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historic resource study
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volume III of III
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STATUE OF LIBERTY
ELLIS ISLAND

NATIONAL MONUMENT / NEW YORK-NEW JERSEY

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VOLUME III 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 VI

ELLIS ISLAND DURING WORLD WARS I AND II

A. Ellis Island During World War I and its Aftermath

1. Immigration During the War

With the outbreak of World War I in August 1914 the great tide of immigration to the United States from Europe began to slacken. In his annual report on June 30, 1915, the commissioner general of immigration observed:

> The past year has been unique in the history of immigration. I had not much more than made the statement in my last report that 'immigration, judged from the results of the year has apparently reached the million mark permanently,' when the world was shocked and amazed at the opening of a conflict which soon involved, directly or indirectly, practically every country from which our heaviest immigration has come in recent decades. It soon became apparent that the million-a-year pace which had been kept up for so long a time would be materially slackened, and as the months passed it was demonstrated that the increase in our population through immigration would be the smallest that had occurred in any one year for more than a decade. . . .[1]

The impact of the war was felt at Ellis Island almost immediately, and was reflected statistically in the years that followed. With the beginning of hostilities the ships of the Hamburg-American and North German Lloyd Lines, two of the most widely used steamship companies by aliens coming to the United States, ceased operations immediately. In fiscal year 1914, the last full year of immigration before the war, 1,218,480 immigrant aliens were admitted to the United States, and of this total 878,052 had passed through Ellis Island. Thereafter, the totals declined markedly:

	United States	Ellis Island
Fiscal Year 1915	326,700	178,416
Fiscal Year 1916	298,826	141,390
Fiscal Year 1917	295,403	129,446
Fiscal Year 1918	110,618	28,867
Fiscal Year 1919	141,132	26,731 [2]

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1. "Report of the Commissioner General of Immigration," 1915, in Reports of the Department of Labor, 15, p. 101.

2. Mark Wischnitzer, Visas to Freedom: The History of HIAS (Cleveland 1936), p. 75; "Report of the Commissioner General of Immigration," 1914, in Reports of the Department of Labor, 1914, p. 157; "Report of the

2. Decrease in Staffing

As a result of the decline in immigrants passing through Ellis Island the work force at the immigration station was reduced. On November 26, 1914, the New York Times reported that the Department of Labor had ordered the indefinite furlough of 100 inspectors, male and female clerks, stenographers, and watchmen. Before the war there had been an average of 1,000 to 1,500 aliens detained at Ellis Island, but at the present time there were only 300. The staff at the island totaled 650 and included a large number of interpreters that would also have to be reduced.[3]

The following day delegates of the employees at Ellis Island met in an effort to explore ways to protect the jobs of those facing dismissal. They addressed a petition to the Secretary of Labor:

> The force is a trained one which has taken years to bring to its present state of efficiency, and from a standpoint of economy should be retained to meet the unusual demands which will arise at the close of the war. It is a known fact that the force throughout the Service has been inadequate and as a result employees have been compelled to work long hours, many

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2. (Cont.) Commissioner General of Immigration," 1915, in Reports of the Department of Labor, 1915, p. 147; "Report of the Commissioner General of Immigration," 1916, in Reports of the Department of Labor, 1916, p. 186; "Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, p. 208; "Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, p. 290; and "Report of the Commissioner General of Immigration," 1919, in Reports of the Department of Labor, 1919, p. 400.

3. New York Times, November 26, 1914. Plans had been underway to hire five additional interpreters to help with the medical examination, but such plans were postponed because "the necessity for their employment" would not "become urgent until immigration begins to approach its normal proportions." When hired each of the five interpreters was to be able to speak two of the following languages: Italian, Polish, Yiddish and German, Greek, Russian, Croatian and Solvenian, Lithuanian, Ruthenian, and Hungarian. In addition, a knowledge of Portuguese, Spanish, French, Turkish, Syrian, and Scandanavian would increase the usefulness of the interpreters. Chief Medical Officer to Surgeon General, Public Health Service, November 4, 1914, General Subject File, 2855, RG 90. The advertisement for the prospective interpreter jobs may be seen on the following page.

No. 773.

UNITED STATES CIVIL-SERVICE EXAMINATION.

INTERPRETER (MALE).

IMMIGRATION SERVICE, NEW YORK, N. Y.

SEPTEMBER 2-3, 1914.

The United States Civil Service Commission announces an open competitive examination for interpreter, for men only, on September 2 and 3, 1914, at New York, N. Y. From the register of eligibles resulting from this examination certification will be made to fill a vacancy in this position at $1,200 a year in the Immigration Service at Ellis Island, N. Y., and vacancies as they may occur in positions requiring similar qualifications, unless it is found to be in the interest of the service to fill any vacancy by reinstatement, transfer, or promotion.

For filling the existing vacancy it is desired to secure eligibles qualified in Armenian, Greek, and Turkish, but persons who qualify in but one or two of these languages will have their names entered on the register for consideration in connection with other vacancies in the service as they may occur.

As no eligibles qualified in all three of the above-named languages were secured from the examination held on May 6 and 7, 1914, qualified persons are urged to enter this examination.

Two days will be required for this examination. The language tests will be given on the first day and the remaining subjects on the second day.

The tests in each language will consist of (1) conversation, (2) reading from printed matter, and (3) writing. These three tests will be given equal weight in determining the rating in the language. The examiner will converse with the competitor in each of the above languages which the competitor desires to take, and if the competitor speaks the language with sufficient readiness to meet the needs of the service he will be given a rating of 70 per cent or over in the conversation test. If he does not meet this test satisfactorily no further tests in that language will be given him, and if the average rating in the conversational, reading, and writing tests in the language is less than 70 he will not be eligible in that language. If the competitor does not attain an eligible average in the tests in at least one of the foreign languages he will not be examined on the remaining subjects of the examination. The reading test will consist in reading aloud to the examiner a passage of about 200 words in the foreign language. The writing test will consist of the translation of an exercise of not more than 150 words from English into the foreign language, and an exercise of similar length from the foreign language into English.

Competitors will be examined in the following subjects, which will have the relative weights indicated:

Subjects.	*Weights.*
1. Language	50
2. Spelling (twenty words of average difficulty in common use)	10
3. Arithmetic (simple tests in addition, subtraction, multiplication, and division of whole numbers, common and decimal fractions, and United States money)	10
4. Letter writing (a letter of not less than 125 words on some subject of general interest. Competitors may select either of two subjects given)	10
5. Penmanship (the legibility, rapidity, neatness, general appearance, etc., of the competitor's handwriting in the subject of copying from plain copy)	10
6. Copying from plain copy (a simple test in copying accurately, in the competitor's handwriting, a few printed lines)	10
Total	100

Applicants must indicate, in answer to Question 1 of application Form 304, in which of the above-named languages they desire to be examined.

Age, 18 years or over on the date of the examination.

Each applicant will be required to submit to the examiner on the day of the examination an unmounted photograph of himself taken within two years. An applicant who fails to present such photograph will not be admitted to the examination. Tintypes will not be accepted.

This examination is open to all men who are citizens of the United States and who meet the requirements.

Persons who meet the requirements and desire this examination should at once apply for Form 304, stating the title of the examination for which the form is desired, to the United States Civil Service Commission, Washington, D. C., or to the secretary of the Second Civil-Service District, Customhouse, New York, N. Y. No application will be accepted unless properly executed, excluding the medical certificate, and filed with the Commission at Washington in time to arrange for the examination of the applicant. The exact title of the examination as given at the head of this announcement should be stated in the application form.

Issued July 30, 1914.

General Immigration Files, RG 85

> holidays, and all Sundays. They have, therefore, been unable to keep in touch with the commercial or business world and are consequently wholly unprepared to secure employment elsewhere. Furthermore, there are now thousands of unemployed in New York City and immediate vicinity. To furlough employees at this station for an indefinite period will but add to the number unemployed. A great majority have immediate families and others dependent upon them. Their necessitites have exhausted the salaries as received and if the contemplated furloughs should take place actual destitution will result immediateiy in many cases. . . .
>
> Under the procedure contemplated the burden will be unequally distributed. Since it is deemed imperative to make a saving in the amount allotted for salaries, we respectfully urge, as an alternative to an indefinite furloughing of certain employees, the furloughing of all employees in rotation for short determinate periods which will meet the requirements of the Department and keep the force intact.

Frederic C. Howe, the new commissioner at Ellis Island, approved their recommendation and forwarded it to the Secretary of Labor.[4]

Despite this appeal the indefinite furloughs were put into effect. The department, however, did attempt to improve the morale of the remaining employees by abolishing "the $600 grade" and raising the pay of laborers, watchmen, firemen, and women attendants from "$60 to $240 a year."[5]

In June 1915 Howe commented on the effect of the personnel reduction at Ellis Island:

> The furloughs and transfers directed by the department have to a great extent impaired the efficiency of the Ellis Island force

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4. Howe to Secretary of Labor, November 27, 1914 (with enclosed employee petition), General Immigration Files, RG 85.

5. New York Times, December 25, 1914. Also see Appendix A for a "Schedule of Vacancies at the Ellis Island Immigrant Station. New York, N.Y., From November 1, 1914, to December 18, 1917," December 18, 1917.

and depleted it so that it has been difficult to perform properly and promptly the duties incumbent upon it even though immigration has so greatly decreased. Should immigration materially increase during the coming fiscal year, it will require considerable time to restore the personnel to its former degree of efficiency and fill with properly qualified officers the vacancies in our staff.[6]

The employment situation at Ellis Island continued to be a problem for Commissioner Howe throughout the war. On May 23, 1916, he described the staffing difficulties at the station to the commissioner general of immigration:

> I wish to call your attention to a condition prevailing at this station which, I believe, should be remedied as quickly as possible. In October, 1914, we had seventy-two watchmen at Ellis Island. At the present time we have nominally fifty-seven, including Mr. Tilson, whose designation is Superintendent of the Watch. Of this number, not less than nine are incapacitated for active duty by reason of age or physical infirmities, and there are still others who, while capable of rendering effective service at a given post, cannot be assigned to all the duties required of active, ablebodied watchmen at this station.
>
> The officers in charge of the Night Division and of the Detention Division have reported to me that their present forces are insufficient properly to guard the detained immigrants and Government property and discharge the other duties incident to the work of these divisions. I need not comment upon the decrease in immigration, but wish to call your attention to the fact that, while the number of detentions is much below the average during normal times, the prolonged stay of many of these people makes the situation considerably more troublesome than during normal times. Furthermore, the Department has had delivered at this station or we have been compelled to bring here from time to time convicted criminals and professional prostitutes, many of whom cannot be deported by reason of their nationalities or the further fact that the companies which brought them here are not conducting sailings. Many of these become obstreperous from time to time. Not infrequently those to be deported refuse to leave the building

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6. "Report of the Commissioner General of Immigration," 1915, in Reports of the Department of Labor, 1915, p. 309.

peaceably. A show of sufficient force accomplishes the desired effect without resort to violence, but if there be an insufficient number of ablebodied men available, trouble occurs.

It is necessary when aliens are placed aboard ship to verify their actual departure. Owing to the abnormal conditions prevailing at present, sailings are frequently postponed from one hour to two days, after the aliens are placed aboard ship. This is not due to the deliberate giving of misinformation by the responsible companies, but is brought about by conditions over which they have no control, or of which they are in ignorance at the time they advise us of the prospective sailing. Neither is it known just how soon the sailing will occur, so that it is necessary for our watchman, or at times watchmen, to remain at the pier to be able to report definitely that inadmissible aliens have actually departed.

Furthermore, to relieve the tedium of detention here, I have, as you know, arranged for concerts and moving picture exhibitions from time to time, and the transfer of those who desire to a play ground. Conducting the immigrants to and from the locations in question involves the detailment of a sufficient number of employees, and yet the regular posts must be covered, all the aliens not wishing to participate in the pleasures or recreations referred to.

The result has been that those who are capable of performing all the duties required of a watchman have frequently been compelled to remain on duty extremely long hours, the "days off" have necessarily been curtailed, and requests for leaves of absence reduced or denied. I do not feel that the Government should treat its employees in this manner, but unless there be an adequate number available the officers in charge here have no alternative.

I, therefore, earnestly recommend that at least six additional ablebodied watchmen, not over forty years of age, be appointed or transferred to this station. Possibly some of the ablebodied young watchmen transferred from here to the Mexican Border are available for return to Ellis Island. If not, I respectfully request authority to secure eligible lists from which to select the six additional Under Watchmen, with compensation at the rate of $840 per annum each.[7]

In August 1916 Howe submitted a proposal to the commissioner general to increase the salaries of the more competent members of his

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7. Howe to Commissioner General of Immigration, May 23, 1916, General Immigration Files, RG 85.

depleted work force in recognition "of their efficiency and faithfulness." He observed:

> I have been in charge of the Ellis Island station for about two years and during that period practically no promotions have been made, but, on the other hand, there have been furloughs and general reductions of the force . . . the force in general have continued to do their duty cheerfully and efficiently. . . .

Accordingly, he recommended pay increases ranging between $60 and $420 per year for a number of persons in his inspection, interpreter, clerical, and mechanical divisions as well as a general monthly increase of $5 for his deckhands and laborers so that they could "maintain a decent life in the City of New York." He supported this recommendation by noting that the government was "paying its laborers and deckhands but $780 a year; or $120 less than the minimum deemed necessary to keep above the poverty line." While Howe realized that "these men have permanent positions and enjoy other privileges not accorded to private employees," he felt the "Government should be a model employer and should not 'sweat' its employees." He concluded his petition with the following statement:

> I appreciate the effort in economy which the Department has made during the past two years but wish to call your attention to the following facts which I believe indicate very clearly that this station should be accorded the justice represented by the increases in salaries wbove [sic] indicated. During the fiscal year ending June 30, 1914, the Ellis Island pay roll aggregated $583,845.71; during the fiscal year ending June 30, 1916, the total of our pay roll, including $18650 increase made in the salaries of Watchmen, Laborers, Firemen, Deckhands, Mechanics, Matrons, and Charwomen, aggregated but $487,736.32, a net saving over 1914 of $96,109.39. The increases recommended will total but $11,540 per annum.
>
> Another matter to which I wish to call your attention is the fact that during the fiscal year ending June 30, 1916, the hospital collections aggregated $126,057.29. Although the station must deduct approximately $60,000 from our general allotment for the maintenance of aliens, we receive no direct credit for these hospital collections which are returnable to the general appropriation. It is but fair that we should receive credit for at least a portion of these collections and if this be

> but fifty per cent thereof, this, and the saving in salary above referred to, will be in excess of $160,000.00 per annum. . . .[8]

As the war dragged on the number of employees at Ellis Island continued to decline. A list of employees at Ellis Island prepared on December 19, 1917, shows that the entire work force numbered 446, down some thirty percent from the prewar force of nearly 650.[9] On June 25, 1918, the number of employees totaled 402, or slightly more than sixty percent of the prewar force, and by October 2 the number of employees had dropped to 398.[10] In his annual report of June 1918 Howe noted that there had been

> a steady decrease in the number of employees at this station due to transfers to other stations or departments of the Government, resignations, deaths, and enlistments in the Army or Navy. Twenty-six employees in the Immigration Service have enlisted and a great many more who were employed at Ellis Island, either in the medical division or with privilege holders, have also joined the colors. Of our own men, two hold the rank of major, another that of captain, still another is a captain in the navy, and several of the others were non-commissioned officers when last heard from.[11]

According to one long-time official at Ellis Island the "whole organization of the Service" at the immigration station was disrupted "with our entry into the war in 1917."[12]

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8. Ibid., August 3, 1916, General Immigration Files, RG 85.

9. "List of Employees, Immigration Station, Ellis Island, N.Y.H.," December 19, 1917, General Immigration Files, RG 85.

10. Commissioner General to Chief Clerk, Department of Labor, June 26, 1918, General Immigration Files, RG 85, and Ashley to Gompers, August 2, 1918, Chief Clerk's File, 16/706, RG 174.

11. "Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, p. 504.

12. Safford, Immigration Problems, p. 91. See the following page for a list of Ellis Island employees who served in the armed forces during World War I.

MEMBERS OF THE IMMIGRATION SERVICE WHO SERVED IN THE ARMED FORCES DURING WORLD WAR I

ELLIS ISLAND, NEW YORK HARBOR.

Name.	Branch of service.	Length of service.	Rank.
Baruch, Samuel [1]	Army	Dec. 9, 1917, to Dec. 21, 1918	
Carter, Lake T [1]	do	Mar. 27, 1917, to Apr. 12, 1919	
Daly, James P [1]	Navy	Aug. 11, 1917, to Mar. 5, 1919	
Harris, Albert [1] (Awarded the Croix de Guerre.)	Army	Mar. 31, 1919, to Apr. 4, 1919	
Kaba, John [1]	do	Aug. 21, 1917, to Sept. 12, 1919	Captain.
LaPointe, Edward J. [1]	Marine Corps	Apr. 1, 1917, to June 6, 1918	
Mintzer, H. A. [1]	Army	Feb. 20, 1918, to Dec. 21, 1918	
Monahan, Jeremiah J. [1]	do	June 24, 1918, to Nov. 27, 1918	
Perrone, Salvatore J. [1]	do	June 14, 1918, to Dec. 31, 1918	
Rothenstein, Arthur [1]	do	Apr. 28, 1918, to Dec. 3, 1919	
Scarinzi, Joseph [1]	do	May 22, 1918, to June 3, 1919	Machine gunner.
Watson, George N. [1]	do	Apr. 17, 1918, to Jan. 20, 1919	Captain.
Carmen, Samuel [2]	do		
Clark, Lafayette G. [2]	do		
Gilde, Fred [2]	do		Major.
Hoebee, Johannis [2]	do		
Schwimmer, Aaron [2]	do		Do.
Woodward, Harold C. [2]	do		
Bauer, M. [3]	do	Oct. 10, 1917, to Apr. 2, 1920	
Brostow, Stanley [3]	Navy	May 2, 1918, to Dec. 2, 1918	
Hartnett, T. G. [3]	Army	Jan. 7, 1917, to Apr. 3, 1919	
Locicero, Luigi [3]	do	Mar. 14, 1914, to Oct. 1, 1919 (Army of Occupation).	
Oliver, Joseph [3]	do	Sept. 10, 1918, to Nov. 20, 1918	
Spiegel, Samuel [3]	Navy	June 29, 1917, to July 31, 1919	
Ambrose, James [4]	Marine Corps	May 13, 1913, to Sept. 17, 1919	
Baecker, George C. [4]	Army	June 24, 1918, to Apr. 29, 1919	
Connelly, Frank J. [4]	do	Nov. 31, 1917, to Feb. 14, 1919	
Dembrowski, Joseph [4]	do	June 5, 1917, to Apr. 12, 1919	
Devine, Peter C. [4]	do	May 18, 1918, to Dec. 30, 1918	
Dickie, Horace P. [4]	do	Dec. 10, 1917, to Oct. 26, 1919	

[1] Employees who left the Ellis Island station to enter the military service and have returned there.
[2] Employees who left Ellis Island to enter military service and have not returned there.
[3] Employees who rendered military service, but entered and left the Immigration Service since the armistice.
[4] Employees who were in the military service and have been assigned to duty at Ellis Island since the armistice and are still employed there.

ELLIS ISLAND, NEW YORK HARBOR—Continued.

Name.	Branch of service.	Length of service.	Rank.
Ferro, Edward [1]	Army	July 15, 1918, to Feb. 1, 1919	
Inselman, Jacob [1]	do	Oct. 11, 1918, to Jan. 25, 1919	
Lazaretti, Elias [1]	do	June 16, 1917, to Aug. 12, 1919	
Lepkowsky, Herman [1]	do	Sept. 30, 1918, to Dec. 9, 1918	
Macmillan, Roy [1]	do	Mar. 8, 1918, to July 3, 1919	
Manza, Frank P. [1]	do	Aug. 2, 1917, to May 18, 1920	
Mayo, Wm. A. [1]	do	Mar. 16, 1918, to Mar. 11, 1919	
Micciulli, Ettore [1]	do	Oct. 25, 1918, to Dec. 5, 1918	
Pohlman, Edward [1] (Service in Regular Army and in Spanish War also.)	do	July 12, 1919, to Aug. 6, 1919	Recruiting duty.
Powers, John J. [1]	do	June 14, 1918, to Jan. 27, 1919	
Smith, James B. [1] (Awarded congressional medal of honor.)	Navy	July 7, 1917, to July 24, 1919	
Tuthill, Emmett P. [1]	do	Sept. 5, 1918, to Jan. 2, 1919	
Tyrrell, Alexander [1]	do	Jan. 17, 1918, to Jan. 10, 1919	
Watkins, Mitchell [1] (Awarded bronze star for service on Argonne front.)	do	July 16, 1918, to July 14, 1919	
Zwillich, Joseph [1]	do	May 25, 1918, to July 23, 1919	
Dewender, Edward J. [2]	do	May 22, 1918, to June 17, 1919	
Fearing, Robert W. [2]	do	——; discharged Apr. 16, 1919	Second lieutenant.
Fink, Albert [2]	Navy	May 31, 1917, to Sept. 2, 1919	
Johnson, Harvey E. [2]	Army		
Karp, Julius [2]	Navy		
Schindler, Murray [2]	do		
Talabac, Pandely [2]	Army	June 3, 1918, to May 13, 1919	
Tremper, Sigmund [2]	do		

[1] Employees who were in the military service and have been assigned to duty at Ellis Island since the armistice and are still employed there.
[2] Employees who enlisted, returned to Ellis Island station, and have subsequently resigned.

"Annual Report of the Commissioner General of Immigration," 1920, in Reports of the Department of Labor, 1920, pp. 338-39.

The plight of the harried and overworked staff at Ellis Island was described by Michael F. Brophy, Inspector in Charge of the Primary Inspection Division, on November 4, 1918, one week before the armistice was announced. He complained to Howe:

> Since September 15, 1918 on which date the President's proclamation of August 8, 1918 went into effect it has been found necessary to detail ten inspectors, three interpreters and two clerks devoting their entire time to the foreign permit regulations. This force has executed 3,000 applications for permission to depart from the United States exclusive of a thousand or more transits, handled approximately six to seven hundred persons daily, established and kept up to date an extensive filing system, issued receipt cards and permit cards and the clerical work incident thereto. This has been accomplished not by an augmented force but by drawing upon the inspection officers to such extent that I find it impossible now to carry out effectively the provisions of the immigration law and act as control officer under the proclamation with the remaining force. . . .[13]

3. Improvement in Medical Examinations

The decrease in immigration permitted Ellis Island officials to make provision for more intensive medical examinations of the immigrants. In June 1915 the Surgeon General of the Public Health Service reported on the activities of his agency at Ellis Island in view of the wartime conditions:

> Owing to these conditions the relatively larger medical staff has been able to discharge its functions more efficiently, as indicated by the results, 3.26 per cent of arriving aliens having been certified for various mental and physical disqualifications, as compared with 2.29 per cent of certifications for the preceding year.

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13. Brophy to Commissioner of Immigration, Ellis Island, November 4, 1918, General Immigration Files, RG 85.

> The proportion of certifications for mental defects has been 135 per 100,000, as compared with 96 per 100,000 for 1914 and 50.8 per 100,000 for 1913. The advantage of a corps of officers trained in mental medicine is shown by the fact that during this year there has been a noticeable percentage increase in the certificates of insanity, 22 per 100,000--more than double that of a year ago, and the highest in the history of the station.
>
> It has also been possible to make certain experimental changes in the methods of examination, the results of which are of much interest. Instead of the routine method of inspection, while the aliens were passing in review it has been practicable at times, when the arrivals were not too numerous, to take entire shiploads of steerage immigrants into the private examination rooms and give them all a thorough physical examination. . . .
>
> In the first place, on account of the relatively larger numbers of medical officers engaged in it, the routine examination was more efficient than formerly, the certificates having been 5.37 per cent, as compared with 2.29 per cent during the last fiscal year. The intensive physical examination of all aliens, however, showed an increase of certifications to 9.37 per cent. It therefore appears that the better method of sifting out aliens suffering from physical disease or defect is that whereby each individual is given deliberate examination. The so-called line inspection is probably effective in detecting most of the aliens suffering from grave defects, but many of them must inevitably escape when this method is employed.[14]

The following year the Surgeon General reported further on the implementation of the more intensive medical inspections at Ellis Island with particular emphasis on results of the mental examinations. He noted:

> A marked reduction of immigration during the past two years has afforded opportunity to medical officers to conduct a

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14. Annual Report of the Surgeon General of the Public Health Service, 1915, pp. 203-04. See the following page for statistics comparing the results of routine and intensive examinations during 1914-15. For further data on the results of intensive examinations during fiscal year 1915 see Senior Surgeon to Assistant Suregon General R. H. Creel, March 4, 1920, and "Methods of Medical Examination of Arriving Aliens," January 19, 1921, General Subject File, 219, RG 90.

Physical examination of arriving aliens at Ellis Island, New York Harbor, from Oct. 4, 1914, to Mar. 31, 1915, inclusive.

Total number of aliens examined	43,069
Number of aliens examined by routine method	31,275
Number of aliens examined intensively	11,794
Total certified, result of routine method	1,677
Total certified, result of intensive examination	1,106

Of 31,275 aliens examined by routine method, 1,677 were certified, or 5.37 per cent.

Of 11,794 aliens examined intensively, 1,106 were certified, or 9.37 per cent.

Conditions which required certificates.

	Intensive method.		Routine method.	
	Certified.	Per cent.	Certified.	Per cent.
Aliens examined physically	11,794		31,275	
Dangerous contagious diseases	27	0.23	76	0.24
Loathsome contagious diseases	37	.31	8	.03
Tuberculosis	1	.01	8	.03
Insane	1	.01	12	.03
Mental defectives	28	.23	87	.28
Physical diseases and defects	1,912	8.58	1,485	4.76
Total	1,106	9.37	1,677	5.37

Annual Report of the Surgeon General of the Public Health Service, 1915, p. 204.

more intensive examination of the mentality of arriving aliens. The increased efficiency in detecting mental defectives is shown by a comparison of the percentages of this class of cases during the past four years.

At the port of New York in 1913 the number of aliens certified as mentally defective was 50.8 per 100,000; in 1914, 96 per 100,000; in 1915, 135 per 100,000, and in 1916, 118 per 100,000. The chief medical officer at Ellis Island is of the opinion that the reduction in mentally defectives detected during 1916 was due to restricted immigration from certain countries in Europe, chiefly by reason of the European war. The generally increased proportion of mentally defective aliens certified, however, can not be attributed entirely to such temporary conditions as a diminution in the bulk of immigration and the relative increase in medical examiners. The policy of assigning to medical inspection an increasing proportion of officers specially trained in psychiatry has been a big factor in obtaining these results. More attention each year is being devoted to this phase of immigration inspection, and the increasing percentage of mentally abnormal immigrants discovered has demonstrated the value of the work.

The activity of the officers engaged in the mental examination of immigrants has not been confined alone to such examination, but has extended to valuable research and investigation along those lines. A notable contribution to the general knowledge of mental diseases has been Passed Asst. Surg. Mullan's study of the psychology of the arriving alien. Several standardized devices for determining feeble-mindedness have been perfected by various service officers. A manual by the service officers stationed at Ellis Island for guidance in determining diseases has been in the course of preparation during the past two years. It is now near the stage of completion and promises to be of valuable assistance not only in the examination of immigrants but to the medical profession at large.

The general conduct of the medical inspection of immigrants during the past fiscal year has been along the lines evolved during the preceding year. In general, the examination consists of the preliminary or primary inspection for the purpose of detaining all those who are obviously defective, and also those presenting any condition or appearance suggestive of abnormality. A secondary and more rigid examination is made of those detained on primary inspection. This may embrace a thorough physical examination of the immigrant when stripped of clothing in a private room, and, when deemed advisable, it includes laboratory examination of

the blood and all secretions, and continued observation in the immigration hospital.[15]

Commissioner Howe was also interested in the continuation of the more intensive medical examinations at Ellis Island. In June 1915 he had observed:

> The lull in immigration during the past year has made it possible to give a much more thorough medical examination to aliens. The results attained show conclusively that the medical inspection heretofore accorded aliens has been totally inadequate to the conditions existing. It is believed that with the close of the European war there will be a considerable influx of diseased and mentally deficient aliens. What better time than the present could be found in which to inaugurate a system of inspection which will reduce to a minimum the number of mentally and physically defective aliens admitted?[16]

The following year Howe reported further on the program of intensive medical examinations on the island:

> The immigration during the year has been comparatively small, owing to the disturbed conditions in Europe, and this has made possible a continuation of a larger percentage of intensive examinations, and the result of this procedure in finding physical defects which would not have been ordinarily detected by the line inspection shows the desirability of the more thorough examinations now being made. It is believed that this practice has resulted in so much good that the procedure should be regarded as permanently established and that when immigration resumes a normal flow an additional number of officers should be provided, so as to continue conducting the examinations as now carried on. This would seem to be especially desirable after the war, because of the probability that a large number of the immigrants seeking admission to the United States will be of a class requiring intensive medical inspection if the country is to be properly safeguarded. The percentage of certificates from all causes during the year was 3.3 per cent of the applicants.

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15. Annual Report of the Surgeon General of the Public Health Service, 1916, pp. 196-97, 214-15. Also see United States Public Health Service, Public Health Bulletin No. 90, "Mentality of the Arriving Immigrant," by E. H. Mullan, October 1917, pp. 1-10.

16. "Annual Report of the Commissioner General of Immigration," 1915, in Reports of the Labor Department, 1915, p. 308.

> Special attention has been paid to the examination of aliens for mental deficiency, and the number of certificates issued for this class was 1.18 per cent. This percentage shows a slightly lower ratio than that for the preceding year, which was 1.35 per cent, but this is probably due to a lesser number of immigrants from districts in which aliens might show a fair percentage of those mentally deficient. The proportion of certificates for insanity exceeds that of the preceding year and was 0.3 per cent, which is the highest in the history of this station, the previous high record being for the year 1915, 0.22 per cent.[17]

The more intensive medical and mental examinations begun at Ellis Island during World War I were described in detail by E. H. Mullan, a surgeon with the United States Public Health Service, in an article entitled "Mental Examination of Immigrants: Administration and Line Inspection at Ellis Island," published in Public Health Reports on May 18, 1917. The article presents such a detailed description of the examination process that it has been reproduced in its entirety in Appendix B.

4. Public Health Service Activities and Research in Ellis Island Hospitals

The Public Health Service activities in the two Ellis Island hospital complexes were affected greatly by the war. With the decline of immigration during the first year of the war the laboratory was further developed for the purpose of conducting a more intensive medical research program on the island. In June 1915 Surgeon General reported on the laboratory research activities that had been conducted during the previous twelve months:

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17. "Annual Report of the Commissioner General of Immigration," 1916, in Reports of the Department of Labor, 1916, p. 348.

Wassermann reactions	320
Examinations for gonorrhea, including several cultures (vulvovaginitis of children)	310
Throat cultures for diphtheria	281
Stools examined for hookworms	107
Miscellaneous examinations, including Widals, blood cultures, stomach contents, dark-field work, blood counts, miscellaneous cultures, sputa, urine, spinal fluid, milk tests, sections of tissue, autogenous vaccines, favus and ringworm examinations, and cultures, etc.	205

Making a total of 1,223 examinations of all kinds.

In addition to this routine work, about 1,000 Wassermann reactions have been done on persons passed on the line inspection, and this work is being continued.

Studies have also been made by culture and smears and in other ways of some 36 cases of trachoma, including inoculations into animals. There have been some cultural studies on an organism infecting laboratory guinea pigs, and cultural studies on the gonococcus in comparison with M. catarrhalis and the meningococcus. Some monkeys have been inoculated with material from mumps and scarlet fever and sent to the Hygienic Laboratory.

As for comment on the year's work, it may be said that the laboratory has been slowly organized and equipped, and is now ready for almost any ordinary laboratory procedure; the results obtained have fully warranted the efforts made to improve it. The facilities could be largely increased by a very modest expenditure, which should be made. There is a great need for experienced help, and the detail of another officer in the laboratory is deemed advisable. The experience of the past leads to the belief that there is not another place in the service where there is more opportunity for good research work from the laboratory side; and the expenditures involved would be very modest.[18]

In 1916 the work of the Public Health Service laboratory on Ellis Island was expanded to a considerable extent. The Surgeon General observed:

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18. Annual Report of the Surgeon General of the Public Health Service, 1915, p. 204. A description of the hospital and examination operations on Ellis Island may be found in Milton H. Foster, "A General Hospital for all Nations," Survey, XXXIII (February 27, 1915), 588-90.

> The amount of work has materially increased over the preceding year, and it has been necessary to detail an officer as assistant bacteriologist and to employ a laboratory attendant. The total number of specimens examined during the year was 5,216, whereas the number in the preceding year was only 1,223.
>
> On account of large amount of routine work, time has not been available for much new investigative work, although some studies have been made on the meningococcus and the M. catarrhalis, and investigations along these lines are still being carried on.
>
> On account of abundant material and adequate facilities for intensive work, the advisability of making studies on scarlet fever and other communicable diseases may be suggested. In order to effect this it will be necessary to have sufficient assistance for ordinary routine work so that a special worker could devote all his time to intensive studies.
>
> During the year the examinations of Wassermann reactions of patients in the service hospital at Stapleton were taken over by this laboratory.

During the year the Public Health Service began new procedures to prevent secondary cases of communicable diseases from developing in the general hospital on Island No. 2. The new procedures involved sending all suspected cases of tuberculosis and children under twelve years of age suffering from fever directly to the contagious disease hospital on Island No. 3.

Because of the war the Public Health Service authorities were unable to deport numerous aliens suffering from excludable diseases. Thus, a number of operations were performed for trachoma (64) and ringworm of the nails (28) to provide relief.[19]

By 1917 the effect of wartime conditions was highly noticeable in the operation of the Ellis Island hospitals. It was reported that:

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19. Annual Report of the Surgeon General of the Public Health Service, 1916, pp. 215-16. See the following page for a list of the laboratory work performed at Ellis Island during 1916.

LABORATORY WORK AT ELLIS ISLAND: 1916

Specimens of urine examined	774
Sputums examined for tubercle bacilli	440
Throat cultures examined for diphtheria	1,414
Vaginal smears examined for gonococcus	359
Blood examinations made (smears, cultures, counts, etc.)	171
Examinations, nails, scalp and skin, favus and ringworm	280
Stools examined for hookworm and helminthis or ova	190
Examinations, nasal and other smears, for leprosy	15
Widal reactions for typhoid	19
Spinal fluids examined and cultured for meningococcus, cell counts, globulin, etc	12
Autogenous vaccines prepared	14
Tissues sectioned and examined	6
Miscellaneous specimens examined	48
	3,942
Wassermann (Noguchi) reactions done (total number)	1,035
Total positives or partial positives	240
Total negatives	795
Total reexaminations, positive or partial positive	86
Total reexaminations, negative	20
Wassermann's (Noguchi) done for marine hospital at Stapleton:	
Total	123
Total negative	85
Total positive or partial positive	38
Reexaminations, negative	1
Total specimens of all kinds examined during the year	5,216

Annual Report of the Surgeon General of the Public Health Service, 1916, p. 216.

> The total number of patients receiving treatment in the hospitals during the year showed a marked decrease not only in the immigrant general hospital but also in the contagious-disease hospital, both due to lessened immigration, and in the case of the contagious-disease hospital, to the fact that the number of contagious diseases was considerably less, expecially measles and scarlet fever. The number admitted to the immigrant general hospital during the year was 3,316 and to the contagious-disease hospital, 1,214. Owing to the impracticability of deporting certain excludable aliens, on account of war conditions, a number of those suffering from trachoma and ringworm of the nails received operative treatment in the hospitals and were finally discharged as cured. Operations were performed on 23 cases of trachoma and on 39 cases of tinea unguium.
>
> The amount of work in the bacteriological laboratory has slightly exceeded that performed in the preceding year, especially in the number of Wassermann tests. In addition to routine work, some special studies on the meningococcus have been carried out, but it has not been possible to seriously prosecute any research work, as only one officer has been available for the detail and his time was entirely consumed in performing routine work.[20]

5. "Humanizing" Ellis Island

Perhaps, the most constructive result of the slackening of immigration so far as Ellis Island was concerned was the "humanizing" of the immigrant station. This policy was inaugurated by the new commissioner, Frederic C. Howe, a well-known municipal reformer, a former graduate student of President Woodrow Wilson, and most recently director of the People's Institute at Cooper Institute in New York City. Howe entered on duty about one month after the beginning of the war in Europe. With the zeal of his reformist past he looked forward to the challenge of improving and "humanizing" the island:

> Ellis Island was an opportunity to ameliorate the lot of several thousand human beings. It was also an opportunity to do the work I liked to do. No doubt I thought I wanted to do this work for the sake of the immigrants. Probably I wanted to

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20. Annual Report of the Surgeon General of the Public Health Service, 1917, pp. 174-75.

do it to satisfy my own instincts. Here on a small scale was an environment to be changed and improved.

I was wholly ignorant of official bureaucracy, of its jealousies and resistances to change--an ignorance, as it turned out, that was an advantage to me, for had I known the psychology of the permanent employee and his power, I should have hesitated before initiating the changes I had in mind to humanize the island. For I had heard Ellis Island referred to at Cooper Union as the Island of Tears. It was a storehouse of sob stories for the press; deportations, dismembered families, unnecessary cruelties made it one of the tragic places of the world.[21]

National periodicals soon praised the work of Howe. On October 17, 1914, the Survey observed:

Frederic C. Howe, the new commissioner of immigration at the port of New York, has set out to change some of the old tradition at Ellis Island and to make of it a comfortable waiting room for those newcomers whose start in America must be safeguarded by certain precautionary measures. Already he has introduced a new spirit on the island. Clerks, attendants and matrons, tell the visitor that the commissioner is "humanizing" the place. . . .

Little change has been made by Commissioner Howe in sleeping and boarding accommodations on the island. The food, he thinks, is good, but he has stationed inspectors in the dining hall to take any necessary complaints about it. The bunks are not bad, he says, and new provision has just been completed for over 1,000 immigrants. In fact, the commissioner regards the regimen of the plant at Ellis Island as pretty well managed;--it is the fact that human beings are inside it, not digits in an annual report, which he believes has been forgotten.[22]

Several days later the Outlook noted that "under its new commissioner, Ellis Island gives promise of developing a new function--

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21. Frederic C. Howe, The Confessions of a Reformer, 1925 (Reprint ed. Chicago, 1967), p. 253. Also see Boston Evening Transcript, September 15, 1914, in Chief Clerk's File, 2/288, RG 174.

22. "Turning Ellis Island Inside Out," Survey, XXXIII (October 17, 1914), 63.

that of a beginners' class in American citizenship." The article included an interview with Howe:

> When I first came to the island . . . I was struck by the dreadful idleness of these poor people. Some three hundred of them were detained here, compelled to sit hour after hour on hard benches in a bare room, women and children in one, husbands and fathers and sons in another, the length of the building apart, never meeting except at meals, and with absolutely nothing to do.
>
> The first thing we did was to turn the lawns about this building into playgrounds for the mothers and babies. Some of these peasants had been away from the soil, shut up indoors, for months. It meant a lot to them to get out into the sunlight and feel the grass under their feet again.
>
> The next step was to find a common hall, that families might be together every day. As along as the warm weather lasts the inclosed porch overlooking the city makes a capital social room. They have magazines and pictures here to look at and excellent concerts every Sunday, besides a gramophone to play cheerful tunes for them. Now we want to take down the wire netting from around the examination rooms, which makes them feel like animals in a cage, and then we'll hang maps and pictures on the walls. The only thing that is lacking over here is imagination. No one ever seemed to try to imagine what a detained immigrant must be feeling.
>
> And then, because so many must stay weeks, sometimes months, at the island awaiting decisions as to their cases, or until their health or fortunes may improve sufficiently to admit them, we have appealed to the school authorities to send us specially equipped teachers to hold classes for the children and for the men and women eager to learn the language and customs of their new country.
>
> First Lessons in Americanism all this might be termed, for the new commissioner believes that it is time for the State to take over the business of assimilating the immigrant rather than to leave him longer to the mercies of whatever political organization may need his vote.[23]

On February 4, 1915, Howe enumerated an impressive list of social activites he had inaugurated for the immigrants at Ellis Island in a report

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23. "For a Better Ellis Island," Outlook, CVIII (October 21, 1914), 402-03.

to the commissioner general of immigration in Washington. The list included:

> I beg to enumerate the changes and activities that have been inaugurated at the Ellis Island station for the comfort and service of the immigrants since my appointment in September, 1914. These changes were the product of war conditions which detained several hundred aliens at the station awaiting deportation. Prior to that time deportable aliens were detained for but a few days or weeks at the most.
>
> 1. The detained women and children were removed from the detention rooms and placed upon the open lawns. They were supplied with hand-balls and other means of recreation, and were permitted to remain out of doors the greater part of the day.
>
> 2. Husbands and wives and men and women had been separated. They had met only at meal times. The large balcony was opened to both sexes during the day and is widely used. It was equipped with swings, and the children were supplied with medicine-balls and hand-balls for playing.
>
> 3. Excellent Sunday concerts have been provided by voluntary societies in New York. They have consisted of orchestras, bands, singing societies and individual artists. These concerts have been of a high order, and have attracted hundreds of people to the island on Sunday.
>
> 4. A motion picture outfit with films has been supplied by the Home Missions Council. It is operated from one to three times a week on the main registry floor.
>
> 5. For two weeks during Christmas holidays concerts and entertainments were given every evening to all the detained aliens in the main registry hall.
>
> 6. Private agencies were interested in the necessity for providing employment for the detained women and children. Two teachers have been sent to the island who have organized classes in making clothes, knitting, etc., to which the women have eagerly applied themselves.
>
> 7. A Kinder Garten teacher has been supplied by similar agencies, who has organized the detained children and gives them daily elementary lessons and calisthenics.
>
> 8. The detained men have been organized to make door-mats out of waste material from the cables. This employs about fifteen men.

9. Athletic instructors from the Y. M. C. A. have organized daily classes in calisthenics and athletic games for the men.

10. The city of New York has equipped one of the special inquiry rooms with desks, and is sending one or more teachers to give instructions in English, hygiene, motherhood, and other elementary subjects.

11. A thorough examination of all the detained aliens has been made by a committee, which has reported on the advisability of admitting admissible aliens. With the approval of the Department a considerable number have been released on bond or otherwise; positions have been found for them in most cases; and periodical reports are required.

12. An effort has been made to beautify the station and make it as attractive as possible. The registry hall has been lined with potted plants; flags have been hung from the balcony; and large photographs of the Presidents and historical incidents have been placed upon the pillars. The Geological Survey has supplied us with twenty beautiful prints illustrative of the beauties of America which are being hung in the corridors. The detention rooms have also been beautified by attractive illustrations. . . .

14. Complaint and suggestion boxes have been placed in various parts of the station to allow of free communication between aliens, visitors and employees and the Commissioner. . . .

16. With the aim of increasing efficiency at the station, and awakening the interest and enthusiasm of the men, the employees have been organized on a democratic basis, so that they may be in a position to present suggestions or complaints. Each division has a chairman, a secretary and a delegate to a central staff meeting which meets periodically to discuss the suggestions which come from the subordinate groups. Much valuable assistance and many good ideas have come through this organization.

17. A committee of two, Inspectors W. W. Brown and L. C. Steward, have been working for some months on an efficiency programme for the station, including gradings, examinations, and a committee on personnel. This committee has made a preliminary report which will be submitted to the Department.[24]

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24. Howe to Commissioner General of Immigration, February 4, 1915, Chief Clerk's File, 19/31, RG 174. Also see Frederic C. Howe, "Turned Back in Time of War," Survey, May 6, 1916, 147-56. In 1916 Howe also

Several months later Howe was interviewed by a writer for The Immigrants in America Review. The article, entitled "The New Ellis Island" and published in June 1915, quoted Howe as describing his ideal for Ellis Island:

> . . . Referring to the main Hall of Inspection, where the immigrants' manifests are examined, Commissioner Howe replied, "This room expresses a few of my ideals for the Island. We have endeavored to make this room attractive to all who pass through it by placing these plants in the windows, these historical pictures upon the pillars, and by hanging these large American flags from the balcony. We trust these will express in some measure ideals of patriotism, beauty and service to the new arrivals."
>
> "Further than this," he continued in his quiet and unassuming manner, "it is my ideal to start the immigrant on his life in America with a square deal; to have his stay here help to interpret America to him, and him to America. Yes, my ideal goes farther than Ellis Island, geographically. I would that we might see these men and women well started on their way toward becoming good American citizens before our connection with them is entirely severed. You see how it is to-day with most of these immigrants; they arrive, we see that they are qualified to enter, tag them and then pass them on to shift for themselves."[25]

During the winter of 1914-15 Howe also determined to aid the unemployed and homeless men in New York City, most of whom were immigrants unable to find work because of the war. Accordingly, he opened two buildings usually used as detention quarters on Ellis Island for shelter. Some 750 men, rounded up by Howe's staff along the waterfront, were provided beds and breakfast, consisting of coffee and

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24. (Cont.) started a library at Ellis Island, using foreign language books, periodicals, and tracts provided by the New York Public Library, Hebrew Sheltering and Immigrant Aid Society of America, Brentanos of New York City, and the American Tract Society. Boriskin to Shaughnessy, September 23, 1953, Immigration and Naturalization Service Records, 56358/531, Records Administration and Information Branch (FOIA/PA Unit), Immigration and Naturalization Service, Washington, D.C.

25. "The New Ellis Island: An Interview With Dr. Frederic C. Howe, Commissioner of Immigration at Ellis Island," The Immigrants in America Review, I (June 1915), 10.

bread at a cost of five cents, during the winter months. The Ellis Island ferry left the Barge Office every night at 7:30 to carry all who wish to sleep at Ellis Island. The Committee for Immigrants in America cooperated by setting up a job registration desk and lunch wagon near the Barge Office, and thus employment was found for a number of the men.[26]

Some years later Howe wrote of his experiences and goals in attempting to "humanize" the island. He noted:

> For over a year things went well on the island. The newspapers gave space to the new ideas that I had introduced, the attempt to care for the thousands of aliens who, as a result of war, found themselves without a country, wards of the United States Government. I spoke before chambers of commerce, clubs, colleges, and universities. I took an active part in the movement to Americanize the alien, especially in trying to interpret his wants, as opposed to the wants which his self-constituted guardians thought he ought to have.[27]

6. Religious and Social Service Immigrant Aid Programs

The slackening of immigration also permitted Ellis Island authorities to conduct periodic investigations of the missionary and immigrant aid societies having representatives at Ellis Island. The purpose of the investigations was to raise the standard of services extended to aliens by these groups. In June 1915 the Ellis Island commissioner reported:

> There are 40 missionary and immigrant-aid societies having representatives at Ellis Island. Of the immigrant-aid societies, 15 maintain immigrant homes in New York City, where arriving and departing aliens may secure board and lodging. During the past year there have been discharged to these homes and societies 1,290 aliens--267 males and 1,023 females. Periodical inspections of these homes by this office has tended to raise the standard of service and help extended to the immigrants. Some of the homes, however, act as ticket agents of the steamship companies. This practice is incompatible with the

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26. New York Times, January 15, 1915, and "The New Ellis Island," 11-12. Also see New York Times, February 19, 1915.

27. Howe, Confessions of a Reformer, p. 258.

purposes for which they are granted the privilege of representation at Ellis Island and should be discontinued.[28]

As the war dragged on Howe encouraged the various church and social organizations working on Ellis Island to unify their efforts toward meeting the needs of the detained aliens. The wartime conditions, with its consequent reduction in immigrants and missionary staffs, set the stage for "a more serious endeavor of the different church representatives to work together," compared with earlier periods when the philanthropic endeavors had been marred by "mutual jealousy, duplication of effort and sectarian strife." A General Committee for Protestant Work on Ellis Island, formed to unify all Protestant missionary and social service work among the immigrants, had been formed earlier and in late 1917 Roman Catholic and Jewish representatives were invited to participate in the activites of the reorganized general committee. A plan was adopted whereby religious work was to be continued along denominational lines, each church caring for the spiritual welfare of its members without attempting to proselytize other groups, and all material and social service work was to be pooled and supported from a common fund without reference to religious affiliation. Social service activities were carried out for the benefit of the aliens in the two hospitals, the reception and waiting rooms, and the detention wards.[29]

7. Howe's Reform Efforts Attract Criticism

In his Confessions of a Reformer Howe intimated that after about a year as commissioner at Ellis Island his reform activities began to attract criticism from various business and political interests. This was especially true after he recommended that second-cabin passengers be landed at Ellis Island for examination. Commenting on his motives for

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28. "Annual Report of the Commissioner General of Immigration," 1915, in Reports of the Department of Labor, 1915, pp. 308-09.

29. "The Christmas Spirit at Ellis Island," Survey, XXXIX (December 22, 1917), 347-48.

this recommendation and the adverse publicity he received, Howe observed:

> I found that seventy thousand [second-cabin] aliens were being landed every year in Hoboken instead of being brought to Ellis Island. They lost time. They were fleeced by hotels, by baggagemen; they were lured into houses of prostitution and saloons, and in the end many of them were brought to Ellis Island by circuitous routes on their way to Western-bound trains. They and their baggage were handled over and over again; they were left unprotected on the streets. It often cost them what little money they had. All this would have been obviated had the aliens been landed directly at Ellis Island, where they were under government protection and were placed on outgoing trains by inspectors detailed for that purpose.
>
> I urged that these passengers be landed on the island directly from the steamships, where the abuses could be stopped. Instead of investigating the subject and issuing an order, the Commissioner-General called a hearing at Ellis Island on the proposal. The propriety of the change seemed so obvious that I assumed it would be ordered as a matter of course. On the day of the hearing the island was swamped with a hungry crowd protesting against the proposal. They came not only from Hoboken but from New Jersey and New York. Powerful interests had been enlisted; there were railway and steamship agents, hotel-keepers, expressmen, representatives of the New York Chamber of Commerce. Hundreds of people were angrily aroused at the suggestion that they should be deprived of their prey. Representatives of the Hoboken Chamber of Commerce said it would cost Hoboken at least five hundred thousand dollars a year. Hotel and express men claimed almost equal losses. They looked upon the money which they took from the alien as a vested interest. It was sacred. They were callous to the suggestion that the prevailing system meant a needless loss to immigrants of hundreds of thousands of dollars a year. These considerations were not even noticed in the discussion. Money was at stake. It was to be taken from Americans. Why in the name of Heaven should anybody be concerned over the alien?
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> The order for the change was never made.[30]

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30. Howe, Confessions of a Reformer, pp. 260-62. For further data on this topic one should consult New York Times, October 13, December 8, 1915, and an undated and untitled typescript copy of hearings held on the matter in early 1916 in General Immigration Files, RG 85. Although Howe's recommendation was rejected, succeeding conferences between representatives of the steamship companies and Immigration and Public Health Service officials led to marked improvement on most vessels in providing adequate facilities for passenger inspection.

Howe further irritated business and political interests in New York City by advocating other reforms regarding the treatment of aliens. He described some of his efforts:

> I found that the transcontinental railroads divided the incoming aliens among themselves by a pooling arrangement. Many were taken West over the most circuitous routes. Some were first taken to New York; there they were kept in cheap lodging-houses. Then they were put on a boat to Norfolk, where they were transferred to trains carrying them to Cincinnati, Chicago, or Western points. They lost days of time, often they reached their destination late in the night without friends to meet them. They were open to all sorts of graft on their unprotected arrival.
>
> Here was another instance of "fraud and loss," from which it was the duty of the government to protect the alien. Quite obviously this abuse should be stopped. Aliens should be sent West by the most direct routes; they should not be sent around Robin Hood's barn because the railroads decreed that no single road should get the bulk of the traffic. But, despite my urging, no action could be secured to end the abuse.
>
> I found that aliens in this country were losing large sums of money through irresponsible bankers, with whom they made deposits, brought exchange, or purchased tickets for themselves or their friends. I detailed secret-service men to investigate, and unearthed losses of twelve million dollars in a single year in New York alone. The worst offender fled the country as a result of the investigation. I sought to put these fly-by-night bankers out of business by a State law that would require inspection by the banking authorities, but I was never able to make any headway with the suggestion nor could I get any support at Washington.
>
> The steamship lines were required to pay for the care and detention of aliens whom they had brought to the country, but who were ordered sent back. Deportees frequently had to be cared for in the government hospitals at Ellis Island. Many were detained for weeks and months by serious illness. The steamship companies were paying a nominal sum fixed many years before for hospital service. I had the cost of the hospitals worked out by accountants on a per-diem basis, and then went to the department and secured an order fixing the charges on the basis of cost. It increased the revenues of the bureau by hundreds of thousands of dollars.[31] But it organized the hostility of the steamship companies. . . .

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31. Howe, Confessions of a Reformer, pp. 262-64. Also see Abbott, Immigration, pp. 597-601, for the case records of an alien routed from New York to Iowa via a "round-about" train route.

In reaction to the abuse heaped upon him Howe wrote a letter to the editor of the New York Times in October 1915, defending his policies at Ellis Island. He stated:

> I desire to correct the impression which would be gained from the statements in some of the papers and the assumption on the part of others that Ellis Island is a place of terrors and inquisitions, and that the passage of second-cabin passengers through the station is an experience to arouse their fear and horror. However true that may have been in old Castle Garden days, it is no longer true, and has not been for many years. . . . I have never known a group of 500 men or women, either in public or private work, who were more devoted to their employment or more willing to be of personal service than the government employees stationed at Ellis Island. . . . The service of the island has been extended even beyond the station itself, in chasing down wrongs or abuses to aliens already admitted: an information office has been opened at the Barge Office for the purpose of giving aid, assistance, and advice; the railroads at Jersey City are constantly under surveillance to see that the accommodations for men and women there are adequate, clean, and sanitary. . . .
>
> Nor is it fair to assume that the Ellis Island station is a place to be dreaded. Any kind of personal inspection is not pleasant, but inspection here is done in as considerate kind, and courteous a manner as possible under the law, and when it is necessary to detain or deport, that is done with full appreciation of the hardship imposed and a desire to alleviate it in any way possible.
>
> The Government has erected here a station of which it may properly be proud. The dormitories are large and as comfortable as could be expected when as many as 2,000 persons have to be detained over night. The food is clean and wholesome, and the health of detained aliens is looked after by a splendid corps of highly trained physicians connected with the Public Health Service. There are a number of large hospitals in connection with the station, which are maintained at a high standard of efficiency.[32]

Perhaps, the effort by Howe to have the federal government itself feed the immigrants on Ellis Island rather than through a food concession when the contract of Hudgins & Dumas (with 44 employees at Ellis Island)

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32. New York Times, October 26, 1915. Also see ibid., January 21, 26, 1916, and Howe, Confessions of a Reformer, p. 264.

expired at the end of fiscal year 1916 raised the greatest flood of protest against his reform activities. Howe later outlined the reasons for his desire to have the Department of Labor handle the feeding of the immigrants:

> The private concession for the feeding of immigrants and the running of a public restaurant at the Ellis Island Station has always been a source of great concern. It was immensely profitable. There was constant temptation to serve bad food, to reduce its quantity, and to depreciate its quality, which the most persistent inspection could not entirely counteract. In addition it was to the interest of the contractor to push the sale of food in cartons to immigrants in transit who purchased the food at the station for their inland journeys. When it is considered that aliens detained at the station average in normal times from 1,000 to 2,000 a day, and that three-quarters of a million people pass through this station each year, the value of this concession is apparent, as is the difficulty of protecting both the Government and the immigrant.[33]

When the Attorney General and the Comptroller of the Treasury gave favorable opinions on the legality of such a venture Congressman William S. Bennet of New York, who had once been the attorney for the food contractor, secured approval of an amendment to the pertinent appropriation bill forbidding use of the appropriation for the feeding of aliens on Ellis Island. Asking for an official congressional investigation of Howe's administration of Ellis Island, Bennet charged that

> Mr. Howe failed to separate the sexes on the recreation ground, that he admitted prostitutes to the United States contrary to law and that by proposing to have the government sell food to the immigrants on the island in place of granting a restaurant concession to contractors he was committing the government to a socialistic practice.

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33. "Annual Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, p. 368. Also see Commissioner to Commissioner General of Immigration, June 17, 1916, General Immigration Files, RG 85.

Thus, he concluded that Howe was "a half-baked radical, who has free-love ideas."[34]

Howe responded to Bennet's scathing attacks in an article in the New York Times on July 20, 1916. He defended his administrative policies as follows:

> I have done everything in my power to relieve the suffering and misfortunes of the thousands of persons who have been detained at Ellis Island, and have found homes for many of them. In this work I have had the co-operation of the Y. M. C. A. and a hundred religious and philanthropic societies with representatives at the Island. I have, I admit, thought of the poor, ignorant, immoral women detained at the island as human beings entitled to every help to a fair start in the world, and it is to be borne in mind that the great majority are taken from incoming liners only on suspicion. They have not been convicted or found guilty by any court, and they deny their guilt, and we can only guess at guilt in most cases.
>
> All that I can make out of the statement of Congressman Bennet is that some persons at Ellis Island, who have communicated with him, think it is immoral for women detained as warrant cases to walk upon the open porch or along the corridors with other aliens or go upon the lawns, even though they are accompanied by matrons. They are, of course, kept in separate rooms. This and the fact that some women of questionable character have been admitted because their guilt was not established or because they could not be sent back to the warring countries and have been placed in good homes is the gist of the complaint. The war turned Ellis Island into a detention camp. Immigrants could not be deported to Germany, Russia, or Austria-Hungary. They kept coming in, and soon we had hundreds that had to be kept here until the end of the war, or some disposition made for them.
>
> The station is not built like a prison, it merely has a number of big dormitories and little ones and three big day detention rooms. There is no way to completely isolate immoral cases or persons held for examination. The warrant cases are locked in their rooms at night. The other women sleep together in one big dormitory and the men in another. There are

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34. "Investigation of Ellis Island Proposed," Survey, XXXVI (July 29, 1916), 445. Also see "The Bennet-Howe Controversy," Outlook, CXIII (August 2, 1916), 763; Howe, Confessions of a Reformer, pp. 259-60; and New York Times, July 3, 21, 1916.

matrons and watchmen on duty all the time. It is almost impossible for any irregularity to occur. The only other time when immorality could occur is in the daytime. The day rooms for women are in one part of the building; those for the men in another. They are big rooms. The women warrant cases are in a room by themselves in a corridor with watchmen, matrons, workmen, and scrubwomen on duty. Scores of visitors and a half hundred representatives of religious societies are coming and going all the time. The station is filled with people all day long. Unfortunately the Government has not provided for long detentions such as the war has created, and the warrant rooms have been at times overcrowded.

Complaint is made that I opened a big playground on the lawn. I admit it; also that the warrant cases are permitted to go to the lawn under the supervision of matrons and in company with other aliens. They also walked on a long veranda, but have instructions to bother no one. The only other alternative was to lock these girls in a small room and keep them there for months, and some of them there for years, until the war permits their return. I admit that I have tried to make the terrible conditions of aliens detained at Ellis Island as comfortable as possible, but I have never countenanced any suggestion of immorality.

The hundreds of people gathered from all over Europe have conducted themselves with wonderful propriety. Many of those alleged to be immoral are only suspected of being so by the Inspector. They are taken from the ships from the first, second, or third cabins, and are held for further examination. To stamp women as immoral on suspicion is something the Government of the United States does not want to do. Certainly I do not want to do so. To put them in a small room with immoral women is not a right thing to do, yet the Government has made on provision for such cases save rooms with a dozen or more beds in them. As I said before, Ellis Island was not built for long detention.

The Department of Labor sent representatives to Ellis Island to see what could be done to relieve the war congestion. Every case was looked into thoroughly. Many of the cases were very close and those admitted until the end of the war are under some kind of probation arrangement. So far as I knew all but a few of these have made good. Some women and men are brought to the island against whom a case has been framed up by other aliens to obtain their property or business by getting the alien out of the country. Most of the aliens speak no English and the incomplete information of the Inspector is not always confirmed. Many of the cases admitted have been examined by the department directly. Many of these passed on by me were first examined by special boards appointed for the purpose, while in most cases some religious or charitable society

has interceded and given assurances that it would look after the alien and give him another chance. In the 300,000 aliens that have come in during the past two years some mistakes have been made. That is inevitable.

Complaint is made that I have permitted men and women against whom no charge of any kind has been made to be together in a big detention room and on the porch. They also may talk together in a library we have opened and in the dining room. I admit this is true. Heretofore families were broken up. Husbands were kept from their wives. They now see one another during the day. I have recommended the admission of young British, French, and Italian soldiers wounded in the war. I have urged the admission of widows with children who would have gone back to devasted homes to stay. . . .[35]

Because of Bennet's amendment it was necessary to revert again to private contractors for the food concession. Some of the evils which had existed under the previous contract, however, were avoided, according to Howe,

by a new form of contract by which the concessionaire undertook the work on a cost basis plus a 10 per cent contractor's profit in the form of compensation. The contract was for but one year, and at its expiration was renewed on the same terms, except that the contractor's profit was reduced to 7 per cent. This new arrangement has proven far more satisfactory than that which previously prevailed. The food has been greatly improved. It is purchased under Government supervision. Higher wages are paid and shorter hours are provided for the employees of the concessionaire. The charges in the restaurant are moderate, and the relations of the station

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35. New York Times, July 20, 1916. Earlier on April 6, 1916, Howe had signed a new set of regulations governing warrant cases:

1. The detained warrant men will be instructed to keep to their rooms or the men's day detention room; not to traverse the corridors except by way of the men's detention room to meals, and not otherwise; and not to enter the laundry or other rooms where women are detained.

