumping on these pipes. The deficiency bill now being considered by Congress provides $30,000 for the repair of the plumbing system on this island.

A salt water flushing system on this island would obviate the use of fresh water for flushing purposes and would be much more economical, for all of the fresh water, as stated above, is bought by meter. Also in case of fire the fire mains on the fresh water system would not have enough power to do any real good, while with a salt water flushing system fire protection with an unlimited quantity of water could be secured.

A number of wash basins in the hospital are in very bad condition and should be replaced.

The need for rebuilding the laundry on this island has been recognized and Congress has appropriated money in the present deficiency bill for that purpose.

The flashings on the roof of the main hospital building on Island No. 2 is corroded and rotted and permits the leakage on the walls, which are wet and discolored. The roof should be repaired before painting these walls.

Island No. 3. The steam pipes between Islands 2 and 3 are conducted across the causeway in an open trough which adds to the difficulty of keeping up steam pressure on this island. These pipes should be covered with a coating of asbestos and then inclosed in a casing of wood in order to keep the cold air from them and permit the carrying of a full head of steam.

Pointing up the cracks left by the explosion some years ago should be completed, and the buildings are badly in need of paint.

The salt water flushing system on Island No. 3, due to the fact that it is installed with iron pipes, is in bad shape from corrosion, etc. While still available for flushing purposes, it will be impossible to use the pipes under pressure in case of fire. I am informed that should pressure be placed on this system it would blow out. The fire hazard is very great as the supply of fresh water is inadequate and the salt water system out of order.

It is noted that in a number of buildings, particularly wards 27 and 28, the walls are badly broken, and though they are not in a dangerous condition, should be repaired.

The kitchen on this island is particularly in need of paint.

The heating system on Island No. 3 is in poor shape. It is almost impossible to secure an equal distribution of heat to the various buildings. Some of the buildings it is impossible to heat. Also there are several hundred radiators out of order. The installation of a vacuum system for the island should be attended to immediately. This would insure not only an equal distribution of heat for the various buildings, but would be economical in securing a full measure of steam for the amount of fuel used. As at present, the condition

of the radiators is such that when steam is turned on the constant cracking and clanking of the radiators, I am told by the surgeons, is most injurious to the patients. The installation of this vacuum system and the registers necessary in the radiators are not an expensive proposition and I am informed that an estimate has been made therefor.

The above data were secured by a personal visit to all parts of the three islands. Of course most of the recommendations made were suggested by officials in charge of the various islands.

Every courtesy was extended to me by the Commissioner and his assistants.

Chief Clerk.

Chief Clerk's File, 151/118, RG 174

APPENDIX Q

EXCERPTS FROM

DESPATCH FROM H.M. AMBASSADOR AT WASHINGTON REPORTING ON CONDITIONS AT ELLIS ISLAND IMMIGRATION STATION (London, 1923)

1. *The Immigration Station. . . .*

(b.) ***Buildings.***

I was not favourably impressed by the plan of the buildings of the immigration station. On this subject, after only one visit, I am little inclined to express a definite opinion. It appeared to me, however, that much space on the ground floor that would be invaluable, if available, was practically useless because of insufficient provision for ventilation. Some of the rooms in use as waiting rooms for those who had to appear before boards are inconvenient of access. Similarly, some of the sleeping rooms impressed me as unsuitable to house the numbers that in rush times spend the nights in them.

The lavatories, with latrine and urinal accommodation, open directly out of the sleeping and living rooms. This seems to me to be an inevitably unpleasant arrangement, especially in view of the fact that many, perhaps a majority of the immigrants, are unfamiliar with the pattern of conveniences in use in North America. Some of the immigrants are I was told by the Secretary of Labour, apt to mistake the sanitary hoppers for drinking troughs, and the floor, or some drainage channel in it, for a latrine pit.

The rooms provided for the medical boards are unsuitable and inadequate. No effort has been made to adapt them through structural alteration to their present purpose.

While it is obviously necessary that the drifting crowd of immigrants who have to be handled in the building be prevented from straying and getting lost, I can quite understand that persons of some refinement and intelligence sent to Ellis Island resent the locked doors and wire "cages." These are much in evidence, and inevitably suggest imprisonment. I am satisfied, though, that the work of the immigration station could not be done without them. To unlock the doors and leave them open and to remove the "cages" would produce chaos worse confounded.

Something is now being done to renovate the paint-work and to effect minor repairs. This has been too long delayed, and the buildings have been allowed to fall into a bad state. The roof in parts requires attention. This it is to receive. There can, however, be no doubt that the amount of money expended on upkeep has for years been insufficient, even to maintain the property.

My general criticism of the buildings is that they are too small. Further, the immigration laws have been altered since they were built, and, however suitable they may have been at the time of their erection, they do not quite meet the present requirements. The attempt has been made through makeshift arrangements to adapt them to their modified purpose. I understand that the superintending architect of the United States Government is now considering how they can be better adapted. I have no doubt that further improvement is possible. It is difficult to see, however, how anyone can rearrange the buildings and grounds to make them really suitable. The ideal "Ellis Island" would have, I imagine, ground round it so that those whose sojourn there could not be brief would have space to move about and to get away from what must often be a nauseating contact with their companions in detention.

(c.) *Condition of the Buildings.*

Cleanliness must in the circumstances be difficult to achieve. Many of the immigrants are innocent of the most rudimentary understanding of the meaning of the word "clean." I feel sure that a great effort is made to overcome the difficulties this produces. Still, I noticed in many corners impacted greasy dirt that it was possible to say with certainty had been there for many days, if not weeks or months. The impression that I received was that the cleaning is done with long-handled brushes and mops with, at times, aid from a cold-water hose. Nothing but hot water, strong soda and soap freely and frequently applied with a scrubbing-brush will serve if real cleanliness is to be obtained. As a result of the presence of chronic dirt, the buildings are pervaded by a flat, stale smell. This is quite distinct from the pungent odour of unwashed humanity. Both are to be met at Ellis Island. Indeed, the compound smell of old dirt and new immigrants is so nearly universal there that I should not be surprised if it were no longer noticed by the members of the staff. After leaving the island, it took me thirty-six hours to get rid of the aroma, which flavoured everything I ate or drank.

(d.) *Arrangements for Immigrants detained on the Island.*

Sleeping accommodation for immigrants and detained persons is provided chiefly in two-tiered bunks. These, in most of the sleeping rooms, are arranged in wire cages, the alley-ways being roofed over with stout wire net.

I am sure that it is necessary to encage the bunks to prevent thefts and even more unpleasant outrages. Yet I can understand a certain reaction of annoyed surprise on the part of those whose early experiences were of decent surroundings on being told to go to bed in a cage, even though the cage is necessary and provided for their protection.

The actual surface upon which the immigrant reclines is either woven wire or canvas, supported on metal laths. The canvases that I examined had not been long in use, not more than a few months, but Mr. Tod said that they were not regularly changed or cleaned.

I cannot help thinking that it must be very unpleasant to sleep in the lower of these two-tiered berths, when ill-luck places a brutalised sort of creature in the berth above. The Secretary of Labour informed me that cases have been known where the different calls made by nature on the upper berth-holder are responded to without his or her rising from the "bed." In any such instance it seems to me the immigrant in the lower berth has grounds for complaint against the officials who put him there. I cannot believe that instances of this hardship are numerous on a percentage basis.

Five blankets are issued to each immigrant every night. Of these, two are intended to be spread on the wire or canvas and three to be used for cover. These blankets are of satisfactory quality and are sterilised as often as possible. Unfortunately the sterilisation plant cannot deal with all the used blankets every day. As a result, some of the blankets may be used by more than one immigrant between sterilisations. It is not difficult to believe that this may at times produce hardship for the later users.

A cake of soap and two paper towels are also issued each

evening to each immigrant detained overnight. The washing accommodation is good, though, of course, there is no privacy. I have heard this complained of. Such a complaint is merely factious. Similarly, some people do not like paper towels. Personally, I prefer them to cotton or linen towels in public washplaces.

(e.) *Food and Feeding.*

The food is of good quality and well cooked. The dining room is the cleanest room in the building, when meals begin. It is impossible, however, for any staff to keep it clean during meals, owing to what may be incorrectly described as the "table manners" of the guests, who incidentally use the floor as a universal slop bowl and refuse can.

The dining tables are covered for each meal with clean paper "*cloths.*" *The table ware is white glazed, thick, but not too thick,* and strong. It seemed to me admirably suited to its purpose.

There are special arrangements for the feeding of immigrants of the Jewish faith which, so far as I am able to judge, are satisfactory. I have heard of no complaints with regard to them.

Generally, I thought the arrangements for feeding the best that could reasonably be expected to be made for the present sort of immigrant in the existing building. I attach a copy of the bill of fare for the 28th December, 1922. I personally saw the dinner served. It was excellent.

The kitchen seemed to me to be well equipped and efficiently managed.

That is all, I think, that need be said at this time about the staff and the buildings of the immigration station and the arrangements to board and lodge those detained at the station, except this :—

> Ellis Island is a Government institution, and, like all Government institutions in all countries, it is almost aggressively institutional. It is impossible for anyone on the island, whether on the staff, an immigrant, a "deportee," or even a visitor, to escape from the pervasive sense of "institutionalism."

The essential problem of Ellis Island is not, however, its institutionalism, or its arrangements for boarding and lodging immigrants, or its buildings, or even its staff. It is the immigrants and would-be immigrants who create it. If they were all accustomed to the same standards of personal cleanliness and consideration for their fellows, Ellis Island would know few real difficulties, but they are not. Those who pass through the immigration station range from the highly educated and gently nurtured, now fallen into straitened circumstances, to the utterly brutalised victim of poverty and oppression in some scarce civilised land. They speak many tongues and dialects. They all, lady, prostitute, mechanic, rabbi, and what-not, are *frightened, nervous,* shy and strange to their

surroundings. They are quite ignorant, too, of what is expected of them and have no conception of what is going to happen next, or why anything happens. Anxious and worried old men and women, young men, girls and little children drift about rooms into which they have been put, or crowd round doors which they think may open. The units in this heterogeneous mass of humanity obviously dislike some of their contacts with one another and yet like sheep follow where any leads. Like sheep, too, they have to be herded and, by hurdles, kept from straying.

It really is remarkable to see how well the miserable mobs of nervous human beings, with all their worldly goods, are manœuvred through the legally necessary examinations and are despatched to their destinations. The officials certainly deserve credit for what they do achieve. Still, detention on Ellis Island must be a hateful experience for all of any sensibility who pass its portals.

When a barge-load of immigrants arrives at the island wharf, the crowded people pass on shore and are quickly scrutinised for signs of infectious disease. If a child has developed measles, let us say, he is picked out for treatment in the isolation hospital. The mother passes on with the crowd. Her feelings may be imagined.

The crowd files into the waiting rooms. These are caged with heavy wire net. It is necessary that they should be to prevent individuals straying. Still, the mental effect cannot be added happiness. From the waiting room the men and women are called out in batches, male and female, for examination by the medical officers. It is obviously impossible precisely to synchronise the calling out of the males and females of the same party. Not understanding what is happening, strange and nervous, some of the wretched immigrants believe that they are being separated from their friends for ever. The Commissioner of Immigration told me that this calling of a man into one room and his wife into another, even though they are only to be separated for a few minutes, leads in some cases to pathetic scenes.

However, they are at length shepherded to the appropriate room. There an unpleasant experience awaits them. The rooms were not designed to provide facilities for the sort of medical examination now required by law. The arrangements are makeshift. During the years that I was Director of Recruiting and Minister of National Service I saw many medical boards in Great Britain. Until the whole recruiting medical service had been reformed by Sir James Galloway, many of them were very far from perfect. Still, no recruiting medical board that I saw was quite so badly accommodated as the medical inspection board I saw at work at Ellis Island. No separate dressing rooms or cubicles are provided. The men strip to their trousers in a crowd jammed between coat-racks. They have to pile their things on the racks higgledy-piggledy—the clean clothes of the washed on the foul clothes of the unwashed. Personally, I thought it disgusting for the washed.

There were five doctors at work when I saw the board. Their duty is to ascertain whether or no each man is free from certain scheduled diseases and transient infections. If the existence of a scheduled malady is suspected, the individual concerned is sent to hospital for diagnosis. No attempt at final diagnosis is made by the board. This is the deliberate policy, and I am sure it is perfectly sound and fair to the immigrants. The inspections that I saw were, from the professional point of view, considering their purpose, thorough and effective; from the point of view of a sensitive immigrant distinctly unpleasant, I should imagine.

The line of male immigrants approached the first medical officer with their trousers open. The doctor examined their external genitals for signs of venereal infection. Next he examined the inguinal canals for hernia. The doctor wore rubber gloves. I saw him "do" nine or ten men. His gloves were not cleansed between cases. I saw one nice, clean-looking Irish boy examined immediately after a very unpleasant-looking individual who, I understood, came from some Eastern European district. I saw the boy shudder. I did not wonder. The doctor's rubber gloves were with hardly a second's interval in contact with his private parts after having been soiled, in the surgical sense at least, by contact with those of the unpleasant-looking individual.

The examinations of the heart and lungs, &c., of the male immigrants seemed to be effectively and expertly made.

The examination of the female immigrants is made by women doctors. The arrangements for undressing are similar to those for the men. There is no examination of female genitalia except in cases suspected of venereal disease, when privacy is provided.

I saw no mental tests performed, but I saw the rooms in which these examinations are made. Their equipment seemed to me effective and adequate.

From the medical inspection rooms the immigrants who are not put back for further examination proceed to a great central hall. Here, if everything has gone well, the family parties are reunited. Most efficiently the people are organised into groups corresponding to the ship's lists, and pass before the inspectors, who test their capacity to read and see that there is no reason to doubt their eligibility to land. Those that are granted entry, the vast majority of all immigrants, are now done with Ellis Island and at once get away to New York, or, if they are going west, pass to the railway booking hall, where they exchange their vouchers for rail tickets, are told when they will start and how they will be taken to the railway station. Their baggage is skilfully and expeditiously handled. They can purchase at surprisingly low cost most excellent food for the journey and then they, too, get away, done with Ellis Island for ever. All the arrangements for handling admitted immigrants are efficient and reflect high credit on those concerned. They are, in fact, a very good example of American business administration.

Apart from the admitted immigrants, there are first the

temporarily detained, *i.e.*, those who are admitted, but who for some reason cannot leave the island at once. Possibly they are waiting for money from friends to complete their journeys, perhaps to California. Possibly they are waiting for an hour or two till friends arrive to pilot them to their new homes. Possibly all members of a family but one have been readily passed in, and that one may have had to go to the hospital for diagnosis. Pulmonary tuberculosis may be suspected or mental deficiency, or there may be a suspicion of contract labour attaching to one of the party, or illiteracy.

I feel profoundly sorry for some of the temporarily detained—a mother waiting for a delayed child, or a father with his children anxiously watching for his wife to come to him. The very heart of the tragedy of Ellis Island is in the room of the temporarily detained. It is no one's fault and cannot be avoided, unless immigrants to the United States are to be finally approved for admission in their own land before they set out upon their journey.

Large numbers of the immigrants have to go before a board to determine whether or not they may be admitted. I saw five or six of these boards at work. The proceedings were decorous and seemly; the arrangements for witnesses who come to speak for or against the admission of an immigrant are good. Every immigrant rejected by a board is told of his right to appeal to the Secretary of Labour in Washington.

This arrangement, the theory of which is probably right, is in practice nothing short of diabolic. For days some wretched creature is kept in suspense. The appeal board at Washington, which advises the Secretary of Labour, works on paper records, tempered. I have heard it said, by political pressure. The Secretary of Labour may be busy, overwhelmed, perhaps, with work in connection with some labour dispute, or anything. Days slip by, into weeks sometimes, before a decision is reached. When the doubt affects one member of a family, perhaps a child, the mental anguish must be excruciating. The system is to blame. In my judgment there can be no question that power to decide should be delegated by law to someone on the spot with the facts and the people before him. If the United States Government will expedite the decision of appeals so that the results can be announced within twenty-four hours of the completed collection of the facts, the anguish of Ellis Island will be appreciably reduced.

In addition to immigrants, Ellis Island has to receive stowaways and men and women ordered to be deported. The conditions under which these unhappy creatures and those refused admittance for being in excess of quota spend their time on Ellis Island are perhaps as satisfactory as the building will permit. Personally, I should prefer imprisonment in Sing-Sing to incarceration on Ellis Island awaiting deportation. To add to the mental torments of those sentenced to deportation, well-meaning, kindly people, with heads softer even than their hearts, seek to entertain them with what are called "Americanisation" addresses and cinemato-

graph films. The purpose of these is to tell immigrants how great a country America is and to make them good citizens. A "Red" under sentence of deportation has possibly views of his own on the subject of the United States. So, too, possibly have those who are to be deported because they are in excess of their national quota.

As a matter of fact, what Ellis Island needs, in my judgment, is to be relieved of the presence of about one-half of the people who are poured into it. If a deportation station were established somewhere else with suitable buildings and reasonably extensive grounds much would be gained, but there certainly ought to be increased accommodation for immigrants. Before seeing Ellis Island I had imagined that segregation by nationalities might be possible. I am now satisfied that it is not. . . .

I have not so far spoken of the so-called first- and second-class accommodation on the island. Possibly the best comment on this was made by Mr. Tod when he said: "I am trying to get all the fittings replaced and the rooms painted." There can be no doubt that he accurately appreciates what these rooms need if they are to remain in their present sites in the existing buildings. Rooms lighted by skylights and ventilated from a hall are, however, not really pleasant, especially when the hall itself is in need of ventilation.

2. *The Hospital.*

(Medical Superintendent: Dr. Billings.)

The hospital and medical service are not, I understand, under the Department of Labour, but under the Secretary of the Treasury. This administrative provision seems to create less difficulty than might have been expected. The reason for this lies largely, if not entirely, in the personalities of Mr. Tod and Dr. Billings. The principal medical officer seemed to me to be an admirable official as well as a competent and enthusiastic practitioner of the art of medicine.

His hospital arrangements are good. It is true that the buildings are in need of new paint and minor repairs. Some construction is also needed, and the technical equipment, though not bad, might be improved.

It is difficult to judge in such a matter, but my impression is that the nursing and ward maid (or ward orderly) staff might be strengthened with advantage.

The hospital has to deal with every sort of disorder, ranging from slight injury to obscure tropical diseases. It is at once a maternity home and an asylum for the insane. On the occasion of my visit there was at least one patient there, a young woman, who had spent ten months in the psycho-pathic ward. This real hardship to the patient was caused by her friends maintaining a legal fight to secure her admission. That she was mentally deranged was painfully obvious. Yet there she had remained for ten months in an environment not unsuitable for an insane person detained for a few days, but wholly unsuitable for long-continued residence with a view to cure or recovery.

On the whole, I thought the hospital arrangements good. I inspected the laundry, which I found to be efficient.

3. *The Isolation Hospital.*

I had time merely to glance at the hospital for persons suffering from infectious diseases.

The general lay-out is good, and the kitchen is excellently arranged and equipped. The quality of the food is good. The wards seemed comfortable and decently kept.

Here, as elsewhere, more money for maintenance to the structure is obviously necessary.

The pathological laboratory for the whole medical service on the island is situated at the end of the isolation hospital. I judge it to be efficient and reasonably adequate. It, like every other department on the island, needs more money to spend on upkeep.

After seeing Ellis Island and studying its problems, I believe that it is true to say that it is impossible to administer any immigration station under existing United States laws without hardship and tragedy. If a system could be devised which would prohibit persons desiring to come to the United States from sailing from Europe or elsewhere without the certainty of admission to the United States, the problem would be almost entirely solved. . . .

In conclusion, I noticed a desire upon the part of officials to say that Ellis Island is as good as any immigration station in any land. It may be. Still, it is quite certain that no other nation's principal immigration station has the same problem to solve, for the reason that the laws of the United States are not the same as those of any other nation.

Enclosure.

IMMIGRANT DINING ROOM.

Bill of Fare for Thursday, December 28, 1922.

BREAKFAST.

Boiled eggs.
Coffee.
Bread and butter.
Milk served to all women and children.

DINNER.

Beef broth with barley.
Boiled beef; vegetables, boiled potatoes; sour pickles.
Tapioca pudding.
Coffee.
Bread and butter.
Milk served to all women and children.

SUPPER.

Corned beef hash with green peppers.
Blackberry jelly.
Tea or coffee.
Bread and butter.
Milk served to all women and children.

For all women and children, milk and biscuits are served in the detention quarters between regular meal hours and are distributed at bed-time.

APPENDIX R

OUTLINE OF ORGANIZATION, ELLIS ISLAND LABOR FORCE: 1923 (AS OUTLINED IN SMITH AND HERRING, BUREAU OF IMMIGRATION, 1924, pp. 116-17, 124, 138-40)

The field force or Immigration Service at Large, while under the supervision of the Bureau of Immigration, performs the great bulk of the work of the organization with regard to its primary concern, the individual immigrant. It deals directly with the entering alien and maintains a wide flung organization.

The Commissioner-General of Immigration is the active head of the Immigration Service and exercises his authority both directly and through the agency of the Assistant Commissioner-General and the Chief Supervisor.

In order to carry out the work of the field service, a geographically divided organization has been set up with thirty-five districts covering the continental United States, Alaska, Hawaii, Porto Rico and Canada.

In addition to the thirty-five districts mentioned there is the Chinese Office in New York. It is organized on the same plan as the general immigration district offices, but since it deals wholly with Chinese matters it is not included in the general group.

Of the thirty-five general immigration districts, nine are under the supervision of a Commissioner of Immigration, twenty-five under an Inspector-in-Charge and one under a Supervisor. . . .

District No. 4

That part of the State of New York lying south of the counties of Essex and Hamilton and that part of the county of Herkimer lying south of Black Creek and Mill Creek and east of Oneida County, and east of the counties of Madison, Chenango, and Broome; and that part of the State of New Jersey lying north of the counties of Ocean, Burlington and Mercer except the township of Upper Freehold in the county of Monmouth. . . .

District No. 4

1. Ellis Island, New York*

Commissioner	1	6,500
Assistant Commissioner	1	4,800
	1	4,200
Special Agent	1	3,600
Superintendent	1	3,500
Plant Engineer	1	3,000
Inspector in Charge	1	3,500
	1	3,260
	1	2,980
	1	2,860
	5	2,500
	1	2,100
	1	1,860
Inspector	4	2,220
	1	2,160
	15	2,100
	4	1,980
	12	1,860
	2	1,800
	1	1,760
	25	1,740
	12	1,620
	2	1,500
	1	*240
	1	*120
Clerk	1	2,220
	1	1,980
	5	1,860
	4	1,740
	5	1,680
	2	1,620
	4	1,560
	7	1,500
	4	1,440
	6	*120
	3	1,400
	3	1,380
	13	1,320
	12	1,260
	14	1,200
	1	*100

	20	1,080
Interpreter	2	1,860
	3	1,740
	3	1,620
	2	1,560
	8	1,500
	4	1,320
	2	1,200
Special Agent	9	[*]1
Pilot	1	2,400
Marine Engineer	4	2,280
Chief Engineer	1	2,120
First Assistant Engineer	1	1,878
Assistant Engineer	5	1,760
Dynamo Tender	5	1,520
Marine Fireman	8	1,620
Stationary Fireman (water tender)	4	1,520
Stationary Fireman	12	1,460
Deckhand	17	1,440
Draftsman and Inspector of Construction	1	1,980
Architectural Draftsman	1	1,980
Plumber	1	1,760
	2	1,460
Machinist	1	1,640
Refrigeration Machinist	2	1,520
General Mechanic	2	1,200
Carpenter (foreman)	1	1,620
Carpenter	4	1,500
Tile Setter	1	1,560
Wireman	4	1,520
Painter-glazier	1	1,500
Guard	1	1,380
	64	1,200
	1	1,140
	9	1,080
	7	900
Laundryman	2	1,200
Gardener	1	1,200
Telephone Operator	2	1,200
Laborer (coal passer)	8	1,187
(wiper)	1	1,187
Assistant Janitor Laborer	1	1,020
Unskilled Laborer	69	960
Matron	2	1,140
	8	1,020
	13	900
Charwoman	14	840

3 Head office
4 Per month
5 Per annum

Two types of quasi-judicial agencies, complementary in nature, but differing in jurisdiction and composition, have been set up. They deal with matters requiring special inquiry, appeal or review concerning the eligibility, exclusion or deportation of aliens.

The first of these lie within the Immigration Service, or field organization itself, and have jurisdiction in determining action on cases of detained aliens: Boards of Special Inquiry.

The second agency is under the office of the Secretary of Labor and is appellate or reviewing in function: the Board of Review.

Boards of Special Inquiry. Boards of Special Inquiry are appointed by the Commissioner of Immigration or Inspector in Charge at the various ports of arrival, for the determination of all cases of immigrants detained under provisions of the law.

Each board consists of three members, who are chosen from such of the immigration officers in the service as are designated by the Commissioner-General of Immigration (with the approval of the Secretary of Labor) as qualified to serve on stich boards.

The boards have power to determine whether an alien who has been held for further examination shall be allowed to land or shall be deported.

The Board of Review. The Board of Review is an agency within the office of the Secretary of Labor, the duty of which is to review all records on appeal from the excluding decisions of boards of special inquiry. This Board also reviews the transcripts of hearings accorded the aliens under warrants of arrest by which they are afforded opportunity to show cause, if any exists, why they should not be removed from the country.

The Board is composed of seven members, who, with the exception of the chairman, are selected by the Secretary of Labor and the Commissioner-General of Immigration from officers of the Department of Labor and the Bureau of Immigration in the classified civil-service.

The Board is headed by a chairman, whose official title is that of inspector, and who is personally appointed by the Secretary of Labor.

CHAPTER V

MARINE HOSPITAL SERVICE AND PUBLIC HEALTH SERVICE ACTIVITIES ON ELLIS ISLAND: MEDICAL EXAMINATION PROCEDURES AND HOSPITAL CARE, 1892-1924

A. Marine Hospital Service Activities: 1892-1900

The Immigration Act of 1891 established complete and definite federal control of immigration by providing for the establishment of an office of the Superintendent of Immigration under the supervision of the Secretary of the Treasury. The act also required that henceforth the medical examinations of arriving aliens were to be made by officers of the United States Marine Hospital Service, a bureau in the Department of the Treasury that was the predecessor of the Public Health Service. Other features of the act prohibited the immigration of idiots, insane persons, persons insane within five years of the date of application for admission, and persons having had two or more previous attacks of insanity. In his The United States Public Health Service: 1798-1950, Ralph Chester Williams stated that the duty imposed by this law on the officers of the Marine Hospital Service

> was the first concerted and organized effort on the part of any Federal governmental agency to inaugurate and place into effect measures which sought to safeguard our population from a possible increase in the number of mentally disordered and defective persons, to safeguard it from a possible increase in the numbers who might become public charges, and to eliminate from admission those suffering from loathsome, contagious diseases not covered by national quarantine laws and regulations.[1]

The purpose of the medical inspection was to detect those suffering from a dangerous, contagious, or loathsome disease. All such cases were to be either sent back to their countries of origin or kept isolated in a hospital until cured or freed from the danger of conveying infection. Immigrants suffering from a disease that was apt to render them public charges within one year (later extended) were to be deported unless family or friends could prove their ability to assume responsibility of taking care of them.[2]

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1. Ralph Chester Williams, The United States Public Health Service: 1798-1950 (Washington, 1951), p. 103.

2. Annual Report of the Supervising Surgeon-General of the Marine-Hospital Service, 1901, p. 233.

When medical officers of the Marine Hospital Service were detailed for duty under the immigration laws, they were, in matters pertaining to administration only, under the general direction of the Immigration Service commissioners in charge at the ports to which they were assigned. In giving consideration to medical questions, however, these officers were guided wholly by the instructions and regulations issued by the Marine Hospital Service. The duties of such officers were to furnish technical medical information and advice when necessary to aid the immigration officials in the enforcement of the immigration laws. Such information and advice were used "for the purpose of determining the admissibility of aliens, safeguarding their lawful privileges, protecting their physical welfare, and imposing such restrictions and penalties upon common carriers transporting aliens" as might be "lawful and in accordance with the regulations of the Immigration Service." While the Marine Hospital Service officers were not authorized to enforce the immigration laws, they nevertheless occupied "an exceedingly responsible position in the general scheme of regulating immigration." According to one Public Health Service official writing in February 1925, such duty required

> not only the highest order of integrity but a sympathetic understanding of the immigrants' problems, peculiarities, and shortcomings, which can be gained only by practical and special experience in immigration work.
>
> It is obvious that the medical officer engaged in this duty must also have a broad, general knowledge of medicine, coupled with special knowledge in a particular field. He must be capable of making quick, accurate decisions and have sufficient resourcefulness to meet a complexity of difficulties and responsibilities under which the medical officers must work, and the immigration inspectors as well, can help but express admiration for their particular knowledge, aptitude, and resourcefulness in handling those problems which may affect so profoundly the lives of newly arriving aliens.[3]

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3. U. S. Department of the Treasury, Public Health Service, Public Health Bulletin No. 148: Mental Hygiene with Special Reference to the Migration of People, by Walter L. Treadway, February 1925, p. 127.

Medical officers of the Marine Hospital Service were on duty at Ellis Island when the first immigration station opened on January 1, 1892. According to the annual reports of the Marine Hospital Service during the early 1890s, the medical officers were "specially detailed" at the ports of New York, Boston, Philadelphia, and Baltimore for the "medical inspection of immigrants."[4]

The first chief surgeon to head the medical department on Ellis Island was William A. Wheeler. In 1894 he reported that "some important and greatly needed changes" had been made to the hospital buildings, including installation of "a complete steam disinfector, fully capable of meeting all requirements." During the past year the Marine Hospital Service had treated all of its

> insane cases at Ellis Island. This we have found to be practicable since they are few in number, and it is very much in the interests of economy. The only cases not treated on the island are those of smallpox, diphtheria, and scarlet fever, and unless a suitable building were provided, well isolated, it would not be possible to properly care for them. During the past year there have been but 15 of these cases, and, should that number be not increased, it is doubtful if any better arrangement could be made than the one we now have with the health department of the city of New York.
>
> My recommendation of last year that a contagious hospital be built at Ellis Island for these very cases was based upon the larger number occurring during the previous years. It is very gratifying to find that for various reasons the number of such cases is annually diminishing and with it the need of a separate contagious hospital on Ellis Island.
>
> Our buildings have been painted, and are to-day in a good state of preservation. . . .[5]

In his annual report for 1895 Wheeler observed that one assistant surgeon had resigned during the year and had been replaced immediately. All

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4. Annual Report of the Supervising Surgeon-General of the Marine-Hospital Service, 1892, p. 34, and ibid., 1895, p. 18.

5. Annual Report of the Superintendent of Immigration, 1894, pp. 23-24.

> . . . hospital cases have been treated at Ellis Island, save four of smallpox; these were sent from the ship direct to the contagious hospital of the New York Board of Health. The low death rate, being 2 per cent of all cases treated, is extremely gratifying. It will be noticed that the number of cases treated in hospital is about 75 per cent of the number last year, though the total number of steerage passengers landed is about the same. This would indicate better sanitary conditions on shipboard as well as a healthier class of immigrants.[6]

Commissioner General of Immigration Herman Stump was lavish in his praise for the work of the medical officers at Ellis Island that year. He commented that Wheeler's report showed that the United States was

> protected against the importation of the insane, those suffering from loathsome or contagious diseases, and all those who from injuries received, physical defects, or other causes are likely to become public charges; and as far as possible under the present law all immoral or pregnant unmarried women and those suffering from venereal diseases are also refused a landing in the United States.
>
> The hospital is in a very satisfactory condition, and Surgeon Wheeler and his efficient corps of assistants are entitled to much credit for the commendable and humane manner in which the wants of the sick and helpless have been attended to.[7]

In 1896, his last year at Ellis Island, Wheeler commented on the improvement in operations of the Ellis Island hospital. The

> number of sick and disabled immigrants requiring hospital care does not vary much per 1,000, and generally speaking it may be said to be one-half of 1 per cent. Our death rate has been 3-1/2 per cent--a very low average for a hospital treating all diseases. The average length of hospital treatment has been 8-1/4 days, as against 9-3/4 days last year and 10 days in 1894. The cost of a ration has been 27-5/6 cents, as against 31.3 cents in 1895 and 31-5/6 cents in 1894. It is not believed that the ration can be further reduced with due regard to the needs of the patients.

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6. Annual Report of the Commissioner General of Immigration, 1895, p. 20.

7. Ibid., p. 19.

> Our buildings have been well cared for and are to-day in good serviceable condition, with the single exception of the floors of the male and female wards. These are very old, not having been renewed when the building was altered for hospital use, and a new hard-wood floor will be imperatively needed before another year.

After Wheeler was transferred, Commissioner General Stump observed that the Bureau of Immigration had "lost the services of one who devoted his executive ability and professional skill to the establishment of a hospital which reflected credit" upon the administration of the Department of the Treasury.[8]

At the time of the destructive fire on Ellis Island in June 1897 many aliens were in the hospital buildings. According to Commissioner General Stump, the "efficiency of the medical staff under Dr. White, United States Marine Hospital surgeon, and the excellent discipline of the night force" were responsible for conveying all aliens safely to New York City by ferryboat without loss of life. The sick were transferred immediately to Bellevue Hospital, and within a month "two large houses on State street, fronting the Battery, were leased at a rental of $12,000 per annum, to be fitted up for detention apartments, hospital, and other purposes."[9]

From June 1897 to 1902, when the new hospital building was completed at Ellis Island, the medical activities of the Marine Hospital Service associated with the United States Immigration Station at New York were spread out. The immigrants were examined at the Barge Office, detained immigrants were held on board the steamship Narragansett, a vessel of the Providence and Stonington line that was temporarily out of commission, moored off Ellis Island, and hospital services were contracted

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8. Annual Report of the Commissioner General of Immigration, 1896, pp. 26-27, 33-34.

9. Annual Report of the Commissioner General of Immigration, 1897, p. 9.

out to the New York City Health Department and the Long Island College Hospital in Brooklyn. In 1898 Surgeon J. H. White reported:

> The number of immigrants requiring hospital treatment has been about the same as for the past two or three years, namely, two-thirds of 1 per cent of the total immigration at this port.
>
> Our death rate of 3.09 per cent still shows the same low average as in former years.
>
> Three hundred and ninety-six immigrants have been deported upon medical certificate. This shows a very large increase over former years and is mainly due to the detection and deportation of so many cases of favus and trachoma during the year.
>
> The present arrangement for the care of sick immigrants in contract hospitals under the care of a medical officer of this service is the best method possible under existing circumstances, but it has many disagreeable and unsatisfactory features, which can not be eliminated. It is therefore earnestly hoped that for the best interests of the service the building of the new hospital on Ellis Island be pushed to completion with all practicable speed.
>
> Under our present arrangement, of having our hospital in Brooklyn, our detained immigrants on steamship Narragansett at Ellis Island, and our examining service at the Barge Office, the small force of the medical division has been obliged to exert itself to its utmost in order to keep up the work of the division, and even then it could not have been successfully accomplished were it not for the fact that not one day has been lost by reason of sickness among the entire staff during the year.[10]

The following year Dr. L. L. Williams became the chief administrative officer of the medical division at the New York immigration station. Among the comments in his annual report, he noted that the

> number of patients treated in hospital shows an increase of 50 per cent over the previous year, corresponding to the increase in immigration.

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10. Annual Report of the Commissioner General of Immigration, 1898, p. 41.

> The death rate shows an increase over the preceding year, this being due to an increased proportion of acute contagious cases.
>
> Of chronic contagious diseases certified as rejected the report shows a decrease in cases of favus. There has been a marked increase in the number of cases of trachoma, the disease being found chiefly among Syrians, Armenians, Greeks, and Turks.
>
> Owing to the increase in the number of patients requiring treatment, the lack of a proper hospital for their accommodation has been keenly felt, and it is hoped that the projected hospital on Ellis Island will be built without delay.[11]

Of the 348 aliens deported from the United States in 1899 on account of having contagious diseases, more than 95 percent were rejected at the Port of New York. According to Commissioner General Terence V. Powderly, that port was "where the medical is more thoroughly organized and operated than the funds available under the restrictions imposed by the immigration laws render possible at the lesser ports, through which diseased aliens may with less difficulty secure admission." The two most serious contagious diseases which led to deportation were favus (36 cases) and trachoma (298 cases), leaving "only 14 as the total excluded from other ports or from New York with other contagious diseases." While incidences of favus had declined markedly, the number of trachoma cases had nearly increased three-fold from 110 to 298. Accordingly, Dr. Victor G. Heiser, an assistant Marine Hospital Service surgeon formerly stationed at New York, had been detailed to Naples, Italy, where he inspected aliens before leaving for America. While his detail was experimental in nature only and his findings were merely advisory to the steamboat companies, his recommendations had shown the value of stationing medical officers at foreign ports. While he had no legal right to forbid undesirable immigrants from embarking, he informed the steamship

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11. Annual Report of the Commissioner General of Immigration, 1899, p. 40. Williams served at Ellis Island from 1899 to 1901 and later became Assistant Surgeon General of the Public Health Service. He returned to Ellis Island as chief medical officer in May 1913. New York Times, May 15, 1913.

companies that certain aliens would be subject to deportation if carried to United States ports. The steamship companies were subject to fines in such cases besides the expense of returning the immigrants. It was noted that Heiser, in the space of two days, "had rejected on one vessel bound for New York 4 cases of trachoma, and on another, 19 cases."[12]

In 1900 a total of 448,572 immigrants were inspected by Marine Hospital Service officers at the Port of New York--a herculean task for the eight medical officials and one steward on duty at the immigration station. Dr. L. L. Williams observed that:

> The work done by this division, including the hospital work, has increased in proportion to the increase in immigration. The number of cases of chronic contagious diseases (trachoma and favus) certified for rejection shows a marked decrease over the previous year and it may be fairly assumed that this decrease is largely due to the care which has been exercised in detecting these cases.
>
> The percentage of aliens rejected for physical disability shows a marked increase, and the number recorded for minor defects has increased in proportion, thus indicating that the immigrants who arrived during the year were apparently much inferior physically to those of the preceding year.

Williams was disturbed that insufficient appropriations had led to the decision to build a smaller hospital at the new immigration station on Ellis Island than had been planned originally. As a result ward space had been curtailed seriously, and when the hospital would be opened it would "probably be necessary to use for the accommodation of patients, some of the space now allotted for the quarters of medical officers and nurses." As the new hospital would be crowded, steps should be taken as soon as

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12. Annual Report of the Commissioner General of Immigration, 1899, pp. 30-31. The experiment continued at least through 1906 by which time 43,196 would-be immigrants were rejected at Naples. Annual Report of the Surgeon-General of the Public Health and Marine-Hospital Service, 1906, p. 60.

possible to build an additional wing or pavilion for the accommodation of patients.[13]

B. Marine Hospital Service and Public Health Service Activities: 1900-14

Although the new immigration station at Ellis Island opened on December 17, 1900, the new hospital on Island No. 2 was not ready for occupancy until March 1902. Accordingly, the immigrant hospital facilities were still provided by the New York City Department of Health and the Long Island College Hospital. In his annual report in 1901 George W. Stoner, the new chief medical officer at Ellis Island, noted:

> The work of this division has increased in proportion to the increase in immigration, and was especially heavy during the last quarter of the fiscal year. As shown by the tabulated report, 393,616 steerage passengers and 59,880 cabin passengers were inspected upon arrival. Of the steerage passengers, 2,502 were admitted to hospital, 547 were furnished relief in the hospitals of the city health department, and 1,953 in the Long Island College Hospital (used temporarily as an immigrant hospital). All cases of trachoma (granular conjunctivitis) and all cases of favus have been certified as dangerous contagious diseases (for deportation), and by recent order of the Department tubercle of the lungs has been placed in the same category.

Stoner reiterated the need for additional hospital facilities on Ellis Island as well as a separate building for officers' quarters.[14]

During fiscal year 1902 the medical division at Ellis Island inspected 497,791 steerage passengers and 68,192 cabin passengers. Of these 3,727 aliens, including 42 cabin passengers and 148 aliens applying for relief within one year after landing, were admitted to hospitals: Long Island

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13. Annual Report of the Supervising Surgeon-General of the Marine-Hospital Service, 1900, pp. 43-44, and Annual Report of the Commissioner General of Immigration, 1900, p. 50.

14. Annual Report of the Commissioner General of Immigration, 1901, pp. 33-34, 40.

College Hospital--1,969; New York City Health Department Hospital--839; and Ellis Island Immigrant Hospital, opened on March 1, 1902--913. Because the new Ellis Island facility was frequently overcrowded, "being at times barely sufficient for half the number requiring care and treatment," the arrangements with the Long Island College Hospital were continued.[15]

Immigration continued to increase in 1903 as 605,341 steerage immigrants and 84,047 cabin passengers were inspected by the Ellis Island medical force. Of these, 5,543 aliens, including 205 applying for relief after landing, were admitted to hospitals: 3,427 to Ellis Island hospital; 1,035 to Long Island College Hospital; and 1,148 to New York City Health Department hospitals. The marked increase in the number of patients admitted to the hospitals was partially the result of the increasing immigration but also

> for the purpose of satisfactorily concluding the examination and to determine diagnosis, in accordance with the instructions for the medical examination of aliens issued by the Surgeon-General, Public Health and Marine-Hospital Service, and approved by the Secretary of the Treasury.[16]

The continuing rise in immigrants passing through Ellis Island led to an increase of medical inspectors, a change of procedure in the medical inspection, and additional appropriations for larger hospital facilities in 1903. Commissioner William Williams provided for a double line of inspection, thus "placing at the disposal of each medical officer more time for the examination of immigrants passing the preliminary line inspection as well as of those turned aside for special examination." In his annual report that year the commissioner noted:

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15. Annual Report of the Commissioner General of Immigration, 1902, pp. 60-61.

16. See Appendix A for a copy of the booklet, U. S. Treasury Department, Bureau of Public Health and Marine-Hospital Service, Book of Instructions for the Medical Inspection of Immigrants, Prepared by Direction of the Surgeon-General (Washington, 1903).

> Much of the important work at Ellis Island is done by the United States marine-hospital surgeons, with Dr. George W. Stoner in charge. They inspect such aliens as are allowed to pass the quarantine authorities. The most troublesome diseases with which they have to deal are favus (scalp disease) and trachoma (eye disease), both of them prevalent in the countries of eastern and southern Europe, and due to low vitality and filthy surroundings. Until very recently these surgeons were compelled to perform this inspection during a period which was so brief as to be manifestly inadequate. Recently, however, by a new contrivance, such period has been doubled, to the great satisfaction of these conscientious and painstaking surgeons, whose work, in view of the character and condition of many of their patients, is of a trying character. The Ellis Island hospital facilities are utterly inadequate. Congress appropriated $100,000 for the extension of the present hospital, but subsequent experience shows that this amount should be doubled, and I so recommend. Many diseased immigrants must now be sent to the Long Island College Hospital, where they are beyond the immediate supervision of the Government. Frequent escapes occur, and these will cease only when such immigrants can be treated at Ellis Island. Congress also appropriated $150,000 for the construction of a new island, on which is to be built a hospital for such contagious diseases as measles and scarlet fever. The next Congress should appropriate $150,000 for the construction of such hospital.[17]

During the spring and summer of 1903 Commissioner Williams, anxious to tighten medical inspection procedures at Ellis Island, ordered that unmarried males be stripped of their clothing "to determine by such examination whether syphilis or any form of venereal disease exists to any considerable extent among arriving immigrants," or "whether they are physically unsound in any particular which is likely to render them public charges." The experiment, done at periodic one-week intervals, revealed that of 3,427 aliens thus examined only five such cases were found. Because of the small number of cases found and the objectionable nature of such an inspection, the procedure was discontinued by Surgeon George W. Stoner. This decision was supported by the surgeon general in September, and thereafter the usual form of examination was resumed "as per book of instructions, by which always a certain proportion of the

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17. Annual Report of the Commissioner General of Immigration, 1903, pp. 68, 71.

arriving aliens are examined in sufficient detail to determine the existence of any marked form of disease."[18]

In October 1903 Commissioner Williams summarized the work of the medical division at Ellis Island in a document entitled "Organization of the U. S. Immigrant Station at Ellis Island, New York, Together With A Brief Description of the Work Done in Each of the Divisions." The medical division, under the general direction of the commissioner but subject to the Public Health and Marine Hospital Service regulations governing the medical inspection of aliens, was

> composed of officers, many of them commissioned, of the United States Public Health and Marine Service Hospital. . . . It is their duty to determine whether aliens meet the physical and mental requirements of the immigration law. The statute places upon these surgeons the burden of this portion of the inspection under the law. All diseases of a quarantinable nature, including cholera, smallpox and yellow fever, are supposed to be detected at the Quarantine Station, and such cases rarely if ever reach Ellis Island. But the quarantine laws do not deal with insanity or such diseases as consumption, trachoma, favus, scarlet fever, measles, or physical ailments of a non-contagious nature. The Marine Hospital surgeons deal with all physical ailments not dealt with at quarantine.
>
> Aliens suffering from measles, diptheria and chicken-pox are, on account of the very contagious nature of these diseases, sent directly from the steamship pier to the Hospital of the Health Department of New York City, the Government having no hospital appropriate for caring for these diseases, although it is now about to construct one upon a new island. All serious cases of physical or mental disability are formally certified in writing by such surgeons to exist, and in the cases of aliens afflicted with a loathsome or a dangerous contagious disease, or with any mental or physical disability excluding them from admission to the United States, the Surgeon's certificate practically results in deportation; for the Board of Special Inquiry is compelled to exclude upon presentation of such certificate, and no appeal lies from such excluding decision.

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18. Annual Report of the Surgeon-General of the Public Health and Marine-Hospital Service, 1904, pp. 193-95.

> Trachoma (a dangerous contagious disease of the eyes), tuberculosis (a dangerous contagious disease of the lungs), and favus (a loathsome disease of the scalp), are the chief diseases of the classes named with which these surgeons have to deal. Aliens suffering therefrom, as well as aliens suffering from any other infirmity requiring hospital treatment, exclusive of quarantinable diseases and those sent to the Health Department hospital as above stated, are detained in the Immigrant Hospital at Ellis Island or the Long Island College Hospital in Brooklyn. The use of this last named hospital is required through lack of space at the Immigrant Hospital. It is imperative that Congress make adequate provision for increasing its size.
>
> The medical force, like the inspector's force, is divided into two parts, the smaller of which is attached to the Boarding Division and inspects all cabin aliens with reference to their physical or mental disabilities between thw [sic] quarantine station and the piers, ordering detained and brought to Ellis Island all such as may not be, in their opinion, admissible under the laws. The greater part of the medical force is located in the main building at Ellis Island. The members thereof station themselves, upon the arrival of aliens, at the head of the main stairway, and subject to a critical physical and mental examination under the statutes all aliens before they reach the immigrant inspectors. Any suspicious case is held by the Medical Division for such special observation as may be necessary.[19]

Immigration through Ellis Island declined about ten percent in 1904, but its hospital facilities remained overcrowded and the medical staff continued to be overburdened by its responsibilities. The number of steerage passengers (aliens) inspected was 535,579 and the number of cabin passengers (aliens) 98,232, making the total number of aliens inspected 633,811. In addition, 21,692 steerage and 91,715 cabin passengers arrived, and, after primary inspection, proved to be United States citizens, thus bringing the total number of passengers inspected upon arrival to 747,218. Of the aliens inspected 4,802 were certified for physical or mental defects, "including dangerous contagious or loathsome diseases, chronic in character, insanity, epilepsy, idiocy, mental

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19. "Organization of the U. S. Immigrant Station at Ellis Island, New York, Together With A Brief Description of the Work Done in Each of the Divisions," October 1903, General Immigration Files, RG 85.

weakness, and diseases affecting ability to earn a living." Added to the certified cases were 17,422 aliens "having minor defects" who were brought to the attention of the immigration officers. Some 5,155 aliens, including 435 applying for relief after landing, were admitted to hospitals: Ellis Island--3,953; Long Island College Hospital--570; and New York City Health Department hospitals (acute contagious diseases)--632.

Surgeon Stoner described the trials and frustrations of the medical authorities on Ellis Island in his 1904 annual report. The

> proportion of aliens certified on account of loathsome or dangerous contagious diseases was about the same as for the preceding year, notwithstanding the large number rejected at Naples, or at least advised, by the United States medical officer on duty at that port, not to embark; and the efforts said to have been made by the steamship companies at other foreign ports to prevent the embarkation of aliens suffering from such diseases. It is proper to add that the majority of these cases did not come by way of Naples.
>
> The facilities provided by the commissioner, a little over a year ago, for a double line of medical inspection at Ellis Island, have been maintained during the year, and it is quite possible that a number of aliens suffering from excludable disease, especially trachoma, might have been overlooked, but for the double line referred to, and the time afforded thereby for more careful examination especially the turning of all eyelids and for the most part during the hours of daylight.
>
> Other important facilities, for which there is still a crying need, are larger and more suitable rooms for special medical examination of aliens turned aside from the line.
>
> All the space of the office rooms now occupied by the medical officers and clerical force should be added to the rooms for special examinations, and other accessible and suitable office rooms should be assigned for the use of the medical officers and clerks. This, in my opinion, is the only practical solution of the problem at present, and until such time as additional space can be made available by enlarging the building and rearranging the plan so that all the line work in connection with the medical examination of aliens can be performed on the ground floor.
>
> The contract with the Long Island College Hospital was continued during the year, also the contract with the city health department, and the same unsatisfactory arrangement will be necessary during the current year and until the proposed extension and additions to the general hospital on Ellis Island

and the new island near Ellis Island, for the erection thereon of suitable hospital buildings for the care of aliens suffering from acute contagious diseases, shall have been constructed.[20]

One of the earliest descriptions of immigrant medical inspection at Ellis Island was provided by Dr. Allan McLaughlin of the U. S. Public Health and Marine Hospital Service in the February 1905 issue of Popular Science Monthly. According to him inspection of "our immigrants may be said to begin in Europe." The

> immigrant usually buys his steamship ticket in his native town from an agent or subagent of the steamship company. The agents of the best steamship lines are held responsible by the company, for the passengers they book for America, and if they ship one of the excluded classes they are likely to lose their agency. This makes the agent examine the applicants for tickets, and probably quite a large number of defectives are refused passage by agents of the first-class lines. These defectives then usually try some less particular and smaller lines and take chances of escaping inspection at the Canadian or Mexican borders.

The next scrutiny to which the immigrant was subjected was that by the steamship authorities at the port of embarkation. This

> was formerly a perfunctory examination, and is so still, as far as some lines are concerned, but first-class lines, notably the English and German, examine the immigrants carefully and with due regard for our laws. The strict enforcement of our laws, and especially the imposition of one hundred dollars fine for bringing to our ports any case of a contagious character, have occasioned some improvement in the inspection made by ships' doctors at European ports. At the port of embarkation the immigrants' names are recorded upon lists or manifests, each list containing about thirty names. After each name the steamship officials are required by law to record answers to a certain number of queries relating to the immigrant.
>
> Section 12 of the act of 1903 provides that the manifests shall state, in answer to the questions at the top of the manifest sheet:

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20. Annual Report of the Commissioner General of Immigration, 1904, pp. 106-07.

> The full name, age and sex; whether married or single; the calling or occupation; whether able to read or write; the nationality; the race; the last residence; the seaport of landing in the United States; the final destination, if any, beyond the port of landing; whether having a ticket through to such final destination; whether the alien has paid his own passage, or whether it has been paid by any other person or by any corporation, society, municipality, or government, and if so, by whom; whether in possession of thirty dollars, and if less, how much; whether going to join a relative or friend and if so, what relative or friend, and his name and complete address; whether ever before in the United States, and if so, when and where; whether ever in prison or almshouse or an institution or hospital for the care and treatment of the insane or supported by charity; whether a polygamist; whether an anarchist; whether coming by reason of any offer, solicitation, promise or agreement, expressed or implied, to perform labor in the United States, and what is the alien's condition of health, mental or physical, and whether deformed or crippled, and if so, for how long and from what cause.

The master or first officer and the ship's surgeon were required to make oath before an immigration officer at the port of arrival that the manifest lists were, to the best of their knowledge, true and that none of the aliens belonged to an excluded class. Each alien was

> furnished with a card, with his name, the number of the list on which his name appears and his number on that list. The cards of minor children are given to the head of the family. These cards are valuable and necessary for identification, and facilitate inspection at the port of arrival.
>
> The condition of the steerage quarters of a modern steamship depends largely upon the age of the ship and the degree of overcrowding. The steerage of a first-class ship of recent construction will afford accommodations equal to those accorded second cabin passengers on less progressive lines. First-class lines are careful also to prevent overcrowding. On some of the smaller and older ships the accommodations are limited, and overcrowding is permitted. But it is safe to say that the worst steerage accommodations to be found on any ship entering New York harbor to-day are infinitely better than the best afforded by the sailing vessels or old 'side wheelers' of the past.

Upon entering New York Harbor the ocean liners were boarded by state quarantine officers, and the immigrants inspected for quarantinable disease such as cholera, smallpox, typus fever, yellow fever, and plague.

Then the immigrant inspectors and a medical officer of the Public Health and Marine Hospital Service boarded the vessel and examined

> the cabin passengers, paying particular attention to the second cabin. This cabin inspection is very necessary, and, before its institution, the second class cabin was the route most often employed by persons who found it necessary to evade the law. After the completion of the cabin inspection the ship's surgeon reports any cases of sickness among the aliens in the ship's hospital. The medical inspector examines these cases and later arranges for their transfer, if deemed advisable, from the ship to the immigrant hospital. The immigrants are then taken from the ship upon barges to the immigrant station, Ellis Island.

The medical inspection at Ellis Island was conducted according to a system which was the result of a decade of experience. The doctors worked

> in pairs, and divide the inspection between them. The immigrants, coming in single file, are examined for certain defects by the first doctor, who detains each one long enough to keep a space of ten to fifteen feet between the immigrants. The second doctor, placed about thirty feet from the first, disregards that part of the examination entrusted to his colleague and confines his examination to such defects as are not looked for by the first doctor. The file of immigrants makes a right-angle turn just as it reaches the second doctor and this enables the examiner to observe the side and back of the passenger in the shortest time possible.
>
> The examiners follow a routine in this examination, and the scrutiny begins at the approaching passenger's feet, before he comes within fifteen feet of the examiner. The examiner's scrutiny beginning at the feet travels upward, and the eyes are the last to be inspected. In this way, lameness, deformity, defective eyesight (through efforts to adjust his vision, after making the turn, to a new course) are detected. The gait and general appearance suggest health or disease to the practised [sic] eye, and aliens who do not appear normal are turned aside, with those who are palpably defective, and more thoroughly examined later.
>
> The medical examiners must ever be on the alert for deception. The nonchalant individual with an overcoat on his arm is probably concealing an artificial arm; the child strapped to its mother's back, and who appears old enough to walk alone, may be unable to walk because of infantile paralysis; a case of favus may be so skilfully [sic] prepared for inspection that close scrutiny is required to detect the evidences of recent cleansing, and a bad case of trachoma may show no external evidence and be detected only upon everting the eyelid.

> After the last alien in line has passed the doctor, the suspected ones turned aside are thoroughly examined, idiots and those suffering with a loathsome or dangerous contagious disease are certified and sent to the board of special inquiry. Cases not deemed fit to travel are sent to the hospital, and cases with some disability likely to make them a public charge are certified accordingly and also sent to the board of special inquiry. Minor defects, such as anemia, loss of an eye, loss of a finger, poor physique, low stature, etc., are recorded on the alien's card and he is allowed to go to the registry clerk and immigrant inspector in charge of the manifest, who takes the defect into consideration as contributory evidence, and may or may not send him to the board.[21]

Immigration increased markedly in 1905 as 722,741 steerage passengers (aliens) and 98,387 cabin passengers (aliens) were inspected by the Ellis Island medical staff. In addition 93,311 cabin passengers and 33,026 steerage passengers were inspected, who, after primary inspection, were found to be United States citizens.

The increase in immigration led to an increase in the medical staff at Ellis Island to sixteen officers. They performed their responsibilities in three different divisions: (1) on the line and in adjoining examination rooms in the main building; (2) immigrant hospital; and (3) examination of cabin passengers on board incoming vessels in New York Bay. Surgeon Stoner observed that

> in view of the enlarged facilities recently provided for the registry division by the Commissioner--the improvement and increase in the number of lines, an immigrant inspector and interpreter at the end of each line, ready to receive the immigrants as soon as they are passed along from the medical lines or turned over from the medical examination rooms--a corresponding increase in the number of medical officers detailed by the Surgeon-General will probably be required.[22]

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21. Allan McLaughlin, "How Immigrants Are Inspected," Popular Science Monthly, LXVI (February 1905), 357-59.

22. "Annual Report of the Commissioner General of Immigration," 1905, in Reports of the Department of Commerce and Labor, 1905, p. 609.

The matter of diagnosing insanity among immigrants passing through Ellis Island received increased attention in 1905, as evidenced by a study conducted by Assistant Surgeon Thomas W. Salmon who later became an international authority in problems relating to mental health. During that year 59 immigrants were certified by medical officers at Ellis Island as being insane and were excluded--a savings to the public, according to Salmon, of $88,500, or more than the entire cost of medical inspection at the station. Hence it was thought that

> a statement of the remarkable rate of insanity which prevails in the most recent arrivals into the United States may serve as an introduction to a review of the measures taken to detect such conditions, and justify some suggestions to increase the efficiency of this important part of the work of detecting those immigrants who, in the opinion of the medical officers, are physically or mentally unfit for admission into this country.

The first responsibility for the detection of insanity in an immigrant rested with the ship's surgeon. He was

> required by section 22 of the immigration law of 1903 to deliver to the proper authorities on the arrival of the ship in New York "a complete report of the diseases, injuries, births, and deaths among the passengers during the voyage." He is with his passengers for days and sometimes weeks, and has an excellent opportunity for observing any peculiarities of conduct which might suggest mental disease, and yet, with the exception of cases requiring separation from other passengers or treatment in the ship's hospital, it is rare to find insanity noted on the surgeon's report. The omission results partly from lack of knowledge that this particular information is required and sometimes from an attempt to conceal the existence of such cases, and thereby save the steamship company the expense of their return. By explicitly stating in the instructions on the reverse of the form used for this report (No. 1543) that a notation of signs which might indicate insanity in any passengers is highly desirable, and by imposing the fine provided for in section 14 in instances where insanity which might readily have been detected is not manifested, better cooperation on the part of the ship's surgeons could be secured.

If the immigrant mental defective escaped notice by the officers of the ship, he proceeded to Ellis Island where he passed before medical officers. Only a brief inspection was possible there, but the "greatest freedom was"

> practiced in turning aside persons in whom, for any reason, a more detailed examination is thought desirable. Every effort is made to pick out those whose appearance even remotely suggests the existence of mental disease or the possession of a "psychopathic organization." If the manner seems unduly animated, apathetic, supercilious, or apprehensive, or if the expression is vacant or abstracted the immigrant is held and carefully examined. A tremor of the lips when the face is contorted during the eversion of the eyelids, a hint of negativism or retardation, an oddity of dress, unequal pupils, or an unusual decoration worn on the clothing--any is sufficient to arouse suspicion. The existence of well-marked stigmata of degeneration always serves to detain the immigrant for further inspection and an examination into his mental condition. Old persons are invariably questioned to determine the degree of mental deterioration present, and as a result cases of senile dementia are sometimes found.

After the medical inspection the immigrants went in "long lines to the immigrant inspectors." These officers

> put to them a number of questions regarding their age, destination, amount of money possessed, ability to read and write, correspondence with relatives, and any matters which, in the opinion of the inspectors, have a bearing upon the right of the immigrants to land. Occasionally an immigrant refuses to make any reply whatever, or shows such marked abnormality of conduct that he is returned to the medical officers for examination. This should be done far more frequently than it is, for during this interrogation the best opportunity is afforded for the detection of cases of insanity. There has recently been placed in the hands of each immigrant inspector a carefully prepared circular calling attention to a few manifestations which should invariably require the return of the immigrant to the medical officers; and by this means a considerable number of insane persons should be found in the course of a year. Evasive answers to questions, uncertainty as to dates and places, suspicion as to the motives of the questioner or his right to make the inquiries, incoherence, obvious misstatements, and undue reticence are a few of the suspicious characteristics to which attention has been called in this circular.

Following questioning most immigrants immediately left Ellis Island for their new homes. Some, however, were detained

> for special inquiry into their right to land, to wait for money or relatives, for treatment in the immigrant hospital, or for assurance of employment, and some for deportation. Not

> infrequently in the detention rooms an immigrant is noticed acting oddly or becoming excited, and is brought to the medical officers for examination and the existence of insanity discovered.

The problem of detaining the mentally insane at Ellis Island was described by Salmon. It was, according to him,

> the belief of all the medical officers engaged in line inspection, as well as of several well-known alienists who have observed the primary inspection, that little more can be done than to turn aside suspected cases for examination. The medical officers possess a familiarity with the different racial types and demeanor which could be acquired nowhere else in the world so thoroughly as at Ellis Island and they have a full sense of the great responsibility which devolves upon them in this important part of their work. It is in the examination of those detained from the "line" that facilities have been found inadequate. No person obviously insane or recently in an institution will be accepted at the ports of embarkation by the steamship companies. The cases examined at Ellis Island, therefore, often present the greatest difficulties. With very full histories supplied by relatives and friends and often with the good will of the patient, it is felt many times at reception hospitals for the alleged insane that the period of temporary detention allowed by the law is insufficient in which to make a diagnosis, and in the State institutions, with frequent examinations and all the aid afforded by observation by trained attendants, the diagnosis sometimes remains for several weeks in doubt. At Ellis Island suspected cases can be detained in only the crowded detention rooms together with those held for many other reasons, where the watchman and matrons have no opportunity, even if they had the inclination, to make any useful observations. Some experiences in the past have shown how undesirable it is to place mental cases in the immigrant hospital, which consists of large open wards and is filled with the acutely ill.

Accordingly, Salmon urged that a psychopathic pavilion be constructed as part of the Ellis Island hospital. Such a ward would provide adequate facilities for the observation of suspected cases of insanity; make it possible to give humane and efficient treatment to victims of acute mental disorders; and afford a suitable place for the temporary detention of those awaiting deportation under Section 20 of the Act of March 3, 1903.[23]

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23. Annual Report of the Surgeon-General of the Public Health and Marine-Hospital Service, 1905, pp. 271-78. Also see Williams, United States Public Health Service, pp. 376-77.

The continuing concern for detection of mental diseases at Ellis Island is shown in the surgeon general's annual report for 1906. During that year special officers, having knowledge and training in the detection of such diseases, had been detailed at Ellis Island. To increase the efficiency of these examinations, arrangements had been made with the

> authorities of the Government Hospital for the Insane at Washington, D. C. (St. Elizabeth's), by which officers of the Service will be received in that institution for such period as may enable them to become expert in mental disorders. They will render service without further compensation from the institution than their quarters, subsistence, and laundering. The details will be made from the Service to St. Elizabeth's as frequently as may be necessary to ensure a competent corps of alienists at the Ellis Island or other immigration station. A further arrangement provides for the appointing of physicians from the St. Elizabeth's staff for temporary duty at Ellis Island.[24]

Despite these efforts Commissioner Watchorn urged in June 1906 that proper facilities be provided for handling insane persons immediately. Earlier that month a detained alien had become "so obstreperous as to render it necessary to lock him in one of the cells, where he succeeded in grasping an electric light wire, with which he strangled himself." Some months before a woman, detained for mental observation, had "climbed through a window and jumped to her death." Watchorn observed that had "we had proper accommodation neither of these suicides would have been possible."[25]

During 1906 the medical force at Ellis Island examined 935,860 aliens upon arrival--the highest total to date. Of these 122,748 were cabin passengers and 813,112 were steerage passengers. In addition 112,007 cabin and 23,948 steerage passengers were examined and, upon further examination, proved to be United States citizens. Altogether 7,573 aliens

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24. Annual Report of the Surgeon-General of the Public Health and Marine-Hospital Service, 1906, p. 61.

25. Watchorn to Sargent, June 11, 1906, General Immigration Files, RG 85.

were certified for physical or mental defects; 976 afflicted with diseases classified as dangerous, contagious, or loathsome; 189 insane, idiotic, or epileptic; 97 mentally weak or feeble-minded; 1,992 senility; 315 poor physique; 1,526 hernia; 138 valvular disease of the heart; and 2,340 for other diseases or physical conditions affecting one's ability to earn a living. In addition to the certified cases 29,302 aliens having minor defects were brought to the attention of the immigrant inspectors.

During the year 7,464 aliens were admitted to hospitals. These included: Ellis Island Immigrant Hospital--4,913; Long Island College Hospital--940; St. Vincents Hospital--21; and New York City Health Department hospitals--1,590. The contracts with these hospitals were renewed for 1907, and a new contract was entered into with St. Mary's Hospital in Hoboken, New Jersey. During 1906 Michael Hassett had provided ambulance transportation and burial services. An improved ambulance service was arranged in 1907, the New York City Health Department contracting to furnish ambulance service for all contagious cases by boat.[26] Enlarged facilities had been made available for primary inspection of aliens and the medical force had also been increased during 1906. Separate rooms and improved facilities were provided for the examination and detection of mental diseases, and a new pavilion was planned for the hospital complex where such cases could receive proper observation, care, and treatment.

Work had started on the contagious disease hospital complex, on Island No. 3, but it would not be ready for several years. Hence there was immediate need for temporary hospital quarters for quarantinable cases, since all cases of measles, diphtheria, and scarlet fever had to be sent to outside hospitals. This involved a long, tedious haul by ambulance service, and the "exposure incident thereto, produces a rate of mortality that is well nigh appalling." Some 278 deaths had occurred

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26. Passed Assistant Surgeon, Public Health and Marine Hospital Service to Commissioner of Immigration, Ellis Island, July 16, 1906, General Immigration Files, RG 85.

during the year, many of them resulting from the transfer to outside hospitals.