They will be permitted on that part of the balcony to the east of the benches and will be instructed that if they violate this rule and pass this line and mingle with the women, the privilege of using the porch will be taken away from them.

with the concessionaire are on a much more satisfactory basis. Practically no complaints regarding food have been received either from immigrants or patrons of the restaurant since this new form of contract went into effect.[36]

8. Black Tom Explosion

As the Howe-Bennet controversy was at its height,[37] Ellis Island suffered its worst disaster since the burning of the first immigration station in June 1897. Early on the morning of July 30, 1916, there began a series of tremendous explosions (later determined to be the

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35. (Cont.)

2. The same instructions will be given to the warrant women, who are to be moved to room 212. They are permitted on the west side of the balcony, with instructions not to cross to the east end or to mingle with the men.

3. The doors of the corridors are to be kept closed. . . .

4. There is to be no loitering in the corridors. This rule applies not only to warrant cases but to all aliens detained here. Watchmen and matrons are instructed to send both men and women out of all the corridors for meals or some other business.

5. The warrant cases will be advised that continuance of the privileges they are receiving depends upon their good behavior, and these privileges will be taken away from them if they are guilty of any improprieties.

6. Warrant men and warrant women are not to sit together at the tables.

U. S. Congress, House, Committee on Immigration and Naturalization, Ellis Island Immigration Station: Hearings . . . on H. Res. 317 (Washington, 1916), p. 54.

36. "Annual Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, p. 368.

37. Bennet continued to criticize Ellis Island officials for their lax enforcement of the immigration laws and the liberal treatment accorded detained immigrants on Ellis Island. For example, see Conditions at Ellis Island: Hearing Before the Committee on Rules, House of Representatives, Sixty-Fourth Congress, Second Session, on H. Res. 309, Concerning Conditions at Ellis Island Immigration Station, N. Y., February 15, 1917 (Washington, 1917), pp. 1-6.

work of German saboteurs) at Black Tom Wharf, just behind Bedloe's Island and less than a mile from Ellis. The wharf and fourteen barges at the piers of the National Storage Company on Black Tom River, New Jersey, were piled with munitions, powder, and shells being stored preparatory to being towed down the bay and transferred to a Russian ship for transport to Russia. The National Storage Company plant was wrecked, seven nearby warehouses were burned, plate glass was shattered all the way to Times Square, and panic spread throughout New York City. A rising tide and a west wind carried some of the flaming barges over to Ellis Island, where they ignited the seawall cribbing.

The damage and dislocation on Ellis Island caused by the explosion was described at length in the New York Times on July 31. Describing the appearance of Ellis Island as that of a "war-swept town" the article went on to say:

> . . . The main building on the right and the general hospital on left of the ferry slip had every window shattered, and in many cases the frames also had disappeared. The terra cotta roof of the hospital had caved in with the violence of the concussion as if it had been done by a "Jack Johnson," and the lawn and graveled walks in all directions were covered with broken glass, charred wood, cinders, and all kinds of debris blown across from Black Tom Island, a little more than a mile away.
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> The big iron-bound door leading into the main building and the heavy stone portico had been blown in as if with a charge of dynamite. The casement of the two big hall windows over the entrance had been shattered, and the solid heavy castings, weighing fully 2,000 pounds each, were shored up with beams to prevent their collapse, while a notice below warned visitors to use other doors.
>
> The dining room was wrecked, and the windows of the executive offices were all smashed, and in the board room, where hundreds of immigrants have been ordered deported, the heavy window frame fell with a quantity of masonry right across the table that is used by the officials when a special Board of Inquiry is in session. . . .
>
> The Deputy Commissioner went on to say there were 353 immigrants sleeping in the main building, 90 in the general hospital on No. 2 Island, and 39 in the contagious diseases hospital on No. 3 Island, which was nearest to the explosion, and bore the brunt of the concussion.

For more than three hours shrapnel fell on the buildings on the island interspersed with three-inch shells, which dropped from the skies with tedious frequency in unexpected places.

In addition to the total of 482 immigrants in the different buildings there were 125 employees on duty during the night. Two of the nurses and two of the men received slight cuts on the face by falling glass, and two of the patients were cut on the face and hands, but no one on Ellis Island was seriously injured. . . .

When it looked as the buildings might catch fire the 353 immigrants in the main building were ordered to dress and go on board the ferryboat Ellis Island, which conveyed them to the Battery. The boat was made fast there for two hours and then brought the people back to the Immigration Bureau. Four policemen were posted on the dock to see that none of the immigrants attempted to land.

The ninety patients in the general hospital, including the insane cases, were taken out of the building to the lawn at the end of the island facing the Battery and the thirty-nine women and children patients from the contagious diseases hospital were also brought out and placed on the other side of the pier.

Night Superintendent Leonard, who was in the main building when the explosion was heard, saw the flame shoot up at Black Tom Island, and sounded the alarm to the hospitals on No. 2 and No. 3 islands. He also assisted the doctors in getting the immigrants onto the ferryboat Ellis Island. As they marched around to board the boat the shrapnel was falling on the roofs of the buildings like hail, and shells were bursting in all directions, Mr. Leonard said.

After the first few moments of excitement had passed, the 353 aliens, which included Austrians, Germans, Hungarians, Hebrews, Greeks, Italians, Syrians, and other nationalities, behaved in an orderly manner. . . .

James A. Lee, Superintendent of the Contagious Diseases Hospital, with Drs. Carl Ramos, Joseph A. Wilson, Evans Tremble, and James A Farris played the hose on the blazing lighters for two hours before there was sufficient water to permit the fireboat New Yorker to get within reach.

Mr. Lee, who was cut on the nose by flying glass, said that four blazing lighters drifted down to the hospital wall and the staff kept the hose on them until they drifted on toward Communipaw. One sunk a little way from the shore, however. Two other burning barges passed the hospital and grounded in the shallow water 500 feet to the north of Ellis Island.

There was not a window left in the sashes of the Contagious Diseases Hospital, and the five bathrooms were practically turned inside out by the concussion. Taps were wrenched off, pipes twisted like pieces of paper, and the baths lifted bodily from their bars and rivets and turned completely over.

Eleven nurses under the direction of Miss Monahan did great work in getting all the patients safely out of the building and bringing them back again from the garden at 5 o'clock, when the danger was over.

Captain A. B. Fry, engineering chief of the United States public buildings, said yesterday, after an inspection, that he did not think the damage done to Ellis Island would amount to more than $50,000. . . .

"When I reached Ellis Island at 4 A. M., two large lighters, loaded with shells and ammunition, were drifting up with the flood tide on the west side of the main island near the tower house. Both lighters were on fire and on both ammunition was exploding. We got streams turned on to them from the power house, and the lighters were so close that our stokers could not stay at the open doors. An unknown fireboat came up and did great work at a distance of thirteen feet while the fusilade was going on.

"Just after that two other blazing lighters came around the southwest corner of No. 3 island, so close that they set the wooden cribwork on fire. The fire on these two was extinguished by streams from our own plant, and later another fireboat came along and helped in the fight.

"Another barge came in sight, on fire fore and aft, with rifle cartridges exploding continuously, but she cleared the island, passing close enough, however, for the bits of shrapnel to fall on the roofs of the buildings. The tug Marguerite followed the barge and played a hose on the flames until the craft sank." Chief Engineer Fry said that two launches from the Granite State, moored on the upper Manhattan waterfront, manned by thirty men, in command of Lieut. Commander Farwell, formed a patrol around the danger zone and warned numerous sight-seeing and other craft to keep away.

Following a telephone call from Captain Fry, a force of men from the First Battalion New York Naval Militia, under Lieutenant Commander Farwell and Lieutenant William was rushed to Ellis Island, soon after the explosion on Black Tom Island.

Officers of the naval militia are much pleased with the quick response of the organization. Although only fifteen men were needed, fifty were ready to go. Captain Fry's telephone call reached the Granite State, the ship assigned to the naval militia at West Ninety-sixth Street, at 4:15 yesterday morning.

> The men received rifles and twenty rounds of ammunition apiece. Officers and coxswains were equipped with service automatics. Breakfast was served on board the Granite State, and the force left the ship in two naval launches at 5:05 A. M. Although the maximum speed of the launches is supposed to be eight miles an hour, they covered the eight miles to Ellis Island in fifty-five minutes.
>
> The naval militia assisted in roping off the places of danger on the island and guarded the foreigners who were to be deported.[38]

Some years later, Frederick A. Theis, an assistant superintendent at the Ellis Island hospital, reminisced about the events surrounding the Black Tom tragedy, saying "nothing nearer a 'hell on earth' could be imagined." After a watchman informed him of the large fire at Black Tom, Theis noted:

> I got up and looked out of the window at the mounting mass of flames above the four-story brick piers. The whole sky was transformed into an inferno pierced by deafening explosions and the detonation of shells.
>
> The tide was coming in, and a west wind carried the fire toward the barges moored at the Black Tom wharves. Suddenly I saw that the barges, which had been moored by the usual hemp rope, had caught fire and were exploding as they drifted toward Ellis Island. Already the Ellis Island windows had been broken, the doors had been jammed inward, and parts of the roofs had collapsed.
>
> Acting in conjunction with my associates, I hastened to assist in the removal of our insane patients to the tennis courts. We wrapped them in blankets and carried them out into the open air.
>
> When we had them out of doors, they presented one of the most extraordinary spectacles I have ever seen. As the five-inch shells flared over the Island like skyrockets, the poor demented creatures clapped their hands and cheered, laughed and sang and cried, thinking it was a show which had been arranged for their particular amusement.
>
> The immigrants became panicky and were finally loaded upon the ferry and taken to the Barge Office amid scenes of wildest disorder.

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38. New York Times, July 31, 1916.

We thought for a time that the final explosion had occurred. Then we learned that the barges which had floated against the Island and set fire to the sea wall were loaded with munitions. It was then that we who had to care for the patients first realized to what extent our own lives were in danger. Fortunately the heroism of those who manned the tugs of the Lehigh Valley Railroad saved us. They towed the two flaming barges out to sea, where they sank amid concussions which sounded like the end of the world.

While the explosions were taking place over this period of several hours, the Island was becoming a depository for flaming debris. The New York Fire Department was on the Island stretching hose and putting out fires at every hand. It was not safe to permit anyone inside the buildings. Then came the second and most terrific explosion of all. It lasted about fifteen minutes and ended the series.

We bivouacked on the tennis court for the rest of the night, vainly trying to pacify the insane who were disappointed that the show was over. At 7:00 A.M. we cleaned up and returned the patients to the hospital.

The miracle was that no living thing was injured, except a cat--Chief Clerk Sherman's office pet--who was cut by flying glass. The roof had been lifted from the administration building and smashed to smithereens.[39] Only the work of the Lehigh Valley tug boats had saved us.

While various engineers made preliminary estimates ranging up to $150,000 for restoration of the structures on Ellis Island, it was soon found that the fabric, roofs, and ceilings of many of the buildings were badly shaken, thus requiring further expenditures.[40] In June 1917 it was reported that the repairs, which were nearly completed, had cost some $400,000. In the Annual Report of the Commissioner General of Immigration for 1917 it was stated:

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39. Quoted in Corsi, In the Shadow of Liberty, pp. 118-20. Also see "Ellis Island Cool Under Showers of Shrapnel," Survey, XXXVI (August 5, 1916), 486-87.

40. New York Times, August 1, 1916, and U. S. Congress, House, Committee on Appropriations, Estimate of Appropriation for Immigrant Station at Ellis Island, 64th Cong., 1st sess., 1916, H. Doc. 1346.

> . . . Had the explosion occurred at any time other than during the summer months the administration building and the hospitals probably would have been a mass of wreckage; for the buildings were open at the time, which saved them from demolition from the concussion. As it was, an immense amount of damage was done to the station. Walls, ceilings, and foundations were weakened. Windows, casings, and doors were demolished. The roofs and ceilings of the hospitals were weakened, as was the entire vaulted ceiling over the big inspection hall in the main administration building. . . .[41]

9. Internment of Enemy Aliens

After the United States entered World War I in April 1917 the crews of Germany and Austrian ships in the harbors of New York and New London, Connecticut, were seized and transferred to Ellis Island for internment.[42] There were about 1,170 officers and crewmen involved. Because the accommodations at Ellis Island were "suited for only brief detention," the "burden put upon the station through this emergency called for a complete rearrangement of quarters, the shifting of detained aliens to other rooms, and the reorganization of the administration." Because of the number of interned aliens and the necessity of maintaining strict supervision over them, "the entire detention and dormitory quarters in the baggage and dormity building were given over" to that purpose. A detachment of soldiers was detailed by the War Department to act as a military guard on the island, and the ground floor of the building was set

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41. "Annual Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, p. 368.

42. On April 11 the commissioner general of immigration recommended to the assistant secretary of labor that "instructions be telegraphed [to] every officer in charge where either Germans or Austrians are being detained requiring that officers shall be given as nearly as possible the kind of quarters and food that first-class passengers might reasonably expect to receive." Crewmen were "to be regarded as falling under what is commonly called the immigrant class of alien passengers and to be given the best possible quarters and food consequent with being so classified." Instructions were also to be issued that Ellis Island be "made the place at which to concentrate all crewmen taken off vessels in ports including and north of Wilmington, N.C., with the exception of Philadelphia and Boston. . . ." Memorandum for the Assistant Secretary [by the] Commissioner General, April 11, 1917, General Immigration Files, RG 85.

aside as barracks for quartering the soldiers. A stockade was erected around the power house, and "high-power flood lights were placed upon the various buildings."[43]

The living conditions of the captured seamen were hospitable with "idleness and lack of beer" being the "chief drawbacks" to their "happiness." The New York Times reported that the men "were being made as comfortable as possible under the circumstances." It was not "considered advisable to permit them to exercise in the grounds of the Immigration Bureau . . . but there was plenty of room on the roof of the main building and the big porch." The interned officers and seamen were "housed in the main administration building . . . which is a large commodious building with every modern convenience." The steamship officers

> have three very large reception rooms for use during the day, while the seamen, stewards, and others have one very large room occupying the eastern end of the building for that purpose.
>
> In addition there is an immense porch 200 feet long and 150 feet wide, which is open to use by every one upon which the officers and seamen may exercise. There are four large, well-ventilated dormitories with woven wire beds and adequate blankets for every one. In co-operation with the ranking officers of the North German Lloyd and Hamburg-American lines arrangements have been made for meeting such reasonable requests of the interned men as could be granted, such as means of recreation, hours for meals, the purchase of supplies, and other material comforts. Calisthenic classes have been organized by the officers and men for morning and afternoon, while papers, books, games, and other means for whiling away the time have been provided. The food supply is good and adequate and is cooked under proper inspection, all the food served being thoroughly inspected by Government officials. The hours for retiring and rising have been arranged to the satisfaction of the men.
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> The health of the men and women is carefully watched over by the medical officers of the United States Public Health

43. "Annual Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, pp. 368-69.

Service, while any one who is ailing or who is sick is taken to the splendid hospitals upon the island.

There has been no complaint from any of the men detained as to their treatment, except as to the irksomeness of having nothing to do and the desire on the part of some of them for the beverage of their native country, which by act of Congress cannot be sold at Ellis Island. There have been no disturbances, disorders, or controversies of any kind, and the men have all conducted themselves with a full appreciation of the situation, and have co-operated with the Administration whenever asked to do so.

In view of the fact that the station had no knowledge of the work which could be thrown upon it until a few hours before the men were taken into custody, there was an inadequate supply of towels and a shortage of a few blankets the first night, which was immediately remedied. The men are detained under the immigration law, and the general as well as specific orders of Secretary of Labor Wilson have been to show the interned officers and seamen all the consideration which is primarily shown to immigrants landing at the island. In view of the fact that both officers and seamen are thoroughly familiar with the immigration law, with Ellis Island, and with the conditions surrounding the immigration service, they have accepted the situation philosophically and apparently had been expecting some such internment for days before it actually occurred. It has been found necessary to forbid the sending of food and drinks to the island, but the interned men are permitted to receive clothing, underwear, and other conveniences, while mail is sent freely back and forth from the island.[44]

In June 1917 Howe described the treatment of the officers and crewmen, reporting that

little difficulty has been experienced in performing this duty. The interned men are permitted to go out of doors on the playground for certain hours during the day; they have the use of the big out-of-door porch for exercising; and such provision for their comfort as was possible has been made. Concerts and entertainments have been arranged by the Germans; they have organized classes and developed such activities and interests as were possible. Visitors are permitted on Sundays, and where possible during the week, under surveillance.

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44. New York Times, April 15, 1917. Also see Corsi, In the Shadow of Liberty, p. 92.

> About 600 of these aliens have since been removed from Ellis Island to an internment station at Hot Springs, N. C., the number remaining here on July 1 being about 550.[45]

In addition to the officers and crewmen brought to Ellis Island for internment, the Department of Justice placed in the station's custody suspected aliens and spies found throughout the United States and arrested on warrant. These aliens required closer supervision than did the officers and crewmen and were kept under strict surveillance.[46]

Administration of the Ellis Island facilities was complicated by the necessity of segregating the various classes of enemy aliens from the arriving immigrants. According to Assistant Commissioner Byron Uhl there were six classes of alien enemies at the station as of July 3, 1917:

1 - Officers taken from interned ships,
2 - Crew members taken from interned ships,
3 - Germans arriving in the cabin,
4 - Germans arriving in the steerage,
5 - Germans arrested on warrants issued by the Department of Labor, and
6 - Persons sent here by the Department of Justice for safe-keeping and commonly referred to as "Spies."

Uhl observed:

> These are all confined in the Baggage and Dormitory Building, but should not be, and, as to some, cannot be placed in the same quarters. One reason for this is to enable the representative of the Department of Justice to censor their incoming and outgoing mail. As these alien enemies are all males further complication of separating them by sexes has not arisen, but in so far as those held under warrants, and the "spies" are concerned, of course they must be placed in the safest quarters.

Moreover, there were generally eight classes of arriving immigrants on the island:

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45. "Annual Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, p. 369.

46. Ibid.

1. Temporarily detained, cabin and steerage,
2. Those held for Special Inquiry, cabin and steerage,
3. Excluded cases, cabin and steerage, and
4. Those as to whom final action has been deferred, cabin and steerage.

In fact, when the separation of the sexes is considered these comprise more than eight classifications.

There are at the present time 2,000 beds available for sleeping purposes, but it does not follow that we can accommodate 2,000 persons, in view of the necessity of segregating the sexes and the respective classes heretofore referred to. Since the removal to North Carolina of the German officers and some of the crewmen, we have had an average nightly detention here of a thousand, and on some nights the figures have run as high as twelve hundred. Upon this basis we could probably accommodate not to exceed 500 male aliens of a class which could be included with the crewmen here . . .[47]

Commissioner Howe echoed the sentiments of Uhl in June 1918 when he described the complexities of administering Ellis Island with its numerous groups of interned enemy aliens, each of which was required to be kept segregated from the other groups. He observed:

Although the German and Austrian vessels lying in this port were seized by the United States Government during the preceding fiscal year and many of the officers and crew men thereon had been transferred from Ellis Island to Hot Springs, N. C., prior to July 1, 1917, there remained here 623 of these officers and crew men. Of these 593 were transferred to Hot Springs, N. C., 21 were admitted, 4 died, 2 were transferred to the Philadelphia Immigrant Station, 2 were placed in the Dr. Combes sanitarium by reason of insanity, and 1 placed in a sanitarium on account of tuberculosis. Also, 299 alien enemies were arrested upon warrants of the Department of Labor. Of these 227 were admitted after careful investigation, 65 were transferred to the Philadelphia Immigrant Station, 2 were in a sanitarium on account of insanity, 2 were transferred to Hot Springs, N. C., and 3 are still detained at this station.

By reason of lack of suitable accommodations elsewhere the Department of Justice was granted the privilege of detaining at

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47. Uhl to Commissioner General of Immigration, July 3, 1917, General Immigration Files, RG 85.

Ellis Island alien enemies arrested by it. It developed that some of these were also subject to arrest under the immigration law, principally by reason of the fact that they had entered without inspection. There were 22 such aliens subject to the jurisdiction of both departments, 12 of whom were transferred ultimately to Fort Oglethorpe, Ga., 9 were admitted after careful investigation, and 1 was placed in a sanitarium after it had been found that he was insane. Of 484 alien enemies committed to this station by the Department of Justice for temporary detention, 103 were in due time taken to Fort Oglethorpe, Ga., for internment; 40 were transferred to the Mercer County prison at Trenton, N. J.; 7 were transferred to the Tombs Prison in New York City; 162 were ordered discharged by the Department of Justice; 171 were returned to the custody of agents of that department; and 1 still remains at Ellis Island.

Seventeen persons were temporarily detained at the request of the Naval Intelligence Bureau. Of these 1 was transferred to the Mercer County prison, and, after due investigation by the Navy authorities, 16 were released.

Three hundred and thirty-seven persons who, under the terms of the President's proclamation, were suspected of being alien enemies were found among arriving passengers or crews and detained here. Of these it was ascertained that 22 were in fact United States citizens (who were of course, released), 106 were admitted by a board of special inquiry after due examination and the ascertainment that the grounds for their original detention were not founded upon fact, and 209 were excluded. Of those who were excluded, 8 have been deported, 65 were admitted under conditions imposed by the Departments of Justice and Labor, 124 were transferred to the Philadelphia Immigrant Station, 1 reshipped foreign, and 11 are still detained here.

All these alien enemies were, while detained here, in the custody of the immigration authorities and were in some instances very difficult to control. The task of seeing to it that they did not escape and conducted no correspondence or interviews except in accord with the limitations necessary by reason of their status added much to the duties and anxiety of the officers here. They were inspected twice daily by medical officers; it was necessary carefully to examine all packages received for them, and to obtain proper clothing and other necessaries for those who had been arrested and delivered to us with practically no personal effects. Facilities and assistance were furnished the representative of the Department of Justice who censored all mail received for or written by these alien enemies.[48]

48. "Annual Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, pp. 502-03.

As time went on the interned German seamen formed a committee to voice their complaints about such things as the bathing, washing, and sleeping facilities and food at Ellis Island. On July 31 a report of the Committee of Interned German Seamen on Ellis Island was submitted to the Secretary of State by the Department of German Interests of the Legation of Switzerland, formally requesting the alleviation of the "unsatisfactory conditions" under which they were held.[49]

The complaints were referred to the Ellis Island authorities on August 16 and on the 22nd Assistant Commissioner Uhl responded to the charges. He noted:

> They first complain as to the condition of Room 222. As you know, this room was damaged by the Black Tom explosion, and, while the general repairs had been completed to a great extent prior to te seamen being placed in this room, there was some plastering to be done. This was postponed as long as possible in the belief that these seamen would be removed before it was necessary to terminate the contract. The removal did not occur, and, inasmuch as the other work was finished, it became necessary to do this plastering. There was, of course, some dust created, but it was not necessary for the men to remain in this room, there being two others and the large front porch available to them. The weather was so pleasant that there could be no possible objection to the men remaining on the open porch had they so desired.
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> They ask that their sleeping rooms be opened during the day time. Obviously it is necessary to air and clean these rooms, and it is both impracticable and unhygienic to have them used as a lodging place during the entire twenty-four hours. They are not "obliged to lie on the benches from 6 in the morning until 9 at night", but, on the contrary, have access to the large open porch and in the afternoons to the lawn. It is asked that they have permission to go to the lawn in the morning as well as the afternoon, but this is impracticable, as the detained immigrants must have access to the lawn in the mornings, and furthermore the number of Watchmen and armed guards available does not permit of having both groups on the lawn in the morning, particularly as there is inadequate accommodation for both, at the same time keeping them separate. They say that this privilege "is granted in the

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49. Legation of Switzerland to Secretary of State, July 31, 1917 (and enclosures), General Immigration Files, RG 85.

afternoon only when the weather is pleasant." They do not desire to go on the lawn when the weather is not pleasant, and a very large percentage of them fail to avail themselves of this privilege even when it is pleasant.

As to the demand that they be permitted to receive "baggage" which may be forwarded by some method other than mail, I have to report that there were large consignments of all sorts of miscellaneous articles being sent here, often with charges collect, and the transportation companies refused to take them further than the Barge Office. Some of these articles were of a perishable nature. It was found utterly impossible promptly to dispose of these consignments, some of which became a menace to health. It was determined that only such articles as might come by mail could be handled in a satisfactory manner.

They ask to have access to their baggage twice a week. At the present time their quarters, including the sleeping rooms, are full of their personal belongings, and there is really little or no necessity for their being transferred to the Baggage Room to obtain further personal property. This privilege is, nevertheless, accorded them once a week, requires the services of a number of Watchmen for an extended period, and it has been observed that many of those who do go to the Baggage Room do not even open their trunks or hand bags, and apparently make the request merely with a view to adding to the labors of our force.

It is next alleged that "food is insufficient in every way". Enclosed are copies of the menus covering the period from July 1 to 31, inclusive. [See Appendix C for copies of the menus for July 1-4.] I think a perusal of these is a sufficient answer to the allegation. As to the restriction of the food stuffs which they are permitted to receive, I refer to my previous statement that much of the material which was sent them previously was of a perishable nature, had apparently been enroute some time, and its reception brought about a most unsatifactory and unsanitary condition. It was finally decided that smoked bologna, hard boiled eggs, sardines, crackers, condensed milk, coffee and cocoa were the only items of food supplies which we could consistently permit them to receive, and these are sent here in considerable quantities. These men breakfast at about 6 a.m., at about 8:30 prepare coffee or cocoa in their rooms, and a like procedure is followed by them after their dinner and supper meals. In this connection it might not be inappropriate to call attention to the fact that the Government is advocating the conservation of food, and considerable could be effected in this respect by further curtailment of the quantity of food stuffs sent to these enemy aliens, and not needed by them. . . .

As to the request to be allowed to visit sick seamen, I have to inform you that this privilege has been granted upon request, irrespective of the day of the week, at the appropriate visiting hour, except when the sick alien was in a serious condition, in which event the ones selected to visit him are immediately taken to the Hospital.

There are now in the detention rooms about 443 crewmen, approximately 175 less than when the letter of complaint was written, and about one-third of the number originally detained. Certainly there is adequate room and facilities for fresh air and exercise both on the large open porch and on the lawn, but, as previously stated, a considerable number, in fact I think more than fifty percent of those now here, do not avail themselves of the opportunity afforded them, and many of them remain in the detention rooms instead of even going upon the porch. . . .[50]

The detained Germans at Ellis Island again sent a letter of complaint relative to their living conditions on Ellis Island to the Department of Justice in January 1918. Signed by 61 detained Germans the letter stated:

The undersigned detained Germans make you acquainted with the fact, that all of them are living at Ellis Island most unhappily, nearly in despondency.

In order that you may fully understand our situation, we beg to let you know of the conditions, under which we are living.

In consequence of the long detention-all of us having been detained for longer than 4 months, some of us more than 9 months-our clothes are worn out and our money has gone. We have no means any more with which we could lighten our burden or with which we could buy winter or other needful clothing personally.

We are no longer in the position of being able to make up our rations by buying additional food with our own money. The rations served to us are absolutely insufficient. All the cereals, the tea and coffee, and the pudding, which is served to us once in a while, are prepared entirely without sugar. The soups are always without any taste. They are lacking in fat, as they consist of nothing but water, vegetables, salt, and pepper. Often the meat is not eatable, it is always of a bad

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50. Uhl to Commissioner-General of Immigration, August 11, 1917, General Immigration Files, RG 85.

quality and frequently we can taste or smell that it has passed the healthy state, just commencing to have a perishable aroma. The prunes and the applesauce, which are served to us once in a while, are very inferior in quality and taste almost always sour. We have mostly fed on bread and butter, which we consider eatable, although, Gentlemen, the butter is far from being of good quality. Please understand, that we are not complaining about the quantity of the food. It is the quality of it we demand to be better.

As you probably are aware, our quarters are entirely built of stone, dutch tile and floor-stone. Every man in the United States will tell you that Ellis Island was only built for one purpose, that is for temporary detention of immigrants, but not for keeping healthy men interned indefinitely.

Since the first fall of snow our daily recreation of 2 hours on the one half acre courtyard on the island has been stopped. We have averanda [sic] at our disposal, (about 100 by 30 feet), situated alongside of our building, built entirely out of stone and tiles with a heavy concrete roof overhead. It has a very cellarlike appearance. The one open length= and the two open broad= sides cause always a dangerous draughty condition, which has given us colds, which we seem to be unable to get rid of. The poor clothing and the little nourishment of the food make it impossible for many of us to go on this porch. Those gentlemen are obliged to keep to the rooms with its cold stone floors and stonewalls. Some of us, whose names we are willing to give on request, have grown seriously ill, and many of us are going the same way, without doubt, in the near future, if this lack of exercise is not remedied. We have a right to demand fresh air. We want to have a chance to be in the open air under healthful conditions for at least 5 hours a day. If you are unable to create such conditions at Ellis Island, we require to be sent to a camp, where we can be given a chance to work. In this case we should have an opportunity to make our own living and lead a healthful life besides.

At the present time we are even unable to keep clean and to wash our clothes properly. Since several days we are without hot water; how long this will keep up we do not know.

Please inform us why we are not allowed to communicate with our folks at home. As far as we know this is permitted to all other detained Germans and we can not see any reason, why we should be denied this favor.

In view of these conditions we request the Department of Justice to reconsider our cases as far as this can be done and have the rest of us sent to any of the Internment Camps, by these means sparing us further moral and physical suffering.

We trust that the Department of Justice will take immediate steps of bringing about a change in our conditions. We should be sorry if, by not responding to our request, you would force us to get into communication with the International Red Cross of Geneva, Switzerland, and by those means inform our home-country of conditions at Ellis Island.[51]

Commissioner Howe was asked to respond to these charges and on January 24 he commented at length. He observed that:

1. In my opinion the complaint about the food is not justified. It arose partly from the fact that owing to the shortage of sugar I directed a rationing of sugar and a limitation of the amount used. It is no longer placed upon the table for free use by everyone, as was formerly the case. The butter is good. Meat is carefully inspected, is of good quality, and is supervised by the Bureau of Animal Industry of the Department of Agriculture. I have never heard a suggestion from anyone that the meat was not in a healthy state, or that the soups were lacking in substance.

2. The statements about the tiled foors are true. Men do catch cold, or at least they find it very uncomfortable standing or walking on tiled floors all day long.

3. Recreation has been limited since the coming of cold weather. Prior to that time the men were allowed several hours a day in the open court-yard, but at the present time only the big open porch is at their disposal for this purpose. This is built of stone and brick. It is, however, open to all of the alien enemies (including Department of Justice cases on days when the weather is too inclement for them to use for open air exercise the roof above this porch). They are free to use this space at certain appointed times. Or they could organize, as was done in the beginning, classes in setting-up exercises, by means of which they could get adequate exercise. As a matter of fact a large number of the men refuse to go out of doors or to use the play-ground when it is proffered to them. Some of them prefer to remain in the day detention rooms; and - against our protest - insist upon keeping the windows closed, which does not improve the ventilation.

I have made inquiry and find that the percentage of sickness is very low, and that only a relatively small number of men have been in the hospital.

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51. R. C. Harloff et al. to the U. S. Department of Justice, January 5, 1918, and Special Assistant to the Attorney General to Secretary of Labor, January 14, 1918, General Immigration Files, RG 85.

4. It is true that there were days when there was no hot water. This was partly due to the fact that we were installing some new hot water pipes in the buildings; but in addition in the extremely cold weather there was lack of steam, frozen pipes, and parts of the entire station were without hot water for a number of days. That, however, has been corrected.

5. Representatives of the Swiss Legation looking after German interests in this country made an exhaustive inspection of the quarters at Ellis Island assigned to alien enemies; they investigated all of the specific complaints of the Germans; they tested the food; they inspected the dormitories, bath rooms, toilet facilities, and other accommodations at the island. At that time the number of interned Germans here was considerably greater than at the present time. The representatives of the Swiss Legation not only found very little to criticise [sic], but they spoke in rather flattering terms of conditions here. Within the last ten days a representative of the New York Prison Reform Association also visited the station. He spent some hours with the Department of Justice cases. The complaints made to him were of an insignificant nature, and related to some delays in the receipt of letters and telegrams, and the inability to buy certain food and delicasies [sic] and store them in the detention rooms. His report was also one of approval rather than the reverse.

In my opinion these complaints arise almost wholly from the fact that Ellis Island is not suited for long detentions; but the conditions now prevailing would probably be found any place and these enemy aliens far worse provided for if they were in open camp. . . .[52]

In February 1918 "a small-sized riot" occurred at Ellis Island when some of the interns attempted to punish William Marsh, an alien believed to have pro-American sentiments. The military guard was forced "to resort to extreme measures" in quelling the disturbance, "roughly handling" many of the participants. Other than this one altercation there is no documentary evidence that the enemy aliens on Ellis Island were roughly treated by the soldiers despite various complaints that some had been beaten and injured by the military.[53]

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52. Howe to Commissioner General of Immigration, January 24, 1918, General Immigration Files, RG 85.

53. Special Assistant to the Attorney General to the Secretary of Labor, May 31, 1918; Abercrombie to the Attorney General, June 10, 1918; and McKee to Commissioner of Immigration, Ellis Island, June 13, 1918, General Immigration Files, RG 85.

Some years later Howe reminisced in his memoirs about the hysteria directed against the "Hun" in America and how that panic had affected his administration of Ellis Island. He observed:

> . . . Again inspectors, particularly civilian secret-service agents, were given carte blanche to make arrests on suspicion. Again Ellis Island was turned into a prison, and I had to protect men and women from a hue and cry that was but little concerned over guilt or innocence. During these years thousands of Germans, Austrians, and Hungarians were taken without trial from their homes and brought to Ellis Island. Nearly two thousand officers and seamen from sequestered German ships were placed in my care. Many of them had married American wives. They conducted themselves decently and well. They were obedient to discipline. They accepted the situation and they gave practically no trouble. They were typical of the alien enemies the country over that were arrested under the hysteria that was organized and developed into a hate that lingers on to this day.
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> Again I had either to drift with the tide or assume the burden of seeing that as little injustice as possible was done. I realized that under war conditions convincing evidence could not be demanded. I accepted the fact, but not the assumption at "the Hun should be put against the wall and shot." From our entrance into the war until after the armistice my life was a nightmare. My telephone rang constantly with inquiries from persons seeking news of husbands and fathers who had been arrested. On my return home in the evening I would often find awaiting me women in a state of nervous collapse whose husbands had mysteriously disappeared, and who feared that they had been done away with. I furnished them with such information as was possible. On the island I had to stand between the official insistence that the German should be treated as a criminal and the admitted fact that the great majority of them had been arrested by persons with little concern about their innocence or guilt and with but little if any evidence to support the detention.
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> Within a short time I was branded as pro-German. I had to war with the local staff to secure decent treatment for the aliens, and with the army of secret-service agents to prevent the island from being filled with persons against whom some one or other had filed a suspicious inquiry.[54]

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54. Howe, Confessions of a Reformer, pp. 272-73.

Late in the war, on March 21, 1918, the requisitioning of Dutch vessels lying in New York Harbor and other ports by the United States Government brought a flurry of activity to Ellis Island. Although the Dutch personnel were not enemy aliens, their care and processing involved considerable work for Immigration Service officials on the island. Howe described these activities in June 1918:

> When it was determined that the vessels of Dutch registry lying in United State ports were needed for our use in the conduct of the war, the Immigration Service was called upon to care for the personnel of such steamers. There were 46 vessels lying in this port. The Navy took possession of the steamers and the officers of this service registered the officers and crew men and secured for them appropriate hotel accommodations, it being understood that they were to be treated as guests of the Nation until such time as it should become possible to repatriate them, if this were their desire. Some of the vessels in question had been lying in port for months and in the meantime some of the crew members had deserted, others had been admitted, and still others had reshipped on other steamers. At the time the vessels were requisitioned, March 21, 1918, there were 1,590 officers and sailors still aboard. Of these, 41 expressed a desire to abandon their calling, and they were duly inspected and admitted; 142 expressed a desire to continue their calling of seamen and they were permitted to do so, reshipping on other vessels. The crews of vessels taken at other ports, or at least such of them as wished to be repatriated through the port of New York, were ultimately brought here, the aggregate being 2,573 persons. Transportation to China or the Dutch East Indies was arranged by this service for 151; to the Dutch West Indies, 91; and to Holland, 1,651. On April 19, 1918, the Shipping Board took over the matter of the maintenance of the officers and crew men, and during the latter part of May we were notified that it was then in a position to arrange for the repatriation of such officers and crew men as still remained in this country.[55]

10. Immigration Act of 1917

In June 1917 Commissioner Howe reported on the strain that his overburdened work force was facing. He noted:

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55. "Annual Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, p. 501.

> In the past few months this station has been called upon to supply temporary details to other departments of the Government, such as interpreters and inspectors. This, with the increased burden incident to the care of the interned Germans and the more rigorous inspection required by the immigration law, has materially increased the work of the station and has required a considerable increase in the number of inspectors.[56]

Howe's reference to the "more rigorous inspection required by the immigration law" referred to passage of the Immigration Act of 1917 (39 Stat. 874) on February 5. The new law, which remained a basic piece of immigration legislation until 1952, provided for an immigration literacy test, codified provisions for exclusion of 33 different classes of aliens, and required the medical examination of all alien members of arriving ships' crews, thus necessitating the boarding of all merchant vessels whether they carried any passengers or not.[57]

The strain placed on the depleted Ellis Island staff by the internment of enemy aliens at the station and the implementation of the new immigration law was difficult for Commissioner Howe to handle. On June 7, 1917, Howe informed the commissioner general of immigration of the problem and asked for additional inspectors:

> . . . I deem it proper to invite attention to the fact that during the month of May there were 14,239 seamen aboard such vessels as entered this port and were boarded by Immigrant Inspectors . . . our force of inspectors is utterly inadequate to perform the duties required under the new law with its dual inspection and examination of seamen. . . . During the month of May approximately 170 vessels which entered this port were not even boarded. No one is to blame for this, as it was simply a physical impossibility for the available force to reach these vessels, especially as there is great difficulty experienced

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56. "Annual Report of the Commissioner General of Immigration," 1917, in Reports of the Department of Labor, 1917, p. 369.

57. Bennett, American Immigration Policies, pp. 26-28.

in ascertaining what vessels have arrived, due to the care being exercised by responsible Governmental Departments to safeguard the interests of the United States. Furthermore, vessels are arriving by way of City Island, and others go to Newark Bay. Our cutter has travelled more miles daily since the first of May than at any time since she was placed in commission, and the men assigned to Boarding duty have worked long hours.

On primary inspection the work is so delayed by the illiteracy test and the dual inspection that the maximum seems to be about two hundred steerage passengers an hour. In addition, as your records will show, there will be several hundred, if not thousands, of warrants of arrest to serve, or in any event an attempt must be made to serve them, upon aliens who are now in the country in violation of law. Such a matter as this must be handled by experienced men if satisfactory results are to be expected. At the present time only an estimate can be made of what our actual requirements will be in the way of additional employees, but I believe that not less than thirty additional Inspectors should be assigned to the New York Station immediately. Some of the men who are at present temporarily assisting the Department of Justice would be peculiarly useful in this work, by reason of their knowledge of foreign languages, and if appointed Inspectors could act in the capacity of both Inspector and Interpreter. There must be a considerable increase in our number of interpreters, but at the present writing I am not prepared to make even an estimate of how many we will need or the languages which they must speak. If it is possible, without interfering with the work of the Department of Justice, to re-assign to Ellis Island some of the men temporarily transferred to that Department, I shall be glad to submit definite recommendation concerning them. . . .[58]

The examination of ships' crews led to increasing reports of veneral disease. In June 1918 the U. S. Public Health Service reported:

Over 15 per cent of all certificates issued during the year was on account of venereal diseases. This proportion is largely in crews. While the undue prevalence of this disease among seamen generally is well known, its actual demonstration in such considerable numbers emphasizes the public health and economic aspects as well as the social problems surrounding the sailor's

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58. Howe to Commissioner-General Immigration, June 7, 1917, General Immigration Files, RG 85.

life ashore. In order to ascertain more definitely the extent of this disease among seamen, steps were taken, in so far as possible, to examine thoroughly the crews of vessels.

In accordance with a bureau circular, an endeavor is being made also to treat as many cases as possible among seamen from American vessels. For this purpose conferences were had with the medical officer in charge at the marine hospital, and the practice has been established to refer as many alien seamen from American vessels as possible to that institution for care and treatment.

But the problem still exists because the number of patients largely exceeds the available beds, and practically no other institution provides beds for this class of disease.

There are estimated to be constantly present in the port of New York about 5,000 seamen, two-thirds of whom are ashore. Medical inspections and dispensary records indicate the need of greater hospital facilities for this class of the population and for the diseases mentioned.[59]

The difficulties associated with inspection of foreign seamen continued the following year. The Surgeon General observed:

Under existing immigration law foreign seamen are required to be examined on arrival regardless of whether they intend to land in the country or not. As such landing may not be decided upon for an indefinite period after arrival, there is in the meantime opportunity of these seamen acquiring physical and mental defects which it is the purpose of the immigration law to exclude. Furthermore, on account of the large number subject to examination, almost a third of a million during the year, and the irregularity of arrivals, the detection of latent disability is hampered. Practically, the examination of seamen immediately before landing as bonafide immigrants could be made more effective in excluding the unfit.

Out of a total of 1,684 seamen certified for disability, 1,161, or practically 70 per cent, were for venereal diseases. This class of cases will continue in the majority among seamen. The exact percentage is unknown, but the records of the marine hospitals, which have been devoted entirely to the care of American seamen, show that over 22 per cent of all disabilities treated were due to venereal diseases.

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59. Annual Report of the Surgeon General of the Public Health Service, 1918, p. 248.

With a view to determining the number of venereal diseases which may reasonably be detected by special methods, 6,152 seamen were specially examined aboard 182 ships during the year. One hundred and eighty-nine cases of venereal diseases were thus detected. This represents approximately 3 per cent of those examined. A large number of latent infections must remain undetected by any system of examinations that it is practicable to make under present conditions, and in order to care for the acute cases extensive hospital facilities become necessary.

As an aid in providing hospital facilities, arrangements were made by the medical officer in charge of the marine hospital in June, 1918, to set aside additional beds for venereal cases among American seamen who were aliens within the meaning of the immigraion law. These facilities were continued for several months, but discontinued with the onset of the influenza epidemic, the beds being required for acute surgical and medical cases among seamen and war-risk patients.

In addition to the above, facilities were utilized wherever available in the hospitals throughout the city for immigration cases generally. Only two or three institutions, however, would accept persons suffering with venereal diseases.[60]

11. Use of Ellis Island Facilities for Military Hospitals

Both the War and Navy departments desired to use portions of the Ellis Island facilities after the United States entered the war. On February 12, 1918, the New York Times reported that a

> United States Army depot, which is later to be used for receiving German prisoners and sick and wounded American soldiers returning from France, is to be established at Ellis Island. . . . Most of the structures will be taken over by the War Department and facilities for handling ships will be increased. The island will be no longer used as a temporary prison camp for interned Germans and suspected spies. A total of 2,200 German officers and reservists and men of doubtful loyalty have been placed on the island since the beginning of the war, but only 250 are now left there, the others having been released or sent to other internment camps. . . .[61]

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60. Annual Report of the Surgeon General of the Public Health Service, 1919, pp. 165-66.

61. New York Times, February 12, 1918.

Two weeks later, the Times commented further on the military plans for converting Ellis Island into a "great army and navy hospital for the care of 7,000 soldiers and between 3,000 and 5,000 sailors." The reasons for selecting the island for this purpose included the layout of the existing facilities as well as "the benefit of sea air on the recovery of the men, and the advantage of keeping them away from the temptations and excitement to which they would be subjected in cities and in hospitals near army camps." While the facilities had been used as an enemy internment center officials stated "that one of the great drawbacks to the island as a detention camp was the inability to provide recreation or work on the island for the interned men." In the future enemy aliens arrested in the New York City area would be sent to Ellis Island pending arrangements to have them transported to Hot Springs, North Carolina, Fort Oglethorpe, Georgia, or other inland detention camps.[62]

The Department of Labor transferred portions of Ellis Island to the Navy on February 2, 1918, and to the Army on March 1, 1918. The entire baggage and dormitory building, as well as quarters previously used as the railroad ticket office and waiting rooms in the main building were turned over to the Navy. The Army took over all 21 buildings of the Ellis Island hospital on Islands Nos. 2 and 3 and the main inspection hall and special inquiry rooms in the main building. The Immigration Service retained physical control over the entire station, supplying heat, light, power, refrigeration, telephone service, and building maintenance, retaining minimum quarters for its own reduced operations. Primarily, the activites of the Immigration Service on the island for the rest of the war were the housing of aliens held for special inquiry and those waiting to be released to relatives. Those to be detained for long periods were sent to the Philadelphia immigration station.[63]

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62. Ibid., February 24, March 8, 1918.

63. "Annual Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, p. 504, and Kerr to Surgeon-General, June 26, 1918, General Subject File, 2855, RG 90.

On March 2, 1918, Assistant Surgeon General R. H. Creel reported on the general plan of assigning portions of Ellis Island to the War and Navy departments. The plan consisted of four principal points:

> 1. All hospital facilities at Ellis Island have been turned over to the War Department by the Secretary of Labor, and the greater part of the quarters in the administration building have been turned over to the Navy Department, the Department of Labor reserving for immigration purposes all of the quarters assigned to the medical inspection of aliens, with the exception of three rooms at the north end of this section; general office space for the commissioner of immigration and his staff, and dormitory space for the accommodation of about 600 persons.
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> 2. By this readjustment it is contemplated that primary medical inspection of alien crew and passengers alike will be carried out on board ship; all sick aliens to be provided for in hospitals in New York City, at the expense and responsibility of the steamship companies; all certified mental defectives to be cared for at the private sanatorium [sic] in Flushing, except such mental cases as do not require sanatorium [sic] treatment or supervision; all aliens requiring secondary examination and those certified who do not require hospital care to be remanded to Ellis Island to be given either final medical examination or be detained pending deportation.
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> 3. It has been stipulated by the Secretary of Labor that medical officers of the army will receive at the hospital and care for all the sick at present in the hospital, until the immigration authorities make satisfactory arrangements with New York hospitals for the reception of such patients (up to the present date suitable accommodations have not been secured in New York, a number of hospitals stating that their capacity was filled and that they could not receive sick aliens). Furthermore, any detained alien taken ill while in detention at Ellis Island will be taken care of in the Ellis Island hospitals under the supervision of medical officers of the army.
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> 4. The medical officer of the army present at the conference on March 1 stated that attendant Theiss at the general hospital can be taken over and given a commission in the sanitary corps, and that the army further can utilize the services of the personnel attached to the laundry; also those nurses not otherwise provided for by the Public Health Service who would be willing to go into the general army nursing corps.

In view of the plan Creel recommended that a force of ten officers be assigned to boarding duty and that three medical officers and one female acting assistant surgeon be retained on Ellis Island.[64]

One of the major repair projects on Ellis Island after the Black Tom explosion had been the restoration of the damaged ceiling over the great registry room on the second floor of the main building. The new ceiling and floor in this room were completed just in time for its use by the War Department. According to Howe in June 1918:

> In previous reports reference has been made to the damage occasioned by the Black Tom explosion. It was so extensive that some of the repairs were not completed until the past fiscal year, one such item being the ceiling over the main regustry [sic] floor. This ceiling is in the form of a Gustavino arch, and its installation has added so much to the general appearance of this large hall as to make this portion of the station one of the most attractive public institutions in the country. This has been augmented by the very recent completion of a red-tile floor laid to correspond with the pattern of the ceiling. It is indeed fortunate that Congress had appropriated a sum of money for the installation of the floor, as the one now in place is not only attractive but easily cleaned and sanitary and has enabled the War Department--to which this hall with other portions of the station has been loaned--to make use of this large floor for hospital purposes.[65]

The military takeover of Ellis Island facilities caused considerable difficulties for Public Health Service officials. Some of these problems were summarized by the Surgeon General in June 1918:

> The difficulties referred to were due (a) the discontinuance of line inspection work; (b) the making of all inspections aboard ships; (c) taking over by the Army of the immigrant hospitals for military patients, resulting in its curtailment for immigration purposes; (d) the consequent wide distribution of alien patients among New York hospitals.

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64. Creel To Surgeon General, March 1, 1918, General Subject File, 2855, RG 90.

65. "Annual Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, p. 501.

On account of these conditions, the character of the inspection work, and the medical care of aliens have not been as satisfactory as in recent years. Neither facilities or time permitted as thorough examination and continued observation of patients as are desirable in this work.

Since March 8, 1918, practically all inspections of passengers and crews have been made aboard ship. It is impossible under such conditions to conduct as satisfactory examinations as by means of primary line inspection and subsequent consultation.

The practice of having two medical officers examine each certifiable case, therefore, had to be discontinued, except the insanities. This double examination is mentioned in the law, and intended to render insurance doubly sure, but it is doubtful if it does so. Under present conditions the certifying officer assumes the responsibility, and is held strictly accountable. In diagnosing cases he has the advantage of consultation and is urged to avail himself of it. . . .

On March 8, 1918, the immigrant hospital at Ellis Island was requisitioned by the War Department for the reception of military patients. This necessitated the transfer of the majority of the hospital personnel to other Public Health Service stations, including those assigned to the laboratory, which was also transferred, for the time being, to the War Department.

The patients in hospital at the time of the transfer, of which there were 122, were transferred to other institutions as follows: Fifty-one Navy patients, to the Navy; 4 soldiers, to the Army; 15 insane aliens, to a private sanitarium; and 16 trachomatous aliens, to the Manhattan Eye, Ear and Throat Hospital. The remaining number were held at the immigrant hospital pending discharge on account of recovery or other disposition.

Subsequently, arriving aliens requiring observation and treatment have had to be sent to various hospitals throughout New York and Bayonne, N. J. On account of war conditions the facilities of these hospitals has been strained to such an extent that it was impossible for the immigration authorities to secure accommodations for all the alien patients in two or three institutions.[66]

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66. Annual Report of the Surgeon General of the Public Health Service, 1918, pp. 247, 249; "Annual Report of the Commissioner General of Immigration," 1918, in Reports of the Department of Labor, 1918, p. 504; and Kerr to Surgeon General, June 26, 1918, General Subject File, 2855, RG 90. The impact of the military takeover of the Ellis Island hospital complex on the medical examination of immigrants and seamen is more fully treated in "Annual Report, Medical Examination of Immigrants, Ellis Island, New York Harbor, Fiscal Year Ending June 30, 1918," General Subject File, 219, RG 90.

While the Army occupied the hospitals on Islands Nos. 2 and 3 the hospitalized aliens were scattered throughout New York City. In May 1918 it was noted that while only 43 aliens were being held for hospital treatment, they were located in eleven hospitals, thus causing "a considerable dissipation of administrative effort in having medical officers make these examinations at such widely separated points." Mental cases were sent to Doctor Combes' Sanitarium, eye diseases to the Manhattan Eye, Ear & Throat Hospital, and contagious diseases to the Long Island College Hospital. The shortage of physicians for any government activity other than military operations exacerbated the problem of having to visit the hospitals.[67]

By June 1919 aliens were scattered in 28 different hospitals throughout the New York City area. These institutions were:

Bayonne Hospital, New Jersey.
Bellevue Hospital, New York.
Broad Street Hospital, New York.
City Hospital, New York.
Central Islip Hospital, Long Island.
Christ Hospital, New Jersey.
Dr. Towne's Institute, New York.
French Hospital, New York.
Harlem Eye and Ear Hospital, New York.
Jersey City Hospital, New Jersey.
Kingston Avenue, New York.
Kings Park Hospital, New York.
Long Island College Hospital, New York.
Manhattan Eye and Ear Hospital, New York.
Marine Hospital, New York.
Metropolitan Hospital, New York.
Neurological Hospital, New York.
Norwegian Hospital, New York.
New York Hospital, New York.
Rockefeller Institute, New York.
St. Vincent's Hospital, New York.
Sea View Hospital, New York.
Willard Parker, New York.
Ward's Island, New York.

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67. Surgeon General to the Commissioner General, May 23, 1918; Caminetti to Surgeon General, June 21, 1918; and Blue to Chief Medical Officer, June 25, 1918, General Subject File, 219, RG 90.

St. Luke's Hospital, New York.
St. Joseph's Hospital, New York.
Skin and Cancer Hospital, New York.
West Side Dispensary, New York.[68]

Data relative to the operation of the Army hospital established at Ellis Island, known as Debarkation Hospital No. 1, is found in The Right-About, a newspaper published by military personnel for the soldier-patients in the New York City area. The hospital, the first debarkation hospital to be established in the states, was first opened for the purpose of receiving returning patients from American forces overseas and received its first patients, a total of 107, on March 17, 1918. Many of the first patients were "shell-shock cases" and those "who had lost limbs or been otherwise maimed." One Ellis Island official later remembered that it "was horrible to hear them scream and moan." Thereafter, the majority of the sick and wounded brought back from France passed through Ellis Island. By January 1919 the hospital had 1,100 beds, making it the smallest debarkation hospital in the New York City area.[69]

The Right-About printed a number of articles detailing the operation of the hospital on Ellis Island. In January 1919 it was noted that visiting hours were from 2-5 p.m. daily, with boats leaving the Battery for the island at 1:30, 2:30, and 3:30 p.m. At times the hospital was nearly empty as in early 1919 when it was reported that only 200 to 300 patients were left on the island, large numbers having been transferred to Fort Sam Houston, Texas, Camp Pike, Arkansas, Camp Sherman, Ohio, and Camp Dix, New Jersey.[70]

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68. Annual Report of the Surgeon General of the Public Health Service, 1919, p. 166.

69. The Right-About, January 15, 1919, and Corsi, In the Shadow of Liberty, p. 127.

70. The Right-About, January 5, 1919.

A new YMCA Victory Hut was opened in Battery Park in early 1919. The first recreation center for soldiers and sailors in Lower Manhattan, the hut, staffed by seven officials and operated with the volunteer help of 200 women, was "sure to be popular with the Ellis Island crowd."[71]

At one point the Ellis Island hospital claimed the record for receiving numbers of patients. Lieutenant W. H. Seward, in charge of the facility, boasted that the hospital could handle 200 incoming patients per hour. When an incoming patient arrived, he was met at the boat by a corpsman and escorted to the receiving ward. There he was given a physical examination and his field card and clinical record were studied. He was then assigned to a ward, his baggage checked, and interviewed for hospital records data. Obviously, the largest ward in the hospital was that in the great registry room on the second floor of the main building, officially called Ward 34 but often referred to as "the biggest ward in the country." It contained 260 beds and had its own corps of surgeons and ward men and separate adjoining surgical rooms. The imposing room, with its arching ceiling sixty feet above the floor, was described "as well-lighted and ventilated and ideal for convalescents." The ward handled ambulatory, medical, psychopathic, and surgical cases. The ward had its own linen room which normally had an inventory of 1,000 blankets, 1,500 sheets, 800 bath towels, and 500 suits of pajamas. The Red Cross equipped a spacious room adjacent to the ward with books, writing tables and materials, games, and music. Lieutenant P. H. Robinstein was the surgeon in charge and was assisted by Lieutenants M. Hoffman and J. Azzari. During the day eleven corpsmen were on duty, while the night shift had four.

The number of patients at the hospital was constantly changing. On January 18 a total of 207 patients arrived on the USS President Grant.

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71. Ibid., January 22-28, 1919.

These patients were among the last men to leave the Northern Pacific theater. Of the 207 men, 67 were litter or bed patients.[72]

The last week of January 1919 was a hectic one at the hospital. At one point the hospital was filled nearly to its capacity of 1,100, but by the end of the week there were only 200 left, the result of numerous transfers to Army general and base hospitals. The large 260-bed ward in the great registry room had gone from near capacity to only 17 patients within a week's time.[73]

When Embarkation Hospital No. 2 at Secaucus, New Jersey, was closed on February 7, 1919, the Ellis Island facility was made a receiving station for contagious and infectious diseases. Island No. 3, a 19-ward hospital, was converted to a contagious disease station where the 150 cases transferred from Secaucus were treated. Henceforth all contagious cases coming into New York Harbor as well as those already hospitalized at other debarkation hospitals in the area would be sent to the hospital ship General O'Reilly for treatment during the acute stage and later be transferred to Ellis Island for convalescence.[74]

The use of Ellis Island by the War and Navy departments came to a close in 1919, the Navy vacating its quarters on April 1 and the Army withdrawing on June 30. Howe reported on the latter date that:

> On April 1, 1919, the Navy Department vacated quarters which it had occupied at this station from February 1, 1918, and thereafter removed certain equipment which it had installed, including galley, storerooms, etc. The premises were restored to us in excellent condition. . . .
>
> On June 30, 1919, the Army withdrew from the Ellis Island hospitals which had been placed at their disposal on March 1, 1918. On April 1, 1919, they had relinquished that portion of

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72. Ibid.

73. Ibid.

74. Ibid., February 12-18, 1919.

> the main building previously assigned to them. Here also the equipment which had been installed for their use was removed, and the building restored to the satisfaction of the service. . . .[75]

The Army dismantled the hospitals on Islands Nos. 2 and 3 entirely, thus causing the Public Health Service to spend the early part of July in "restoring standing furniture" and "preparing five wards" for the reception of immigrant patients: one male ward, general; one male ward, venereal; one male ward, psychopathic; one female ward, general; and one female ward, psychopathic. The contagious disease hospital was not reopened immediately, because there was an urgent need to provide for several additional wards for venereal disease and an isolation ward for communicable diseases. The Army left "an excellent dental outfit properly installed," thus leading to the recuitment of a dentist to handle emergency dental work on the island.[76]

12. Federal Union Demands for Higher Wages at Ellis Island

By August 1918 the number of federal employees at Ellis Island was 398, and of this number over 300 were members of Federal Employees Union No. 4, Immigration Service Local Branch A of the National Federation of Federal Employees, affiliated with the American Federation of Labor. In that month the union submitted a petition to Samuel J. Gompers, chief clerk of the Department of Labor, requesting substantial salary increases for the work force on the island. The petition, which contained separate statements signed by members of the fifteen trades represented on the island (charwomen, laborers, deckhands, matrons, watchmen, clerks, interpreters, dynamo-tenders,

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75. "Annual Report of the Commissioner General of Immigration," 1919, in Reports of the Department of Labor, 1919, p. 615, and Annual Report of the Surgeon General of the Public Health Service, 1919, p. 166. Also see Caminetti to Surgeon General, June 19, 1919, and Blue to Chief Medical Officer, June 23, 1919, General Subject File, 2855, RG 90.

76. Kerr to Surgeon General, July 9, 22, 1919, General Subject File, 2855, RG 90.

engineers, stenographers, inspectors, carpenters, mechanics, painters, and laundrymen) read:

> To support this petition it is urged that the Department of Labor take into consideration the present high cost of living, the increase amounting to as much as ninety per cent in many cases. Attention is also called to the advance made to civil employees throughout the country, whose wages have generally advanced. In almost every line of trade the workmen or members are able to demand and are receiving wages far in advance of former years. It is also respectfully urged that the various trades at Ellis Island in the Immigration Service are under-paid as compared to the union scale of wages received outside of the Department. These Government salaries were established from twenty (20) to fifty (50) years ago and have long ago become obsolete. . . .
>
> It will be noted that these increases are in conformity with the principles of the American Federation of Labor and the figures officially prepared by the Department of Labor as necessary for the proper support of a family under present conditions of living. The United States Department of Labor states that Sixteen hundred and fifty dollars ($1650.) per annum is the amount required for the maintenance of a family in health and reasonable comfort. Only fifty nine (59) out of three hundred and ninety eight (398) employees at Ellis Island receive Sixteen hundred and fifty dollars ($1650.) or over, per annum (approximately 15% of the entire force.). . . .
>
> Although salaries in numerous cases have been increased to the extent of five or ten dollars per month, this increase is not commensurate with the increased cost of living. We ask that all trades or vocations represented in our service be paid according to the union scale or the prevailing rate of wages where no union scale is established. That the salaries of the lower paid employees be increased to Ten hundred and eighty dollars ($1080.) per annum or in accordance with the provisions of the proposed Nolan Minimum Wage Bill, viz., Three dollars ($3.) per diem, and which has been endorsed by organized labor. The clerks, and stenographers be increased so as to receive a minimum salary of Twelve hundred dollars ($1200.) per annum, and that the said salaries be automatically increased to a maximum of not less than Eighteen hundred dollars ($1800.) per annum, if found competent. . . . That Inspectors under the Immigration Service be increased to receive a minimum salary of Eighteen hundred dollars ($1800.) per annum after the probationary period has expired, and be automatically increased, if found competent, to a maximum of not less than Twenty five hundred dollars ($2500.) per annum.
>
> It is also respectfully urged that while employees in the Immigration Service are compelled to buy and purchase their

meals taken while on duty at unusual hours, that they should be reimbursed for such expenditure the same as other government officials, especially the medical officers with whom the inspectors are most closely associated. . . .