Despite the problems attached to the medical organization and activities on Ellis Island, Commissioner Watchorn was highly complimentary of the Public Health and Marine Hospital Service personnel at the immigration station. He noted that it was

> a very great pleasure to me to thus acknowledge my indebtedness to that very important Service. It would be extremely difficult for me to overstate the important service they have rendered the Government, the helpful assistance they have given to afflicted aliens, and the careful and fearless manner in which they have detected and diagnosed multiform cases of disease, many of them of a contagious nature.[27]

Between November 1906 and August 1907 Assistant Surgeon General H. D. Geddings conducted three inspections "of all the operations connected with the medical examination of aliens as conducted" by the Public Health and Marine Hospital Service at Ellis Island. The three reports that he submitted provide the most substantive information about the early medical procedures, policies, and administration on Ellis Island. The first report, submitted to the Surgeon General on November 16, 1906, provided a summary of his findings relative to hospital operations, line inspection work, cabin passenger inspection, and administrative details. The second report, dated May 22, 1907, concerned the need for additional medical personnel, cabin inspection and identification cards, compensation of attendants, general observations, and problems of discipline at the medical office in the Barge Office building where cabin passenger inspectors were stationed. The third report, dated August 19, 1907, was concerned with the handling of mental cases on Ellis Island.[28]

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27. Watchorn to Sargent, July 17, 1906, General Immigration Files, RG 85.

28. Copies of relevant portions of all three reports may be seen in Appendix B. President Theodore Roosevelt appointed James Bronson Reynolds to investigate and report on Ellis Island operations during the fall of 1906. Among other topics Reynolds reported on the treatment of insane and mentally defective aliens and proposed changes for such procedures. Reynolds to the President, November 28, 1906, and Loeb to Metcalf, December 1, 1906, General Immigration Files, RG 85.

The year 1907 marked the milestone in terms of numbers of immigrants passing through Ellis Island. That year 1,123,842 aliens were inspected by the medical force, with 8,510 being certified, 9,293 detained in hospitals for treatment, and 3,605 deported for medical problems. In addition 122,929 cabin passengers and 23,905 steerage passengers were inspected and found to be United States citizens.

Commissioner Watchorn was pleased with the results of the increase of doctors on duty at Ellis Island, as evidenced by the increased number of aliens certified for mental defects and the increased percentage of those deported. Since 1904 the number of aliens certified for mental defects had risen from 62 to 355 and the percentage of those certified that were actually deported had increased from 13 to 28. He observed:

> It is undeniably very important that all serious defects should be detected and duly certified, but it is also more important that the object for which the examination is held should be obtained--i.e., that all who are likely to be a burden on the public or to endanger the welfare of society should be deported. A moneyless alien who is mentally and physically sound is infinitely to be desired to one who, though well supplied with funds, is unfortunate enough to be mentally unbalanced or so physically unsound as to render him likely to become dependent on public charity.

Furthermore, steamship companies were giving more attention at ports of embarkation to persons afflicted with diseases that were liable to subject them to fines. The increased vigilance was

> attested by the fact that of the total number of persons afflicted with contagious diseases only 251 were so afflicted as to enable the medical examiners to certify that said diease might have been detected at ports of embarkation, and this view is further supported by the total list of passengers rejected at ports of embarkation, which is in excess of 65,000. Two hundred and fifty-one cases out of more than a million of passengers--making due allowances for disagreements of diagnoses--certainly indicate that special attention has been given to this feature, and this emphasizes the wisdom of the act of March 3, 1903, which imposes a penalty of $100 for each case of contagious disease. I sincerely hope that the amplification of this feature of the law of 1903 in the law of February 20, 1907, will produce similar results in relation to aliens who are mentally unsound, such as idiots and imbeciles, and also

> epileptics. The more attention I give this matter the more I am convinced that this principle might be still further extended advantageously to this Government, and with increased protection to those who are permitted to make a useless and expensive journey across the ocean, and whose admission to the United States is absolutely precluded by law.

Watchorn regretted that the portion of the Act of February 20, 1907, relating to improved conditions on passenger ships was not made operative earlier than 1909. During the past year

> 1,506 children have been received at this station afflicted with measles, diphtheria, and scarlet fever, all of which diseases are due, more or less, to overcrowding and insanitary conditions. Of this number 205 died. Hospital treatment of these cases cost the steamship lines over $104,000, and the cost of detention of relatives while waiting for return from hospital of persons afflicted with the diseases in question has cost fully $30,000 more, and has placed a strain upon the dormitories and detention rooms at Ellis Island second only to the stress that is placed upon the steerage itself. This indicates a state of affairs which surely ought to be remedied before 1909. . . .[29]

The numbers of immigrants passing through Ellis Island declined during the years 1908-10, the totals being examined on arrival amounting to 689,474 in 1908, 733,267 in 1909, and 912,026 in 1910. During these years, however, medical inspection procedures and hospital facilities continued to receive close scrutiny by Ellis Island officials. In 1908 Commissioner Watchorn observed:

> The primary inspectors were led to hold for special inquiry many of the 52,679 by reason of the medical certificates issued to the effect that the holders were mentally or physically defective, 7,216 such certificates being issued during the period covered by this report. About one-sixth of these certificates covered cases designated as dangerous, contagious, loathsome, or mentally diseased or defective. The other five-sixths not being included in the above designations were eligible to land, either by action of the boards of inquiry or on appeal to the Department. Of the total number thus certified for all causes, the following dispositions were made; 5,006

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29. "Annual Report of the Commissioner General of Immigration," 1907, in Reports of the Department of Commerce and Labor, 1907, pp. 155-57.

admitted, 2,210 deported. These results do not evidence a failure to reap the full measure of protection which the medical inspection was designed to afford. A close study of the figures will demonstrate that what appears to be a lax disposal relates in fact not to those serious cases which are admittedly the just cause of apprehension, but to a class of physical imperfections and infirmities which are neither loathsome, dangerous, nor contagious, but which at worst render those thus afflicted more or less liable to be nonself-supporting. However, seeing that all aliens certified for any physical or mental defect are detained for special inquiry, and are only admitted after such special inquiry, it may be safely regarded (despite what appears to be a lack of efficiency) that the intent of both the letter and spirit of the statutes is being properly observed and enforced. . . .

The new hospitals for the care of patients afflicted with dangerous contagious diseases are about 60 per cent completed, and the remaining unfinished portions are practically provided for, so that by the close of the present calendar year it is confidently hoped and believed that this group of hospitals will be put in commission. When that is an accomplished fact, a very important result will have been secured. The report of the surgeon in charge shows that 267 deaths occurred at the various hospitals where those requiring medical treatment were placed. Of this total, children afflicted with measles, scarlet fever, etc., furnished 229. It is confidently hoped that the opening of the new hospital at Ellis Island will cause a decided diminution of the rate of mortality, since the promptness with which the treatment may be afforded will be a decided advantage over the present conditions.

It is also a pleasure to be able to report that the pavilion for the treatment of insane aliens, which was placed in commission in November, 1907, has met all the purposes for which it was designated, and has served to correct a condition relating to that unfortunate class of aliens which, to say the least, placed the Government on the defensive.[30]

Commissioner Williams was more critical of the insane pavilion facilities in 1909. He stated that there was

no proper ward for holding for observation cases in which it is suspected that the alien may be affected mentally. Certain

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30. "Annual Report of the Commissioner-General of Immigration," 1908, in Reports of the Department of Commerce and Labor, 1908, pp. 233-35.

> wooden barracks are now used for this purpose. They were never intended to stand permanently, and furthermore are dangerous by reason of their inflammability. Here too, I shall defer specific recommendations until later, only pointing out now that something must be done before long.[31]

During these years contracts with outside hospitals were continued because of the inadequate hospital facilities at Ellis Island. Contracts were continued with the New York City Health Department hospitals and St. Mary's Hospital in Hoboken, New Jersey, for the care and treatment of aliens suffering from acute contagious diseases. Other hospitals contracted with were Long Island College Hospital in Brooklyn and St. Vincent's Hospital and Columbus Hospital in Manhattan.[32]

Information relative to the burial of those who died on Ellis Island during those years is also available. In fiscal year 1908 the number of deaths was 267. Of these 201 were buried under contract by Edward J. Scully of Manhattan and 66 were buried by relatives or friends of the deceased or by Hebrew charity associations. During the first nine months of fiscal year 1909 a total of 95 aliens died on the island of which 83 were buried by contractor and twelve by relatives or friends or by Hebrew charity associations. Most of the burials were made in the Calvary (Catholic) or Evergreen cemeteries in Brooklyn.

Details of the contract burial service provided by Scully appear in a letter he sent to Watchorn on April 17, 1909. Scully observed:

> A grave measures 8 ft. long, 2 ft. wide, and about 8 ft. deep, and it is the custom in all cemeteries in New York, except where people have an abundance of money and possess a large burial plot, to bury bodies one over the other, not side by side, as it would entail enormous expense. All cemeteries

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31. Williams to Commissioner General of Immigration, August 16, 1909, Taft Papers, Library of Congress.

32. Annual Report of the Surgeon-General of the Public Health and Marine-Hospital Service, 1909, p. 188.

must follow Sanitary Code, Section 108, of the New York Board of Health, part of which I quote here:

> "No new crematory, burying-ground, cemetery, tomb, or vault for dead human bodies shall be established, nor shall the remains of any dead body be placed in any existing burying ground, vault, tomb, or cemetery in the City of New York, nor any of said receptacles be opened, exposed or disturbed, except according to the terms of a permit therefor given by the Board of Health, and every body buried in any such place shall be buried to the depth of six feet below the surface of the ground, and four feet below any closely adjacent street, except that in the Borough of Queens a body may be buried to the depth of three feet below the surface of the ground". . . .

In making my bid for the contract - $20.40 - all circumstances were taken into consideration, and all bidders figured the same way, and in all burials, not alone in your Department but throughout Greater New York, an Undertaker must conform with the regulations and rules of whatsoever Cemetery the burial may take place as they are directly responsible to the Board of Health for such interments.

The burial of Immigrants now furnished is fully equal if not better than that furnished to persons in the same walk in life who may die in any large city of the U. S.

My contract is the first one in the history of the Immigration Service that calls for a good hard wood coffin with metal thumb screws, properly varnished, upholstered and casket lined, top to be secured by white metal thumb screws. . . .[33]

Beginning in November 1909 new procedures were commenced relative to treatment of aliens suffering from acute contagious diseases. All such cases were removed from ships at the entrance of the harbor by health officers and detained for care and treatment in the state quarantine hospital. Between November 1909 and June 1910 some 652 such cases occurring at Ellis Island, including 118 accompanying exposed persons, were turned over to the same hospital.

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33. Scully to Watchorn, April 17, 1909, General Immigration Files, RG 85. Also see Keefe to Pettigrew, April 16, 1909, ibid.

In June 1910 the new wing of the general hospital on Island No. 2 was opened for patients. After that date all arriving aliens requiring hospital care were admitted to the new wing, and many patients in the old hospital building were transferred to the new wing "to permit of a better method of cleansing the different compartments of the old hospital than was possible while the building was constantly crowded."

During 1910 steamship companies also inaugurated a program to help with the hospitalization of aliens requiring immediate medical attention upon arrival. Some 271 such cases were cared for by the companies at various city hospitals. Of these 221 aliens recovered, 12 died, and 38 remained in hospitals at the close of the fiscal year.

Medical personnel at Ellis Island continued to visit and examine aliens who had become public charges or inmates in state or local hospitals in New York, New Jersey, and Connecticut. In 1910 some 167 persons were examined

> to determine the nature of the disease, mental or physical, from which the aliens were suffering and whether due to causes existing prior to landing in the United States; and a medical certificate in each case was rendered for the information of the Commissioner of Immigration.[34]

In September 1910 Chief Medical Officer George W. Stoner requested the addition of four experienced commissioned medical officers to his overworked staff at Ellis Island. At the time there were

> only eighteen medical officers besides myself assigned to duty in the different branches of this station, viz:-Medical inspection line, Main Building, seven; immigrant hospital duty, four; laboratory duty, one; examination of cabin passengers on board incoming vessels in the bay, six; and this force is constantly lessened by reason of annual leaves of absence, and extension of annual leaves of absence on account of sickness. And when it is taken into consideration that at Ellis Island we frequently

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34. Annual Report of the Surgeon General of the Public Health and Marine-Hospital Service, 1910, pp. 168, 170-71.

> have as many as five thousand steerage passengers to examine on the line in one day and only six and sometimes only five doctors on duty in Main Building for the performance of the work, it can readily be seen that the present force is insufficient to meet the requirements of the Service.

He commented that numerous visitors to the island had asked the question: "how is it possible for such a small number of doctors to examine such a large number of immigrants during the working hours of one day?"[35]

In 1910 Commissioner Williams reiterated a previously-expressed desire for the provision of better quarters for the medical examination in the main building and the construction of an additional building to the general hospital complex on Island No. 2. These requests were particularly urgent in view of the provision of the Act of February 20, 1907, which had added a new class of aliens to be excluded:

> namely, those "who are found to be and are certified by the examining surgeon as being mentally or physically defective, such mental or physical defect being of a nature which may affect the ability of such alien to earn a living." Following are a few of the physical defects which it becomes necessary to consider in this connection: Ankylosis of various joints, arterio-sclerosis, atrophy of extremities (following old poliomyelitis), chronic progressive diseases of central nervous system, chronic inflammation of lymph glands of neck; dislocation of hip joint with shortening and lameness, double hernia, goiter, poor physical development, locomotor ataxia, psoriasis and lupus (chronic skin diseases), valvular disease of heart, well-marked varicose veins.
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> Physical defects of these classes are not, per se, ground for exclusion (as are idiocy, insanity, tuberculosis, and loathsome and dangerous contagious diseases), but whenever present in aggravated form, as so often happens, they usually affect

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35. Stoner to Surgeon General, September 21, 1910, General Subject File, 2855, RG 90. A "List of Officers and Employees of the United States Public Health and Marine-Hospital Service, on exclusive duty in connection with the medical examination of aliens at the Port of New York, during the month of October 1910" may be seen in Appendix C.

> the alien's ability to earn a living--in fact, they frequently render him incapable to do so--and ability to earn a living--in fact, they frequently render him incapable to do so--and thus operate to exclude him irrespective of whether in addition he is a person likely to become a public charge. The far-reaching effect of this new provision of law is not generally understood. If understood by the transportation companies, it is not sufficiently heeded by many of them in their inspection (often inadequate and careless) of immigrants prior to embarkation. The statute also refers to persons who are "mentally" defective to such a degree as possibly to affect their ability to earn a living.

Williams added that determining "which of four or five thousand arriving in one day are subject to the physical or mental defects described by the statute is a very difficult and delicate task to perform." The "chief burden" fell on the surgeons, who were "obliged to do this particular work under unfavorable circumstances, due chiefly to lack of proper quarters, which in turn necessitates too rapid examinations." He went on to state:

> So many aliens have within the past few years found their way into the almshouses and asylums of New York and other States that it behooves the Federal Government to put the immigration authorities in a position effectively to execute the law and prevent the landing of all who are ineligible, including particularly such as are physically or mentally defective under the statute. No part of the immigration law is more important than that which concerns the medical examination. This calls for professional work of a high order, which, however, can not be given without adequate facilities both as regards time and space. Mental defects in particular can often be detected only where opportunity exists for observation extending sometimes over several days. The additional space required should be in the vicinity of that already occupied by the medical division in the main building. The hospitals (which, besides, are on another island) serve other purposes and are not available for those under discussion. I have accordingly recommended elsewhere that Congress appropriate $455,000, with which to erect a new building adjoining the northeast corner of the main building to correspond approximately to a similar building erected by my predecessor at the northwest corner.[36]

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36. "Annual Report of the Commissioner General of Immigration," 1910, in Reports of the Department of Commerce and Labor, 1910, pp. 288-89.

The year 1911 witnessed some marked changes in the medical examination procedures and hospital care arrangements at Ellis Island. The "primary medical inspection line, medical examination rooms, and all accommodations pertaining to the medical office" on the second floor of the main building were transferred on May 11 to the "new and more commodious and appropriate quarters" on the first floor of the east wing. The new quarters were "larger and more sanitary than the old ones" and were "tiled and wainscoted." The old stairway, which "created a large opening in the middle" of the great hall on the second floor was eliminated and thus immigrants requiring hospital treatment were "no longer required to climb any stairs."

The new contagious hospital complex on Island No. 3 was opened to the reception of patients on June 20, thus eliminating the need of contracting with area hospitals for the care of aliens suffering from acute contagious diseases. Thereafter, all such cases were cared for at Ellis Island.[37]

During the first year of operation the contagious disease hospital was not fully occupied. With a capacity of 450 beds, the number of patients per month ranged from 30 to 130. Children reaching Ellis Island who developed symptoms of contagious diseases were not sent back to quarantine but were retained at Ellis Island, and by July 1912 it was

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36. (Cont.) Also see Williams' remarks on "feeble-mindedness in certain immigrants" in "Annual Report of the Commissioner General of Immigration," 1911, in Reports of the Department of Commerce and Labor, 1911, p. 301; on "mentally defective immigrants" in ibid., 1912, in Reports of the Department of Commerce and Labor, 1912, pp. 207-08; and "Immigration and Insanity," Address of William Williams, U. S. Commissioner of Immigration, before the Mental Hygiene Conference at New York City, November 14, 1912, pp. 1-6, General Immigration Files, RG 85.

37. Annual Report of the Surgeon General of the Public Health and Marine-Hospital Service, 1911, pp. 206-07, and Ellis Island, New York: Annual Report of the Commissioner of Immigration for the Port of New York, 1911, S Doc. 124, p. 4.

determined, according to Secretary of Commerce and Labor Charles Nagel, "to take charge of these cases more and more upon arrival." While the contagious disease hospital was not yet fully occupied, the secretary informed President William H. Taft that the "number of patients has very materially increased and this increase is apt to continue."[38]

In April 1912 a study, entitled "The Medical Side of Immigration," was published in Popular Science Monthly. Authored by Dr. Alfred C. Reed, an assistant surgeon at Ellis Island, the study provides considerable information on the medical examination process and hospital facilities on the island. He prefaced his remarks by commenting on some of the diseases confronted by Ellis Island medical officers:

> First among these might be placed trachoma, a disease of the eyelids characterized by extreme resistance to treatment, very chronic course and most serious results. Most of the immigrant cases occur in Russians, Austrians and Italians, although it is of common occurrence in oriental and Mediterranean countries. It causes a large percentage of the blindness in Syria and Egypt. Its contagious nature, together with the resulting scarring of the lids and blindness, make its recognition imperative. The hookworm (Uncinaria) has received much attention lately since it has been found so widely distributed through the mountains of the south, the mines of California, the middle west, etc. It is a minute parasitic intestinal worm about three fifths of an inch long, and under the microscope shows relatively enormous and powerful chitinous jaws by means of which it attaches itself to the intestinal walls. The saliva of the hookworm has the curious property of preventing coagulation of blood like leech extract, and when it is remembered that the worms may vary in number from several hundred to a thousand or more, and that each worm moves frequently from place to place on the intestinal wall, it is apparent how excessive and continuous is the drain on the blood and lymph juices. The result is an extreme anemia which brings in its wake a varied multitude of bodily ills, and may eventuate fatally, meanwhile having incapacitated the victim for mental or physical work. Infection can spread rapidly from a single case. Not many hookworm carriers have been discovered among immigrants, probably because the facilities for their detection are so meager. But the heavy immigration from countries where uncinaria is abundant, as well as the recent

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38. Nagel to Mr. President [Taft], July 12, 1912, Taft Papers, Library of Congress.

> suggestive work of Dr. H. M. Manning at the Ellis Island Immigrant Hospital, indicate that there is a constant stream of fresh infection pouring in. Indisputably routine examination for hookworms should be instituted. The same can be said of other intestinal parasites as tapeworms, pin worms, whip worms, eel worms and others. One of the tapeworms, the so-called fish worm (Dibothriocephalus latus) leads to an anemia fully as severe as that from the hookworm.

The medical service at Ellis Island, according to Reed, was divided into three branches: hospital, boarding division, and line inspection. The hospital was

> an excellently equipped and managed institution, and [had] an isolated set of buildings for contagious diseases. The hospital service is limited exclusively to immigrants, and the patients are those acutely ill upon arrival, those taken sick during their stay on the island, and cases of acute sickness among aliens already landed who for some reason have been brought to the island for deportation.

The boarding division had the responsibility for inspecting aliens in the first and second cabins on board incoming vessels.

The routine inspection on the line was the "most important feature of the medical sieve spread to sift out the physically and mentally defective." The

> incoming immigrants pass in single file down two lines. Each of these lines makes a right-angled turn midway in its course. At this turn stands a medical officer. He sees each person directly from the front as he approaches, and his glance travels rapidly from feet to hand. In this rapid glance he notes the gait, attitude, presence of flat feet, lameness, stiffness at ankle, knee, or hip, malformations of the body, observes the neck for goitre, muscular development, scars, enlarged glands, texture of skin, and finally as the immigrant comes up face to face, the examiner notes abnormalities of the features, eruptions, scars, paralysis, expression, etc. As the immigrant turns, in following the line, the examiner has a side view, noting the ears, scalp, side of neck, examining the hands for deformity or paralysis, and if anything about the individual seems suspicious, he is asked several questions. It is surprising how often a mental aberration will show itself in the reaction of the person to an unexpected question. As the immigrant passes on, the examiner has a rear view which may

reveal spinal deformity or lameness. In case any positive or suspicious evidence of defect is observed, the immigrant receives a chalk mark indicating the nature of the suspicious circumstance.

At the end of each line stands a second medical officer who does nothing but inspect eyes. He everts the eyelids of every person passing the line, looking for signs of trachoma, and also notes the presence of cataract, blindness, defective vision, acute conditions requiring hospital care and any other abnormalities. All cases which have been marked on the line are separated from the others and sent to the medical examining rooms for careful examination and diagnosis. When it is remembered that often 5,000 immigrants pass in a day, it is clear that the medical officers not only are kept busy, but that they see an unusually wide variety of cases.

After careful examination, the nature of the defect or disease found, is put in the form of a medical certificate which must be signed by at least three of the physicians on duty. It is not within the province of the medical officers to pass judgment on the eligibility of the immigrant for admission. The medical certificate merely states the diagnosis, leaving to the immigration inspector in the registry division the duty of deciding the question of admission. In the inspector's consideration are included not alone the medical report, but all other data concerning the applicant, such as age, money in his possession, previous record, liability to become a public charge, and his sponsors.

Most cases of trachoma and mental or organic nervous disease are sent to the hospital and kept under care and observation to facilitate an accurate diagnosis. Seldom indeed does the alien suffer from too harsh a medical judgment. He is given the benefit of a doubt always. For example, if a case of defective vision is found to be 3/20 normal, it would be certified as perhaps 5/20 normal.

Reed noted that the Act of February 20, 1907, divided medically defective immigrants in three classes:

Class A, aliens whose exclusion is mandatory because of a definite and specified defect or disease. Class B, aliens not under class A, who possess some defect or disease which is likely to interfere with the ability to earn a living. Class C, aliens who present a defect or disease of still lesser seriousness, not affecting ability to earn a living, but which none the less must be certified for the information of the immigration inspectors.

Under class A, the excluded, are listed idiots, imbeciles, the feeble-minded, the epileptics, the insane, persons afflicted with tuberculosis of the respiratory, intestinal or genito-urinary tracts, and loathsome or dangerous contagious diseases. By contagious the law means communicable. Loathsome contagious diseases include those whose presence excites abhorrence in others, and which are essentially chronic, such as favus, ringworm of the scalp, parasitic fungus diseases, Madura foot, leprosy and venereal disease. Dangerous contagious diseases are such as trachoma, filariasis, hookworm infection, amoebic dysentery, and endemic hematuria.

Under class B, diseases and defects not in class A but which affect ability to earn a living, are such conditions as hernia, organic heart disease, permanently defective nutrition and muscular or skeletal development, many deformities, varicosities of the lower extremities, premature senescence and arterial degeneration, certain nervous diseases, chronic joint inflammations, poor vision and tuberculosis of the bones, skin or glands.

Reed also commented on the activities and findings of the medical division on Ellis Island during fiscal year 1911. These included:

. . . nearly 17,000 aliens were certified for physical or mental defect and over 5,000 of these were deported (not necessarily for medical reasons alone). Among those certified were 209 mental defectives, of whom 45 per cent were feeble-minded, and 33 per cent insane. Under loathsome and dangerous contagious diseases there were 1,361 cases, of which 85 per cent were trachoma. Over 11,000 aliens had a defect or diseases affecting ability to earn a living and half of these were due to age and the changes incident to senescence. More than 4,000 certificates were rendered for conditions not affecting ability to earn a living.

Over 6,000 aliens were treated in the immigrant hospital, beside 720 cases of contagious disease, which were transferred to the State Quarantine Hospital at the harbor entrance before the completion of the present contagious-disease hospital on Ellis Island. Among these 700 there were a hundred deaths, chiefly from measles, scarlet fever and meningitis. The medical officers also examined 168 cases which had become public charges in surrounding towns of New York, New Jersey and Connecticut to determine the nature of the illness and if due to causes existing prior to landing. Chief among the contagious diseases were measles, chicken-pox, diphtheria and scarlet fever. The quarantinable diseases, cholera, leprosy, bubonic

> plague, smallpox, typhus and yellow fever are removed at the New York Quarantine Station before the vessels are docked.[39]

In January 1913 Reed published another article in the Popular Science Monthly, entitled "Going Through Ellis Island," in which he considered the medical services on the island as one aspect of the immigrant's experience. The Public Health Service had

> 25 medical officers attached, including 6 specially trained in the diagnosis and observation of mental disorders. . . . The boarding division has its offices at Battery Park, N. Y. By means of a fast and powerful cutter, The Immigrant, these men meet all incoming liners as they leave the New York Quarantine Station and start up the bay. Their inspection is limited to aliens in the first and second cabins. Such as require a more careful and detailed examination are sent to Ellis Island. The others are discharged at the dock, after having passed the additional inspection of the Department of Commerce and Labor. At the dock, all third and fourth class aliens are transferred to barges, carrying about 700 each, and taken to Ellis Island. . . .
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> Each hospital can accommodate close to 200 patients at once, and is usually fairly full. The service is limited strictly to aliens, and the expense of each immigrant receiving hospital care is charged to the steamship company which brought him. This hospital is excellently conducted and every method of most approved diagnostic, surgical and medical technique is practised [sic]. A rare variety of diseases is seen. Patients literally from the farthest corners of the earth come together here. Rare tropical diseases, unusual internal disorders, strange skin lesions, as well as the more frequent cases of a busy general city hospital present themselves. The variety of contagious diseases is unusual and extreme diagnostic skill is required of the physicians in charge.[40]

During the early part of 1913 Commissioner Williams conducted an extensive study of the medical activities at Ellis Island. The purpose of

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39. Alfred C. Reed, "The Medical Side of Immigration," Popular Science Monthly, LXXX (April 1912), pp. 384-90.

40. Alfred C. Reed, "Going Through Ellis Island," Popular Science Monthly, LXXXII (January 1913), 11. In June 1913 the Surgeon General reported on the work performed by medical officers detailed for immigration duty at Ellis Island, excerpts of which may be seen in Appendix D.

the report was to outline "in detail the work that has to be done . . . by Public Health Surgeons" and point "out that the number of surgeons now available is totally inadequate properly to inspect arriving aliens." Based on his findings, Williams urged that instead of 25 medical officers at Ellis Island "with no regular interpreters at their disposal," there "should be at least fifty with eight to ten interpreters whom they could call upon whenever they please, and the medical quarters in the main building should be materially enlarged."[41]

The shortage of medical officers and the "underpayment" of doctors at Ellis Island continued to receive attention by authorities at the immigration station. Accordingly, Chief Medical Officer L. L. Williams prepared in October 1913 a schedule of the current and required medical force on the island. He commented that the "number of attendants asked for and the rates of compensation" were

> quite moderate when the amount and importance of the business transacted and the special difficulties encountered are taken into consideration. The number asked for is regarded as only sufficient to obviate just complaint of lack of attendance on the sick or criticism as to prompt and efficient handling of aliens during the medical inspection. It will be best, in my opinion, that the entire operating force be classed as Attendants as the exigencies of the work frequently require that additional duties be assigned to certain employees, those, for instance, employed in clerical work and as interpreters would often be called upon to perform other duties connected with the handling of immigrants.[42]

The matter of examining aliens for mental defects received increasing emphasis at Ellis Island in 1913-14. In January Surgeon E. K. Sprague

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41. Commissioner to Commissioner General of Immigration, March 31, 1913; Wilson to Secretary of the Treasury, April 4, 1913; and Secretary of the Treasury to Secretary of Labor, April 10, 1913; General Subject File, 2855, RG 90. Also see "Annual Report of the Commissioner General of Immigration," 1913, in Reports of the Department of Labor, 1913, p. 267.

42. L. L. Williams to Surgeon General, October 14, 1913, General Subject File, 1174, RG 90. See Appendix E for a copy of the list of present and required medical employees at Ellis Island.

published an article entitled "Mental Examination of Immigrants" in Survey in which he noted that the number of aliens certified for insanity had increased from 4.8 per 100,000 in 1902 to 12.8 in 1913 and the number certified for mental defects had risen from 5.1 per 100,000 in 1902 to 50.8 in 1913. Nearly 100 mental certificates were issued per month in 1913 and early 1914, and it was expected that the certificates for mental defectives would exceed 1,000 in 1914. During 1913 several performance tests were introduced at the island to test the mental capacities of those suspected of having deficiencies. These tests included "Seguin's form board, a construction puzzle by Healy, another by Fernald, together with complete sets of the De Sanctis and Binet-Simon tests." Another test had been devised by Assistant Surgeon Howard A. Knox consisting of "touching a line of four cubes in various orders, and named by him the cube imitation test." The advantages of these tests, according to Sprague, were that they

> eliminate to a great extent the possibility of error in interpretation, that in many instances the subject's interest is awakened and all his mental faculties are promptly brought into play on the problem confronting him and he becomes oblivious to all except the task immediately at hand. . . .
>
> Powers of perception, ingenuity, application, concentration, and education are promptly revealed. By supplementing such performance tests with questions involving the simpler mathematical processes, or calling forth the knowledge which they may possess of occupation previously followed, the examiner obtains a more fairly accurate idea of the subject's mentality in general. In cases held for subsequent examinations, these records of preceding tests are of use in gauging ability to acquire knowledge. For instance some absolutely unable to count backward 20 to 1 when first examined, will on the following day rattle off the numbers as glibly as though it were a daily custom. When asked to explain the improvement they almost invariably reply that they had devoted sufficient thought to the problem to solve it.[43]

Two months later Assistant Surgeon Howard A. Knox published an article in The Journal of the American Medical Association in which he

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43. E. K. Sprague, "Mental Examination of Immigrants," Survey, XXXI (January 17, 1914), 467-68. Also see New York Times, October 14, 1913.

presented a scale he had developed for estimating mental defects at Ellis Island. Based on tests of over 4,000 suspected defectives during the previous eighteen months, he had developed a scale to estimate the degree of mental deficiency "in illiterates and others."[44]

In June 1914 the Surgeon General reported that on "account of the increasing attention devoted to the subject and the gain in experience on the part of the medical staff the number of the mentally defective certified during the fiscal year has shown a notable increase" at Ellis Island. During the year 96 defectives per 100,000 were certified, or an increase of 88.9 percent over the results of 1913, and an increase of 389 percent compared with 1912. A medical officer was presently engaged in the mental examination "of a large number of normal immigrants of various races and nationalities, with a view to obtaining data" that would be of value "in improving the methods of examination of defectives now in use, and throwing light upon the relative worth of the diagnostic measures now employed." The inquiry was being conducted in connection with a board of medical officers at Ellis Island detailed by the Surgeon General to prepare a manual of mental examinations.

Other innovations were commenced in the medical inspection and operations at Ellis Island in 1914. Changes were made in the line inspection procedures to make the process more efficient. To date two medical officers were stationed on each inspection line, one of whom had the duty of turning the aliens' eyelids and inspecting their eyes. It was found that this inspector could work approximately twice as fast as his colleague, who made a general inspection and questioned each immigrant. By the change of procedure four lines were established rather than

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44. Howard A. Knox, "A Scale, Based On the Work At Ellis Island, For Estimating Mental Defect," The Journal of the American Medical Association, LXII (March 7, 1914), 741-46. For more information on psychological testing at Ellis Island see Bertha M. Boody, A Psychological Study of Immigrant Children at Ellis Island (Baltimore, 1926), pp. 64-153, and Treadway, "Mental Hygiene with Special Reference to the Migration of People," 126-40.

three, without increasing the number of officers engaged, a single officer being able to examine eyes for two lines.

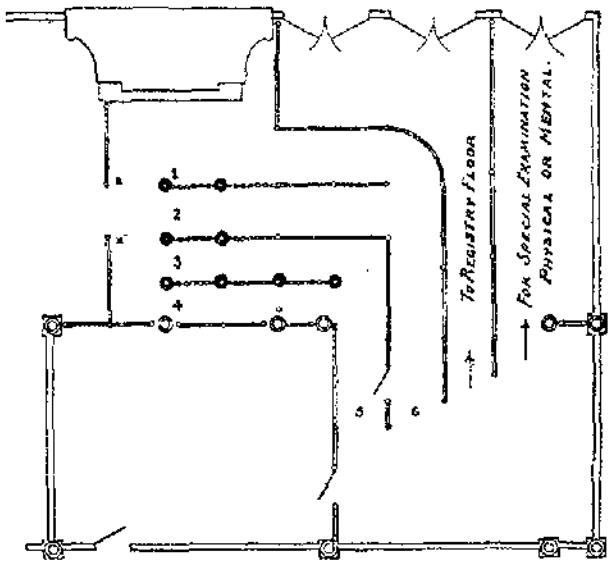
A medical officer and an intern were assigned to exclusive duty in the laboratory for the purpose of "making necessary diagnostic examinations in aid of the line inspection" and affording "diagnostic and therapeutic aid to the two immigrant hospitals." Among the special laboratory activities were studies of "Noguchi reactions, the making of antogenous vaccines, blood cultures and diagnostic inoculation of animals," and determination of "the presence of carriers of cerebrospinal meningitis in the detention rooms, a number of cases having recently occurred."