On previous occasions when we have made similar requests as embodied herein through our National organization and in other ways, and when we have asked to have our wages increased to the same amount as the members of similar trades were receiving outside of the Government employ, it was always argued that we receive thirty (30) days annual leave, thirty (30) days sick leave and pay for all holidays. While this is true, it does not help us any, as we are compelled to live during these periods the same as when we are working, therefore an increase is urged not withstanding this allowance.[77]

The petition was not warmly received by Byron H. Uhl, acting commissioner at Ellis Island in the absence of Howe, and thus received little attention by the Department of Labor. Uhl observed to the commissioner general of immigration that

although the statement is made that over 300 employees belong to the Local Union referred to, but a small percentage of that number have signed the petition and have heard that some of those who have not signed refused to do so on the ground that they were well content to let the matter of salaries rest with the Departmental officials and be raised in the proper official manner. The statement that the present Government salaries were established from twenty to fifty years ago and have long ago become obsolete, is refuted by the Department's records of numerous increases in salaries during the past two years. Exception is taken to the inadequacy of allowances made by reason of the high cost of living, but, as so frequently stated by the Bureau, this is a matter of which Congress has taken cognizance and in its wisdom made the allowances in question, and if they be, indeed, inadequate to meet the situation, this is a matter for further Congressional action. The Department has also passed upon the matter of allowing the charge for meals taken while on duty at unusual hours, and has stated that such allowance can not be made legally, under decisions of the Comptroller. Personally I am of the opinion that an allowance of this sort would be equitable, but if it can not be made under

77. Federal Employees Union No. 4, Immigration Service Local Branch A, John F. Mann, President, and Norman M. Stimpson, Secretary, to Samuel J. Gompers, Esq., Chief Clerk of the Department of Labor, August 2, 1918, Chief Clerk's File 16/706, RG 174.

existing law, then further legislation is required. The attempt to nullify the allowance of 30 days annual leave and 30 days sick leave, with pay, by the assertion that employees "are compelled to live during these period the same as when we (they) are working", is rather naive in view of the fact that persons not receiving these privileges are also compelled to live as best they may without salaries or wages during such periods.[78]

13. Ellis Island During the Red Scare

Toward the end of the war the national fear of the "Hun," which had been for a time at the point of hysteria, subsided, only to be replaced by a new hysteria, that being a fear of the "Red." An act was passed by Congress on October 16, 1918, several weeks before the Armistice, taking full recognition of the menace of subversion and making the arrest and deportation of alien anarchists and other radicals much easier. The law introduced the principle of guilt by association and authorized the deportation of any alien simply on grounds of belonging to an organization that advocated revolt or sabotage.[79]

Soon Ellis Island became the principal point of concentration for this class of undesirables. During fiscal year 1919 a total of 245 aliens detained on Ellis Island after being arrested were deported. In addition, 320 aliens were deported through the station as a result of warrant proceedings in other districts. Moreover, the island's law division processed 2,483 cases as part of the "anti-Red" campaign. Of this total there were a

large number of cases brought to the attention of the station by the bureau and outside agencies, falling within the provisions of the act of October 16, 1918, especially those provisions relating to anarchists and persons identified with and believing

78. Uhl to Commissioner General of Immigration, August 17, 1918, Chief Clerk's Files, 16/706, RG 174.

79. Bennett, American Immigration Policies, p. 28; Higham, Strangers in the Land, p. 221; and Howe, Confessions of a Reformer, pp. 266-67, 272-75.

> in anarchistic teachings. Many investigations have been made by inspectors of the law division on its own volition and as a result of information received from outside authorities. Fourteen persons have been deported who admitted being anarchists or being affiliated with anarchistic groups. Many of these cases were decided in the courts by habeas corpus proceedings; while others were disposed of by voluntary acceptance of deportation by the aliens.
>
> As the bureau is aware, a large number of aliens have been brought to this station from inland points for deportation. Many of these have been detained at the Ellis Island Station for a period of time. Several are still in our custody. The delay in deportation of these aliens has been due to proceedings taken by them before the Federal courts under writ of habeas corpus; to appeals by attorneys to the bureau; and more especially to the impossibility of securing transportation to the countries from which the aliens came, or--in a number of cases--accommodations on ships of the line responsible under the law for their return to the country whence they came. In addition, deportations have been impossible to Russia, Poland, Bohemia, Finland, and central Europe; while the shipping to British ports has been so largely utilized for other purposes that only limited facilities were available for deportation. All of the legal obstacles to deportation in these cases have been disposed of by the recent dismissal of the cases by the attorneys for the deportees. But one of the writs was sustained by the courts.[80]

In February 1919 the first group of 54 "Reds," aliens who were mostly members of the Industrial Workers of the World (I.W.W.), arrived at Ellis Island from Seattle, where the I.W.W. had been active in recent labor unrest in the lumber camps, aboard a train derisively dubbed the "Red Special." It was widely assumed that this group would be quickly deported. Of the 54 "Reds," eleven were found to be "members of or affiliated with an organization that advocates or teaches the unlawful destruction of property," while eighteen were found actually "advocating or teaching the unlawful destruction of property." The remainder of the group were declared to be: (1) advocating "the overthrow by force or violence of the government of the United States or of all form of law,"

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80. "Annual Report of the Commissioner General of Immigration," 1919, in Reports of the Department of Labor, 1919, pp. 612-13.

(2) anarchists or to have taught anarchy, (3) "likely to become public charges," or (4) guilty of having committed crimes involving moral turpitude" within five years of entering the United States.[81]

The anti-Red hysteria was further intensified in New York City in March 1919 when the New York City police bomb squad raided the headquarters of the Union of Russian Peasant Workers of America and arrested about 200 men and women. These people allegedly had congregated in "the building that was suspected of being a rendezvous for undesirable elements that came here recently from Russia." Most of the arrested persons were soon released, but three, who "believed absolutely in force and violence" were taken to Ellis Island.[82]

Opposition to the hasty and arbitrary action of the government among some elements of the national press soon caused the Department of Justice to proceed more cautiously and ultimately to shy away from mass deportations. Howe, with the assistance of the Secretary of Labor, instructed the commissioner general that "every alien taken into custody under this Act [of October 16, 1918] shall have his case considered on its own merits before it is finally disposed of." Eventually a number of the Seattle group were released after their cases were reviewed in Washington, and others had a hearing on a mass writ of habeas corpus before Judge Augustus N. Hand in the federal court in New York.[83]

Commissioner Howe, who had been in Europe with President Woodrow Wilson's peace delegation when the "Red Special" arrived, later recorded his bitter observations about this stormy period at Ellis Island.

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81. "The Deportations," Survey, XLI (February 22, 1919), 722-24; "Skimming the Melting-Pot," Literary Digest, LX (March 1, 1919), 16; and New York Times, March 20, 1919.

82. New York Times, March 13, 14, June, 5, 1919.

83. Robert K. Murray, Red Scare: A Study in National Hysteria, 1919-1920 (Minneapolis, 1955), pp. 194-95, and New York Times, March 14, 16, 18, 20, April 2, 1919.

According to his memoirs, the hysterical fear of the "Reds" which swept the nation and of which Ellis Island became a focal point started in

> the State of Washington in the lumber camps, and was directed against members of the I.W.W. organization, which had superseded the more conservative craft unions affiliated with the American Federation of Labor. There was a concerted determination on the part of employees to bring wages back to pre-war conditions and to break the power of organized labor. This movement against alien labor leaders had the support of the Department of Justice. Private detective agencies and strike-breakers acted with assurance that in any outrages they would be supported by the government itself. The press joined in the cry of "Red revolution," and frightened the country with scare head-lines of an army of organized terrorists who were determined to usher in revolution by force. The government borrowed the agent provocateur from old Russia; it turned loose innumerable private spies. For two years we were in a panic of fear over the Red revolutionists, anarchists, and enemies of the Republic who were said to be ready to overthrow the government.
>
> For a third time I had to stand against the current. Men and women were herded into Ellis Island. They were brought under guards and in special trains with instructions to get them away from the country with as little delay as possible. Most of the aliens had been picked up in raids on labor headquarters; they had been given a drum-head trial by an inspector with no chance for defense; they were held incommunicado and often were not permitted to see either friends or attorneys, before being shipped to Ellis Island. In these proceedings the inspector who made the arrest was prosecutor, witness, judge, jailer, and executioner. He was clerk and interpreter as well. This was all the trial the alien could demand under the law. In many instances the inspector hoped that he would be put in charge of his victim for a trip to New York and possibly to Europe at the expense of the government. Backed by the press of his city and by the hue and cry of the pack, he had every inducement to find the alien guilty and arrange for his speedy deportation.
>
> I was advised by the Commissioner-General to mind my own business and carry out orders, no matter what they might be. Yet such obvious injustice was being done that I could not sit quiet. Moreover, I was an appointee of the President, and felt that I owed responsibility to him whose words at least I was exemplifying in my actions. My word carried no weight with my superior officials, who were intoxicated with the prominence they enjoyed and the publicity which they received from the press. The bureaucratic organization at the island was happy in the punishing power which all jailers enjoy, and resented any interference on behalf of its victims. Members of Congress

were swept from their moorings by an organized business propaganda, and demanded that I be dismissed because I refused to railroad aliens to boats made ready for their deportation. I took the position from which I would not be driven, that the alien should not be held incommunicado, and should enjoy the right of a writ of habeas corpus in the United States courts, which was the only semblance of legal proceedings open to him under the law.

In maintaining this position I had to quarrel with my superiors and the official force at the island. I faced a continuous barrage from members of Congress, from the press, from business organizations, and prosecuting attorneys. Yet day by day aliens, many of whom had been held in prison for months, came before the court; and the judge, after examining the testimony, unwillingly informed the immigration authorities that there was not a scintilla of evidence to support the arrest. For in deportation cases it is not necessary to provide a preponderance of testimony, or to convince the court of the justice of the charge; all that the government needs to support its case is a "scintilla" of evidence, which may be any kind of evidence at all. If there is a bit of evidence, no matter how negligible it may be, the order of deportation must be affirmed.

Again the pack was unleashed. No one took the trouble to ascertain the facts. The press carried stories to the effect that I had released hundreds of persons ordered deported. I had released aliens, but in each case I had been ordered to do so by the courts or the bureau. I had observed the law when organized hysteria demanded that it be swept aside. I had seen to it that men and women enjoyed their legal rights, but evidently this was the worst offense I could have committed. . . .[84]

When Howe returned to the United States during the summer of 1919, he found that there were numerous calls for his resignation.[85] Increasingly he found himself in constant conflict with the commissioner general of immigration who was cooperating with the Department of Justice in a policy of swift and wholesale deportation of radical aliens and with members of his staff over the handling of the radical aliens and deportation policy in general. After a stormy interview with the commissioner general in early September 1919, he resigned "in a state of bitterness" from his position. In his memoirs, he stated:

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84. Howe, Confessions of a Reformer, pp. 273-76.

85. For example, see Congressional Record, LVIII, Pt. 2, pp. 1,522-25.

> The next day I sent for my personal correspondence. I gathered together records of aliens and personal-interest stories that I had been collecting for five years, and which I had planned to use in a book. I sent for a porter, and together we carried them to the engine-room, where I consigned them to the flames. . . .
>
> When I stepped from the ferry-boat in New York I felt that I was through with politics. I had seen the government at close range, with its mask off; it existed for itself and for hidden men behind it, as the realists in Paris had said. It was as dangerous to the innocent as to the guilty. It was frankly doing the bidding of business.

As he looked back on the war years at Ellis Island, he noted his disillusionment:

> The administration of Ellis Island was confused by by-products of the war. The three islands, isolated in New York harbor and capable of accommodating several thousand people, were demanded by the War Department and Navy Department for emergency purposes. They were admirably situated as a place of detention for war suspects. The Department of Justice and hastily organized espionage agencies made them a dumping-ground of aliens under suspicion, while the Bureau of Immigration launched a crusade against one type of immigrant after another, and brought them to Ellis Island for deportation. No one was concerned over our facilities for caring for the warring groups deposited upon us. The buildings were unsuited for permanent residence; the floors were of cement, the corridors were chill, the islands were storm-swept, and soon the ordinary functions of the island became submerged in war activities. Eighteen hundred Germans were dumped on us at three o'clock one morning, following the sequestration of the German ships lying in New York harbor. The sailors had been promised certain privileges, including their beer, which was forbidden by law on the Island. Several hundred nurses were detained for their training prior to embarkation; each day brought a contingent of German, Hungarian, Austrian suspects, while incoming trains from the West added quotas of immoral men and women, prostitutes, procurers, and alleged white-slavers arrested under the hue and cry started early in the war, with the passage of the Mann White Slave Act and the hysterical propaganda that was carried on by moralistic agencies all over the country.
>
> I was the custodian of all these groups. Each group had to be isolated. I became a jailer instead of a commissioner of immigration; a jailer not of convicted offenders but of suspected persons who had been arrested and railroaded to Ellis Island as

the most available dumping-ground under the successive waves of hysteria which swept the country.

In the conflict with concessionaires I was sustained by the conviction that I was right. I was fortified with evidence and could face the department, committees of Congress, or the public in my fight to clean up the island. In the case of the thousands of suspects I was merely a custodian; those aliens that had been tried at all, had been tried by drum-head court martials, and such evidence as there might be was not on the island. The justice or injustice of their conviction was no affair of mine; I had no authority to examine the evidence, to concern myself with their stories, to do other than carry out orders, which were to deport aliens when directed to do so, quite irrespective of their guilt. But the testimony on which men and women were held was so flimsy, so emotional, so unlegal in procedure that my judicial sense revolted against the orders which I received. I quarrelled with the Commissioner-General of Immigration, who was working hand in glove with the Department of Justice; I harassed the Secretary of Labor with protests against the injustice that was being done. I refused to believe that we were a hysterical people; that civil liberties should be thrown to the winds. But in this struggle there was no one to lean on; there was no support from Washington, no interest on the part of the press. The whole country was swept by emotional excesses that followed one another with confusing swiftness from 1916 to 1920.

As I look back over these years, my outstanding memories are not of the immigrant. They are rather of my own people. Things that were done forced one almost to despair of the mind, to distrust the political state. Shreds were left of our courage, our reverence. The Department of Justice, the Department of Labor, and Congress not only failed to protest against hysteria, they encouraged these excesses; the state not only abandoned the liberty which it should have protected, it lent itself to the stamping out of individualism and freedom. It used the agent provocateur, it permitted private agencies to usurp government powers, turned over the administration of justice to detective agencies, card-indexed liberals and progressives. It became frankly an agency of employing and business interests at a time when humanity--the masses, the poor--were making the supreme sacrifice of their lives. . . .

I found that we were lawless, emotional, given to mob action. We cared little for freedom of conscience, for the rights of men to their opinions. Government was a convenience of business. Discussion of war profiteers was not to be permitted. The Department of Justice lent itself to the suppression of those who felt that war should involve equal sacrifice. Civil liberties were under the ban. Their subversion was not, however, an isolated thing, it was an incident in the ascendancy of business privileges and profits acquired during the war--an ascendancy that could not bear scrutiny or brook the

free discussion which is the only safe basis of orderly popular government.[86]

In November 1919 the House Committee on Immigration and Naturalization held hearings at Ellis Island to investigate the administration of Howe and the conditions on Ellis Island. During the hearings a report which had been submitted to the Speaker of the House of Representatives by the Secretary of Labor on November 19 was released and made a part of the record. The document, detailing the number of arrests on deportation warrants that were handled at Ellis Island, read:

> . . . I have the honor to report that since the taking effect of the immigration act of February 5, 1917, warrants of arrest have issued for 453 aliens under the provisions of section 19 of that act, on the ground that they were anarchists, were advocating or teaching anarchy, the unlawful destruction of property, the overthrow by force or violence of the Government of the United States, or members of other classes named in the said section.
>
> And in response to paragraph (b) of the resolution, that since the passage of the act of October 16, 1918, and to November 1, 1919, 244 aliens have been arrested under the provisions of this act.
>
> From an inspection of the records it appears that up to November 1, 1919, 697 warrants of arrest have been issued by the department under the provisions of the two acts of Congress.
>
> Of the aliens taken into custody under such warrants, 60 have been deported on the following charges:
>
> | | |
> |---|---|
> | Found advocating or teaching the unlawful destruction of property | 22 |
> | Anarchist | 17 |
> | Found advocating or teaching anarchy, etc | 13 |
> | Member of or affiliated with an organization that entertains a belief in the overthrow by force or violence of the Government of the United States | 3 |
> | Likely to become a public charge at time of entry into the United States | 2 |
> | Person who disbelieves in all organized government | 1 |
> | Advocates the overthrow by force or violence of the Government of the United States | 1 |
> | Convicted of crime involving moral turpitude prior to entry | 1 |

86. Howe, Confessions of a Reformer, pp. 266-67, 276-77, 327-28.

The above figures include two repatriated enemy aliens, one alien who was permitted by the department to depart voluntarily from the country, and one who was allowed to reship foreign as a seaman.

In addition to the above, there are now 88 aliens of the anarchistic classes in whose cases orders of deportation have been made, and whose removal from the country has not been possible owing to war conditions, lack of transportation, and like causes. Forty-nine of these aliens are released on bond, 17 are held in jails awaiting deportation, serving penal sentences, or interned at military camps, 11 are held at immigration stations, 6 are fugitives from justice, 2 are inmates of insane asylums, and 1 agreed to depart from the United States of his own volition.

One hundred and sixty-six aliens have been released either on bond or on their own recognizance pending final determination of their cases. In these the evidence, as then presented, was, in the judgment of the department, insufficient to warrant deportation, but owing to the facts in each case, and in some of the cases the possibility of securing new evidence, in addition to that then presented, the action stated was taken.

In 162 cases of aliens arrested under the anarchistic provisions of law warrants of arrest were canceled by the department and proceedings discontinued for the following reasons: Evidence insufficient to sustain warrant charges, 100; United States citizenship proved, 35; enemy aliens who were repatriated before service of warrants, 7; deaths, 7; inability to locate aliens for purpose of taking them into custody, after holding warrants for one year or more, 7; good conduct after probationary period, 1; joined Army during war; 1; left United States before service of warrants, 3; became insane before establishment of anarchistic charges and not subject to deportation on insanity ground, 1.

On November 1, 1919, the cases of 94 aliens were pending before the Bureau of Immigration and the department, and 23 cases were awaiting the receipt of hearings from field offices, records of supplemental examinations, etc. In 47 cases warrants of arrest had been served, but hearings had not yet been conducted, the majority of these being cases of aliens who are serving penal sentences.

In five cases, the aliens concerned have been discharged by the courts in habeas corpus proceedings.

In 52 cases warrants of arrest have not been served, 40 of these being warrants issued under the act of 1917 and 12 issued under the act of 1918. The greater number of the

> warrants in this class were issued for aliens whose names appeared upon the subscription lists of the Gronaca Sovversiva, an anarchist paper formerly published in Lynn, Mass., who could not be located. The proprietor of this paper and his principal associates have been deported.
>
> It has not been possible at any time since the armistice to make deportations to Germany, Austria, the Balkan Nations, Russia, Turkey, and other countries on account of war conditions generally, civil war or other internal disturbances in some of the countries named, and lack of transportation facilities due to these conditions covering all. The securing of a Government vessel to transfer deportees has been considered a number of times during the last year, but as there were not a sufficient number to be taken to any one port in a country to which deportations could occur, this plan was not carried out.[87]

During the hearings ex-Commissioner Howe bore most of the blame for the fact that only 60 of the 697 aliens arrested and sent to Ellis Island for deportation since early 1919 had actually been deported. Moreover, numerous other charges, many of which were proven to be unsubstantiated, were brought against him: he had received friendly letters from Emma Goldman, an anarchist, and other agitators; he had allowed immorality and gambling to exist; the island had tended to become a forum for the preaching of Bolshevism and the circulation of Red literature; women held for morals charges had been allowed unwarranted freedom; he had interceded on behalf of a large number of radicals; and he was responsible for delaying the deportation and releasing a large number of subversives on parole. There seemed to be widespread agreement in the press that the hearings had uncovered "many sins of both omission and commission," and the editor the The Cleveland News offered the lurid description of Ellis Island under Howe as

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87. Conditions at Ellis Island: Hearings Before the Committee on Immigration and Naturalization, House of Representatives, Sixty-Sixth Congress, First Session, November 24, 26, 28, 1919 (Washington, 1920), pp. 29-30. Further hearings on the same subject were held in Washington in March and April 1920. Administration of Immigration Laws: Hearings Before The Committee on Immigration and Naturalization, House of Representatives, Sixty-Sixth Congress, Second Session, March 30 and 31 and April 6, 1920 (Washington, 1920). Also see New York Times, November 24, 1919.

> a government institution turned into a Socialist hall, a spouting-ground for Red revolutionists, a Monte Carlo for foreigners only, a club where Europe's offscourings are entertained at American expense and given the impression that government officials are subject to their impudent orders, a place where the inspection of immigrants required by law is made a mere pretense even when immigration is lightest, a place of deceit and sham to which foreign *mischief-makers* are sent temporarily to make the public think the Government is courageously deporting them. . . .

When Howe demanded the right to present testimony in his own defense to the committee, and to cross-examine witnesses, he was ejected from the hearings.[88]

More mass arrests of alien radicals began in November 1919, under the leadership of Attorney General A. Mitchell Palmer, and Ellis Island was soon filled with them. For the next several months it was primarily a detention and deportation center, though immigration also was beginning to revive. With Howe's departure, Acting Commissioner Uhl cooperated with the commissioner general and the Department of Justice in speeding deportations.

The tensions at Ellis Island became intense in this atmosphere of distrust and recrimination. On November 25 some 73 radical aliens detained in Rooms 203 and 210 of the baggage and dormitory building went on a hunger strike and sent the following ultimatum to the House Committee on Immigration and Naturalization then holding hearings on the island:

> Gentlemen:--Whereas we, inmates of Room 203, having been subjected at the time of our arrest to cruel beatings and insults on the part of the agents of the Government of the United States which permitted such an outrage;
>
> Whereas, we have received a formal slap in the face from the Commissioner of the Island, a certain Mr. Uhl, who broke a

88. "Ellis Island's Gates Ajar," Literary Digest, LXIII (December 13, 1919), 17-18, and New York Times, November 25, 27, 1919.

promise given to us by the Commissioner to the effect that the barriers that had been lately placed between us and our friends and relatives would be removed;

We, the undersigned, declare that we are:

Resolved, That so long as we hold dear our inalienable rights to press to our breasts our children and relatives when they come to visit us; so long as a wire net barrier placed between us and our visitors shall remain at the time of our visit; so long as our comrades held in Room 210 shall have not been transferred to Room 203--until then we refuse to go to hearings, and we declare a hunger strike to start at 8:30 o'clock, Tuesday's breakfast hour, Nov. 30, 1919. Results of the strike, whatever they may be, whatever victims or loss in health, all shall fall upon the head of the administration of the island.[89]

Perhaps the most notorious event to occur at Ellis Island during the Red Scare took place in December 1919 when the army transport Buford sailed from New York to Russia (via Finland since Russia was still under British blockade). Popularly dubbed the "Soviet Ark," the Buford left Ellis Island on the 21st amid great applause and hysterical headlines in the national press. On December 20 the New York Times reported:

With scores of Bolsheviki, anarchists, I. W. W.'s and other men and women of extreme radical tendencies arriving here every day from all parts of the country, New York, it was said yesterday, has more dangerous Reds, awaiting deportation or in custody pending legal proceedings, than ever have been assembled here. No information could be obtained at Ellis Island yesterday regarding the exact sailing date of the first ship carrying deported radicals, but it was stated that enough of such persons are now at the island to make certain that the ship would probably weigh anchor this evening or tomorrow.

The island colony, of which Emma Goldman and Alexander Berkman are the best known members, will be augmented today by three more trainloads of Reds, numbering more than one hundred, coming from Pittsburgh, Buffalo, and Philadelphia respectively.

War time censorship has shut down on happenings at Ellis Island to such an extent that newspapermen were told

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89. New York Times, November 26, 1919.

yesterday that officials there were "too busy" to admit them, even to cross on the ferry. Every package and letter that comes to the island addressed to any of the prisoners there is opened and carefully scrutinized.

There are sixty-six Reds on the island for whom deportation warrants have already been issued. In addition there are sixty-nine more for whom warrants from Washington are expected this morning. To this number will be added a large proportion of the radicals coming today, and it is believed when the ship sails she will carry about 250 men and women who have been judged undesirable.

In addition to the Reds already on the island or on their way thither, it was stated that about 350 more are in jails in various States awaiting transportation to this city and thence to Europe. It has been decided that no men with immediate families shall be deported immediately. Such persons will be held up for awhile at the island until their dependents can be brought there and deported with them.[90]

On board the Buford were 249 deportees, including three women, and a strong guard of soldiers consisting of a colonel, lieutenant-colonel, four lieutenants, and 58 enlisted men supplied by the War Department. According to Robert K. Murray in his Red Scare: A Study in National Hysteria, 1919-1920:

. . . Of the passengers, 199 had been apprehended in the November raids and were members of the Union of Russian Workers; 43 were anarchists whose deportation had previously been directed; and the remaining 7 were public charges, criminals, or misfits. Twelve of the men on board left behind wives and children, who earlier had attempted to break through the Ellis Island ferry gates in a vain attempt to join their fathers and husbands--an action which had been reported by the press with such ridiculous headlines as "REDS STORM FERRY GATES TO FREE PALS."

Of the 249 who were deported, the vast majority had never participated in any terroristic action nor did they have any criminal record. Their belief in theoretical anarchism, rather than their actions, had made them subject to expulsion. . . .[91]

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90. Ibid., December 20, 1919.

91. Murray, Red Scare, p. 207. Also see New York Times, December 22, 1919, and Louis F. Post, The Deportations Delirium of Nineteen-Twenty: A Personal Narrative of and Historic Official Experience (Chicago, 1923), pp. 6-7.

The injustices surrounding the Buford episode have been detailed in several works. Emma Goldman, one of the most notorious members of the deportees, later described some of the events of the Buford trip which Edward Corsi, commissioner at Ellis Island in the early 1930s, recorded in his In the Shadow of Liberty:

> On the night we were taken away I was writing a pamphlet on deportation at 2:00 A.M. I did not dream that we would be going for several days. In fact, I had spoken with Superintendent Baker and others, telling them that we would like to know a day or two before our deportations in order that we might send for our clothes and personal belongings. You see--many of us had been jerked up wherever we were found, and not permitted to communicate in any manner with our relatives until after we reached the Island.
>
> Many of the poor working men were taken in their work clothes without so much as a chance to get changes of underwear, and not even at the last were they permitted to remove their savings from savings banks. I believe the savings of the entire lot amounted to something like sixty thousand dollars.
>
> As I said, I was writing the pamphlet when a rap sounded on my door. It was one of the coldest nights of the year. I hurriedly hid the manuscript I was working upon and went to the door.
>
> An official said: "Get your things together--you're being taken to the deportation boat!"
>
> Those who were sleeping were pulled from their beds. We were marched between two long lines of soldiers with loaded guns to the cutter. We had to stand in the freezing cold. When two hours had elapsed we reached the Buford. Two hours later we were heading out to sea, and none of us knew where we were being taken.
>
> Everyone was ill from the cold. Some had fever. Some even had grippe. . . .
>
> We reached Finland without knowing where we were, having crossed the Baltic sea which was still underlain with German mines. We were placed in sealed cars in a Finnish train, each door manned by a guard, just as Trotsky went through Germany.
>
> Perhaps this was because the deportees organized a strike on ship because of the food. The strike had been settled by allowing our own bakers, etc., to do the work. To cap it all,

the guards looted the train before we got out of Finland and took most of our personal belongings.[92]

Louis F. Post, Assistant Secretary of Labor from 1913 to 1921, recorded some of his reminiscences of the Buford affair in his The Deportations Delirium of Nineteen-Twenty:

> The conduct, however, of the administrative officials in lawful control was for the most part humane. From this considerate policy which Secretary [William B.] Wilson had ordered there was but one serious variation. The wives and young children of some of the deportees were cruelly left behind. To their consequent suffering, and quite irrespective of such mental anguish as the bewildered husbands and fathers may have endured, only a hard-boiled alien-hater could be indifferent.
>
> None of this was Secretary Wilson's fault. He had no funds for sending their families along with the deportees, for Congress negligently leaves the families of deported aliens in the plight of families of convicted criminals--and this notwithstanding the legal commonplace that alien deportees are not convicted criminals. So Mr. Wilson directed that no deportee having wife or child in this country be placed on board the "Buford." His instructions were observed and obeyed at all the Immigration Stations but one. This was the station at Ellis Island, New York. If they reached that station they were either overlooked or disobeyed. Consequently there were many pathetic instances of family separation.
>
> Notice of only a few hours was given to the impounded deportees at Ellis Island that their voyage was about to begin. They had no opportunity to notify any one; and not until the "Buford" was far out at sea were their relatives or friends or even the lawyers of those who had lawyers aware of any intention to deport them at that or any other approximate time. It is not strange, therefore, that the deportations seemed to bereaved families left behind, and to their friends, to have been vicious kidnappings instead of regular, even if harsh, administrative proceedings according to law.
>
> Most of the women whose husbands were thus secretly shipped away from them were dependent upon their husbands for support. Some had saved, out of scant wages for hard work, a little money "against a rainy day"; but the money of all was beyond their reach, mostly in postal-savings or bank

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92. Corsi, In the Shadow of Liberty, pp. 198-200.

accounts subject to their husbands' drafts or in the form of unpaid wages. Many had sold their household goods, expecting to go along with their husbands. Some had small children to care for. Most of them were in abject want.[93]

Meanwhile, now that peacetime conditions were again prevailing, immigrants were streaming into Ellis Island, causing serious congestion and delaying further concentration of "Reds" in the island's detention facilities. The New York Times reported on December 28:

> Immigration officials said yesterday that so many aliens are arriving from Europe and so many are being detained at Ellis Island for further examination that it is doubtful whether there would be any accommodation much longer for the concentration of anarchists to be deported to Russia. Since Christmas morning, the officials said, 8,000 immigrants had landed there, and 1,150 were detained at the island for special inquiry as to whether they were fitted for admission to this country.
>
> The staff at the Immigration Bureau was not able to handle any more, it was said, and the "Reds" detained in Detroit, Hartford and other cities awaiting deportation probably will be kept there until the second "Soviet ark" is ready to sail. There are only twenty-four anarchists at Ellis Island now.[94]

The following day the newspaper reported:

> On account of the congestion at Ellis Island and lack of staff to look after the detained immigrants a number of fresh arrivals are being kept on the ships. This refers to the aliens who have not given satisfactory replies at the preliminary examination by the Immigration Inspectors and have been ordered to be held for a second inquiry into their case.
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> Out of 1,880 aliens who arrived in the steerage on the Babre liner Patria from Italian ports five days ago, 733 were

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93. Post, Deportations Delirium, pp. 4-6.

94. New York Times, December 28, 1919. Also see "Immigrants Coming Again," Literary Digest, LXXXI (June 5, 1920), 32; "The New Tide of Immigration," New York Times Current History, XII (July 1920), 704-06; and "Cool Greetings to our Immigrants," Literary Digest, LXVII (October 9, 1920), 18-19.

detained, the officials have not had time to give the second hearing to these people. A number of their relatives stood in line yesterday at the Barge office ready to go to Ellis Island to testify for the newcomers to the country and were told to come back today. Many of them had come from long journeys in various parts of the country and were much upset when they could get no news from the Government bureau about their kin.

The Italian liner Giuseppe Verdi had 700 of her 1,850 steerage passengers detained on board, as there was no room for them at Ellis Island over Christmas, and the company had to keep a force of special police to prevent the Italians and Greeks forcing an entrance to Pier B, Jersey City, where she was docked to see their relatives and friends. The Cunarder Mauretania and the Italian Liners Europa and Taomina had also to keep a number of immigrants on board, who were ordered detained for further examinations.[95]

In January 1920 Ellis Island again filled up with arrested radical alien suspects, the result of raids in many cities on the headquarters and affiliated organizations of the newly-formed Communist and Communist Labor parties. Nationwide, arrests exceeded 5,000, many without warrants and nearly 3,000 were held in detention.[96] On January 4 the New York Times reported:

With 500 foreign-born members of the Communist Party on Ellis Island at midnight and more than 2,500 others held elsewhere for deportation, the torch of the Red revolution in American burned low last night. . . .

One hundred and sixty-one Reds, including twenty women, had been sent from the city to Ellis Island up to yesterday afternoon. More than 100 were taken to the island from Newark, Jersey City, and other places in New Jersey, while a trainload of 120 from Trenton and other New Jersey towns arrived in the evening for transportation to the island.

Additional arrests in this city and New Jersey, together with a number of Reds on the island before the raids were

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95. New York Times, December 29, 1919.

96. Murray, Red Scare, pp. 214-16.

made, were expected to bring the total of Red prisoners at the immigrant station to 500 before this morning.

Forty guards were posted on the island to prevent escapes or demonstrations by the prisoners. Relatives and friends of the Reds swarmed at the Barge Office to this city, from which they were ferried to the island, and to police stations in this city and New Jersey.

Immigration officials at Ellis Island were enlisted to help conduct the deportation hearings so as to expedite the cases.[97]

The Ellis Island detention facilities were overcrowded by this large influx of arrested aliens. On January 6 the New York Times reported:

With thousands of its foes back of the bars, the Government yesterday entered into the second phase of the campaign against radicals by convening a Special Board of Inquiry on Ellis Island and beginning deportation hearings. The next step will be the dispatch of another "Soviet Ark," probably the army transport Kilpatrick now at the Brooklyn pier, in the wake of the Buford.

The War Department action in designating Camp Upton as a concentration camp for Reds pending disposition of their cases came just in time according to Byron Uhl, Acting Commissioner of Immigration, who said he faced serious overcrowding with about 1,200 radicals scheduled to arrive in his bailiwick from all parts of the country.

The 441 radicals then in detention on the island were located on the third floor of the baggage and dormitory building. The center of the room, according to the New York Times, was

taken up with three tiers of beds. They are steel lattice in construction, and the bedding is regular army stuff, with plenty of blankets.

Across the hall are the two large rooms where the 401 men nabbed in Friday's raids are awaiting the outcome. The

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97. New York Times, January 4, 1920. Also see Post, Deportations Delirium, pp. 104-09.

quarters are spotless, and there are so many windows that artificial light is unnecessary. There has not been a single complaint about quarters or treatment by any of the Reds since they arrived. They are even permitted to smoke. Just as the visitor came into the first of the so-called "detention rooms" yesterday about fifty of the prisoners had just gathered for a meeting. . . . In the next room . . . were the rest of the Reds, also holding a meeting.

Down a quiet corridor . . . was found the room set apart for the forty women. When the door opened they were grouped around a table, apparently playing some game. . . . Somebody had donated a lot of vividly colored sweaters to the prisoners. All of the prisoners received some sort of gift yesterday, bundles and boxes arriving in great number. All of the contributions . . . had been forwarded through M. E. Fitzgerald of 857 Broadway who is charge of relieving the plight of "political prisoners."[98]

The worst excesses of the Red Scare began to wane in early February, the result of liberal protest by a variety of church, social, and legal organizations and the responsible actions of Secretary of Labor Wilson and Assistant Secretary Post. By February 15 the "Red" population at Ellis Island had been reduced from a high of 515 to about 100. Rose Weiss, an attorney representing the 100 remaining detainees observed:

more than 300 [cases] have already been disposed of. These cases, however, are dragging rather slowly and monotonously. Some of the prisoners over at the island are women who really

98. New York Times, January 6, 1920. The American Women's Committee charged on February 1 that the detained Reds on Ellis Island were not getting proper medical treatment, that five of them had died, and that one had died and been buried before his relatives were notified. These charges were later proven to be inaccurate. The committee was more accurate when it informed the Senate that there were "about seventy-five heads of families still detained at Ellis Island and that the suffering among the wives and children, deprived of the bread-winner in the dead of Winter, is beyond words." Ibid., February 2, 1920. Other charges of unsanitary conditions, improper diets, and foul living conditions were also found to be inaccurate. See Memorandum for Acting Secretary of Labor, J. W. Kerr, January 25, 1920, and Memorandum for the Secretary, John W. Abercrombie, January 31, 1920, General Immigration Files, RG 85.

> don't know the meaning of the words anarchy and revolution. When they are asked about such words by the immigration inspectors, sitting as judges, these women and many of the men throw up their hands and say they never heard the expressions before. It is easier for us to get them out on bail now than formerly because the authorities in Washington have so modified their rules for these trials that the accused person need not answer any question whatever before furnishing a bond for their temporary release.
>
> As for the hundreds who have been released in bail, I assume they will go back to their work in our factories and back to their homes with a cloud of Federal suspicion hanging over them. These suspicions, however, can not endure, for in due time the American people will realize that these accused and so-called radicals are a very harmless, hardworking people. . . .
>
> At the immigration station yesterday, it was admitted that there had been a steady erosion of the "red" colony and that, with the failure of the Federal authorities to continue their raiding policies, it was likely that the colony would soon become only a memory. The radicals admitted to bail are released on $1,000 bail each and, it was said, a little more than $400,000 in cash and Liberty bonds has been deposited with the island authorities in the past month and a half.[99]

By July the "Red" population of Ellis Island had been reduced to 26. Despite the decreasing number of "Reds" on the island, the guard force was increased during the summer after a Lithuanian "revolutionist" attempted to escape.[100]

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99. New York Times, February 15, 1920. A scholarly study of the waning of the Red Scare hysteria may be found in Dominic Candelaro, "Louis F. Post and the Red Scare of 1920," Prologue, XI (Spring 1979), 41-55.

100. New York Times, July 15, 1920. New liberalized procedures for warrant and appeal cases were issued by the Department of Labor in July, thus providing another indication that the Red Scare "hysteria" was waning in the nation. Post to the Commissioner General, July 21, 1920, Chief Clerk's File, 151/29, RG 174.

B. Ellis Island During World War II

1. Heavy Rush of Immigration Prior to Pearl Harbor

The outbreak of war in Europe on September 1, 1939, led to an immediate upsurge of immigration to the United States. In mid-September Byron H. Uhl, District Director of the Bureau of Immigration and Naturalization at Ellis Island, observed that "even if war conditions were removed tomorrow, it would take two years to return to normal." Some 90,000 applications for certificates of arrival, representing the first step toward United States citizenship, were before the bureau awaiting examination and hearings. In recent days fourteen clerks had been hired to augment the force of forty clerks who handled the applications. An average of 250 applications were processed each day. Besides these applications an average of 340 aliens were detained on the island pending investigation for possible deportation, and of these an average of seventeen were cleared and released each day.[101]

2. U. S. Coast Guard Station Established

After war broke out in Europe the U. S. Coast Guard was ordered to conduct coastal patrols to enforce the Neutrality Act. To carry out such a program it was imperative that facilities be obtained at strategic points for the purpose of training men. Thus, Ellis Island was selected as a potential training station site because it "was ideally situated as regards the needs of the Coast Guard."[102]

On October 14, 1939, Secretary of Labor Frances Perkins granted permission to the Coast Guard to use "the so-called Immigrants Reception Building and the ground floor of the Baggage and Dormitory Building" for a training station subject to certain conditions. These were:

(a) That title and control of the premises is to remain in the Department of Labor.

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101. New York Times, September 16, 1939.

102. Gaston to Secretary of Labor, September 29, 1939, Immigration and Naturalization Service Records, 55912/699.

(b) That the said Coast Guard is to assume full responsibility for the cleanliness and upkeep of the property while in its custody and shall defray any and all expenses incident to occupancy, such as light, heat, water, power, sewage, toilet facilities, or any other items, payment to be made to the Immigration and Naturalization Service, Department of Labor, by transfer of funds to the appropriation "General Expenses, Immigration and Naturalization Service" (Standard Form 1080).

(c) That upon termination of the occupancy of the said premises by the Coast Guard, they shall be restored to the same condition as that existing when entering upon the same, ordinary wear and tear, or damages by the elements, or by circumstances over which the Coast Guard has no control, excepted.

(d) That the said Coast Guard shall not place or erect in or upon the property any structures or things, except such as are necessary to the proper use thereof and as are approved by the District Commissioner of Immigration and Naturalization, or his duly authorized representative.

(e) That the said Coast Guard shall confine its use of the property strictly to the purpose for which occupancy is granted and shall so exercise the privilege hereby granted as to avoid marring the appearance of the property, or obstructing access thereto, or interfering with the transaction of activities now on Ellis Island; namely, the Immigration and Naturalization Service and the United States Public Health Service.

(f) That everything required by the Coast Guard or anywise incident to the granting, or the exercise, or enjoyment, or the relinquishment of the use of the premises hereinbefore described, shall be without expense to the Immigration and Naturalization Service.

(g) That the District Commissioner of Immigration and Naturalization, or his duly authorized representative, shall have the right to enter the said premises at any time during occupancy thereof by the Coast Guard, for the purpose of inspecting the same or making any repairs found necessary.

(h) That the location, construction, installation, use, maintenance, repair, and removal of all the things installed and work performed in connection with the occupancy of the premises by the Coast Guard, shall be to the satisfaction of the District Commissioner of Immigration and Naturalization, or his duly authorized representative.

(i) That the Immigration and Naturalization Service will retain full liberty to install and operate radio transmitting and

receiving equipment on the island at any time in the future, and the Coast Guard agrees not to cause any interference with such operations by reason of any radio or other equipment they may install or maintain on or near the island.

(j) That the Coast Guard shall surrender the premises to the Immigration and Naturalization Service upon thirty (30) days' written notice to that effect.[103]

Provisions were made to have the Coast Guard trainees eat their meals in the restaurant operated by D. T. Magowan, the commissary contractor at the immigration station. The 250 to 500 trainees would eat their meals "at such time as not to interfere with the feeding of detained aliens."[104] The Coast Guard also was given permission to increase the "toilet and washroom facilities with necessary plumbing, partitioning and shelving" at an estimated cost of $10,000 in their new quarters at Ellis Island.[105]

The U. S. Coast Guard formally ordered establishment of new training stations at Ellis Island and Port Townsend, New York, on October 31 to facilitate training of 2,300 men it was recruiting. Recommissioning of three old ships for neutrality patrol duty was also ordered.[106]

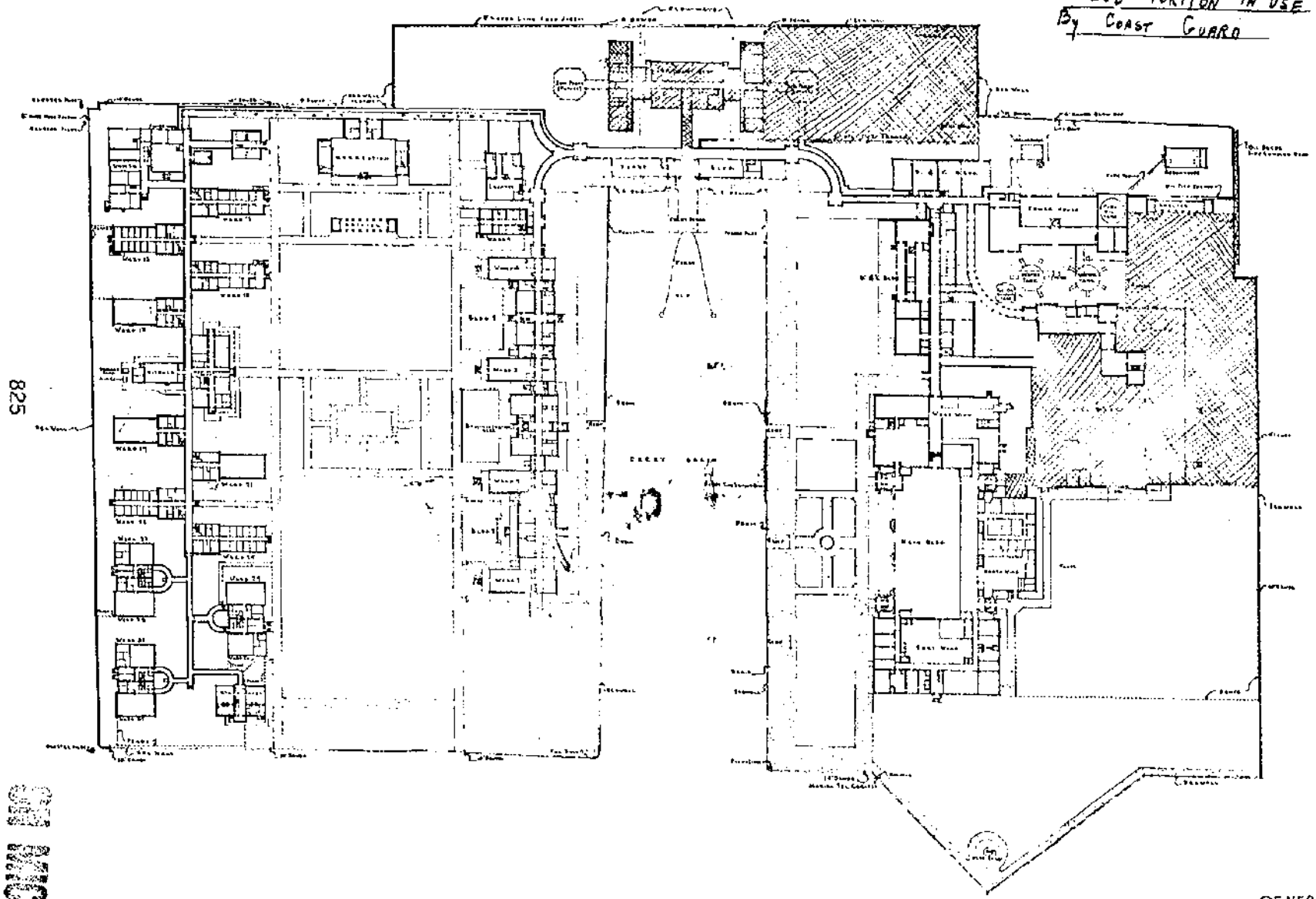
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103. Perkins to Gaston, October 14, 1939, and Gaston to Perkins, October 26, 1939, Immigration and Naturalization Service Records, 55912/699. See the map on the following page for the areas and buildings on Ellis Island assigned to the Coast Guard.

104. Commanding Officer, Ellis Island Training Station to Commandant, October 28, 1939; Covel to Immigration and Naturalization Service, November 1, 1939; Houghteling to District Commissioner, Immigration and Naturalization Service, November 7, 1939; Uhl to Commissioner of Immigration and Naturalization, November 8, 1939; and Houghteling to the Commandant, U. S. Coast Guard, November 10, 1939; Immigration and Naturalization Service Records, 55912/699.

105. District Engineer, District No. 2, to Supervising Engineer, Public Buildings Administration, November 1, 1939, and Dempwolf to McCullough, November 1, 1939, Immigration and Naturalization Service Records, 55912/699.

106. New York Times, October 31, 1939.



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GENERAL PLAN - 1st FLOOR.

U.S DEPARTMENT OF LABOR,
IMMIGRATION & NATURALIZATION SERVICE
ELLIS ISLAND

drawn by F.E.C. traced by H.L.B.

date Dec 23 1937 drawing no D-1316

Scale 1:60' sheet 2 of 5 sheets

HED /HB. 956
sheet 16 of 28

The coast guardsmen were provided with two outside recreation areas on Ellis Island in March 1940. Area "B" (37,400 sq. ft.) on the seaside of the baggage and dormitory building extended from the south edge of that structure to the south edge of the shelter just east of the power house. The ground to the east of the immigrant building, known as Area "C" (37,800 sq. ft.) was given to them to lay out a soft ball diamond, two or three tennis courts, and a boxing ring.[107]

In early April 1942 the Coast Guard took possession of the Barge Office at the Battery from the U. S. Customs Service. Some 700 coast guardsmen were to be quartered there. At the time it was noted that 500 coast guardmen were already quartered at Ellis Island. These men came to the Battery daily via ferryboat and busses took them to various piers throughout the city.[108]

By December 1942 the Coast Guard had been granted space in other buildings on Ellis Island. One section of the covered way was set aside for a small arms rifle range, a yard shelter had been altered to serve as a "brig," and one wing of the ferry building was designated for training purposes.[109]

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107. Reimer to Houghteling, March 13, 1940, and Houghteling to Reimer, March 28, 1940, Immigration and Naturalization Service Records, 56034/167. The Coast Guard recreation area on the sea side of the baggage and dormitory building was separated from the recreation yard of the detainees by a ten-foot fence extending from the southeast corner of the structure to the seawall. The detainees' yard, known as Area "A" (79,300 sq. ft.), covered the southeast corner of Island No. 1 behind the main building. As of March 5, 1940, the proposed scheduled use of this area was as follows: detained passengers, 8 to 10 a.m.; warrant cases, 10 a.m. to 12 noon; criminal warrant cases, 1 to 3 p.m.; and Chinese cases, 3 to 5 p.m. Reimer to Houghteling, March 5, 1940, Immigration and Naturalization Service Records, 56034/167.

108. New York Times, April 5, 1942.

109. Memorandum for Mr. Oliver, W. H. Wagner, Administrative Assistant, December 19, 1942, Immigration and Naturalization Service Records, 56034/167.

The Coast Guard training station at Ellis Island remained in operation until August 15, 1946, when it was closed and its functions moved to the base at St. George, Staten Island. All told, some 60,000 enlisted men and 3,000 officers had been trained at the station during its seven years of operation. These men had seen active duty on naval fronts throughout the world and were largely responsible for manning transports, destroyer escorts, cutters, and submarine chasers. Coast Guard officers pointed out "that a greater percentage of men who shipped out from the island became casualties than from any other Coast Guard post in the nation." During the war twelve officers had been on duty on the island, but the force was reduced to four after the hostilities ended. The post had five commanders during its existence: Comdr. Arthur W. Davis, October 1939 to October 1940; Comdr. Randolf Ridgley III, October 1940 to December 1942; Comdr. Richard M. Hoyle, December 1942 to June 1944; Comdr. Herbert F. Walsh, June 1944 to July 1945; and Lieut. Commdr. Joseph Mazzotta, July 1945 to August 1946.[110]

3. Fiftieth Anniversary Celebration of Ellis Island Immigration Station

The fiftieth anniversary of the signing of the bill establishing the Ellis Island Immigration Station, which had taken place on April 11, 1890, was celebrated with gala ceremonies on April 11, 1940. An eleven-gun cannon salute was fired from Governor's Island across the channel and a luncheon was held, attended by District Commissioner Rudolph Reimer and his staff. A band from the Sixteenth Infantry headquarters on Governor's Island played for the occasion and the ferryboat Ellis Island was decorated in bunting for its noon trip.[111]

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110. New York Times, August 16, 1946.

111. Ibid., April 12, 1940.

4. Public Health Service and Immigration and Naturalization Service Transferred to Federal Security Agency and Department of Justice

As tensions in the world mounted Congress and President Roosevelt undertook various government reorganization schemes. Congress passed the Reorganization Act of 1939 directing the president to examine the organization of government agencies and submit a reorganization plan "embodying changes in the governmental structure designed to reduce expenditures and increase efficiency." On April 25, 1939, President Roosevelt transmitted to Congress his "First Plan on Government Reorganization," providing for establishment of the Federal Security Agency. Grouped in the agency would be the Civilian Conservation Corps, National Youth Administration, Office of Education, Social Security Board, and Public Health Service. The latter bureau had operated the hospital complexes on Ellis Island since 1892 under the Department of the Treasury. Congress approved the plan, and it became effective on July 1, 1939.[112]

On June 14, 1940, the Immigration and Naturalization Service, and hence administration of Ellis Island, was transferred from the Department of Labor to the Department of Justice. According to the Annual Report of the Attorney General for 1941 the

> impact of world conditions is forceful and immediate upon the Immigration and Naturalization Service. It has been necessary to increase greatly the border patrol of the United States and to exercise more rigorous scrutiny of those entering the country. Due to the breakdown in transportation and the refusal of many nations to accept a return of deportable aliens, deportation has ceased to be an efficacious means of protecting this country against that small percentage of aliens who prove unworthy of this country. . . .

112. First Annual Report of the Federal Security Administrator, 1940, p. 1.

> Thus, the immigrant to America came to be considered primarily in the aspect of his potential threat to the national security.[113]

As part of this trend, the Alien Registration Act of June 28, 1940, added to the list of deportable classes of aliens. Convicted smugglers, those who had aided others to enter or try to enter the United States illegally, those who were convicted of carrying or possessing weapons in violation of law, those who impaired the loyalty, morale, or discipline of the military forces, and those who advocated or attempted to overthrow the government by force and violence were all classes of aliens to be deported. The act also provided for the fingerprinting of all aliens seeking to enter the United States.[114]

5. Celebrated Immigrant Cases at Ellis Island Prior to Pearl Harbor

One of the most publicized immigrant case at Ellis Island prior to American entry into World War II was that involving Mrs. Raissa Irene Browder, wife of Earl R. Browder, general secretary of the Communist party in the United States who had recently appealed his conviction for obtaining a passport fraudulently to the United States Supreme Court. She appeared with her attorney at Ellis Island in August 1940 for questioning before an inquiry board regarding her status in this country after the Department of Justice issued an order for her apprehension. It was said that there was no record on the books of the Immigration and Naturalization Service of her entry into the United States, thus subjecting her to possible deportation. Mrs. Browder, a Russian by birth, had been commissioned in the Red Army during the Bolshevik Revolution and had later become Browder's second wife.

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113. Annual Report of the Attorney General of the United States for the Fiscal Year Ended June 30, 1941, pp. 7-8. Before Ellis Island was transferred to the jurisdiction of the Department of Justice a "Record of Quarters in Federally Owned or Transportation Company Buildings" was prepared for Island No. 1. A copy of this "record" may be seen in Appendix D.

According to Immigration and Naturalization Service officials, Mrs. Browder was believed to have entered the United States in 1933 and had since been active in Communist party organization activities. On December 5, 1935, Browder had filed a petition with immigration authorities for permission for his wife to leave the country voluntarily and return on a quota basis as an immigrant. This petition had been held up until it was denied in August 1940 at which time the order for Mrs. Browder's detention was issued. She was released without bond in the custody of her attorney after the highly-publicized hearing. Available documentation does not indicate the results of the inquiry.[115]

Another case at Ellis Island that drew attention several months later involved Lieutenant Jean Petges, a French Army officer who was sent to the island after arriving in the United States in October by Pan American Clipper. He arrived with a visitor's visa and was held in detention for nearly a week because of "doubt as to how long he intended to remain in the country." He was finally released for a period of six months after posting a bond of $500.[116]

6. Social Service Activities of Women's Organizations on Ellis Island Prior to Pearl Harbor

On March 2, 1941, an article appeared in the New York Times describing the social and philanthropic activities of the National Society, Daughters of the American Revolution, National Council of Jewish Women, Woman's Christian Temperance Union, and the Young Women's Christian Association on Ellis Island. The article stated:

> Cardboard boxes filled with shirting, bleached and unbleached muslin and wool of all kinds, lengths and colors, have been loaded onto the Ellis Island ferry boat by the dozens during the last week. They were destined for the storeroom in

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114. Bennett, American Immigration Policies, pp. 65-66.

115. New York Times, August 14, 1940.

116. Ibid., October 30, 1940.

the island's Immigration Building whose supplies are provided by the National Society, Daughters of the American Revolution.

The first of March marks the end of each year's occupational activities conducted by the society among immigrants detained on the island. The boxes have been sent from chapters throughout the country, whose members give not only materials but 5 cents per capita annually, which, with other contributions, amounted last year to $17,000.

The funds pay for the services of three full-time workers, who carry on a program from Monday through Friday of every week. Additional donations have made it possible to purchase and maintain pieces of equipment, such as sewing machines, a carpenter's work bench and a large floor loom.

The society is one of four women's organizations concerned with the welfare of men and women on the island. Its occupational work was started among women in 1923 and later extended to men. At the present time a daily average of 200 persons, detained on the island for periods ranging from a few days to many months, are provided with useful activity to relieve the anxiety of waiting and uncertainity.

In the main Immigration Building three rooms are set aside for the D. A. R., the storeroom, a combination office and reception room and a workshop where small groups may come for instruction in simple craftwork. Work is given to any one desiring it, material is supplied by the society and the finished article becomes the property of its maker.

Every year an attempt is made to have more varied projects for the detained persons. During last year the newer ventures have been conducted mostly among Chinese boys, who seem to spend the longest periods on the island. Recently immigration authorities allowed groups of from fifteen to eighteen of these boys to be taken into the small D. A. R. shop, where they could work together at a long table under the close supervision of an instructor. Here they have put together and painted model airplanes and boats, knitted scarfs on rakes, made picture frames and rope slippers, done metal tapping, soap carving and work in leather such as key containers and billfolds.

The boys are brought either from the large detention room, where men and boys grouped according to nationality obtain occupational work, or from a recreation hall referred to as the family room. Here both men and women can be seen engaged in some type of work of their own choosing, done under the direction of one of the society's workers.

Mrs. Lucille Boss, teacher and occupational worker, is employed full time at the immigration station. She is assisted during the afternoons by Miss Elizabeth Estes, registered occupational therapist, who works mornings at the island hospital with another therapist, Mrs. Isabel Cameron Rittenhouse. The latter is in charge of the D. A. R. work and devotes all of her time to occupational therapy at the hospital.

This project was begun in 1934, when authorities on the island requested the society to extend its activities to the hospital, where patients include merchant seamen, Coast Guards, lighthouse keepers and aliens in need of medical care.

Approximately eighty-five persons daily receive the benefit of occupational therapy given on prescription by doctors. A large, sunny workshop is maintained for convalescents and those who are not able to go there receive instruction at their bedsides.

Mrs. Smith H. Stebbins of Brooklyn is national chairman of this D. A. R. work. She visits the island at least once a week, and oftener when the schedule is particularly heavy or visiting members of the society are in town and wish to inspect the activities.

The program of the National Council of Jewish Women in meeting unaccompanied women and girls as their boats dock and assisting them in finding friends and relatives in this country is extended to Ellis Island. If one of these aliens is detained, a paid worker on the island looks after her welfare until her papers have been cleared and the path smoothed for proper entrance into the country. The worker writes letters to relatives, provides clothing if needed and visits the hospital if the woman or girl is ill.

For twenty-seven years, a missionary maintained by the Women's Christian Temperance Union has been serving as interpreter for deportees on the island. She is Mrs. Akim Marmaroff, who speaks seven languages and understands twelve. Mrs. Marmaroff is a full-time worker and has her headquarters in the missionary room on the island.

Although it has no worker on the island, the Advisory Service Department of the International Institute of the Young Women's Christian Association cooperates with other agencies and works through them. . . .

The Y. W. C. A. works almost entirely through the National Institute of Immigrant Welfare, which is one of twenty-six constituent societies composing the General Committee of Immigrant Aid at Ellis Island and New York Harbor. Each group has its own activity, designed to relieve those detained

and make them realize that they have unknown friends in this country.[117]

7. Detention of Enemy Aliens

After the United States entered World War II in December 1941 the Immigration and Naturalization Service was assigned various responsibilities associated with the war effort. The agency's primary responsibilities had to do with the

> enemy alien program which was quickly put into effect in accordance with the prearranged plans formulated in case such an emergency should arise. Under laws already existing and Presidential proclamation pursuant thereto, all German, Italian, and Japanese aliens became enemy aliens, subject to the conditions of travel, conduct, and behavior laid down for them, and any or all subject to apprehension and internment or limited liberty in the discretion of the Attorney General, depending upon their observance of the regulations, their past activities, and potential danger as it affected or might affect the national security.
>
> There were at the time over 600,000 registered Italian aliens, over 300,000 Germans, and about 90,000 Japanese in the United States, all enemy aliens after December 7th. Some months later, similar proclamations were issued as to other nationalities--Hungarians, Roumanians, and Bulgarians.
>
> The Immigration and Naturalization Service was designated to hold in custody all enemy aliens apprehended by the Federal Bureau of Investigation, or other agency, or taken into custody by the Service itself, until each case was determined. Civilian Hearing Boards under the supervision of the various United States Attorneys were set up throughout the country, which hear the evidence, including the alien and his witnesses, and make recommendations to the Attorney General, who in turn after review, issues his order directing internment, parole under proper sponsorship and appropriate conditions, or release. The Service was charged with holding in its custody for the duration all female enemy aliens and children ordered interned; all males ordered interned are turned over to the Army. The Service was also charged with the supervision of all enemy aliens both male and female, who are ordered paroled, including the selection of sponsors, subject to the approval of the United States Attorneys, and the supervision of the conduct of the aliens after they are placed on parole, including periodic reports by them and their sponsor and the necessary investigations and checkups.

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117. Ibid., March 2, 1941.

Adequate facilities for the detention of enemy aliens had to be provided immediately throughout the country in locations near the various hearing boards. It was also

> necessary to conform to the requirements of the Geneva Convention of 1929, the provisions of which International Treaty having been adopted by this Government as the standard of treatment for civilian internees, and which governed housing, food, health, space requirements, mail, visitors, and all other questions of care and confinement.
>
> In accordance with plans which had been made in advance against such a contingency, the Service rapidly increased its own detention facilities throughout the country and quickly acquired or constructed others to supplement them, so that literally in a matter of hours after this country entered the war, the Service was prepared to receive and did receive into its custody many hundreds of enemy aliens, all of whom were properly housed, fed, and cared for in accordance with the required standards.
>
> For this purpose it used and soon extended its permanent facilities at its regular immigration stations such as at Boston, Ellis Island, Gloucester City, N. J., Niagara Falls, Detroit, and Seattle, Washington. . . .
>
> Thus the Service was able to receive, secure, and care for all enemy aliens taken into custody as rapidly as they were apprehended. Two days after December 7th, it had nearly 1,000 in its custody; in less than a week, over 2,200. During the year there were times when nearly 7,000 were in the custody of the Service. Altogether a total of over 11,000 enemy aliens were in custody, and at the close of the year there were 6,187 still in detention. . . .[118]

During the war the average number of detainees on Ellis Island trebled and nearly quadrupled its prewar levels. The average number of daily detentions rose from 214 in 1939 and 236 in 1940 to 347 in 1941, 666 in 1942, 828 in 1943, 829 in 1944, and 786 in 1945.[119]

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118. Annual Report of Lemuel B. Schofield, Special Assistant to the Attorney General in Charge of the Immigration and Naturalization Service, Year Ended June 30, 1942, pp. 3-5. For more information on policies, procedures, and orders relative to immigrant inspection during World War II see Immigration and Naturalization Service Records, 56035/58, 56115/494, 56116/166, and 56125/98.

119. Zucker to Commissioner, December 3, 1947, Immigration and Naturalization Service Records, 56233/740.

The Annual Report of the Immigration and Naturalization for fiscal year 1943 provides a statistical picture of the numbers of aliens held in custody at Ellis Island during that twelve-month period. These statistics were:

Aliens Detained -- 3,814
Days Detained -- 115,235
Average Days Detention Per Alien -- 30.2
Aliens Detained At Close of Year or During June -- 768
Aliens Released from Custody
  On Bond -- 644
  On Own Recognizance -- 183
  Paroled -- 1,166
Aliens At-Large (June 30, 1943) In New York District Under
  Administration of Ellis Island
  On Bond -- 2,212
  On Own Recognizance -- 2,952
  Paroled -- 1,346
Number of Alien Seamen Deserted in New York -- 3,609[120]

Records indicate that enemy aliens detained on Ellis Island during the war often spent up to six months awaiting a decision on their status. Generally, they had to wait one month for a hearing on their case and then several months for a decision to be made.[121] A fairly typical case was that of Jan Valtin, the author of Out of the Night, who was paroled in May 1943 after internment at Ellis Island for six months. Valtin, whose original name had been Richard Krebs, had been interned in November 1942 after having been arrested by immigration authorities on a warrant charging him with being an undesirable enemy alien.[122]

On January 25, 1942, soon after the United States entered the war, a description of the alien enemy detention facilities at Ellis Island appeared in the New York Times Magazine. According to the article New York had

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120. Annual Report of the Immigration and Naturalization Service for the Year Ended June 30, 1943, Tables 10b, 80b.

121. Reports of Alien Enemies Paroled, Ellis Island (NY District), 1942-44, Immigration and Naturalization Service Records, 56293/380.

122. New York Times, May 29, 1943.

a concentration camp of its own. . . . On clear afternoons . . . you can see some of its 600 enemy aliens marching round and round inside the wire of their bleak and treeless exercise ground.

Over on Ellis Island you can see them from the top of the outside iron stairway that leads down to their afternoon corso . . . they are just below you, hundreds of them--Germans, Italians and Japs . . . the exercise ground is a pretty dreary place. It is fenced on the two sides that lie open to the bay. . . . The other two sides are shut in by the red brick walls of the administration building. The corral thus enclosed is a large rectangle of made land, as flat as a floor, with a dust-gray surface and not a spot of green anywhere. . . .

. . . Their faces, as far as they are visible, seem to be the faces of small professional and business people. Most of them look like white-collar men from office desks. A few of the Germans and Italians would look at home behind the counters of corner delicatessen shops or plying shaving brushes in barber shops. The Japs seem to be a cut above their Axis partners, but they are relatively few.

So far, one of the Germans has been indicated for espionage and faces a long prison term if he is found guilty. . . .

. . . Their rising bell clangs at 6:20. Their guards march them to breakfast in the big dining room at 7:30. Germans and Italians together, Japs separately. Dinner is at 12, outdoor exercise begins at 3 if they want it, supper at 5:15 and taps at 10. It leaves a good deal of time to be got through somehow, and the immigration officials do their best to keep the time from hanging too heavily.

Their guests are allowed all the newspapers and magazines they want. They draw on the island's library as often as they like the American Tract Society has stocked it with some 20,000 volumes in about thirty languages. Subject to censorship, they write and receive letters. They telephone under strict supervision. They receive visits from wives, business partners, lawyers and others whom they have legitimate reasons for seeing. A visitor has to go to the island at the time given him by the immigration service, and the service tries to have not more than 100 visitors to cope with in a day. The visits are made under supervision, though the conversations are not necessarily overhead.

All this has the effect of making the island's concentration camp as humane as such places can be made, far more humane than German and Italian camps. The same rules apply to the Japs. . . .

> . . . Almost half the enemy aliens on Ellis Island are Germans, with Italians second in number and the Japs last. . . .
>
> Now that the FBI has cracked down on aliens who come ashore illegally, more than 200 "illegal entries," most of them seamen picked up around the docks, are being held on the island until they can be deported or otherwise shipped out of the country. They are lodged in separate quarters where you find them full of their own troubles and restlessly walking, talking or watching a game of stud. They look as varied as every ship's crew looks. Shipping agents from Manhattan sometimes succeed in filling out a crew among them, but some of them have had enough of the Battle of the Atlantic and it is not easy to get them to sea again.
>
> Thirty years ago when Ellis Island was the safety valve of Europe and the feed-pipe of the melting pot, visitors used to fill the galleries of the inspection room to watch the twenty-one long lines of newly arrived immigrants filing past the inspectors down on the floor. Today the floor of the big room is occupied by a few family parties playing cards at the tables, a few children romping, a sprinkling of individuals reading alone, one or two tapping portable typewriters. . . .[123]

The experiences of a German alien who was arrested in New York City and detained on Ellis Island for some six months in 1942-43 provide a glimpse of what life was like on the island for enemy aliens during the war. These experiences, ascribed to an anonymous German referred to as Krauss, were described in the New Yorker on March 6, 1943:

> . . . Our wives were allowed to visit us once a week. . . . We used to play cards all the time. . . . We played poker day and night, but for some reason or other the blackjack game never started until one-thirty in the morning. . . .
>
> One alien sailor thought he'd been cheated and complained to an Army officer there, and the officer told him that card playing on the island was illegal, so that was that. . . . In peacetime any alien who got out of Sing Sing after serving his term was deported, but deportation is impossible these days and the ex-convicts are detained at Ellis Island. And you don't know who or what a man is. They're just there with you, that's all.

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123. New York Times Magazine, January 25, 1942.

They have a rule on the island that no one can have more than ten dollars on his person, but I know one man who had ten thousand with him when he came over. He said it was just for an emergency card game. The emergency existed twenty-four hours a day. There's nothing much else to do over there but gamble. There's baseball and some handball and basketball, but gambling's the thing. They even have a bookie. The bookie used to be a writer in Germany, and when he was picked up and taken to the island he had a bank roll with him. And when he saw the others were aching to bet on the horses, he set himself up. He let some others into a bookmaking syndicate for a hundred dollars apiece, and the profits were split every morning. Remember when Mayor LaGuardia stopped the sale of scratch sheets on the city newsstands? Well, the sale was never stopped on Ellis Island. That's government property and not under LaGuardia's jurisdiction. Joe and Asbestos and the Daily Green Sheet and the Daily Racing Form and the Morning Telegraph were always obtainable. Men would study them all night long. . . .

"Right after Pearl Harbor . . . the island was full of all sorts of people. . . ." "but they've weeded the place out pretty well and most of the eight hundred over there now are either big shots or sailors. Executives or chemists or experts in some line. Potentially dangerous. The sailors are British, French, German, Norwegian, and Swedish. Any alien sailor who is out of work and has no ship is sent there for questioning. Of the eight hundred, about thirty are Japs . . . there were F.B.I. men scattered among us as observers. You don't know them, and once a roommate I'd had for a month or more left, and one of the guards told me the fellow had been an F.B.I. man on duty. . . .

You know, when we were first there, they regimented us pretty much. We had to get up at six in the morning and all that sort of stuff. But recently it's been a lot different. Breakfast at eight forty-five, lunch at noon, and supper at six. If you don't want to get up for breakfast, you can get food later on by paying for it. And if you want to spend the money, you can hire a sort of batman, who will bring it for you. The regular food's good enough, but if a fellow wants something special, he can order it and pay for it. If you want Scotch, you can get it, but it costs about two dollars a bottle more over there. . . . But some men have cases stored in their lockers, and it seemed that almost everyone had a bottle or two. You'd just call on a man and be offered a drink out of his bottle. No ice, though.

The island is well run. The Army knew enough not to lay down rules that were too strict. They probably realized that regimentation wouldn't work and that we weren't prisoners of war but just suspects who were to be given a fair trial. They

don't want to keep anyone there any longer than they have to. They need the space. . . .[124]

8. Religious and Social Service Agency Activities on Ellis Island

Social and religious service agency activities were conducted at Ellis Island during the war under the administration of the General Committee of Immigrant Aid at Ellis Island and New York Harbor. Constituent societies that were involved in the work of the general committee included:

American Baptist Home Mission Society
American Federation of International Institutes, Inc.
Board of Home Missions of the Congregational and Christian Churches
Board of National Missions of the Presbyterian Church, U.S.A.
Board of Social Missions of the United Lutheran Church in America, Inc.
Danish Evangelical Lutheran Church of America
Division of Home Missions and Church Extension of the Methodist Church
Hebrew Sheltering and Immigrant Aid Society
Italian Welfare League, Inc.
Lutheran Seamen's Center
Metropolitan Lutheran Inner Mission Society
National Catholic Welfare Conference
New York Bible Society
New York Protestant Episcopal City Mission Society
The Salvation Army (Immigration Bureau)
Travelers Aid Society (Port Department)
United Service for New Americans, Inc.

In addition other groups also performed various social and religious services on the island. One of these was the American Tract Society which distributed tracts, foreign language periodicals, and United States manuals published by the Daughters of the American Revolution. The

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124. Caswell Adams, "The Detention of Krauss," New Yorker, XIX (March 6, 1943), 46, 48-49.

society also operated a library stocked with books and periodicals provided mainly by the New York Public Library.[125]

9. Medical Services on Ellis Island

Ellis Island again served the medical needs of returning servicemen during World War II as it had during the first world war. The hospital complexes on the island served as a first-class marine hospital under the administration of the Public Health Service. The number of bureau personnel serving on the island in 1944 included one commissioned officer (regular corps), ten commissioned officers (reserve corps), and 268 civil service (field). The statistics of hospital transactions at Ellis Island during fiscal year 1945 were:

Total number of patients treated	--	18,063
Number of patients treated in hospital	--	5,494
Deaths	--	20
Number of days relief in hospitals	--	125,963
Number of patients furnished office relief	--	12,569
Number of times office relief was furnished	--	20,016
Number of physical examinations	--	1,364[126]

10. Crowded Conditions on Ellis Island Lead to Search for Quarters Elsewhere in New York City

In April 1942 the Navy Department requested "that the room and finished porch directly over the present barracks room occupied by the Coast Guard on Ellis Island" be assigned to it for the accommodation of 500 men. The Navy also requested additional space for the temporary detention of prisoners of war that were landed in New York. These requests prompted a survey of the "space situation" on the island which indicated the following:

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125. "The General Committee of Immigrant Aid at Ellis Island and New York Harbor," [1945], and Kweilin to Innes, September 8, 1945, Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

126. Annual Report of the Federal Security Agency, 1945, pp. 324, 335.

1. Office space -- 77,000 sq. ft.

2. Detention quarters -- 96,000 sq. ft.
   (a) Alien enemies -- 30,000 sq. ft.
   (b) Warrant cases -- 46,000 sq. ft.
   (c) Arriving aliens -- 20,000 sq. ft.

3. Commissary Department -- 16,000 sq. ft.

4. Coast Guard;
   (a) In B and D building -- 40,000 sq. ft.
   (b) In Reception building -- 8,000 sq. ft.

On the basis of the survey the Navy's request was turned down. As of May 2 there were some 1,000 aliens in custody on the island and the allocation of space for that function was insufficient, making it necessary to request the City of New York for permission to use dormitory space at Rikers Island for alien detention facilities.[127]

Eventually some 250 seamen from countries friendly to the United States who were detained because of irregularities in their papers were transferred from Ellis Island to Rikers Island. After several months complaints about poor food and sanitary conditions led to a request by New York City Mayor Fiorello La Guardia that the seamen be taken back to Ellis Island. Accordingly, they were taken back to Ellis on Coast Guard cutters on October 15.[128]

The crowded conditions at Ellis Island led to the search for quarters elsewhere in New York City. This was especially true after it was reported on November 2, 1942, that the detention facilities at Ellis Island were being severely overtaxed. There were 624 enemy aliens and a total of 1,004 persons detained on the island. It was of the

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127. Attorney General to Secretary of the Navy, May 2, 1942, and Memorandum for the File, Joseph Savoretti, May 1, 1942, Immigration and Naturalization Service Records, 55912/699.

128. New York Times, October 14, 16, 1942.

> utmost importance that apprehended alien enemies and other classes of alien detainees, such as Allied seamen, arriving passengers, and deportation cases, not be held in the same detention center where it was impossible to segregate them as is the case at Ellis Island.[129]

A solution to the space problem on Ellis Island was recommended in December. It was suggested that the Immigration and Naturalization Service rent the 12-floor WPA Headquarters Building at 70 Columbus Avenue in Manhattan since the Works Projects Administration was planning to vacate the structure in February 1943. All "administrative work on Ellis Island" could be transferred to that building and "only those activities incident to the care and maintenance of detained aliens" would be retained at the island. Arrangements were made and the move was carried out in early 1943.[130]

11. Preservation of Ellis Island Records

A major program initiated during the war was the preservation of Ellis Island records on microfilm. An investigation of arrearages in the work of the Record Division there in 1941 brought a recommendation for copying the disintegrating records. The microfilming of some 14,000 volumes of ships' manifests and other immigration records stored at Ellis Island, covering the years 1897-1942, was completed in 1943-44. The National Archives and Records Service assisted in the

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129. Harrison to Brigadier-General Phillip B. Fleming, November 2, 1942, Immigration and Naturalization Service Records, 56034/475.

130. Memorandum for Mr. Oliver, W. H. Wagner, December 19, 1942; Memorandum for Mr. Oliver, W. H. Wagner, January 6, 1943; Watkins to Commissioner, January 11, 1943; and Memorandum for the District Director, H. L. Booth, January 11, 1943; Immigration and Naturalization Service Records, 56034/475. At the time that the move to 70 Columbus Avenue was first contemplated in December 1942 a study was made of the detention facilities and office space on Ellis Island, excerpts of which may be seen in Appendix E. Memorandum for Mrs. Oliver, W. H. Wagner, December 19, 1942, Immigration and Naturalization Service Records, 56034/475.

work, and a negative set of the film record was deposited in the archives, the positive being retained for Immigration and Naturalization Service use.[131]

12. Changes at Ellis Island During 1945

A number of physical changes were carried out in the detention facilities at Ellis Island during fiscal year 1945. The Gloucester City Detention Station near Philadelphia terminated its female section in February 1945 "because of the reduced number of detained females and because suitable quarters for the detention of women" were provided at Ellis Island. An Immigration Service-operated mess was established on the island at an estimated savings of some $150,000 compared with the cost of a concession-operated facility. During much of the year a renovation project was underway in the hospital buildings on Islands Nos. 2 and 3 and on the third floor of the main building where detention facilities were set up for women's quarters and alien family groups with up to four children under ten years of age. A surveillance intercommunicating telephone system was also proposed for the island.[132]

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131. Gorton to Schofield, February 18, 1941, Immigration and Naturalization Service Records, 56067/183. Also see Immigration and Naturalization Service Records, 56134/715 (1943-44) for further data on this subject.

132. Annual Report of the Immigration and Naturalization Service for the Fiscal Year Ending June 30, 1945, pp. 27-30, 46-47; and Walls to Oliver, March 16, 1945, and Walls to Holton, March 17, 1945, Immigration and Naturalization Service Records, 56297/928. Earlier in 1942 an intercommunicating telephone system had been installed in the main, kitchen and laundry, and baggage and dormitory buildings and the guard tower in the exercise yard on Island No. 1. "Specifications for Intercommunicating Telephone System," June 12, 1942, FF 228, Ellis Island Architectural and Maintenance Records, 1898-1955, Rocky Mountain Regional Office, National Park Service.

APPENDIXES

APPENDIX A

SCHEDULE OF VACANCIES AT THE ELLIS ISLAND IMMIGRANT STATION.

NEW YORK,N.Y.,FROM NOVEMBER 1,1914, to DECEMBER 18,1917.

Date	Name	Salary	Cause
	INSPECTORS		
1914 Nov.1,	Munster, Otto W.	$1380.p.a.	Transferred to El Paso,Tex
" 5,	Zamosh, Abraham L.	1500 "	Furlough without pay
" 19,	Bauer, Herman R.	1500. "	Transferred to Ponce,P.R.
" 19,	Morton, Bliss	1500. "	" " San Diego,Ca
" 18,	Stone, Frank E.	1980. "	" Chinese Service
" 23,	Dooley, Charles L.	2100. "	Resigned
1915 Feb.27,	Neldon, Joseph	2100. "	Died
Mar.10,	Coyne, Wm. J.	1740. "	Transferred Norfolk,Va.
Apr.11,	Wenrich,R.C.N.	1860. "	" Niagara Falls N.Y
" 7,	O'Neill,Thos.P.H.	1860. "	Dismissed
" 7,	McGregor,Jas.A.	1860. "	"
" 12,	Gjessing, Erland	$5.p.diem	Transferred Port Huron, Mich.
May 18,	West, Jalma	1740.p.a.	Resigned
June 1,	Brosnahan,J.A.	1860. "	Transferred Albequerque, N.M.
1916 Mch.15,	Healy, David	1740. "	Died
Apr.30,	Southwick,J.R.	1380. "	Resigned
May 4,	Forster, Albert	1620. "	Transferred Lewiston,N.Y
" 28,	Wubbenhorst,John H.	1500. "	Died
June 30,	Raczkiewicz,John	1740. "	Resigned
Aug. 9,	Benners, Jos. N.	1500. "	"
" 14,	Leger, William	1380. "	Transferred Inf.Branch,N.Y.

Date	Name	Salary	Cause
1916			
July 15,	Steward, Luther C.	$2500 p.a.	Transferred to Kansas City
Aug. 15,	Brown, W.W.	2250. "	" " " "
1917			
Apr. 1,	Kaba, John	1380 "	" Dept.Justice
" 15,	Donahue, Peter A.	2100 "	" Inf.Bureau,N.Y.C
Aug. 28,	Cole, Frederick H.	1380 "	Resigned
Sept.26,	Daly, James P.	1380 "	"

CLERKS

1914			
Nov.28,	Cohen,Joseph N.	$900 p.a.	Resigned
" 30,	McGrory, John R.	1260 "	Transferred Bu.Naturalizati Wash.
" 30,	Olmsted, J. Clark	900 "	" "
" 30,	Davidson, R.W.	900. "	" "
" 30,	Springer, J.A.	1200 "	" "
" 30,	Cleal, Sydney B.	900 "	" "
Dec. 2,	Janicula, M.C.	960 "	" Bu.Labor Statistics
" 8,	Bunce, Tyler	1080 "	" Niagara Falls,N.Y.
" 16,	Molyneaux, C.de F.	1080 "	" Aud.Navy Dept.
1915			
Jan. 1,	Bradshaw, Fred	900 "	" Bu.Naturalization, Wash.
" 2,	Larkin, Geo. A.	1080 "	" Rev.Cut.Service
" 1,	Gorman, Louise F.	960 "	" Bu.of Census
" 13,	Strong, H.G.	1320 "	" Montreal
Mch. 24,	Yonge, Warren C.	900 "	" Bu.Naturalization,
Apr. 1,	Van Norman, W.R.	1500 "	" Inf.Br.,Buffalo

Date	Name	Salary	Cause
		CLERKS (CONTINUED)	
1915			
July 3,	Duke, Emma	$1860 p.a.	Transferred Washington
Nov.15,	Levine, Hyman	900 "	Resigned
Dec. 7,	Spear, Chas. W.	$5.per diem	Died
" 18,	Wettling, Fred E.	$960 p.a.	Resigned
1916			
Feb.26,	Rosenthal, Ralph	900 "	Transferred Montreal
" 28,	Burns, Thos. F.	900 "	Resigned
Mch. 9,	Conry, Thomas J.	1440 "	Transferred Chinese Bureau
" 14,	Wood, Carl G.	960 "	" Montreal
" 21,	Lare, Ray T.	960 "	" Madawaska,Me.
" 31,	Walko, Otto V.	900 "	Resigned
May 21,	Beach, John E.	900 "	"
" 31,	Clarke, Katherine M.	1380 "	"
June 19,	Pellenz, Emma M.	1260 "	"
" 14,	Moore, Chester B.	900 "	Transferred Ponce, P.R.
" 30,	McGovern, Edw. G.	900 "	" Bu.Labor Stat.
Sept.7,	Jenkins, Jno.W.	1020 "	Appointed Immigrant Insp.
" 16,	Schwartz,Louis G.	1020 "	(Promoted to actual vacancy (created by appointment of (R.S.Lloyd as Immigrant Insp
" 16,	Goldfarb,I.J.	1440 "	(Promoted to vacancy create((by appointment J.J.Kelly (as Immigrant Inspector.
Oct. 8,	Young,R.A.	1020 "	Promoted to Immigrant Insp
" 27,	Long, John T.	900 "	Transferred Ranier,Minn.
1917			
Mch.31,	Stooks, Oscar P.	1320 "	Resigned
May 9,	Woodward, Harold C.	1020 "	Discontinued - Military Service

Date	Name	Salary	Cause
		CLERKS (CONTINUED)	
1917			
June 21,	Crown, John	$ 960 p.a.	Transferred Hot Springs,N.C.
Aug.5,	Monahan, Jeremiah	1200 "	" "
Dec.5,	Kaftal, Anna J.	960 "	(Promoted to actual vacancy (created by death of Wm.Smith
" 8,	Baruch, Samuel	960 "	Resigned - Military Service
		ELEVATOR CONDUCTOR	
1914			
Nov.23,	Marsh,William	$840 p.a.	Transferred Dept. of Interior
		INTERPRETERS	
1914			
Dec.21,	Grunik, George	$1500 p.a.	Transferred Inf.Br. N.Y.C.
1916			
Jan.31,	Greenberg,Nahum	1200 "	Resigned
May 11,	Viglezzi,Angelo P.G.	1200 "	Died
1917			
Feb.18,	Bishara, Habib A.	1080 "	Transferred Eagle Pass,Tex.
Apr.1,	Newman,Edwd. L.	1500 "	" Dept.Justice
" 4,	Fenger, John A.	1200 "	" "
" 9,	Camara, John J.	1320 "	" "
" 20,	Casarico, Cesare	1200 "	" Washington,D.C.
" 20,	Carpentier, Emile	1200 "	" "
		WATCHMEN	
1915			
Jan. 2,	Currie, James F.	$ 840 p.a.	Transferred Niagara Falls.
Apr.17,	Gautschi, Charles	840 "	Died

Date	Name	Salary	Cause
	WATCHMEN (CONTINUED)		
1915 Oct.20,	Bell, John	$840 p.a.	Discontinued
Dec.21,	Shanley, Geo. M.	780 "	"
" 31,	Mildenberger, F.J.	960 "	Resigned
1916 Jan. 1,	Traubner, Arnold M.	960 "	Transferred Youngstown,N.Y.
Mar.29,	Daly, James P.	1020 "	" Chinese Bureau
" 6,	Burke, Edwd. A.	900 "	" International Falls
" 31,	Voelpel, John A.	1020 "	" Noyes, Minn
Apr.26,	Eichhorn, Philip	960 "	" Detroit, Mich.
May 2,	Fountain, Paul H.	840 "	" Youngstown,N.Y.
1917 Jan. 25,	Curtin, Thomas	840 "	Died
Apr. 30,	Carter, Lake T.	960 "	Discontinued - Military Serv
June,19,	Durden, Harley	840 "	Transferred Hot Springs,N.C.
Nov. 12,	Field, Wm. C.	900 "	Resigned
" 26,	Bender, Abraham	900 "	" - Naval Service
	INSPECTOR OF CONSTRUCTION		
1915 March 15,	Davis, Murray M.	$1740 p.a.	Transferred Treasury Dept.
	MATRONS		
1915 Apr. 1,	Sappe, Anna	$720 p.a.	Transferred Inf.Br.N.Y.C.
1917 Oct.31,	Ellis,Rachel	840 "	Dismissed

Date	Name	Salary	Cause
	FIREMEN		
1915 Aug. 18,	Flynn, John	$900 p.a.	Resigned
	GARDENER		
1916 April 30,	Nixon, Elliott	$1080 p.a.	Resigned
	MECHANICIAN		
1916 July 31,	Wickham, James S.	$1200 p.a.	Discontinued
	ASSISTANT TELEPHONE OPERATOR		
1917 Feb. 28,	Gilgar, Edw. J.	$1200 p.a.	Died
	WIREMAN		
1917 June 14,	Fearing, Robt.W.	$1020 p.a.	Resigned - Military Service
	SUPERINTENDENT OF WATCH		
1917 Nov. 21,	Tilson, Richard	$1320 p.a.	Died
	DECKHANDS		
1917 Dec. 9,	Dempsey, James F.	$840 p.a.	Resigned - Naval Service

MENTAL EXAMINATION OF IMMIGRANTS.

ADMINISTRATION AND LINE INSPECTION AT ELLIS ISLAND.

By E. H. Mullan, Surgeon, United States Public Health Service.

Immigrants, not traveling in the cabin, who enter the United States at the port of New York, are first brought to Ellis Island in order to undergo an examination to determine their fitness for admission.

The average immigrant remains at Ellis Island two or three hours, during which time he undergoes an examination by the Public Health Service in order to determine his mental and physical condition, and by the Immigration Service in order to find out whether he is otherwise admissible.

Immigrants are brought from the various steamships throughout New York Harbor to Ellis Island by means of barges. As soon as they land at Ellis Island they undergo the medical inspection and examination which are conducted by the officers of the Public Health Service.

1. Line Inspection.

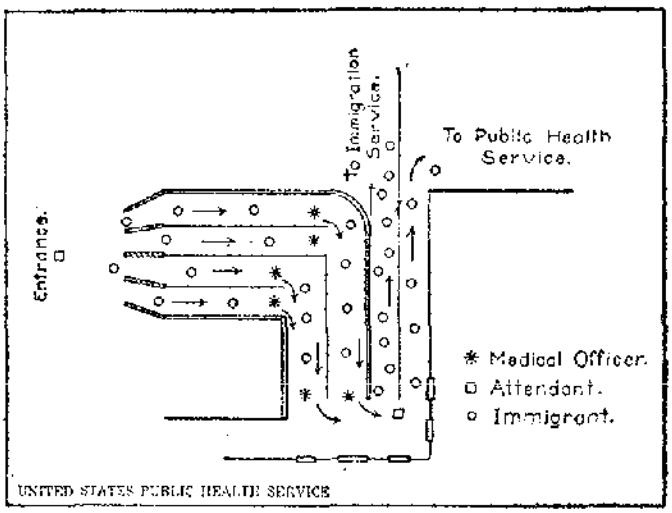
Upon entering the examination plant of the Public Health Service, the immigrants are guided by an attendant into the different inspection lines. These lines, separated by iron railings, are four in number at their proximal end and two in number at their distal end. Each pair of lines after extending a distance of 15 feet terminates in a single line which is perpendicular to them. The two single or distal lines are also approximately 15 feet in length.

Four medical officers who carry on the general inspection are stationed each in one of the four proximal lines, and two medical officers stand at the extreme ends of the two distal lines or just where these lines merge into two common exits.

At this merging point stands an attendant whose duty it is to separate the chalk-marked aliens from those who are not chalk marked. Accordingly, immigrants who have passed the medical inspection are guided into the exit which leads to the upper hall of the Immigration Service, while the chalk-marked ones pass through the exit which leads to the examination department of the Public Health Service.

The diagram shows the arrangement of the lines as above described and the positions therein of the inspecting officers and attendants. In the diagram the medical officers are indicated by stars, the attendants by squares, and the immigrants by circles.

It is thus seen that every immigrant in undergoing the medical inspection passes two medical officers. As above stated, the officer who occupies the proximal position carries on the general inspection



It is the function of this officer to look for all defects, both mental and physical, in the passing immigrant. As the immigrant approaches the officer gives him a quick glance. Experience enables him in that one glance to take in six details, namely, the scalp, face, neck, hands, gait, and general condition, both mental and physical. Should any of these details not come into view, the alien is halted and the officer satisfies himself that no suspicious sign or symptom exists regarding that particular detail. For instance, if the immigrant is wearing a high collar, the officer opens the collar or unbuttons the upper shirt button and sees whether a goiter, tumor, or other abnormality exists. A face showing harelip, partial or complete, is always stopped in order to see if a cleft palate, a certifiable condition, is present.

It often happens that the alien's hand can not be distinctly seen: it may be covered by his hat, it may be hidden beneath his coat, or it may be deeply embedded in blankets, shawls, or other luggage. Of all the physical details in the medical inspection of immigrants it is perhaps most important to watch the hands. In many cases where the hands can not be plainly seen at a glance further searching has revealed a deformed forearm, mutilated or paralyzed hand, loss of fingers, or favus nails.

Likewise, if the alien approaches the officer with hat on he must be halted, hat removed, and scalp observed in order to exclude the presence of favus, ringworm, or other skin diseases of this region of the body. Pompadours are always a suspicious sign. Beneath such long growths of hair are frequently seen areas of favus. The slightest bit of lameness will show itself in an unevenness of gait or a bobbing up-and-down motion. After constantly observing the passing of thousands of immigrants the experienced eye of an examiner will quickly detect the slightest irregularity in gait. Where the alien carries luggage on his shoulder or back, it may be necessary to make him drop his parcels and to walk 5 or 10 feet in order to exclude suspicious gait or spinal curvature. Immigrants at times carry large parcels in both arms and over their shoulders in order that the gait resulting from a shortened extremity or ankylosed joint may escape notice. In like manner they maneuver in attempting to conceal the gaits of Little's disease, spastic paralysis, and other nervous disorders. All children over 2 years of age are taken from their mothers' arms and are made to walk. As a matter of routine, hats and caps of all children are removed, their scalps are inspected, and in many cases palpated. If care is not exercised in this detail, ringworm and other scalp conditions are apt to escape the attention of the examiner.

Immigrants that are thin and of uncertain physical make-up are stopped while the officer comes to a conclusion as to the advisability of detaining them for further physical examination. A correct judgment is often arrived at in these cases by the officer placing his hands against the back and chest of the alien, so as to obtain an idea of thoracic thickness, and also by feeling the alien's arm. Very often a thin and haggard face will show on palpation a thick thorax and a large, muscular arm.

Many inattentive and stupid-looking aliens are questioned by the medical officer in the various languages as to their age, destination, and nationality. Often simple questions in addition and multiplication are propounded. Should the immigrant appear stupid and inattentive to such an extent that mental defect is suspected, an X is made with chalk on his coat at the anterior aspect of his right

shoulder. Should definite signs of mental disease be observed, a circle X would be used instead of the plain X. In like manner a chalk mark is placed on the anterior aspect of the right shoulder in all cases where physical deformity or disease is suspected.

In this connection B would indicate back; C, conjunctivitis; CT, trachoma; E, eyes; F, face; Ft, feet; G, goiter; H, heart; K, hernia; L, lameness; N, neck; P, physical and lungs; Pg, pregnancy; Sc, scalp; S, senility. The words hand, measles, nails, skin, temperature, vision, voice, which are often used, are written out in full.

The alien after passing the scrutiny of the first medical officer passes on to the end of the line, where he is quickly inspected again by the second examiner. This examiner is known in service parlance as "the eye man." He stands at the end of the line with his back to the window and faces the approaching alien. This position affords good light, which is so essential for eye examinations. The approaching alien is scrutinized by the eye man immediately in front of whom the alien comes to a standstill. The officer will frequently ask a question or two so as to ascertain the condition of the immigrant's mentality. He may pick up a symptom, mental or physical, that has been overlooked by the first examiner.

He looks carefully at the eyeball in order to detect signs of defect and disease of that organ and then quickly everts the upper lids in search of conjunctivitis and trachoma. Corneal opacities, nystagmus, squint, bulging eyes, the wearing of eye glasses, clumsiness, and other signs on the part of the alien, will be sufficient cause for him to be chalk-marked with "Vision." He will then be taken out of the line by an attendant and his vision will be carefully examined. If the alien passes through this line without receiving a chalk mark, he has successfully passed the medical inspection and off he goes to the upper hall, there to undergo another examination by officers of the Immigration Service, who take every means to see that he is not an anarchist, bigamist, pauper, criminal, or otherwise unfit.

Roughly speaking, from 15 to 20 per cent of the immigrants are chalk-marked by the medical officers, and it is these chalked individuals who must undergo a second and more thorough examination in the examination rooms of the Public Health Service. The aliens marked X and circle X are placed in the mental room. The other marked aliens are placed in the two physical rooms, one for men and the other for women.

The physical details in the medical inspection of immigrants have been dwelt on at some length, and necessarily so, because a sizing up of the mentality is not complete without considering them. Speech, pupil symptoms, goiters, palsies, atrophies, scars, skin lesions,

gaits, and other physical signs, all have their meaning in mental medicine.

In the medical inspection, which is conducted by the first officer or the one who occupies the proximal position, attention is paid to each passing alien. The alien's manner of entering the line, his conversation, style of dress, any peculiarity or unusual incident in regard to him are all observed. Knowledge of racial characteristics in physique, costume and behavior are important in this primary sifting process.

Every effort is made to detect signs and symptoms of mental disease and defect. Any suggestion, no matter how trivial, that *would point to abnormal mentality is sufficient cause* to defer the immigrant for a thorough examination.

The following signs and symptoms occurring in immigrants at the line inspection might suggest an active or maniacal psychosis: Striking peculiarities in dress, talkativeness, witticism, facetiousness, detailing, apparent shrewdness, keenness, excitement, impatience in word or manner, impudence, moroseness, flightiness, nervousness, restlessness, egotism, smiling, facial expression of mirth, laughing, eroticism, boisterous conduct, meddling with the affairs of others, and uncommon activity.

Psychoses of a depressive nature would be indicated by: Slow speech, low voice, trembling articulation, sad facies, tearful eyes, perplexity, difficulty in thinking, delayed responses, psycho motor retardation.

Alcoholism, paresis, and organic dementias may exhibit any of the following signs: Surliness, apprehensiveness, untidiness, intoxication, apparent intoxication, confusion, aimlessness, dullness, stupidity, expressionless face, tremulousness, tremor and twitching of facial muscles, ataxia, stuttering and tremulous speech, great amount of calmness, jovial air, self-confident smile, talkativeness, fabrications, grandioseness, sulleness, fussiness, excessive friendliness, defective memory, misstatement of age, disorientation, difficulty in computation, pupil symptoms, and other physical signs.

Various kinds of dementia, mental deficiency or epilepsy would be suggested by: Stigmata of degeneration, facial scars, acneiform rashes, stupidity, confusion, inattention, lack of comprehension, facial expression of earnestness or preoccupation, inability to add simple digits, general untidiness, forgetfulness, verbigeration, neologisms, talking to one's self, incoherent talk, impulsive or stereotyped actions, constrained bearing, suspicious attitude, refusing to be examined, objecting to have eyelids turned, nonresponse to questions, evidences of negativism, silly laughing, hallucinating, awkward

manner, biting nails, unnatural actions, mannerisms and other eccentricities.

On the inspection line, immigrants afflicted with defective hearing, defective vision, and fever frequently assume peculiar attitudes and do strange things all of which are suggestive of mental disease. Some of these cases are likwise put aside for further mental examination.

Experience enables the inspecting officer to tell at a glance the race of an alien. There are, however, exceptions to this rule. It occasionally happens that the inspecting officer thinking that an approaching alien is of a certain race brings him to a standstill and questions him. The alien's facial expression and manner are peculiar and just as the officer is about to decide that this alien is mentally unbalanced, he finds out that the alien in question belongs to an entirely different race. The peculiar attitude of the alien in question is no longer peculiar; it is readily accounted for by racial considerations. Accordingly the officer passes him on as a mentally normal person. Those who have inspected immigrants know that almost every race has its own type of reaction during the line inspection. On the line if an Englishman reacts to questions in the manner of an Irishman, his lack of mental balance would be suspected. The converse is also true. If the Italian responded to questions as the Russian Finn responds, the former would in all probability be suffering with a depressive psychosis.

From 50 to 100 per cent of the immigrants who enter the inspection plant are questioned by the medical examiner in order to elicit signs of mental disease or mental defect. The exact number that are stopped and questioned will depend upon the race, sex, and general appearance of the passengers undergoing inspection as well as upon the total number of immigrants to be inspected.

In some instances an idea of an immigrant's mental state may be obtained by asking him such simple questions as: Where are you going? How old are you? Are you a Greek? What is your name? The majority of immigrants, however, are questioned in simple addition. The kind of addition to be propounded depends upon the age, sex, race, and general appearance of those undergoing the inspection. The art of propounding addition during the medical inspection of immigrants can be gained only by experience.

A northern Italian girl whose appearance indicates that she has had some schooling, an Irish girl, a Scandinavian or a male Greek would, in many instances, be thus questioned:

How many are 14 and 14? 14 and 15? or
How many are 13 and 13? 13 and 14? or
How many are 15 and 15? 15 and 16?

An illiterate male Italian from southern Italy would probably respond more readily to addition sums in a somewhat simpler form; such as,

How many are 8 and 8? 8 and 9? or
How many are 10 and 10? 10 and 12?

A Greek woman or a southern Italian girl on account of illiteracy, lack of experience and emotional state at the time of landing would have to be tested with still simpler sums in order to bring out the same mental phenomena as observed in the above cases. Hence, such sums as 6+6, 7+7, 8+8 are frequently used in inspecting this class of persons.

To immigrant children under 12, very simple sums should be given at the line of inspection. 3+3, 4+4, 2+4, 5+5 etc., are of sufficient difficulty to bring forth the child's mentation.

When a family of children come along the inspection line it is well to question the oldest child first. For instance a child of 12 could be asked the sum of 6+6. The 10-year-old child could be questioned as to the sum of 4+4, the 8-year-old child the sum of 3+3, while the youngster of 4 or 5 would show his mental alertness by simply responding to the question, "What is your name?"

On account of the emotional disturbance in immigrant children at the time of landing difficulty may be experienced in obtaining responses to the above simple tests. The question, "What is your name?" may have to be resorted to in the case of each child.

As above suggested, in propounding the question, "What is your name?" successively to a group of children it is well to start with the oldest child. The younger children will usually follow the leader and reply promptly. In this way it often happens that a child of 4, with a smile on his face, will tell the examiner his name. On the other hand, if the little ones (4 to 5 years) are questioned first, they may remain mute. In this event it is rather hard to get at their mentality.

In all cases, careful attention is paid to the facial expression of the immigrant as the latter thinks and responds to the examiner's questions.

These brief questions enable the officer to bring to view the attention, alertness, reasoning ability, and emotional reaction of the alien.

Not infrequently positive signs of mental disease (as above enumerated) are obtained by bringing the alien to a standstill and giving him these brief mental tests.

Before leaving this subject, it may be said, that in training for line inspection work, it is thought that a brief study of many insane patients is preferable to a comprehensive study of a small number

of such persons. In other words, in training for line inspection, it is more profitable to briefly study 2,000 insane than to carefully study 200.

2. Weeding-Out Process.

The immigrants who are chalk marked with an X or a circle X at the line inspection are taken immediately to the mental room. This is a large room containing two examining desks and 18 benches upon which the detained immigrants sit. The benches are arranged in rows and face the examining desks. This room will seat 108 immigrants and in an emergency can comfortably accommodate double that number.

At the termination of the line inspection, the line officers go to the different examination rooms. Two or three of them usually proceed to the mental room and there conduct the secondary mental inspection, or, as it is sometimes styled, "the weeding-out" process.

In this room the examiner faces the detained passengers who occupy the benches and calls them up, one at a time, to his desk in order to give them another brief inspection.

This secondary inspection consists in observing the X-marked alien as he approaches the desk, takes his seat, and responds to tasks in counting, addition, and Cube Test. The examiner then decides as to whether or not the subject is a suspect of mental abnormality. Should the examiner decide to detain the immigrant as a mental suspect, a yellow "hold card" is issued, and the immigrant is held over night in order to undergo a complete mental examination.

However, if an alien does not present sufficient symptoms to become a mental suspect, the examiner presents him with a small gray card, which either frees him entirely from the medical department or returns him to one of the physical examination rooms.

In the weeding-out process the examiner constantly observes the marked aliens seated in front of him. During such observation insane persons not infrequently show symptoms. It occasionally happens that an X-marked alien while sitting on one of the benches will do some strange thing or exhibit some symptom of psychosis, in which event he immediately becomes a circle X case. The circle X cases are examined by means of an interpreter, after which they are either liberated or held for further mental examination.

At the line inspection about 9 out of 100 immigrants are set aside as mental suspects in order to undergo the secondary or weeding-out process. Out of the 9 immigrants thus put aside 1 or 2 are ordered detained for a thorough mental examination. This last detention lasts anywhere from 24 hours to a week before the case is finally disposed of. Most of the detained circle X cases are sent

mediately to the hospital for observation and examination, while e X cases are detained in the detention rooms of the Immigration ervice.

The examining officer in sending the suspect to the hospital makes a notation on the alien's "hold card." This notation is either a statement of the principal symptoms which have occurred or a statement as to why the alien is sent to the hospital for observation. The following notes have been made upon the various "hold cards" by different officers and will give an idea as to why immigrants are considered insane or suspected of being so at the time of landing. The notes will also show why certain children are sent to the hospital for observation.

Deported by United States: insane. Refused admittance by the Brazilian authorities at Santos.

Insane. Loves America and wishes to defend America. *Will go into Army;* delusions of patriotism.

Six years old; can not get child to speak.

Hysterical behavior.

Says she is prophet of the earth.

Seven years old; unable to count five fingers.

Speech defect; coarse voice; repeats words that are spoken to him without any attempt at answering examiner's questions.

Objects to examination, refuses to cooperate. Fails in Cube and 20 to 1 tests.

Was at *Kings Park [hospital for insane] one year ago.* Some question about the diagnosis. Dr. M. thought he had a psychopathic condition.

Alien said he was insane in the summer, but is well now. He crossed the ocean for treatment; appearance.

Rhomberg. Sluggish pupils; tremor of tongue.

Alien returned from the board with statement that she acted queerly before board.

Agitated; brought into examination room by relatives.

Observe mother; child is an imbecile.

Emotional; noisy, boisterous, loss of self-control.

Tremor of hands and tongue; deep reflexes exaggerated; anxious; agitated.

Found in a dazed condition lying on bench in the New York room.

Reported by steamship surgeon as "insane."

Stupid; erratic answers; wanders about the room.

Noted on ship surgeon's report as hysteria. Has little knowledge concerning his voyage.

Alien admits drinking a good deal. He is easily distracted and flighty in his mental activity. Stands still with difficulty; perhaps a psychosis with a manic phase.

Wanderer and traveler. Trouble with a woman several years ago.

Clouding of consciousness; euphoric; tremor of tongue; knee jerks.

Violent in detention quarters; fighting.

Alien has a peculiar affected manner.

States that he is nervous. Heart beats rapidly when talking with strangers. He is traveling with female nurse; recently discharged from British Army.

Steamship's surgeon reports that alien refused to answer questions. She is on the defensive.

Emotional, talkative.

Feeble, agitated, probably senile dementia.

Silly facial expression. Appears to be thinking of something foreign to the examination.

Maria says she has been married 3 years; can sew garments but can not cut them out.

Admits illegitimate child 5 months old in Ireland. Has had frequent convulsions.

It is impossible to get any information from this alien concerning his previous visit to this country; continues to say that he looked after his family; can not elicit any information in regard to his 18 months' sojourn in Philadelphia. Advise that he be kept under prolonged observation.

Irritable, claiming that it is her privilege to do as she pleases; went back to Ireland last December with her sister who was deported from Ward's Island (hospital for insane); another sister was deported 4 years ago; paranoid view of life; ship surgeon reported that patient would burst out into laughter without cause; also get up from dinner table and play the piano to the annoyance of other passengers.

Alien states she is 38 years old and has been married 22 years; looks senile.

Retarded; apathetic; clouding of intellect.

Catatonic state; will not respond to questions.

Admits alcoholism; has had delirium tremens twice, last attack 6 months ago.

Alien sent to island by boarding officer with the notation that she has been depressed since last December; alien is still depressed; says it is due to death of her mother; some clouding of consciousness present.

Alien states that his blood is impure. His blood comes from dead human bodies. He sleeps poorly; can not concentrate his attention; is nervous at times.

Reported to be acting queerly upstairs; suspect epilepsy.

Senile; unkempt; filthy; been traveling; authorities refused to grant him a passport from Spain to England. States that he has $3,700 and is a resident of California. Wife is confined in an insane asylum.

Nervous and Wasserman.

"I am all right except the jerking in my head, due to some weakness in my head. Cousin and uncle had the same malady; began when I was 15 years old. My memory is all right."

Tremulous, apprehensive, alcoholic?

Position of inattention while talking.

Crying and weeping because her little 21-year old daughter is alone.

Ship's report states that alien was irrational, confused, and had to be confined to ship's hospital. Alien is inaccessible.

"I have seen the Virgin Mary twice; she appeared to me, spoke to me, and told me not to be afraid."

Talkative and flighty.

Alcoholic facies.

Reported by Health Officer J. J. O. to show marked signs of mental disturbance.

History of injury to head when 15 years of age. Some speech defect.

Jumped overboard from the barge. Told Gordon that he intended to terminate his existence.

Claims that he studied medicine in Paris, France, and Berne, Switzerland. Has not received his diploma. Has done Red Cross work. Comes here because he can't go to Russia. Very talkative, given to detail. Pleased with everything in general and himself in particular. Advisable to observe some time.

Elated, talkative, surly. May be well to observe him a few days.

Troublesome. Claims long residence in the United States. Refused to have his eyes examined.

Confidential communication in Commissioner's office states that this alien was an inmate of a hospital for the insane at one time.

Facial tremor; alcoholic?

Says that he has loaned money to many people and that he is 60 or 90 years old.

Sent down from the board with the statement that he acted queerly. Refused to answer questions. Probably paranoid praecox?

Wasserman; eruption; general lymphadenitis.

Baby 2 years old; unable to walk; observe.

Sent over from cabin inspection by Dr. M. (G. P.).

Tremor; deficient in addition (see hands).

Facial scars; stupid; cried on the line.

"Father and mother died about a year ago. Since then I have been depressed and lonesome, and have drank heavily."

At beginning of conversation alien talked violently and gesticulated, stating that she had been questioned too much, they ask her so many questions that they will drive her crazy. "If I am sick send me back, if I am well land me. At home I did not go with others, I wanted to be at home to look after my mother." Talkative, active, facial grimaces, laughs, and becomes angry.

Tremulous, nervous, interfering; acts like an alcoholic?

"Yesterday was the 24th, to-day is the 25th of July. I take two drinks a day when I can get it."

Alien says that he was sick in the head a few months ago; had noises in his head and heard voices. Has not heard voices for two weeks.

Child is abnormally backward and has abnormal fear. She is shy and it is impossible to get any information from her. Although 10 years of age, she can not count to 20; mother dresses her.

Spastic paralytic condition suggesting Little's disease, late in walking; apparently mentally deficient; mother accompanies the child.

He fell in love with a young lady on board ship. She did not reciprocate. He is much upset about the affair. Nervous and has not slept. Comes to America because he does not like his home surroundings.

Perhaps a deaf mute; fails on cube test.

Vague history of epilepsy.

"I don't know day or date. Forget all on board ship. I was a good worker. Cut wood in the mountains. Boss said I was the best worker." Upon arrival alien appeared to be disturbed. Paced up and down the examination room. Observe.

3. Examination.

The third stage of the sifting process having been reached, it is found that there are two classes of mental cases to dispose of; namely, the cases which have been sent to the hospital for observation, and those which are held in the detention rooms for further examination. What becomes of the first class of cases, and how they differ from the ordinary run of insane persons, will not be touched on in this paper. The disposition of the latter class of cases will now be described.

The examination proper of the detained mental suspects occurs on days or at times when the line inspection is not in operation. Twenty-four hours, however, always intervenes between the time of arrival and the first regular examination.

The regular mental examinations are conducted in a number of rooms, each of which is provided with chairs, benches, and an examining desk which contains suitable blanks and psychological apparatus. In each examination room is a medical officer who examines with the aid of an interpreter the detained immigrants one at a time.

The following hypothetical explanation, which corresponds closely with the facts, is given in order to show how the third stage in the mental examination of aliens takes place.

Suppose three large and two small immigrant ships arrive at the port of New York on September 1 and 2. Suppose also that they bring 2,500 steerage passengers and that 40 of them are presented with "hold cards" and are detained in the detention rooms for further mental examination. We shall now see what becomes of these 40 detained persons.

The line inspection does not take place on September 3, hence the day is spent largely in the mental examination of the detained cases. Early on this day the 10 detained Italians are sent to room A to be examined by doctor A. Ten Greeks go to room B to be examined by doctor B. Ten Irish are examined in room C by doctor C, while the 10 miscellaneous cases are examined in Room D by doctor D.

The first examination on September 3 is comparatively brief, the main purpose being to weed out the normals who have recovered from a physiological upset arising from various causes incident to landing. The first examination of an alien is performed in the presence of all the aliens of the same group. In many instances each alien is put through the same tests and questions. This is done in order that the normals, who observe and learn from what the others are doing, may be more readily separated from the stupid or subnormal cases. On the afternoon of September 3, we find that out of the 40 immigrants that have been examined, 24 have given evidence of normality and have been liberated while 16 are still held for further examination. On the morning of September 4 there are no immigrants to land. Consequently the examination of the detained cases is resumed. This morning the remaining five Italians are examined in room B by doctor B, the five Greeks in room C by doctor C, the three Irish in room D by doctor D, while doctor A examines the three miscellaneous cases (West India negro, Englishman, Scandinavian) in room A. In other words, a shift has taken place and each detained immigrant now meets a different examiner who puts him through a more searching examination than he encountered on September 3.

The second examination of each immigrant consumes anywhere from 20 to 60 minutes. It may comprise an inquiry into the home life, customs, schooling, occupation, voyage, and intentions of the

ubject. When necessary, questions are put in order to bring to ght the whys and wherefores regarding the immigrant's attitude, motional states, habits, interests, and health. In addition to the psychological tests and questions a neurological examination and test of vision are occasionally made. An endeavor is made at this examination to size up the immigrant from all angles. At the second examination it will be found that the more intelligent immigrants have improved in their execution of the various tests and can still be classed among the normals. They are consequently liberated, and only those who still show symptoms of mental deficiency or mental abnormality are detained. During the second examination one of the detained aliens is found to be markedly inattentive and exhibits a facial mannerism. Consequently he is considered an insane suspect and is sent to the hospital for observation. Therefore at noon on September 4, when the line inspection again begins, only 6 of the original 40 immigrants remain for further examination. They are distributed as follows: Italians 3, Greek 1, Irish 2.

On September 5 at 11 a. m., during a temporary recess in the line inspection, a third examination of the 6 detained immigrants takes place. This time the three Italians are examined in room C by doctor C, the Greek in room D by doctor D, while the two Irish are examined by doctor A. This is the third regular examination, at which time the most obvious cases of mental deficiency are certified. This examination is thorough and in all respects resembles the second examination. During the third examination one of the Italians, although stupid, showed a definite improvement in responding to questions and in performing the tests. While a border-line case, there was a doubt in the mind of doctor C as to how the immigrant should be classified. He was consequently liberated by doctor C. At 4 p. m. September 5, we find that a Greek, an Italian, and an Irishman have been certified as being feeble-minded, while an Irishman and an Italian are still held for further mental examination.

On September 6, the line inspection is in operation all day and the mental cases can not be taken up. On September 7, the two detained cases are again examined which results in certifying the Italian as "Feeble-minded" and in detaining the Irishman for further examination. On September 8, this Irishman is again carefully examined and certified as "Feeble-minded." Thus it is seen that 5 immigrants out of the original 40 are certified as "Feeble-minded."

While the above description of the examination and certifying process is hypothetical, it is believed that it is a fair presentation of what actually happens. It is the rule that no immigrant is certified as being feeble-minded until he has had 3 regular examinations.

In some cases 4 and even 5 examinations are given before such certificate is rendered.

It is certain that the experience gained in the careful examinat of subnormal immigrants is of much assistance to medical offic when conducting the primary line inspection.

No attempt is here made to explain the various mental abilities normal and defective immigrants. It may be said, however, tha certificates of feeble-mindedness are not rendered because an alie failed on this test or that test or because he is at a certain mental age according to a certain standard. The immigrant is certified "Feeble-minded" because his common knowledge, retentiveness of memory, reasoning power, learning capacity, and general reaction are severally and distinctly below normal. The feeble-minded alien learns with difficulty, his attention may be at fault, he may exhibit peculiar and subnormal mental traits, all of which point to an awkward mentality which is beyond hope of much improvement. His appearance, stigmata, and physical signs may confirm such diagnosis. It is further believed by the certifying officer that his mental condition will decidedly handicap him among his fellows in the struggle for existence. The following table is inserted in order to show what was accomplished in the mental examination of aliens in the line department at Ellis Island during the months of June, July, and August, 1916.

	Number of steerage passengers inspected on the line.	Chalk marked with X or a circle X at line inspection.	Liberated in waiting-room on day of arrival.	Given "hold cards" and detained.	Certified on line.		
					Feeble-minded.	Imbecile.	Epileptic.
June	11,165	1,219	974	245	35	1	
July	8,282	938	737	199	15		
August	10,964	895	729	166	20		
Total	30,711	[1] 3,050	2,440	[1] 610	70	1	

[1] Some of these aliens were sent to hospital and there certified as insane and feeble-minded. The total number of mental certificates at Ellis Island for the months of June, July, and August was 168.

There is individuality in each officer's method of conducting a mental examination. There is also a great deal in common about the various examination methods. Some tests and questions are used by all, while individual preference obtains in regard to other tests. As time goes on, new tests and methods are tried, and the ones that are found to be of value are adopted by all. Other tests are tried, found to be useless, and are given up.

E. H. Mullan, "Mental Examination of Immigrants: Administration and Line Inspection at Ellis Island," Public Health Reports, XXXII (No. 20, May 18, 1917), 733-46.

APPENDIX C

BILLS OF FARE FOR ELLIS ISLAND IMMIGRANT DINING ROOM, JULY 1-4, 1917

SUNDAY, JULY 1, 1917.

BILL OF FARE

for the

IMMIGRANT DINING ROOM

BREAKFAST
Rice with Milk and sugar
served in soup plates
Stewed Prunes
Bread and butter
Coffee (Tea on request)
Milk and crackers for children

DINNER
Beef Broth with Barley
Roast Beef
Lima Beans-Potatoes
Bread and Butter
Milk and crackers for children

SUPPER
Hamburger Steak, Onion Sauce
Bread and butter
Tea (Coffee or Milk)
Milk and crackers for children

Milk and crackers will be served to children between the regular meals.

BILL OF FARE

for the

IMMIGRANT DINING ROOM

BREAKFAST
Apple Sauce
Oatmeal ~~with Milk and sugar~~
served in soup plates
Bread and butter
Coffee (Tea on request)
Milk and crackers for children

DINNER
Rice soup
Boiled Mutton with Brown Gravy
Green Peas- Potatoes
Bread and butter
Milk andcrackers for children

SUPPER
Pork and Beans, N. Y. Style
Stewed Fruit
Bread and butter
Tea (Coffee on request)
Milk and crackers for children

Milk and crackers will be served to children between the regular meals.

BILL OF FARE

for the

IMMIGRANT DINING ROOM

BREAKFAST

Boiled Rice with Milk and sugar
served in soup plates
Fresh Fruit (Bananas)
Bread and butter
Coffee (Tea on request)
Milk and crackers for children

DINNER

Lima Bean Soup
Boiled Corned Beef
Cabbage - Potatoes
Bread and butter
Tea (Coffee on request)
Milk and crackers for children

SUPPER

Beef Hash
Stewed Fruit
Bread and butter
Tea (Coffee on request)
Milk and crackers for children

Milk and crackers will be served to children between the regular meals.

WEDNESDAY, JULY 4, 1917

BILL OF FARE

for the

IMMIGRANT DINING ROOM

BREAKFAST
Stewed Prunes
Cornmeal Mush with Milk and sugar
served in soup plates
Bread and butter
Coffee (Tea on request)
Milk and crackers for children

DINNER
Vegetable soup
Yankee Pot Roast
Noodles - Potatoes
Bread and butter
Milk and crackers for children

SUPPER
Lamb Stew
Raisin Bread
Bread and butter
Tea (Coffee on request)
Milk and crackers for children

Milk and crackers will be served to
children between the regular meals.