The temperature of all children under twelve years of age was taken on a daily basis in the detention rooms during the year. This was done to aid in the early detection of cases of acute infectious disease, particularly diphtheria, measles, and scarlet fever, and their prompt isolation in the hospital. Between November 15, 1913, and January 30, 1914, some 212 cases of febrile disease were removed from the detention rooms, 121 proving to be non-contagious diseases and 81 infectious. Most of the cases developed "within the period of incubation as reckoned from the date of arrival, and were therefore infected on shipboard." The large number of such cases among the detained pointed to the "still larger number which would occur among the 87 per cent of aliens who pass through the station without detention," and indicated the necessity of "more stringent isolation of the early cases which occur on board ship."

A female acting assistant surgeon was appointed in 1914 and assigned to duty in the women's examination room. The assignment made possible a "more critical inspection of women immigrants turned aside for further medical examination" and provided for increased efficiency.[45]

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45. Annual Report of the Surgeon General of the Public Health Service, 1914, pp. 207-10. A copy of the "Floor Plan for Medical Examination of Immigrants" may be seen on the following page. Also see Sprague to Surgeon General, August 11, 1914, General Subject File, 219, RG 90.



X & X' Attendants to direct immigrants to lines.
1, 2, 3 & 4 General Physical and Mental Examiners
5-6 Eye Examiners
Black Circles with broken lines indicate Standards with heavy Bases. Connected by Chains.

FLOOR PLAN FOR MEDICAL EXAMINATION OF IMMIGRANTS.

Annual Report of the Surgeon General of the Public Health Service, 1914, p. 208

During fiscal year 1914 some thirty medical officers were assigned to Ellis Island, inspecting more than 1,000,000 immigrants and conducting the two hospitals. Despite the continued shortage of doctors for inspection work, 8,858 of the 16,588 deported aliens were for certified mental or physical defects. During the year 10,485 persons were treated in the island's hospitals, representing a diversity of ailments, defects, or injuries. The difficulty of caring for these aliens was increased, according to Acting Commissioner Byron Uhl, "by the many languages spoken and the almost appalling ignorance and superstition of many of the patients."[46]

C. Public Health Service Activities: 1914-19

Public Health Service activities on Ellis Island during World War I are covered in the chapter of this study entitled "Ellis Island During World War I and II."

D. Public Health Service Activities: 1919-24

With the termination of hostilities in Europe on November 11, 1918, and the gradual release of ships from military service during the following year, immigration to the United States through the Port of New York increased rapidly from its low of 55,191 in 1918. The number of passengers and crewmen arriving at New York from foreign ports in 1920 were:

Aliens in cabin	120,986
Aliens in steerage	212,741
	333,727
Citizens in cabin	67,877
Citizens in steerage	17,643
	85,520
Grand total (aliens and citizens)	419,247
Crewmen	361,068
Grand total (aliens, citizens, and crewmen)	780,315 [47]

46. "Annual Report of the Commissioner General of Immigration," 1914, in Reports of the Department of Labor, 1914, p. 344.

47. Annual Report of the Surgeon General of the Public Health Service, 1920, p. 186.

In December 1919 an outbreak of influenza rapidly spread through Ellis Island. The outbreak and its consequences were described by Commissioner Frederick A. Wallis:

> While outbreaks of coryza and tonsilitis had been noted from time to time among those detained, no specially severe cases were recorded until the last week of December, when the number of admissions to hospital suddenly increased. Many of the cases were complicated by pneumonia and many additional cases were diagnosed pneumonia from the outset.
>
> The total number of cases of influenza admitted to hospital during this outbreak were 1 each day during October and November, 15 during December, 52 during January, 10 during February, 11 during March, and 2 during April. The total number of cases of pneumonia during like periods were: Seven during December, 48 during January, 16 during February, 23 during March, and 13 during April. Not only were aliens in detention affected, but officers and employees as well. The outbreak preceded in point of time the recrudescence of the epidemic throughout the country. There was no evidence that the infection came from abroad. In fact, the bulk of the cases were among so-called radicals who had just previously been collected together from many parts of the country. Conditions analogous to those prevailing in the military camps during 1917 were approximated, when large numbers of young nonimmunes were assembled in crowded quarters. An outbreak of respiratory diseases was the inevitable result, the infection having in all probability been brought to the station by them.[48]

The examination of 361,068 crewmen in 1920, made aboard ship with occasional examinations of individuals in the Barge Office, added to the work of the medical force at Ellis Island. Venereal diseases "formed the bulk of all cases of seamen held under the immigration law," and the "practical result was their treatment until cured of these affections." During the year some of the largest steamship companies instituted regular inspections to exclude such cases from their crews.

Until March 16, 1920, all medical examinations of passengers and crews were made aboard ship as they had been throughout the war.

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48. "Annual Report of the Commissioner General of Immigration," 1920, in Reports of the Department of Labor, 1920, p. 585.

Thereafter, medical inspection of steerage passengers was resumed at Ellis Island. In view of the island's facilities, it was practicable, according to the Surgeon General, to "carefully examine the steerage passengers arriving, each one being seen by two medical officers."

The necessity of thorough medical inspection received considerable attention as examinations resumed at Ellis Island. According to the Surgeon General, a

> number of officers eminent in the specialties have been assigned to devote part time to cases in their specialties. In addition, staff conferences have been devoted regularly to the medical problem arising.
>
> As compared with social and economic questions related to immigration, there are medical and public-health problems which require special consideration at this time. Thus it is a reasonable requirement that vermin-infected persons should not be dumped on our shores, particularly in view of the widespread prevalence of typhus fever in Europe. Furthermore, those generally infected with scabies should be required to undergo treatment before landing, otherwise there is danger of the spread of this infection.
>
> Especially is it important to inquire carefully as to the freedom from tuberculosis, insanity, and mental defects. For this purpose it is necessary to hold for thorough secondary examinations large numbers from certain sections.

In 1920 the number of warrant cases examined and treated at Ellis Island was "considerable." Under the immigration laws aliens previously landed were "constantly being gathered up on warrants and brought" to the island from different parts of the United States. These cases needed to be examined to determine whether they could be safely detained in the main building or whether they should be hospitalized. Many such cases were sent to the hospital on account of insanity or after development of some infectious respiratory disease while in detention. Medical officials visited the detention rooms three times daily, primarily in an effort to guard against the spread of contagious diseases.

On July 1, 1919, the two hospital complexes on Ellis Island were returned by the military to the Bureau of Immigration. Three months

later, on September 1, the hospitals were turned over to the Public Health Service to be operated as United States Public Health Service Hospital No. 43. Aliens were to be given precedence as far as admissions were concerned, and 150 beds were to be available for Public Health Service beneficiarcies, including American seamen and persons discharged from the military services.

With the great increase in the number of hospital patients (5,978 cases) at Ellis Island in 1920, the immigration station's laboratory work became very heavy. Some 10,550 specimens were examined, and the Public Health Service anticipated future research in exotic tropical infections and intentive studies in mycotic infections. Thus, there was need to have fully-developed departments of bacteriology, pathology, and physiological chemistry.

The x-ray apparatus at Ellis Island was used to its fullest extent, as 1,577 exposures, 33 fluoroscopics, 1,260 x-ray flims, 419 dental films, and 88 plates were made during the year. However, the electrical current available on the island was not "entirely suitable" for operation of the equipment, and some of the machinery were out of commission for considerable periods.

Two occupational therapy nurses were attached to the hospital as "a means of maintaining morale and hastening recoveries among patients." In addition a representative of the American Library Association was assigned regularly to distribute literature, and "social workers arranged for by the bureau through the Red Cross were on duty daily during the year." A total of 9,209 books in 26 different languages and periodicals in four languages were distributed in the hospital during the year.[49]

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49. Annual Report of the Surgeon General of the Public Health Service, 1920, pp. 186-90, 271-72; John R. Hicks, "The Modern Hygiene of Typhus Fever - Its Application At the Port of New York," American Journal of Public Health, VII (July 1917), 628-30; and Chief Medical Officer to Surgeon General, August 14, 1920, General Subject File, 219, RG 90.

The work of the American Library Association (ALA) on Islands Nos. 2 and 3 was described in the Library Journal in April 1920. Some four weeks earlier the hospital library had been moved "from a little room about twelve feet square" to a ward "at the extreme end of Third Island." The new library room was "about 25 by 55 feet, with windows on three sides" and promised to "be one of the choicest locations imaginable this summer in the hot weather." For the adults in the contagious disease wards the American Library Association supplied newspapers and magazines and worn books that were not worth rebinding, such as Grosset and Dunlap reprints. "Everying left in these wards" was "burned when read."

The ALA had placed some 500 books of fiction in the Red Cross building on Island No. 2. There the books could be read in a library room and borrowed by both patients and staff employees for outside use. Each ward on Island No. 2 was visited twice a week by ALA personnel hauling books on a two-shelf wagon to enable bed patients to obtain ready material.

All told the ALA had some 2,500 to 3,000 volumes of which 700 to 800 were in 22 foreign languages. Regular weekly donations of Scandanavian newspapers were received from the American-Scandanavian Foundation, of Spanish and French papers and magazines from the foreign department of the Hotel McAlpin, and various publications from the American Foreign Language Paper Association. Circulation of the ALA library volumes averaged about 1,300 per month, some 600 of these being foreign language publications. Foreign language volumes most frequently requested were those in Spanish, French, Italian, Swedish, Russian, and Polish.[50]

In January 1921 the House Committee on Immigration and Naturalization held hearings relative to the adequacy of medical inspection

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50. Florence A. Huxley, "A. L. A. Work on Ellis Island," Library Journal, XLV (April 15, 1920), 350-52.

methods at Ellis Island. The hearings were held after the publishers of Modern Health Advocate charged that medical authorities at Ellis Island were taking little precaution "to prevent the constant and ever-increasing influx of venereal disease into this country." The editor of the periodical, Joseph Boardman, reiterated his charges at the hearings:

> First, no precautions of value are taken to prevent those suffering from venereal diseases from entering the country.
>
> Second, if an immigrant's external appearance, as he walks by the immigration examiner, does not disclose any evidence of venereal disease, that ends the medical procedures.
>
> Third, since only in the rarest instances would such a glimpse at a person be of any value in the detection of those diseases, such an inspection is little more than useless.
>
> Fourth, if an immigrant is suspected of illness, no matter what its nature, and in the course of examination a venereal disease is discovered, he is held for deportation.
>
> Fifth, whereas considered serious enough to warrant deportation when discovered accidentally, nothing effective is being done, as a routine procedure, to disclose those diseases wherever they exist.

In response, Assistant Surgeon General R. H. Creel voiced the opinion that the forty medical inspectors at Ellis Island were doing all they could in terms of alien inspection. If detailed and intensive examinations were to be made of each entering alien on the scope envisioned by Boardman, an additional force of 200 medical inspectors would be required and the medical offices at Ellis Island doubled or tripled in size. In his testimony, Creel observed:

> When I speak of the medical examination as being cursory I by no means desire to imply that it is wholly ineffective. However, it is mainly directed toward detection of the obvious physical defects, such as the lame, the blind, the deaf, or for the purpose of detecting mental defects, and special attention is given to the examination of the eye, skin, and scalp. No special examination is made for the detection of venereal disease. However, I might add that the medical examination at the port of entry and the manner in which it has been performed has certainly proved of value as a deterrent to the embarkation of diseased aliens at foreign ports. Formerly, in 1900 and several years before that date, it was by no means

unusual to observe 20 to 50 cases of favus on a ship from the Mediterranean, or 50 to 100 cases of trachoma. During the past 10 or 15 years it has been a comparatively rare occurrence to observe favus at Ellis Island, and trachoma has been very remarkably diminished among arriving aliens. . . .

As they come up the steps one of our medical examiners examines them for defects of gait, with regard to detecting whether or not they are lame or are afflicted with conditions like locomotor ataxia, peripheral neuritis, or similar nervous trouble. As the line passes on another doctor gives them an examination to determine whether or not they have any disease of the eye or scalp. If an immigrant is suspected of contagious disease or organic defect, he is sent to a room where he or she may be disrobed if necessary. . . .

I can not say as to what per cent are disrobed. I was on duty at Ellis Island in 1902 and 1903, when I first came in the service, and again in 1911, and it is my recollection that a large percentage of emigrants were divested of their clothing. In going up the steps they generally carried their baggage with them. If a person had a heart lesion or lung trouble it caused such changes in the facial expression, complexion, and breathing as to attract the attention of the medical examiner. Such suspected persons were then turned aside into a special room for secondary examination. . . .

When I was on duty there it was one of the means of detecting heart lesions or lung trouble, and I believe in rushing them up the steps and compelling them to carry their baggage; an examiner could detect most cases of organic disease, unless it be kidney trouble. He could certainly detect most diseases of the lung or heart. That brings us down to the question of venereal disease. . . .

Examination for venereal disease is admittedly inadequate. The only way to make a thorough examination for venereal disease is by inspection of the genitalia of men and women and children. It would also be necessary to make blood tests. In regard to syphilis, I am quite sure no medical officer would issue the certificate unless a laboratory test were made, and in order to make proper laboratory tests a fully equipped laboratory and organization would be required. . . .

The ships' doctors are required to certify as to whether or not they have any information in regard to immigrants having venereal disease. There is no other disease in which so much secrecy exists as in venereal diseases. In my opinion statistics as to the prevalence of venereal disease, except in a few instances, are worthless. In the United States there is no law requiring the reporting of venereal disease that is in effective

operation. Doctors report very few cases for the reason that infection from venereal disease carries with it a moral stigma.[51]

As a result of the hearings, the medical authorities at Ellis Island were complemented for their work under rather trying circumstances. While no tangible results came of the hearings, Ellis Island authorities apparently did make efforts to carry out more thorough medical inspections. On January 19 Chief Medical Officer J. W. Kerr reported:

> On account of the reported increased prevalence of communicable diseases and reduced vitality among war populations the importance of thorough medical inspections of arriving aliens has been borne in mind. Special attention has been devoted to the primary inspections, and all persons undergoing secondary examinations have been partially disrobed for the purpose. . . .[52]

The tragedies associated with the hospitalization of aliens attempting to enter the United States continued in the 1920s just as they had for the previous several decades. One such occurrence involved the suicide of an alien, Ahtola Lauri, on March 21, 1921. Suffering from pneumonia, Lauri jumped from his bathroom window after midnight, sustaining a fractured skull from which he died within twenty-four hours.[53]

In 1921 the number of alien passengers attempting to enter the United States through the Port of New York was almost double that for 1920, the respective numbers increasing from 333,727 to 665,001. The number of alien crewmen inspected remained about the same with 361,068 in 1920 and 358,790 in 1921.

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51. Physical Examination of Immigrants: Hearings Before the Committee on Immigration and Naturalization, House of Representatives, Sixty-Sixth Congress, Third Session, January 11, 1921 (Washington, 1921), pp. 1-26.

52. "Methods of Medical Examination of Arriving Aliens," January 19, 1921, General Subject File, 219, RG 90.

53. Kerr to Surgeon General, March 22, 1921, General Subject File, 219, RG 90.

Throughout the year cabin passengers were examined aboard ships by boarding division officers, and in several instances during the winter months examination of steerage passengers was also attempted aboard ships to lessen congestion on Ellis Island. This practice was discontinued, however, because of "lack of facilities aboard and the inability to do thorough work under the conditions which prevailed."

Members of crews were also examined aboard ship. New procedures were begun at Ellis Island on June 4, 1921, to implement and enforce the provisions of legislation passed on December 26, 1920. According to the Surgeon General:

> The law of December 26, 1920, provides for treatment at the expense of the vessel of alien seamen afflicted with any of the disabilities or diseases mentioned in section 35 of the immigration act of July 5, 1917. These cases, including insanity, epilepsy, tuberculosis or a loathsome or dangerous contagious disease are accordingly referred to hospital.
>
> As a means of increasing the efficiency of the medical inspection of seamen and facilitating the commerce of the port arrangements were made with the Commissioner of Immigration and the medical officer of the service in charge of the quarantine station to conduct both the medical examination and the immigration inspection of crews on all nonpassenger carrying vessels in conjunction with the quarantine inspection. This was begun June 4, 1921. For the purpose a special vessel was set aside at the quarantine station to serve this class of vessels and two medical officers were detailed from the staff of the chief medical officer at Ellis Island to supplement the boarding staff at the quarantine station. The Commissioner of Immigration likewise detailed several inspectors to board these vessels, the inspections being completed before they leave the quarantine anchorage. In time the combined inspection of all alien members of crews should be made at the quarantine station.
>
> All vessels entering the port through Long Island Sound during the year have been boarded and inspected medically both from immigration and quarantine standpoints at the City Island substation, an officer being stationed there for the purpose.

Recognizing the menace of vermin infestation of steerage passengers coming from Europe during the winter of 1920-21, special inspectors were made "to determine its degree and to protect those in detention at Ellis Island." These inspections, according to the Surgeon General,

were made while passengers were partially disrobed and undergoing physical examinations. Over one-third of all steerage passengers arriving during the last seven months of the year were thus gone over.

A representative member from every ship was deliberately examined, the seams of their clothing inspected to detect lice and nits, and visual inspections made for evidences of venereal diseases and other disabilities contemplated under the immigration law.

On the discovery of vermin infestation in any degree this fact was reported to the Commissioner of Immigration. In the majority of ships the infected passengers were returned to the ship, unless there were only a few, in which case they were sent to hospital for disinfection. On some ships infected passengers were returned as many as four times by the commissioner.

As showing the value of deliberate examinations over line inspections for the detecting of mental and physical disabilities the following figures are presented, they relate to passengers examined between February 13, 1921, and June 30, 1921:

		Immediately certified		Referred to hospital	
Number examined.		Number	Percentage	Number	Percentage
Primary and secondary line inspections (98,370).....		4,800	4.879	1,713	1.741
Deliberate (42,319)....		3,360	7.939	2,018	4.769

By the latter method over five times as many lung cases were sent to hospital for final diagnosis, and ten times as many valvular diseases of the heart were detected and certified.

According to the Surgeon General the medical staff of the examination division was adequate "to make as many deliberate examinations as the examination space and other facilities would permit." However, it was recommended that the Ellis Island facilities be increased to enable medical officers to give all aliens passing through the island a "deliberate examination," consisting of inspections in private rooms during which the alien was "partially disrobed."

During 1921 Ellis Island medical officers also examined 850 warrant cases. In addition examination division personnel visited state institutions in the New York City area to inspect 46 warrant cases.

Officers of the examination division were required to serve as "officer of the day and make inspections of passengers in detention in the immigrant rooms," treating aliens and employees suffering from minor ills. During the year some 3,845 aliens and 264 employees were so treated.

On May 17, 1921, a suspected case of typhus fever was removed from one of the temporary detention rooms on Ellis Island during daily inspection and sent to the hospital, setting off a typhus scare. The Surgeon General observed:

> He [the typhus suspect] developed a definite typhus rash on the third day of illness, and examination of his blood gave a positive Felix-Weil reaction. As he had slept in separate barracks at night, which was occupied by a large number of aliens, all aliens who could possibly have come in contact with him, or have been the source of infection, were sent to the quarantine station, Hoffman Island. The patient died on the fifth day of illness, but no further cases occurred either at Ellis Island or Hoffman Island among those detained. In this single case it was not possible to trace the infection.
>
> On account of the danger of the introduction of typhus fever from Europe, a careful watch was constantly kept during the winter and spring to detect cases among arrivals at Ellis Island and those in detention.

The Ellis Island hospitals treated more patients (16,666) in 1921 than in any previous year on "account of the character of arriving aliens and the conditions of travel." The diseases treated in the hospital

> were very diverse in character, coming as they do from all parts of the world. . . . Among alien passengers there were many pulmonary affections and a large number of contagious diseases, including diphtheria, measles, meningitis, and scarlet fever. By reason of the conditions of travel and prolonged detentions aboard ship these last mentioned diseases were attended too often by severe complications. The pneumonias also were in many instances complicated by empyemas.

At the beginning of the year and for some time thereafter, beneficiaries of the Public Health Service, including ex-soldiers, foreign and American seamen, and government employees were admitted and treated. Finally, the rush of alien patients made it necessary to discontinue the admission of beneficiaries.

The activities of the hospital laboratory were more than doubled compared with the previous year as 22,946 specimens were examined. The specimen types which received the highest number of examinations were: blood (complement fixation, syphilis)--3,879; urine (urinalyses, routine)--4,015; sputum (tubercle bacillus)--1,072; bacteriological examinations (discharges, urethal)--3,831; bacteriological examinations (throat cultures, routine)--5,184; and miscellaneous examinations (ringworm and favus of scalp and nails)--3,481. The volume of work and limited scientific personnel in the laboratory "precluded the conduct of special studies" for which there were "abundant opportunities."

Extensive use of x-rays was made both for diagnosis and treatment during the year. A summary of this work was as follows:

Number of exposures	4,285
Fluoroscopics	25
X-ray films, all sizes	3,651
Dental films	377
Plates	245
Anatomical classification of cases examined:	
Accessory sinuses	191
Bones and joints	858
Pulmonary	1,133
Cardiovascular	28
Gastrointestinal	27
Head, scalp treatments	204
Foreign bodies	9
Teeth	54
Urinary tract	15
Miscellaneous	1

The problems and procedures associated with the diagnosis and treatment of favus and ringworm received considerable attention at Ellis Island in 1921. The Suregon General reported that:

While under the immigration law favus and ringworm are mandatorially excludable diseases, under certain circumstances authorization for treatment may be granted by the Secretary of Labor. During the year 502 cases of favus and ringworm of the scalp and nails were detected and certified, being a larger number than was certified in any previous year. This number represents a rate of about 7.35 cases per thousand as compared with 2.98 per thousand in 1914, the last year of normal immigration. This is attributable undoubtedly to the character of immigrants arriving.

In consequence of the larger numbers of cases of favus and ringworm of the beard, nails, and scalp and the abnormal conditions of immigration, unprecedented numbers were treated under the authority above mentioned.

A total of 170 cases of favus and ringworm of the nails were treated in the hospital during the year, the treatment consisting in removal of the affected nails, and application of antiseptic dressings.

The following table gives a summary of the cases of favus and ringworm of the scalp and beard treated during the year, those of this number discharged recovered, those still in hospital, and those requiring a second treatment. The X-rays alone were used to effect epilation and parasiticides then applied.

Disease	Total cases.	Recovered.	Remaining in hospital	Second treatment.	Deported.	Died.
Favus.....	75	54	19	10	1	1
Ringworm.....	107	26	81	4	.....	
Trichophytosis barbae	2	1	1	.....		
Total.....	184	81	101	14	1	1

The measures taken for the detection of mycotic infection have undoubtedly greatly reduced the number of cases that would otherwise have entered the country. Since these diseases are known to spread slowly it is believed these precautions continued for many years have had a bearing on the decrease of their prevalence. . . .

On account of the restrictions against favus and ringworm of the scalp at domestic ports, there has been a growing practice abroad of treating infected scalps with the X-rays to bring about epilation and then permitting the aliens to embark

> before a growth of hair has occurred. Under these conditions it is impracticable to make a diagnosis, and these "baldheads" have had to be held pending such growth. On June 30, 1921, a total of 60 of such cases were on hand awaiting diagnosis. . .
>
> Many eminent authorities consulted in this country are of the opinion that patients should be kept under observation for several weeks or months after the return of the hair, during which time numerous microscopic examinations must be made. The routine procedure at this hospital after the growth of hair has occurred is to apply three sweat caps at intervals, after which microscopic examinations are made. By these means only could failures in treatment be detected.

"Reconstruction activities" also received increasing attention at the Ellis Island hospitals in 1921. One physiotherapy nurse was "engaged in giving treatments under instructions from the ward medical officers." Occupational therapy was conducted

> to maintain morale, to hasten recoveries, and incidentally to impart instruction as to the ideals of American life. Adult patients, properly selected, have been given handcraft to do. The work among children on the other hand has been developed along educational lines. Classes were formed, about 150 children composing them regularly. These children are taught to read and write English, to be courteous and respectful, to be patriotic, to sing national songs and salute the flag, and to observe the ordinary rules of hygiene. This work is conducted in the wards, the children being organized in small groups depending on the diseases from which they suffer. The work has been beneficial in accomplishing the objects mentioned, and relieve the nurses of the care of these children many hours a week.

Through arrangements made by the Public Health Service with the American Red Cross the corps of "regularly trained hospital workers" continued its social service activities in 1921. These activities included:

> (a) Daily visits of the service workers through the wards.
>
> (b) Supervision of the recreation room during visiting hours, wherein all patients who are able to be up are permitted to see their friends.
>
> (c) Preparation of daily reports containing information for the immigration authorities and others regarding the progress of patients in hospital and special reports relating to those seriously ill.

(d) Conduct of correspondence for patients who are too ill or unable to write.

(e) Arrangement for entertainments for patients and employees from time to time.

Because of its value the social service work was taken over by the the Public Health Service on July 1, 1921, and the first social worker employed by the agency was Elizabeth G. Gardiner at Ellis Island.[54]

Few charges of attempted bribery or corruption against medical officers on Ellis Island were leveled during the 1920s. However, one such exception was the case of Acting Assistant Surgeon Challis H. Dawson. He was charged with being drunk while inspecting second cabin passengers on the S. S. President Wilson on October 5, 1921, and soliciting a bribe of $400 from Calogero Alessi, an Italian living in New York, to release from further medical inspection his fiance, Concetta Sferrazza, upon whom Dawson had passed and who had been ordered to be sent to Ellis Island for further examination. After the matter was investigated by the General Inspection Service, Dawson was dismissed.[55]

Fiscal year 1922 was the first under which the provisions of the Quota Act of 1921 or so-called "3 per cent" law were operative. Accordingly, only 282,220 alien passengers were inspected at Ellis Island that year, a figure representing 42.4 percent of the previous year's total. This fact enabled the medical division to examine "intensively" a larger percentage of arrivals than had been possible in busier periods.

The new law presented administrative problems for the medical force because "of the inrush of aliens during the first half of the year and the very decided falling off in the number of arrivals during the latter half." The Surgeon General commented:

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54. Annual Report of the Surgeon General of the Public Health Service, 1921, pp. 145-52. Also see New York Times, December 29, 1920, and Williams, United States Public Health Service, p. 541.

55. Memorandum to the Chief, General Inspection Service, U. S. Public Health Service, October 21, 1921, General Subject File, 219, RG 90.

> . . . The medical staff at Ellis Island is highly trained and specialized, and, if disrupted, could not be rapidly reassembled. This means that while somewhat understaffed for the first half of the year, the station is somewhat overstaffed for the last six months; but because of the time required to attain the peculiar training necessary it can not be reduced.

Despite these difficulties medical officers at Ellis Island had extended aid to merchant seamen, the Coast Guard, and the U. S. Employees' Compensation Commission.[56]

The experiences of M. Gertrude Slaughter, an examining physician at Ellis Island in the early 1920s, later appeared in Hygeia. Before being assigned there sometime in 1922 she had the "popular impression that it was a place of horror, where favoritism, undue discrimination and unkindness formed the rule of treatment which met the immigrant who sought to establish his home in America." However, she found this stereotype to be inaccurate after arriving at Ellis:

> Then I was assigned to the Island as an examining physician. I approached my task with considerable misgiving, feeling that I had become part of the crushing mechanism. I soon learned, however, that although I was one of the watchdogs at the gate, I was expected to show as much kindness and consideration as possible, consistent with the rapid inspection required to let healthy potential citizens enter. Not only were they always treated with courtesy, but I was frequently witness to the fact that the employees were the recipients of abuse rather than the guests. . . .
>
> It was in connection with the hospital that I saw one of the instances in which the attendants were the recipients of blows. Scarlet fever had developed in the child of an immigrant after the ship had passed quarantine. The parents were well and were directed to the first island, while the orderlies came with a stretcher to take the child to the contagious ward. Immediately the mother attacked the attendants, beating and scratching them, and then tried to throw herself into the bay because she thought her child was being taken from her

56. Annual Report of the Surgeon General of the Public Health Service, 1922, pp. 203-04.

forever. Another attendant then had to hold the mother gently but firmly until an interpreter could be found who spoke her language; he explained the situation thoroughly, and peace was restored.

Slaughter remembered the medical inspection of immigrants in 1922-24 as the beginning of a process that for some "opened the door to well being, happiness and a new chance" and for others "mental agony, misery, and hardships." She described the medical inspection process:

> On July 1, the ships maneuver for position to cross the imaginary line at the Narrows and enter the harbor to New York. After passing quarantine the passengers disembark in the order of arrival of these ships, the immigrants being transferred to boats taking them to Ellis Island. Here they file into the principal building in double lines. Three physicians standing about 10 feet apart give them a cursory inspection, the first two noting and marking any physical defect, the third doctor inspecting the eyes for trachoma. Training and practice make these men proficient, and it is needless to say that no serious defect escapes them. If anything abnormal is noted, the person is marked and files to the right where those who are so classified enter rooms and strip to the waist for a more intensive examination. The men are examined by men doctors, and women and small children by women doctors, so there can never be cause for offense or criticism. If serious defects are found which might make the newcomers a burden to this country within five years, two other physicians must examine and sign the certificate before deportation is considered. Senility and pregnancy require the signature of only one physician. Then if some one signs to take the responsibility and care of these immigrants, they are permitted to enter at once. Others become guests of the hotel until their cases can be decided on by the Island judge, interpreters being provided to obviate any possible misunderstanding as to the fairness of the proceedings. . . .
>
> It was our custom to sit in the entrance hall and watch the line of passengers file past the preliminary medical inspectors until a sufficient number had been segregated to begin intensive work.[57]

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57. M. Gertrude Slaughter, "America's Front Door: An Intimate Glimpse of Ellis Island," Hygeia, XI (January 1933), 11-14.

The procedures employed in the medical examinations at Ellis Island during 1922-23 are graphically described by Bertha M. Boody in her A Psychological Study of Immigrant Children at Ellis Island (1926). She observed that the immigrant experience during this process could only be understood if one followed "an immigrant through" as she had while on the island to conduct psychological testing of alien children.[58]

The Surgeon General again complained of the ill-advised effects of the "quota law" on the Ellis Island medical force in June 1923. He stated:

> . . . Since the provisions of this law permit the presentation of 20 per cent of the annual total allowed each country each month, transportation companies endeavor to land their passengers as near the first of the month as possible in order to avoid the possibility of the aliens being in excess of the quota. This action on their part is perhaps to be expected in view of the penalties imposed for failure to get within the quota; but the result, as far as the medical division of this station is concerned, is extremely embarrassing from an administrative standpoint. The procedure resolves itself into a situation where the great bulk of the monthly work is crowded into the first few days of the month, during which the medical division finds itself most seriously understaffed--so much so that considerable adjustment is necessary to meet what is a distinct emergency. Some of these expedients are far from desirable, but under the circumstances they seem to be unavoidable. This intensely congested period of the first few days of each month is necessarily followed by a reaction in the latter two-thirds of the month, during which time the division is overstaffed. The personnel of the division is highly specialized; therefore their number must remain fairly constant, and we must accept the unsatisfactory division of work, with the accompanying differences in its execution, as a necessary result of an unfortunate method of landing aliens.

Despite these difficulties "intensive" examinations were continued throughout the year "to the maximum capacity of the personnel." The Surgeon General observed that here again was

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58. Boody, A Psychological Study of Immigrant Children at Ellis Island, pp. 49-52. Excerpts from this study may be seen in Appendix F.

> exhibited one of the disadvantages resulting from overtaxing our resources in the first few days of the month. When it is necessary to examine an inordinately large number of arrivals in any one day, it is obvious that the number of "intensive" examinations must be reduced and the number of "routine" examinations proportionately increased. Notwithstanding the difficulties present during the last fiscal year, intensive examinations were made of 61.28 per cent of all alien steerage. In the opinion of the chief medical officer, the value of this form of examination over the "routine" method can not be too strongly emphasized, and to obtain the best results the station should be supplied with sufficient personnel and sufficient and properly equipped examining rooms to permit of the application of this method to all arrivals.

During 1923 the percentage of arrivals with pediculosis presenting themselves at Ellis Island had decreased greatly "with a corresponding diminution in danger from typhus fever." The percentage of certificates issued against alien passengers also decreased in 1923 compared with the totals for the previous year:

	1922	1923
A-I	.048	.038
A-II	.175	.156
B	3.97	2.50
C	1.73	1.85

The Surgeon General also noted that the "marine hospital at Ellis Island" was "devoted almost exclusively to arriving aliens and foreign seamen," although it was "utilized to accommodate the overflow from the other two marine hospitals (Nos. 21 and 70) in New York City." A total of 11,803 patients were treated in the hospital during the year, representing people born in 72 different countries. The maximum number of hospital patients (rated capacity of hospital was 600) during the year was 558, but the demands made upon the facilities were seasonal and varied greatly from week to week. There were 129 deaths and 30 births. The demand for diagnostic services was shown by the fact that 5,500 Wasserman tests were made, and 23,298 other specimens were examined in the laboratory. Bills against steamship companies for the care of detained immigrants amounted to $232,677.60.[59]

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59. Annual Report of the Surgeon General of the Public Health Service, 1923, pp. 184-85, 215.