Uhl to Commissioner-General of Immigration, August 22, 1917 (enclosure), General Immigration Files, RG 85

APPENDIX D

RECORD OF QUARTERS IN FEDERALLY OWNED OR TRANSPORTATION COMPANY BUILDINGS: 1939-40

NAME AND ADDRESS OF BUILDING	DEPT. HAVING CUSTODY (if Federally owned)	NAME OF TRANSPORTATION COMPANY (if furnished free)	LIST INDIVIDUAL ROOMS AND SHOW TOTAL (including garage space and living quarters if furnished)				
			Length and Width	Sq. Ft.	Force	Telephones	Purpose for which used
Main Building - 3rd Floor	Department of Labor		93 X 28	2044	2	/	Library (17)
			14 X 09	126			Toilet Room for same
			6 X 3	18			Service Closet for same
			117 X 28	3276	/		Dormitory (18(
			22 X 8	176			Bath for Same
			14 X 8	112			Toilet for Same
			14 X 8	112			Wash Room for Same
			54 X 28	1512			Dormitory (19)
			12 X 12	144			Toilet for Same
			13 X 9	117			Toilet for same
West End of Balcony)			28 X 10	280	/		Linen Sorage
			13 X 5	65			Service Closet for Same
			13 X 13	169			Bed Room
			17 X 8	136			"
			21 X 7	147	/		"
			21 X 7	147			"
			9 X 9	81			"
			16 X 8	128			"
			16 X 8	128			"
			20 X 13	260			"
			9 X 8	72			Wash Room
			6 X 3	18			Toilet
			6 X 3	18			Toilet
Balcony Rooms)			24 X 14	336			Dormitory A
			7 X 5	35			Toilet

871

Main Building - Third Floor
(Balcony Rooms)

24 x 22	528			Dormitory B
9 x 4	36			Toilet
24 x 16	384	/		Dormitory C
6 x 4	24			Toilet
22 x 20	440			Dormitory D
6 x 4	24			Toilet
24 x 21	504			Dormitory E
8 x 4	32			Toilet
24 x 23	552			Dormitory F
8 x 4	32			Toilet
24 x 11	264			Dormitory G
6 x 4	24			Toilet
24 x 11	264			Dormitory H
6 x 4	24			Toilet
24 x 23	552			Dormitory I
8 x 4	32			Toilet
24 x 21	504			Dormitory J
8 x 4	32			Toilet
22 x 20	440			Dormitory K
6 x 4	24	/		Toilet
24 x 16	384			Dormitory L
6 x 4	24			Toilet
24 x 22	528			Dormitory M
9 x 4	36			Toilet
24 x 14	336			Dormitory N
7 x 5	35			Toilet
23 x 10	230			Dormitory S
6 x 4	24			Toilet

Main Building - 3rd Floor (Balcony Rooms)					
	23 x 10	230			Dormitory Q
	6 x 4	24			Toilet
Women's Toilets, Etc.					
	16 x 6½	104			Toilet
	10 x 6	60			Bath
	8 x 6	48	/		Bath
	8 x 6	48			Bath
Men's Toilets, Etc.					
	14 x 10	140			Bath
	10x 7	70			Bath
	16 x 8	128			Toilet
East Wing Balcony					
	18 x 10	180			Toilet
	28 x 15	420			Office
	8 x 4	32			Closet
	58 x 28	1624			Office
	28 x 20	560			Office
	78 x 35	2730			Assembly Room
	35 x 28	980			Office
	26 x 20	520	2	/	Office
	7 x 5	35			Toilet
	26 x 21	546	4	/	Office
	26 x 16	416	2		Office
	26 x 17	442	2		Office
	26 x 19	494			Office
	6 x 4	24			Closet
	18 x 10	180			Toilet
	40 x 20	800	5		Charwomen

873

Main Building - 3Sd Floor (East Wing Balcony)					
	20 x 13	260	2	1	Telephone, S.B.
	6 x 4	24			Toilet
	20 x 15	300			Bedroom
	20 x 15	300			Bedroom
	16 x 10	160			Toilet and Bath
Second Floor, (West Wing) Main Building					
	21 x 8	168			Men's Toilet
	27 x 20	540	6		Stenos.
	27 x 24	648	3		Board Room
	27 x 24	648			Witness Room
	27 x 27	729	3		Board Room
	28 x 27	756	5	2	Office
	27 x 20	540	8		Office
	27 x 20	540	4	1	Office
	27 x 16	432	4	1	Office
	19 x 11	209	4		Office
	27 x 27	729	6	2	Office
	27 x 24	648			Office
	19 x 16	304			Witness Room
	27 x 23	621			Board Room
	21 x 8	168			Toilet
	39 x 20	780			Men's Locker Room
	20 x 10	200			Men's Locker Room
	20 x 10	200			Toilet
	38 x 15	570			Men's Locker Room
	24 x 14	336			Matrons Locker Room
	38 x 20	760	1	1	Matrons Locker Room

Main Building - Second Floor
West Wing

20 x 10	200				Rest Room
21 x 8	168				Toilet
6 x 5	30				Service Closet
140 x 98	13720	5		1	Detention Room
27 x 14	378				Men's Toilet
27 x 21	567				Women's Toilet
19 x 9	171				Wash Room
19 x 9	171				Wash Room
27 x 21	567				Toilet
27 x 14	378				Toilet

East Wing

21 x 8	168				Service Closet
28 x 25	700				Office
28 x 16	448	3		1	Office
28 x 16	448	4		1	Office
21 x 12	252	1		1	Office
6 x 5	30				Vault
28 x 27	756	5		2	Office
42 x 27	1134	1		1	Vault, File Room
27 x 15	416	3		1	File Room
20 x 16	320	2			File Room
6 x 6	36				Closet
13 x 6	78				Vault
27 x 14	378	1		1	Office
27 x 14	378	2		1	Office
13 x 6	78				Vault
8 x 6	48				Toilet

ain Building - Second Floor ast Wing		27 x 18	476	1	2	Office (Commissioner)
		27 x 26	754	3	1	Office
		26 x 16	416	1	1	Office
		26 x 19	494	5	2	Office
		26 x 5	130			Vault
		20 x 9	180			Toilet
		20 x 17	340			Rest Room
		47 x 39	1833			File Room
		16 x 10	160			File Room
		4 x 3	12			Closet
		7 x 4	28			Toilet
ain Building - First Floor		82 x 66	5412	48	4	Office (Law) — New suite 1 July 64
		82 x 50	4100	19	2	Office (Registry)
		15 x 8	144			Toilet
		18 x 8	144			Toilet
ast Wing		20 x 8	160			Toilet
		27 x 16	432	1	1	Office
		27 x 16	432	2		Office
		6 x 3	18			Closet
		6 x 3	18			Closet
		6 x 4	24			Toilet
		27 x 12	324	1	1	Office
		27 x 27	729	1	1	Office
		42 x 27	1134	1	1	Vault
		17 x 12	204	1		Office
		5 x 5	25			Bath

Main Building - First Floor					
West Wing					
	12 x 9	108			Wash Room
	5 x 5	25			Toilet
	26 x 14	364	1	1	Office
	26 x 18	468	1		Office
	5 x 4	20			Closet
	26 x 18	468	5		Office
	7 x 5	35			Toilet
	26 x 12	312	3		Office
	26 x 16	416	3		Office
	26 x 16	416	3		Office
	26 x 23	598	5		Office
	20 x 9	180			Toilet
Record Room Extention	194 x 78	15132	50	2	Record Room
	(60 x 50)				" "
	(40 x 37)	4480			" "
	31 x 24	744			" "
	24 x 10	240			Toilet
	6 x 4	24			Toilet
	6 x 4	24			Toilet
	6 x 4	24			Toilet
	6 x 4	24			Toilet
	6 x 4	24			Toilet
	16 x 12	192			Storage
	12 x 8	96			Utility Closet
	12 x 8	96			Utility Closet
West Wing	72 x 58	3016			Office, Information

Main Building - First Floor West Wing			19 x 10	190		Toilet
			16 x 13	208		Toilet
			10 x 8	80		Coat Closet
			72 x 26	1872	8	3 Office, Welfare
			14 x 14	206	1	1 Office, Post Office
			14 x 55	770	8	1 Office, W.P.A.
			50 x 28	1400	1	Laborers, Dressing
			21 x 13	273		Toilet
			58 x 36	2088		Store Room
Basement - Main Building			75 x 20	1500	1	1 Basement - Plumbers Shop
			70 x 75	1750	1	1 Laborers Quarters & Suppli
			75 x 25	1875	1	Gardeners Quarters
			35 x 25	875	1	Tile Shop
			75 x 30	2250		Record Storage
			45 x 25	1125		Pipe Storage
Baggage & Dormitory Bldgs. 3rd Floor			89 x 64	5696	2	Dormitory A
			18 x 16	288		Wash Room
			23 x 14	322		Toilet Room
			21 x 16	336		Bath Room
			4 x 3	12		Service Closet
			32 x 16	512		Sterilizing
			34 x 34	1156		"
			70 x 50	3500	2	Dormitory B
			8 x 4	32		Toilet
			7 x 4	28		Toilet

878

Baggage & Dormitory Bldgs. Third Floor					
			16 x 9	144	Guards
			22 x 18	416	Toilet
			21 x 18	378	Wash Room
			114 x 58	7012	2 Dormitory C
			22 x 17	374	Wash Room
			27 x 15	405	Toilet
			77 x 60	4620	2 Dormitory D
			19 x 16	304	Washroom
			26 x 15	390	Toilet
			125 x 11	1375	2 Children School
			12 x 8½	102	Children Nursery
			8½ x 3½	30	Toilet
			8½ x 5	42	Service Closet
			10½ x 9	95	Storage
			14 x 12	168	Bath
			5 x 4	20	Toilet
			8 x 4	32	Switchboard Room
B & D Bldg. 2nd Floor			57 x 54	3078	4 Detention (204)
			17 x 14	238	Toilet
			57 x 35	1995	4 Detention (206)
			16 x 9½	152	Toilet
			(124 x 38)		Detention (222)
			(50 x 10½)		"
			(24 x 20)		"
			(21 x 16)	6053	4 "
			16 x 14	224	Toilet

B & D Building - Second Floor

16 x 15	240			Toilet
17 x 12	204			Bath
(94 x 43) (29 x 10) (48 x 10)	4812	3		Interview (203)
19 x 13½	257			Toilet
21½ x 9½	204			Toilet
11 x 7	77			Service Closet
23 x 16	368	/		Detention (209)
10½ x 5	52			Toilet
23 x 15	345			Detention (211)
10½ x 5	52			Toilet
23 x 15	305			Detention (213)
10½ x 5	52			Toilet
23 x 15	305	/		Detention (215)
10½ x 15	157			Toilet
23 x 15	305	/		Detention (217)
10½ x 15	157			Toilet
19 x 14	316	/		Detention (218)
11 x 5	55			Toilet
19 x 14	316	/		Detention (216)
11 x 5	55			Toilet
19 x 13½	256			Detention (214)
11 x 5	55			Toilet
19 x 13½	256			Detention (213)
11 x 5	55			Toilet

B & D Building - Second Floor

29½ x 19	560			Detention
11 x 5	55			Toilet
83 x 55	4565			Exercise
72 x 50	3600			Exercise
90 x 50	4500			Exercise
Corridor -Post A		3	/	Guard Post
(45 x 22)				
(105 x 67)				
(100 x 12)				
(150 x 65)	20935			Exercise
(70 x 8)				
(40 x 35)				
22 x 22	484			Toilet
28 x 18	504			Wash Room
20 x 14	280			Toilet
20 x 12	240			Toilet
35 x 28	980	/	/	Office
60 x 10	600			Storage
125 x 10	1250			Storage
18 x 15	270	9	/	Office
30 x 30	900	2		Baggage
20 x 15	300			Baggage
21 x 21	441			Baggage
12 x 12	144			Baggage
13 x 10	130			Toilet
10 x 10	100			Toilet

B & D Building - First Floor			(220 x 50)			
			(53 x 35)	12855		Storage
K & L Building - Second Floor			(101½ x 59)	6555	3	Dining Room
			(32 x 7⅓)			
			(12 x 7⅓)			
			(32 x 7⅓)			
			9 x 7	63		Storage Room
			66 x 30	1980	3	Kitchen
			8 x 7	56	1	Kosher Kitchen
			6 x 4	24		Cold Storage
			44 x 30	1320	1	Dinging Room
K & L Building - First Floor			43 x 31	1333	4	Laundry
			43 x 21	903		Laundry
			16 x 11	176		Laundry
			43 x 31	1333	7	Office
			11 x 6½	71		Toilet
			11 x 10	110		Storage
			17 x 11	187		Storage
			31 x 21	651		Dining Room
			11 x 5	55	1	Pantry
			70 x 16	1120	10	Kitchen
			11 x 10	110		Kitchen
			11 x 9	99		Kitchen
			43 x 30	1290	5	Dining Room
			6 x 5	30		Closet
			11 x 9	99		Toilet

K & L Building - First Floor			11 x 7	77		Cold Storage
			31 x 12	372	4	Office
K & L Building - Basement			29 x 28	812	/	Work Shop
			32 x 11	352		Locker Room
			20 x 10	200		Machine Room
			11 x 8	88		Storage
			11 x 8	88		Elevator Room
			42 x 31	1302	2	Commissary Storage
			31 x 15	465		" "
			5 x 25	125		Cold Storage
			90 x 18	1620		Office
B & C Building - 2nd Floor			65 x 43	2795	3	/ Carpenter Shop
			30 x 16	480		Storage
			38 x 15	570	/	Paint Shop
B & C Building - 1st Floor			45 x 35	1575		Storage
			45 x 27	1215		"
			40 x 30	1200		"
			40 x 25	1000		"
Incinerator Building			25 x 18	450	/	Incinerator
Greenhouse Building			43 x 25	1075	/	Greenhouse
			8 x 25	200		"
Yard Shelter			60 x 14	840		Shelter

Yard Shelter			15 x 9	135		Storage
			15 x 9	135		"
Power House - 2nd Floor			$7\frac{1}{2}$ x 4	30		Toilet
			$7\frac{1}{2}$ x $6\frac{1}{2}$	49		Wash Room
			28 x 23	644	1	Electric Shop
			8 x $7\frac{1}{2}$	60		Storage
			19 x 13	307		Office
			17 x 12	204	1	Office
			8 x $7\frac{1}{2}$	60		Toilet
			8 x 8	64		Storage
			$16\frac{1}{2}$ x 14	231		Dressing Room
			16 x $13\frac{1}{2}$	216		" "
			15 x 13	195		" "
			13 x $13\frac{1}{2}$	175		Wash Room
			35 x $13\frac{1}{2}$	472		Dressing Room
			$13\frac{1}{2}$ x 9	121		Toilet
			23 x 11	253		Storage
			23 x 12	276		Storage
			31 x 12	372		Bed Room
Power House - 1st Floor			$54\frac{1}{2}$ x 37	2016	5	Engine Room
			8 x 7	56		Battery Room
			8 x 4½	36	1	Telephone Closet
			98 x 21	2058		Pump Room
			98 x 36	3528	29	Boiler Room
			31 x 32	682	1	Pipe Shop
			31 x 15	465	1	Machine Shop
			39 x 37	3003		Oil Storage

Ferry Building			16 x 9	144			Toilet
			20 x 9	180			Toilet
			48 x 22	1056			Lunch Room
			49 x 22	1078	1		Waiting Room
Ticket Office Building			20 x 90	1800	10	7	Office

APPENDIX E

SURVEY OF DETENTION FACILITIES AND OFFICE SPACE ON ELLIS ISLAND, DECEMBER 1942

Grounds	27½ acres
Buildings	36
Total Area, All Buildings	665,200 sq. ft.

The majority of the buildings on Ellis Island were erected in 1898 and 1899, and in 1933 there were added a ferry house, receiving building for immigrants and a new covered way.

The main offices and detention quarters are on Island No. 1, and the hospital buildings of the U.S. Public Health Service are on Islands No. 2 and No. 3.

BUILDINGS ON ISLAND NO. 1

MAIN BUILDING 207,000 sq. ft.

Basement: Approximately half the area used for storage

1st floor: Largely office space including Record Division, Medical Division, Parole Division, WPA Clerical Project, Information Division, Welfare Agencies, Post Office, and some storage.

2nd floor: Approximately one-half of area for office use and one-half day detention of "immigrant" type of detainees (alien enemy families at present). Offices include District Director, Assistant District Director, Administrative Assistant, Correspondence, Files, Treasurer, Extension of Stay, Bond, Detention, Special Inquiry. Quarters are also provided for dressing rooms for matrone and guards.

3rd floor: Approximately 1/3 office space; 2/3 dormitories. (Normally passengers. Now Alien Enemies.)

BAGGAGE & DORMITOR BUILDING 111,000 sq. ft.

1st floor: Largely occupied by Coast Guard, with a small area for baggage of Immigration Service detainees.

2nd floor: Detention purposes, largely for day detention but some areas for night detention, also space for visitors to meet detainees.

3rd floor: Detention purposes - both day and night rooms.

KITCHEN AND LAUNDRY BUILDING 43,000 sq. ft.

Basement: Storage and dressing room for commissary contractor.

1st floor: Kitchen, public dining room, commissary office, Plant Engineer and Supply Office and Laundry.

2nd floor: Dining room and kitchen.

TICKET OFFICE BUILDING 2,000 sq. ft.

Office of Money Exchange, Railroad tickets, Telegraph.

SHOP BUILDING 12,000 sq. ft.

1st floor: General storage

2nd floor: Paint and carpenter chops.

POWER PLANT 16,900 sq. ft.

Power plant with fuel oil storage shops and employees quarters.

GREENHOUSE 1,250 Sq. Ft.

Used as indicated by title.

YARD SHELTER 1,500 sq. ft.

Altered by the Coast Guard for use as a "brig."

INCINERATOR 560 sq. ft.

For disposal of garbage and papers.

COVERED WAY 8,000 sq. ft.

Is a masonry structure connecting all buildings, and contains all service lines in compartments, separate from public passageways, and Coast Guard small area rifle range in one section.

IMMIGRANT BUILDING 8,000 sq. ft.

One story, used entirely by Coast Guard.

FERRY BUILDING

One story -- Central feature is public waiting room, one wing occupied by Coast Guard; other wing by lunch counter and public toilets.

The above buildings include about 421,000 square feet, of which approximately 407,000 square feet is "inside"; the balance being unheated enclosed or semi-enclosed passageway and spaces.

For all purposes, the Immigration Service occupies approximately 356,000 square feet of the above buildings and the Coast Guard 51,000 square feet.

The space occupied by the Immigration Service is utilized approximately as follows:

Administrative offices (Exclusive of corridors)	77,000 sq. ft.
Detention Quarters	98,000 sq. ft.
Commissary	16,000 sq. ft.
Storage, laundry, shops, baggage, Power Plant, corridors, etc.	166,000 sq. ft.

FERRYBOAT

Crew Salaries (approximate)	$63,000 annually
Fuel and lubricating oil (approximate)	$16,000
Average yearly cost of overhaul, 1934 to 1939 Inc.	$43,500
Do.-1940 to 1942 Inc.	$16,400
Passengers handled daily	$ 5,000

Memorandum for Mr. Oliver, W. H. Wagner, December 19, 1942, Immigration and Naturalization Service Records, 56034/475

CHAPTER VII

ELLIS ISLAND AS A DETENTION AND DEPORTATION STATION: 1924-54

A. Ellis Island: 1924-39

1. National Origins Restriction Plan and the Immigration Act of 1924

After several years of operating under the Quota Act of 1921 Congress was determined to cut immigration further, and the debate over how it was to be done continued intermittently throughout the 1920s. The first quota act, a temporary measure, had been extended while the debate went on, but in the spring of 1924 a new piece of legislation took its place, effective with the beginning of the new fiscal year on July 1, 1925. The Immigration Act of 1924 contained a number of restrictive features that would have a significant impact on immigration and hence Ellis Island. The act preserved the basic Immigration Act of 1917 as to qualitative restrictions and maintained the principle of numerical limitation as first established in 1921. However, it changed the quota base from the census of 1910 to that of 1890 to cut down further the proportion represented by immigrants from southern and eastern Eueope and reduced the quota admissible in any one year from three to two percent. Under this formula the annual quota immigration from all countries, except the independent nations of the Western Hemisphere, was reduced from some 358,000 under the 1921 law to 164,667 per year. The quota base was ultimately to be replaced by a similar device based on the national origins of the American people in 1920.

As far as Ellis Island was concerned, the most important feature of the bill was a provision for selection and qualification of immigrants in the countries of origin. All immigrants from quota countries were required to obtain special immigrant visas, based on examination, from American consuls, and not more than ten percent of a yearly quota's visas could be issued in any one month. The visas were to expire within a limited period. The early expiration and ten percent provisions were incorporated in part because of the congestion that had ensued at Ellis Island in the wake of the 1921 law. The overseas examination was designed to reduce the tragedy of rejection at United States immigration

stations after immigrants had expended time and funds in coming to America.[1]

The idea of having immigrants examined in American consulates abroad had been proposed by Labor Department officials and hard-pressed immigration officers for some years. On July 19 Secretary of Labor James A. Davis visited Ellis Island to see how the law worked. He left "pleased and boasting over the fact that it looked like a 'deserted village.'" His gratification was based on the fact "that while at this time last year Ellis Island was choked with immigrants who could not be handled," the new law "had proved all that was expected in relieving the congestion."[2]

At the end of the first year of operations under the new law, its impact was summarized in glowing terms by the commissioner general of immigration. In his annual report he observed:

> In placing before you this report of immigration activities for the fiscal year 1925, I feel that I enjoy a peculiar privilege, because I believe that the achievements of the 12 months just passed have been greater than during any similar period heretofore. For the first time since immigration became a Federal question its regulation is now on a satisfactory and permanent basis from a legislative and administrative standpoint. For the first time in the history of the United States we have a well-rounded and well-considered set of laws relating to immigration, which, while not shutting us off from a reasonable contribution of Old-World peoples, are at the same time responsive to the demand of the American people for an effective immigration control. . . .
>
> . . . in no previous year has so even and regular a volume of immigrant travel come to our ports nor has such travel ever before been so carefully and consistently inspected by Government officers. In no similar period has immigration been of such a high order, as shown by the small percentage of rejectives; and this, too, under inspection methods of increased effectiveness made possible by the even flow of travel. In no

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1. Bennett, American Immigration Policies, pp. 50-52; Higham, Strangers in the Land, pp. 316-24; and Geddes Smith, "Higher Mathematics at Ellis Island," Survey, LVII (January 15, 1927), 487-88.

2. New York Times July 20, 1924.

similar period has there been the same freedom from complaint on the part of steamship companies and the traveling public. Success along these lines has been due, perhaps more than to anything else, on the distribution of the quotas over a ten-month period of the fiscal year, enabling the inspection force already available to put forth its efforts most effectively, and at the same time, humanely. The immigration act of 1924 is rightly termed a "law with a heart." There is no more midnight racing of immigrant-laden steamers to our harbors; no more congestion of aliens in over-crowded quarters awaiting inspection at ports of arrival; no excuse for hasty or cursory inspection of aliens, or harsh and summary treatment that might result from the efforts of inspectors to facilitate travel and relieve congestion at ports of entry. The service is to be congratulated upon having had an opportunity to vindicate itself of the charge heretofore made by certain interests that, in its administration of the law, it did not take the human element properly into account.

Regardless of what may be the sentiment for or against restriction, no one can deny that, in making provision for consular officers to deny visas to aliens of the clearly inadmissible classes, Congress has done much to ameliorate the hardships which naturally flow from any restrictive immigration policy. . . .[3]

The 1924 law required that prospective immigrants applying for visas at American consulates supply testimony of their physical fitness from medical sources. When it was found that the consuls could not rely on these medical certificates and that many physically unfit continued to arrive at United States immigration stations such as Ellis Island, it was determined to post Public Health Service examiners in the consulates. This experiment was first tried in England (Liverpool, London, Southampton), Ireland (Dublin, Cobh, Belfast), and Scotland (Glasgow) as eight medical officers were assigned to those countries during the summer of 1925 and was later extended throughout most of Europe. Thus

3. Annual Report of the Commissioner General of Immigration, 1925, pp. 1-2. A chart listing the immigration quotas, visas granted, and numbers admitted during fiscal year 1925 may be seen on the following page.

Immigration quotas according to nationality proclaimed in pursuance of the immigration act of 1924, number of immigration visas granted, and number of aliens admitted and charged against such quotas, fiscal year ended June 30, 1925

[The immigration quotas assigned to the various countries and quota areas should not be regarded as having any political significance whatever, or as involving recognition of new Governments, or of new boundaries, or of transfers of territory except as the United States Government has already made such recognition in a formal and official manner.]

Country or area	Annual quota	Visas granted	Number admitted
*Afghanistan	100		
Albania	100	76	67
Andorra	100		
Arabian Peninsula [1], [2]	100	1	1
Armenia	124	56	47
Australia, including Papua, Tasmania, and islands appertaining to Australia [3], [4]	121	121	118
Austria	785	785	751
Belgium [3]	512	512	505
*Bhutan	100		
Bulgaria	100	100	89
Cameroon (proposed British mandate)	100		
Cameroon (French mandate)	100	3	
*China	100	100	99
Czechoslovakia	3,073	2,968	2,556
Danzig, Free City of	228	228	212
Denmark [3], [4]	2,789	2,789	2,523
Egypt	100	100	77
Esthonia	124	124	113
Ethiopia (Abyssinia)	100		
Finland	471	471	468
France [1], [3], [4]	3,954	3,951	3,481
Germany	51,227	51,227	45,760
Great Britain and Northern Ireland [1], [4], [5]	34,007	34,007	30,461
Greece	100	98	95
Hungary	473	397	337
Iceland	100	78	64
*India [4]	100	93	83
Iraq (Mesopotamia)	100	26	21
Irish Free State [3]	28,567	28,567	27,112
Italy, including Rhodes, Dodekanesia, and Castellorizo [3]	3,845	2,690	2,662
*Japan	100	5	5
Latvia	142	142	127
Liberia	100		
Liechtenstein	100	27	12
Lithuania	344	344	332
Luxemburg	100	100	98
Monaco	100	3	3
Morocco (French and Spanish Zones and Tangier)	100	17	16
*Muscat (Oman)	100		
Nauru (proposed British mandate) [6]	100		
*Nepal	100		
Netherlands [3], [4]	1,648	1,648	1,500
New Zealand (including appertaining islands) [3], [6]	100	100	94
Norway [4]	6,453	6,453	6,118
*New Guinea and other Pacific Islands under proposed Australian mandate [3]	100		
Palestine (with Trans-Jordan, proposed British mandate)	100	100	61
Persia [1]	100	100	76
Poland	5,982	5,982	4,978
Portugal [1], [3]	503	503	474
Ruanda and Urundi (Belgium mandate)	100		
Rumania	603	603	505
Russia, European and Asiatic [1]	2,248	2,248	2,248
Samoa, Western [3] (proposed mandate of New Zealand)	100	4	4
San Marino	100	27	18
*Siam	100		
South Africa, Union of [4]	100	97	94
South West Africa (proposed mandate of Union of South Africa)	100	1	1
Spain [3]	131	131	127
Sweden	9,561	9,561	8,961
Switzerland	2,081	2,081	1,869
Syria and The Lebanon (French mandate)	100	94	83
Tanganyika (proposed British mandate)	100		
Togoland (proposed British mandate)	100		
Togoland (proposed French mandate)	100		
Turkey	100	100	98
*Yap and other Pacific islands (under Japanese mandate) [3]	100		
Jugoslavia	671	568	489
Total	164,667	160,557	145,071

*For each of the countries indicated by an asterisk (*) is established a nominal quota according to the minimum fixed by law. These nominal quotas, as in the case of all quotas hereby established, are available only for persons born within the respective countries who are eligible to citizenship in the United States and admissible under the immigration laws of the United States.

[1] (a) Persons born in the portions of Persia, Russia, or the Arabian Peninsula situated within the barred zone, and who are admissible under the immigration laws of the United States as quota immigrants, will be charged to the quotas of these countries; and (b) persons born in the colonies, dependencies, or protectorates, or portions thereof, within the barred zone of France, Great Britain, the Netherlands, or Portugal who are admissible under the immigration laws of the United States as quota immigrants, will be charged to the quota of the country to which such colony or dependency belongs or by which it is administered as a protectorate.

[2] The quota area denominated "Arabian Peninsula" consists of all territory of that peninsula southeast of Iraq, Palestine, with trans-Jordan, and Egypt, except Muscat and Aden.

[3] Quota immigrants eligible to citizenship in the United States born in a colony, dependency, or protectorate of any country to which a quota applies will be charged to the quota of that country.

[4] In contrast with the law of 1921, the immigration act of 1924 provides that persons born in the colonies or dependencies of European countries situated in Central America, South America, or the islands adjacent to the American continents (except Newfoundland and islands pertaining to Newfoundland, Labrador, and Canada), will be charged to the quota of the country to which such colony or dependency belongs.

[5] Quota immigrants born in the British self-governing dominions or in the Empire of India will be charged to the appropriate quota rather than to that of Great Britain and northern Ireland. There are no quota restrictions for Canada and Newfoundland.

[6] As shown on chart No. 1262a, Hydrographic Office, U. S. Navy Department.

Annual Report of the Commissioner General of Immigration, 1925, p. 6

possession of an American immigrant visa came to be the equivalent of admission to the United States.[4]

Thus, Ellis Island was rapidly losing the basic function for which it had been created--the primary examination and processing of immigrants. This situation was intensified in 1925-26 when twenty-one immigration inspectors were added to the consular staffs (England--4, Norway--2, Ireland--3, Scotland--1, Belgium--1, Netherlands--1, Poland--1, Denmark--1, Germany--5, and Sweden--2) as technical advisers, so that, in effect, the immigrant was completely "pre-processed" when he reached America. Thereafter, a final checkup of papers on the steamer coming up New York Bay normally completed the procedure that had once been carried out fully at Ellis Island. Only a small percentage of doubtful cases whose status was questioned was sent to Ellis Island to be detained for hearings before boards of inquiry. This method of inspection marked a significant decrease in rejections at the Port of New York. During fiscal year 1925 only 1,544 aliens out of a total of 270,074 applying at that port were excluded, while during the previous year before the system had been fairly underway, 3,606 aliens, or 1.2 percent, were deported out of a total of 276,646. Thus the island, with its massive buildings, increasingly became a white elephant on the hands of the Immigration Service.[5]

The effect on Ellis Island operations of the Immigration Act of 1924 and the posting of medical and inspection officers to American consulates

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4. Annual Report of the Surgeon General of the Public Health Service of the United States, 1926, pp. 170-71, and Williams, United States Public Health Service, 1798-1950, pp. 108-10. The fact that the experiment was first carried out in the British Isles was undoubtedly due in part to continued British criticism of Ellis Island and British support for the experiment when it was proposed by the Department of Labor. "British Criticism of Ellis Island," Literary Digest, LXXXVI (July 25, 1925), 19.

5. U. S. Department of the State, The Immigration Work of the Department of State and Its Consular Officers (Washington, 1935), pp. 6-7, and Annual Report of the Commissioner General of Immigration, 1926, p. 3.

overseas was graphically illustrated in the Annual Report of the Commissioner General of Immigration in 1927. The report stated:

> Taking the arrivals at the port of New York as a basis, the records of the bureau show that in the three years prior to the inauguration of the foreign inspection service, that is to say the fiscal years 1922, 1923, and 1924, out of every 1,000 arrivals there were debarred 14, 11, and 15, respectively. In the fiscal year 1925, the first in which examination abroad occurred, 12 aliens per 1,000 were debarred upon reaching the United States, and during the fiscal years 1926 and 1927, following the assignment abroad of technical advisers of the Immigration Service, the ratio of those debarred to each 1,000 aliens arriving dropped to 6 and 4, respectively. The ratios given are based upon all aliens applying at New York for admission regardless of country of origin and regardless of whether they came from countries to which technical advisers had been assigned. The bureau's records show that, as to aliens arriving at New York from countries to which technical advisers have been assigned, the ratio of debarred is less than 1 to each 1,000 arrivals. . . .
>
> The system where it has been placed in operation has practically eliminated cases of hardship at ports of the United States and has proved also a distinct financial benefit not only to those who have migrated to this country but to those others as well who might otherwise have undertaken a fruitless journey. The wonderful success of this system is due to a very substantial measure to the splendid cooperation of the American consular officers, officers of the Public Health Service, and technical advisers of the Immigration Service.[6]

To be sure the new immigration policies and procedures did not entirely eliminate hardship at Ellis Island. For example, the New York Times contained an article on July 30, 1929, describing the deportation of undesirable aliens through Ellis Island:

> One hundred and thirty-six aliens were brought to Ellis Island for deportation yesterday. They arrived in Jersey City aboard a special train which had started at Seattle, Wash., and had picked up the persons at various points en route. At Pier

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6. Annual Report of the Commissioner General of Immigration, 1927, pp. 9-10. In June 1929 it was noted that only 939 applicants for admission were debarred at Ellis Island during the previous fiscal year. Seventeenth Annual Report of the Secretary of Labor, 1929, p. 56.

A, Jersey City, where the aliens were transferred to Ellis Island barges, there was some show of resistance by one or two members of the party, but according to Byron H. Uhl, Assistant Commissioner of Immigration, there was no unusual disorder. . . .

Included in the group, immigration officials said, were several insane persons and persons with criminal records. Every month a similar group is sent out of the country. Early in the day, in accordance with the usual precautions, Mr. Uhl said, a squad of Ellis Island guards was sent to the Jersey City pier to prevent any rioting or escapes.

Transfer of the charges was accomplished with the usual dispatch, . . and by nightfall a considerable number of the aliens were headed for their home countries on outgoing vessels. One young woman, chafing at the prospect of expulsion, was reported to have put up a stubborn resistance to the deporting officers. . . .[7]

While Ellis Island continued to handle primary inspections of immigrants from non-quota countries in the Western Hemisphere and from countries where inspection teams had not yet been installed in the consulates, its functions were greatly diminished. The commissioner general of immigration reported in June 1926 on the considerable changes that had occurred there:

"Ellis Island," as the immigration station at the port of New York is best known, has always furnished one of the most difficult problems of administration. With the advent of the quota restrictions in 1921 upon the number that might come through immigration channels, the difficulties at New York were intensified, so far as administative officals were concerned, even though the volume of immigration was greatly reduced. Further and more complex laws and regulations, to which were added quota complications and passport technicalities, not to mention the aggravated competition of steamship interests, all combined to produce a situation that taxed the ingenuity and best efforts, not only of the commissioner of immigration at the port but also of the bureau and departmental heads at Washington. The further narrowing of the quotas brought about by the act of 1924 and the distribution of arrivals throughout the fiscal year made necessary certain readjustments

7. New York Times, July 30, 1929.

> in the way of equipment and personnel. The extension of the foreign inspection during the past year has also contributed further to lessen detentions at the port, decrease the number of appeal cases, and generally to make unnecessary the maintenance of a large plant on the scale previously required. Administrative officials have made substantial progress in cutting down the excessive salary overhead and in reallocating the force without sacrificing efficiency or law enforcement. There has in fact been a net saving of $68,718.62 on salaries over the fiscal year 1925. Further efforts to adjust Ellis Island to present-day requirements will continue to be made, and, meanwhile, it is not too much to say that New York has a model immigration station, of which the country may well be proud. Often the object of unfavorable comment in former years, the year just past has witnessed a much more favorable popular attitude toward the station and its management. It is hoped that the term "Ellis Island" may in time be freed from any unpleasant significance in the thought of our own people and the minds of the newcomers to our shores, and that the greatest immigration station in the United States may realize for itself and for the country its fullest possibilities. . . .

Force reductions were carried out at Ellis Island in 1926 as the number of employees was reduced from 502 to 452.[8] Two years later the commissioner general observed

> . . . Ellis Island, due to diminished immigration, presents something of an economic problem. The buildings are larger than needful to accommodate present-day immigration. The overhead generally in the maintenance of this tremendous plant is a heavy item of expense. However, so many practical difficulties would be encountered in any attempted change of base, such action would be of questionable expediency and wisdom. Ellis Island as it is to-day is the best equipped and operated immigration station in the world.[9]

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8. Annual Report of the Commissioner General of Immigration, 1926, p. 15, and "List of Employees at Ellis Island by Divisions and Classes," April 1, 1925, and Hull to Lyon, March 6, 1926, General Immigration Files, RG 85.

9. Annual Report of the Commissioner General of Immigration, 1928, p. 28. Also see "The Eclipse of Ellis Island," Survey, LXI (January 15, 1929), 480.

2. Improvements at Ellis Island: 1924-25

While the new quota law had much to do with the improvement of conditions at Ellis Island, by ending the congestion there, considerable physical improvements were carried out on the island during 1924-25 under the direction of Commissioner Henry H. Curran. Although "conditions at Ellis Island were never so bad as some hysterical people would have the world believe," the New York Times reported in December 1924 that news of "a number of much needed improvements" on the island during the previous "few months is welcome." Most important of the structural changes was the "substitution of individual beds with mattresses, sheets and blankets for the old system of bunks in wire cages." Although the bunks had been "about the same as those which many of the immigrants had for the ocean journey, they were too crowded and afforded no privacy." The haphazard arrangement of the reception and examination rooms had been changed to eliminate "unnecessary climbing of stairs" and to provide for a "more businesslike" passing of the immigrants "from one examiner to another and thence to the rest rooms and transfer station." Thus, Congress appeared to have appreciated at last the importance of making

> Ellis Island as good a reception ground as possible for the incoming aliens. It is there that future citizens obtain their first impressions of America and of the American Government. Good-will or ill-will there formed is likely to have a lasting influence on the immigrant's relation to American life. So that even if humaneness did not demand that Ellis Island be made comfortable for the immigrants, a sound policy of national self-interest would do so.[10]

In January 1925 the Survey also commented on "a remarkably changed Ellis Island." The frightful

> overcrowding which was at the root of the worst conditions of the past is gone. July and August were formerly months of terrific congestion. This summer for the same period only 10,818 immigrants, of both quota and non-quota classes, came

10. New York Times, December 23, 1924.

from Europe. . . . The average per day now is about three hundred souls. Occasionally five hundred come and that is considered a heavy day. The documents to be checked over now require fifteen minutes for each immigrant even for "primary inspection"; when formerly primary inspection was done at a double quick--while the long lines were kept moving.

At last human beings emerge in their inalienable right of identity as individuals. The large white-tiled detention rooms still have that indescribable sound of much passing along a busy street. Occasionally the overtime work of an extensive radio equipment amplified five times causes them to suggest a New York subway. But now at least there is room for children to run about in, and enough cubic space of air to accommodate the persons waiting the call for "going out"--without developing that terrible stench traditionally associated with the detention rooms of old, which quite frequently visitors used to lay to nationality! . . . The housing facilities have been reconstructed; adequate modern plumbing is displacing the ancient exhibits; the iron-pipe two-decker curiosities called "immigrant bunks" have been scrapped and in their place--wonder of wonders--there now appear beds, real beds, with mattresses, sheets and blankets! Every effort is made to keep together the families who must be detained, while at the same time providing separate quarters for single women and men.

"Ellis Island a gateway, not a hotel" is the aim from the Commissioner down. There is a general speeding up of the time required to carry an admissions case through "S. I." and for appeal to Washington, with a consequent decrease in the average length of detention. . . . The number of detentions has decreased very greatly. And last, but not least, there is a steady effort to make life for those who are unfortunate enough to be detained approach a little nearer the normal, by the introduction of the therapeutics of agreeable occupation and diversion; a period out of doors on "the lawn" each day for all "detained" persons; school and games for the children; reading, handiwork, activites, studying of English and music for the adults.[11]

On April 30, 1925, Secretary of Labor James F. Davis wrote to former Ellis Island Commissioner Robert E. Tod describing the changed conditions at Ellis Island. The new immigration act

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11. Edith Terry Bremer, "How the Immigration Law Works," Survey, LIII (January 25, 1925), 441-42.

with its provisions for control of the quotas abroad and giving discretion to our consular officers to refuse visas to aliens who are obviously inadmissible, has reduced to a minimum the detentions at Ellis Island.

Partly as a result of the reduced number of immigrants deemed inadmissible by the primary inspectors, and partly as a result of new procedure whereby hearings before the Boards of Special Inquiry have been speeded up, practically all cases detained for special inquiry are now heard within twenty four hours. It is now possible to get the Department's decision in these cases back to Ellis Island within seven days from the time the alien appeared before the Board.

In the breathing spell thus afforded by the reduction in immigration, it has been possible to make great changes at Ellis Island. The inside detention rooms which were so much criticized no longer exist. That space is now used for other purposes. Outside rooms on the second and third floors have been equipped as dormitories. The walls have been freshly painted and are partly covered with glazed tiles. White iron beds, with mattresses, sheets, pillows and blankets have been installed. It is now possible for each immigrant to have a comfortable bed to himself. The old wire bunks are a thing of the past. Wherever it is possible, women with little children are segregated and placed in rooms holding from four to six persons. An effort always is made to place them with friends or groups speaking their own language.

As yet, the rooms where the immigrants spend their daytime hours have not been changed but a plan for doing so has been decided upon. The room on the second floor, which is now used as the registry room, is to be turned into a very spacious waiting room where the aliens can pass their time. This room will be freshly painted and furnished comfortably.

When the weather permits, the immigrants are encouraged to be out of doors for a few hours each day. Games and others forms of exercise are carried on under the direction of recreation workers. In inclement weather, exercise is taken on a large covered porch which opens out from the detention rooms.

There has never been much complaint about the dining room at Ellis Island. Each steamship company pays the cost of feeding the detained immigrants. The quality of food is of the best. Everything is done to make the dining room bright and cherry. Freshly laundered curtains are at the windows and the walls have been tinted apple green. Fresh paper tablecloths and napkins are spread for each different group of aliens. Formerly the aliens sat on long benches while eating. These

have been removed and individual chairs are furnished for the adults and high-chairs for the children.

> The sanitary facilities at Ellis Island have been increased and I do not think there will be any more complaints that such facilities are insufficient. There are 432 toilets, 129 urinals, 393 lavatories, 33 showers, 13 bath tubs and 63 slopsinks in the various buildings. Provision is made for free laundry work, and a new laundry is being installed with a capacity of 8000 pieces a day.[12]

3. Social and Religious Work at Ellis Island During the Late 1920s

Religious and social work was carried out at Ellis Island during the late 1920s under the supervision and coordination of the General Committee of Immigrant Aid. This committee had been formed during World War I and by 1926 it represented thirty-three religious and social organizations.[13] Representatives of these organizations planned and coordinated their daily program with the objective of meeting the religious, social, educational, and recreational needs of the detained aliens.

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12. Davis to Tod, April 30, 1925, Chief Clerk's File, 115/119A, RG 174.

13. The thirty-three constituent societies composing the General Committee of Immigrant Aid in 1926 were: The American Baptist Home Mission Society, American Tract Society, The Belgian Bureau, Board of Domestic Missions of the Reformed Church in America, Board of Home Missions and Church Extension of the Methodist Episcopal Church, Congregational Home Missionary Society, The Council of Jewish Women, Danish Evangelical Lutheran Church in America, German Society of the City of New York, Hebrew Sheltering and Immigrant Aid Society of America, Holland Immigration Bureau Christian Reformed Church, Home Missions Council Evangelical Denominations, The Immigrants Mission Board of the United Lutheran Church in America, International Committee of the Young Men's Christian Association, National Department of Immigration and Foreign Communities Young Women's Christian Association, Italian Welfare League, Lutheran Immigrant Society, Irish Emigrant Society, Mission of our Lady of the Rosary, National Catholic Welfare Conference, New York Bible Society, New York Protestant Episcopal City Mission Society, Norwegian Lutheran Church of America, Polish National Alliance of the United States, St. Raphael Society for Italian Immigrants, The Salvation Army, Swedish Evangelical Mission Convent of America, The Swedish Lutheran Immigrant Home, The New York Travelers' Aid Society, Women's American Baptist Home Mission Society, Woman's Board of Home Missions of the Presbyterian Church, Woman's Catholic Temperance Union, and Woman's Home Missionary Society of the Methodist Episcopal Church.

Manual work was a part of the social service program at Ellis Island. The Daughters of the American Revolution supplemented the work of the General Committee by keeping two large material closets stocked with cloth, yarn, thread, knitting frames, and other equipment. Rug-making, scarf-weaving, and bead-work were introduced. The aliens were permitted to sell, give away, or retain as their personal property any articles they made.

Dress materials were distributed to mothers for sewing purposes. A day nursery consisting of three large rooms, one equipped with a modern porcelain bathtub for infants and all supplied with cribs, was used in part to teach sanitation and baby care.

The kindergarten and day school on the island were the result of the joint endeavor of immigration officials and the General Committee. The school was held in one room, with classes for pupils ranging from two to seventeen years of age. As many as 200 children could be accommodated in a single day. The principal of the school had been born on Ellis Island and spoke Spanish, French, Italian, and Portuguese and was learning Hebrew.

Religious services were held every week, on Saturdays for Jews and at different hours on Sunday morning for Roman Catholics and Protestants. The General Committee cooperated with the commissioner to provide speakers, music, special programs, and gifts for the celebration of Christmas and other religious holidays.[14] Bibles were distributed among the immigrants as they arrived on the island, some 71,027 copies in 34 languages having been given the newcomers in 1924. Diglot gospel

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14. For instance, the Hebrew Sheltering and Immigrant Aid Society of America conducted Passover services on Ellis Island in April 1929. As a result of the efforts of this organization the commissioner agreed not to deport any Jewish immigrants during the Passover holidays. New York Times, April 24, 1929. The General Committee also sponsored an annual Christmas festival during the 1920s and 1930s. See "Program of Christmas Festival," Ellis Island, December 22, 1936, Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

portions were especially useful for the aliens eager to learn English. Religious tracts in many languages were distributed as was a citizenship manual issued by the Daughters of the American Revolution.

Free weekly concerts, with special concerts by various volunteer organizations, were made possible by the cooperating societies of the General Committee.[15] A large radio receiving set with amplifers was installed in detention rooms, and motion pictures were shown every Friday night under an arrangement with a New York City film company.

Social workers also acted as guides to nearby places and provision was made for the "chaperonage of girls coming to intended husbands." In the custody of a social worker an intended bride, after securing a license, could arrange for her wedding to be performed by a minister or magistrate on the mainland.

Other services of the General Committee included assembling of complete layettes, distribution of clothes, library facilities, social teas, chaplain services, English classes, and classes to teach American games. Afternoon recreation periods were also organized, and swings, merry-go-rounds, flying rings, and slides provided for childrens' play.[16]

In 1926 the social workers at Ellis Island were allowed to furnish a small room which was to be used as a rest area for the detainees. All religious and social organizations represented on the island donated furnishings for the room. Social workers were also provided with new quarters in 1927. Prior to that time, they were stationed in "a dark,

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15. For instance, the New York Times Choral Society, under the direction of Albert G. Janpolski, gave a concert in the main auditorium at Ellis Island to more than 800 immigrants on June 22, 1927. New York Times, June 23, 1927.

16. Coe Hayne, "Treating Immigrants as Brothers," Missionary Review of the World, XLIX (January 1926), 25-30. For a description of the social work performed by the Bureau of Immigration of the National Catholic Welfare Conference, see "The Ball and the Cross: Catholic Social Work at Ellis Island," Catholic World, CXX (March 1925), 527-31.

air-tight, wholly undesirable corner near the railroad room." The space, formerly used as waiting rooms for relatives of the detainees, was converted into offices for the social workers. As these rooms contained "windows and are airy and light" they promised "real comfort to the workers."[17]

4. Reactions To Conditions On Ellis Island During The Late 1920s

Throughout the late 1920s a variety of reactions to conditions on Ellis Island appeared in newspapers and periodicals. Remsen Crawford, a New York newspaper writer who covered news stories on Ellis Island for many years, produced two periodical articles that evoked sympathy for the detained immigrant children on the island and appreciation for the colorful atmosphere at the station provided by the numerous styles of dress exhibited there. In an article entitled "I Met Them On Ellis Island," published in Collier's on January 17, 1925, he observed:

> If you take your birthright as an American too casually--and most of us do--go mingle with the immigrant children on Ellis Island. To us America is home; and we enjoy its blessings and privileges with matter-of-fact familarity. To them America is a beautiful legend, an exquisite mixture of fact and childish fancy. Their love of America, their hunger for America, yes, and their need of America is so intense and so apparent that it would bring a lump to the throat of the most confirmed vote-slacker.[18]

Later Crawford wrote an article entitled "The Colorful Side of Ellis Island" that was published in Outlook on July 7, 1926. In this essay he commented:

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17. "Notes From the Ports: At Ellis Island," The Immigrant VI (March 1927), 5. This article contains a number of stories of immigrants served by representatives of the General Committee.

18. Remsen Crawford, "I Met Them On Ellis Island," Collier's, LXXV (January 17, 1925), 20.

No, the color has not all gone from Ellis Island. Though its dwindling pilgrimage, decimated by the Quota Law and the new plan of inspection abroad, may have brought a tinge of rust to the hinges of our National gate, once stormed by a million a year, there is yet what the artists call atmosphere there.

Endearingly quaint and picturesque are the immigrants at times. The dainty little bodice from Bohemia is still in evidence; boys and girls from bonny Scotland occasionally come over disporting their kilts and tartan plaids; the Spanish and Italian men are still wearing corduroy velveteen; the mantilla has not been discarded by the adorable senoritas from Spain; the dark-eyed girls from Italy continue to put on white satin the day they land in America, no matter how cold the weather may be, just as if it were their wedding day; and the sober-minded Amazons from the hinterlands of northern Europe mock solemnly at modern modes of scanty skirts by wearing sixteen of them at a time, with cowhide boots away up to their knees, defying all laws of comfort and symmetry.[19]

Criticism of Ellis Island did not cease with the physical improvements carried out in 1924-25 or the changes brought about by the Immigration Act of 1924. In a letter to the editor of the New York Times in July 1924 one person who signed his name as M. A. C. caustically observed:

I had occasion to visit the island about four times and study the conditions. What I saw is not likely to be soon forgotten. There is absolutely no distinction made between the classes. The bandit and cutthroat is indiscriminately mixed with the refined. The living conditions are abominable and the sanitary arrangements are beyond description. I saw a drinking fountain used as a cuspidor by one of the officials, who coolly told me it was due to the inmates themselves that such a condition existed.

These same officials have not yet heard of the words civility or courtesy. They would make much better attendants in the lion house at Bronx Park. They seem to think that the louder they shout the more readily will they be understood. Though there has been no official record of the use of physical force by them, still the humiliation caused by their constant barking at those of refinement is much more destructive mentally.

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19. Remsen Crawford, "The Colorful Side of Ellis Island," Outlook, CXLIII (July 7, 1926), 346.

> Since visiting Ellis Island I have several times thought what a wonderful piece of literature Dante's "Inferno" would be had the great writer lived in 1924 and visited this coverless hell, which is situated, paradoxically enough, at the very door of the richest and most wonderful city in the world and right under the arm of the Statue of Liberty.[20]

Despite the criticism that Ellis Island continued to receive, it also had favorable publicity during these years. In answer to the aforementioned biting letter a medical doctor who had recently visited Ellis Island and inspected "all parts of the institution, including the famous detention room, the hospital and the kindergarten" also sent a letter to the newspaper. His favorable impressions of the station countered those of M. A. C.:

> True, the individual who arrives without the right to land finds himself in an unhappy condition, but the official who detains him is but doing his duty under the law. . . .
>
> Conditions in the mess hall about equaled the conditions found in the mess halls of the regular army in peace times.
>
> "M.A.C." thinks that living conditions are abominable on Ellis Island, but if his professional duties brought him daily into the homes of the recent immigrants he would soon learn that conditions on the island are often better than those in the homes of these immigrants after they are landed and have accumulated a sockful of American dollars.
>
> The buildings are as clean as such old buildings can be kept. The hospital is particularly well cared for and under the supervision of a most courteous and competent medical officer.
>
> My wife, who was with me, visited the room in which the women were receiving their physical examinations and joins with me in the statement that, although we spent several hours on the island, we saw only the most humane and considerate treatment given the men, women and children there detained.[21]

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20. New York Times, July 13, 1924.

21. Ibid., July 23, 1924.

Another case in July 1924 that caught the attention of the New York press was that of Anna Hans, a nurse from Germany who was deported on the ground that she was in danger of becoming a public charge. Just before she left Ellis Island she charged that (1) she had been held incommunicado at the station, (2) her mail was kept from her, (3) she was compelled to sleep in a room with twenty women and children, (4) she was forced to share a bed with a negress, (5) a baby was born one night in the detention ward where she was confined, and (6) running water was not sufficient for the needs of those detained. Her charges were declared to be "malicious falsehoods" by immigration officials and after her deportation Commissioner Curran reported:

> This women is just one of many deported immigrants who are all smiles when they want to come into the United States, but, as soon as they discover that they have come in violation of the law and have to go back, they depart leaving a trail of falsehoods and abuse against the United States in general and Ellis Island in particular.[22]

In September 1924 an Armenian immigrant submitted a letter to the editor of the New York Times, defending the station against its critics and insisting that it was the finest institution of its kind in the world. His comments included:

> I have read with great surprise the criticisms made by various persons about Ellis Island in the past few months. Having been in the various countries of Europe and South America and having seen the various arrangements made by different Governments to deal with the passengers and immigrants, I can declare that none of them can compete with Ellis Island.
>
> I have been seventy-two days on that island with my large family and have been in the different departments of the island, such as sleeping rooms, sitting rooms, school, hospital, playground, balcony, registration hall, baggage room, &c., and, in fact, have gone through long, unnecessary trouble on account of the absurdities involved in the quota restrictions, but can say conscientiously that I think most of the criticisms made recently in the papers are untrue and are apparently due

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22. Ibid., July 18, 20, 1924.

to hurt feelings. To ignore the many splendid arrangements, the good discipline in general and to call it a "hell" is certainly unfair. In order to be a real critic in such matters one must not think about the ideal which is expected but rather about the possibilities and the practical. . . .

On the other hand, in order to be fair, I should like to mention some other things which are satisfactory, admirable and bring real credit to Ellis Island.

1. The food supply and service could not be better under the circumstances. Women and children get extra milk twice a day, and the care which is taken of children is splendid.

2. Patients get special care and the hospital service can be called very satisfactory.

3. There is a very fine school work carried on for children in Ellis Island. America must be very fortunate if she has many such teachers as those in that island.

4. The treatment of the immigrants by the different officers and the employees with very rare exceptions, is with much kindness and courtesy. . . .

5. The arrangements for religious worship, entertainments of various sorts twice a week for all, the services of the welfare workers and the Travelers' Aid Society and the comfort and encouragement given by some fine missionaries (as Miss Matthews, for example) are much more than ever can be explained.

6. I cannot close without saying a few words about Commissioner Henry H. Curran. He is simply fine. To see him visiting different parts of the institution at daytime and often very late in the evening, like a simple visitor, yet with a keen eye to observe, broad mind to judge and, more than all, with a heart full of love and sympathy for all, his readiness to spend time and take note of cases explained to him, impress everybody who may have the privilege to know him.[23]

This favorable report on conditions at Ellis Island was ably seconded during the summer of 1926 by Mrs. Betzy Kjelsberg of Oslo, Norway, who spent two days on Ellis Island investigating conditions there on behalf of

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23. Ibid., September 28, 1924.

the International Council of Women. Her report was published in full in The United States Daily and summarized on the editorial page of the Saturday Evening Post. Observation of the proceedings at the island left her with the impression "that no greater hardship is imposed upon immigrants than Americans voluntarily submit to every time they make application for life insurance or go to their family physician for a general overhauling." Among her comments were the following:

> Now how do these detained persons pass their time out there? The dormitory for men and women at each end of the building has now recently been redecorated. It boasts relaquered white beds with snowy white bed linen and good bed clothes. My well-trained inspector's eye examined the beds, for it certainly is important that they be good. The linen is changed every day for those who are there only one day, otherwise twice a week.
>
> The doors of the sleeping rooms are locked in the evening. Guards outside. Many different kinds of people sleep there together, Jews and Greeks, Slovaks, Russians and Scandinavians, etc. Women with children are shown to smaller sleeping rooms. If there is a mother with a flock of children, she is given a room for herself and the children.
>
> Bathrooms for the dormitories were being modernized; likewise the toilet rooms. There service was, as far as I could notice, polite and helpful. Commissioner Curran demands politeness and consideration from all his subordinates. Infraction of these obligations may cause discharge from service. . . .
>
> The meals, which are good both with respect to breakfast and dinner, are served in the large, light dining rooms. The tables have strong white paper table covers, which are changed every day. The dining set was clean and whole. The food was tasty. I ate the day's fare both days. Had an opportunity to see the cellar, the larders, the ice plants, the kitchen, had a nice chat with an amiable cook, who had assistants of both sexes at his bidding.
>
> The kitchen was equipped in an up-to-date manner with steam boilers and electric washing machines. Besides, machines are used for all sorts of different work in the kitchen. It was clean and proper everywhere in the kitchen department.
>
> Playrooms are provided for the children; here are games, dolls, picture books, etc. Out in the yard there are swings, poles for climbing, sandpiles, etc. The children's play is in

the charge of trained "sisters," who practice social work on the island.

In the living room one will find the older people, either reading or busy with their handiwork. Here is music, song, and letters can be written. Visitors from New York are received here. Preachers from various congregations call upon their countrymen and bring both help and consolidation.

There also was a school room with a teacher. . . .[24]

In the March and April 1927 issues of Forum John Walker Harrington presented a lengthy and merciless delineation of Ellis Island's shortcomings and offered constructive suggestions for improving the lot of the arriving immigrant and removing what he considered to be a national disgrace. In his first article, "Ellis Island, By Liberty Darkened," he wrote:

As the steamships approach New York, stewards gather their third class passengers together, form them in queues, and then give them a first sense of chilly restraint. Soon begins the sorting of sheep and goats. The sheep have been examined in American consulates, in certain countries,--England, Irish Free State, Germany, Holland, and the Scandinavian lands,--and under Edenic conditions. On their arrival here, the anatomical appraiser, a surgeon of the Public Health Service, searches hatless heads for scalp diseases; assures himself ungloved hands are not paper-mache or, if real, not paralyzed. By watching their steps, he can tell who of the cargo is lame, crazy, or given to varicose veins. If no physical defect has developed in transit, and their papers are flawless, most immigrants passing this secondary scrutiny may land at the piers.

Next come the goats, those from countries where primary examinations are not made at consulates. They are parked on sofas, where they act much as the inmates of live stock cars do at a siding. With them also are some who have had consular examination,--on the other side of whose visas are fastened small envelopes, officially sealed, containing notations of bodily imperfections which may bar their entrance.

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24. Mrs. Betzy Kjelsberg, "Conditions At Ellis Island Approved by Member of Council of Women," 1926 (typescript copy, Department of Labor, Library). Also see "Bouquets for Ellis Island," Saturday Evening Post, CXCIX (September 4, 1926), 26.

> Into a drafty, often dirty craft waiting at the end of the pier, all are driven. The skyline of Manhattan becomes a mirage; the Hudson River, a Stygian stream; Uncle Sam, a Charon. Doubtless there are more forbidding spots than Ellis Island, but going there is no voyage to Cythera. Its vegetation is as scanty as its beauty. It even lacks the one tree, which bore pirate fruit and gave it its old name, Gibbet Island.
>
> From the wharf, immigrants are guided into the first floor reception corral of the station and disposed on benches. One by one they are led into the nest of rooms adjoining for medical examination. Men are stripped down to the buff entirely, women nude to the girdle, are scanned and thumped by practitioners of their own sexes. To these strangers at the gates of a strange land, comes many a harrowing ordeal. . . .
>
> . . . To such, Ellis Island is no friendly hospice at "The Gateway of the Nation", but a border outpost echoing with the procul of heathen lands which slew the strangers shipwrecked on their coasts. . . .[25]

To redeem itself, Harrington proposed that the United States government make "radical" though "rational" changes in the operation of immigration laws and the detention facility at Ellis Island, including concentration of responsibility for the control of immigration, active aid in placement of immigrants in suitable occupations, and elimination of bureaucratic red tape in immigrant processing.[26]

The vicious indictment of Ellis Island by Harrington prompted Oscar W. Ehrhorn, former Secretary of the National Republican Club, to visit the island to see if the island had deteriorated "to the deplorable state depicted." According to his findings Ehrhorn noted, "As Americans we need not be ashamed of Ellis Island." He and his wife found:

> Aliens that are brought to Ellis Island for primary inspection are given a thorough medical examination in well

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25. John Walker Harrington, "Ellis Island, By Liberty Darkened," Forum, LXXVII (March 1927), 332-40.

26. John Walker Harrington, "Ellis Island, Enlightened by Liberty," Forum, LXXVII (April 1927), 562-69.

equipped medical quarters, the women being examined by women doctors. After the medical examination, the aliens appear before the primary inspectors and if discharged, proceed at once to the ferryboat taking them to New York or to the railroad terminal from which they start the journey to their desired destination.

The aliens that are to be detained,--either temporarily or permanently,--to go before a board of special inquiry, or to await deportation, are housed during the day in a large, well ventilated, well lighted, and comfortable detention room. The dining room, too, is a light and well ventilated room, the floor is cleaned after each meal and the tables and chairs are periodically scrubbed. Paper table-cloths are used and after each meal are destroyed.

The very young children of the detained aliens are cared for during the day in a nursery which is in charge of a competent and trained attendant. The older children up to sixteen years of age each day are taken to the kindergarten or out on the recreation lawn, where they are taught games and the rudiments of English. In the evening, for the original entry aliens, a concert is held weekly as well as a moving picture exhibition. Religious exercises for the respective creeds are held on Sunday.

At night the men are housed in a well ventilated and cleanly dormitory. The dormitory for women and children is equally clean and airy. Upon retiring, each alien is provided with a clean towel and a piece of soap. Well appointed shower baths are provided for the men and tubs for the women. The bed linen, mattresses, and the blankets are kept in a cleanly condition. Each bed is equipped with a wire spring and a mattress. The bed linen is changed periodically, and no alien has to use linen which has been used by another. In short, every care and every attention consistent with the law and regulations is given the alien, and everything possible is done to relieve the hardship and tedium of his detention.[27]

5. Publicity Surrounding Well-Known Personalities and Attempted Escapes at Ellis Island During the Late 1920s

Several noteworthy incidents involving well-known personalities and attempted escapes occurred at Ellis Island during the

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27. Oscar W. Ehrhorn, "Not So Bad," Forum, LXXVIII (August 1927), 309.

late 1920s that received attention in the New York press. In July 1924 Luis Angel Firpo, the well-known prizefighter, and several members of his entourage were detained temporarily because of irregularities in their passports. The flaw in Firpo's visa was slight and, thus, he was let go, but his secretary, Eduardo Carbone, and his trainer, Julio J. Bacquerisa, were held overnight for an appearance before the Special Board of Inquiry.[28]

Several attempted escapes from Ellis Island by detained aliens were given attention in the New York press during the 1920s. On September 14, 1924, seven men, two Spaniards, one Italian, one Portuguese, one Russian, one Mexican, and one man of undetermined nationality, made a "dash for liberty" after the Sunday afternoon concert was over and the majority of the aliens had gone to the main dining room for supper. After swimming a third of the distance to Liberty Point at Communipaw, New Jersey, the Portuguese called for aid and the Italian, a powerful 22-year-old swimmer, conveyed the drowning man back to shore. By the time he caught up with the other swimmers one of the Spaniards had also given up and was taken back to Ellis Island by the Italian. He then rejoined the other three swimmers and made for Pier 10 with the 18-year-old Russian where they were captured by Central Railroad watchmen and turned over to the Jersey City police. The Spaniard and the Mexican went to another pier and were later arrested at Arlington and Bayview Avenues in Jersey City. The seventh escapee was believed to have drowned, and the two who had given up were placed in the Ellis Island hospital.[29]

Later in September 1928 two Norwegian immigrants, Exor Nelson and Sterre Knuzezer, swam across the wind-whipped harbor and went ashore at the Jersey City freight terminal of the Central Railroad. There a

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28. New York Times, July 22, 1924.

29. Ibid., September 15, 1924.

railroad security guard captured them and within a half hour they were on their way back to Ellis Island.[30]

6. Public Health Service Activities on Ellis Island During the 1920s

The work of the Public Health Service on Ellis Island was changed dramatically by the Immigration Act of 1924 and subsequent posting of Public Health Service officers to American consulates overseas. In 1925 the Surgeon General reported on the impact of the law on medical operations at Ellis Island:

> The passage of the immigration law of 1924, which became operative with the beginning of the fiscal year 1925, coupled with the decision of the local immigration authorities not to bring to Ellis Island more than 1,000 aliens in any one day, has brought to the medical division the greatly hoped-for day when all immigrants presented to the line inspection section could be "intensively" examined. This year, for the first time in the history of Ellis Island, it has been possible to abandon the old "routine" examination entirely. It is doubtful whether a medical officer ever served at Ellis Island who did not appreciate the weakness of the only method of examination possible when numbers far beyond the capabilities of the station, both as to personnel and allotted floor space, were presented for examination, and it is probable that none ever served here who did not realize that it was impossible to carry out the examination of aliens in the manner expected and which the law contemplated. The only answer was that the remedy did not lie without our power. This was the situation: Fifteen medical officers, well trained though they were, endeavoring to isolate from an avalanche of 5,000 persons a day all of the persons suffering from one or another of physical or mental conditions specified in the immigration law, and this by the simple process of having these aliens file past them all day long at a distance of about one rod apart. That was the only method possible under former conditions and was termed, for want of a better name, the "routine examination." Now, fortunately, this is a thing of the past, although its results will be with us for many years to come.[31]

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30. Ibid., September 2, 1928.

31. Annual Report of the Surgeon General of the Public Health Service, 1925, pp. 171-72.

The Surgeon General went on to state that Public Health Service officials at Ellis Island were now able to examine aliens "with sufficient accuracy to insure the detection of by far the greater proportion of persons either afflicted with the mandatorily excludable conditions, which embody undesirable mental states and the dangerous and loathsome contagious diseases, or presenting any other of the great variety of diseases which may affect ability to earn a living." To illustrate the comparative value of the old "routine" method of examination with the new "intensive" method, he discussed the certification of tuberculosis and venereal disease cases at Ellis Island:

> During the fiscal year 1914, 788,789 aliens were examined while passing along in line, fully dressed, and of these only 22, or 1 person out of every 35,853 were certified for pulmonary tuberculosis.
>
> In 1920, the number of arrivals examined by line inspection had fallen to 214,756, 28 of whom, or 1 out of 7,669, were certified for pulmonary tuberculosis. This represents an improvement of nearly 500 per cent, expressed in terms of results, as compared with the methods that were in effect in 1914.
>
> During the fiscal year just ended, 101,561 aliens were examined by the "intensive" method at Ellis Island; and of these, 58, or 1 out of every 1,734, were certified for pulmonary tuberculosis. Thus, it appears that in 1925 as compared to 1914 the efficiency in detecting the presence of the disease called "the great white plague" in aliens seeking admission to the United States was as 20 is to 1. Assuming that the proportion per thousand arrivals who were actually infected with tuberculosis of the lungs was exactly the same in 1914 as in 1925, if the same thoroughness of examination could have been applied in 1914 as was applied in 1925, the United States would have been saved giving domicile to 433 tuberculous aliens.
>
> Passing to the question of the venereal diseases, to aid in the suppression of which the Congress has since 1918 appropriated $1,200,000, there were examined at Ellis Island in 1920, in the old "routine" way, 214,756, of whom 145 or 1 in every 1,481, were certified as being afflicted.
>
> In 1925 there were 101,561 third-class aliens examined "intensively" for these diseases and 140, or 1 out of every 725 arrivals (including women), were certified.[32]

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32. Ibid., pp. 172-73.

The hospital division at Ellis Island, designated as United States Marine Hospital No. 43, operated under the charge of Surgeon W. C. Billings in fiscal year 1925. According to the Surgeon General the principal activities and concerns of the hospital during the year were:

> . . . Although, due to the diminution in the number of immigrants, and change in practices governing admissions, aliens detained in hospital diminished 23.4 per cent, the total number of patients treated was only slightly less than in the preceding year. This is due to the fact that it has been necessary to divert to Ellis Island merchant seamen, Coast Guardsmen, and other old-line beneficiaries applying for treatment at the marine hospital, Stapleton, but for whom accommodations were lacking in that institution. Beneficiaries were also transferred from Philadelphia when the marine hospital at Baltimore was filled to capacity. Nearly one-half of the amount of relief furnished at Ellis Island has been for these old-line beneficiaries, whose numbers have approximated those in the marine hospital at Chicago.
>
> This hospital is a general hospital with clinical laboratories, surgical operating room, etc. Its physiotherapy department gave 6,787 treatments, and 60,027 X-ray exposures were made. It is necessary to maintain a large number of empty beds at this hospital in order to meet the exigencies presented by the arrival of a single large ship having many sick immigrants aboard. More than 100 patients are sometimes admitted in a single day. The turnover is high because many admissions to hospital are for diagnosis only. . . .

The average hospital stay for immigrant patients was about eleven days.[33]

On July 30, 1925, Billings described the changes that had come over the Ellis Island hospital in view of the Immigration Act of 1924. He wrote to the Surgeon General:

> The professional work in the hospital has been in many ways much the same as in previous years with the outstanding exception that there has been a gradual increase in the number

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33. Ibid., pp. 173-74, 216-17. The number of patients in the hospital as of June 30, 1925, was 319. The number of personnel, aside from medical officers, included "41 nurses, 9 technical, and 166 other employees." Cumming to Chief Medical Officer, September 16, 1925, General Subject File, 0135, RG 90.

> of old line beneficiaries and a decline in the number of alien immigrants. This does not mean a decline in the percentage of arriving aliens sent to hospital but a diminished total due to the far smaller number of arrivals allowable under the 1924 immigration law. At the time of writing 55% of the patients are beneficiaries other than aliens which means that Ellis Island now ranks among the largest of Marine Hospitals. . . .[34]

The inauguration of alien medical examinations in American consulates overseas had a greater impact on the Public Health Service activities at Ellis Island, under the direction of Senior Surgeon E. K. Sprague, during fiscal year 1926. According to the Surgeon General the

> medical personnel at Ellis Island has been in a continual state of transition. Since it seems advisable that the medical officers detailed for this duty should have had experience that can be obtained at Ellis Island only, several highly efficient officers were lost to this station.
>
> The total number of aliens arriving at the port of New York was 271,371, an increase of 30,131 over the previous year. These aliens were classified as 53,854 first, 93,999 second, and 123,518 third class.
>
> All of the first and second class passengers were examined aboard ship in accordance with the usual practice at the port of New York. Of the third-class passengers 72,665 were examined intensively at Ellis Island. The remaining 50,953 were examined on shipboard either because they had been examined by medical officers of the Public Health Service at foreign ports of embarkation or because they held return permits issued by the Immigration Service. This change in procedure caused a decrease of 28,896 from the number intensively examined during the previous fiscal year. The number of certificates issued has decreased proportionately to the number of aliens intensively examined.
>
> Because of the reduction in the number of immigrants examined at Ellis Island, it has been possible to reduce materially the number of medical officers and clerical personnel on the line. As many medical officers as practicable have been detailed to the hospital and withdrawn temporarily, when necessary, to serve on the line or for boarding work.

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34. Billings to Surgeon General, July 30, 1925, General Subject File, 1850.15, RG 90.

On May 20, 1926, the intensive examination of alien seamen from both American and foreign vessels was commenced and from that date until June 30, 60,392 alien seamen entered the Port of New York. Of these 48,031 were examined intensively for venereal and other communicable diseases, and 209 were sent to Ellis Island for completion of diagnosis. The new regulations specified that all alien seamen with such diseases were to be confined to hospital while their ships were in port. The admittance of these patients resulted from the overflow of patients at the marine hospital at Stapleton which was inadequate for meeting the needs of the new alien seaman examinations. By June 1926 the number of seamen at the Ellis Island marine hospital was greater than the number of detained immigrants.

Other primary activities at the hospital during fiscal year 1926 included surgical, dental, laboratory, and physiotherapy operations. According to the Surgeon General:

> The surgical work has increased with the advent of large numbers of patients admitted for treatment rather than for diagnosis. A dental officer was added to the staff. The X-ray laboratory made 6,363 exposures, the clinical laboratory 31,944 examinations, of which 6,901 were Wassermann tests for syphilis. The physiotherapy treatments were classified as follows:

Massage	1,287
Electrotherapy	747
Thermotherapy	3,102
Exercise	873
Total	6,009

Although conditions had changed at Ellis Island, many long-time problems still hampered the smooth functioning of the hospital. The Surgeon General related:

> A special problem exists here requiring service workers, speaking several languages, to convey information to aliens in their own tongue, to assist patients to communicate with relatives, to protect them from unscrupulous persons, to adjust perplexing social problems, and occasionally to supply material relief from distressing conditions. The problem of handling visitors alone is a large one. Ambulatory patients are taken to

the general reception rooms to receive visitors and only the relatives of bedfast patients are permitted to visit wards, thus eliminating congestion so far as possible.[35]

In July 1927 Chief Medical Officer Sprague presented to the Surgeon General a statistical overview of the Ellis Island hospital operations as well as an overview of various administrative changes during the previous year. He noted:

> U.S. Marine Hospital #43 is becoming a marine hospital in fact as well as in name. The number of patients runs almost constantly above 300 and much of the time near 400 and the old line beneficiaries keep around or above 200.
>
> This change in the character of the patients in the hospital has been followed by results that are worthy of mention. The total number of immigrants admitted was 4,334; the total number of old line beneficiaries 2,423. In previous years when the number of immigrant patients predominated, the average length of stay in hospital was about twelve days. It will be observed that for the past fiscal year the average length of treatment has increased to eighteen days. This is owing to the fact that while the number of old line beneficiaries admitted is only a little over one-half that of the immigrants, many of the former are chronics which leads to the increase in days of treatment per patient.
>
> With the increase in the number of old line beneficiaries and chronics the demand for physiotherapy work has developed proportionately. At present only one aide can operate, owing to lack of space. With the transfer of the x-ray outfit to other rooms the space remaining will be appropriated by the physio-therapy department and it will be necessary then to employ an additional aide.
>
> Under the direction of Acting Assistant Surgeon Liberson, with generous co-operation of the Bureau, a thoroughly efficient x-ray plant has been installed. Once it is in working order the hospital can do work comparable with the best.
>
> About two years ago, owing to a shortage of funds, it seemed advisable to dispense with the services of the Chief Hospital Service Worker. The hospital has continued along since that time with sometimes one and sometimes two workers

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35. Annual Report of the Surgeon General of the Public Health Service, 1926, pp. 180, 235-38. Also see Sprague to Surgeon General, July 22, 1926, General Subject File, 1850.15, RG 90.

without a chief. Late this year, owing to the generosity of the Seamen's Church Institute, a morale officer, Assistant Chaplain, has been placed on duty in charge of the Hospital Service Work. He is a man of mature years with experience during the World War as Army Chaplain and work of the character that is found in a large hospital appeals to him. . . .

The Dentistry Department has now been in operation for one year. The work performed has been practically entirely for the benefit of the old line beneficiaries. The only work done for the immigrants has been an occasional extraction or treatment for the relief of pain--strictly humanitarian and emergency work. . . .[36]

In his annual report for 1927 the Surgeon General reported at length on the changes in the scope of work that had occurred at the Ellis Island hospital as a result of recent legislation and medical examination of prospective immigrants in their countries of origin. The results, which had proven to be "very satisfactory" were described:

When it is considered that during the entire year only seven cases of mandatorily excludable diseases have been detected among aliens who had previously been examined by officers of the service at ports of embarkation, three of which were acute and had unquestionably appeared after embarkation, it is felt that the detection of diseases at ports of embarkation is very efficient, especially when it is borne in mind that, under the provisions of the law of 1924, an alien has four months in which to embark after having been given the medical examination and issued a visa. It is manifest that many conditions might readily develop during that period. While it is true that aliens are given a reexamination at embarkaton, such examinations can, of course, not be as thorough as the examination given at the time the visa is issued, and certain conditions might be overlooked at that time which had developed meanwhile. . . .

As stated in an earlier part of this report, a small number of aliens arrive who are found to be afflicted with physical defects or diseases which ordinarily would have been detected immediately before embarkation, but the provisions of the law of 1924, which allows an alien four months in which to embark after he has received his visa, makes it possible for the condition with which he is found to be afflicted upon arrival to have developed during that interval.

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36. Sprague to Surgeon General, July 27, 1927, General Subject File, 1850.15, RG 90.

> In all such cases, the following statement is placed on their certificate: "This alien was given a competent medical examination at the foreign port of embarkation and the condition herein certified was not detected at that time."
>
> For the fiscal year 1927 there has been a distinct reduction in the number of aliens coming to Ellis Island for intensive examination. The total for the year was 39,928, whereas for the previous year it was 72,665, a decrease of 32,737. This lessening of the line work has led to a curtailment of the number of officers engaged in the examination from 8 to the present force of 3 full time and 1 part time.
>
> While the intensive examinations at Ellis Island have been reduced, the boarding work and its importance has increased. In addition to the examination of all arriving aliens in all classes, it has devolved upon these officers, during the past year, also to examine over 500,000 alien seamen. It not infrequently happened that an entire day was thus consumed aboard an individual ship, because the seamen can not be examined until after the vessel has docked and the work with alien passengers finished. There were eight officers detailed for the boarding work, but this number was insufficient to meet the demands for the first days of the week, when the largest number of passenger boats usually arrive from foreign ports. To meet the situation it was necessary to detail officers from the hospital[37] and occasionally the number has been as high as four. . . .

After preliminary medical examinations were extended to American consulates in Italy and Czechoslovakia in 1928 the number of aliens presented for original medical examination at Ellis Island was reduced by some forty percent of the number examined the previous year. The Surgeon General, reporting on Ellis Island hospital activities, noted that there

> were admitted during the year 2,938 immigrant patients and 2,219 other beneficiaries. The average length of stay in

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37. Annual Report of the Surgeon General of the Public Health Service of the United States, 1927, pp. 207-09, 264. Also see Sprague to Surgeon General, July 26, 1927, General Subject File, 1850.15, RG 90. An inspection of the hospital was conducted by the Senior Surgeon, Director, District No. 1, in January 1927.

hospital was 23 days, slightly longer than formerly, owing to the decrease in the number of immigrants admitted for observation and an increase in seamen needing hospital care. During the winter months the wards devoted to acute cases were almost constantly filled, and on various occasions it was a problem to find beds for new arrivals. This hospital, designated several years ago to receive only the overflow patients from the marine hospital at Stapleton, which is kept filled at all times with merchant seamen, now treats more merchant seamen and other old-line beneficiaries than immigrants. . . .

The number of patients suffering from mental diseases has been larger than in any previous year and included 448 warrant cases. Some were deported as aliens by the Immigration Service, some were transferred to St. Elizabeths Hospital, Washington, D. C., and seven were sent to institutions in States wherein they were legal residents. The X-ray facilities were increased and new equipment was installed; 3,651 patients were examined and 6,637 exposures made. In the clinical laboratory a total of 29,775 examinations were made, including 5,668 Wassermann tests. The dentist gave 1,321 patients collectively 3,073 sittings. The amount of surgery performed has increased, and in addition to the surgical operations proper, 245 spinal punctures were made for diagnostic purposes, 101 cystoscopies were performed, and 1,634 intravenous injections of arsphenamine and neoarsphenamine were administered. Seventy-three patients died, of whom 14 were aliens and 59 were other beneficiaries.[38]

By 1929 the Public Health Service operations at Ellis Island had become administratively standardized after several years of change and modification. The administrative units consisted of three divisions: *boarding, line, and hospital.* Each of the divisions was supervised by an executive officer under the general supervision of the chief medical officer, Senior Surgeon C. H. Lavinder.

The boarding division, housed in the Barge Office in Battery Park, was centrally located and easily accessible to all piers in New York Harbor and "other more or less distant points where vessels dock, thus reducing travel time to a minimum." The division was on the same floor as

38. Annual Report of the Surgeon General of the Public Health Service, 1928, pp. 200-01, 251.

that of the immigration inspectors. The activities of this division were described by the Surgeon General. Following the commencement of

> the conduct of the medical examination of prospective immigrants abroad it became unnecessary to conduct at Ellis Island the medical examination of such third-class or steerage passengers as have been examined abroad, and such persons now receive a confirmatory medical examination on shipboard; only alien third-class or steerage passengers who have not been medically examined aboard and alien passengers of first and second classes who are suspected upon arrival to be afflicted with a certifiable condition are now removed to Ellis Island. The net result of this change in procedure has been to shift the major part of the work from Ellis Island to shipboard; prior to the inauguration of the conduct of the medical examination of intending immigrants abroad all alien third-class or steerage passengers were routinely removed to Ellis Island for a medical examination, and only the arriving aliens in first and second classes were medically examined on shipboard. Now fully 95 per cent of all arriving alien third-class passengers are given final medical examination on shipboard.
>
> With the exception of those vessels carrying seven passengers or less, all other passenger vessels are boarded in the bay from a cutter as soon as they are released from quarantine, and the examinations are performed while the vessel is en route to the pier. By this procedure much of the examination has been completed before the vessel reaches the pier, and considerable time is saved both by the immigrant and the medical officer conducting the examination as well as by the vessel. As a result of this examination, all aliens with diseases or defects, whether observed by the examining officer or ascertained from medical memoranda executed by officers of the Public Health Service stationed abroad for the purpose of making preliminary medical examinations, are set aside for a further examination to the extent indicated in each particular case under consideration. As a result of this second examination, an alien may be passed, certified or held for further observation at Ellis Island. In view of the fact that four months may elapse between time of preliminary medical examination and the granting of a visa, and the actual arrival of an alien, it is obvious that diseases or defects may become existent which are not covered by the medical memorandum which has been furnished the alien by the Public Health Service officer abroad at the time of the preliminary medical examination; also any medical condition noted on the memorandum may have become more serious or, on the other hand, may have been cured or remedied by the time the passenger reaches this country. Hence it is essential for the protection of this country, as well as for that of the alien, that the final medical inspection be made just prior to landing in the United States. . . .

The medical work of the line division in the main building on Ellis Island performed a variety of medical duties for which Public Health Service officers required special training. These included:

> Examination of aliens not examined abroad; reexamination of aliens held for further medical examination; reexamination of landed aliens, when requested by immigration autorities; serving on medical boards; giving medical testimony before boards of special inquiry; furnishing the Bureau of Immigration with medical opinion regarding certain aliens, and other miscellaneous duties in connection with the conduct of the medical inspection of aliens. From time to time it becomes necessary also for the various medical officers of the line division to augment the force on duty in the boarding division.
>
> Since the inauguration of the conduct of the medical examination of intending immigrants abroad Public Health Service officers detailed for this work are given a final intensive course of training at Ellis Island prior to taking up these duties abroad. This training has proved very beneficial, as the medical officers not only reviews the laws and regulations in force pertaining to this work, but also are afforded a better understanding of the problems actually confronted by the medical officers on this side in connection with arriving aliens who have had preliminary medical examination abroad prior to securing visa.

With the decline in immigration during the previous several years and the adoption of a policy to use ward space for alien seamen, the hospital had become essentially a marine hospital. Approximately 25 percent of the beds were occupied by immigrants and the remainder by seamen. The activities of the hospital division in administering the marine hospital included:

> The total number of patients admitted was 5,195; the daily average was 386; 66 deaths occurred. The surgical service was active, and there is a large tuberculosis ward and provision for other cases of contagious diseases, including a very large venereal service, to which, as a rule, about 150 beds are devoted. The psychopathic department is important, with a clientele subject to sudden sharp increases at times when warrant cases (insane) are brought in by the Immigration Service, and the hospital may be called on to receive as many as 50 to 60 patients at once, many of whom are criminally insane. At such times facilities are taxed to the utmost.[39]

39. Annual Report of the Surgeon General of the Public Health Service, 1929, pp. 185-87, 238.

The Ellis Island hospital's contract for undertaking services became a critical issue in late 1929. The contractor, a Long Island firm known as the Funeral Home, apparently attempted to conduct business without sufficient capital and was continually in financial trouble, "rendering poor service and skimping his service in many particulars." There were repeated instances in which difficulties were experienced in securing deeds to graves, particularly those at the Woodrow Cemetery on Staten Island, and in making arrangements for burials. One notorious example of the quality of the contractor's services was reported by the hospital chaplain on October 4, 1929:

> . . . I beg to furnish You Compliete [sic] Report of the Burial of William Maxwel late of ward 17.
>
> I stayed in yesterday, although it was my day off, awaiting the Undertaker as per request and information. Noon came and I called up his office, the one answering could not give me informatin [sic] when the undertaker would be here. I met him and his driver on the 3/.15 boat from New York. Body being prepared and casketed we left without any service: (as services have been suspended) on the 4.40. from the Island. Reached the cemetery after sun down. There was no man there. The Driver opened the barn door and found one strap, sticks and shovel; and backing up the wagon we two struggled with the box, which was very heavy. The grave section B. grave 4 was dug, and over half foot of water in it. With great difficulty we lowered the casket and the box into the grave amid the mud and slush. I committed the body according to the rule of the Church, and then asked the driver to cover up the box with dirt, as no body may be left in the open over the night. Did not leave until the entire box was covered several inches thick. Left the rest to be filled up next day. The Driver promised to call the Cemetery man (there is but one frail man in charge of the cemetery at all times no other help; hence I have had to help at every burial) At 6.30. we drove out of the Cemetery, Took the Train and reached New York 7.20 p.m came home on the 9 o'clock boat with clothes muddy and over coat torn and pain all night long in my groin. This is the second burrial [sic] at that late hour.[40]

40. The Chaplain's Office, U. S. Marine Hospital, Ellis Island, N. Y. to Beekman, October 4, 1929, and McCallum to United States Public Health Service, January 7, 1930, General Subject File, 1910-28, RG 90.

After further investigation it was determined to terminate the contract with the Funeral Home and let a new contract for the remainder of fiscal year 1930 to J. C. Van Mater, Undertaker, a firm headed by a former supervising embalmer with the United States Army in France and located in Palisades Park, New Jersey. As part of the contract Van Mater agreed to provide burial services for $99.99 per body, the burials to take place in Mt. Hope Cemetery, Westchester, New York.[41]

7. Effect of the Depression on Immigration Policy

The Great Depression that followed the stock market crash in October 1929 had a significant impact on the Ellis Island station. As the depression wore on, fewer immigrants came, and by 1932 more aliens were leaving the United States than were arriving. In that year 115,246 aliens were admitted through the Port of New York while 185,328 departed, and nationally 174,871 aliens were admitted while 287,657 departed. Most of this reduction in immigration during the early 1930s was voluntary because of the economic downturn, but it was also the policy of the Herbert Hoover administration to keep immigration at a minimum. The purpose of this policy was to keep what jobs there were in American hands and prevent aliens from landing on the "public dole." Thus, instructions were issued to American consuls to interpret strictly the "likely to become a public charge" clause of the basic immigration law and thus keep down immigrant visas. Only those aliens who could show that they would not, under even extraordinary circumstances, become a public charge after landing in the United States were to be granted visas.[42]

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41. Lavinder to Surgeon General, October 15, 1929; Smith to Chief Medical Officer, October 16, 1929; and Van Mater to Surgeon General, February 2, 1930; General Subject File, 1910-28, RG 90.

42. Annual Report of the Commissioner General of Immigration, 1932, p. 57; Annual Report of the Secretary of Labor, 1932, pp. 73-74; and Annual Report of the Surgeon General of the Public Health Service, 1931, p. 203.

8. Roundup of Illegal Alien Residents

Another device for keeping available jobs in American hands was a general roundup of aliens illegally resident in the United States. In late 1930 William N. Doak, an official of the Brotherhood of Railway Trainmen and a stalwart Republican, became Secretary of Labor when James J. Davis who had served in that position during the Harding, Collidge, and early Hoover administrations entered the United States Senate. Early in the following year Doak set out to clear the land of "everyone who cannot prove he is lawfully resident here," and President Hoover publicly assured the secretary that he would not lack funds for the effort. Three factors contributed to Doak's campaign to corral and deport all deportable aliens who numbered some 400,000 according to his estimate--the hard times and bread lines, racketeering activities of some aliens, and anti-red sentiments then growing in Congress. His dragnet methods and abrupt tactics brought loud protest from such groups as the American Civil Liberties Union and political leaders such as Senator Robert F. Wagner. The protest became especially vigorous after an incident in early 1931 when twenty Department of Labor agents and ten New York City policemen raided a Fifth Avenue dance hall during a Finnish Workers' Education Association gala. After examining the credentials of the 1,000 guests sixteen men and two women were taken to Ellis Island for deportation. In the three weeks preceding the Finnish dance raid more than 500 aliens were rounded up in New York City. According to the liberal Nation, "Ellis Island is crowded to capacity with persons awaiting deportation. And this is accomplished without an additional force of agents." The magazine noted that Doak had announced his intention to add "dollar-a-year men" to his force if funds were not forthcoming to carry out the drive. Thus, Doak's drive led to the development of a witch hunt that bordered on hysteria.[43]

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43. Gardner Jackson, "Doak the Deportation Chief," Nation, CXXXII (March 18, 1931), 195-96. Also see Washington Star, January 18, 1931, and January 24, 1932; New York American, June 19, 1931; and Address by W. N. Doak, United States Secretary of Labor at the Testimonial Dinner Tendered Him by Employees of Ellis Island, Roosevelt Hotel, New York City, April 16, 1932," Release for Sunday Papers, April 17, 1932, and "Justification for and Effect of the President's Restrictive Immigration Policy," for release morning papers, Friday, March 25, 1932, files, Historian's Office, Department of Labor.

Despite protest that such activities were "un-American" the drive, spearheaded by special investigative squads, continued and Ellis Island gained new notoriety as the port of expulsion. On March 3, 1931, a barge from the Lehigh Valley terminal in Jersey City landed "257 men and women aliens and several children" at Ellis to be held "pending immediate deportation to a dozen or more foreign countries." The aliens

> came from several cities between here and Seattle, where the train started with a small group. At various towns, it was said, the train picked up other groups whose cases had been definitely settled by the Immigration Bureau and the Department of Labor. When the train arrived at Jersey City the aliens were closely watched by special guards of the immigration service, and others were added to prevent escape during the transfer. . . .
>
> It was said however, that there were a score of insane cases among the aliens, and these were closely guarded and were in straitjackets.[44]

The drive continued and by April 1,100 aliens had been deported from New York. On April 19, 1931, the New York Times reported:

> Another advance in the Federal deportation drive to clean up Chicago and the metropolitan area was noted in the herding today of 120 aliens at the Federal Building for departure at midnight in barred cars under guard as a section of the transcontinental immigration special coming from Seattle, Wash. bound for New York.
>
> There the aliens will be transferred to Ellis Island to be placed on ships bound for their respective countries. For weeks the round-up has been going on. Tonight's shipment will be the second largest of the year, and brings the total deported from Chicago and environs since Jan. 1 to nearly 300.
>
> Of those deported tonight, sixty-five are classed as "undesirables" and are being forced to return, while fifty-five are in the indigent class and are being deported because they would likely become public charges. Four of the undesirables are insane, and most of the others belong to the criminal class.

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44. New York Times, March 3, 1931.

> Chief among those in the undesirable class against whom the government is proceeding is Tony (Mops) Volpe, gangster and Capone lieutenant, but his case has not been concluded and he is not included in today's assemblage.
>
> Among those being deported tonight are Joseph Pillas, convicted of assault to kill before he gained admittance to the United States from Austria, and Carl Greis, who served a year in the House of Correction here for forgery. He is being returned to Germany.[45]

Again on May 26 the New York Times reported the arrival at Jersey City of a "special immigration train" carrying 463 deportees from Seattle via Chicago and other cities. The aliens had been taken to Ellis Island on barges with armed guards "to avoid repetition of the break last month when two deportees jumped from the train in New Jersey." The new arrivals swelled the number held at Ellis Island to nearly 800. Special agents in New York City had taken into custody some 300 aliens, many of whom "were sailors who had jumped ship or were stranded here without jobs."[46] At the end of fiscal year 1931 the commissioner general reported "the greatest number of deportations in the history of the bureau, 18,142."[47]

In August 1931 a total of 869 aliens were deported through Ellis Island, and the principal task of the station became that of processing such cases. By October there were approximately 600 unserved warrants of arrest on hand at Ellis Island, and the number was increasing daily. Another problem was related to the fact that several hundred communications were on hand reporting the unlawful presence of aliens residing in the New York City area. Doak's policy had given informers, both official and anonymous, a field day.[48]

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45. Ibid., April 19, 1931.

46. Ibid., May 26, 1931.

47. Annual Report of the Commissioner General of Immigration, 1931, p. 35.

48. Wixon to Husband, October 2, 9, 1931, General Immigration Files, RG 85.

The Doak deportation campaign was aided greatly by letters to immigration agents betraying smuggled aliens in the United States. In December 1931 it was reported in the New York Times that an average of twenty-five letters per day were received at Ellis Island "revealing to agents certain aliens who have managed to smuggle themselves into the country to establish homes here." The article went on, "jealousy, pique and disappointment and other resources uncover their illicit presence in the country. Enemies sit down and write to Ellis Island, giving addresses and full names and frequently the name of the ship that brought the alien and the date and place of its docking." Many persons "who came in secretly and settled down in decent occupations" were "thus torn away from their families forever." They were deported and "under no circumstances may ever return." They were not even allowed to "apply for visas in the regular channels."[49]

9. Edward Corsi Appointed as Commissioner of Ellis Island

During the hysteria of the Doak raids President Herbert Hoover appointed Edward Corsi as Commissioner of Immigration at the Port of New York. Corsi took office at the beginning of November 1931. He had passed through Ellis Island as an immigrant youth from Italy in 1907 and had spent most of his adult life in social service work among immigrants in New York City. He had been head of the Haarlem House settlement for fourteen years previous to his appointment.

As Corsi later remembered it he found that Ellis Island was beset by many problems that would challenge his new administration. In recounting his first few days on the island, he observed:

> . . . The newspapers had been filled for days with the Ellis Island scandal involving the Re-entry Permit Racket. Special agents had been sent from Washington to conduct an investigation and break up the ring which had been charged with taking one hundred million dollars from aliens during the course of this scandal. One racketeer had been killed on Fortieth Street, and an effort was being made to link high officials of the Immigration Service with the gangster. . . .

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49. New York Times, December 27, 1931.

The morale of the personnel was very low; public confidence in the Island had been shaken. Shortly after my appointment the Republican leader of my district remarked that Ellis Island was such a hotbed of jealousy and intrigue that he doubted if I could last six months.

The first few days revealed that my major problem was to build up confidence. First I had to imbue my men with confidence in themselves and in me, and then rebuild public confidence in the service.

A tour of inspection of the Island gave me my first impression of the men with whom I was called upon to serve. "Old Faithfuls"--many of them twenty and thirty years in the service, each doing a hard day's work at meager pay, and on the whole as honest and reliable a force of men and women as I have met anywhere in public service. These employees were to prove indispensable in effecting the improvement I was later to make. . . .

The tour of inspection was made with Commissioner General Hull of Washington. It was one of my most interesting experiences at the Island. . . .

We began our tour at the Barge Office. Here we were cordially welcomed by the inspectors of the Boarding Division. These inspectors search incoming ships for stowaways, examine passports, question those of doubtful qualifications and send some to Ellis Island for special inquiry. . . .

We visited the various divisions of the administration building. This is a huge structure, rather Oriental in appearance. . . .

Once in the building, you go through interminable white-tiled hallways, spotlessly clean but somewhat awe-inspiring and unnecessarily institutional.

The chief divisions of the service housed here are the law, the deportation, the inspection and the registry divisions.

When I went to the Island I found the records scattered over the entire building and too easily accessible. I realized at once the danger of this and the need for greater supervision of files. Today the twenty million records of arrivals have been concentrated in a new room built where a part of the great caravan once waited to learn its fate.

In the course of our inspection, the Commissioner General and I visited the impressive little schoolroom where Mrs. Jean Pratt, a social worker, was teaching a class of tiny tots of many races whose parents were in detention.

In the huge detention room we saw men doing various kinds of handiwork under the auspices of the D.A.R. Some were weaving belts from leather thongs, some making pillowcases from bright-colored cloth, others making shirts. A tailor was making a suit of clothes.

We walked out of the building at the suggestion of Mr. Hull so that we might enter the enclosure where the aliens were taking exercise. They were playing baseball, boxing, and engaging in other games. . . .

Our visit to the hospital furnished one of my greatest surprises. I found it large and well-equipped, and certainly a credit to the Public Health Service of the United States. . . .

My tour of inspection had added immeasurably to my knowledge of the Island. Each person I talked with had been friendly and receptive. Practically all suggested improvements. The tour had led me to visualize many things which I thought I could do. I foresaw in the Island a place of beauty which would grace the harbor and contribute to the new liberal spirit of the country. . . .

At the outset of his administration Corsi realized that the modern problems of Ellis Island were in contrast to those of the flood-tide immigration days. He noted in his memoirs that:

The depression throughout the country had brought a lengthening of bread lines and those clamoring for municipal relief. The immigration laws provided for the deportation of "public charges" or vagrants under certain conditions. To all parts of the world had gone the news that America was no longer the "land of promise"; it was being rumored and reported by disappointed aliens in writing to their friends on the other side that the "promise" had been deleted from the mythical name which had gained force for two centuries.

In the administration of Secretary Doak at Washington there was a clearly defined policy of deportation. First, he had publicly announced that he intended to rid the country of undesirable foreigners. In some instances, he employed the "anarchist" or radical clause of the law, but he also made a drive against vagrants and the unemployed, as well as those here illegally. . . .

It was my duty under my oath of office to enforce the law. The deportation of admitted and proven anarchists and those here illegally was mandatory and I had no power of discretion in these matters. . . .

> Under the law of 1917, any alien in the United States less than three years, who can prove that he is destitute, may be deported at government expense. About two hundred applications per month were coming in to Ellis Island from those in this category. . . .
>
> But these cases were not without their problems, because of the difficulty of obtaining passports for vagrants, no country desiring them, and because many of the aliens had American wives or husbands. . . .
>
> I was to witness during my administration in the year 1932 the actual changing of the tide--the first year in more than a hundred years when more people had left our shores than were arriving in the dwindling caravan.
>
> And instead of humanizing the reception accorded those who came to cast their lots in our country, my problem was to exercise eternal vigilance in order that no injustice be perpetrated in the treatment of the thousands being returned to their native countries, and also those who were saying voluntary farewells. Deportation was the big business at Ellis Island.

Hence Corsi determined to change the reputation of Ellis Island from that of an "island of tears" to that of a more hospitable environment by imbuing "the employees there with a feeling of kinship for the new arrivals."[50]

Corsi set to work humanizing Ellis Island and instituting more liberal procedures and policies in the station's operations. According to his reminiscences he noted that:

> The key men of the Ellis Island contingent had been there for twenty, thirty and in the most important case, that of the Deputy-Commissioner, forty years. They knew the languages, the customs and the psychology of the immigrant. Their wholehearted response in my announced desire to humanize the Service was encouraging. . . .

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50. Corsi, In the Shadow of Liberty, pp. 63-67, 93-95. Also see New York Times, September 3, October 29, 1931, and February 26, 1932.

Conscious of all to which the aliens of other days had been subjected, I felt that every effort should be made to liberalize the restrictions surrounding their stay in government custody.

In my own mind Ellis Island was not a prison, not even a prison for the deportees, who had served their prison terms and presumably paid their penalties to society. Accordingly it was wrong to treat them as prisoners.

It was obvious that one of the things they most wanted was more freedom. Another was the right to receive visitors. Previously they had been allowed to have their friends and relatives only on Tuesdays and Thursdays. This regulation was at the discretion of the Commissioner. I rescinded the old ruling and issued an order that friends and relatives might come to the Island any day in the week, or every day if they chose.

Another drastic ruling was the ban on the use of the telephone. Detained aliens were allowed to write letters and to telegraph. It was foolish to forbid their telephoning. We discussed the matter at a staff meeting and I subsequently had telephones installed in the detention rooms. All guards were instructed to act as interpreters and to assist the aliens in obtaining their desired numbers.

At that time the aliens spent but an hour or two a day outdoors. The reason for this limitation was the lack of sufficient guards. A request to Washington soon produced the necessary number of officers, and the immigrants, weather permitting, now spend most of the day playing games or walking in the sunshine.

We granted deportees the privilege of going out under guard to visit relatives or to attend to business. . . .

Perhaps my greatest success in striking a responsive chord in the heart of the alien and in the foreign-language press of New York came with the opening of the Commissioner's door to the aliens themselves. . . .

An outgrowth . . . was the Commissioner's mail box in the detention room. No person save my secretary could open that mail box, and all immigrants or deportees were free to write letters and post them to me in this manner.

More than anything else it revealed to me the aliens' side of the picture. They frequently asked for appointments, and I saw them as soon as possible. Perhaps I spoke their languages, and if so they were immediately at ease, unburdening to me their grievances and difficulties. Many

made valuable suggestions, and often those talks were responsible for the prevention of injustices.

Corsi also attempted to improve the image of Ellis Island by unmuzzling the press. He held meetings with New York reporters, correspondents of European and South American newspapers, and consuls of foreign nations in New York City. He later observed:

> The sum total of these three meetings was incalculable. Favorable publicity of our government spread throughout Europe and among our neighbors to the southward. Previously every account of Ellis Island had been one of pointed criticism.
>
> Following up this program of selling a once poison name to the world, I made numerous radio addresses and platform appearances, urging my men to do likewise. . . .
>
> We had already declared war on racketeering and had made long strides toward its annihilation. The mail box in the detention room brought much valuable information which helped us. My settlement work in New York had resulted in many contacts with the foreign-born who readily came forward with information and offers of help.
>
> Such wholesale raids as that of the Finnish dance hall were stopped. The Washington special agents, untrained and overly ambitious, were gradually cleared from the Island. Raids were canceled; arrests were made in orderly fashion and on warrants as provided by law; third-degree methods were strictly prohibited; agents abusing aliens, severely punished; hearings on warrants of deportation were orderly, fair, and strictly in accordance with law. All this was in direct contrast to conditions which the public had protested vigorously.

Corsi also worked to improve relations with the bureau and department officials in Washington. He invited Secretary Doak to Ellis Island on several occasions, and the former "deportation chief" watched "the games of the aliens, mingled with them and gradually changed his attitude." These "satisfactory relations" resulted in preventing "unjustified deportations through an arrangement, in special cases, for voluntary departures" and in the securing of funds and authority to make physical improvements on the island. Soon after Corsi began his commissionership the sum of $350,000 was obtained for a general cleaning and dressing up of the island. A new record room was built, and the old

marquee or canopy in front of the main building was torn down and replaced by a plaza with flower beds. On his further recommendation, the Franklin D. Roosevelt administration would later appropriate more than $1,100,000 from various public works funds for improvements at Ellis Island.[51]

Among the many reforms thrusts of Corsi as commissioner was his advocacy of a government program of recreational and occupational activity for the detained aliens at Ellis Island. In a speech before the Conference on Immigration Policy in March 1932 Corsi observed that the island was "practically a detention camp." There were 550 aliens held there, and most of them would stay for thirty days. Much was being done for the aliens by social, religious, and patriotic organizations, but what was needed was "a large-scale social service program by the government, including occupational work." However, lack of funds and personnel prevented such a program. Describing the work at the station along with the need for a social service program Corsi noted:

> Last year out of a total of 97,139 immigrants who entered in quota in all ports of the United States, 63,000 came through the port of New York. . . . Of the 183,500 non-immigrant aliens entering in all ports of the United States 124,000 came through New York. The inspectors of our boarding division examined upon arrival approximately 1,200,000 citizens, aliens and seamen. They inspected 5,000 ships.[52]

Corsi quickly took steps to increase the number of clerks in the department handling return permits. After a conference with Secretary Doak ten extra clerks were allotted to that department, bringing its staff to sixteen. Thus far in 1932, some 50,000 applications for return permits had been filed by aliens nationwide. The average number being handled at Ellis Island was 5,000 per month, and sometimes 500 a day were received on the island. Part of the problem stemmed from the fact that

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51. Corsi, In the Shadow of Liberty, pp. 296-97, 300-01, 304-10.

52. New York Times, March 18, 1932.

while aliens were required to file permits thirty days before sailing many made applications out only a few days in advance.[53]

Corsi also worked out a plan to separate the "criminal element" from the "regular immigrants" on Ellis Island. In July 1932 "armed and uniformed" guards were assigned to patrol the grounds for the first time in the island's history, making the station a "virtual prison" for the 500 to 700 aliens usually detained there. Previously, immigrants "of good position" had been forced to mingle "with hardened criminals and insane persons." If any trouble occurred on the island, the staff "would have been entirely without a means to control it, as there have been no firearms of any kind." Thus, Ellis Island was made a part of the United States Border and Coast Patrol, and border guards, "carrying sidearms and high-sticks," were posted to the island. These guards were to be augmented by Ellis Island personnel then being trained by a U. S. Marine Corps officer who had trained the bodyguards of Presidents Wilson and Harding. Floodlights would illuminate the grounds at night. This plan was spurred by the successful escape of three men to New Jersey, swimming under the cover of night, several weeks earlier. The armed guard would allow the regular immigrants greater freedom of movement on the grounds and extended hours of outside activity.[54]

10. Force Reductions at Ellis Island

As a result of the Great Depression the staff at Ellis Island faced salary reductions, furloughs, and job loss. During the fall of 1932 the Ellis Island employees were forced to take a thirty-day layoff on a five-day-per-week basis because of lack of funds for the Immigration Service. Beginning January 1, 1933, all employees took a second thirty-day furlough on a rotating basis. This reduction in force severely taxed the operations at Ellis Island since 6,000 aliens had been deported through the station in 1932. In addition there were 2,000 "removal" cases

53. Ibid., June 10, 1932.

54. Ibid., July 23, 1932.

processed at the island--persons deported voluntarily because of their inability to earn a living in the United States. An average of 500 return permit applications a day and investigation of 500 fraudulent applications monthly continued to strain the work force.[55]

In July 1933 it was reported that alien inspection "had touched a low mark of efficiency" at Ellis Island. On July 10, 24 inspectors examined twelve incoming liners whereas several years before three or four men would have handled the same number of passengers. Recently, three inspectors had been "furloughed" at three-quarters pay and four doctors with the Public Health Service had been retired as economy moves. For two years the number of personnel at the station had been declining as a result of planned attrition--when someone died, retired, or left the Immigration Service his position was left vacant. Consequently, it was necessary frequently to hold the passengers on board an incoming liner five or six hours after docking.[56]

In August 1933 the Bureaus of Immigration and Naturalization were merged as part of governmental reorganization economy moves by the Roosevelt Administration. As a result the Ellis Island staff was further reduced; four inspectors in charge, nineteen boarding inspectors, and forty-five minor employees were retired or "separated from the service" on August 19. The inspectors in charge included John J. McKee, in charge of the boarding division, Frederick A. Tuttle, chief of the inspection division, Eugene W. Willard, chief of the Chinese division, and William Tuller of the record division. When the 68 employees left their jobs for the last time it was noted in the New York Times:

> None of the retired employees, some of whom have been in the service more than thirty years, looked forward with any anticipation to retirement. Some declared they could not live on the $1,200 pension provided by the government and would go out and look for work.

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55. New York Times, April 17, December 16, 22, 1932.

56. Ibid., July 11, 1933.

A few of the inspectors, who have traveled back and forth across the harbor examining passengers, felt that the inflexible rule of retirement after thirty years of service was unfair.

Many of them are expert linguists and many, by meeting prominent passengers year after year on ocean liners, became friendly with some of the country's leading citizens. One who numbers among his friends Rachmaninoff, Gabrilowitsch and Koussevitzky, in the field of music, and Sinclair Lewis, George Jean Nathan and others in literature, is Vincent F. Jankovski, an Estonian by birth, who came here many years ago. He speaks six languages. . . .[57]

Some five weeks later it was announced that nineteen employees at Ellis Island were being dropped as part of an effort "to meet a budget cut of $1,400,000." Most of the men, twelve of whom were in the boarding division, had worked at Ellis for only ten to fifteen years, and thus they would "receive no pensions or retirement pay." Some anticipated losing their homes and furniture within a month and several men on the Ellis Island force who did not lose their jobs "expressed themselves as aghast at the government's action."[58]

11. Impact of the Ellis Island Committee Report

The liberal policies of Corsi blended in well with the New Deal programs of the Roosevelt Administration beginning in 1933. One of the early actions of the new Secretary of Labor, Frances Perkins, a long-time friend of Corsi because of their mutual involvement in social work, was to recommend his reappointment and to establish a 52-member nonpartisan committee of prominent citizens to undertake a complete analysis of Ellis Island. Under the chairmanship of Carleton H. Palmer,

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57. Ibid., August 11, 20, 1933.

58. Ibid., September 29, 1933. The general discontent of Ellis Island employees proved to be fertile ground for union organizing by the Congress of Industrial Organizations during the late 1930s. A CIO-affiliated local (No. 53) was established on the island at that time. More data on this union activity may be found in Immigration and Naturalization Service Records, 55957/438.

president of E. R. Squibb & Sons, the committee was established not only to review the facilities and procedures at Ellis Island but to effect greater economy in its operation, improve the implementation of the immigration laws, and make recommendations for future improvements on the island. Corsi worked closely with the committee and later observed that he found embodied in the committee's report

> practically the whole body of my own conclusions and recommendations for improved physical conditions, reforms in deportation laws, and an educational scheme for considering aliens not purely as so much labor hazard to the American workman, but as future American citizenry, whose assimilation into our lives and ideas was our responsibility.[59]

The Report of the Ellis Island Committee, published in March 1934, was divided into three principal parts--(1) Ellis Island facilities, procedures, and administration, (2) a general review of the nation's immigration, deportation, and naturalization laws and policies, and (3) recommendations for the improvement of Ellis Island and changes in America's immigration policies. The report contained a description of the buildings and grounds, procedures for the reception and examination of aliens, administrative framework, and social welfare activities at Ellis Island (copies of these sections may be seen in Appendix C). The report concluded with a number of recommendations for the improvement of Ellis Island facilities and social services and the legal reform of American immigration laws and procedures designed to protect aliens.[60]

12. Physical Developments at Ellis Island: 1934-37

The Department of Labor accepted both the building program and many of the administrative reforms recommended by the Ellis Island Committee. According to the secretary's annual report in 1934:

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59. Corsi, In the Shadow of Liberty, pp. 310-11, and New York Times, June 29, 1933.

60. Report of the Ellis Island Committee, March 1934, pp. 137-40, 147-49.

> The report of the Ellis Island committee and the recommendations of the district directors, as weighed and considered by the Commissioner and his principal assistants, have been the basis of many of the administrative reforms effected during the past year and of the recommendations for legislation which have been submitted to Congress.
>
> The plan followed has been to give separate and careful study to each rule, regulation, or customary method of procedure criticized as unwarranted in law or needlessly harsh. If the criticism was found just and a remedy seemed possible, it was applied. Many of the changes thus made were in themselves relatively unimportant, but, taken together, they have materially reduced the sum total of inconvenience, friction and human suffering incident to the enforcement of the law.[61]

The physical improvements made on Ellis Island during 1934-37 were the last major construction endeavor at the immigration station. Landscaping and general repairs were carried on with Works Progress Administration funds. During fiscal year 1934 an allotment of $1,422,980 was obtained from the Public Works Administration, and of this sum $1,151,800 was allotted to Ellis Island.[62] General repairs and remodeling were carried out on virtually all of the buildings at Ellis Island. In addition, the island was enlarged and the new seawall which had been under construction for more than a decade was completed. A new telephone cable was laid between Ellis Island and the Barge Office and a new 8-inch water main and by-pass was installed from Jersey City to the station. A new brick, fireproof ferry house, featuring a high central pavilion surmounted by a copper-covered cupola and two single-story wings, was built at a cost of $133,000. The central pavilion housed a waiting room for immigrants, the left wing was designated for use by the U. S. Customs Service, and the right wing had a lunch room with kitchen facilities. Other new structures included a greenhouse, the immigrant

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61. Twenty-Second Annual Report of the Secretary of Labor, 1934, p. 49.

62. Ibid., p. 72.

building, and the recreation building and shelters (one between Islands Nos. 2 and 3 and one on Island No. 1 near the power house).[63]

13. Resignation of Edward Corsi

Corsi resigned as commissioner at Ellis Island in January 1934, several months before the Ellis Island Committee's report was published, to take the job of Director of Relief in New York City. As he left office he could point to many accomplishments during his three-year tenure as commissioner. In his memoirs he noted:

> The new program for dealing with the alien in the United States, which was finally recommended by the Ellis Island Committee Report, was almost in toto the plan for dealing with the immigrant that I had devised and followed out as far as possible within the limitations of the law. I had myself urged such legal change as would permit more leeway in future to those dealing directly with the foreign-born.
>
> Besides my continued desire for the physical improvement of the Island, which finally bore fruit in the newly planned building schedule now under way, I had advocated from the very beginning of my office the need of publicizing and humanizing the Island in the eyes of the entire world.
>
> As it is the port of entry to the largest city in the largest country of the Western World, it seemed in keeping that the physical appearance of that port should bear witness to the importance of the city and country whose door it opened. . . .
>
> My more insistent and persistent effort was toward the realization of the alien as a human being, to be considered from humane standards and treated not as a potential contestant for

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63. C. W. Short and R. Stanley-Brown, Public Buildings: A Survey of Architecture of Projects Constructed by Federal and Other Governmental Bodies Between the Years 1933 and 1939 With the Assistance of the Public Works Administration (Washington, 1939), 599; New York Times, December 10, 1933, October 10, 1934, September 16, 1935, February 13, 1936, and April 30, May 3, 1938; voluminous correspondence and file reports in Immigration and Naturalization Service Records, 55818/311F, 55912/699, 55912/672, and 55952/287; and considerable data in Ellis Island Architectural and Maintenance Records, 1898-1955, FF 5, 222, 227, and 232. Also see U. S. Department of the Interior, National Park Service, Historic Structure Report, Ellis Island, Historical Data, Statue of Liberty National Monument, by Harlan D. Unrau, May 1981, for more information on the physical improvements made to the station in the 1930s.

> American labor, but as a potential citizen of these United States, sharing its life and adopting its customs. We, therefore, with whom he came in contact as representatives of his new government, could best shape his future attitude toward this country and its laws. We had our chance with him first, and were responsible for giving him a sympathetic understanding which no subsequent contact with less scrupulous individuals could alter.[64]

As Corsi left his job as commissioner, he was praised for his efforts there. The Literary Digest printed a tribute to his accomplishments and commented on the changing nature of the Ellis Island station on February 24, 1934:

> Only occasionally now does this most famous of national gateways appear in the news. It did so the other day with the resignation of Edward Corsi, the youngest Commissioner of Immigration ever to boss the Island.
>
> Mr. Corsi was himself an immigrant. . . . This ironical circumstance has helped to dramatize his resignation. Its significance, however, rests on a deeper foundation.
>
> For Corsi, curiously enough, was especially fitted for the new role which Commissioners of Immigration must play with the damming of the flow. The problem before them to-day is no longer one of impersonal administration, involving mass inspection and the orderly clearance of a ceaseless mob pressing for admittance. It is one of selection, requiring constant personal attention to individual cases and the interpretation of a body of law much more meticulous and intricate than the old rules.
>
> An important consequence of restriction has been to make Ellis Island as much an emigrant as an immigrant station. One may even say that its major activities now are concerned with deportation, since, of course, to slam the front door is to challenge entrance through the back and to multiply the number of aliens illegally in the country. . . .
>
> For the purpose of picking up the unwelcome guest the Island maintains a detective force whose duties carry its

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64. Corsi, In the Shadow of Liberty, pp. 312-13. In the book Corsi observed that he found the nation's deportation laws to be the most depressing element of his job at Ellis Island.

members far afield. Every day through their efforts it has an average of 1,500 persons in potential custody, tho its main policy is to prevent unnecessary detention. As the court of last resort for the deportee it also maintains a law division. So altogether it is quite as busy as of yore, but is now more of a home for a large administrative staff--numbering 450--than a huge clearing house for impatient transients.[65]

14. Conditions at Ellis Island During the Depression

The change in the purpose and function of the Ellis Island station was noted in other publications. On October 8, 1933, the New York Times printed an article entitled, "Ellis Island Altered By Immigration Trend." The article observed:

> Twenty years ago Ellis Island was a very busy place. There were many days when 5,000 prospective American citizens were examined and passed for entry. But now days when 500 aliens pass through Ellis Island are rare. On a recent day there were only 149 aliens on the island and most of those were to be deported. . . . Once Ellis Island was a gateway for crowds of aliens. Today it is an entrance and an exit for individuals.
>
> In the past sixteen years laws and regulations have completely altered the functions of the island. . . . In 1932, 35,567 immigrants were admitted, the smallest number since 1831.

The author of the article went on to describe more fully the changed nature of the functions and operations on Ellis Island:

> In spite of this small number of immigrants, critics point out that there are more than 500 employees on the island, the same number as in the days when 90,000 aliens passed through each month. But today work with incoming aliens is the least important work on the island.
>
> As always, immigration inspectors from the island board each of the 4,000 ships from foreign ports which enter New York Harbor annually, bringing more than 1,000,000 passengers. The papers of American citizens, of seamen, of

65. "At the Observation Point," Literary Digest, CXVII (February 24, 1934), 14.

alien visitors and of aliens coming for permanent residence are examined. Most of the last group have been examined at the port of embarkation and they never see Ellis Island except as part of the skyline. Less than 5 per cent of the aliens coming permanently are sent by the inspectors for further investigation at the island.

The commonest causes for a visit to the island are: Papers out of order; suspicion on the part of the inspector that the alien intends to overstay his six-month permit; fear that the newcomer may become a public charge; failure of relatives to turn up and to claim the new arrival, and sickness.

The cases of detained aliens are settled usually before a board of special inquiry three inspectors chosen from the staff of a hundred. Appeals from their decision may be taken to Washington. During the whole period of detention, which sometimes lasts for several weeks, expenses of the alien and his passage back, if that should become necessary, are paid by the steamship company which brought him.

More than 100 employees on the Island are clerical workers. Every alien here legally who wishes to travel abroad must have a re-entry permit if he wishes to return; for those who arrived after 1924 application must be made to Washington direct. Each year more than 50,000 re-entry permits are issued. The clerks likewise make 20,000 verifications of landings and arrivals each month for naturalization and other purposes. And they grant about 200 extensions monthly to visitors here on temporary permits. In the great halls where once aliens waited for the ferries to the mainland now stands case after case of immigrants' records. There are records of more than 20,000,000 individuals.

The most striking change in the work of the island is the deportation activity. Three classes of people are deported.

First are the voluntary deportees, aliens arrived since 1930 who can prove that they are destitute. In 1932 1,000 were sent out. Second are the criminal aliens, aliens here less than five years who have been sentenced to one year's imprisonment, or aliens, regardless of when they arrived, who have had two such sentences. They automatically face deportation at the expiration of their sentence. The third group deported are those aliens who have been found here illegally.

It is the island's deportation work which brings charges of delays and stories of four and six months' detention of individuals. A foreign national is not eager to receive one of its citizens who is perhaps an ex-criminal, and insists on the most accurate and complete proof of his citizenship. Months sometimes elapse before all the papers are in order. In 1932 511 criminals were deported, most of them from New York State.

It is the deportation business, also, new on the island since the World War, which has given some of the corridors in the one large building there the appearance of a jail. Some of the guards are armed, doors are locked, and windows barred. An attempt is made to keep any of the jail atmosphere from reaching those immigrants, mostly women and children, who are awaiting permission to enter the country or who are going back at their own request. They are kept entirely separate, in waiting hall, mess hall, and dormitories, from the deportees. They have different playgrounds, complete freedom to telephone, to move about, and to see friends and relatives at any hour of the day; the privileges are new, introduced within the past two years. . . .

The government provides quarters and food, bedding and medical attention. But one of the severest criticisms is directed at the fact that the government does nothing to help the alien keep busy and contented during his stay. Social service groups and various religious organizations step in, in cooperation with the commissioner, and provide materials for sewing games, Sunday concerts, reading, they also provide clothing.

The rooms where the deportees gather are like barracks.[66]

15. Naturalization Records Scandals at Ellis Island During the 1930s

Throughout the 1930s Ellis Island was racked by scandals resulting from the discovery that for years frauds, involving chiefly naturalization but also immigration cases, had been perpetrated by racketeers acting in collusion with employees with access to official records stored at the island. As the depression continued jobs with various New Deal public works agencies came to be highly prized. As such jobs were restricted to American citizens, alien applicants sought short cuts, and a new class of crooks sprang up to provide them with fraudulent citizenship papers for cash. Hence an investigation was commenced in New York in 1931. According to the Nineteenth Annual Report of the Secretary of Labor in 1931:

Reports received by the department of violations of the naturalization and immigration laws in and around New York

66. New York Times, October 8, 1933. Also see New York Times, November 12, 1933, and July 8, 1934, for similar articles.

City caused an intensive investigation to be undertaken in the latter half of the year. Startling disclosures of illegal and fraudulent naturalizations were the immediate results of these investigations. In certain quarters of New York City it appeared to have become settled in the minds of ignorant and unsuspecting aliens that naturalization could only be obtained through intervention of those posing as political leaders and claiming influence with the administrative and judicial authorities. Sums varying from $5 to $150 were shown to have been paid to such impostors, grafters, fixers, runners, and other unscrupulous individuals by their dupes. Naturalization would have been conferred and could have been secured by many of these aliens without the payment of more than the statutory fees. The admission of many would have been deferred because of ignorance until they had become qualified according to the standards of the courts in New York City. At the close of the fiscal year these investigations were being prosecuted with vigor.[67]

The following year the secretary observed:

The most important criminal proceedings have taken place in the New York district. Here, unscrupulous lawyers, associated with a number of native and foreign born naturalization runners and grafters, operating on a wholesale scale, were discovered and successfully prosecuted. They had collected thousands of dollars for fraudulently manipulating naturalization applications and falsifying records of arrival. In this group, all of the defendants, including a prominent attorney and a number of runners, pleaded guilty to 15 indictments containing approximately 60 separate counts. There were other indictments pending at the close of the year.[68]

This investigation into "certificate of arrival" frauds continued until mid-1933.[69]

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67. Nineteenth Annual Report of the Secretary of Labor, 1931, pp. 71-72.

68. Twentieth Annual Report of the Secretary of Labor, 1932, pp. 107-08.

69. For more data on this investigation see District Director to Commissioner, June 22, 1933, and MacCormack to Patterson, June 15, 1933, Immigration and Naturalization Service Records, 55953/154 and 55816/423, respectively.

Another investigation of Ellis Island fraud was begun during December 1933 under the supervision of W. F. Watkins, head of a special investigating unit, and Charles P. Muller, assistant director of the New York Immigration and Naturalization District, and continued through much of the rest of the decade.

Examples of the thoroughness and results of the fraud investigations may be seen in the annual reports of the Secretary of Labor. In 1935 the secretary reported:

> An investigation started in December 1933 uncovered evidence of systematic frauds in immigration and naturalization cases in the New York district perpetrated over a period of years by racketeers acting in collusion with employees of this Service having access to official records. Similar frauds had come to light in the past, and individuals implicated had been tried and convicted, but investigations undertaken at the time of the consolidation of the Immigration and Naturalization Service indicated that the corruption extended further than had been suspected and that it could be exposed and rooted out only by a carefully planned and persistent effort.
>
> To meet this situation two groups of examiners and inspectors were assigned by the Service to conduct the investigation in New York City. At the peak 56 men were assigned to this task, the average number engaged being about 40. They worked for 15 months investigating cases and preparing the evidence necessary for criminal trials. Five thousand bound volumes of passenger manifests filed at Ellis Island, covering the arrival of 4,000,000 individual aliens, were checked for alterations and insertions, and approximately 150,000 naturalization petitions and files and court records in New York and Brooklyn extending over a period of 9 years were examined for evidence of fraud. The check-up revealed that manifests had been altered, official documents were missing, and files had been stolen. When specific cases were investigated it was ascertained that sums up to $100 had been paid in naturalization cases in volving false witnesses or the passing of applicants who were technically unqualified, and that from $300 to $1,200 had been collected for the alteration of manifests to show legal entry and thus safeguard an alien against deportation or enable him to procure citizenship. While it is impossible to estimate with any accuracy the sum total of these payments, it is believed that they may have aggregated $1,000,000. The lion's share was retained by racketeers and crooked attorneys and agents who solicited the business and were in direct contact with the aliens concerned, while the remainder was paid to the employees whose connivance was essential.

After 15 months' careful investigation a large number of cases had been completed and prepared for trial. As many of these cases had ramifications extending into two or more Federal judicial districts, it was considered desirable to request the Department of Justice to assign a special assistant to the Attorney General with power to act in any district rather than to attempt prosecutions through the various United States attorneys, none of whom could act in other than his own district. By the close of the fiscal year 1,600 alleged illegal entry cases had been investigated, with 424 arrests and 83 deportations, 34 indictments had been obtained in fraudulent naturalization cases, 200 cases had been prepared for cancelation of citizenship, and 29 cases against employees involving criminal or administrative prosecution. Trial of the more important criminal cases followed later in the year. Much has been accomplished to detect and punish past frauds, break existing contacts between racketeers and venal employees, expel these latter from the Service, and discourage future conspiracies of like nature.[70]

By 1940 the secretary was able to report:

During the course of this investigation 37 racketeers were indicted and convicted, 12 Government employees were convicted, 13 were dismissed from the Service on charges, and 5 resigned rather than face charges. In addition, 151 aliens were prosecuted and convicted for having obtained their naturalization papers by fraud. The number of aliens prosecuted was limited, due to the policy that was adopted in the early stages of the investigation of granting leniency to those aliens who cooperated in giving evidence leading to the prosecution of a racketeer.

It is impossible to estimate the number of illegal naturalization cases handled by the 37 racketeers who were convicted. It may be safely stated the number ranged into the thousands. Many persons operating steamship-ticket agencies were convicted. A further substantial group operated immigrant consultant offices.

Following convictions, the information obtained by the special unit was transmitted to other governmental agencies for appropriate action. As a result, many proceedings were instituted by the secretary of state of New York for the revocation of notarial licenses. In addition, the Transatlantic Passenger Conference was advised, and it in turn revoked steamship agency permits. Those who had been lawyers were disbarred.

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70. Twenty-Third Annual Report of the Secretary of Labor, 1935, p. 82.

> At the close of the fiscal year 1940 this special unit was still working on this large program. Since its creation it has successfully prosecuted over 250 racketeers, employees, aliens, and steamship companies. It has a large number of prosecutions now pending in various judicial districts, and many cases are still in process of investigation.[71]

Another investigation of the 79-employee Record Division at Ellis Island was conducted by Lemuel B. Schofield, Special Assistant to the Attorney General, and one of his assistants, Ralph W. Gorton, during November and December 1940. According to Schofield, he found an arrearage of 139,710 case files to be processed, practices bordering on sabotage, inefficient record-keeping practices, records in poor condition, lack of efficient supervision, a high rate of discontentment and lack of respect for authority among the workers, and evidence of Communist influence. Accordingly, Schofield urged reform in the records system, upgrading of salaries to retain efficient workers, and increased emphasis on supervisors with management skills.[72]

16. WPA Murals Project at Ellis Island

In September 1935 the Works Progress Administration approved a proposal to decorate the dining room at Ellis Island with twenty-four panels depicting the life of the immigrant in America. The paintings were part of a series of topical murals executed under the direction of the WPA Federal Art Project for public buildings. The project was planned to cover more than 800 square feet (approximately 8 feet high by 110 feet in length) of wall space around the dining room with a series of paintings showing immigrants at work in key industries.

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71. Twenty-Eighth Annual Report of the Secretary of Labor, 1940, pp. 8-9. Considerable information on the investigations, some of which is still classified as confidential, may be found in Immigration and Naturalization Service Records, 55739/882, 55880/541, and 55953/154. These records contain case study summaries, results of court cases, and examinations of material evidence.

72. Gorton to Schofield, February 18, 1941, Immigration and Naturalization Service Records, 56067/183.

The project, to be named "The Role of the Immigrant in the Industrial Development of America," was undertaken by 30-year-old Edward Laning, a one-time student at Amherst and a member of the Mural Painters Society and the American Society of Painters, Sculptors and Engravers, at his studio on East Seventeenth Street in New York City with the aid of his two assistants, James Rutledge and Albert Soroka. The murals were presented to the Ellis Island authorities during ceremonies held on February 24, 1938.[73]

17. Public Health Service Activities at Ellis Island During the 1930s

During the early 1930s the hospital at Ellis Island continued "to assume more and more the aspects of a true marine hospital," as the number of alien patients declined. Less than half the patients admitted were immigrants, and "only 26 percent of the hospital days were devoted to aliens" in 1930.

With the commencement of the Doak deportation campaign warrant aliens were brought to Ellis Island for deportation from all parts of the United States. Most of these people were examined by the medical division to determine whether their physical condition required their detention in the Ellis Island hospital or in the Immigration Service quarters on Island No. 1. If they were "mentally clear" and "free from contagious diseases" they were detained on Island No. 1. Otherwise, they were held in the hospital until deportation.

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73. New York Times, September 6, 1935, March 4, 1936, and February 25, 1938, and "Ellis Island's Railroad," Time, XXVI (September 16, 1935), 30. Laning's reminiscences of the Ellis Island project, as well as his other involvements with the Works Progress Administration's Federal Art Project, may be seen in Edward Laning, "Memoirs of a WPA Painter," American Heritage, XXI (October 1970), 38-44, 56-57, 86-89. The murals had originally been assigned to a Japanese artist, Hideo Noda, but his designs had been disapproved by Commissioner Rudolf Reimer for being too inexact and non-historic in detail.

In 1930 a Hospital Manual of Procedure for the Examination of Aliens was prepared at Ellis Island. The manual set forth in detail the procedures for the care, examination, and certification of aliens.