During fiscal year 1924 the Ellis Island hospital admitted 10,644 patients, of whom 10,285 were immigrants (5,461 men; 2,685 women; and 2,139 children). There were a total of 124,559 hospital days, 105 deaths, and 26 births. Patients admitted to the hospital had been born in 75 different countries.

Because of the variety of languages spoken and the social problems presented by the patients admitted to the hospital, five social service workers were assigned to the hospital. According to the Surgeon General, these employees were required

> to obtain histories, translate and interpret, conduct visitors, and secure information for patients. These workers make daily rounds in wards and interview patients in their native languages. Troubles are heard, questions answered, and an effort is made to adjust social problems. Writing paper and envelopes are provided without expense to the Government, and toys for the children and other articles donated from outside sources are distributed. The reception of hospital visitors is in itself a problem of some magnitude, since 350 have called in a single day and the average daily number is 125. Ambulatory patients are escorted to the recreation room to see their relatives and friends, thus relieving the hospital wards of congestion and confusion. Each Sunday during the year two religious services were held in the hospital service room for Catholics and Protestants, respectively, and weekly visits are made by representatives of the Jewish faith.

Intensive examinations were given to a larger number of arrivals in 1924 than during the preceding year. The Surgeon General reported:

> It is interesting to observe, although easy to explain, that the percentage of certified arrivals from year to year bears on inverse proportion to the total number of immigrants examined. In other words, as the total to be examined diminishes, the percentage of certified cases increases. The explanation lies in the fact that, regardless of the number of aliens examined, the number of medical examiners remains a fairly constant quantity, as does also the time at their disposal for the examinations, and, proportionately as the number of arrivals diminishes, more time is available for the examination of each person. This increase in time at the disposal of the examiner has a direct relation to the examination he is able to make, hence the more time the better the examination and, therefore, the greater

number of physical or mental undesirabilities discovered. . . .[60]

The most complete description of the facilities and operation of United States Public Health Service Marine Hospital No. 43 on Ellis Island during the early 1920s is found in the "Synopses for the Guidance of Hospital Inspectors" found in Record Group 90 at the National Archives. These documents were prepared by the Public Health Service's General Inspection Service on a biannual basis. Copies of the inspection reports were submitted to the Surgeon General, Chief Medical Officer, War Risk Insurance, and district supervisor. The following data on the Ellis Island hospital is extracted from the synopses prepared between April 1922 and March 1924.

The hospital on Ellis Island was reached via a twelve-minute trip from the Battery by a Department of Labor ferry that operated hourly. The acreage of the two hospital islands, including the moat between them, consisted of 12.1 acres. The grounds had been made by filling with cinders and earth. The soil was of clay on the filled-in material. During 1922 a layer of top soil, obtained from contractors constructing a vehicular tunnel under the North River between Manhattan and Jersey City, was placed on the grounds and grass was planted on one to two acres of land surrounding the hospital buildings. A concrete and stone seawall surrounded three sides of the island, while the wooden wall at the rear of the island was in poor condition. The hospital featured two tennis courts and natural drainage, the spring and fall high tides flooding the hospital cellars with 8 to 10 inches of water.

The hospital consisted of 28 wards (see chart on following page) with an actual bed capacity of 650 (prescribed bed capacity of 600--genito-urinary, 160; contagious, 200; psychopathic, 40; and general, 250) and floor space per bed averaging 59 square feet. The hospital had

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60. Annual Report of the Surgeon General of the Public Health Service, 1924, pp. 177-78, 218-19. Also see New York Times, August 3, 9, 1923, March 3, 1924.

WARD USE AND CAPACITY, U. S. MARINE HOSPITAL #43,
ELLIS ISLAND, NEW YORK
JANUARY 1924

Ward	Use	Capacity
(Island No. 2)		
1	female pediatric/medical	37-bed
2	female obstetrical/medical	30-bed
3	admitting ward for women/children	23-bed
4	male/female mental	31-bed
5	male medical	34-bed
6	less serious medical cases	36-bed
7	Public Health Service beneficiaries	19-bed
8	closed	--
9	female psychopathic	16-bed
10	male psychopathic	16-bed
(Island No. 3)		
11	pneumonia, whooping cough, measles	29-bed
12	measles	30-bed
13	scarlet fever, diphtheria, mumps, chicken pox	20-bed
14	closed	24-bed
15	tuberculosis/Public Health Service beneficiaries	15-bed
16	tuberculosis overflow	20-bed
17	male trachoma	24-bed
18	female trachoma	24-bed
19	closed	--
20	closed	--
21	closed/storage	--
22	closed/storage	--
23	warrant cases/stowaways/close detention	20-bed
24	warrant cases/stowaways/close detention	20-bed
25	male trachoma	22-bed
26	favus, nail, and scalp diseases	22-bed
27	venereal diseases	--
28	venereal diseases	--

McLaughlin to Surgeon General, January 30, 1924, General Subject File, 1850.95, RG 90.

an emergency bed capacity of 100. The amount of available floor space was broken down:

	General Hospital	Contagious Disease Hospital
Patients	15,753 sq. ft.	22,597 sq. ft.
Personnel	8,336 sq. ft.	17,454 sq. ft.
Officers	2,160 sq. ft.	7,164 sq. ft.
Utilities and Offices	31,000 sq. ft.	16,000 sq. ft.

The water supply for the hospital was conveyed through an 8-inch main under New York Harbor from the Jersey City water works to the power station on Island No. 1. From there it was pumped to Islands Nos. 2 and 3 via a vacuum system. The flushing system for toilets and for fire protection on Island No. 3 utilized salt water from New York Harbor, while on Island No. 2 fresh water was used.

Heat, light, and power for the hospital were furnished by the central power plant on Island No. 1. Heat was supplied by a vacuum system that distributed the steam, such a system being installed on Island No. 3 in 1922-23. The wards were naturally ventilated, the average temperature being about 70 degrees. All refuse and garbage were burned at the incinerator on Island No. 1, a furnace-type "crematory" with sheets and drying plates. Sewage flowed by gravity into New York Harbor through three 10-inch mains into which all laterals emptied. The mains ran the entire length of the island.

The laundry on Island No. 2 was destroyed by fire in May 1921 and replaced by a modern laundry plant in 1922 which not only replaced the damaged laundry but also took over the work formerly done in the older, out-moded laundry on Island No. 3. The new laundry consisted of the following equipment: two washers, two extractors, two wash tubs, one collar shaper, one flat-iron worker, one dryer, one collar droner, one starch cooker, five electric irons and boards, and two double body pressers. The new laundry could process between 2,000-3,000 pieces per day at an average cost of about .0131 cents per piece. Fourteen to fifteen persons were employed in the laundry.

A separate exchange system was used for checking linen in each hospital. Soiled linen was exchanged for clean and sent to the laundry accompanied by lists of articles. After laundering linen was returned to the linen exchange for distribution. All materials from contagious disease wards were put through the steam pressure sterilizer prior to going to the laundry. Linens of bed patients were changed daily, while those of ambulatory patients were changed weekly.

Linen was inspected at the linen exchanges, and laid aside for repair or condemnation as needed. One woman was in charge and one seamstress employed at each exchange. Equipment at the exchanges consisted of two electric sewing machines.

The hospital had two kitchens (one on each island) employing twenty persons. Dishes were washed in two autosan machines, installed in 1923, and by hand. Two new crescent machines were on hand but not installed as of 1923. Dishes used on Island No. 3 were put through a utensil sterilizer after washing and were not removed from the island. Food was conveyed on insulated carts and portable thermos boxes from the kitchens to service rooms adjoining wards and from thence on trays to wards. The food was classified as sufficient, appetizing, and good. Milk and bread was purchased by contract, while eggs, vegetables, meats, and fish were bought on the open market. Storage facilities and refrigeration units were inadequate in size and not sufficiently cold to keep products for any length of time.

The cost per capita for subsistence per diem averaged between 67.7 cents and 80.9 cents. The number of workers in the kitchen included fourteen general employees, six cooks, one clerk, and one storekeeper. Fifteen persons worked in the dining room. The patients were divided into four diet categories: regular, light, liquid, and special. Patients in wards were served from adjacent diet kitchens by nurses and ward maids, and personnel were served in dining rooms by waitresses. The hours during which meals were served were:

	Patients	Officers	Nurses	Others
Breakfast	7:00 a.m.	8-8:30 a.m.	6:30-7:30 a.m.	6:30-7:30 a.m.
Dinner	11:00 a.m.	12-12:30 p.m.	12:00-12:30 p.m.	12:00-12:30 p.m.
Supper	4:00 p.m.	5-5:30 p.m.	5:00-5:30 p.m.	5:00-5:30 p.m.

Assorted crockery and silver-plated tableware and utensils were used in the wards and dining room, with the exception of the psychopathic ward where only spoons were permitted.

The menus served were rated "good" in terms of quality, variety, and caloric intake. Copies of the regular patient, light patient, and staff and nurse menus for the week ending March 29, 1924, may be seen in Appendix G.

The hospital operated under the administration of a Public Health Service officer with the rank of surgeon who was designated as the medical officer in charge. As his office was located on Island No. 1, direct administration of the hospital fell to the chief executive officer, a Public Health Service official with the rank of surgeon, who also had charge of all professional activities on Islands Nos. 2 and 3. All told the hospital, as of March 1924, employed:

Commissioned Officers	7
A. A. Surgeons	5
Internes	1
Administrative Assistants	2
Attendant Specialists	11
Clerks	12
Nurses	52
Assistant Laboratory Roent.	1
Laboratory Assistant	1
Cooks	6
Attendants	180
Dietitians	5
Reconstructive Work Aides	2
Hospital Service Work and Librarians	5
Construction Employees	2
	292

Broken down into personnel categories the 292 employees included seven commissioned officers, 75 classified employees, and 210 unclassified employees. The ratio of physicians to patients varied throughout the year, averaging between 1:20 and 1:35. All medical officers were protected against smallpox and typhus fever, as were most nurses.

A chief nurse was in charge of the nurses on each island, while each ward was under the immediate charge of a senior ward nurse. The duties of the chief nurses and senior ward nurses may be seen in Appendix H. Nurses were to return to the hospital from New York on or before the last ferry which left the Battery at 12:30 a.m. All-night passes were "seldom necessary" but "occasionally granted" at the discretion of the chief nurses.

Quarters (see chart on following page) were provided on Islands Nos. 2 and 3 for medical officers, nurses, attendants, and orderlies. There were also quarters for other single employees but not married employees. The quarters were judged to be generally "adequate" and "sufficient," while furnishings were considered "insufficient" at times. One significant problem was that some of the quarters were located above the laundry which operated 24 hours a day.

An officer of the day was continuously on duty at the hospital from 9:00 a.m. to 9:00 p.m. each day. This officer also made night rounds of the detention rooms on Island No. 1. Daily inspections of the hospital were made by the medical executive and personnel officers. The chief nurses were required to inspect the quarters of all nurses and other employees on their respective islands each day.

The classification of services was modified to meet the requirements of the immigration station, and thus there was no distinct separation of medical, surgical, and eye, ear, nose, and throat services. The services were accordingly classified as:

EMPLOYEE QUARTERS, U. S. MARINE HOSPITAL #43,
ELLIS ISLAND, NEW YORK
JANUARY 1924

Staff house, Island No. 3--married commissioned officers

Administration building (second floor), Island No. 3--A. A. surgeons and unmarried interns

Main building (third floor), Island No. 2, and Administration building (third floor), Island No. 3--nurses

Administration building (second floor), Island No. 3--chief nurses

Laboratory building (first floor), Island No. 3--male nurses

Administration building (second floor), Island No. 3--dietitians

Main building (third floor), Island No. 2, and Laundry building (second floor), Island No. 3--maids

Cottage, Island No. 2 (south end), Laundry building (second floor), Island No. 3, Ward 22 (second floor), Island No. 3, and Wards 28, 29, 30, and 32, Island No. 3--male attendants

McLaughlin to Surgeon General, January 30, 1924, General Subject File, 1850.95, RG 90.

female medical
male medical
genito-urinary (including venereal)
psychopathic
eyes and scalp
acute contagious
American seamen (medical and surgical)

The average period of hospitalization in March 1924 was nine days.

Ambulatory patients were brought under guard in groups with tentative diagnoses from the line inspection on Island No. 1. They were first taken to the registrar's office where they were tabulated and registered. Money, clothing, and valuables were taken in exchange for receipts. From there they were referred, according to vacancies, to one of three admitting wards. There the patients were examined by a medical officer and assigned to proper wards. Stretcher cases were sent directly to receiving wards where records were started. Patients suffering from communicable diseases were sent directly to Island No. 3. Patients were not permitted to retain firearms or knives in their possession. Nearest relatives of dangerously ill patients were notified promptly.

Upon admission to the contagious disease hospital, a patient was placed in a cubicle until diagnosis was established. The patient was then transferred to the appropriate ward, where strict rules were enforced to prevent the spread of infection. Personnel in the various wards were kept separated from those working in other parts of the hospital. See Appendix I for copies of memorandums concerning "The Handling of Patients Suffering with Tuberculosis," "Governing Admittance to Contagious Disease Hospital," and "Instructions to be followed by those who work in the Contagious Wards in the Contagious Disease Hospital."

Patients were kept in the hospital until cured. Cases certified for the Immigration Service prior to cure were followed up after discharge from the hospital by workers in the social service department which had succeeded the American Red Cross in that work on July 1, 1921.

The number of patients in the hospital averaged about 200 in 1922-24. The average cost per patient per month averaged between $1.25 and $2.25, depending on the number of aliens requiring lung x-rays. The use of large plates for such x-rays alone cost $1.00 per patient. The percentage of dead autopsied at Ellis Island ranged between 5 and 33 percent, depending on the availability of trained pathologists.

The number of surgical operations, both major and minor, at Ellis Island averaged between fifty and sixty a month. The operating and x-ray rooms were located on the third floor of the main building on Island No. 2. A copy of "Procedure To Be Followed in Operating Room" may be seen in Appendix J.

All routine cultural work of the hospital was performed in the hospital laboratory located on the second floor of the laboratory building on Island No. 3. By March 1924 nearly 20,000 specimens had been examined in the following areas: chemical and microscopical clinical diagnosis; bacteriological examinations; serological examinations; and pathological histology.

Patients suffering from genito-urinary disorders, such as venereal disease, were separated from other wards, fed in wards, and had special toilet facilities. Those with acute gonorrhea were confined to bed and treated with injections of five percent argyrol three times daily, urotropin internally, forced water, and suitable diet. Chronic cases were treated by instillations, irrigations, and topical applications. No out-patient clinical services for these diseases were available.

The psychopathic service was considered to be "satisfactory" and "efficient." The period of detention for these cases varied according to the patient's status with the Immigration Service. The immgration laws were strictly enforced, and virtually all such patients were awaiting deportation. Radiators protected by substantial iron grills were installed in the male and female psychopathic wards in 1923. "Humane restraint," consisting of "restraining sheet and camisole," were necessary occasionally. Facilities (strong rooms) were available for isolating

markedly disturbed patients, where they were observed by special attendants on a 24-hour basis. Exercise was limited to walking about wards and on screened porches at the end of the psychopathic pavilion. Ambulatory cases ate at tables at the end of the wards. Food was under the supervision of trained nurses and served by attendants on enamel plates with only spoons furnished. Those refusing meals were tube-fed by the physician in charge. Hydrotherapeutic measures were available for use, when necessary, under direction of the physician in charge of the patient. See Appendix K for a copy of "Memorandum For Psychopathic Wards."

The reconstructive service included physiotherapy, occupational therapy, and academic training. The latter two categories emphasized instruction in reading and writing, the English language, arithmetic, and textile work among children hospitalized over extended periods for treatment of trachoma, favus, and ringworm. Ward 31 on Island No. 3 served as a school room for these activities. Some adults also participated in the educational classes, and loom work was taught to merchant seamen in their wards. Physiotherapy included massage, electrotherapy, hydrotherapy, thermotherapy, and exercise treatments.

The social service department, which was established by the American Red Cross, was taken over by the Public Health Service in July 1921. Consisting of four social workers and one librarian, these workers: provided information to patients, aided in calming distressed patients, adjusted social problems for patients, gave material relief, such as clothing and shoes, helped in necessary translation and interpretive work, obtained histories of patients, conducted daily visiting hours for relatives of patients in the hospital service room (located in hospital service building on Island No. 2), and arranged for Sunday religious services (Protestant, Catholic, and Jewish) and entertainment (weekly motion picture nights, monthly talent performance nights, a Christmas party, and annual Thanksgiving, Washington's Birthday, and Lincoln's Birthday celebrations). Cases in need of after-care or follow-up work were referred to private societies interested in the aliens who had representatives on Ellis Island.

The library, located in Ward 32 on Island No. 3, contained some 4,400 books as of March 1924. Many of these had been provided by the New York Public Library. Some 2,500 volumes were in English. German books formed the largest percentage of foreign books. The library subscribed to 26 periodicals in English. Average circulations were about 1,000 books and 200 periodicals per month.

The dental clinic was completely equipped, but no dental officer was on duty at the hospital during 1922-24. A consultant in oral surgery visited the hospital on Friday afternoons and responded to special calls. Among other things, the hospital promoted instruction and encouragement in use of the tooth brush, especially among children, as part of its program in dental hygiene.

The system of inspecting and caring for the dead began with a summons to the medical officer by the chief nurse. Proper notation was made on the patient's chart, the remains were covered with a shroud, an identification tag tied to the wrist, and the corpse removed to the morgue. In case of death from contagious disease, the remains were tied up in a sheet wrung out of disinfectant solution, and an identification tag was tied to the sheet prior to removal from the ward. Upon removal from the morgue, the undertaker gave a receipt to hospital authorities for the body. Religious services were provided at the request of relatives. The hospital registrar was the official responsible for insuring that the authorized procedures were carried out.

During fiscal year 1924 the burial services for all deceased patients at the hospital were provided under contract by Thomas M. Quinn. Burial was to take place in St. Michael's, St. John's, St. Mary's, or Mt. Olivet cemeteries at $94.00 per burial. The contractor also prepared deceased bodies for shipment when necessary for deceased claimants of the Bureau of War Risk Insurance. Further data on this topic may be seen in a copy of "Proposal for the burial of Deceased Patients and for the preparation of Deceased Bodies for Shipment," dated May 18, 1923, in Appendix L.[61]

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61. "Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., April 26, 27, 28, 29, 1922," C. W.

61. (Cont.) Dawe, General Inspector, Surgeon (Reserve), U. S. P. H. S.; "Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., November 15th-17th, 1922," C. K. Haskell, Senior Surgeon (Reserve), U.S.P.H.S., General Inspector, General Inspection Bureau;" Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., April 19-23, 1923," C. K. Haskett, Senior Surgeon (Reserve), U.S.P.H.S., General Inspector, General Inspection Service; and "Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., March 29-31, 1924," C. K. Haskell, Senior Surgeon (Reserve), U.S.P.H.S., General Inspector, General Inspection Service; General Subject File, 1850.15, RG 90. Also see Billings to Surgeon General, August 2, 1923, and July 30, 1924, ibid.

APPENDIXES

BOOK OF INSTRUCTIONS

FOR THE

MEDICAL INSPECTION OF IMMIGRANTS.

An act of Congress approved March 3, 1891, provides "That the following classes of aliens shall be excluded from admission into the United States, in accordance with the existing acts regulating immigration, other than those concerning Chinese laborers: all idiots, insane persons, paupers, or persons likely to become a public charge, persons suffering from a loathsome or a dangerous contagious disease," etc. Officers of this Service who have been detailed to make the medical inspection of arriving aliens, or physicians temporarily employed for that purpose, are directed to place in the possession of the Commissioner of Immigration, or other officer of the port under whose direction the inspection of the arriving aliens is being conducted, such information regarding the mental and physical condition of the aliens inspected as will enable the proper officials to determine whether any of them belong to one of the above-named excluded classes.

For the instruction and information of those charged with making the medical inspection of arriving aliens, attention is called to the following:

For the purpose of carrying out the provisions of the immigration law, diseased, abnormal, crippled, and deformed aliens may be regarded as divisible into two general classes:

Class A. Those who are excluded from admission into the country by reason of the existence of a disease or abnormal condition of a character expressly declared by the law itself to constitute a ground for such exclusion.

Class B. Those who present some disease or defect, physical or mental, which may be regarded as conclusive or contributory evidence to justify the exclusion, by the proper immigration officers, of the person in question as an alien "likely to become a public charge."

In accordance with the present law, aliens of Class A must fall within one of the four subdivisions of that class, viz:

(1) Persons suffering from dangerous contagious diseases.

(2) Persons suffering from loathsome diseases.

(3) Insane persons.

(4) Idiots.

Care should be taken to see that the form of the medical certificate in every case is such as to enable the immigration officers to see clearly to which class the alien in question belongs, and caution should be exercised especially in placing an alien in any of the subdivisions of Class A, because boards of special inquiry have no alternative but to exclude in such cases.

The medical examination should be made by daylight and never, except in an emergency, attempted in poorly lighted rooms or by artificial light. The preliminary line inspection should be conducted on an even, level surface, so that the passengers may not be tempted to look where they are stepping. A basin containing a disinfecting solution should be placed near the examiner, so that he may disinfect his hands after handling cases of trachoma, favus, etc. Care should be taken to prevent crowding, to maintain a single file evenly spaced, with the individuals well separated (10 feet).

Whenever it can possibly be avoided, immigrants should not be permitted to take their baggage with them while undergoing inspection, because it interferes with the view of the examiner. There should be abundant light coming from behind the examiner. Direct sunshine or its reflection from the water directly in the faces of the approaching passengers must be avoided, as it causes them to squint or look down. Care should be taken to obviate the necessity of the passenger passing from a shadow into a light or vice versa. The file should make a right angle turn immediately in front of the examiner's position. This enables the examiner to observe both sides and the back of the passenger in the shortest possible time, besides bringing out lameness, defective eyesight through passenger's efforts to adjust his vision to a new course, artificial eyes, corneal opacities or peripheral vision through light striking eye at changing angles of incidence as passenger turns. A clear view of the eyes may be secured by holding up a finger or some small object in front of the passenger just before he reaches the examiner. The examiner should not permit a passenger to approach nearer than 12 to 15 feet before beginning the scrutiny. In making this preliminary scrutiny it is well to follow a systematic plan. It is usually well to commence at the feet and proceed upward, reserving the matter of the eyes as the last feature to be inspected.

Cases turned aside for special examination, as well as any others to whom the attention of the examiner has been brought, should be subjected to a sufficiently thorough physical examination to determine whether there are other defects besides those which primarily attracted attention. The examiner should detain any alien or aliens as long as may be necessary to insure a correct diagnosis.

The following mental or physical conditions should be placed in the

class indicated by the outline given below. It will be noted that some diseases may be placed in more than one class. It is presumed that the quarantinable diseases have been or will be provided for by the local health authorities.

CLASS A.

SUBDIVISION 1.—*Dangerous contagious diseases.*

(1) *Trachoma.*—The object is not only to prevent the introduction into this country of a communicable disease, but also to keep out a class of persons from whom so large a proportion of the inmates of institutions for the blind and recipients of public dispensary charity are recruited. For the purposes of this circular, the term "trachoma" is used to designate a diseased condition of the conjunctiva, characterized by a muco-purulent discharge, firm persistent hyperplastic granulations, and exhibiting a tendency to be associated with atrophy of the conjunctiva with scar formation, roughened cornea, adhesive bands of cicatricial tissue, entropion, pannus or even more marked evidence of inflammatory processes, not due to external traumatism. Examiners are therefore instructed to regard as trachoma any case wherein the conjunctiva presents firm, well-marked granulations which do not have a tendency to disappear when the case is placed in hygienic surroundings a few days, or does not yield rapidly to ordinary treatment, even though there be no evidence of active inflammation at the time of the examination, not appreciable discharge, nor as yet signs of degenerative or destructive processes. Examiners are also instructed to regard as a possible case of trachoma any person who presents an active inflammatory condition of the conjunctiva accompanied by a discharge, or a thickened infiltrated condition of the lids, and to hold such case until by treatment or otherwise the examination may be satisfactorily concluded. Cases of acute inflammation of the conjunctiva presenting a granular appearance of the lids should be regarded as suspicious and final judgment be withheld until the case has been under observation for a period of at least two weeks.

In view of the present state of medical science as to the etiology of trachoma, an immigrant should not be regarded as suffering with that disease whose conjunctiva presents only a granular appearance and a discharge both of which rapidly and entirely disappear.

Suggestions. The eyelids should be everted in all cases which show any of the following conditions: Roughened cornea, corneal opacities, corneal ulcers, cloudiness of the media, lids which seem thickened at the location of the tarsal cartilage, entropion, lids which have a tendency to droop or do not raise simultaneously with the eyeball as the person looks up, pannus, and any eye which shows signs of acute conjunctival congestion. It should also be remembered that large numbers of cases of trachoma are found among Syrians, Greeks,

Armenians, Russians, and Finns, and that, especially among the latter-mentioned race, many cases of trachoma are found which give no outward evidence of the disease.

The cul-de-sac should be brought into view, because it frequently happens that an eye which is otherwise normal will have the cul-de-sac filled with granulations. Marginal blepharitis rarely accompanies trachoma. If both are present, the granulations of trachoma will be found farther back on the lid or in the cul-de sac.

Prognosis.— The following class of cases may be regarded as practically incurable. Any case showing extensive areas of granulation, associated with any one or all of the following conditions: Infiltration, well-marked evidence of degenerative changes, pannus, roughened cornea, entropion, and cases which present numerous so-called "sago-like" bodies. Cases which do not show marked improvement after several weeks' treatment, cases which show a strumous diathesis, cases which present a grayish semitransparent or so-called ground-glass appearance. This is especially true of trachoma found in the Finnish race.

Caution should also be exercised in making a definite prognosis, even in the most favorable cases, because treatment is generally very disappointing.

(2) *Pulmonary tuberculosis.* In view of the large amount of literature on the subject of pulmonary tuberculosis, it is not deemed necessary to formulate special suggestions for its detection. No case of pulmonary tuberculosis should be certified as "dangerous contagious" unless the clinical symptoms are well marked and the tubercle bacillus has been found in the sputum. For the disposition of aliens suspected of having pulmonary tuberculosis, but in which the bacillus can not be found, see list of diseases under Class B, "Aliens excluded as likely to become public charges."

In every case of pulmonary tuberculosis certified as a "dangerous contagious disease," a slide showing tubercle bacilli in the sputum should be prepared, properly labeled, and preserved.

SUBDIVISION II. *Lesions of doubtful significance.*

(1) *Favus.* Cases of favus should not be certified unless they present clinical as well as microscopical evidence of the disease. A slide or a culture tube, properly labeled, should be preserved in every case certified. Attention is called to the resemblance between the *Achorion schoenleinii* and certain other fungi, especially the *Trichophyton tonsurans* and the *Microsporon furfur*. In most instances material for microscopical examination is best obtained by carefully lifting the crust and selecting the softer material immediately beneath it.

As it is possible during the time occupied by the ocean voyage to remove temporarily by skillful manipulation all positive clinical evi-

dence of this disease and to make the microscopical diagnosis extremely difficult, care should be taken not to permit these specially prepared cases in which the disease is still active to pass the examination. All scalps showing signs of recent treatment and presenting areas of loss of hair, with atrophic sinking of the bare spots, and at the same time showing patches of reddened scalp here and there, still covered with hair, slight incrustrations about the openings of the hair follicles, the hairs often being loose, and the remaining presumably healthy hairs imparting to the hand a sensation as though fine wire was being touched, should be regarded as suspicious and held under examination for a period of from one to three weeks without washing or treatment, provided attempts at diagnosis give negative results in the meantime. In all cases suspected of being favus the finger nails should be carefully examined. If likewise diseased, they will also probably furnish material for confirming the diagnosis.

Cases of recovered favus seen among immigrants seldom have much hair left. The scalp will be pale, without reddened areas. The cuticle will have a glazed appearance, the underlying tissue much atrophied. The remaining hairs will be firmly fixed and coarse.

Caution should be exercised in expressing an opinion as to the length of time necessary to effect a cure. After the head has been shaved the disease will usually be found to involve a greater area than was previously apparent. For a child, or even a person under 20 years of age, with a thick growth of hair, a year's treatment with daily attention in hospital under most approved methods will often prove fruitless. In an older person with little remaining hair the prognosis may be made with more safety. No person having been under treatment for favus should be discharged as recovered until treatment has been suspended at least four weeks and at the end of which period there has been no return of the disease.

(2) *Syphilis.*—Cases of active syphilis in which there can be no question as to the diagnosis should be certified immediately.

(3) *Gonorrhea.* Cases of this disease are ordinarily held for hospital treatment until they have recovered. In the event of there being obstacles in the way of hospital treatment, the case should be certified.

(4) *Leprosy.* Generally held at quarantines; if not, certify.

SUBDIVISION III. *Insane persons.*

The following definition of insanity may be accepted for guidance:

Insanity is a deranged and abnormal condition of the mental faculties, accompanied by delusions or hallucinations or illusions, or manifesting itself in homicidal or suicidal tendencies, or persistent mental depression, or inability to distinguish between right and wrong.

In the case of immigrants, particularly the ignorant representatives of emotional races, due allowance should be made for temporary dem-

onstrations of excitement, fear, or grief, and reliance chiefly placed upon absolute assurance of the existence of delusions or persistent refusal to talk or continued abstinence from eating.

Persons suffering from acute attacks of delirium tremens should be certified as insane. Those presenting less active evidence of alcoholism should be regarded as coming under the heading of likely to become public charges, as should also all cases of simple epilepsy or hysteria.

At least two officers should concur in a certificate of insanity, and when this is impracticable the medical officer should recommend the employment of a local physician in good standing, and they shall jointly sign the certificate.

The evidence on which a certificate of insanity is based should be made a matter of permanent record. It should always include, among other things, the physical appearance, character of hallucinations, delusions, or illusions, and a brief history of the peculiarities noted while the case was under observation.

SUBDIVISION IV.—*Idiots.*

The following definition of an idiot may be accepted for guidance:

An idiot is a person exhibiting such a degree of mental defect, either inherited or developed during the early period of life, as incapacitates the individual for self-maintenance or ability to properly care for himself or his interests. (Richardson.)

Idiocy is a defect of mind which is either congenital or due to causes operating during the first few years of life, before there has been a development of the mental faculties, and may exist in different degrees. (Standard Dictionary, by Mandsley: Responsibility in Mental Diseases, chapter 3, p. 66.)

In case of persons of impaired mentality to whom the term "idiot" or "insane," as above defined, is inapplicable, certificates should be made in such terms as may be deemed best calculated to convey an idea of the degree of disability in each particular case.

CLASS B.

Aliens afflicted with or likely to become a public charge.

Under this head should be included all diseases and deformities which are likely to render a person unable to earn a living. The certificate in each case should be sufficiently explicit to enable the inspectors whose duty it is to pass final judgment on these cases to form an opinion as to what degree the disease or deformity will affect the immigrant's ability to earn a living.

The need for clearness in all certificates rendered under Class B will be better understood when it is remembered that the Board of Special

Inquiry must base its opinion on the certificate rendered, which will in a great measure determine whether the immigrant certified should be excluded, released on bond, or released unconditionally.

It is to be observed that a medical certificate frequently constitutes the sole testimony on which the Board of Special Inquiry, composed of nonmedical men, *will decide whether the alien concerned does or does* not belong to one of the excluded classes; that such certificate, once issued, becomes a part of the permanent records of the Treasury Department; that it is made the subject of legal comment and official scrutiny in every case of appeal, and is always likely to be placed in evidence in habeas corpus proceedings, actions in tort, or other suits at law, both civil and criminal.

Therefore, in the class of cases excluded as likely to become public charges the greatest care should be taken—

First. To give the technical diagnosis, following the official nomenclature of diseases, wherever practicable.

Second. To make, in addition to this statement, such explanation or comment, in plain language, as may be deemed necessary to enable the *Board of Special Inquiry* or the appellate authority to form an intelligent opinion as to the extent of the alien's disability.

Whenever it may appear advisable for the medical officer to supplement his certificate by further explanatory statements, written or verbal, he will see that every such supplementary statement is correctly incorporated in the permanent records of the case.

From the very nature of the subject it will be apparent that it is impossible to name all the diseases or deformities which may be classed under this heading. A few of the most common causes are given below:

(1) *Hernia.*—In writing certificates for hernia, the following points should be borne in mind: (a) Occupation and the extent to which hernia is likely to affect the immigrant's ability to earn a living must be considered. (b) Probability of an early operation; in the latter case application for treatment would probably be made at a charity hospital, in which event the alien would become a public charge for at least several months.