The Surgeon General's annual report in 1930 described the activities of the hospital during the year. It read:

> The capacity was increased 40 beds by converting the upper corridor on Island No. 3 into wards. All tuberculous beneficiaries requiring hospital treatment in Greater New York are now sent to Ellis Island; 254 such patients were admitted, and there were frequently more than 80 tuberculous patients under treatment. Induced pneumothorax has been introduced as a form of treatment.
>
> A full-time ear, nose, and throat clinic has been established. Three attending specialists in communicable diseases, general surgery, and cardiology, respectively, have been added to the force, which now includes 15 recognized specialists practicing in the city of New York. The surgical service has been placed under a competent surgeon and the number of operations (5,783) has been governed by the number of surgical beds that could be made available. The urological service was the largest in point of numbers of patients in the hospital. The neuropsychiatric service has operated under severe handicap because of large numbers of insane patients and the difficult character of warrant cases detained temporarily before deportation. Tubs equipped for continuous baths have been installed, and some other improvements made in the general facilities of these wards. The clinical laboratory operates under a competent pathologist and does the histopathological tissue work, including freezing microtome sections. A total of 33,134 laboratory examinations were made. There were 95 deaths and 58 autopsies. The dental officer gave 17,804 treatments; there is need for an assistant dental officer and a dental mechanic. There were 10,124 physiotherapy treatments. An educational program for beneficiaries was carried out and a program held every Friday night before the regular motion picture was exhibited. The average attendance was about 300.

The annual report also commented on the social service work at the hospital:

> A professionally trained employee is in charge of the social service, and coordinates the work at Ellis Island with that at the marine hospital on Hudson Street and with the marine hospital social service auxiliary, composed of local citizens,

> which serves both hospitals. Fifty-four patients were transferred to other institutions and to foreign countries, thus relieving the Government of the expense of their hospitalization. Convalescent care was secured for 70 other patients, adjusted employment for 80, temporary outside care of 129, and 48 were transferred to other institutions without service obligation. Aid was given to 1,004 patients by means of letters, telegrams, recovery of baggage, wages, etc. Twelve insane patients were transferred to State institutions, 1 was sent to the Veterans' Bureau, 3 were deported, and 7 were sent to St. Elizabeths Hospital.

During the spring of 1930 various improvements to the facilities of the hospital were carried out:

> The act of March 26, 1930, contained a deficiency appropriation of $47,915 for equipment, all of which was expended for beds, mattresses, window shades, linoleum, and other ward furniture and equipment, including an electrocardiograph, electric instrument sterilizers, etc. The expenditure of this money actually changed the character of the hospital from a physical standpoint and aided in raising the morale of the personnel and patients. . . .[74]

In 1931 Ellis Island officials examined 205,712 aliens, of which 449 were sent to Ellis Island for further medical examination, and 546,374 alien seamen, of which 354 were remanded to Ellis Island. This was a considerable decrease in the number of seamen cases sent to the island due in part to the fact that

> officials of the various steamship companies have made every effort to exclude seamen suffering from these diseases [venereal] as members of their crew, as such seamen are a menace to other members of the crew and passengers and the cost in caring for them in hospital bills and fines is quite a considerable item. Many companies now require their surgeons to make an intensive examination of all crew before they are signed on their vessel, and a similar examination the day before arrival at a United States port.

The line division, located at the east end of the first floor of the main building, had fourteen "large rooms with the necessary lavatories" at its

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74. Annual Report of the Surgeon General of the Public Health Service, 1930, pp. 199-201, 254-55.

disposal. Nevertheless, examination of warrant cases was conducted in one of the detention rooms, thus, avoiding "considerable inconvenience and delay."

The activities of the hospital during 1931 were described in the surgeon general's annual report. The daily average number of patients in the hospital had risen from 395 in 1930 to 448 in 1931. Moreover the

> capacity of the hospital was overtaxed during the winter months, necessitating a ward at Hoffman Island, where, with the cooperation of the quarantine station, a group of patients was maintained from January 24 to May 20, 1931. American seamen now greatly outnumber other classes, and only 793 immigrants, 1,251 warrant cases, and 431 alien seamen were treated this year.

The social services and significant physical improvements at the hospital included:

> Staff conferences are held at regular intervals and programs are presented under the guidance of a committee. Educational work for beneficiaries was also continued, and a weekly talk was given with moving pictures, the average attendance at which was about 300. A cafeteria was installed with modern equipment, particularly for genito-urinary patients, and a special X-ray and fluoroscopic unit was purchased for the tuberculosis section, where there are constantly more than 100 patients; 410 pneumothorax treatments were given here. . . .
>
> The social service department is coordinated with that of the marine hospital on Hudson Street and is represented in the Welfare Council of New York City. Funds were donated by the auxiliary composed of local citizens. Convalescent care was secured for 135 seamen, whose discharge from hospital was thus expedited; 94 seamen were returned to home ports, permanent care was obtained for 10 patients, and the discharge of 25 other chronic patients was arranged; 235 patients were financially assisted and 152 other patients referred to agencies providing temporary shelter, all in the interests of facilitating discharge or avoiding the necessity of admitting seamen to hospital. Friendly aid was given to 1,847 patients in matters of baggage, wages, and the like, and clothing was furnished to 219 patients. A volunteer worker is in charge of the library. Recreational facilities were provided, including motion-picture shows once each week. Patients' visitors were received numbering 16,024 and 2440 passes were issued under medical direction. The following is a partial list of agencies contributing to the recreational welfare of patients at this hospital:

American Red Cross.
New York Film Board of Trade.
Cheer Givers.
Toc-H-Men.
Roxy's Theater.
Immigration Social Service Workers.
Seamen's Church Institute.
New York Plant and Flower Guild.

Clinical research studies were also becoming a part of the Ellis Island hospital program in the 1930s. In 1931 a study of the biologic treatment of the complications of gonorrhea was conducted in the laboratory. The study consisted of observation and analysis of the comparative therapeutic effects of:

> Saline suspensions of gonococcal vaccine; commercial antigonococcic serum; gonococcal vaccine sensitized with commercial antigonococcic serum; gonococcal-mixed vaccines, that is, gonococcus, staphylococcus albus and aureus, streptococcus, and colon bacilli; gonococcal-mixed vaccines sensitized with normal human serum; gonococcal-mixed vaccines sensitized with serum from patients convalescing from gonorrhea; and normal human serum.

The study, which was reported in Venereal Disease Information, XII (January 20, 1931), demonstrated

> that the effects of these various products on gonorrheal urethritis were generally disappointing and their use was promptly discontinued. Moreover, it was soon demonstrated that but two of these agents--the mixed vaccine sensitized with commercial antigonococcal serum and the mixed vaccine sensitized with serum from patients who are convalescing from gonorrhea-gave promise of therapeutic effect on the complications of gonorrhea, as epididymitis, prostatitis, arthritis, and gonorrheal ophthalmia. The use of these products caused a uniform and marked systemic reaction when injected intravenously, manifested by chilly sensations, rise in temperature, and relief from acute pain. In general, the results obtained are quite similar to those produced by nonspecific protein treatment, such as typhoid vaccine, milk injections, or similar treatment. The mixed vaccine plus convalescent serum appeared to exercise a more specific effect in the few patients with gonorrheal ophthalmia available for study.[75]

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75. Annual Report of the Surgeon General of the Public Health Service, 1931, pp. 202-04, 247-48, 283.

The operations of the Ellis Island hospital continued in much the same vein in fiscal year 1932. According to the Surgeon General:

> Although 42 per cent of admissions to this hospital were detained immigrants or outgoing aliens, 85 per cent of the hospital relief furnished was for merchant seamen and other old-line beneficiaries, because immigrants are usually detained for only a few days whereas merchant seamen are treated for long periods. The average number of patients was 448 and the maximum number 524. It is necessary to hold certain wards in reserve for various classes of immigrants and mental, contagious, and other cases.
>
> A cardiac clinic has been established which examines from 70 to 80 per cent of all patients admitted. In the genito-urinary service, which handles the largest number of patients treated, some research was done in the treatment of various kinds of ulcer with metallic dusting powders; the use of sero-vaccine developed at the station was continued in the treatment of gonorrheal urethritis and its complications; in the treatment of syphilis of the central nervous system and certain of the complications, nonspecific protein fever therapy supplemented routine treatment; and general thermotheraphy has been introduced. The average number of patients in the tuberculosis wards was 124, and the average number of these undergoing pneumothroax treatment was 26; 774 refills were made. The psychopathic and neurological department has been expanded. Posttraumatic lesions and neurosyphilis comprise the majority of neurological cases, and an average number of 30 insane patients are under treatment. In the nose and throat clinic, 6,623 examinations and treatments were given and 368 operations performed, chiefly tonsillectomies, submucous resections, and sinus drainage. The physiotherapy department gave 15,249 treatments; the dental department 25,848 treatments; 8,236 X rays were made, and 36,156 laboratory examinations performed. There were 87 deaths and 56 autopsies. Convalescent care was furnished without expense to the service to 112 patients; 461 convalescents were given lodging and meals for periods of more than one week by various seamen agencies, and 134 others were furnished with temporary care. Work was obtained for 93 patients, 327 were furnished with necessary clothing, and aid of various kinds was rendered to 2,477 patients through the collection of wages, legal advice, attention to baggage, or contact with relatives. Assistance was furnished through the New York chapter of the American Red Cross and also from a special fund collected for seamen in the port of New York by a committee of welfare agencies. With this assistance from private agencies the hospital has played no small part in the relief of sick and destitute seamen in the port.[76]

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76. Annual Report of the Surgeon General of the Public Health Service, 1932, pp. 143-44.

On August 19, 1932, Commissioner Corsi issued an order, changing the method of examining third-class aliens at New York who had not received a medical examination in an American consultate overseas. Previously, these aliens had been taken to Ellis Island for a complete medical examination, but thereafter they were examined on board the vessels on which they arrived. However, the new procedure, implemented because of major personnel cutbacks, was less than satisfactory since examinations on vessels did

> not permit as thorough medical examinations and accordingly result in the discovery and certification of a reduced number of defects and diseases. During the period January-June 1932, a total of 1,635 third-class passengers was medically examined at Ellis Island, of whom 282 were certified, and during the similar period in 1933, a total of 1,103 third-class passengers was examined on shipboard under the new procedure, of whom 75 were certified. . . .[77]

The Report of the Ellis Island Committee, published in 1934, included a study of medical care and treatment at the island. It included analysis of procedures and recommendations for improvements under four principal headings: medical examination and diagnosis, hospital facilities, general sanitation, and professional qualifications.[78]

The annual report of the chief medical officer on Ellis Island in 1937 indicates that Public Health Service activites there were proceeding on much the same basis as they had for the past fifteen years but with greater attention to standardized procedures. The medical operations on Ellis Island were divided into the boarding, line, and hospital divisions. Headquarters for the boarding division were located at the Barge Office in Battery Park, "a very desirable location" because of "its strategic location and convenience with reference to the various piers along the

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77. Annual Report of the Surgeon General of the Public Health Service, 1933, p. 55.

78. Report of the Ellis Island Committee, pp. 36-40. A copy of this portion of the report may be seen in Appendix B.

greater New York water front." The duties of medical officers in the boarding division were summarized in the annual report. These responsibilities were:

1. Medical inspection and examination of alien passengers on board arriving vessels.

2. Medical inspection and examination of alien members of crews on arriving vessels.

3. Examination of alien passengers and crews at the Barge Office when presented by Immigration authorities.

4. Visits to outside hospitals, when necessary, to report upon the condition of aliens who, because of emergency conditions, are not sent to Ellis Island, but are sent to civil hospitals for immediate treatment.

5. Overland trips to any point in the district for the purpose of making medical examinations of alien passengers and crews of vessels.

6. Board duty at Ellis Island or other places in connection with the mental or physical examination of aliens.

7. Instruction of officers in process of being detailed for Immigration duty in foreign countries.

8. Relief duty at Ellis Island when Executive Officer on the Line or members of his staff are absent on leave or on other duty.

9. Attendance at regular staff meetings at the hospital, when duties permit.

10. Duty in the U. S. Courts in connection with Immigration cases.

11. Quarantine and Immigration inspection of alien passengers and crews arriving by airplane at any airport in the District.

12. Officers of the Boarding Division are called upon at frequent intervals to meet prominent members of the traveling public, Government officials and others, for the purpose of assisting them through medical inspection, immigration, and other ship procedures.

The inspection procedures and methods of the boarding division were also detailed. These were:

All classes of passenger aliens are medically inspected or examined on shipboard at the time of arrival. Ordinarily the Immigration and Medical Officers board incoming passenger vessels at the Quarantine Anchorage. Since the institution of *radio pratique has done away with* the necessity of a considerable number of vessels stopped at Quarantine the Immigration and Boarding unit medical officers get on board at any point between the lower New York bay and the pier. The interval, therefore, between boarding and the docking of the vessel is short. Since it is desirable to complete, as far as possible the work of medical inspection prior to docking, the procedure is, of necessity, hurried. As soon as the ship has docked considerable confusion exists on board, and the necessity for conducting all examination procedures with speed is largely because of the attendant confusion as soon as the ship has made fast.

There are also very unsatisfactory factors in connection with alien crew inspection and examination. The "short arm" examination procedure is ineffective and generally unsatisfactory. This method of examination is resented by most of the ship's personnel. A better procedure is to build up cooperative team work with the ship's medical personnel for the more thorough reporting of all cases of illness or disability among alien crew. The Boarding Unit has depended more upon this phase of crew examination than through resort to "short arm" examinations and similar procedures.

Members of the medical staff of the various vessels coming regularly into the Port of New York are encouraged to make frequent examinations of the members of their crew, and *especially prior to sailing from their port of departure and* during the passage across the Atlantic. Special emphasis is made for the need of careful examination of new members of the crew, and to list upon the Ship Surgeon's report all cases of injury and illness without reference to whether they occurred during the voyage or prior to the sailing from a foreign port.

A statistical summary of the boarding division's work during fiscal year 1937 shows that the total number of passengers of all classes inspected was 156,316. Of this total 295 persons were remanded to Ellis Island for further medical examination, the chief reasons for such detention being general physical (194), trachoma or other eye condition (22), mental (18), heart disease (13), and venereal diseases (13). During the year 9,073 alien passengers were certified. The number of alien seamen medically inspected was 401,168, of whom 6,321 were examined intensively and 172 were sent to Ellis Island for further medical examination.

The line division was located at the east end of the first floor of the main building on Island No. 1 and had at its disposal "twelve large rooms with the necessary lavatories, closets, etc." The specific duties of the line medical officers were summarized:

1. Reception and disposition of certain aliens referred from the Boarding Division.
2. Examination of certain landed aliens either at Ellis Island or in New York City or vicinity.
3. Serving as members of medical boards.
4. Serving as officer of the day.
5. Giving medical testimony before Boards of Special Inquiry.
6. Giving medical opinion as to the probable age of aliens.
7. Determining the need of hospitalization of warrant and other aliens who are detained at Ellis Island.
8. Rendering appropriate medical service, opinions and memoranda.
9. Making civil service examinations of applicants for positions in the Immigration Service.
10. Medical examination of employees in reference to their application for civil service retirement.
11. Such other miscellaneous duties as may arise under the direction of the Chief Medical Officer or Executive Officer.

The line division also had a number of miscellaneous responsibilities. These included:

> During the year medical officers of this Division were called before Boards of Special Inquiry of the Immigration Service 23 times to testify in medical matters or to elucidate medical certificates.
>
> The examination of warrant aliens (for deportation) has remained constant throughout the year. Parties, consisting of from 100 to 150 aliens from the west and south arrived regularly every month during the first part of the year. During the last five or six months these warrant parties have not numbered above 75 aliens. These parties are examined at the time of arrival in one of the large rooms of the Immigration

Service on the second floor. During the past year the women and children, who were few, were also examined in one of the detention rooms on the second floor at the time of their arrival. This examination is conducted for the purpose of finding those aliens afflicted with mental and contagious disease. These cases are then sent to the hospital for detention. It also serves to find those aliens of the party who are afflicted with medical and surgical conditions that are in need of hospital treatment.

Medical officers temporarily detailed to Ellis Island for training prior to European detail witness this examination. These warrant parties are composed of a variety of aliens and many of them are physically defective. Various points in connection with the examination of immigrants are discussed and demonstrated during this procedure.

Local warrant cases or those arrested in the New York or metropolitan district are brought to the Medical Division for examination upon their arrival at Ellis Island. These aliens arrive at different times throughout the day. Occasionally groups of four or five of the local aliens are presented for medical examination. When indicated medical certificates are issued in these cases. Such certificates assist the Immigration authorities in their final disposition of the New York warrant cases.

The duties of officer of the day have been carried on throughout the year. Twice daily, at 9:15 a.m. and 3:15 p.m., an officer visits the four large detention rooms of the Immigration Service to give medical relief. Several times each week medical officers are called to the detention rooms or to the various offices to render emergency aid. In some cases, where the emergency is serious, the sick person is sent immediately to the hospital by stretcher.

During the year out-patient relief was furnished to detained aliens 3,295 times, and emergency relief was given 48 times to employees of the Immigration Service. . . .

At the request of the Immigration authorities a number of special examinations have been made at Ellis Island and at homes in the metropolitan area to determine whether alien visitors are physically able to travel without danger to life and health. These aliens have overstayed their visiting permits in the United States, and in some cases have endeavored to prolong their stays in this country by claiming disability. Some are sick or injured and are unable to travel as claimed. Written reports are made in these cases. . . .

The primary examination of alien arrivals is now conducted on shipboard. Those aliens examined for the first time in the Boarding Division result in approximately two per cent of medical certificates. Whereas those examined by U. S. Medical

officers abroad with adequate facilities result in over twenty per cent of medical certificates when they arrive at this port. . . .

The personnel of the line division consisted of two medical officers, three sanitary inspectors, and a female employee to assist in the examination of women and children. In addition one stenographer from the hospital spent two hours daily in the line division preparing correspondence and doing clerical work.[79]

18. Money Exchange and Baggage Concession Contracts

While little information is available on the services provided by concessionaires at Ellis Island during the 1930s, data was found relative to the money exchange and baggage concessions during the latter part of the decade. The money exchange concession at Ellis Island was operated by contractors under 30-month agreements during the 1930s. However, if compared with earlier contracts of a similar nature, the specifications for the concessionaire's contract in the 1930s were more precise and permitted less chance of fraud. For example, see Appendix C for "Specification Pertaining to Privilege of Exchanging Immigrants' Foreign Money and the Purchase and Sale of United States Securities at Ellis Island, New York Harbor, NY" dated April 21, 1937.[80]

The baggage concession at Ellis Island was operated by three-year contracts during the 1930s. The specifications for such contracts exhibited, like those for the money concession, tightened standards that prevented many of the abuses of earlier days. A copy of the "Specification Pertaining to the Exclusive Privilege of Transporting Aliens'

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79. Guthrie to Surgeon General, July 28, 1937, General Subject File, 1850.15, RG 90. See the following page for a "Summary of Hospital Transactions."

80. Information relative to the money exchange privilege at Ellis Island during the 1930s may be found in Immigration and Naturalization Service Records, 55912/905.

SUMMARY OF HOSPITAL TRANSACTIONS

U.S.MARINE HOSPITAL, ELLIS ISLAND, N.Y. FOR THE FISCAL YEAR ENDING JUNE 30,1937. THIS REPORT CONCERNS ALIENS ONLY.

Number of patients in hospital at the beginning of year	53
Number of patients admitted to hospital during year	975
Total treated (men 820; women 156; male children 35; female children 17	1028
Births male 0; female 0	0
Deaths men 0; women 2; male children 0; female children 0	2
Pay patients treated during year	617
Free patients treated during year	358
Number of days treatment pay patients	11226
Number of days treatment free patients	8137
Total number of days treatment hospital cases	19363
Maximum number of patients in hospital at any time during year	73
Daily average number of patients in hospital	53
Number of patients in hospital at end of year	61

From previous year	Admitted	Total treated	Rec	Imp.	Net Improved	Died	Remaining	Total days treatment.
Aliens 53	975	1028	363	266	336	2	61	19363
Beneficiaries 167	867	1034	317	352	78	42	245	86352

867 Beneficiaries not included in this statement.

323 Seamen included.

Baggage from Ellis Island, N. Y. to New York City & Vicinity," dated April 20, 1938, may be seen in Appendix D.[81]

B. Ellis Island: 1939-45

Treatment of Ellis Island during World War II may be found in Chapter VI of this study.

C. Ellis Island: 1946-54

1. Immediate Postwar Years: 1946-50

During the immediate postwar years the Ellis Island detention facility continued to have a high detainee population. The average daily detentions for fiscal year 1946 amounted to 841 persons and that for the first quarter of 1947 was 796. Thus, Ellis Island officials continued to face the twin problems relating to the efficient operation and security of the station. On October 3, 1946, N. D. Collaer, chief, detention and deportation section, prepared a study of the security arrangements on the island together with recommendations to provide for more efficient operations "to avoid further escapes and the possibility of major riots."[82]

The Coast Guard training station, which had been located on Ellis Island since October 1939, was decommissioned in August 1946. Thus, the entire immigrant building (except for Room 11 to be retained by the Coast Guard for radio work), one-half of the ferry house, and much of the baggage and dormitory building were left untenanted. When the Coast Guard use permit was formally canceled on November 7, 1946, it was found that training station personnel had made $40,000 worth of improvements on the island during the seven-year tenure of the training

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81. Information relative to the baggage concession at Ellis Island during the late 1930s may be found in Ellis Island Architectural and Maintenance Records, 1898-1955, FF 271.

82. Collaer to Kelly, October 3, 1946, Immigration and Naturalization Service Files, 56174/877. A copy of part of the report may be seen in Appendix E. Also see Doser to Commissioner, Central Office (and enclosures), October 30, 1946, ibid.

station. The improvements included: numerous partitions, shelving, bookcases, electrical fixtures, cabinets, lavatories, galley with complete equipment, dental and medical laboratory, brig, band quarters, rifle range, room remodeling, and installation of floors, linoleum, showers, water closets, and drinking fountains. The Public Health Service requested and received approval to use the immigrant building once the Coast Guard left.[83]

When the Public Health Service received permission to use the immigrant building, it intended to convert the rooms for administrative and maintenance activities and living quarters for its personnel. The rooms were to be used for the following purposes:

Room Number	Utilization
1 & 2	Carpenter, plumbing, and electrical shops
4	Personnel officer
5 & 5A	Administrative officer
3 & 9	Locker rooms for doctors and male nurses
6	Fiscal account office
7	Material office
8	Maintenance engineer
10	Relief room for male clerks
17	Relief room for female personnel
11	To be retained by Coast Guard for radio work
12 & 13 & 21-23	Living quarters for single male officers
14-16 & 18-20	Family quarters for married male officers[84]

In 1947 the United States government assisted in the reestablishment of the Italian Merchant Marine through the sale of American vessels. This provided opportunities for former Italian seamen who were interned in this country and other nations in the Western Hemisphere to reship on vessels flying the Italian flag. However, there were insufficient numbers of ex-Italian seamen in the Western Hemisphere who wished to return to

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83. Holton to Commissioner, Central Office, August 22, 1946, and Real Estate Board to Commandant, November 7, 1946, Immigration and Naturalization Service Records, 56197/928.

84. Faget to Watkins, August 21, 1946, Immigration and Naturalization Service Records, 56197/928.

their jobs, and the Italian government found it necessary to bring about 1,000 seamen and officers from Italy to man recently acquired merchant ships. These seamen were accommodated at Ellis Island at the expense of the Italian government.[85]

The Public Health Service continued to operate the marine hospital at Ellis Island during the postwar years. Statistics for the fiscal years 1946-49 were as follows:

	1946	1947	1948	1949
Number of patients treated	13,322	12,799	10,992	9,954
Number of patients treated in hospital	4,512	4,449	5,296	4,582
Deaths	30	37	47	58

Statistics available for fiscal years 1947 and 1948 give the costs per patient-day at the Ellis Island hospital:

	1947	1948
Average annual per diem cost (total)	$10.07	$10.40
Salaries	7.81	7.80
Subsistence	1.19	1.33
Other supplies	.33	.32
Expenses exclusive of furniture and equipment	.74	.95

In 1949 5,372 out-patients were treated at the hospital, the number of out-patient treatments totaling 11,614.[86]

By 1949-50 some of the Public Health Service activities on Ellis Island had been reorganized and relocated. Wards 13, 14, 17, 18, and 23 on Island No. 2 were classified as "mental wards," Ward 13 being set aside for violent and acutely disturbed patients and Ward 23 for

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85. Annual Report of the Immigration and Naturalization Service, 1947, pp. 28-29.

86. Annual Report of the Federal Security Agency, 1946, p. 379; ibid., 1947, pp. 441-42; ibid., 1948, pp. 437, 440; and ibid., 1949, p. 330.

mental-tubercular patients. Safety screens were installed on the windows of these wards, and radiators were replaced with concealed metal baseboard radiation heat. Among the facilities on the first floor of Island No. 2 were located: admitting office, Coast Guard office, dental clinic, dental laboratory, and pharmacy in addition to doctor's offices, nurses' stations, and administrative offices. Facilities on the second floor of Island No. 2 included: ear-nose-throat clinic, x-ray clinic, x-ray dark room, fluoroscope room, and x-ray reading room. Among the facilities on Island No. 3 were: nurses' dining room, doctors' dining room, nurses' quarters, patients' cafeteria, dishwashing room, kitchen, laboratory, pantries, and nurses' stations.[87]

Tragedy and heartache were still very much a part of the Ellis Island scene during the postwar years. For example, a 38-year-old Polish immigrant woman, who was refused admission to the United States by a board of special inquiry at Ellis Island in February 1947, committed suicide by hanging in the detention room. Her husband, who was living in Chicago, testified that he had divorced her in November 1940 on grounds of desertion. However, she claimed that she had never received notice of the divorce in Poland. After her husband agreed to accept his daughter who had come from Poland with her in January, she was excluded by vote of the board.[88]

During the postwar years the Immigration and Naturalization Service began consideration of various proposals to dispose of the Ellis Island immigration station. In May 1947 Immigration Commissioner Ugo Carisi informed a House Appropriations subcommittee that he hoped Ellis Island, one of seven detention facilities operated by the Immigration and Naturalization Service, could be abandoned and its detention and

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87. Zucker to District Director, Immigration and Naturalization Service, May 9, 1949, and Zucker to Commissioner, May 5, 1950, Immigration and Naturalization Service Records, 56297/928.

88. New York Times, February 12, 1947.

deportation activities transferred to 70 Columbus Avenue in Manhattan to save the government some $300,000 per year.[89] The following year, on March 18, Watson B. Miller, Commissioner of Immigration in Washington, conducted a two-hour tour of Ellis Island for news reporters and pronounced himself in favor of a "more modern and better-arranged system" for detaining aliens. During the tour many of the 579 detainees (169 German, 215 awaiting deportation, 117 applying for admission including stowaways, 78 miscellaneous) "slipped notes, petitions, and statements" into the hands of the reporters describing their plight while others "recited the 'facts' of their situation, some wildly, some matter-of-factly, some hopelessly." Most of the complaints came from the 169 Germans still held as enemy aliens "in two large rooms--A and B--on the third floor of a shabby red-brick building." Unlike the quarters of others held on the island, their dormitories were "full of personal effects, pictures, books." The detainees had soup, liver, boiled potatoes, french fried turnips, jello, rice, coffee, and bread, but they were not permitted to use knives. The weekly menu showed meat or fish served at least once a day. Although the government spent $1.05 for food per person each day, many of the detainees told the reporters that they lived mainly on food sent from the outside or the supplies "they purchased in a canteen run by the Germans, where coffee sold for 3 cents a cup, milk for 6 cents and bacon and two eggs for 22 cents." At the time of the tour five alleged alien German Communists were staging a hunger strike.[90]

During the postwar period from 1946-49 detained aliens at Ellis Island supplemented the Immigration and Naturalization Service personnel by working in a variety of supervised jobs, primarily in buildings and grounds maintenance. In January 1946 some 84 male and female internees

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89. New York Times, May 6, 1947, and Annual Report of the Immigration and Naturalization Service, 1948, p. 19.

90. New York Times, March 19, 1948. By June 1949 only three Germans were still detained at Ellis Island.

were working as carpenters, painters, gardeners, plumbers, porters, electricians, linen repair persons, exterminators, machinists, and plasterers. Apparently, a German carpenter shop was in operation with 27 workers. By June 1946 aliens were also working as upholsterers, laundry operators, fence-workers, watch makers, elevator operators, shoe makers, and movie operators. In that month some 69 persons performed 10,158 man hours of labor, including 492 for the Public Health Service. In March 1948 those totals rose to 86 workers performing 17,458 hours of work. As time went on aliens also served as masons, mechanics, wood cutters, sewing machine operators, furniture restorers, cleaners, and draftsmen. During the summer of 1948 the alien workers began to receive an hourly wage of ten cents, their total daily earnings not to exceed $1.00. In 1948 and 1949 detained aliens did extensive painting on Island No. 3 as well as the detention rooms, corridors, and visitors' rooms in the main building on Island No. 1. Ironically, they even painted the yard fences around the detention area on Island No. 1. During the summer of 1949 alien woodcutters dismantled the Coast Guard brig.[91]

The Immigration and Naturalization Service commenced efforts to better the public image of Ellis Island, which had seen little improvement during or after the war. In April 1949 Edward L. Shaughnessy, recently appointed district director for the New York area, declared "that there was nothing secretive about the department that guards the country's gates - that it was no Gestapo, no NKVD." He was also determined to explode "the myth that Ellis Island was a combination Devil's Island and Alcatraz." During a three-hour tour of the island with news reporters, he asserted that Ellis Island was "not a prison, the people are not prisoners but detainees." The aliens, of which there were 330 representing 65 countries, were

> permitted to roam specified but large areas of the twenty-seven-and-a-half-acre installation. There are large

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91. Considerable material on this topic may be found in Ellis Island Architectural and Maintenance Records, 1898-1955, FF 333-40, 360-64, 366.

> sections for recreation, clean dormitories and detention rooms and the food is ample and wholesome, providing 4,100 calories a day compared to 3,300 for the average United States civilian.

Led by Philip Forman, chief of the detention, deportation and parole section, the group first

> inspected the laundry, which operators said could care for the daily linens of 1,500 beds--the island's capacity.
>
> Next was the Social Service Workers Section, which is composed of representatives of the Protestant Episcopal Church, the Lutheran Church and Catholic and Jewish welfare organizations.
>
> The social workers maintain a school and kindergarten, shop for the detainees, provide clothing, arrange contacts with relatives and in a sense act in opposition to the deportation proceedings by drawing up documents and helping detainees establish their right of entry.
>
> The tour continued through a receiving room, baggage room, a 22,000 square-foot dormitory, where German prisoners of war left the walls covered with nostaligic murals of their homeland, a hospital and a large detention room for temporary detainees.
>
> Inspection of a spotless kitchen, with separate kosher equipment was followed by a visit to the school room, where twelve youngsters from three to eleven years old painfully read. . . .
>
> A 10,000-volume library, adjoined by a chapel used by all faiths, were next on the tour, followed by a visit to a comfortably furnished detention room for persons sure of entry but detained temporarily. The room was surrounded by a gallery leading to the women's quarters and to family rooms.[92]

In May 1949 some warrant hearing officers, inspectors for board of special inquiry, and clerical assistants were transferred back to Ellis

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92. New York Times, April 8, 1949. In May a State Department writer described the functions, facilities, accommodations, and religious and social welfare activities on Ellis Island in the Immigration and Naturalization Service Monthly Review. Frances W. Kerr, "Ellis Island," Immigration and Naturalization Services Monthly Review, VI (May 1949), 144-45.

Island from the office at Columbus Avenue so that hearings for detained aliens at the island could once again be held there. It was pointed out that having such hearings on the island would save man-hours for the service, increase efficiency, and provide for the comfort and convenience of the approximately 300 aliens that were transported between the detention station and the Columbus Avenue office for hearings each month. With the hearings on Ellis Island it would eliminate the: (1) hazard involved in transporting the aliens through the traffic in Manhattan, (2) risk of aliens while being conveyed, and (3) humiliating feeling on the part of aliens of being "herded around" by uniformed officers.[93]

In April 1950 a new Salvation Army library at Ellis Island was dedicated. As part of the ceremonies a bronze plaque and a portrait of the late William Booth, founder of the Salvation Army, were unveiled.[94]

2. Korean War Years: 1950-53

The tensions of the cold war with Soviet Russia that developed in the years following World War II reached a peak of intensity in 1950 that had ramifications for Ellis Island. In that year North Korea Communist forces equipped with Soviet weapons invaded South Korea on June 25, triggering a conflict that continued until an armistice was signed on July 26, 1953. More noteworthy, as far as Ellis Island was concerned was the passage on September 23 of the Internal Security Act of 1950. Passed over the veto of President Harry S Truman, the act prohibited from entry into the United States anyone who had been a member of a totalitarian organization. The act also provided for registration of Communist and Communist-front organizations and for the internment of

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93. Doser to Shaughnessy, April 27, 1949; Esperdy to Shaughnessy, April 28, 1949; King to Doser, May 2, 1949; Mulcahey to Riley, May 13, 1949; and Kelly to District Director, New York, May 16, 1949; Immigration and Naturalization Service Records, 56177/103.

94. New York Times, April 30, 1950.

Communists during national emergencies, and prohibited employment of Communists in national defense work.[95]

This brought a new flurry of activity to Ellis Island, which was one of eight Immigration and Naturalization Service facilities in the country. Immigrants arriving at the Port of New York who had received passports before September 23, 1950, and who arrived after that date, had to be carefully screened for membership in the proscribed Communist or Fascist organizations. They were taken to Ellis Island for the screening process and were detained if they were or had been members even if nominal. The detainee population on the island increased from approximately 400 to 1,200 within ninety days after passage of the act. Thus, the immigration officials on Ellis Island were "confronted with the terrific problem," according to District Director Shaughnessy, "of excluding from admission a large horde of aliens who had obtained visas prior and immediately subsequent to the passage of the Internal Security Act. . . . It called for quick and efficient action to relieve the misery, suffering and embarrassment which followed in the wake of this unexpected event."[96]

The situation at Ellis Island began to ease somewhat after Attorney General J. Howard McGrath ruled in early 1951 that "nominal membership" in Nazi, Fascist, or Spanish Falangist organizations would not prevent temporary entries. Clarifying legislation was passed on March 28, 1951, decreeing that anyone who was under 16 when forced into a totalitarian organization, or who joined to maintain his livelihood was not banned for that reason alone.[97]

The number of detention cases at Ellis Island arising from the strict enforcement of the Internal Security Act was compounded in June 1951 by

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95. Bennett, American Immigration Policies, pp. 99-100.

96. Shaughnessy to Commissioner, August 24, 1951, Immigration and Naturalization Service Files, 56319/503, and Annual Report of the Immigration and Naturalization Service, 1951, pp. 13, 53-55, 96-97.

97. New York Times, March 29, 1951.

a roundup of aliens illegally resident in the New York area. Reminiscent of Doak's roundup during the early years of the Great Depression, this operation was undertaken on an experimental basis by District Director Shaugnessy in response to the "anti-Communist" pressures of the Cold War. Officers were sent out to investigate and apprehend aliens who were in the United States illegally, and the central office cooperated by assigning sixty investigators from other districts. In a few weeks approximately 1,500 illegally resident aliens in the New York-New Jersey area were apprehended and held without bail on Ellis Island while their cases were processed with the aid of hearing officers and stenographers from other districts. Those detained included deserting seamen, stowaways, smuggled aliens, and overstay visitors.[98]

The large number of detainees on Ellis Island led to crowded conditions at the immigration station. In June 1951 the Immigration Service reported:

> . . . the detainee population at Ellis Island expanded rapidly because of the Internal Security Act. This immediately posed a problem of space. Some of the space at Ellis Island had been relinquished for files storage space. Where it was reclaimed for detention quarters, walls and floors were in bad shape, but they had to be used because of the emergency.
>
> Lack of space also posed a feeding problem. The present dining room seats only 300 persons. Since aliens under warrant proceedings are served separately from passengers, this meant that meals were served practically the entire day. When 7,500 square feet of file space adjacent to the dining room has been repaired and equipped for dining space, this problem will be solved.

The decision of the Public Health Service to close the marine hospital on Islands Nos. 2 and 3 on March 1, 1951, contributed to the crowded conditions and chaotic administrative procedures on Ellis Island. According to the annual report of the Immigration Service in June of that year:

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98. Pitkin, Keepers of the Gate, pp. 173-75.

> The 20-bed infirmary and Public Health medical staff immediately installed in the detention quarters did not include facilities for X-ray examination. Consequently, hundreds of medical hold cases had to be examined at one of five different Public Health hospitals in the New York area. This procedure was so slow that the group of mandatorily excludable cases totalled 125 in June, the largest number of medical cases ever in detention at Ellis Island. Through conferences with the United States Public Health authorities at New York and in Washington, it is hoped that the situation may soon be cleared.[99]

During the spring of 1951 problems with the processing of medical hold cases by the Public Health Service further contributed to the congestion at Ellis Island. The number of displaced persons arriving at the Port of New York who were detained on medical hold for suspected tuberculosis averaged from 5 to 8 per month from October 1948 to April 1951. However, in the spring of 1951 there was a sudden increase to 40 cases in April, 146 in May, and 390 in June. Included in these numbers were dependents or other family members of the person found to be afflicted with or suspected of having tuberculosis. The background to the sudden increase, according to Dr. G. L. Dunnahoo, Physician in Charge of Public Health Inspections, was the receipt of

> an increasing large number of complaints from several state hospitals throughout the country concerning displaced persons who had only recently arrived in the United States, being admitted to state hospitals for treatment of tuberculosis. As a result of the complaints, the Public Health Service sent to Europe early this year a board composed of three doctors who were experts in tuberculosis work. This board examined some 4000 displaced persons in Europe and as a result of their examination, they issued Class "A" certificates in about 70% of

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99. Annual Report of the Immigration and Naturalization Service, 1951, pp. 54-55, 96-97. No new patients were received after January 1 at the facility which was closed because it was determined to be "obsolete." Patients in the Ellis Island hospital, which had averaged slightly more than 200 during the previous year, were transferred over a four-month period to the Veterans Administration Hospital at Manhattan Beach, Brooklyn, and the Marine Hospital on Staten Island. The 340 employees were assured that their Civil Service rights would be respected and that other jobs would be found for them or they would be assisted in obtaining private employment. New York Times, December 28, 1950.

the cases. This, it appears, indicated that heretofore displaced persons having a tuberculosis condition have been issued visas where such visas should not have been issued. These findings led to closer inspection of the chest X-ray films presented by displaced persons upon their arrival at the port of New York.

In connection with the foregoing, it appears that prior to April 1951 the Public Health physicians at New York would examine the 35 millimeter chest x-ray film by holding it up to a light in te room where examination was taking place. With this method in use, very few cases were held. It further appears that when one of the Public Health Service physicians who had been in Germany and was familiar with the methods of examination used by IRO doctors examining displaced persons was transferred to Ellis Island early in April 1951 he insisted that each of the 35 millimeter film be placed under a magnified and lighted view before being passed as clear. Immediately thereafter the number of cases requiring a medical hold increased immensely. . . .

As a result of the ensuing congestion at Ellis Island steps were taken to facilitate the processing of medical hold cases. The steps were:

(1) The European headquarters of the U. S. Public Health Service were cabled on Wednesday, June 20, 1951, to get specialist personnel at the embarkation port in Bremen, Germany, to prevent any one from boarding the ship those medical examination is deficient in any part. . . .

(2) A Medical Board of two Government and one outstanding civilian expert in tuberculosis will make a re-survey of all tuberculosis cases now held at New York to record a final determination. This in effect will constitute a triple check on the doctor issuing the medical hold. . . .

(3) They also feel that the instructions sent out by the Displaced Persons Commission to see to it that all displaced persons leaving Bremen have attached to their visa the chest X-ray film will be helpful. This is so for the reason that some of the cases held up in the last few months were due to the fact that certain aliens arrived without the films and therefore had to be held until X-ray was taken in New York.

Meanwhile, Ellis Island security officers who were assigned to guard and escort the certified active tuberculosis cases began to express fears that their own health and that of their families was being endangered by

contact with the diseased aliens. The active cases were segregated in two rooms in the baggage and dormitory building and were fed separately, thus necessitating their own guards and escorts. Some employees appealed to their union, the American Federation of Government Employees, and a letter was sent to the Public Health Service requesting consideration of holding these afflicted persons in Public Health Service hospitals pending their parole under bond to private hospitals where their sponsors had made adequate arrangements for their care.[100]

During fiscal year 1951 a number of physical improvements were made to the island's facilities. Foremost was the reconditioning of a former kitchen on the second floor of the kitchen and laundry building by the Ellis Island engineering staff for a new school dedicated on May 22 in honor of Anna M. Kaufman, a social worker on Ellis Island for 25 years. The school, which had an average daily attendance of 35 (125 children were in detention in May), featured light-oak furniture, linoleum flooring, and kindergarten-size seating. Toys and books for the new "sunlit school-playground" were contributed by the National Council of Jewish Women.[101]

Other changes and improvements were made and planned for the facilities on Ellis Island in 1951. These included:

> rearrangement and better use of space; new paint and linoleum; a new motion picture projector; a new altar, pulpit, piano and organ for the 200 capacity chapel were furnished by the social service organizations, but the physical plant leaves much to be desired. Uncomfortable, inadequate, and inappropriate furniture is found in the rooms where passengers, persons under warrant proceedings, and their visitors must meet, or while away the waiting periods. An integrated plan adequately

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100. Commissioner, Immigration and Naturalization Service to Ford, June 28, 1951, Immigration and Naturalization Service Records, 56318/937.

101. Annual Report of the Immigration and Naturalization Service, 1951, pp. 54-55, 96-97; New York Times, May 23, 1951; and Zucher to Loughran, May 2, 1951, Immigration and Naturalization Service Records, 56297/928.

to equip these rooms is being prepared, so that a start can be made toward overall improvement.[102]

Increased attention was given to employee training at Ellis Island during fiscal year 1951. This program included:

> Forty newly appointed Security Officers (trainee) finished a six weeks course of training at Ellis Island in June. This training school, which has been held annually for the past six years, will be extended to other Districts in order that all Security Officers may receive uniform instruction and specialized training in their duties. The scope of in-Service training for employees at Ellis Island was enlarged when this Service participated in the Bureau of Prisons School of Cooking which was held in March and April at the National Training School for Boys, Washington, D. C. Plans have been made to enroll culinary personnel in future classes as they are scheduled in various sections of the United States.[103]

Space reallocation and utility improvements on Ellis Island also took place on Ellis Island in 1951. After the Public Health Service closed the hospital on March 1 and formally surrendered all its space on June 30, the buildings on Island No. 2 were made available to the U. S. Coast Guard. The space released on Island No. 3 was used for file storage. Among other space reallocation moves were: commissary storeroom from the basement of kitchen and laundry building to the old baggage room on the first floor of the baggage and dormitory building; baggage room to old bake shop on first floor of the kitchen and laundry building; general stores in old bake shop to existing commissary storeroom in the basement of the kitchen and laundry building. Meanwhile, the immigrant building

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102. Annual Report of the Immigration and Naturalization Service, 1951, pp. 54-55, 96-97. A letter from the Interstate Sanitation Commission advising that untreated raw sewage being discharged from Ellis Island into New York Harbor violated standards established in the Tri-State Compact, entered into the New York, New Jersey, and Connecticut with the approval of Congress, led to discussions in May 1951 of a proposed sewage treatment plant on Ellis Island. Loughran to Andretta, May 15, 1951, Immigration and Naturalization Service Records, 56197/928.

103. Annual Report of the Immigration and Naturalization Service, 1951, pp. 54-55, 96-97.

was renovated to house the expulsion section which was moved from the office at 70 Columbus Avenue. The manually operated telephone switchboards on the island were replaced with automatic dial type boards.[104]

During 1950-51 the national press paid increasing attention to the conditions on Ellis Island. Time reported on October 23, 1950, that

> some 347 Italian and German opera singers, businessmen, musicians and plain citizens were snatched off ships and planes arriving last week in New York, and packed off behind the wire fences of Ellis Island. There they were 800 yards from the Statue of Liberty, and a good deal farther from the land they had hopefully come to see. They were among the first victims of the new restrictions on immigration in the Communist-control bill passed by the Congress over Harry Truman's veto. . . .

Among the distinguished victims that were detained were Friedrich Gulda, a 20-year-old Austrian pianist who had come to give a concert at Carnegie Hall (Gulda had been required to join a Nazi youth group at the age of ten); famed conductor Victor de Sabata, who was coming as guest conductor for the Pittsburgh Symphony Orchestra (de Sabata had conducted Milan's La Scala orchestra during the Mussolini regime); and Fedora Barbieri, the Metropolitan Opera's mezzo-soprano (Barbieri had attended an Italian Fascist school).[105]

One of the first Germans to return home after a seven-day internment at Ellis Island under the provisions of the Internal Security Act was Herbert Behrens, a Hamburg businessman. In a six-column interview in The Hamburg Freie Prease, he complained about the unsanitary conditions and poor accommodations on the island:

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104. Annual Report of the Immigration and Naturalization Service, 1951, pp. 54-55, 96-97. Also see Christian Science Monitor, September 9, 1950, and Booth to Forman, August 30, 1950, Immigration and Naturalization Service Records, 56297/928.

105. "Revenge at Ellis Island," Time, LVI (October 23, 1950), 20-21, and "Ellis Island Drama," Newsweek, XXXVI (October 23, 1950), 88.

> For breakfast . . . we had two slices of bread, very bad marmalade, porridge and weak coffee. For dinner we didn't even have meat. Many of us lost our appetites, anyway, when we saw cockroaches running across the table.

He complained that he had been forced to sleep with 96 men in one room and had been questioned for 48 hours after admitting to his former "nominal membership in the Nazi Party."[106]

The New York Times Magazine of November 12 reported on the experiences of 130 men, women, and children who had recently been taken from a ship to Ellis Island. The experiences of these aliens, as well as the facilities and conditions at Ellis Island as they found them, were described at length:

> They had gone through anxious hours of questioning as the ship steamed toward its North River pier. In German, Italian and halting English, they assured the immigration inspectors they believed in democracy.
>
> It was true, some of them admitted, that they had attended Fascist schools or belonged to Hilter Youth organizations or been conscripted into the Wehrmacht. But one had to live, one had to eat. None of them had any use for Hitler (dead) or Mussolini (dead). All they wanted was the right to come into the United States and live as Americans live.
>
> Some insisted they never had anything to do with fascism or nazism, even under compulsion. But the authorities shook their heads grimly and said they had "general information" that required the alien's detention. Never any more than that. The closed book, the protection of "confidential sources," data known only to the Department of Justice and its immigration officials.
>
> The immigrants took it stolidly. There were few outbursts, few denunciations of the authorities. These were people used to dealing with totalitarian governments. They did not argue with men in uniform. They sat morose and subdued waiting to be told what to do next. When they did talk, it was *in conciliatory almost supplicating tones trying vainly to learn* why the visas that had been issued them were no good now.

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106. Quoted in New York Times, October 29, 1950.

Buses took the aliens from the ship & pier to the Ellis Island ferry slip on South Street, two and a half miles away. The wayfarers gobbled up the view from the windows as the bus rolled through Manhattan's streets. When they got to the shabby waiting room at Slip 7, the excitement had passed. Here and there a woman wept quietly. A few persons looked out the window at the street which is being torn up for the approaches to the Battery Tunnel at the drab buildings of the neighborhood shutting off the glistening towers of the financial district.

A guard threw open the ferry gate and the aliens shuffled aboard the spruce green craft that bears the name of the island and flies the pennon of the United States Immigration Service. It was a lackluster legion that pushed toward the front of the boat. The children were cranky, the parents subdued. These people, dressed in their sober best rumpled now and not at all stylish, were the kind of people you might see in a Brooklyn subway or a Detroit trolley car or a Pittsburgh bus.

By the time the ferry finished its ten-minute run dusk was settling over the twenty-seven acres of Ellis Island. When the sun is on it, the island looks attractive enough. . . .

It is only when the ferry draws close that one notices the double fence topped with barbed wire and the guard houses. The newcomers tramped wordlessly down the ferry ramp every few feet they passed an arrow pointing in the opposite direction and labeled "New York". . . .

Passing through a dimly lit tunnel the travelers found their progress obstructed every fifty feet by wire partitions. A guard would unlock a door in the partition, then lock it after they passed through.

A few minutes of plodding along spotless white tile floor and high ceilinged corridors, with more stops for unlocking and locking doors, brought the group to a vast gymnasiumlike room. It runs through two floors of the building, with a balcony overhanging it, and is the chief recreation center for detained immigrants during their waking hours.

Here their names were called and they were sent down to the cafeteria where they had soup, bologna, cookies and tea for supper. The cafeteria is big enough to seat 350 persons at a time. It has long green tables and brightly painted red and green chairs. The walls are buff and brown, and there is an air of cleanliness about both the cafeteria and the open kitchen in which the cooking and baking is done.

The Government spends 50 cents a day on food for each immigrant, but preparing and serving it brings the total bill to

$1.11 a day. The menu is on the starchy side and there are frequent complaints about the food, but it is plentiful and the cooks try hard to prepare it in a way that will meet the diverse tastes of people from a score of countries. In a recent week the main course at dinner on successive days was boiled beef, grilled sausages, stuffed peppers, roast milk-fed veal, meat balls and spaghetti, finnan haddie and curried veal. Soup, vegetables, dessert and the other courses of a standard dinner are always served.

The combined influx of alien passengers, picked up on ships and planes, and alien Communists, rounded up in American cities under the new law, is beginning to strain the facilities of Heartbreak Hotel, as some of its involuntary guests call it. However, the register is still far short of the 1,600 to 1,800 persons it reached during the war years. A few days ago there were 651 persons under detention of whom 177 were being held for deportation and the rest were passengers whose right to admittance was still under consideration.

Families among the new arrivals are given rooms of their own. Each room has three or four iron beds, a chair or two and a wooden chest of drawers. Sometimes there is a second chest or a clothes tree. A closet with a toilet completes the equipment. The families must limit themselves to a couple of suitcases of personal belongings, just enough for one change of clothes, but every morning there is a baggage call and they are allowed to go down to the cellar of the building and swap their soiled garments for fresh things from their trunks.

Old furniture and the bare walls of the forty-seven-year-old rooms give most of the family quarters a stark look, but occasionally a woman will get some lace curtains from her trunk and put them across the wire-screened windows. The authorities do not require any of the immigrants or deportees to make their beds or clean their rooms. Some do but most don't. When they don't, regular civil service cleaners do the job. Fresh linen is supplied every week and insect control is remarkably good.

An electric refrigerator is kept in a pantry off the family quarters, and the children have milk and cookies six times a day, three times at meals and three times between meals. Snacks brought by visitors or purchased at the island canteen are also stored in the family refrigerator. It is common to see a chubby youngster with a milk bottle clutched in one hand and a piece of apple pie in the other wandering around the corridor in search of his mother. A relieved explosion in some foreign tongue heralds the reunion a few seconds later.

Single women are installed in rooms with five or six beds. Each bed has a chair beside it. A common wardrobe is available for the few extra clothes the girls may bring to their rooms. Usually the visitor finds a book or two in evidence and

a profusion of pink and blue lingerie draped across chairs to dry. In the last few weeks, a space problem has forced the use of a long, open dormitory with fifty beds for women. An adjacent washroom has three showers and a half-dozen toilet stalls.

Men are in two big dormitories, except for a few with characteristics that make it advisable to keep them separated from the main group. The rising bell for deportees sounds at 7 A. M. The immigrants have another half-hour to sleep. Breakfast starts at 8 A. M. and keeps going for about an hour.

Then the long round of boredom sets in. The immigrants assemble in the big day room or recreation center. There are tables for ping-pong, billards, checkers and cards. There is a canteen run for the benefit of the New York State Commission for the Blind which sells candy, cigarettes, stamps, stationery, even tuna fish, salmon and sardines. . . .

The doors leading to the ward outside the day room are always open. Sometimes the immigrants organize a game of soccer or volley ball, but usually thre is no game in progress. When the weather is good, men and women tramp endlessly up and down the yard with the fixedness of people who don't like to admit they are not going anywhere. A little more than a mile off through the double wire fence are the storied skyscrapers of Manhattan but the newcomers won't walk that far. Even closer with her back half-turned to the island is Miss Liberty.

At 9 A. M. and 2 P. M. the mail comes and that is always a spirited time. If the Post Office Department cut Ellis Island to one delivery a day, half the interest in life would evaporate for many of the island's citizens. Soon after the mail distribution library call is sounded both morning and afternoon. There are 20,000 books in the library which is operated by the Salvation Army. The big call is for fiction with books on art running second. Newspapers and magazines in many languages are given out in the day room and these are snatched up quickly.

Dinner is from 12:30 to 1:30 P. M. and supper from 5 to 6:30. In between immigrants may have visitors. They write the names of the relatives or friends they wish to have visit them in a pass book in the day room and the passes are issued by the Immigration and Naturalization Service. Two visitors may come each day from 2 to 4 P. M. Sunday is the only exception. The conversations take place at little tables in a large room. One guard keeps a general eye on the proceedings, but makes no attempt to listen in on individual conversations. Visitors are permitted to bring anything but narcotic drugs or liquor.

There are movies two nights a week in the social hall and sometimes there is an impromptu show or concert. Opera singers, night club entertainers and musicians of all kinds have performed in the dour hall which doubles as an interdenominational chapel on Sundays.

Deportees have pretty much the same routine in their day room and exercise yard. They do not have any billiard tables, however, officials don't think much of putting cues in the hands of men who might decide pool was too tame. Nor are they allowed knives in the dining room. There are often murderers, narcotic peddlers and other felons among these being held. The bulk are seamen who jumped ship, stowaways and particularly in recent days, alien Communists.

The Ellis Island guards carry no guns or other weapons. All they have is a whistle to summon their fellows if an emergency arises. There are 211 security officers in all, but they work on a three-shift basis so there are never anywhere near that number on duty at one time. They don't have much trouble.

Unarmed guards, freedom of communication, second helpings at mealtime, a school for the children, an excellent hospital for the sick, a constant effort on the part of officials to make themselves approachable if not always informative, all these are signs that we are not aping Hitler's concentration camp methods. Or Stalin's labor camps either--no one has to work at Ellis Island. Those who want to help in the kitchen may volunteer to occupy their time that way at a nominal wage of 10 cents an hour. There are always more takers than jobs the chief steward says.[107]

Life magazine sent a team to Ellis Island and took photographs reminiscent, in their gloomy and crowded scenes, of those taken by Lewis Hine in 1905. According to the accompanying article Ellis Island was

a gray and gloomy place suddenly full of bewildered people who have become victims of American politics. . . .

The new aliens . . . look the same, have old-country clothes and the same wide-eyed, insistent children. The old buildings, with their huge, tiled rooms and wire-mesh partitions, are still the same. But this time, because the

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107. "New Role for Ellis Island," New York Times Magazine, November 12, 1950, pp. 20, 75-76, 78-79.

> inspectors must examine not only the bodies and finances of the aliens but their past political connection as well, the atmosphere is gloomier and there are long, inexplicable delays filled with anxiety. The inspectors are invariably courteous, the food is good, the rooms, beds and bathrooms clean. But it is the interminable waiting that breaks down the aliens. Some of them are lucky enough to be processed in 12 or 13 hours. Others are held up for several days. Most of them wind up at a high pitch of exasperation. . . .[108]

The suspense, fright, and boredom on Ellis Island was described further in an article in the American Mercury in May 1951. According to W. L. White:

> Although in the end nothing terrible happened, at the time it was frightening. Most of all it was the suspense--the feeling of being suddenly taken out of line when you are about to get off the boat, and hustled instead to Ellis Island past the Statue of Liberty you have seen so many times in pictures. . . .
>
> Except for the anxious boredom, Ellis Island is surely no torture chamber. Uneasy people wait here for days, sometimes weeks, and an occasional stubborn case waits for years. The distress if any is only mental, and takes place, if at all, in the hearing rooms through which each alien must pass for processing before he may go ashore, in the presence of an Immigration Inspector, an interpreter and a stenographer, all of whom are unfailingly polite.[109]

That same month the New Yorker featured the observations of a reporter who went to Ellis Island to visit George Voskovec, an alien from Czechoslovakia who was detained on Ellis Island for nearly eleven months for his suspected Communist affiliations before being admitted to this country as a permanent resident. According to the writer:

> In the room where I waited to see Voskovec once more, under such altered circumstances, there was an air of tension. The other visitors had stationed themselves at tables as far

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108. "Ellis Island 1950," Life, XXIX (November 13, 1950), 123.

109. W. L. White, "The Isle of Detention," American Mercury, LXXII (May 1951), 556-57.

from one another as possible, never taking their eyes off a door to the left of the one I had entered by near which a stout lady monitor sat at a desk, ticking off the passes we had surrendered. Eventually, through the doorway, the awaiting passengers began to come, one by one, their faces in the first minutes impassive but wary, later--most of them--joyful or tear-smudged. . . .

After the ferry trip, he [a guard] left me [Voskovec] in an office downstairs here. I've never seen him since. . . . The man in the office told me to check my valuables, and after that a guard took me upstairs to the room across from this--Passenger Hall. It's two stories high, and big--about a hundred by a hundred and fifty feet, as I found later, when I had all the time in the world to pace it off. It looks something like a basketball court, except that its walls are white tile and its floor is cement. Near the door to the corridor is a stairway leading to the men's dormitories, and at the far end of the room is another stairway, leading to the women's dormitories and to the family quarters. Married couples with children are assigned rooms together. The single men are locked out of their dormitories from eight in the morning until nine at night, but the family quarters are left open, babies being what they are. One of the first things I noticed about the room on the day I arrived was the furniture--incidental tables, a great many long, dark wood benches, like pews in church, four or five upholstered chairs, and a piano with a padlock on it. There was one pool table and one ping-pong table, both in use. In one corner, a bunch of children were racing around, playing some kind of running game, and in another two kids were having a fight on the cement floor. Some of the old men were busy at chess, three radios were tuned to three different foreign-language programs, a few people were reading newspapers, and all the others in the room--perhaps a hundred and twenty-five--were simply sitting. I noted all this very carefully, you see. I had never been to Ellis Island before; now, through some slipup--a lost file, a technicality--I was to spend a few mistaken hours here, and so I had a mild sociological interest in all of it. It would have been impossible for anyone to persuade me at that moment that for months and months and months I was to spend every waking hour in that room.[110]

In July 1951 the Saturday Evening Post printed a feature article on the facilities at Ellis Island. The article stated that the ten

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110. Andy Logan, "A Reporter At Large: It Doesn't Cost Them A Cent," New Yorker, XXVII (May 12, 1951), 55-57, 59-60, 62.

buildings of the Immigration Service are crowded together on Island No. 1, which is actually the northern third of the whole island. The main building, which dominates the immigration group, contains administration offices, dining rooms, reception halls, inspection and examination rooms and living quarters for the detainees. This structure, joined to the adjacent buildings by a chain of corridors blocked at intervals by double-locked grilles and doors, is wrapped in a musty institutional aura of disinfectant, old woodwork and stored baggage which the brackish breezes of the upper bay never quite manage to dispel. Around the immigration buildings, enclosing the lawns and the exercise areas, runs a high wire fence, and beyond the fence are the swirling harbor tides. The spires of Manhattan, as seen through the mesh screens which guard the windows of the detention sections, seem to be part of an unreal, incalculably distant world. . . .

Detainees on Ellis Island are provided with the necessary conveniences, but little more. Family groups are usually kept together in a large room with a bath, single women live three or four to a room, and single men sleep in dormitories. Aliens being deported on moral or criminal grounds are lodged in separate quarters, apart from the other detainees. Food is good, plain and plentiful, and there are several kitchens, to provide for the dietary variations of the different religious and national groups.

Most of the activity of the immigration center is carried on in the huge, barnlike main building. In an adjoining building there are a chapel, a library, a small schoolroom for children, and several public rooms where detainees can socialize or meet visitors. Detainees are not required to work on the island, though they can volunteer their services for nominal compensation. Most of the personal services necessary--shopping in New York, tracking down relatives and providing counsel and help--are supplied by a general committee of professional social-service workers representing a number of church and aid societies.

Detainees are not charged for their board and lodging during their detention--though steamship companies and air lines are responsible for the subsistence of inadmissible aliens they bring to this country. The board bill is $3.00 a day for healthy detainees and $10.75 for hospital cases. The transportation company must also bear the cost of returning the alien to his port of embarkation if he is found inadmissible. Vessels which lose alien seamen through ship-jumping in American ports must pay $1000 fine for each man they lose. . . .[111]

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111. Richard Thruelsen, "The Things That Happen on 'The Island'," Saturday Evening Post, CCXXIV (July 21, 1951), 85-86.

As the congestion and confusion at Ellis Island gradually quieted down a scandal among the 140-person guard force made headlines in February 1952. At least twelve guards were dismissed or suspended and one resigned during an investigation of charges that they and some twenty-six other guards had demanded and received money and presents from aliens in return for favors including gambling privileges, use of forbidden telephones, permission to leave the island to stay with their wives, and taking aliens to expensive restaurants on the aliens' money. It was noted that the pay of the guards accused ranged from $2,974 to $3,680 a year and that their tenure at Ellis Island ranged from less than one year to ten years.[112]

In May 1951 Ellis Island officials proposed that a number of improvements and general maintenance activities be carried out at the station during fiscal year 1952 at a cost of $134,300. The first item mentioned was the removal of rubbish from the island. The justification for this item provides the best description of this phase of maintenance activity at Ellis Island found to date:

> All disposable materials are brought to the area at the north east corner of Island Number 1.
>
> Metals are placed in one location for sale on bids, in the usual manner, when sufficient metal has accumulated.
>
> Wood, paper, and garbage is burned in the incinerators.
>
> Cans are crushed into 14-inch cubes.
>
> Masonry rubbish, ashes from the incinerators, and coal ranges and crushed cans, are deposited in a hold which when empty measures about 35 feet square and 6 feet deep.
>
> When the rubbish hole, which is protected by a low wooden fence, is filled and rubbish has been pushed to a height of 6 feet, bids are taken for removal of the accumulation, usually about 500 cubic yards. The rubbish hole is located in such a position that the material can be loaded by a derrick-boat with a clam shell bucket into a dump bottom

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112. New York Times, February 14, 1952. Six telephones were installed in the day rooms in the wake of the scandal.