(2) *Valvular heart disease.*—Well marked cases of heart disease may usually be detected at the preliminary inspection by the incurved nails, thickened condition about the lobes of the ears and the alæ nasi, associated with indistinctness of outline of these parts, dyspnœa, and a peculiar pallor. In all persons whose face, neck, or extremities suggest *an appearance of faulty nutrition*, the heart should always be examined. As a matter of routine, it is best to examine the heart in all persons held for the second inspection. In writing certificates for heart cases, it should always be remembered that such cases are extremely liable to become worse, and in that event they may become

inmates of charity hospitals or institutions, where they will probably be public charges for a great length of time.

(3) *Pregnancy.*—Every pregnant woman should be turned aside for the second inspection, a record stating the probable number of months that she is pregnant should be made, and the same be reported to the examining immigrant inspector, whose duty it is to ascertain whether she is legitimately pregnant. In the event of her being illegitimately pregnant, a certificate stating her physical condition should be made.

Pregnant women who are so far advanced that further travel would be attended with serious risk, should be detained and the immigration officials notified as to the examiner's opinion in the matter.

(4) *Poor physique.*—Under this head should be placed cases in which it is evident from their physical condition that they will be unable to earn a living at manual labor. Cases of so-called "chicken breast," especially those having some of the physical signs of pulmonary tuberculosis, but in which the tubercle bacillus can not be found in the sputum, should be certified under this head.

(5) *Chronic rheumatics.*—The large number of persons suffering with this disease, found in hospitals, homes for incurables, etc., should lead the examiner to be very careful in making the certificates in these cases.

(6) *Nervous affections.*—The large number of persons suffering from locomotor ataxia, spastic paraplegia, and other incurable nervous diseases, who are the recipients of public charity, should lead the examiner to be very careful to watch for these cases. At the preliminary inspection the examiner should make it a rule to have all children who are being carried placed on their feet in order to see whether they are able to walk. Many cases of infantile paralysis have been detected in this way.

(7) *Malignant diseases.*—Cases of carcinoma, sarcoma, etc., which can not be placed under the head of "Loathsome" should be placed under this head, and the extreme probability of their being incurable can not be too strongly emphasized in the certificate.

(8) *Deformities.*—All cases in which there are deformities which are liable to interfere with the afflicted one earning a living should be certified, the degree of disability being stated in each case. The deformities usually found are kyphosis, lordosis, scoliosis, mutilation of the extremities, etc.

(9) *Senility and debility.*—Senile persons who are likely to be unable to provide and care for themselves should be certified. Cases of extreme debility which will evidently not be much improved by treatment in hospital should be certified, the prognosis being stated in each case.

(10) *Varicose veins.*—Whenever an immigrant is found with well-marked varicose veins, especially when affecting the lower extremities,

he should be certified. The tendency to ulcer formation should be pointed out, and special stress should be laid upon the fact that these cases often require many months of hospital treatment.

(11) *Eyesight.*—Serious defects of vision, including refractive errors of high degree, optic atrophy, choroiditis, retinitis pigmentosa, etc., should be certified. Whenever the inability to see clearly appears to be independent of distance, the eyes should be examined with the ophthalmoscope.

(12) *General considerations.*—Any disease or deformity which can not be placed in any of the above classes, but which will interfere with an immigrant's ability to earn a living, should be certified. Terminal conditions resulting from previous inflammatory diseases of the eye, and which can not be placed in the "Dangerous contagious" class, should be included under this head. For example, scar formation of the conjunctiva, entropion, infiltration of the cornea, etc. Whenever the examiner has any doubt as to the likelihood of a person becoming a public charge through a disease or deformity, he should write a certificate in that case, because the Board of Special Inquiry is charged with assuming the responsibility of disposing of these cases.

HOSPITAL CASES.

All cases should be recommended for treatment in hospital when in the opinion of the examiner—

First. A more extended examination than is possible at the place of inspection is necessary in order to complete a diagnosis.

Second. The immigrant, owing to his mental or physical state, is not in condition to travel.

It is also suggested that the examiner recommend to the Commissioner for detention in hospital any immigrant who is afflicted with a disease on account of which he is likely to seek charity treatment.

In dealing with communicable diseases, he should endeavor in every possible way to secure conformity to the United States quarantine laws and regulations and the sanitary laws and ordinances of the locality in which he may be stationed.

APPENDIX.

REGULATIONS RELATING TO THE IMMIGRATION SERVICE, EXTRACTED FROM THE REGULATIONS FOR THE GOVERNMENT OF THE UNITED STATES PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE, APPROVED BY THE SECRETARY OF THE TREASURY AND THE PRESIDENT UNDER DATE OF NOVEMBER 21, 1902.

IMMIGRATION.

Medical officers to inspect immigrants.

SEC. 804. When requested by the Bureau of Immigration the Surgeon-General will detail a regular officer of the Public Health and Marine-Hospital Service for the medical examination of immigrants. This examination will be conducted in conjunction with the inspection instituted by the Commissioner of Immigration.

Book of instructions.

SEC. 805. Officers detailed for the purpose of inspecting immigrants shall be governed by the general regulations of the Public Health and Marine-Hospital Service as far as applicable. The specific duties of officers engaged in this work shall be according to the requirements embodied in the official book of instructions for the medical inspection of immigrants by direction of the Surgeon-General and approved by the Secretary.

Medical officers to have charge of medical inspection.

SEC. 806. Medical officers detailed for the purpose of examining immigrants shall have charge of the medical inspection and shall be responsible for its efficiency. They will recommend for detention in hospital or otherwise all cases in which observation is necessary. Immigrant vessels detained shall be visited by the medical examiner as often as he may deem necessary in order that the inspection may be completed as speedily as possible.

To report to Commissioner of Immigration insane persons, idiots, persons suffering from a loathsome or a dangerous contagious disease, and all persons whose mental or physical condition will affect their ability to earn a living.

SEC. 807. The medical officer in charge will certify to the Commissioner of Immigration all insane persons, idiots, persons suffering from a loathsome or a dangerous contagious disease, and all persons whose mental or physical condition will affect their ability to earn a living.

To furnish information concerning physical condition of any immigrant.

SEC. 808. The medical officer shall furnish the Commissioner of Immigration such information as he may require concerning the physical condition of any immigrant, and [illegible]

shall conduct the medical inspection in such manner as to expedite, as far as practicable, the work of landing immigrants. When requested, he shall give advice on sanitary matters relating to immigrants.

Commissioner to furnish office for inspection.

S09. The Commissioner of Immigration will furnish adequate facilities for conducting the medical inspection, including, when necessary, a proper office and equipment therefor.

Certificates of insanity.

S10. At least two medical officers of the service should concur in a certificate of insanity, and when this is impracticable the medical officer should recommend the employment of a local physician in good standing and they shall jointly sign the certificate.

Appeals from diagnosis.

S11. Should an appeal be taken from the diagnosis in a case of idiocy or a case classified as "loathsome" or as "dangerous contagious" and an additional opinion is desired by the Bureau of Immigration, the immigrant shall be brought before the board provided for in paragraph No. S13, and its decision shall be final.

Second examination in case of appeal.

S12. If an appeal is taken from the diagnosis in a medical case classified as "Likely to become a public charge," the officer in charge of the medical inspection will again examine the case and transmit his opinion in writing to the Commissioner of Immigration.

Board of appeals.

S13. The Surgeon-General will, whenever practicable, appoint a board, to consist of at least three medical officers of the Service, to serve at ports where immigrants are landed for the consideration of such cases as may be brought before it under the provisions of paragraph No. S11. At ports where it is impracticable to convene a board to consider cases which come under the provisions of paragraph No. S11, said cases may be referred by the immigration authorities to the medical board at the nearest port.

Traveling expenses.

S14. Medical officers and employees of the Public Health and Marine-Hospital Service will be entitled to actual and necessary traveling expenses when inspecting immigrants at other places than at the regular immigrant station. When it is necessary for them to be on immigration duty before or after the customary hours fixed by the Commissioner of Immigration, they will be entitled to payment for meals necessarily taken at other than their regular place of residence.

S15. All official reports shall be made in accordance with the book of instructions for the medical inspection of immigrants.

Professional care of detained immigrants.

816. The officers detailed for the medical examination of immigrants may, when practicable, and when requested by the Commissioner of Immigration, undertake the professional care of immigrants detained for medical reasons.

Hospitals for care and treatment of immigrants.

817. Upon the joint recommendation of the Surgeon-General and the Commissioner-General of Immigration, the Secretary of the Treasury will, in his discretion, cause any hospital owned or leased by the Government and maintained exclusively for the care and treatment of immigrants to be conveyed to the custody of the Surgeon-General, or such commissioned medical officer as the Surgeon-General may select.

Management of hospital.

818. A medical officer detailed to assume charge of an immigrant hospital, as provided in paragraph No. 817, shall be held responsible to the Department for the efficient and economical management of the hospital.

Expenses of maintenance of hospitals.

819. The expenses of maintenance of hospitals transferred as provided in paragraph 817, and all other expenses incident to the care and treatment of patients therein, shall be borne by the United States out of the immigration fund: *Provided*, That the per diem rate charged for the care and treatment of detained passengers shall be charged against the several steamship companies transporting them, and bill therefor shall be collected as a reimbursement to the immigration fund.

Secretary to fix the rate per head of hospitals.

820. The per diem rate for immigrants detained in a hospital under control of the Public Health and Marine-Hospital Service shall be fixed annually by the Secretary of the Treasury upon the joint recommendation of the Surgeon-General and the Commissioner-General of Immigration. It is not intended that the rate shall be more than sufficient to provide for defraying the expenses of the hospital. Bills for the care of immigrants detained in hospital shall be certified by the medical officer and presented to the Commissioner of Immigration for collection.

Officers to be familiar with the immigration laws.

821. Officers detailed for immigration duty are expected to be familiar with immigration laws and regulations.

RECORDS.

The following official records shall be kept, viz: A register of detained immigrants (form No. 150) (this form not to be obligatory at the port of New York).

The register of detained immigrants shall contain the following information: Name, age, sex, nativity, race, date of arrival, ship, cabin or steerage, diagnosis, hospital, released, certified, departed (medical cases), deported (immoral cases), died, and remarks.

REPORTS.

At the close of each month a report (form No. 151) shall be transmitted to the Bureau.

At the close of each fiscal year a report (form No. 155) shall be transmitted to the Bureau. In addition, a résumé of the year's work should be included.

In certifying immigrants to the Commissioner forms Nos. 152 and 153 should be used.

Whenever an immigrant is to be medically released form No. 156 should be used.

U.S. Treasury Department, Bureau of Public Health and Marine-Hospital Service, Book of Instructions For the Medical Inspection of Immigrants, Prepared by Direction of the Surgeon-General (Washington, 1903), pp. 5-17.

APPENDIX B

INVESTIGATIONS OF MEDICAL POLICIES, PROCEDURES, AND PERSONNEL PRACTICES AT ELLIS ISLAND BY ASSISTANT SURGEON-GENERAL H. D. GEDDINGS: 1906-07

Report to Surgeon-General, November 16, 1906

In obedience to Bureau orders of November 10, 1906, directing me to proceed to the Immigration Station, Ellis Island, New York, and confer with the Commissioner of Immigration, and make an inspection of all the operations connected with the medical examination of aliens as conducted by this Service, I have the honor to report that I left Washington on the night of Sunday, November 11, arrived in New York city on the following morning, and at once proceeded to Ellis Island, where after a short preliminary conference with Surgeon G. W. Stoner, P. H. & M. H. S., I called on the Commisioner, who received me cordially, and directed that every facility should be extended me for the prosecution of my investigations outside of the Medical Department, in which department I had of course the hearty cooperation and aid of Surgeon Stoner. The first day of my stay at the Island, was devoted to general observations, and to visiting the immigration hospital on the island.

HOSPITAL OPERATIONS.

The hospital having been previously described, it will be simply stated here that the hospital building is of modern construction, on the block plan, of brick and stone construction, architecturally very handsome, and three stories and an attic in height, with a basement. The general plan of the building is a central portion for executive and administrative purposes, with wings containing large and small wards. The hospital is provided with an operating room of modern construction and equipment, on the upper floor of the building, well lighted by windows and a skylight, has an adjoining room for sterilizations, and is seemingly well equipped with all necessary instruments and appliances. On the same floor with the operation room, is a room equipped for X ray work.

The furniture of the hospital is modern, and of the general pattern now used in marine hospitals. The beds are of iron, painted with white enamel paint, the bedding is of standard marine hospital type, and is clean and sufficient. The heating is by steam, direct radiation, the lighting by electricity,

and a system of mechanical ventilation is provided, but is not now in use, having given more or less trouble since installation, and natural ventilation has proven quite satisfactory.

The condition of the wards as to cleanliness is excellent. The force of nurses appears sufficient; they are male and female, are well trained in their duties, and the character of the diet supplied is ample, and in the main corresponds with the dietary of marine hospitals. Patients are not allowed to leave the hospital or to remain out overnight. Medicines are administered by the nurses, and the clinical and other records are well kept up. The kitchen, the dispensary, the laundry and the storerooms are well kept up, and seemingly sufficiently equipped. The basement is unfortunately of faulty construction, being below the tide level, and water at times makes its way into it. This deprives the hospital of some needed room for storage, and renders the medical storeroom damp.

The grounds, roadways and walks are in excellent condition, and well maintained. The heating apparatus seems to be sufficient, is in good order, the water supply is derived from Jersey City by mains laid under the bay, and is ample and of good quality, and the water closets are sufficient, in good order, and the drainage efficient. The hospital is in charge of Passed Assistant Surgeon John McMullen, P. H. & M. H. S., who is assisted by Assistant Surgeon H. D. Long, and Acting Assistant Surgeon James Dunn. Pharmacist Geo. Neves is attached to the hospital.

The capacity of the hospital is insufficient to meet the demands upon it, and an extension is in process of erection, but it is believed that it will be insufficient to obviate the necessity of sending patients to local institutions, as has to be done at present. These hospitals are the Long Island College Hospital, Brooklyn; St. Marys Hospital. New York, etc. and certain sanatoria to which acute mental cases are now sent for observation and necessary detention, pending deportation. A small insane pavilion is in course of construction, and a contagious disease hospital upon an addition to Ellis Island is under contract, but work upon the latter has not as yet been begun. The plan is now under consideration to provide temporary structures of a portable character for eye cases(suspected trachoma), and thus relieve the pressure upon the immigrant hospital at Ellis Island, the Commissioner having requested that no more trachoma cases be sent to local hospitals, such hospitals declining to assume police functions, and some trachoma patients having escaped. This causes the congestion of the Immigrant Hospital with these eye cases.

During the fiscal year ~~XXXXXXXXXX~~ ending June 30, 1906, a total of 7,494 cases were treated in all hospitals on account of the immigration station at Ellis Island. The average duration of hospital treatment was 12 days. During the present fiscal year the number will be much larger; at the present time the number is 1,300 in excess of the number treated up to the same day of the last fiscal year. These figures show the extent of the hospital work, and tell without further comment the importance and magnitude of this one branch of the service work at Ellis Island. The discipline and management of the hospital are distinctly good; the male attendants are properly uniformed; the female nurses wear the general dress of this class of employees, and the general appearance is impressive and effective. The officers in charge deserve credit for the successful handling of a class of patients much less amenable to discipline than the clientele of a marine hospital.

LINE INSPECTION WORK.

Of course by far the larger portion of the work of the service is the line and other medical inspection of arriving aliens for the detection of physical cause for rejection under the immigration laws and regulations. That this work is onerous and exacting was well known, but actual observation, extending over one entire day, and portions of two others, and all of these days when the work was lighter than the average, shows that preconceived opinions on the subject erred on the side of underestimating the difficulties, rather than in magnifying them. A brief description of the methods may be of interest: the examinations take place in a large room, which by means of structures of pipe standards and wire gratings is divided into numerous compartments on either side of a central gangway. Into the end of this gangway there opens a stairway from the lower floor of the immigration building, and the passing up these stairs constitutes a presentation of the aliens for medical examination. At the head of the stairway the arrivals are met by an attendant who stamps the ship card borne by each arrival with the date. The immigrants pass along the gangway at a uniform gait, attendants being stationed to keep the line moving, to prevent congestion on the one hand, and to prevent breaks in the line and a waste of time on the other. Arrived at the end of the gangway, the immigrants are deflected to the right or left as the case may be into a narrow railed alley, of which two are in use at all inspections, and in busy times three, each of the alleys constituting a line. Crowding

is prevented by attendants, and the arrivals as equally distributed as possible in to the various alleys. Immediately upon entering the alley, the immigrant is confronted by a medical officer, who rapidly looks in to the condition of his scalp, the general physique, make up and gait of the individual, the presence of deformities, etc. and any defects presenting are indicated by a sign in chalk on the clothing of the individual, usually in the nature of the word "ex", which indicates that further inquiry is desirable. Passing on the immigrant is confronted by another officer, and undergoes a further scrutiny, with possibly the addition of other chalk marks, as "c" signifying an ocular condition requiring inquiry, "s" for senility, a letter for poor physique, another for hernia, for deformity, paralysis, lameness, etc., so that it is not infrequent to see an individual bearing sometimes as many as three or four chalk marks, when he or she arrives at the end of the alley, where is met the medical officer who is examining eyes for the detection of trachoma. The degree of skill and celerity with which this last operation is performed is remarkable. The more expert of the officers evert a lid with each hand, and that without pain or inconvenience in normal eyes. Instruments for the eversion of lids are seldom used, and then only as a relief for tired fingers, etc. Formerly there was some criticism on the manner of conducting this examination, in that the fingers were not cleansed betwwen individual examinations. It is not fair to say that the hands were ever dirty save in a surgical sense. Now however the use of towels, dry to remove visible

soil, and others wet with a bichloride or carbolic or lysol solution to destroy possible infection is obligatory, and in an extended observation no failure to use the disinfectant between individuals was noted. These towels are frequently replaced with fresh by attendants, and as often as circumstances will permit, without congesting the line, the officers making the ocular examinations, wash their hands in basins of the germicides, which are frequently renewd. The examinations, while of course not pleasant, are free from all objection as to any roughness or faulty technique.

The immigrant having arrived at the end of the alley, if without chalkmarks, now turns sharply to the right or left, and the formality of the medical examination is over for these individuals. Those with chalkmarks, are diverted in the opposite direction, and are kept in a compartment, until opportunity presents to make a more critical examination into discovered defects, in one of the numerous examination rooms..These rooms are of course separate for the sexes, and female attendants attend in the female rooms. These critical examinations are largely conducted in the intervals between the arrivals of the steerage from different ships, or between the barge loads from the same ships. While upon the line, there has been a scrutiny for the detection of mental disorders, discoverable by appearance, demeanor or action. Two officers skilled in the detection and diagnosis of mental and nervous disorders have been on duty at various points on the lines, and when the

suspect reaches the examination rooms, which are specially reserved for this class of cases, these two are joined by a third, and a searching inquiry is entered into. It is the intention of Surgeon Stoner to in future have four officers on this duty; two always on the line, and two in the rooms, when any cases are pending. In the examinations in the rooms some of course pass successfully and join their shipmates; others have their disabilities confirmed and the process of certification for deportation or exclusion is entered into. The sick are sent to hospital as a measure of humanity and with a view to cure. Some of those treated however come within the classes debarred by law, as trachoma, favus, [illegible] and those likely from physical causes to become a public charge, and are held until they can be put on board ship to be returned. Treatment in hospital of course terminates the diaability of others, and the treatment concluded they take up their interruptedpassage. Special medical boards at the call of the chief medical officer are of frequent occurrence, and medical officers also serve on the boards of special inquiry to pass upon appealed cases. Mothers of course always accompany children of tender years to hospital, and often the sickness of a single child will detain a whole large family at the immigration station. This is of course the very barest outline of the plan and scope of the medical examinations, and other features of conditions found, must now be referred to.

CABIN PASSENGER INSPECTION.

On Tuesday afternoon, Nov. 13, an opportunity presented for witnessing the inspection of the cabin passengers of a large liner, the North German Lloyd Steamship "Frederich der Grosse", having on board in addition to about 1,200 passengers of the steerage class, about 130 first cabin, and about 300 of the second cabin classes. The immigration inspectors and the medical officers are conveyed down the bay on the steamer "Immigrant", and the steamship was boarded under way. The scrutiny of the second cabin passengers is close, they passing in review on the ship, and being subjected to inquiry, and with special attention paid to examination for trachoma and favus, and also for tuberculosis. The same precautions as to disinfecting of hands are observed as on the line inspections, and the same thoroughness obtains.. The first cabin inspection is limited except in certain instances to circulating among them, and thus observing them..Cases exciting the suspicions of the officers are sometimes examined on the ship, sometimes sent to the Island. If a passenger is seen in the first cabin, but his appearance stamps him as belonging in the steerage or second cabin, his examination usually follows. There are numerous instances of rejected steerage passengers showing up in the first cabin of another line in from 21 to 28 days.

ADMINISTRATIVE DETAILS.

The work at Ellis Island becomes annually more and more heavy, and demands more force. At the time of my visit there were detailed to and employed in the medical division one chief medical officer, Surgeon George W. Stoner, and ten commissioned medical officers, one of whom was on temporary duty at the immigration station at Philadelphia, eleven Acting Assistant Surgeons, two pharmacists, and 42 attendants, there being one existing vacancy. Of these one pharmacist, Mr. W. F. MacDowell, and twelve attendants are employed in the administrative work of the service, apart from the hospital. One pharmacist, Mr. Geo. Neves, and thirty attendants comprise the hospital force. In spite of these apparently formidable numbers, one of the first things which attracts attention after a short stay on the island is the disproportion between the medical and immigration forces at the station.

Handling practically the same numbers of aliens, but differing only in functions discharged, the proportion of immigration officials to medical is between six and seven to one. It is not to be assumed that there are unnecessary immigration employees, consequently the impression is borne in, and soon becomes with a conviction, that the medical force is insufficient, and the constantly occuring events of leaves of absence and physical disability, the physical and mental tax on the remainder is unduly great. Two commissioned officers, Passed Assistant H. E. Parker, and Assistant Surgeon E. H. Mullan, and Acting Assistant Surgeons A. J. Nute and J. M. Delgado are stationed at the Barge Office, New York city for cabin inspections, and

consequently take no part in the routine of the line and examination work at the island. Nor have these officers any sinecure. They are constantly subject to call; their work not infrequently begins as early as 6.30 A.M., and as frequently lasts until 8,9 or even 10 o'clock at night, depending altogether on the arrival of vessels, and the landing of the passengers, after passing the state quarantine. In general the hours of all duty are long: nine o'clock A. M. is the time designated for the arrival of the officers at the island, and while it is generally possible for them to leave by the boat at 4.40 P. M., it is not infrequent that they are detained until 5.30, 6, or even 6.30 P. M. It is to be understood that this goes on with Sundays as with other days, indeed Sunday is almost sure to be a day of labor, owing to late steamship arrivals on Saturday. Every effort is made by Surgeon Stoner to make up for this by a day of absence in the week, but his well intentioned plans sometimes miscarry, and the disappointment is a double one. Surgeon Stoner also permits absences after 3.30 P. M. when no arrivals are in prospect, and special examination work permits, but the hours of relaxation are few and rare as compared with marine hospitaals and even with the average quarantine stations. The requirements on attendants are about equally exacting, and it is difficult to keep good men, especially when it is stated that the scale of pay for Marine Hospital employees is substantially less than that of immigration employees for about the same grade of service. Two instances may here

be cited as illustrating what has just been said: attendant Adrian Effrat has been continuously connected with the immigration duty for about 17 years. He is employed as a stenographer, and has clerical duties in the office of Pharmacist W. F. MacDowell. In this office Sunday work is almost a weekly necessity, and the force detailed, and the amount of work demand continuous labor on other days, and opportunities for a day off are very rare. It is not understood that Effrat complains of the compensation, but he desires more liberty, and is now an applicant for transfer to the Customs Service, where he feels that he will be fully as well off financially, and have more liberty. Another feature of this case is that the Customs service is willing and able to pay this employee, green to their work, as much as he is at present receiving with the P. H. & M. H. S. . Another instance: Attendant Patrick Flanagan has been with the service on immigration duty for about 14 years. He is an exceedingly valuable man, and knows the routine work thoroughly and performs it well. He has valuable linguistic abilities, enabling to understand and be understood in almost any languauge needed at Ellis Island. He feels that he does not receive sufficient compensation, and is endeavoring for this reason to obtain a transfer to the Customs Service. His loss would be a serious one, and I would recommend that his compensation be increased to $100 per month.

It is desired here to dwell particularly on the work in Pharmacist MacDowell's office. The work here is very heavy. The records of all hospital patients are kept here, and as be-

fore stated, not only are patients treated in the immigration hospital, Ellis Island, but in four other hospitals and two or more sanatoria. The bills for these patients have to handled here, and there must be counterbills made out for presentation to the various steamship companies for reimbursement. The system of accounts is elaborate, and executive ability is needed to keep matters from becoming involved. This is done, but at the cost of always working on a strain. One additional attendant at a fair salary should be detailed for duty in the pharmacists office; two additional attendants should be appointed for duty on the line and for general duty, and the pay of the employees should be incresed from$10 to $15 per month. The appointment of the additional attendants would relieve the strain, and the additional compensation would produce a more contented feeling, and simply place the Marine Hospital men on a parity in the matter of pay with employees of the immigration service for like services. Another feature of Pharmacist MacDowell's ~~XXIXXX~~ work to which I desire to allude, before I leaving this branch of my report, is the great financial responsibility devolving upon this officer, which adds to the wear and tear upon him. He handles the money of patients admitted to hospital, and as showing the responsibility in figures it may be be mentioned that during the fiscal year ending June 30, 1906, the amount was the equivalent of $125,000 U. S. Currency. The money envelopes are kept in a safe in the pharmacists office; a discharged patient is returned the actual money which he deposited, and there is frequently $5,000 and

sometimes as much as $7,000 in the safe at one time.

GENERAL CONCLUSIONS.

It now becomes my duty to endeavor to impartially lay before you matters which have come under my observation, and which have been brought to my attention, the discussion of which is, in my opinion vital, and which constitute the real difficulty in making this report. These matters are in the nature of points in policy, in internal administration, and in lengthy details, some of which I have seen, some heard, and others which I suspect, and have drawn deductions. As is known to you there was recently an infraction of discipline and a violation of service regulations which led to the suspension from duty and privileges of Assistant Surgeon T. W Salmon by Passed Assistant Surgeon John McMullen, in temporary charge of the station. The matter has already been the subject of official report, the fact of the violation of orders has been clearly established, and Assistant Surgeon Salmon has been reprimanded and restored to duty. I regret to have to report that the spirit now displayed by the officer is far from loyal, obedient or even consistent. He has severed personal relations with Passed Assistant Surgeon McMullen, and with Assistant Surgeon Ward, to whose report on his failure to do duty on the line, he lays the fact of his suspension by his senior officer. He still maintains that in refusing to do line duty he was acting in accordance with verbal instructions given him by Surgeon Stoner

relative to duty in connection with inquiry as to the mental condition of arriving aliens. Since Dr. Salmon's detail to duty in connection with these examinations in conjunction with Acting Assistant Surgeons Onuf and Thornton, there has been a disposition on the part of all three to regard themselves as in a preferred class in the duties at Ellis Island, and they have evinced a disposition to shirk the more arduous and more continuous duty on the line. It is needless to say that Dr. Salmon has either wilfully misinterpreted the instructions which he received in the matter from Surgeon Stoner, or has simply made the alienist examinations a pretext for this display of self assertiveness and importance. He was never instructed to pursue the alienist examinations to the slighting of the line inspection work. He feels aggrieved, maintains that full justice has not been done him, and talks of appealing the matter to higher authority, even to the President. To this end he has enlisted the aid of friends in prominent places, these friends not always the allies or well wishers of the service, and to these individuals he has magnified the importance of the allienist examinations, and minimized the equally important work done and to be done in other directions. It is more than a matter of suspicion that he has formed these alliances with a view to personal, future aggrandizement, and it is my honest conviction that he has outlived any usefulneds which he may ever have had at the immigration station at Ellis Island. I further regard his influence as distinctly bad upon the acting assistants with whom he is most intimately associated, and it is

a matter of grave suspicion, amounting to almost conviction, that he has sought on a basis of mutual accommodation, the aid of these comparatively recently appointed officers in the furthering of his own ends. It is a matter of proof that the attitude of Dr. Salmon is one of magnifying his own importance and belittling or ignoring the work of the Service and of his fellow officers. It is recommended that for the good of the service his transfer from his present field of duties be made as soon as the same can be done without the appearance of punishment, and thus giving him another cause for grievance.

Summary.

With no intention or desire to unduly criticize the work or the efficiency and usefulness of acting assistant surgeons, I would respectfully submit for your consideration the propriety of immediately, and to the largest extent possible consistent with other interests, increasing the force of commissioned officers and correspondingly reducing the numberof acting assistants in the immigration service. These latter officers while often very efficient, never, I believe become imbued with the same"esprit de corps", the same sense of subordination to lawful authority, and the same singleness of purpose as the commissioned officer. He always has the fear of severance of service before him, and endeavors to cultivate alliances, not always for the benefit of the service. In addition,with the passage of time they do not fail to represent that they have had longer continuous service in immigration work than the commissioned

officers, but they regard themselves as more proficient in the peculiar duty, and it is suspected that frequently they have in view the pooling of their interests and the formation of a separate and distinct corps for the medical work of the immigration service. In this it might be possible for them to succeed, and the loss of prestige from the severance of the Public Health and Marine Hospital Service with the duty of the medical examination of arriving aliens, might be a blow more serious than at first it might appear.

I desire here to express my sincere thanks to Surgeon Stoner for aid afforded, and information furnished, in the duty which the rendering of this report brings to a present close.

Respectfully,

W. D. Gatchings

Assistant Surgeon-General.

Report to Surgeon-General, May 22, 1907

I have the honor to report that in obedience to orders of May 17,1907, I proceeded to Ellis Island on the night of the 17th and reached Ellis Island,May 18th.

The fact presents itself,both on observation and on examination of the records that the work of the medical inspection of arriving aliens at the port of New York has been exceptionally heavy for the past few months.At the time of my arrival there had been a great influx of aliens,and owing to the congestion of vessels caused by weather conditions,there were an unusual number awaiting landing, and during my stay,for the first time in two weeks the back work,so to speak, had been cleaned up and the station again ready for the current business of each day.

At the risk of indulging in useless iteration,I would present for your consideration, the necessity of additional medical officers at Ellis Island. The hours of duty at the present time are long,both at the main building on the island and upon the cabin inspection duty from the barge office. With unavoid-

able absences on account of sickness and authorized leave, there is always at the present time more work devolving upon the medical force than should be expected. In addition, by recent request of the Secretary of Commerce and Labor, the Chief Medical Officer, under instructions from the Bureau, is obliged to detail officers to visit State and local institutions where are detained persons coming under the deportable clauses of the law for diseases and conditions due to causes prior to embarkation or landing. The certificates of State and local officials were formerly received in these cases, but it has recently been determined that prior to taking the necessary legal steps looking to the deportation, they should be examined by a medical officer of the Public Health and Marine Hospital Service. These details consume time, frequently taking the officers as far north as Poughkeepsie, New York, or even further, to points in Connecticut, to East Islip, and others. The demands are fairly constant and are, under present auspices necessarily delayed until an officer can be spared from his duties at the island to make the necessary trip for examination. Indeed the work is such, that Surgeon Stoner has recently been obliged to inaugurate the policy of requesting an officer to visit these places on his days off, it being his impression that the trip afforded a welcome change to the monotony of daily duty upon the island or at the barge office. While he has been able, in the main, to accomplish the necessary duty by these means, it still is debateable whether this is the best method of procedure, or whether it is entirely just to the officers who are requested to make these trips, a

request of this nature being difficult of refusal.

Knowing full well that you deeply appreciate the necessity for a medical force at Ellis Island, ample to meet the current duty and all emergencies, I simply have to recommend that every available officer possible be detailed to duty at Ellis Island and that if possible to avoid, no appointments of acting assistant surgeons for general duty at the Immigration Depot, be made for the present.

Cabin Inspection and Identification Cards.

In view of recent correspondence with the local representative of the Hamburg-American Steamship Company, you desired that I should investigate the question as to whether an identification card, required to be issued to all steerage passengers by paragraph 40 of the Quarantine Regulations of the United States, or a card required to be issued to every alien by section 13 of the immigration act approved March 3, 1903, was ever issued to passengers of the first and second cabin classes. While the matter was under discussion, I stated to you my impression as the result of previous investigation, that these cards were found in possession of second cabin passengers. In this I find that I am mistaken. Cards were seen in possession of second cabin passengers, but they were not the official card required by immigration law and quarantine regulations. The cards in the possession of this class of passengers are identification cards furnished by the purser of the steamship upon which they are passengers. They simply state that the bearer, a passengers upon the steamship ..... is registered upon page ..... of the pas-

senger manifest of the ship, and the purpose of the card is simply to enable the Chief Immigrant Inspector at the port of arrival, to readily identify the passenger and to find his name upon the passenger manifest without undue delay.

It would appear therefore that the cards presented by arriving aliens are simply confined to the steerage classes in accordance with the Quarantine Regulations, and do not find their way into the possession of aliens arriving in the first or second cabin, in accordance with immigration law and regulation.

Compensation of Attendants.

As directed by you, I made inquiry of Surgeon Stoner, as to increasing the compensation of certain attendants of the Public Health and Marine Hospital Service employed in the examination of arriving aliens in the main building at Ellis Island. In a previous report, I had compared the compensations of these attendants with the compensations of attendants of the Immigration Service, and had been directed by you to bring the matter to the attention of the Chief Medical Officer, with a view to correcting the apparent discrepancy which seemed to be in favor of the attendants and employees of the Immigration Service. I find, on closer inquiry, that the Chief Medical Officer does not regard this comparison as an apt one. It is his endeavor to equal-ize the compensations of attendants employed in the immigrant hospital and the main building. He regards the quarters, subsistence, laundering, lights, etc., received by the attendants in the hospital, as equivalent to about $25 to $30 per month. Therefore a nurse in hospital receiving $40 per month is, for the sake of

example, regarded as on a parity with the attendant employed in the main building receiving $70 a month. On this basis, the comparison is just and apt, and to increase the compensations of attendants in the main building might be productive of dissatisfaction among the attendants employed in the hospital, and lead to the necessity of increasing pay in all directions, which would largely increase the expenses and which was not contemplated by the recommendations made to you in my former report.

I beg simply to state that the Chief Medical Officer now has the matter under advisement, and will, in a short time, make definite recommendations to the Bureau, which will tend, it is believed, to equalize the apparent discrepancy between attendants of the Public Health and Marine Hospital Service employed at Ellis Island and immigration employees at the same place.

General Observations.

I regret to have to again report to you that in certain directions the friction which I reported to you as existing among the medical staff at Ellis Island, still exists, and if anything, has become more acute rather than diminishing, since my last visit six months ago.

As indicated to you in this previous report, there seemed to me a tendency upon the part of the medical officers, both commissioned and noncommissioned, charged in addition to their other duties, with inquiry into the mental condition of arriving aliens, to regard themselves as in a special or favored class, and a disposition on their part to arrogate to themselves spec-

ial privileges,not for the best interests of the Service.This condition still exists.I am not prepared to fix the responsibility, but would say that at the present time it appears that there are two widely divergent sentiments existing among two wings of the medical staff, which may be briefly stated as being those in sympathy with Assistant Surgeon Salmon and those who believe that their chief duty is loyalty to the Service and a strict support of the Chief Medical Officer.The mental attitude of Assistant Surgeon Salmon is, to say the least, an unfortunate one.Believing,as he does,that a reprimand administered to him for a flagrant and direct violation of orders, was not warranted, his position has been one of discontent He has attracted to himself the support of certain acting assistant surgeons associated directly with himself in the mental examination of arriving aliens and their attitude is one of aloofness and superiority to officers engaged in the routine duty of line examination.

I regret to have to report that since my last visit,Assistant Surgeon Salmon seems to have received the support of another commissioned officer,Assistant Surgeon H.D.Long, in this attitude. The attitude of this latter officer is far from satisfactory. With abilities of more than the average order,with educational advantages such as have been enjoyed by few officers in the Service,favored recently with a detail for special study at the Government Hospital for the Insane in Washington,this young officer appears to have entered into an alliance with Doctor Salmon and to have constituted himself,

either solicited or unsolicited, as the spokesman for all grievances. With the crudest and most elementary ideas as to discipline, he is constantly falling into error in his attitude toward his official seniors, and toward the Chief Medical Officer, necessitating on the part of his chief, frequent admonitions which it is regretted are not accepted in the spirit in which they are made. In my own opinion, disciplinary measures of the severest character are needed in the case of this officer, otherwise his usefulness will be curtailed and his official career be apt to be marked by incidents of a character most discreditable to himself and to the Service.

I have to suggest the propriety of, at an early date, removing this officer and placing him under surroundings in a marine hospital where he will learn the lesson that the first duty of a junior officer is an unquestioning and unwavering obedience to the directions and intimations of his official seniors.

I beg to cite two instances which came to my attention, in which this officer was involved during my visit to the island. On the morning of my arrival, he presented to the Chief Medical Officer a request that a certain patient, detained for observation into his mental condition in the main building, should be shaved. He was informed by the Chief Medical Officer that there were no barbers now in the Immigration Depot, and that in view of his own statement, it would be dangerous to place a razor in the hands of the detain for the purpose of shaving himself. The officer dissented from this decision with a degree of warmth

not justified by the circumstances and proffered the request that the detain in question be sent under guard to the hospital there to be shaved by a nurse.The Chief Medical Officer questioned the necessity of this measure in view of the fact that the certificate of insanity of the detained alien would be completed that day and that he would be sent to one of the sanitaria with which contracts for the care of patients are in force.The matter thus appeared closed.On the following morning on arriving at the island,I found that Assistant Surgeon Salmon and Assistant Surgeon Long were in conference with the Chief Medical Officer,reporting to him an attempt at suicide which had been made by another detained alien during the preceding night, at a time when the force of Public Health and Marine Hospital Service employees had been relieved for the night,and the building was in charge of the night superintendent of the Immigration Service,with his force.The attempt failed fortunately, but these officers were persistent in bringing to the attention of the Chief Medical Officer,that they had foreseen such occurrences and had given him due warning to that effect.They were informed by the Chief Medical Officer that prior to the occurrence he had been endeavoring to secure additional employees, with a view to always having attendants actually on duty in the detention rooms,and that he was daily expecting the arrival of two such additional employees.To my surprise, and to the surprise of the Chief Medical Officer,within half an hour, after their retirement from the office,a letter embodying their views and practically reiterating their statements,was handed in,bear-

ing the signatures of these two commissioned officers, associated with those of Acting Assistant Surgeon Thornton and Acting Assistant Surgeon Glascock, who had been induced to join in the representation. The tone of the letter was distinctly unofficial, it might be said almost hostile, and in view of the oral report which had been made of the incident, was superfluous in the absence of any direction from the Chief Medical Officer to put it in writing. Either the oral report, or the letter in the case, was a piece of supererogation. The commissioned officers were summoned to the office and interrogated by the Chief Medical Officer with a view of arriving at the reason for the letter. Their attitude and bearing was not characterized by that courtesy or deference which is due to a senior from a junior, and during the course of the discussion, Assistant Surgeon Long brought up the question directly as to what would be his duty in the case of the patient who desired shaving, as presented by him the day before, whether having made presentation of the case and his recommendations having been declined, it was his duty or not, to present the matter in writing, as he said, "To keep the record straight." Surgeon Stoner, under great provocation, spoke to them in the matter with the utmost gentleness and forbearance. Invited by Surgeon Stoner, I subsequently expressed to these gentlemen my belief that their action was not justified by the letter or the spirit of regulation, and was contrary to the spirit of good order and discipline.

This is simply mentioned at length as an instance to show the spirit which prevails. Admonition has seemed unavailing, and it would appear to me that the time has come for more vigorous

measures.

A Recent Occurrence at the Barge Office.

I feel it my duty to present for your consideration, an occurrence at the Service office in the Barge Office Building, which took place on the 17th of April,1907.Prior to this time, Surgeon Stoner had several times found it necessary to call the attention of the officers stationed at the Barge Office on cabin inspection duty, to the disorderly condition in which the office was kept.While a great part of the condition criticised by him was due to inefficient work upon the part of the charwomen,he nevertheless thought that more care exercised by the officers would be productive of better results.

Upon the afternoon in question,desiring to leave Ellis Island by a boat departing from the island at 5:20 P.M., and desiring at the same time to complete a letter of importance, he departed from the island with the intention of finishing his letter in the medical inspectors' room at the Barge Office.Arriving, he found the door closed and having some difficulty in unlocking the same, the door was opened by Acting Assistant Surgeon Kennard.Entering the office, he was struck by the disorderly and disreputable condition which presented itself.The floor was littered with broken glass and strewn with a substance which proved, on subsequent examination to be malted milk. Chairs were broken and piled up in a corner of the office and an appearance of the wildest disorder presented itself.Surgeon Stoner states that Acting Assistant Surgeon Kennard was dressing preparatory to leaving the office,and that he found Assistant Surgeon Steger sitting upon the lounge in the inner office,and

his attitude and appearance impressed him at the time, as being singular. He questioned the two officers present as to the condition obtaining and was unable to obtain any satisfactory replies.Doctor Kennard stated that he had only arrived at the office a few minutes previous from a trip down the harbor,which statement was borne out by an examination of the boarding book. Assistant Surgeon Steger,in a monosyllabic manner,disclaimed all knowledge of how the condition present arose.An investigation was put upon foot by ~~him~~ Surgeon Stoner, but about this time Doctor Steger reported sick,and was subsequently granted leave of absence on account of sickness for a period of from ten to fourteen days. Surgeon Stoner demanded and received written reports from all the other officers on duty at the barge office which were more or less full in their character,and which would seem to satisfactorily account for the whereabouts,time of departure,and condition, of all of the officers with the exception of Doctor Steger.Upon his return to duty from leave of absence, on account of sickness, he was called on for written report and said report when received, was brief,curt, and was a ~~general~~ denial of any guilty action or knowledge. Subsequent investigation developed the fact that when Acting Assistant Surgeon Nute left the office at noon, on the day in question, it being his day off, he left a full,unopened bottle of brandy in his locker. Between 4 P.M. and the time of Surgeon Stoner's arrival at the office,the locker had been broken open and this brandy entirely consumed. But two officers could have been involved in the transaction by the records,--Acting Assistant Surgeon Kennard and

Assistant Surgeon Steger.As stated before,the search of the records would in a large measure exonerate Doctor Kennard,in addition to which he was,in my presence,and also by me,subjected to a very rigid cross-examination,to which his replies were satisfactory. This was far from being the case with Doctor Steger.His attitude was one of sullenness, or monosyllabic reply, and giving rise to the mental impression that he was not divulging all that he knew upon the subject. From all evidence to be gathered there appear to have been no eye-witnesses to the transactions, but the matter is one discreditable in character, of common knowledge in the Barge Office, and is calculated to injure the good name of the Service.The breaking up of the furniture appears to have been wilful and malicious.The furniture in question is the property of the Customs Service, for which the Collector of Customs, as custodian, is responsible.It was cheap in character,and was in need of repair,which necessity had been reported to him,and proposals had been received and contract was about to be let.The destruction of the furniture now necessitates another application by Doctor Stoner to replace the furniture by other,it being entirely broken up.

It is the intention of Surgeon Stoner to present the matter to the Bureau officially, accompanied by the written reports,mention of which has been made above.The delay in making such report has been due to the fact that immediately succeeding the incident, Doctor Steger was absent on account of sickness.

I am aware,in bringing this report to a close,that the two disciplinary matters which have been mentioned at length ap-

parently overshadow everything else. Where specific mention has been made of bad disciplinary attitude on the part of certain officers on duty at the Depot, it is a pleasure to have to record that the attitude and position of the strongest and best men on duty at the Depot, is one of interest, enthusiasm, and full loyalty to the Chief Medical Officer. It is possibly no more than reasonable that, where such a large number of officers is collected together, there should be discontent and that there should be among them some whose conduct is unsatisfactory. The mention of these incidents in nowise affects the general efficiency of the Service, but comes out in strong contrast with the generally excellent work which is being done, and the matters have been thus mentioned in great detail for the information of the Surgeon General upon any tour of inspection which he may see fit to make in the near future to the Immigration Depot.

Respectfully,

J. D. Geddings

Assistant Surgeon General.

Report to Surgeon General, August 19, 1907

As directed in Bureau letter of August 9,1907, after two and one-half days spent at Ellis Island,I beg leave to submit the following as to the medical inspection of arriving aliens with special reference to aliens afflicted with mental disorders at that point.

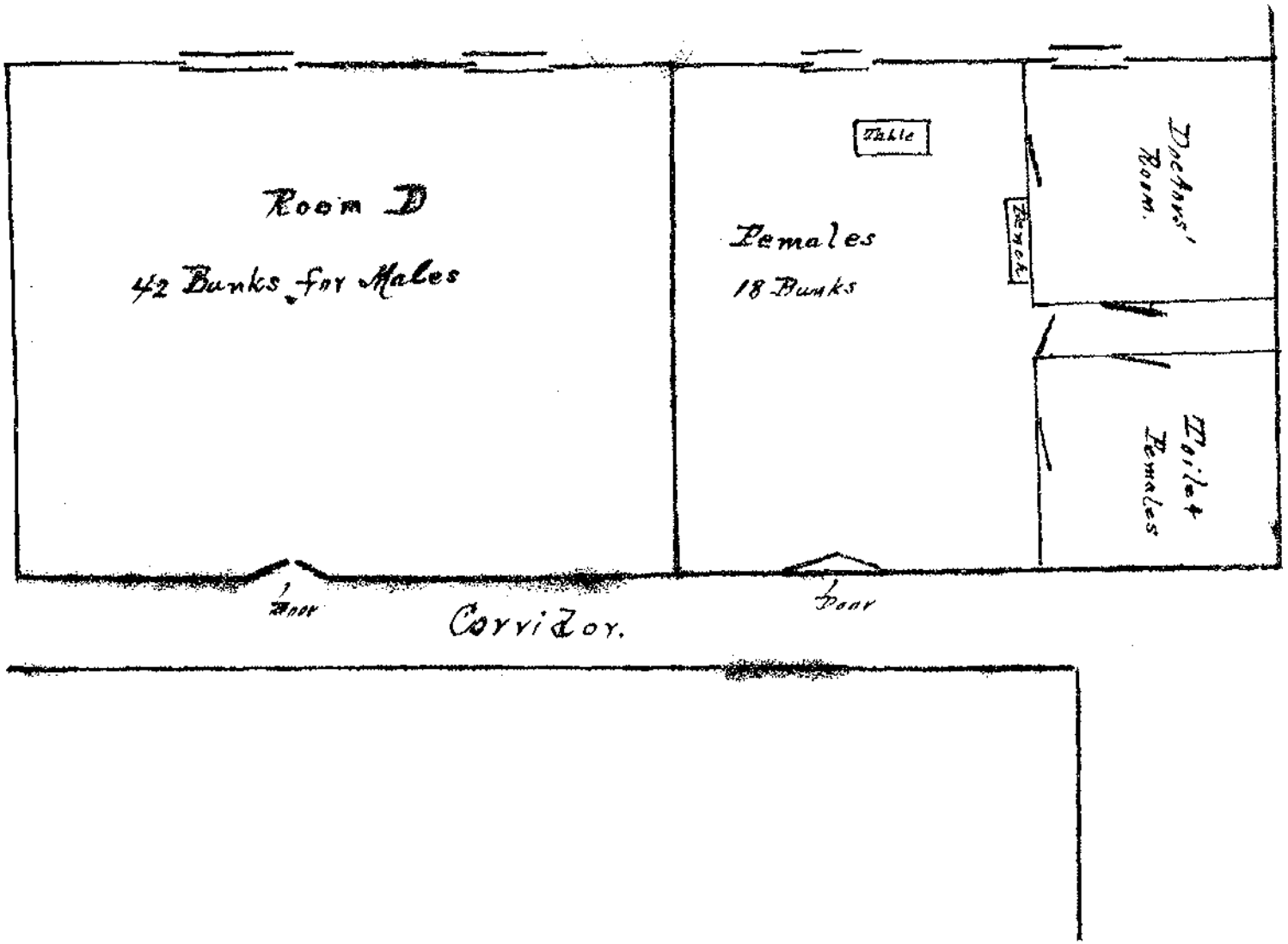
Acting upon your instructions,I devoted the entire time at Ellis Island to the study of the handling of mental cases, from the time that they were separated, or stood aside, from the line until they were admitted as mentally sound or transported to the various sanatoria under contract for the treatment of mental cases.

I beg leave to premise my statements by reminding you that the number of aliens stood aside from the line for mental causes, or as having the stigmata of mental degeneration, as prescribed in section 2 of the act of February 20,1907,viz: idiots, imbeciles,feeble minded persons,epileptics,insane persons and persons who have been insane within five years previous, persons

who have had two or more attacks of insanity at any time previously or who are mentally defective,such mental defect being of a nature which may affect the ability of such aliens to earn a living, is relatively small to the large number,somewhat over 1,000,000 per annum, who are landed at Ellis Island. In addition, those who are suspected and are temporarily detained for examination, furnish a still further smaller proportion of individuals coming actually within the proscribed classes.

FIRST: Those held for observation are separated as to sex and are detained in two rooms in the main building set apart by the Commissioner of Immigration at Ellis Island for this purpose. The room known as Room D is devoted to the detention of male suspects. It is a large,lofty room, provided with two windows, which windows, however, are necessarily, for the purpose to which the room is devoted, made secure by iron bars and a wire netting. The room contains standing bunks in tiers of three for 42 individuals. The air space,when occupied by this full number, is somewhat limited, but still is in excess of that allowed in the general dormitories at the Ellis Island station. The room is clean,- a great improvement in this respect being noted over that existing at my first inspection of conditions, last November; and there is an absence of the close smell,evidence of human habitation,which was noticeable at that time. This,of course, is partly due to the fact that the season permits of windows being open and a freer natural circulation of air to obtain.

The mental rooms,as well as all dormitories and waiting rooms,where aliens are detained,are visited at least once daily by a medical officer of the day,and medical officers are there


Room D
42 Bunks for Males
Table
Females
18 Bunks
Bench
Doctors' Room.
Toilet Females
Door
Door
Corridor.

The room for females is somewhat smaller and this space is still further diminished by a half high partition having been erected across the room, dividing the end thus partitioned off into two rooms, one of which is used as a medical examining room, and the other as a toilet room for the females. The smaller size of the room is,however, not a bar to its proper use, as the relative number of detained males and females is always in the proportion of four or five to one.

A rough diagram of the rooms, not drawn to scale, is herewith inclosed.

SECOND: As to the character of the supervision maintained for the benefit of those detained in the "mental rooms," I have to report that during the day the males are under the care of male attendants of the Public Health and Marine Hospital Service (Medical Division,Immigration Depot), and the females under the charge of female nurses or matrons. These attendants of the Public Health and Marine Hospital Service are on duty from 8 A.M. to 4:30 P.M.,about. After that hour, and until the next morning, the supervision devolves upon attendants of the Immigration Service proper,who are under the general control of the Captain of the Watch at Ellis Island. The same arrangement is maintained of male attendants for detained males and matrons for the females.

I made various inspections of the rooms at various times, arriving unexpectedly and by different routes, and always found the attendants on duty and the detains never left without compe-

tent observation. These attendants appear to be intelligent and well-trained, but so far as I was able to observe, no formal search was made by the medical authorities to see that the detains do not carry with them weapons or other articles which might be a danger as being held by the insane. Such articles are,however, generally removed from their possession by the immigration authorities, who formally take up money and valuables of the aliens detained in these rooms and give receipts therefor.

THIRD: Medical examination of immigrants detained for mental causes commences at once,and proceeds with little delay,until the nature of the case is determined upon. Such examination in certain obscure cases necessarily is sometimes continued from day to day, but there is no unnecessary delay.Purely psychopathic treatment is not entered into, but emergency treatment of any nature whatsoever is always promptly rendered,and there is no suffering from the absence of such treatment.

FOURTH: The care of these patients at night has already been referred to.A medical officer from the hospital is always within call and any emergencies arising at night are promptly reported to him and receive his immediate attention.

FIFTH: Referring to that portion of your letter of instructions which directs me to inquire into the fact that the rooms in which these aliens were detained were often used temporarily by officers not connected with the Public Health and Marine Hospital Service,who were looking after certain features connected

with the examination of arriving aliens,such as a proper disposition and care of their money and valuables, I have to report that the room occupied by the females, having spare available space,contains a table and chair which are used by an immigration official connected with the office of the clerk of accounts, who sits at this table and,with a list before him,calls out the names of the occupants of the "mental rooms," and takes up their money and valuables, and gives receipts therefor.The mental rooms are not used as general office rooms by the immigration authorities for this purpose, but their use to this end is confined to the aliens detained in the rooms for observation.

SIXTH: I further have to report that upon the completion of the new psychopathic pavilion and the temporary outside pavilions,now in process of erection, the supervision of those detained as suspected of being afflicted with mental disorders will be solely under the charge of the medical division from the moment that they enter these wards or pavilions until their final disposition.At present the authority is divided,as stated above,in the supervision of the detains by night and by day, which condition appears to be inseparable from the status now existing, but matters are in a state of evolution,rapidly approaching a termination and when this period arrives, it is my belief that there will be no further cause for complaint on this ground.In my opinion, and that of Surgeon Stoner,to abruptly claim full and undivided control of this class of detained aliens,to the entire exclusion of immigration officials,

would be somewhat ungracious in view of the inconvenience to which the Commissioner has put himself in devoting these two rooms to mental cases and of his ready acquiescence in the erection of the new psychopathic ward, and of the outside pavilions, the Commissioner having evidenced his full sympathy with the importance of the care of the mentally defective by his energetic action in the erection of these structures.

SEVENTH: The new psychopathic two-story pavilion was expected to have been completed and occupied by August 15. Surgeon Stoner had an assurance in writing from the contractor, that the psychopathic ward would be finished at that time. The contractor, it is claimed is carrying out his contract at a financial loss and is endeavoring naturally to work as cheaply as possible. He has been delayed by repeated strikes and by some difficulties in the delivery of material. It is my opinion that the psychopathic pavilion will not be finished before October 1, but it is further my belief that when completed, it will be an installation creditable to the medical service of the Government.

The plan contemplates a two-storied structure, with a capacity for the treatment of about ten female patients on the lower floor and of from sixteen to eighteen males on the upper floor. The fittings and appliances, to my mind, show a full appreciation of the modern methods of the treatment of the insane, and I am informed by Surgeon Stoner, are largely based upon so-called Model Pavilion B, at Albany, New York. This pavilion is not intended as a permanent hospital, but for the temporary treatment of the mentally affected, pending return or transference to contract sanatoria.

In regard to the outside pavilions, destined exclusively for detention under observation of mental cases, these structure are of a

a temporary nature, based upon the general style of the Ducker portable hospital, set up, however, on a concrete floor, erected at a height of about two feet above the ground. The plan consists of two long buildings connected at the front by a common administrative building, giving the building somewhat the shape of the letter E. The erection of the buildings is practically completed but when this stage of the work had been reached, it was found that the appropriation or allotment had been exhausted and that there was no money available for the necessary plumbing. A change of plan was, therefore, necessary and the bathing facilities have had to be omitted and only the necessary water closets and sinks will be, at the present time, installed. Sufficient money was left for the purchase of the necessary plumbing material, and the work of installation is being performed by the engineer force of Ellis Island and, though moving slowly, I should say would be completed in about three weeks.

Each one of the long wings mentioned above will have a capacity for fifty persons, and the general plan of each building is a long ward with bed space on one side and small isolated rooms on the other. Surgeon Stoner has secured and accepted proposals for furniture to open this building with accommodation for 100 individuals, fifty in each pavilion. The objectionable standing bunks will be done away with, and the furnishing will be in the nature of that of a hospital ward.

EIGHTH: In anticipation of the opening of the new psychopathic pavilion, and of the outside pavilions, in which opening there has been a disappointment as above detailed, Surgeon Stoner

had secured the services of a number of specially trained attendants. He had procured two male nurses who had had training in the Manhattan State Hospital for the Insane, and some female nurses who had also had insane hospital training.He had likewise secured the services of male orderlies with general hospital and insane hospital training. These attendants,while now doing duty elsewhere in the medical division, will be ready at a moment's notice to enter upon the discharge of their specific duties in attendance upon mental cases.

Prior to my arrival,Surgeon Stoner had detailed Assistant Surgeon Guthrie to duty in the hospital. This detail had been made for two reasons,--one that Doctor Guthrie is without family and could be accommodated in the present quarters in the hospital as it now exists; and the other was, that it had been the intention of Surgeon Stoner,when the psychopathic ward was ready for occupancy, to assign Doctor Guthrie to the charge thereof and his training in the hospital was preliminary to such assignment. In this way, not only will the special training of Doctor Guthrie at the Government Hospital for the Insane be of advantage, but he will likewise have received general instruction in the administrative duties pertaining to the management of a hospital conducted on the lines of a United States Marine Hospital.

NINTH: In conclusion, I beg to report that this trip of inspection, the third in number made by myself since November, 1906, shows a much improved condition of affairs of a steadily

progressing nature. As before stated, a process of evolution is going on at Ellis Island, and the completion of this process is near at hand and can be seen in the immediate future. The result, as I see it, and as is contemplated by Surgeon Stoner, will be a condition of affairs making the care of aliens detained for mental causes one in every way creditable to the Government, and remedying every cause of criticism and complaint which have not been wanting from outside sources in the past.

To my mind there has been a minimum of hardship under existing conditions. The insane rooms in the main building have been somewhat crowded, it is true, but the crowding of these rooms sinks into insignificance as compared to that in the general dormitories in the main building when they are full. It is to be remembered that conditions sometimes render it necessary, especially on Saturday nights, to detain as many as between 2,000 and 3,000 aliens in the dormitories at Ellis Island. When this condition obtains, the amount of comfort in the insane rooms is far in excess of that obtaining in the general dormitories. Furthermore, the relatively very small number of actually insane is to be borne in mind, and it is further to be recollected that no one is detained in these rooms after an impaired mental condition is determined as the result of examination. Transportation to a contract sanatorium immediately follows and any outbursts of obvious, especially of violent, insanity is followed by almost instantaneous transportation from Ellis Island. At the time of this last inspection there were fifteen occupants of the male room and about six of the female room, and not

one obvious case of insanity or mental impairment among them.

It is not my desire to criticise the good intention or the honesty of purpose of those who have made adverse criticisms on the management, but it appears to me that such criticisms have been based on comparison of Ellis Island with first class psychopathic institutions, and that no proper regard has been paid to the class of patients treated in the two classes of institutions. Ellis Island has a clientele composed entirely of foreigners, coming, many of them, from the lowest class; a large percentage without education, and of unclean personal habits and not always arriving in a creditable degree of personal cleanliness. These attributes, taken in connection with ignorance of the language of the country of their arrival, and the bodily conditions brought about by long sea and land voyages to reach their port of debarkation, naturally render their appearance somewhat miserable. I beg to state, and that without fear of contradiction from any fairminded individual, that the degree of order, of quietude, and of personal cleanliness obtaining in the mental rooms compares more than favorably with that of the inmates of the general dormitories in which aliens are detained at the Immigration Depot, Ellis Island.

It would be a great pity, to my mind, were the process of evolution now going on, disturbed by any effort to suddenly better conditions which, in the near future, will be upon as nearly an ideal basis as the nature of the clientele will admit.

Respectfully,

H. D. Geddings

Assistant Surgeon General.

General Subject File, 2855, RG 90

APPENDIX C

List of Officers and Employees of the United States Public Health and Marine-Hospital Service, on exclusive duty in connection with the medical examination of aliens at the Port of New York, during the month of October 1910:

CHIEF MEDICAL OFFICER:
Surgeon Geo. W. Stoner.

IMMIGRANT HOSPITAL:
Passed Assistant Surgeon John McMullen,
Passed Assistant Surgeon M. C. Guthrie,
Assistant Surgeon R. A. Herring,
Assistant Surgeon J. P. Leake,

CABIN INSPECTION:
Passed Assistant Surgeon D. E. Robinson,
Assistant Surgeon Emil Krulish,
Acting Assistant Surgeon A. J. Nute,
Acting Assistant Surgeon J. G. Wilson,
Acting Assistant Surgeon H. M. Friedman,
ActingAssistant Surgeon J. M. Delgado.

LINE INSPECTION:
Passed Assistant Surgeon M. H. Foster,
Passed Assistant Surgeon L. P. H. Bahrenburg,
Passed Assistant Surgeon Herbert M. Manning,
Passed Assistant Surgeon R. D. Spratt,
Passed Assistant Surgeon E. H. Mullan,
Passed Assistant Surgeon F. A. Ashford,
Assistant Surgeon Carlisle P. Knight,
Acting Assistant Surgeon W. O. Wetmore.

OFFICE DUTY AND ASSISTING IN THE HANDLING OF IMMIGRANTS ON THE LINE AND IN THE MEDICAL EXAMINATION ROOMS - - - MAIN BUILDING:
Pharmacist W. F. Macdowell,
Attendant Patrick Flanagan,
Attendant Edward F. Barkman,
Attendant Richard H. Crowe,
Attendant David Malcolm,
Attendant John J. O'Melia,
Attendant Albert J. Smith,
Attendant Robert J. Corcoran,
Attendant Martin W. Gansberg,
Attendant George W. Newbrand,
Attendant Egmont C. Otto,
Attendant Nicholas B. Bosco,
Attendant Joseph P. Jones, Jr.,
Attendant Frank J. Larner,
Attendant George J. O'Melia,
Attendant Dario Tedesco,
Attendant Frederick W. Van Albert,
Attendant Benjamin Gottlieb,
Attendant John J. Healy,
Attendant Otto Hofmann,
Attendant Margaret T. Nally.

IMMIGRANT HOSPITAL:
Pharmacist T. V. O'Gorman,
Attendant James A. Lee,
Attendant Frederick A. Theiss,
Attendant Albert Durant,
Attendant Mark Stevens Kenedy,
Attendant Margaret V. Daly,
Attendant Michel A. Delaune,
Attendant Frederick W. Hoffman,
Attendant John Kelleher,
Attendant John A. Anderson,
Attendant John Black,
Attendant Agnes W. Bellew,
Attendant Timothy Curtin,
Attendant Domenico DiGiacomo,
Attendant Catherine T. Farrell,
Attendant Mary C. Flynn,
Attendant Axel E. R. Holmgren,
Attendant Annie Larkin,
Attendant Louise Luippold,
Attendant Mary E. O'Brien,
Attendant Brigid G. Reid, (From October 20, 1910)
Attendant Harriet A. Rosenbluth,
Attendant Joseph Castellano,
Attendant Alexander Gordon,
Attendant George Grulich,
Attendant Robert I. Holmes,
Attendant Frank Reilly,
Attendant Henry Wuest,

Attendant Charles L. Adams,
Attendant Mary Daly,
Attendant Henry J. Davis, (From October 21, 1910).
Attendant Pasquale Damaturco,
Attendant Abraham DiGiacomo,
Attendant August Hartmann,
Attendant James Kelly,
Attendant Mary Livinsky,
Attendant Michael Lynch,
Attendant Walter J. Martin,
Attendant John O'Neill,
Attendant Lorenz Romorini,
Attendant Frank Tedesco,
Attendant Cecilie A. Balloun,
Attendant Mary Collins,
Attendant Marie Erbacher,
Attendant Rosa Grantz,
Attendant Julia L. Henry,
Attendant Caroline Wiebe,
Attendant Helen M. McCarthy, (To October 25, 1910, resigned).

Chief Medical Officer.

General Subject File, 2855, RG 90

APPENDIX D

DESCRIPTION OF MEDICAL WORK ON ELLIS ISLAND, JUNE 1913

(1) *Cabin inspection.*—Officers engaged exclusively in the medical inspection of cabin passengers board incoming ships at quarantine and the inspection is conducted while the ship is proceeding to the dock. This work is of an especially delicate nature because of the indisposition of the steamship companies to cause any seeming annoyance to saloon passengers, the difficulty in segregating aliens from the large number of citizens in the first cabin and the confusion incident to approaching debarkation. These problems are gradually being solved, and in the meantime medical officers have been instructed that the segregation of aliens in the cabin is a function of the immigration authorities upon whom they must necessarily depend for the presentation of such aliens for medical inspection.

(2) *Line inspection.*—The inspection of aliens from the steerage is conducted at Ellis Island and this includes the bulk of the work of medical inspection.

This division embraces the primary line inspection, the secondary examination of those set aside for further physical or mental examination, the designation of cases to be sent to the hospital, reexamination of cases certified and subsequently appealed, and examination of cases in public institutions at the request of the commissioner of immigration. Three daily visits are also made to the detention rooms for the detection of cases of illness and sanitary reports are made to the commissioner when requested. Examination of aliens suspected to be idiots, imbeciles, or feeble-minded is a most important phase of this work, to which an increasing degree of attention is being paid and which has undergone a marked development during the year. One hundred and thirty-two persons of this type were certified during the fiscal year 1912; 520 certificates of this type were issued during the past year. The increase in the percentage of aliens certified for such defects is due to increased experience, improved methods of examination, and the painstaking work in this field which has been done by the officers engaged in it. It is hoped that larger opportunity may be had during the coming year for the prosecution of the original work already tentatively begun. To extend this work and insure rapidity and accuracy in its execution a larger medical force will be required as well as the employment of interpreters for exclusive duty in connection with the medical inspection.

(3) *Immigrant Hospital (General).*—In addition to the varied activities of a general hospital, many aliens are sent to this institution for observation of conditions involving medical certificates. All cases of suspected trachoma and suspected insanity, for instance, are admitted to hospital for diagnosis. A considerable number of suspected feeble-minded are also handled in hospital. These special

duties, which are quite apart from the ordinary routine of a hospital, involve much time and labor and a larger staff is desirable.

(4) *Immigrant Hospital (contagious disease).*—Infectious cases developing among aliens on shipboard or at Ellis Island are admitted. The majority of patients are children suffering from measles, scarlet fever, and diphtheria. The death rate is materially influenced by the reception of a considerable number of moribund patients and those suffering from more than one infectious disease. On account of the increasing number of patients handled and the congestion in the wards at certain seasons a larger staff—especially a larger nursing staff—is needed. In this connection it may be stated that the sick are brought to Ellis Island from the ships on barges, along with the steerage passengers, and it has been the practice to place all patients, irrespective of the nature of the disease, in a single room on these vessels. This abuse, which accounts for at least some of the multiple infections treated in hospital, has been brought to the attention of the commissioner of immigration, who has made vigorous representations to the steamship companies and a betterment of these conditions is in sight.

Annual Report of the Surgeon General of the Public Health Service, 1913, pp. 158-59.

APPENDIX E

PUBLIC HEALTH SERVICE EMPLOYEES AT ELLIS ISLAND: 1913

EMPLOYEES MAIN BUILDING MEDICAL EXAMINATION ROOMS

OFFICE FORCE	REQUIRED FORCE NO.	REQUIRED FORCE MONTHLY PAY	PRESENT FORCE NO.	PRESENT FORCE MONTHLY PAY
Asst to Pharmacist and Acting Clerk	1	$100.00	1	$100.00
Acting Stenographer	2	1- 85.00	2	1- 85.00
" "		1- 75.00		1- 65.00
Acting Clerk,	1	85.00	1	85.00
" File Clerk	1	80.00	1	80.00
CERTIFICATE ROOM				
Chief Attendant	1	100.00	1	100.00
Assistants	6	1- 85.00	6	1- 85.00
		1- 70.00		1- 70.00
		1- 70.00		1- 65.00
		1- 65.00		1- 60.00
		1- 65.00		1- 60.00
		1- 65.00		1- 60.00
MALE EXAMINATION ROOM		945.00		915.00
Attendant	1	70.00	1	60.00
FEMALE EXAMINATION ROOM				
Matron	1	65.00	1	65.00
LINE				
Stamper	1	60.00	1	55.00
DISTRIBUTORS	4	1- 60.00	3-	1- 60.00
		1- 60.00		1- 60.00
		1- 60.00		1- 55.00
		1- 60.00 x		
BAGGAGE HANDLER	2	1- 60.00		1- 60.00
		1- 55.00 x		
ALLEYMAN	1	60.00		1- 60.00
BARGE OFFICE	1	55.00 x		
INTERPRETERS	5	1- 100.00		
		1- 100.00		
		1- 100.00		
		1- 100.00		
		1- 100.00		
Totals		$2110.00		$ 1590.00

NATIONAL ARCHIVES OF THE UNITED STATES

EMPLOYEES AT IMMIGRANT HOSPITAL ISLAND NO.2

	REQUIRED FORCE NO.	MONTHLY PAY	TOTAL	PRESENT FORCE NO.	MONTHLY PAY	TOTAL
Office Attendant and Acting Clerk	1	100.00	100.00	1	90.00	90.00
Matron Nurse	1	85.00	85.00	1	65.00	65.00
Assistant Matron	1	65.00	65.00	0		
Night Matron	1	65.00	65.00	0		
Dispensary Attend.	1	80.00	80.00	1	65.00	65.00
Stenographer (without sub)	1	75.00	75.00	0		
LAUNDRY						
Laundryman	1	60.00	60.00	1	50.00	50.00
Asst. Laundryman	1	50.00	50.00	1	35.00	35.00
Laundry Helpers	4	each 30.00	120.00	2 ea.	25.00	50.00
KITCHEN						
Chief Cook	1	60.00	60.00	1	45.00	45.00
Asst. Cooks	2 ea.	45.00	90.00	1	40.00	40.00
Kitchenmen	2 ea.	35.00	70.00	1	30.00	30.00
Pantryman	2 ea.	40.00	80.00	1	40.00	40.00
WARDS						
Nurses (male and female)	24 ea	50.00	1200.00	3 ea.	50.00	150.00
				4 ea.	45.00	180.00
				5 ea	40.00	200.00
				2 ea.	50.00	100.00
				1	45.00	45.00
				5 ea	40.00	200.00
Orderlies	6 ea.	40.00	240.00	6 ea.	35.00	210.00
	6 ea.	35.00	210.00	5 ea.	30.00	150.00
Wardmaids	13 ea	30.00	390.00	1	35.00	35.00
				3 ea	30.00	90.00
				8 ea	25.00	200.00
Waitresses	2 ea	35.00	70.00	0		
GENERAL						
Switchboard Operator	1	45.00	45.00	1	45.00	45.00
" " night	1	40.00	40.00	1	35.00	35.00
Nightwatchman	1	45.00	45.00	1	35.00	35.00
Janitor	1	45.00	45.00	1	40.00	40.00
Messenger	1	45.00	45.00	0		
Ambulance orderly	1	45.00	45.00	0		
Porters for Genl Wk	4 ea.	35.00	140.00	1	30.00	30.00
Hallman	2 ea.	40.00	80.00	2 ea.	35.00	70.00
Linen Woman	1	35.00	35.00	0		
Maids for Genl Wk	6 ea	30.00	180.00	0		
			$ 3810.00			$ 2325.00

EMPLOYEES AT THE IMMIGRANT CONTAGIOUS DISEASE HOSPITAL Public Health Service
Island No.3, Ellis Island N. Y.

	Required Force No.	Monthly Pay	Total	Present Force No.	Monthly Pay	Total
OFFICE						
Office Attendant & acting Clerk	1	100.00	100.00	1	80.00	80.00
Dispensary Attendant	1	80.00	80.00	1	75.00	75.00
Day Orderly	1	45.00	45.00	1	30.00	30.00
Night Orderly	1	45.00	45.00	0 *		
" Watchman	1	45.00	45.00	1	30.00	30.00
Matron Nurse	1	75.00	75.00	1	65.00	65.00
LAUNDRY						
Laundryman	1	55.00	55.00	1	40.00	40.00
Assistants	2 ea.	35.00	70.00	2	25.00	50.00
KITCHEN						
Chief Cook	1	55.00	55.00	1	45.00	45.00
Asst "	1	45.00	45.00	1	35.00	35.00
Kitchen Man	1	40.00	40.00	1	35.00	35.00
DINING ROOMS						
Waitresses	2 ea.	35.00	70.00	2	1- 35.00	35.00
					1- 30.00	30.00
WARDS						
Female Head Nurses	5 ea.	55.00	275.00	5 ea.	50.00	250.00
Female Nurses	11 ea.	50.00	550.00 *	10 ea.	40.00	400.00
Ward Maids	13 ea.	30.00	390.00 *	12	2- 30.00	60.00
					9- 25.00	225.00
					1 35.00	35.00
GENERAL						
Janitor	1	45.00	45.00	1	35.00	35.00
Porters & Hallmen	5 ea.	35.00	175.00	4 ea.	30.00	120.00
Seamstress	1	35.00	35.00	0		
			$2195.00			$ 1675.00

L. L. Williams to Surgeon General, October 14, 1913, General Subject File, 1174, RG 90

APPENDIX F

MEDICAL EXAMINATION OF ALIENS ON ELLIS ISLAND: 1922-23

[The alien was] brought to the island from his steamship on a barge—one of several operated by a company which is in charge of this transportation, and whose agent has an office on the island. It is supposedly made clear to him that his baggage, with certain exceptions, may be checked if he so desires.[8] That he often, in fact you might say, "generally," does not so desire to any great extent, is due to his own customary methods of procedure, rather than to lack of given opportunity.

As the barges draw near the landing place, let us suppose that an "intensive" examination has been decided upon, in the Medical Division. No steamship company can know just how any given examination will be run, as the physicians themselves do not know in any given case, until the word is "passed" by the Chief Line Officer. From the barges then, usually in single file, which is surveyed most critically by the Chief Line Officer himself as it advances, in times when he wishes to watch for some particular danger, the immigrants walk with their ever present baggage into a large room where benches stretch in lines on all sides.

People, here again, often criticize the partitions or pens, as they call them, which are used to make the immigrants go in the right direction, or to keep them in the appropriate place. If these critics had once tried to stop a stampede into the *wrong* place,

when 15 different languages would have been needed to make all understand, and when there was no way of knowing which language would cause the desired effect on the leading man, they would need no explanations of the great usefulness of all partitions, not only for the convenience of the examiners, but for accomplishing the greatest saving in the immigrant's time and comfort. If two ship loads are to be in the waiting room at once, the officer in charge uses great care to keep them apart, by moving benches to act as fences; for counting and lists have always to be reckoned with.

One feels conscious always in the workings of our Immigration system, that it is not the work of one time, or of one man. It is a growth, and day by day, "this" is tried and abandoned, "that" tried and kept. The only written signs anywhere in this whole process, are those on the toilet room doors, and they prove the utter uselessness of printed signs, for some language in them has to come first, and anyone not understanding that first word, takes it for granted that the sign is in English, and looks no further. For the most part too, spoken language is not used either in guiding this carefully planned advance, as the line starts its progress. The barred off pathways, and motioning guards have been found most effective for the movement of the mass.

When the line begins to move for the waiting room, it passes through a gate one at a time, when each landing ticket is stamped, or if a certain "number" is to be held up for some reason or other, it may be here picked out. Those who pass through are at once in another smaller waiting room, where each is made to deposit all his baggage—men here, women there—and where the sixty men and forty women and children, or whatever number it may be that has been passed through, sit to wait for the next move, in groups of twenty or twenty-five, into the physicians' examining rooms.

Now, of course, this is a time of tension, and specially so for the women, in that the children, who always go with the women, are restless—often hungry and fretful.[9] This causes added worry to the mother, who is herself, many times, not used to taking initiative. For this reason, the women doctors have a rather different problem in this intensive examination, from that found by the

men. *If one child cries, others cry.* The skill necessary to obviate this state of affairs, the quick change from one kind of examination to another, when necessary for reasons of quiet, the letting children alone till the disturbance has subsided, and all this in crowded quarters, where in spite of the fact that through different doctors and different attendants, *many languages* are available, at certain times signs are the sole means of communication, makes a very special technique a necessity, as well as medical skill, and a generous understanding of human beings. One realizes the force of a sentence found in the "Regulation for the Medical Inspection of Aliens:"[10] "Knowledge of racial characteristics in physique, costume, and behavior are important in this inspection procedure." An understanding, though firm physician, does much to calm an entire family or room full, and this is true even when really a certificate of a specially troublesome kind may have been given.

Here again in the case of certification, the wisdom of experience is shown; for the doctors do *not* explain to the people to whom a "certificate" of some form or other is given—perhaps for hospitalization, perhaps for a Class C defect which has to do with ability to earn a living, perhaps a card showing that further mental examination is called for. Explanation would, of course, be impossible, and the great skill that all workers at Ellis Island have developed in avoiding, where necessary, direct answers to questions, is very remarkable. I have heard this criticised; but when you see the difficulties[11] that direct answering may bring, the wisdom is understood. The medical division can not answer questions as to what the Immigration Inspectors will do; the examining Doctor can not say what the Hospital will decide; the complicated machinery, to work well, really must work fairly "silently," and sometimes one comes to believe that the mixture of language which halts conversation, is perhaps a factor most conducive to a successful and speedy working of the system.

After the medical examination is over, an immigrant may pass out quickly, gather up his luggage, have his card inspected and stamped, and go directly to the Immigration authorities; or if something is physically or mentally wrong, he may be sent to the mental room for further examination or to the hospital. This

part of the proceeding seems the most difficult. If one member of a family is sent through a door into the "hospital" waiting room, for instance, while the rest, with cards quickly stamped, are sent suddenly through another door, which leads them on to the Immigration inspection, it is, of course, an anxious and difficult time. "Not to know" is almost unbearable, yet granting that, it seems that the situation is carefully handled. The family, who have passed on, as they are "incomplete," are detained on the Immigration floor, as those "together," pass on to the inspectors together naturally. In time they will know that they are to wait in the detention rooms, till the sick member's case is settled, that if the sick child has gone to the hospital the mother may go to her the next day at visiting hour, etc. I feel that a Medical Social Service worker here, of the type that the Medical Division has in the Hospitals, could help in this hardship, yet the delicacy of handling a "half way through" case without mistake would be enormous, and the wide range of language necessary could never centre in any one person; for here at least words would be necessary.[12] It is particularly dangerous ground too, as it is at the border line between the Medical and the Immigration side, which work together so well, apparently, because of this strictly separated and carefully respected allotment of jurisdiction. . . .

So far "intensive examinations" only have been described—the procedure that a lessened immigration has made possible to a greater extent than in the past. The other system of inspection in use, is the "line inspection," which has been, up to now, but casually referred to. In this procedure, the immigrant, on arrival, with hat off, but unfortunately with luggage in hand, passes down a line so controlled in its movement, that the physicians may see the immigrant both walking toward them, and also if they so choose, walking away. Four of these lines may be running at one time, a given immigrant in each case, having to pass two physicians.

The first, looks at him in general, talks to him (or at least makes the immigrant say something), makes him drop everything and hold out his hands, and if suspicious in any way, marks him for an intensive examination. If marked, the immigrant is passed without comment by the second physician and guided by the attendant into the passage leading to the medical examining rooms. If on the other hand the immigrant is *not* chalk marked by the first physician, he comes before the second, usually a senior officer, who particularly examines his eyes, and then looks at him in general for as long as he may choose, to pick up anything that may have escaped notice before. If the immigrant is marked on this second inspection, he goes to the examining rooms for careful examination as does the one marked by the first examining physician; but if he escapes marking in both cases, he is then free to pass directly to the Immigration floor.

Here too, in this process, we get separation of families, and from watching this line day after day, one comes to the conclusion that often when there is outward sign of emotion, one member of the family being sent down a separate passage to the Medical Rooms while the other members go their way, the cause is often traced, not to the main feature of separation and anxiety, but to some small and little expected thing.

One notices also with interest, something that must, in all probability, have been planned, though no one seemed to know of its direct planning. At the separation point, where one way leads to the Immigration floor, and the other, parallel to it for a distance, leads to the Doctor's rooms, the wire dividing partition is covered with canvas; but after a few yards, the canvas covering is discontinued. Now at the time of separation, there is a shock, and people stop. Moved on by the attendant, as long as the canvas keeps them from seeing their companion, they "move on," to stop at once where the removal of the canvas gives a chance to talk, and to pass belongings back and forth. This means that the passage is kept from being blocked, and yet that a chance is given for communication, before the pathways finally separate. It is in working out, a most simple way of accomplishing very necessary ends, and is an example of the kind of growth to fit circumstances that is everywhere apparent.

Boody, A Psychological Study of Immigrant Children at Ellis Island, pp. 49-52

APPENDIX G

MENUS FOR REGULAR AND LIGHT DIET PATIENTS AND STAFF AND NURSES, WEEK ENDING MARCH 29, 1924

MENU FOR PATIENTS REGULARS — WEEK ENDING MARCH 29, 1924.

BREAKFAST	DINNER	SUPPER
	SUNDAY	
Wheatena	Soup	Cold Meat
Steamed Eggs	Boiled Corned Beef	Steamed Rice
Bread - Butter	Boiled Potatoes	Stewed Prunes
Coffee	Mashed Turnips	Tea
	Sliced Peaches	
	MONDAY	
Oatmeal	Soup	Frankfurters
Steamed Eggs	Pot Roast with	Sauerkraut
Bread-Butter	Vegetables	Apple Sauce
Coffee	Steamed Potatoes	Tea
	Cookies	
	TUESDAY	
Cream of Wheat	Soup	Macaroni & Cheese
Steamed Eggs	Spare Ribs	Cole Slaw
Bread-Butter	Steamed Potatoes	Cookies
Coffee	Spinach	Tea
	Stewed Prunes	
	WEDNESDAY	
Wheatena	Soup	Finnan Haddie
Steamed Eggs	Hamburger Steak	Pickeled Beets
Bread-Butter	Steamed Rice	Gingerbread
Coffee	String Beans	Tea
	Apple Sauce	
	THURSDAY	
Pattyjohns	Soup	Baked Hash
Steamed Eggs	Veal Fricassee	Stewed Tomatoes
Bread Butter	Steamed Potatoes	Cornbread
Coffee	Buttered Peas	Tea
	Cookies	
	FRIDAY	
Oatmeal	Soup	Baked Beans
Steamed Eggs	Baked Fish	Pickles
Bread-Butter	Steamed Potatoes	Apple Sauce
Coffee	Lima Beans	Tea
	Bananas	
	SATURDAY	
Cornmeal	Soup	Spanish Rice
Steamed Eggs	Beef Stew with	Cold Meat
Bread-Butter	Vegetables	Sliced Peaches
Coffee	Steamed Potatoes	Tea
	Cookies	

MENU FOR LIGHT DIETS — WEEK ENDING MARCH , 1924.

BREAKFAST	DINNER	SUPPER
	SUNDAY	
Wheatena	Soup	Poached eggs on
Steamed eggs	Minced chicken	toast
Bread-butter	Mashed potatoes	Baked potatoes
Coffee	Chocolate Ice Cream	Sliced pineapple
		Tea-Milk
	MONDAY	
Oatmeal	Soup	Plain omelet
Steamed eggs	Broiled bacon	Spaghetti au gratin
Bread-butter	Mashed potatoes	Pears
Coffee	Buttered beets	Tea-milk
	Rice custard pudding	
	TUESDAY	
Cream of Wheat	Soup	Scrambled eggs
Steamed eggs	Cr.Sweetbreads	Baked potatoes
Bread-butter	Mashed potatoes	Vanilla Blanc Mange
Coffee	Buttered spinach	Tea-milk
	Baked apple	
	WEDNESDAY	
Wheatna	Soup	Poached eggs on
Steamed eggs	Chipped beef in cream	toast
Bread-butter	Mashed potatoes	Cr.Potatoes
Coffee	String beans	Applesauce
	Bread pudding	Tea-milk
	THURSDAY	
Pettyjohns	Soup	Coddled eggs
Steamed eggs	Cr.Chicken	Baked potatoes
Bread-butter	Mashed potatoes	Stewed prunes
Coffee	Buttered asparagus	Tea-milk
	Vanilla Ice cream	
	FRIDAY	
Oatmeal	Soup	Cream Salmon
Steamed eggs	Minced fish	Baked potatoes
Bread-butter	Cr.potatoes	Apple sauce
Coffee	Lima beans	Tea-milk
	Apple tapioca	
	SATURDAY	
Cornmeal	Soup	Plain omelet
Steamed eggs	Broiled bacon	Potato puffs
Bread-butter	Mashed potatoes	Peaches
Coffee	Stewed corn	Tea-milk
	Baked custard	

Menu for Staff & Nurses — Week ending March 29, 1934

Breakfast	Dinner	Supper
	Sunday	
Grapefruit Wheatena Plain Omelet Toast-Coffee	Chicken Soup-Pickles Chicken Fricassee Mashed Potatoes Buttered Celery Chocolate Ice Cream Wafers-Coffee	Cold Roast Beef Baked Potatoes Pineapple Nut Salad Cup Cakes-Honey Tea-Coffee
	Monday	
Baked Apples Oatmeal Soft-Cooked Eggs Toast-Jam Coffee	Cream of Tomato Soup Roast Veal-Dressing Steamed Potatoes Buttered Beets Rice Custard Pudding Coffee	Chicken Salad Spaghetti au Gratin Hot Rolls Canned Pears Tea-Coffee
	Tuesday	
Stewed Prunes Cream of Wheat Bacon & Eggs Toast-Coffee	Potato Chowder Baked Ham Mashed Sweet Potatoes Spinach & Chopped Egg Bread & Butter Pudding Coffee	Jelly Omelet Stuffed Baked Potatoe Celery Stuffed with Cheese Vanilla Blanc Mange Custard Sauce-Coffee
	Wednesday	
Oranges Flaked Cereal Scrambled Eggs Coffee Cake Coffee	Vegetable Soup Broiled Steak Fish Shoe String Potatoes Buttered String Beans Prune Pie-Coffee	Cheese Souffle Creamed Potatoes Sliced Tomato Salad Banana Jello-Cream Tea-Coffee
	Thursday	
Grapefruit Pettyjohns Deerfoot sausages Toast-Coffee	Cr. of Chicken Soup Saute Chicken Mashed Potatoes Buttered Asparagus Vanilla Ice Cream-Coffee	Lamb Chops Potatoes au Gratin Lettuce Salad Fr. Dressing Cocoanut Custard Tea-Coffee
	Friday	
Bananas Oatmeal Soft-Cooked Eggs Toast-Coffee	Tomato Rice Soup Baked Fish-Tartare Sauce Escalloped Potatoes Lima Beans Apple Tapioca-Coffee	Salmon Salad Baked Potatoes Cinnamon Rolls Baked Apples-Raisins Whipped Cream-Coffee
	Saturday	
Oranges Cornmeal Bacon & Eggs Toast-Coffee	Cream of Celery Soup Roast Beef-Gravy Mashed Potatoes Stewed Corn Peach Shortcake Whipped Cream-Coffee	Breaded Pork Chops Potato Puffs Waldorf Salad Bran Muffins-Jam Tea-Coffee

Material for Appendixes F-K was taken from :

"Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., April 26, 27, 28, 29, 1922," C. W. Dawe, General Inspector, Surgeon (Reserve), U.S.P.H.S.; "Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., November 15th-17th, 1922," C. K. Haskell, Senior Surgeon (Reserve), U.S.P.H.S., General Inspector, General Inspection Service; "Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., April 19-23, 1923," C. K. Haskell, Senior Surgeon (Reserve), U.S.P.H.S., General Inspector, General Inspection Service; and "Synopsis for the Guidance of Hospital Inspectors, U. S. Marine Hospital #43, Ellis Island, N. Y., March 29-31, 1924," C. K. Haskell, Senior Surgeon (Reserve), U.S.P.H.S., General Inspector, General Inspection Service; General Subject File, 1850.15, RG 90.

APPENDIX H

DUTIES OF CHIEF NURSES: 1922-24

N U R S I N G

This Department will be in charge of the Chief Nurses, whose duties shall be as follows:

1. Make routine assignments to duty of nurses, maids, and orderlies in their departments.
2. Grant leaves of absence for periods not to exceed one day at a time with the approval of the Medical Executive Officer.
3. Arrange schedules of annual leaves and report promptly all cases of illness.
4. Maintain discipline in their department and have oversight of the conduct as to morale of all female employees in the Hospitals.
5. Inspect regularly the quarters of all female employees as to sanitary conditions and otherwise pay attention to their physical comfort.
6. Insure the economic use of linens and other supplies by those in their department.
7. Make frequent inspections of the wards and operating rooms as to cleanliness and physical comfort of patients.
8. Render monthly efficiency reports required by the Bureau.
9. Co-operate with the dietitians in the efficient service of foods to patients.
10. Perform all other duties properly devolving on them in their position as Chief Nurse. Supervise the preparation of rooms, bedding, linens and clothing, for disinfection in order to guard against infection.

The duties of Senior Ward nurses shall be as follows:

1. Carry out the orders of the Medical Officer in Charge of the ward relating to the professional care and treatment of patients, and bring to his attention for approval requisitions for supplies and daily diet slips.
2. Make notation on the daily report book of report in writing to doctor in charge of ward deficiencies of foods or food service on their wards. Shortage of food will be reported by her to the dietitian by telephone.
3. Maintain order and cleanliness in their wards.
4. Exercise due care to the use of linens and other hospital supplies so as to guard against waste and soiling by Medicines, disinfectants, and patients' discharges.
5. Invoice ward furniture and supplies and be ready to account for same.
6. Prevent transfers of property to other wards or departments except on transfer slips, properly executed.
7. Prevent patients from leaving wards without permission of the Medical Officer in Charge of same. Under no circumstances shall psychopathic patients be left unattended or allowed to leave their wards except with the expressed authority of the ward surgeon or the medical officer in charge.
8. Perform other proper duties required by their Chief Nurse.

APPENDIX I

MEMORANDA GOVERNING VARIOUS PROCEDURES AT THE CONTAGIOUS DISEASE HOSPITAL: 1922-24

MEMORANDUM - RE: The Handling of Patients Suffering with Tuberculosis.

1. Patients in a quiescent stage will be kept segregated from patients with active manifestations of the disease.

2. Each patient will be provided with a sputum cup having an automatic closing top. This cup will be kept partly filled with a strong antiseptic solution. The cups will be collected daily or oftener and placed in the garbage can, to be carried to the crematory and incinerated. Patients will be instructed in the use of such cups.

3. All patients will be provided with an amply supply of gauze and instructed to cover mouth and nose when coughing or sneezing. Used gauze will be collected and sent to the incinerator along with the sputum cups.

4. All rooms used by T.B. patients shall be thoroughly scrubbed with soap and hot water daily.

5. Patient shall receive as much fresh air at all times as is practicable. Avoid drafts by using screens before windows. Patients without temperature must have a certain amount of exercise daily in the open air. The extent and nature of such exercise will be as directed by the doctor in charge of the ward.

6. Nurses will instruct patients regarding breathing exercises. They will be instructed to breathe through the nose, take a full breath, expand the chest and hold breath a short time, then breathe out. Begin by taking such exercise a few times daily and gradually increase the number. These exercises will be taken in the open air.

7. Patients will be served with appetizing food to suit the individual case when practicable. Food will be served according to doctor's instructions.

8. Each patient must rest in bed for at least one-half hour after meals.

9. Patients with a temperature of over 38 degees C must be kept in bed.

MEMORANDUM - GOVERNING ADMITTANCE TO
CONTAGIOUS DISEASE HOSPITAL.

1. No visiting of patients will be allowed except on days allotted for that purpose, unless special permission is obtained.

2. All visitors before entering contagious wards must be properly gowned, the hoods of which must be properly drawn and the buttons fastened.

3. Only parents or guardians will be permitted to visit the contagious wards.

4. Visitors must remain in the corridors of the wards and must not touch the patients or any thing in the ward.

5. Gates must be kept on doorways, especially during visiting hours.

6. In case of serious illness notice will be made to the admission office. The parent or parents in such cases will be permitted to visit the patient at any hour, and, if necessary will be admitted to the hospital in order to be with the patient. In case of serious illness they will be permitted to enter the ward or cubicle.

7. ONLY PHYSICIANS, NURSES, DIETITIANS, WARD MAIDS or ORDERLIES will be allowed on the contagious wards, except as above-mentioned.

8. Chaplains will, of course, be permitted to visit the wards, but in doing so, they must wear gowns, and observe all other necessary precautions.

9. Information pertaining to patients may be had by inquiring through proper channels.

10. Doctors and nurses will be held responsible for the carrying out of the above instructions.

This means that no one will be permitted even to enter the front door of the wards except as above stated.

INSTRUCTIONS

To be followed by those who work in the Contagious Wards in the Contagious Disease Hospital.

1. Keep fingers, pencils, pins, labels, and everything out of your mouth.
2. Keep and use your own drinking glass.
3. Do not kiss a patient.
4. Wash hands often and always before eating.
5. Keep out-of-doors as much as possible and always sleep with the windows open.
6. Do not touch face or head after handling a patient until hands are washed.
7. Do not allow patients to cough or sneeze in your face.
8. Do not allow patients to touch your face.
9. Do not eat anything that patients want to give you.
10. Put on gown when going into the ward or into a cubicle. Upon coming out of ward or cubicle, remove gown and hang it at once on a designated hook at the entrance of said ward or cubicle. Hang it as will be explained by the Chief Nurse or nurse in charge of the ward. Under no circumstances will a person parade in the corridors or go from one cubicle to another or go from a ward into a corridor until the gown has been removed.
11. Upon leaving a ward or cubicle always wash your hands in the solution provided for that purpose.
12. Remember that infectious diseases are taken and carried by contact.

APPENDIX J

PROCEDURE TO BE FOLLOWED IN OPERATING ROOM. 1922-24

1. Floors will be swabbed and all surfaces wiped with damp cloth daily to remove dust.

2. The floors, walls and furniture will be scrubbed weekly with soap and water.

3. Floors and walls will be washed with a disinfectant solution before each operation.

4. Gowns, sheets, towels, dressings and sponges will be wrapped in muslin covers, pinned securely and sterilized in autoclave. They will be sterilized under 15 pounds pressure for 30".

5. Rubber gloves will be wrapped in muslin covers, sterilized in autoclave under 15 pounds pressure for 10".

6. Instruments will be boiled in a 1% solution of sodium carbonate under live steam for 20".

7. Catgut and silkworm will be sterilized with instruments.

8. Enamel ware, glass ware and rubber goods will be sterilized under live steam for 20".

9. All dressings, gowns, towels, sheets, etc., sterilized over one week, will be re-sterilized before use.

10. Knives and scissors will be sterilized in 95% carbolic for 20" then in alcohol for 10".

11. Operating surgeon and assistants will wear caps at all operations and in abdominal, bone and joint cases will wear face masks.

12. Anaesthetist and unsterile nurse will wear gown and cap during operation.

13. Doctors visiting operating room at time of operation will wear gowns.

14. All sterile goods necessary for operating days will be re-sterilized on the morning of the operation.

15. All blood stained linen will be washed before being sent to laundry.

16. Soiled linen from pus cases will be washed with disinfectant solution before being sent to the laundry.

17. Sterile nurses will wear cap pinned tightly around head in all operations and in abdominal, bone and joint cases she will wear a face mask. Sterile nurse will keep count of sponges used in abdominal operation.

18. Operating suits and caps will be kept in the dressing room for the use of the operating surgeons.

19. In the scrub-up room nail brushes and orange sticks will be kept immersed in a 1:1000 bichloride mercury solution. Tincture of green soap will be kept on basin with knee control. A basin will also be provided with 95% alcohol and another basin containing sterile water will be placed in the two basin stand; the basins containing alcohol and sterile water will be kept covered with sterile sheet.

After thorough scrubbing with tincture of green soap the hands will be sterilized in alcohol and then rinsed in sterile water.

20. A fresh can of ether will be used for each operation.

21. A good supply of normal salt solution will always be kept on hand in flasks containing 250 cc. in each flask. Normal salt solution will be sterilized in the autoclave under 15 pounds pressure for 30". All bottles will be re-sterilized once per week. All flasks containing normal salt solution will be provided with specially made peper caps in order to keep the cotton plugs free from contamination.

22. The anaesthetist will always be provided with hypodermic syringe containing 1/30 gr. strychnine sulphate for use in emergency.

23. There will be kept on hand for emergency use on the wards an obstetrical pack, containing the necessary materials for a normal labor. This pack shall be re-sterilized weekly.

24. A complete salvarsan apparatus will be kept sterilized for emergency use in giving solutions intravenously. This outfit will also be re-sterilized weekly.

25. A 1% solution and a 2% solution of novocaine will be kept in stock but will be freshly prepared. These solutions will be sterilized with live steam for 20". The flask containing these solutions will be provided with specially made paper caps in order to keep the cotton plugs free from contamination.

APPENDIX K

MEMORANDUM FOR PHYCHOPATHIC WARDS.

1922-24

1. The doors will be kept locked.

2. Under no conditions will patients be permitted to leave the wards except with the permission of the Medical Officer in charge of the ward or the Medical Executive Officer.

3. No chairs will be permitted on the wards, except for the use of the nurse. Benches will be used for the patients to sit on. Rocking chairs may be permitted on female wards.

4. The wire frames over the windows will at all times be kept closed and securely locked.

5. Upon admission to the wards all patients will be searched and all articles with which they may do harm to themselves or others, such as knives, will be taken up and turned in to the Registrar.

6. No knives or other sharp utensils will be permitted on the wards.

7. Whenever a patient becomes excited or unmanageable the doctor will be called.

APPENDIX L

Proposal for the Burial of Deceased Patients and for the Preparation of Deceased Bodies for Shipment.

New York, New York

May 18 1923

To the Surgeon-General,
Public Health Service.

LOCAL BURIAL.

Sir:

I hereby agree to provide a respectable burial in St.Michaels, St.Johns, St.Mary's or Mot.Olivet Cemetery, in a part thereof not used for the burial of paupers, for all patients of the Public Health Service dying at U.S.Marine Hospital No.43, during the fiscal year ending June 30, 1924, at the rate of $94.00 for each burial.

The burial specified includes the following:

1. Shaving, washing, and dressing the body (clothing not to be furnished by the undertaker).

2. Coffin or casket, neat and plain, properly lined, with six handles, and finished in mahogany or other approved color or cloth covered, same to be of approved quality, and manufactured by a reputable manufacturer of coffins and caskets #5 N.Y.& Brooklyn Casket Co
State here make and type of coffin or casket bid upon
(a) outside box for above coffin or casket.

3. A separate grave for each body.
4. Headboard or metal marker properly set up which shall bear the number of the grave, name of deceased, age and the letters U.S.P.H.S.

The following additional charges will be made when the service specified is ordered and furnished:
Thoroughly embalming the body (arterially and its cavities) with a good disinfectant standard embalming fluid, $2.00
Furnishing Shroud, $2.00

PREPARATION OF DECEASED BODY FOR SHIPMENT
(when necessary for deceased claimants of the Bureau of War Risk Insurance).

I hereby agree to prepare for shipment, in a proper and respectable manner, the body of any deceased patient of the Bureau of War Risk Insurance dying in U.S.Marine Hospital #43 or Sanitarium at New York City, at the rate of $69.00 for each body prepared for shipment.

The preparation specified includes the following:
1. Procuring the necessary permits
2. Transportation of the body necessary for its delivery to the express company or other designated common carrier and its shipment as directed by the proper officer of the Public Health Service, no charge to be paid for shipment of the body by a common carrier, said shipment to be made on Government bill of lading.

3. Embalming as specified above, shaving, washing dressing.
4. Coffin or casket as specified in paragraph 2 for local burial.
5. Strong wood shipping box provided with three pairs of strong handles.

The following additional charges will be made when the service specified is ordered and furnished:

Shroud-----$5.00

Hermetically sealing the coffin or casket provided above--$25.00

(sgd) Thomas M. Quinn
(Signature)

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As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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