> barge. Since the material is dumped at sea, no material which will float can be included. Crushed cans in bales are disposed of with the other rubbish for the reason that they have no commercial value as metal scrap, and it would otherwise be necessary to pay for the removal from the island.
>
> A barge-load of rubbish, about 500 yards, accumulates about once a year, and the cost of removal is $1,000 or slightly under.

Accordingly, the Public Buildings Service was asked to prepare specifications for installation of a sewage treatment plant.

The three marine structures on Ellis Island also needed repairs. The three structures were: the ferry landing slip, the side landing dock in the slip form Coast Guard cutters and substitute ferryboat, and the side landing dock at the power house for fuel oil deliveries.

The grounds at Ellis Island required better maintenance. The grounds, exclusive of buildings and the areas on Island No. 2 to be cared for by the Coast Guard, amounted to fourteen acres. It was noted that the grounds "are modestly landscaped with American - plane and pine - oak trees, hedges, shrubs and flower beds."

The chapel, located next to the new school, was used for religious services, twice-weekly movies, and as an assembly hall. It needed new pews, an acoustical ceiling, and linoleum or asphalt flooring.

The detainees' dining room had recently been moved to the first floor of the east wing of the main building "to bring it within the detention area, making it easily accessible to all detainees whether detained in the main building or the B & D building and to reduce security hazards as well as personnel needs." However, the dining room, with a seating capacity of 300, needed to be enlarged.

Arriving passengers occupied the third floor and the east wing of the second floor in the main building. Window screens were to be eliminated in these areas to relieve the "prison atmosphere."

The existing commissary on the first floor of the baggage and dormitory building also needed enlargement as its 11,400 square feet of floor space was too small for the growing numbers of detainees.[113]

The program of renovation and repair at Ellis Island, underway since 1950, was beginning to show significant results by June 1952. The security unit supervisory offices recently had been moved to the first floor of the main building. A public address system also had been installed. Both of these improvements would "assist greatly in coordinating the various security functions in one area and provide a means of contact at all times between security personnel and every post inside and outside the station." Thus this integrated system of surveillance would result in a more efficient security program.

By June 1952 a new 30-bed infirmary under the supervision of the Public Health Service was nearly completed on the first floor of the east wing of the main building. The infirmary consisted of three wards: one for women and children, one for men, and an isolation ward. The infirmary, which had been partially functioning for some months, handled minor health complaints, and serious illnesses were sent to the U. S. Marine Hospital on Staten Island, a hospital at Hudson and Jay streets in Manhattan, and the Bellevue and Willard Parker hospitals in New York City. Fifty additional beds and other dormitory equipment had been installed in the wing adjacent to the infirmary for medical hold cases, thus allowing for the segregation of newly-arrived detainees until given a clean bill of health by Public Health Service officials.

Steps had been taken to furnish and equip the passengers' lounge, family quarters, and the warrant room. Prison Industries had been asked to submit estimates and plans for the design and manufacture of furniture that would stand heavy wear and yet present an attractive appearance.

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113. "Appropriations 'Immigration Stations' - Ellis Island Proposed Allocations - 1951-1952 - $134,000," and Andretta to Loughran, May 28, 1951, Immigration and Naturalization Service Records, 56297/928.

Initial steps were taken to convert the electric power on Ellis Island from dc to ac current and to purchase the required electric power instead of generating it. A contract had been let to John Rosenblum, Inc., to install fire escapes and eliminate fire hazards in the station's buildings. Despite these improvements the Immigration and Naturalization Service reported that the detention station at Ellis Island "with its great, wide halls and corridors, high ceilings, unusable spaces and outmoded utilities" would always "present the dual problem of how to utilize it with economy and yet make it serve our purposes efficiently."[114]

During 1952 a "handbook" and "notice" were prepared for distribution to all detainees upon admission to Ellis Island. Printed in eight languages, these documents were designed to answer routine questions relative to living conditions, visiting privileges, medical, recreation, and religious facilities, general administrative procedures, and rules of conduct.[115]

In December 1952 the Immigration and Naturalization Service prepared a short pamphlet describing the inhabitants, facilities, and services available on the island. This study, which was the last document of its kind to portray the operation of the station before its closing, provides interesting insights into life on the island during its last two years:

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114. Zucker to Loughran, May 2, 1951, Immigration and Naturalization Service Files, 56297/928; Annual Report of the Immigration and Naturalization Service, 1952, pp. 48-49, 81; and New York Times, July 13, 1952. Among the elements of the fire prevention program were the installation of sprinklers, fire doors, and emergency exits, enclosure of stairways and elevator shafts, construction of fire mains with fire hydrants, repair of wiring systems, and building of a concrete dike around the fuel oil storage tank. Also included in the project were a new fire alarm system, fire engine and hose, underground gasoline tank, exit signs, and S-A fire extinguishers. Andretta to Reynolds, January 31, 1952, Immigration and Naturalization Service Records, 56193/978.

115. See Appendixes F and G for copies of "Handbook for Ellis Island, New York Harbor, New York, March 1952" and "Notice to Detainees, November 12, 1952," respectively.

The Inhabitants

About one-third of the detainees are applicants for admission to the United States as visitors or under immigration quotas. They may be permitted to enter the country after meeting certain requirements.

Of the remaining two-thirds, some are persons who have been excluded, while others are those who have been taken into custody in the United States either because they have entered unlawfully or because they have become subject to deportation for conduct or circumstances occurring after their entry. All of these are detained for deportation. Some cannot be deported immediately because of difficulty in getting the proper country to receive them, or because transportation is not readily available.

The Facilities

Accomodations [sic] on the Island are undergoing constant improvement and modernization. Colored paint is used throughout. In winter the rooms are kept at a comfortable temperature by a fine modern central heating plant, and in summer the cool breezes from the harbor and the high ceilings and many windows of the rooms keep them cool even on the warmest days.

The main recreation hall is 175 feet long by 125 feet wide, and two-stories high. Here the detainees may lounge, read, and play. The room is equipped with a piano, a television set, ping pong and billiard tables, many easy chair and tables for reading, writing, and playing games.

There is a 3-acre outdoor recreation area that can be used by detainees, whenever they desire outdoor exercise during the daylight hours.

Some of the activities carried on under the direction of the security officer in charge give the alien his first introduction to America. Soft ball and base ball games are old friends to most aliens from the other countries in this Hemisphere, but they are strange and novel to most Europeans and Asiatics. Soccer, however, seems to be the international game, for almost everyone knows how to play it. Many good competitive games result. Volley ball is the favorite outdoor recreation for the women and children. Sewing machines are available in the family quarters for those who wish to use them.

Sleeping accomodations [sic] are excellent. Every person has a single bed. Single men sleep in large well-lighted, well-ventilated dormatories [sic]. Single women are housed, two to six persons to the room, in large rooms with wash bowls

and connecting private toilets. Bathrooms have private showers and bathtubs. Families occupy spacious rooms with single beds, baby beds, bureaus, tables, and rocking chairs. The rooms are kept scrupulously clean. Floors are tile or linoleum. Each person receives two clean sheets, a pillow slip, clean blankets, and hand and bath towels on arrival; bed linen is changed weekly.

The food at Ellis Island is prepared in modern kitchens equipped with electric stoves, refrigerators, meat lockers, electric dishwashers, and bakery equipment. It is of first quality and is purchased through the sources used by the United States Army and Navy. Menus must conform to the standard uniform Service schedule, which the National Research Council has approved as meeting the requirements for good health. Services are ample, providing 4,100 calories a day. This compares with an average of 3,300 calories for United States civilians.

Meals are served in cafeteria style on trays. Each person carries his tray of food to the table and returns the empty tray and soiled dishes to the pantry. High chairs are provided for babies. Children are given milk with their meals, and milk and crackers at 11 a.m., 4 p.m., and at bedtime. For many of these youngsters, their first glass of milk on the Island is their introduction to fresh milk, as the only milk they have known previously has been powdered or canned.

The diet at Ellis Island caters to national and religious food preferences. Rice and potatoes are often served at the same meal, since certain nationals do not like potatoes. Kosher food is provided for persons of Jewish faith. Kosher cooks, using a special kitchen and special utensils, prepare the food.

A Self-contained City

Ellis Island today is a self-contained city, with its own post office, telegraph and railroad ticket offices, and canteens.

A 200-capacity chapel, equipped with an electric organ, a piano, and a special altar and confessional services all religious faiths. Sunday services are held as follows: Catholic, 9 to 10 a.m., Protestant, 11 a.m. to 12 noon; and Christian Science, 1 to 2 p.m. Services are also held for those of Jewish faith, and the hour from 2 to 3 p.m. is reserved for religious services in the particular language of the majority of detainees at any one time.

The Salvation Army maintains a 20,000 volume library and reading room. Selected current motion pictures are shown twice a week by the Service.

The Social Services

> Supplementing the services of the United States Government at the Island are those of the social service group, composed of the Protestant, Catholic, and Jewish welfare organizations. Under the supervision of the Service these welfare workers maintain a school and kindergarten and provide a teacher. The Service provides the school room which is attractively decorated and furnished with the latest desks, blackboards, and other equipment.
>
> The workers do personal shopping and errands for the detainees, inform relatives of their needs, and obtain from them affidavits and money if needed by the immigrants. They also distribute newspapers, magazines, clothing, and toys, provide Christmas gifts and decorations, visit hospital patients, and advise relatives of the patients' progress.
>
> The welfare workers are permitted to appear before the Board of Special Inquiry in behalf of the detainees. They draw up necessary documents and provide free notary service.
>
> As a final service they see that no person leaves Ellis Island without clothing suitable for the climate of the locality to which he is going. They purchase railroad tickets, locate baggage, arrange temporary hotel or other accommodation, and make contacts with their own organizations in other communities so that Americanization services may be carried on with the new American as he seeks to adjust himself to his new life.[116]

Despite the improving accommodations at Ellis Island detained aliens at the station still faced despair, suspense, and fear. The trauma of lengthy internment led to the ingenious escape from the island of three West European young men, from Holland, Belgium, and Spain, in April 1953. According to the police, who later arrested two of the three men in Hoboken, New Jersey:

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116. United States Department of Justice, Immigration and Naturalization Service, History of Ellis Island, New York, December 1, 1952, pp. 3-6. Also see "Include in the Diet Daily, April 1951"; "Diet Table," May 29, 1950; "Cook's Daily Requisition . . . Kosher Kitchen," November 1, 1952; and "Ellis Island, N. Y., Commissary, Daily Food Consumption, June 1953;" Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument. Copies of the Children's Menu for August 2, 1953, may be seen in Appendix H and that for the Detainees Menu for July 3, 1954, may be seen in Appendix I.

> The escape plan hinged on a plastic shower curtain taken from a dormitory bathroom. The men wrapped dry clothing in the curtain Wednesday night and put the bundle on a ledge outside their third-floor window.
>
> About midnight they tied sheets and blankets together and slid to the ground. They dodged patrolling guards and dived into the bay.
>
> The swim took four hours. At the pier, the three men dressed in dry clothing from the waterproof bundle. The Spaniard went his separate way.[117]

Tensions on the island continued to exist and occasionally resulted in altercations between the staff and the aliens. One such incident occurred on September 20, 1953, between Joseph Reinhold Galbires, a detainee, and Gustave H. King, a baker in the commissary unit. According to King's report of the incident Galbires

> came on line to be fed and was served his regular supper. He demanded more food which I gave to him willingly. He then became violent and used abusive words, I said, "o.k. just go ahead and return when you finish this portion and I'll give you another helping." Then I went to the Kosher Kitchen to let the detainee help in. Detainee Galbires sneaked up on me and smacked me twice. Once on the jaw and once over the left eye. Then he locked his arms around my neck as if to choke me, I had to fight back in self defense. One of the Detainee Help came to my aid. I continued with my duties and reported to Medical at 5:30 P.M. for treatment.[118]

Throughout fiscal year 1953 numerous improvements were carried out on Ellis Island, some projects being performed with the assistance of detained aliens. Among the most significant improvements were:

1. Installation of electric ranges, dishwashing machines, and other electrical kitchen equipment.

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117. New York Times, April 3, 1953.

118. King to Tofte, September 21, 1953, Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

2. Installation of insect screens on windows in aliens' dining room and family quarters of balcony room in main building.

3. Installation of three television sets in passenger day room and warrant day room in main building and on porch of warrant room 222 in baggage and dormitory building.

4. Installation of ping pong tables, a bocci court with goal posts, and a baseball back stop with 100-foot-long sideline fence (the latter built after an alien lost an eye when hit by a batted baseball).

5. Repairs of beds and lockers.

6. Installation of refrigerator in east balcony area of main building for use of aliens to store perishable food and milk for their young children.

7. Renovation of railroad ticket office for use of interpreters.

8. Installation of electric drinking water coolers in warrant day room and assembly hall in main building.

9. Renovation of second floor of baggage and dormitory building.

10. Construction of fencing (wire, wood, and grill) to separate criminal, subversive and Communist, infirmary, and passenger groups (including an inside masonry partition with wire grill above to the ceiling to connect the infirmary corridor to the southeast tower exit).

11. Installation of fibre glass fabric drapes on large windows on south side of detainees' dining room and passenger areas.

12. Purchase of several coffee dispensers.

13. Extensive painting in detainees' quarters.

14. Fire drills held in front of main building with Coast Guard participation using new fire engine.

15. Renovation of warrant night room on first floor of main building.

16. Installation of new refrigerator in kosher kitchen.[119]

In June 1953 Immigration and Naturalization officials reported that furniture had been recently purchased for the passengers' lounge, thus

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119. Minutes, discussion and planning meetings, *Ellis Island*, September 18, 1952, to June 11, 1953, Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

completing the first phase of a proposed overall plan for the renovation and refurnishing of the family quarters, women's dormitories, chapel, library, and passengers' visiting room.[120]

Increased attention was paid to training courses for Ellis Island personnel during fiscal year 1953, including classes for detention officers, squad leaders, security guards, and culinary workers. One of the courses was a 20-hour "In-Service Training Program" for all security officers in view of "the introduction of physical changes about the Island; change of law; the necessity of internal security; civilian defense, etc."[121]

Gradually, the detainee population at Ellis Island was reduced as the hysteria in the wake of the Internal Security Act of 1950 and the roundup of illegally-resident aliens subsided. From December 24, 1952, to July 31, 1953, a total of 1,012 exclusion cases were held in detention on the island for an average of fourteen days each. Of these, 237 were special inquiry cases, 8 were stowaways, 730 were temporary detainees, and 37 were held for "safekeeping." By April 1954 the detainee population on the island averaged slightly above 300.[122]

As the congestion at Ellis Island subsided in 1953 the anti-Communist hysteria which had led to passage of the Internal Security Act was focused on the Ellis Island library. The 23,000-volume library, which had been opened in 1916, was operated by the Salvation Army and used by an average of 10 to 12 aliens per day. Charges were made that the

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120. Annual Report of the Immigration and Naturalization Service, 1953, pp. 49-50.

121. Ibid., and "In Service Training Program," [January-March 1953], Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

122. Hanfield to Forman, August 12, 1953, and "Detention Section--Daily Report," April 12, 29, 1954, Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

library contained works that were deemed "controversial," "subversive," and "inappropriate" for inclusion in a library maintained in a federal government detention facility. Thus, two investigations were undertaken on September 23, 1953, and February 5, 1954, to determine whether the library contained books that "by virtue of content or authorship" or "place of publication" advocated Communism or displayed pro-Communist sympathies and glorified Soviet Russia. As a result of the investigations *some* books were removed, particularly those in the Russian language and other Eastern European languages, from the library and recommendations were made for the assistant commissioner of the Investigations Division of the Immigration and Naturalization Service to carry out a full investigation, screen all new works before their placement in the library, and remove the library's administration from the Salvation Army.[123]

3. Closing Year: 1954

While the transfer of Ellis Island operations to a mainland site had been discussed for a number of years, it was not until May 1954 that renewed study of the problem of space on the island led to concrete action.[124] It was noted that the island's detainee population had averaged a daily total of 327 in fiscal year 1954. Thus maintenance

> of the rambling red buildings with their dormitories for some 1,500 persons, kitchens, laundry, recreation rooms, heating and other facilities and of a special ferryboat service has proved a costly operation.

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123. The division of books in the library was as follows: fiction (6,850); history (308); sociology (330); general works (740); natural science (2,010); religion (500); philosophy (125); philology (250); biography (480); foreign language (3,675). Boriskin to Shaughnessy, September 23, 1953 and July 1, 1954; Noto to Farrell, February 5, 1954; and Commissioner of Immigration and Naturalization to Deputy Attorney General, June 16, 1954; Immigration and Naturalization Service Records, 56358/531.

124. Various studies had been undertaken since 1937 to determine the advisability and cost savings of closing Ellis Island and transferring its functions to the Columbus Avenue office building or other federal buildings in the area. This data may be found in Immigration and Naturalization Service Records, 56034/475 and 56174/877.

For reasons of economy immigration officials inspected the recently-closed maritime training station at Sheepshead Bay, Brooklyn, and Camp Kilmer near New Brunswick, New Jersey, to see if those sites were conducive for conversion to detention facilities.[125]

As immigration officials studied possible sites for new detention facilities, they also examined space allocation and utilization on Ellis Island. In early June 1954 Philip Forman, Acting Chief, Detention, Deportation, and Parole Branch, surveyed the utilization of building space at the station for the 285 aliens then detained.[126]

While the search for other facilities continued, Ellis Island officials devoted attention to their public relations campaign. It was noted in the Annual Report of the Immigration and Naturalization Service that:

> Good public relations with reference to the detention of aliens start within a detention facility--it is the only sure way that good will and wider public understanding concerning the treatment of aliens will develop on the outside. Such a policy of education has been particularly effective in the New York District, where every year approximately 1,500 persons, including high school and college students, foreign consuls, members of the press, women's and men's civic organizations, and study clubs are granted permission to visit Ellis Island. In addition, annually upwards of 50,000 persons visit aliens who are detained at the Island.

As part of its public relations program Ellis Island authorities arranged for a 10-hour refresher course for all detention officers on the island, designed to upgrade the efficiency and professionalism of the station personnel.[127]

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125. New York Times, June 3, 1954. Also see, editorial, New York Times, June 7, 1954, and Commissioner to Attorney General, July 28, 1954, Immigration and Naturalization Service Records, 56363/981, Part I.

126. Forman to Shaughnessy, June 3, 1954, Immigration and Naturalization Service Records, 56363/981, Part I.

127. Annual Report of the Immigration and Naturalization Service, 1954, pp. 37-38.

The survey of Immigration and Naturalization Service operations in the New York area led Commissioner Joseph M. Swing to recommend on July 28 that Ellis Island be closed and that all operations be transferred to the District Headquarters Office building at 70 Columbus Avenue where some 85 percent of the New York activity was already located. Necessary space was available there for the daily accommodation of 400 detainees, and in an emergeny the capacity could be doubled through the use of double-deck bunk beds. The average daily detainee population at Ellis Island had been 439 in fiscal year 1953 and 327 in fiscal year 1954.

The cost of renovating the Columbus Avenue office building, conversion of space in the building for relocation of office employees, relocation of personnel and equipment, and moving personnel and equipment from Ellis Island was estimated at $678,460. However, the transfer would result in annual savings of approximately $868,000, primarily by eliminating expenses for the operation and maintenance of the ferryboat, docks, power plant, and buildings and by allowing a reduction in the staff from 355 to 183. The move would also eliminate the need for capital improvements at Ellis Island (new ferry boat, refrigeration room, conversion to AC power, replacement of steam generators, sewage plant, refurbishing chapel, remodeling kitchen and dining room) costing an estimated $1,150,000, which would be required in the near future if Ellis Island continued in operation.[128]

While the plans for the closing of Ellis Island were continuing, a reporter for the Christian Science Monitor toured the station. He observed:

> It has been decided that Ellis Island was just too large for its present obligations, that the changes in immigration laws cutting down numbers and providing for screening on both ends of the voyage had diminished immigration from thousands a day to only a comparative trickle--that, in short, its operation was so costly that it would soon close up. . . .

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128. Swing to Attorney General, July 28, 1954, Immigration and Naturalization Service Records, 56363/981, Part 1. Also see New York Times, July 29, 1954.

> As we walked along the heavily arched masonry corridors, stopping to look into the unused rooms with rows of empty cots ranged under the high ceilings of 1897 architecture, recognizing the scrubbed cleanliness of the tiled floors as evidence of both good housekeeping and little use. . . . We have our inspectors on board the steamers when they stop at quarantine. Working steadily under the routines already established on board, all citizens and most immigrants are cleared or specifically detained during the two or three hours it takes for the ships to dock.
>
> The net result is only a handful for Ellis Island. Most of these persons stay no longer than 17 days. Though there is a group of Chinese that has been here for three years, appealing its case from court to court.[129]

By mid-September the number of detainees at Ellis Island was down to 226. Of these, 66 aliens, including incoming exclusion and warrant female cases, were in the passenger room in the main building. The warrant room contained 146 detainees of which approximately 30 were criminal cases. In addition, there were eight subversives and six in the medical detention rooms.[130]

In September and October a force of laborers carried out a "general clean-up throughout the premises" on Ellis Island. The Immigration and Naturalization Service also commenced operations to dispose of property on the island. The agencies given top priority in this regard were border patrol offices, the Bureau of Prisons, and other federal agencies such as the Army, Navy, and Public Health Service through the General Services Administration. It was agreed that thirty inmates and seven officers of the Bureau of Prisons would start moving equipment from Ellis Island on October 25. Among the items they would move would be laundry equipment, refrigerators, water coolers, kitchen equipment, furniture, fire hoses and extinguishers, plumbing, carpentry, and janitorial supplies, lockers, lumber, glass, paint, pipe, iron, steel, conduits,

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129. Christian Science Monitor, September 1, 1954.

130. Patridge to Shaughnessy, September 20, 1954, Immigration and Naturalization Service Records, 56363/981, Part I.

fittings, wire cable, linoleum, groceries, silverware, dishes, clothing, bedding, and athletic equipment. The Border Patrol Training School at El Paso, Texas, also sent a truck to transport supplies from Ellis Island to its facility.[131]

Immigration officials filed an official "Report of Excess Real Property" on October 15. According to the report there were 35 detention station buildings on Ellis Island with a floor area of 513,013 square feet; 6,435 lineal feet of masonry sea walls; a water system having two miles of main and two 250,000-gallon overhead tanks; 640 lineal feet of sewage lines; three incinerators; one 130,000-gallon tank and one 75,000-gallon tank for fuel oil storage; 6,000 lineal feet of electric main feeders; 88,000 square feet of cement sidewalks; and 7,000 lineal feet of 10-foot-high chain link fencing. The total cost of these improvements was estimated at $5,877,000. In addition, the estimated cost of the 27.5-acre island's land was estimated at $260,000, and the ferryboat Ellis Island was valued at $103,000. Thus, the estimated value of the island was $6,137,000.

Immigration officials also estimated the annual cost of protecting Ellis Island and maintaining minimum heat in the buildings to prevent deterioration during the winter months. It was proposed to have two employees in the power house and one detention guard on duty around the clock, thus requiring a force of fifteen or sixteen employees at an

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131. Higgins to Loughran, October 5, 1954; Miller to Immigration and Naturalization Service, October 20, 1954; and Memorandum for the File: Telephone call from Mr. O'Toole, Deputy District Director, El Paso, Texas, October 21, 1954; Immigration and Naturalization Service Files, 56363/981, Part I. As part of this general clean-up operation at Ellis Island, an extensive building-by-building inventory was taken of all kitchenware, furniture, electrical, power, refrigeration, and maintenance equipment, laundry supplies, and lumber on the island. Numerous photographs were also taken of the equipment and storage conditions in the buildings. Ship manifest records were stored temporarily on the first floor of Ward 20 on Island No. 3. The inventories are available for research purposes in Immigration and Naturalization Service Records, 56363/981, Parts I-II.

annual expense of $87,420. The immigration personnel would be transported to and from Ellis Island by the U. S. Coast Guard.[132]

The major problem to be surmounted before Ellis Island could be closed was the housing of detainees. That problem was solved by initiating new administrative procedures within the framework of the Internal Security Act of 1950. Attorney General Herbert Brownell, Jr., announced the new policy at mass ceremonies at Ebbets Field and the Polo Grounds in New York on November 11, 1954, during which 16,000 men and women became citizens of the United States. New prearrival inspection procedures at ports of debarkation and on ships crossing the Atlantic would cut possible detentions to a minimum. Brownell explained that "only those regarded as likely to abscond, or who might be risks to national security or public safety would be detained." All others would be "released on conditional parole or bond or supervision with 'reasonable' restrictions to assure their availability to the Immigration and Naturalization Service." The existing detention centers at Ellis Island, Boston, Seattle, San Francisco, San Pedro, and Honolulu would be discontinued.[133]

Less than a week later the New York Times commented that the closing of Ellis Island was "dramatic and welcome evidence of the determination of the present Administration to treat aliens with more consideration." The object of

> the new procedure is to avoid the forcible detention--often incommunicado and always in surroundings far less than

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132. Shaughnessy to Vetterick, October 20, 1954; Loughran to District Director, November 29, 1954; and "Report of Excess Real Property," October 15, 1954; Immigration and Naturalization Service Records, 56363/981, Part I.

133. New York Times, November 12, 1954; Swing to North, November 10, 1954, Immigration and Naturalization Service Records, 56363/981, Part I; and Annual Report of the Immigration and Naturalization Service, 1955, pp. 6, 35-36.

> elegant--of those innocent of any violation of law. No less than 38,000 people were detained last year, only 1,600 of whom were eventually excluded. The useless indignities suffered by the innocent 36,500 were beyond calculation.[134]

In effect operations at the Ellis Island immigration station came to a virtual close on November 12 when the last of a small group of detainees were transferred to "regular Federal detention centers in the metropolitan area." The last detained alien, Arne Peterssen, a Norwegian seaman detained at Ellis Island for three days after he overstayed his shore leave, was paroled under the new liberalized regulations upon his promise to be back on his ship when it left for Norway. During the past several weeks there had been a gradual transfer of 46 detention cases from the island to federal detention centers in the metropolitan area. Furniture and equipment had also been transferred, where practicable, from the island to the Columbus Avenue office building.[135]

During its waning weeks of operation Ellis Island received some nostalgic notices in the nation's press. On November 14 the New York Times noted the departure of Peterssen from Ellis Island with the following comment:

> Between the first arrival and this last departure Ellis Island had several years in which more than one million immigrants passed through its doors and a total of sixty-two years during which immigration slowly rose to majestic tides, and then, under pressure of wars, new laws and economic recessions, declined.
>
> If all the stories of all the people who stopped briefly or for a longer time on Ellis Island could be written down they would be the human story of perhaps the greatest migration in history--a migration that brought 40,000,000 people to our shores between the end of the Revolution and the present time.

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134. New York Times, November 18, 1954.

135. New York Times, November 13, 1954. For example, see Booth to Shaughnessy, September 1, 1954, relative to the number, size, and types of beds available at Ellis Island, Immigration and Naturalization Service Records, 56363/981, Part I.

> There they came, in alien costumes, bowed down by ignorance and poverty and raised up by hope. They came into a strange land. The miracle was that, in spite of the hardships, these pioneers--for pioneers they were, even in the streets of our great cities--had to face, they made their way into the texture of our national life.
>
> They rewarded with magnificent gifts the country that had received them with such magnificant hospitality. They gave us scientists, artists, writers, actors, philosophers, teachers.
>
> They produced great men of affairs. Their descendants sit in Congress. They make part of what is now the American temperament--a livelier and richer national personality than could have existed without them. Perhaps some day a monument to them will go up on Ellis Island. The memory of this episode in our national history should never be allowed to fade.[136]

The Boston Daily Globe observed the following day that:

> With the closing of the Ellis Island detention center, the United States Government has written "finis" to a chapter in its history which Americans are just beginning to assess. . . .[137]

Ironically, the closing of Ellis Island was said by some to work hardship on new arrivals to America. The noted author, Pearl S. Buck, wrote a letter to the editor of the New York Times that was printed on November 16. She stated:

> I have friends who have been held on Ellis Island pending the decisions as to their status in the United States. Their stay on Ellis Island was distressing enough, but now that Ellis Island has been closed for reasons of economy, we are told, their condition is most unfortunate. The men are sent to a house of detention in White Plains and the women to a prison, also in Westchester, N. Y.
>
> Here their plight is exactly the same as though they were common criminals. They are locked up with murderers, drug

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136. New York Times, November 14, 1954.

137. Boston Daily Globe, November 15, 1954. Also see Harry T. Brundidge, "The Passing of Ellis Island," American Mercury, LXXIX (December 1954), 36-39.

addicts and other degenerate types. Their food is inadequate, their bed mattresses dirty. They have little opportunity to get fresh air, and they must perform labor such as criminal prisoners perform.

Attorney General Brownell has assured us that upon closing Ellis Island all persons would be treated with humaneness. This is not being done, although I understand that our Federal Government is paying New York State double the usual per diem allowance for food and care, thus signifying that intentions are right. The sorry fact is, however, that intelligent and good persons are treated as though they had committed crimes. I am sure that the American people would not want this to happen. Moreover, it is inevitable that news of such treatment will go abroad and serve as bad propaganda for our country.[138]

As the controversy raised by Buck's charges continued, Edward J. Shaughnessy, District Director, New York District, Immigration and Naturalization Service, responded to the charges. On November 24 he observed:

. . . a careful study was made of the cases of all aliens detained at Ellis Island and the release of all but forty-six was authorized, although normally we had been detaining between 200 to 300 daily. The cases cited by Miss Buck appeared to fall within the category requiring further detention. Of course, the cases of all detainees are constantly under study to determine the feasibility of continuing their detention or releasing them on bond or conditional parole or supervision with reasonable restrictions to insure their availability when their presence is required by the Immigration and Naturalization Service.

Miss Buck expresses concern about the conditions under which these undesirable detainees are housed in the Westchester County Jail at Eastview, N. Y. I may say that I personally inspected this facility before the transfer of our detainees was made. The detainees are housed in a modern structure immaculately maintained and classified by the Federal Bureau of Prisons as a Class A institution, so that its standards are high with respect to diet, cleanliness, security and treatment of its inmates.[139]

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138. New York Times, November 16, 1954. Also see Ibid., November 18, 24, 1954, for further editorial comment on this letter.

139. Ibid., November 24, 1954.

The ferryboat Ellis Island made its last run between the Battery and Ellis Island on November 29, 1954. Captain Raymond P. Ives of Lynbrook, Long Island, one of the ferry's skippers for the previous nineteen years, was at the helm for the last journey to the ferry slip where the boat was to be moored indefinitely. It was noted that six guards "charged with making round-the-clock patrols" of the deserted island would "be the only human population" on the 27-1/2-acre island.[140]

140. Ibid., November 30, 1954.

APPENDIXES

APPENDIX A

EXCERPTS FROM REPORT OF THE ELLIS ISLAND COMMITTEE, MARCH 1934

BUILDINGS AND GROUNDS

In June, 1897, the original frame buildings were destroyed by fire and in 1898 the first of the present limestone and brick buildings on Island No. 1 was erected. This was ready for occupancy in 1901. Here were and still are the administrative offices, the hearing rooms, housing accommodations for both immigrants and emigrants, including bedrooms, dining rooms, kitchen, recreation room, library, kindergarten, and the room for social welfare workers. Here also are the railroad ticket office, baggage rooms, money exchange and telegraph office.

The hospital on Island No. 2, designed for the care and treatment of arriving immigrants and deportees, is manned by officers and nurses from the Public Health Service. With the decline of immigration, it has also been used as a marine hospital for the treatment of American sailors and marines. Deportees who are regarded as dangerous and violent criminals are housed under guard in a large room on the second floor of the general hospital.

On Island No. 3 is a hospital for contagious diseases, also under the U. S. Public Health Service. The insane are kept in a separate pavilion as are also certain deportees who must be put in rooms which are locked and under guard.

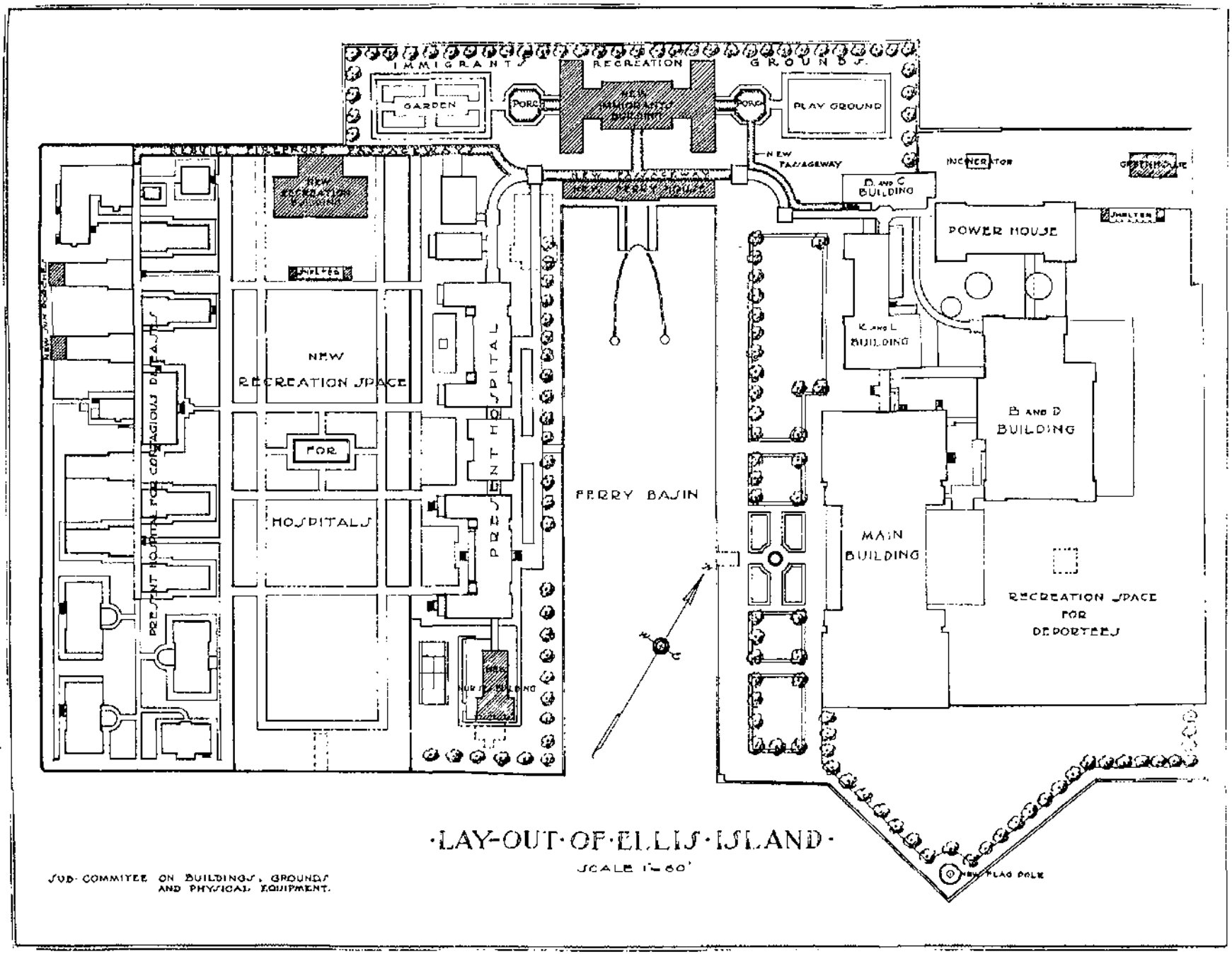
Ferry House and Connecting Passages

A small ferry-boat plies hourly back and forth from the south end of Manhattan. It brings in a fifteen minute trip most of the aliens who are at present held for Ellis Island and others having business to transact there. The ferry docks in a slip between Islands 1 and 2, and its passengers are landed at an old and somewhat dilapidated ferry-house. This ferry service is free and entirely adequate. From the ferry-house, on either side run covered wooden passageways which connect on the right with the buildings on Island No. 1 and on the left with the hospitals on Islands No. 2 and No. 3. Back of those passageways there is the sea-wall. It is in bad condition.

In regard to these parts of the Island the Committee recommends:

(1) That a new fireproof ferry-house be built, connecting with covered passages and containing waiting rooms, lunch counter, guardroom, toilets for men and for women, repair shop, etc.;

(2) That the upper part of the present masonry connecting passages be replaced with fireproof roof and that new connecting



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passages of fireproof construction be built as shown on the accompanying plan, with spaces for pipe lines, steam, electric, cable and other necessary connections, and connecting buildings on Island No. 1 with the new buildings of the ferry-house and the two hospitals.

The Changing Problem at Ellis Island

Because of the vast number of immigrants previously handled, the buildings on Island No. 1 have always taken on something of the quality of barracks and though possessing proper sanitation and more than adequate light and air, they represent today an outmoded institutional plant unsuited to present day needs. For the ten years preceding the war, almost one million aliens a year came to the port of New York. Of these all third-class passengers were regularly sent to Ellis Isand. The handling of vast numbers of persons, whose language for the most part we could not speak, was an administrative task of such proportions that it was bound to produce many hardships and misunderstandings, and in consequence the myth of cruelty and bureaucracy grew until the very name "Ellis Island" was one at which the alien shuddered.

Today, in 1934, quite another set of conditions awaits the arriving alien. In the old days all immigrants went to Ellis Island as a matter of routine and were discharged from there. Now there is a rigid inspection of the alien before embarkation, a second medical examination aboard ship and an inspection of his immigration papers before landing. Consequently, comparatively few immigrants are held for further examination at Ellis Island. In the fiscal year ended June 30, 1933, only 4,488 incoming aliens, including both immigrants and visitors, were held at Ellis Island, usually for not more than two or three days. Even if all quotas were to be filled, probably not more than 300 aliens a week would be detained at Ellis Island.

The problem of the alien at Ellis Island, however, is not only that of the immigrant but that of the outgoing alien. In the year ended June 30, 1933 some 7,037 outgoing aliens passed through Ellis Island. The majority of those aliens whom we are returning to the land of their birth, wait here for their passports and sailing arrangements. Sometimes they wait for long periods of time. The foreign consuls are frequently slow in granting passports, as they want to satisfy themselves

by careful investigation that these people are nationals whom they should take back.

Deportees fall into different categories. The largest group are those who have entered illegally. Then there are the unfortunate who are ill with tuberculosis or other diseases, the insane, those who have been unsuccessful in the economic struggle and have become public charges. There is a small group whose anti-social or subversive opinions are considered dangerous enough to warrant their return; there are, too, the criminals, prostitutes and narcotic-traffickers who have abused our hospitality. In addition to the deportees, there have since the depression been those wishing to give up their struggle in the United States and asking to be returned at the expense of the Government to their native land. These are the "repatriates," or voluntary removals.

Segregating Different Classes of Aliens

Obviously emigrants of these various descriptions, averaging from 150 to 200 at any one time, should not be housed with newly arrived aliens. Certain groups of deportees, further, such as the criminals and insane, should be properly segregated from the others.

The Committee recommends, therefore,

1. That better facilities for segregation of different classes, both of deportees and of incoming immigrants and repatriates, be provided; that this be accomplished by remodeling B & D building for deportees and to a certain extent K & L building, and by adding a new building, of the cottage or pavilion type, to hold the incoming immigrants and repatriates.

Buildings on Island No. 1

2. That B & D building be remodeled to allow of better segregation of the different classes of deportees; that the entire ground floor of B & D building, east of partition, be cleaned out and used for day detention rooms for deportees, with a common room and reading rooms; that the steamship agents, ticket offices and telegraph office now in this space go in the old "Ice Plant" with access from corridor on ground floor of K & L building; that baggage be accommodated west of the partition above mentioned;

that detention rooms Nos. 203, 204, 206 and 222 and dining rooms in K & L building be subdivided;

that new syphon ventilation be provided in detention rooms Nos. 204, 206 and 222, the old ventilation system be repaired where desirable and additional windows be cut in easterly wall;

that additional plumbing and shower baths be provided in various departments (Rooms 204, 206 and 222);

that ample steel locker space for luggage in day detention rooms be provided, west of partition on ground floor;

that adequate rooms be provided

(1) for occupational work, in present location but enlarged,

(2) for library and reading rooms, barber shop, rooms for laundry work, dry cleaning and shoe repairing done by deportees,

(3) for social workers, including rest rooms, toilets, etc., on ground floor,

(4) for rest rooms, etc., for employees;

that these rooms be refurnished where necessary and that windows throughout be provided with screens.

New Building for Incoming Immigrants

3. That a new building for incoming immigrants and repatriates be put up behind the new covered passage and new ferry-house, on line as shown on accompanying plan, with covered passages to building K & L; that this new building, two stories high, should be designed in separate pavilions to allow for segregation, with large windows, ample porches, etc.; that the same brick as elsewhere on the Island be used but with less limestone; that this building contain bed rooms for 170 persons, in small groups of five or six persons, sitting rooms, work rooms for occupational and social work, space for children's kindergarten, if needed, ample showers and baths, etc.; that new furniture be provided for this building and that its decoration be cheerful in character; that a new sea wall of concrete be built along the northwest end of the Island and that behind this and on either side of this new building, there be a fill, as shown, about 110 feet wide, well fenced, providing space for recreation for these immigrants, and landscaped as shown on the plan; that after the construction of this new building the auditorium

in the main building be used as an assembly hall, chapel, etc., and refurnished as a lobby with comfortable chairs, etc., and acoustics improved; that a new stair and new car for elevator in B & C building be provided for use of immigrants going through it to meals in K & L building from new immigrants' building.

Hospitals on Islands Nos. 2 and 3

The hospitals at Ellis Island are under the management of the U. S. Public Health Service, a sub-division of the Treasury Department. They are now used primarily for disabled merchant marine sailors and others of the U. S. Marine Service. A new hospital for such men is now being constructed at Stapleton, Staten Island. This will be ready in two or three years but is not likely to take care of all the marines. About one hundred will probably remain at Ellis Island.

The Labor Department has always had the opportunity of arranging for hospitalization and diagnosis for immigrants and deportees at the Ellis Island Hospital. With a view to continuing such facilities, the Committee recommends:

That at the time when the new Marine Hospital addition is completed at Stapleton, Staten Island, the present buildings be adapted to serve for at least 200 beds, with provision for expansion space for another 100 beds, as well as for necessary laboratory facilities.

As to present alterations in the existing hospital equipment, the Committee recommends:

(1) That the "Cottage" on Island No. 2 be removed and a new pavilion built for housing personnel, nurses and doctors, with kitchens and dining rooms, as shown on the accompanying plan, thus releasing several rooms in the present buildings for small ward units, X-ray equipment, etc.;

(2) That verandas be built on four pavilions (Nos. 13, 17, 19 and 23) of the so-called "Contagious Hospital" on Island No. 3, for tubercular and other patients, as shown;

(3) That the space between the hospital buildings on Islands No. 2 and No. 3, now covered with cinders, be regraded, surfaced, planted, landscaped and used for hospital recreation for all classes of patients including a separate enclosure between pavilions for illegal entrants under hospital care;

(4) That a new recreation building, to be located in the space between the two hospitals, replace the old A. R. C. building now on Island No. 2, at present a fire hazard.

The present hospital has a very pleasant and well-run cafeteria, with small tables, for hospital inmates, and the inmates, including the deportees, can choose their table companions and their food without the harsh disciplinary methods used by many public institutions.

Facilities for Recreation

Ellis Island is beautifully located in upper New York Bay and enjoys an abundance of sunlight and fresh air. The view of lower New York with its amazing skyline is without parallel. The harbor has a never ending procession of water craft—giant ocean liners, tugs, freighters, ferries, excursion boats. These furnish variety and interest all day long, if the alien were free to enjoy them. To lessen apprehension and to promote a healthy state of mind and body on the part of the detained alien, the Committee recommends:

> That more adequate facilities be provided for recreation and occupational work on the Island; that to provide more adequately for out-door recreation a new sea-wall be built as shown on the accompanying plan, this new sea-wall to be carried up three feet above grade to afford protection from salt water, for planting.

Space for the out-door recreation of deportees will be to the east of B & D building and the main building and will be ample enough to provide playground and ball ground with attractive view and outlook. New fencing should be provided around deportees' recreation space, also around recreation space for immigrants. There should be new shelters with comfort stations in all out-door recreation spaces, also covered and enclosed verandas and a new band-stand. Rearrangement of these recreation spaces will leave the immediate surroundings to the south of the main building unobstructed. There should be additional planting and landscaping there, at end of Island No. 2 and elsewhere, as shown on plan. In this connection, it is suggested that the water tanks behind the buildings might also be "camouflaged." A new greenhouse, as shown in the accompanying plan, should be built to replace the present one, in bad condition, on the northeast corner of the Island.

Recommendations as to recreation space between the two hospitals and on either side of and around the new building for incoming immigrants, have already been presented. Facilities for indoor recreation for immigrants and deportees should be provided in the new immigrants' building, the B & D and main buildings, as already described. The roof of the B & D building should be enclosed for additional recreation space. The new recreation building for hospital patients, to replace the old A. R. C. building, has already been referred to.

Miscellaneous Repairs

As a result of the thirty years and more that Ellis Island has been used for immigration purposes it is inevitable that from time to time there should be need for replacements and repairs. In addition therefore to the other charges already suggested, the Committee recommends:

> That tiling, roofing, wiring, heating, plumbing and the elevators in the old building be repaired; that there be new painting; and that the incinerator be rebuilt, changed to oil burning instead of wood burning, or, preferably, replaced by one of modern construction.

Improvements Already Under Way

Fortunately, shortly after the appointment of the Ellis Island Committee, the Public Works Administration was considering what public works deserved and needed appropriations. Ellis Island seemed an eminently proper place to receive Federal help and a generous grant was made available. A sea-wall to preserve the Island and, through refill, to add the new land necessary for recreational purposes, was first undertaken. The Committee's recommendations in regard to buildings and grounds are thus already in the process of being carried out.

What Happens to the Incoming Alien

An alien who seeks to enter the United States for temporary or permanent residence is required under our immigration laws and regulations to apply for a visa at the American Consulate nearest his home. He learns upon visiting the Consulate that he must fill out an application in duplicate, giving full information concerning himself and his family. He must furnish to the consular officer, accompanying his application, two copies of his "dossier" and two copies of all other available public records concerning him kept by the government to which he owes allegiance. He must be examined by a medical officer, who is either a U. S. Public Health Service official attached to the Consulate or a medical man designated by the American Consul to make such examination, in order to establish that he is in good health physically and mentally, that he is free from the diseases specified in the law as cause for mandatory exclusion, and from physical defects which are likely to hinder him in making a livelihood upon his arrival in the United States. He must satisfy the Consul that he is able to read, unless he belongs to one of the groups excepted from the literacy test, and finally, he must satisfy the Consul, usually by documentary proof as to the economic status of the relatives in the United States who are inviting him to join them, that he is not likely to become a public charge after his admission to the United States.

Since the passage of the Immigration Act of 1924 which increases the severity of the penalties for steamship companies found guilty of bringing aliens to this country who are not admissible, these companies take every possible precaution to accept only those passengers who without question will be admitted upon arrival in the United States.

Having secured a visa from the American Consul and having been accepted by the steamship company, the alien boards a steamer and sails for the United States. Lists of all passengers are made by the steamship company on manifests as required under the immigration regulations, with information as to nationality, class, port of embarkation and other matters.

At New York the immigration inspectors from the Boarding Division of the Immigration Service who board the steamer at quarantine first examine American citizens. The inspection of citizens is usually completed before the steamer docks so that very few are delayed in landing. For the alien, however, the inspection very frequently lasts many hours, sometimes because of the large number of passengers and sometimes because of an insufficient number of inspectors.

Examinations consist of medical inspection and immigration inspection.

Medical Inspection

The medical inspection at the Port of New York begins when the Public Health Service doctors board the ship at quarantine to examine the ship's bill of health and inquire into contagious diseases aboard. When the Public Health Service has removed any cases of disease subject to quarantine and the ship has been cleared by the quarantine inspector, it proceeds to the dock. Delays at quarantine are sometimes caused by prolonged medical inspection, or as is very often the case, by the discharge of mail.

The Port of New York is officially open from 7 A. M. till 8:30 P. M. No steamer may enter the harbor outside these hours except by special permit. Ships are examined at quarantine until 5:00 P. M. After that hour they may be examined by special arrangement, the steamship company paying the expense of the tug boat to carry medical officers to the ship. The docking of ships, therefore, may be as late as midnight or 1:00 A. M. This works great hardship on arriving aliens and citizens because of poor train service at such hours, and lack of shelter for those who cannot afford the expense of a hotel. It also affords greater possibility for exploitation, passengers having to seek advice at this time of night and more easily becoming the prey of unscrupulous hotel runners and taxi drivers.

In order to avoid possible exploitation and additional expense to the alien, the Committee recommends:

> That steamship companies be urged to provide accommodations for aliens arriving at night who desire to remain aboard ship until the morning.

The steamship companies as a rule cooperate in every way to make the examination of aliens as free from difficulties or crowding as possible. Many of them have followed the suggestion of having women and children examined first.

Third class aliens examined abroad by U. S. Public Health Service physicians undergo the same examination on the way up the harbor or at the pier, by medical officers of the Public Health Service, that in the past was given only to first and second class passengers. Third class aliens, from countries where there are no American technical advisors and medical examiners, are also generally examined at the piers instead of being sent for primary inspection to Ellis Island. Aliens held for further medical examination are taken to Ellis Island.

All aliens file by the U. S. Public Health Service physician for inspection. The majority have already had a careful and thorough medical examination before embarkation so that the examination by the medical officer on board here is merely an additional check-up. Aliens who hold sealed letters from medical examiners abroad calling attention to a suspected ailment are detained for a more thorough examination, some being sent to Ellis Island for further observation.

Immigration Inspection

The Boarding Inspectors unit which boards steamers to examine passengers consists usually of a chief inspector and a number of immigration inspectors. The manifest sheets are divided among the immigration inspectors who after disposing of the citizens proceed to examine the immigrants, beginning with passengers traveling first-class, proceeding to second-class, and then to tourist and third-class. Where the inspector does not speak the language of the alien the examination is carried on through an official interpreter, if one is available. Since there is rarely a sufficient number of official interpreters, stewards and sometimes social workers are called upon to interpret. As there is objection to the practice of utilizing steamship employees in this way, the *Committee recommends:*

> That boarding inspectors, appointed hereafter, shall have a working knowledge of at least one foreign language; that all boarding inspectors be urged to acquire a working knowledge of as many languages as possible; that their ability in this respect be taken into account in connection with promotions and salary increases;

that until boarding inspectors are so equipped, official interpreters be regularly assigned to them, and that if the present force of interpreters is not sufficient for this purpose, additional ones be appointed.

On the whole the inspectors were found to be courteous and humane in the conduct of the examination. Aliens found admissible are given cards which permit them to leave the steamer. Those held for Ellis Island are told to wait, sometimes without any explanation as to what will come next. Also, certain aliens who have been admitted are detained pending the arrival of relatives or social workers to whom they are to be referred for assistance in further travel. In the case of aliens to be called for by relatives, the inspector sends out a "call" list through a steamship employee. Relatives are brought on board ship to be questioned and if the examination satisfies the inspectors, the alien is discharged to them. Those aliens who are not called for and are not old enough to take care of themselves are either entrusted to social workers or sent to Ellis Island.

Representatives of social agencies board the steamer as soon as it docks. Occasionally a few American citizens, particularly small children, are held by the inspectors to be discharged to social workers. Social workers remain on duty as long as inspection continues. Very frequently it is midnight or later before they have completed their task of assisting passengers.

There is no doubt that however kindly disposed an immigration inspector may be towards the alien he is examining, the alien is troubled and apprehensive during the examination. He is very often confused by the questions asked him and when in addition an interpreter has to intervene, his answers are very likely to be inadequate or incorrect. Sometimes this gives rise to impatience and antagonism on the part of the inspector.

The Committee found that in most instances aliens held for the arrival of relatives or social workers, or for further examination at Ellis Island, were not informed as to the reason for the delay in their admission and that this occasioned in some cases much needless mental suffering. It would seem advisable to have some explanation given aliens who are held for Ellis Island. This should be possible without imparting to the alien information which would help him to make subsequent evasions in the later examination.

The Committee therefore recommends:

That Boarding Inspectors explain to aliens who are not immediately discharged that they are being held until their relatives or social workers call for them, or for further examination, and that they permit social workers to assist such aliens.

Confidential Notices

Every inspector carries a notebook in which is recorded information received through confidential sources regarding certain aliens. Many of the notices are based upon anonymous complaints. Very frequently they are "spite" letters containing very damaging statements about the alien. In a specific instance noted by the Committee such a confidential notice resulted in the alien being kept on the steamer, although relatives were waiting on the pier below. Later the alien was taken to Ellis Island and detained for a number of days for a thorough medical examination, only to be finally admitted after the charges had been found to be untrue. Since so many of these anonymous complaints are inspired by motives of spite or blackmail and are found to be without foundation in fact, the Committee believes that anonymous communications with respect to the entry or deportation of aliens should be regarded with suspicion in all cases unless verified by independent examination.

Baggage

All baggage belonging to first and second class passengers is taken from the ship and placed under the travelers' initials on the pier. Third class baggage is placed in another section on the pier, or, by some lines, on a lower level of the pier.

First and second class passengers take their customs declaration slip to the deputy inspector who assigns a customs official to them. After examination, the baggage is stamped and allowed to proceed to the baggage transfer. There is a notable shortage of customs inspectors for third class and as third class baggage is the last to leave the ship, there is often a considerable delay. It would expedite matters if steamship officials had all third class aliens make out their declarations on shipboard as these are rigidly demanded by the customs officers. Since there is a large number of non-English speaking immigrants among third class aliens, it would be of great help, also, if

an interpreter were assigned to the customs inspection staff. In case of dutiable goods, declared or not declared, an appraiser is called and he fixes the amount of duty which must be paid before they are allowed to leave the pier.

Stewards usually assist in the transfer of baggage from ship to pier for which they receive a gratuity. On the pier they are besieged by relatives for information about aliens, most of which information they are not in a postion to give. Money, however, is frequently given by relatives for the promised service.

Conditions on the Piers

Excellent conditions as to space and comfort, good ventilation, lighted rooms and well kept toilets were found on a number of the piers controlled by the larger steamship companies. The lines which discharge their third-class passengers on the lower level have unsatisfactory conditions because the piers are unheated, have no waiting room and relatives are kept waiting in the street, sometimes in inclement weather.

Information Service

Persons desiring to meet relatives or friends must secure a pass from the Custom House permitting them to go within the customs lines at the pier. Persons with a pass, once within the lines, cannot return to the waiting room to rest and then go back within the lines. Sometimes they must wait for several hours before aliens are discharged. Usually relatives stand at the gangplank waiting for the "call." If they have failed to secure passes they are unable, of course, to get as far as the gangplank. Often stewards or steamship agents who have been sent ashore with a call list fail to go to the outside barrier where these relatives without passes are waiting. Sometimes they are waiting on the street. Usually there is only one exit, but because of the large size of many piers, there is a chance the relatives will miss the alien. Sometimes, too, relatives do not recognize the aliens when they pass through the exits. When immigration was at its peak this situation at the piers was a serious one. At present with few immigrants arriving, the hardship resulting from this situation has been considerably lightened.

No general effort is made by the steamship companies to inform waiting relatives as to the disposition of an alien unless the relative is called to the ship at the request of the immigrant inspector. Stewards or hotel runners who have access to the ship are often tipped for whatever information they can secure about an alien on the ship. Social workers taking off passengers are besieged by relatives at the gangplank to learn the disposition of travelers, but social workers also experience difficulty in ascertaining the disposition of aliens until the entire inspection is completed.

It would be helpful if the steamship companies had an information desk on the pier and a blackboard showing the names of those who are expected to be called for or are being detained. This information desk could work in close cooperation with the immigrant inspectors on board ship to furnish correct information. As the great majority of relatives wait at the customs gate near the exit and not at the gangplank, a person assigned by the steamship company might have his desk outside of the customs gate at each pier to give information regarding passenger lists, disposition of travelers, detained passengers, call list, (where relatives are being called to go on board to be interviewed by the inspector), properly qualified hotel runners and to furnish passes for relatives from out of town who arrive too late to secure their passes from the Custom House.

If the alien is held for Ellis Island, it is important to notify waiting relatives on the pier so that they may make arrangements for securing from the steamship company a pass to go to the Island.

The Committee therefore recommends:

> That an Information Service be established on steamship piers, to be operated by the steamship companies in conjunction with the social welfare agencies, for the benefit of waiting relatives and friends.

Money Exchange

Passengers desiring to exchange foreign for American money while enroute to the United States may do so through the purser's office, which is open daily during the journey but which closes before the steamship docks. Money exchange after the arrival of the steamship at the dock is generally carried on in a most casual way. Only one

steamship company utilizes the services of a money exchange firm. On most ships as a general rule the agent for the Trunk Line Association exchanges money for passengers who have railroad orders or are buying railroad tickets, but only as a convenience. Similarly, agents of the various railroad lines perform a like service for purchasers of tickets on their respective lines. Runners on the piers offer to exchange money, while the hotels to which aliens are brought also exchange foreign money. Landing agents exchange checks drawn on their own line for landing money, and at times advance small amounts of money to passengers for incidentals; but generally they perform no other money exchange.

The rate of exchange given is nowhere displayed and is variously arrived at. One firm averages the rates of several leading banks. As for the others—railroad officials, runners, hotels—the rate of exchange depends on the honesty of the person making the exchange, and, in the absence of receipts, charges of exploitation are likely to occur, even if an equitable rate is given.

The Committee suggests that a money exchange service might be added to the functions of the Information Service recommended above.

Taxi Service

At the various piers in Manhattan the cabs of certain companies are given the privilege of picking up fares. Independent taxis solicit fares outside the piers and in the confusion caused by crowds leaving the pier at one time, passengers do not realize that the reliable taxis permitted by the steamship companies are preferable. They are accosted by public porters at the exit from the pier who insist on carrying baggage to the higher rate or "wild-cat" taxis outside or to runners from hotels. As these do not actually solicit on the pier, the steamship companies have no jurisdiction over them; they come under the jnrisdiction of the city police. It has been the experience of various social agencies that some of the independent taxi drivers are unscrupulous. There are no posters displayed on any of the piers stressing the fact that the taxis of responsible companies should be used, or pointing out where they may be found.

At some piers in Brooklyn there is no arrangement with any taxicab company operating on a meter rate. Private passenger cars solicit

business, accepting fares only on a flat rate; even taxis at the Brooklyn piers refuse, as a general rule, to accept fares at the meter rate. One steamship company in Brooklyn maintains busses to the railroad stations at the rate of fifty cents per person, which has proved adequate. As few ships dock at Brooklyn piers, an adequate taxi service has not developed. New Jersey taxis accept fares at meter rates for Jersey points only. If hired for New York, a flat rate of not less than $4.00 is charged. Private passenger cars making arbitrary charges are permitted to solicit business.

The Committee therefore recommends:

That steamship companies not already providing bus service for alien passengers from their respective piers in Brooklyn and Hoboken to central transportation facilities be urged to do so.

Trunk Line Association Agreement

The Ellis Island contract now in force with railroads was executed on behalf of the United States Government in 1920. It may be terminated by the Secretary of Labor on thirty days' notice. The railroad companies party to it include all lines east of the Mississippi River except those in the New England Passenger Association. Among them are the Baltimore & Ohio, New York Central, Delaware and Lackawanna, the Erie, Lehigh Valley, Central Railroad of New Jersey, Ontario & Western, Pennsylvania and West Shore.

By the contract with the government each is granted the privilege of selling tickets to third-class immigrants at Ellis Island and at the piers over its own and connecting lines. These roads are organized in a Trunk Line Association for the purpose of regulating the transportation of admitted immigrants to their several destinations, in cooperation with the central Freight and Passenger Association and the Western Passenger Association, altogether comprising some twenty lines and providing a unified system of immigrant transportation westward. The New England Passenger Association also has representatives at Ellis Island. It includes the New York, New Haven & Hartford Railroad and the New England steamship companies.

When the holder of a transportation order, that is blank as to routing, is admitted, he presents the order to the landing agent of the steamship company on the pier. This agent has before him lists show-

ing what orders should be presented by passengers on his line and after verifying the immigrant's order by his list, he endorses it.

Having secured the verification of his order by the landing agent, the immigrant goes to the Trunk Line's representative at the pier or at Ellis Island (if the alien has been taken there) and has the order exchanged for a railroad order, which in turn is exchanged at the railroad station for a railroad ticket. He is assigned to one or another of the railroads named in the Ellis Island contract. The agreement with the Trunk Line Association is to the effect that every railroad line carries a proportion of passengers, which has been jointly assented to as mutually fair.

An immigrant's transportation order may read from his starting point in Europe to his destination in the United States. Transportation orders bought abroad by immigrants themselves are known as "cash orders." Those bought by friends here and sent to immigrants are known as "prepaid orders." Tickets may also be purchased at Ellis Island and at the piers from the Trunk Line Association. Private railroad agents also issue ticket orders. The Trunk Line Association confines its selling of tickets to third-class aliens. They are not supposed to furnish tickets to citizens or to first and second-class aliens. The private railroad agents are at the piers for this purpose. The number of immigrants who choose their own routings is about one per cent of all the business of the railroad "clearing house" or Trunk Line Association.

Immigrants are routed over the respective roads on succeeding days. The Erie may carry them on Monday, the D. L. & W. on Tuesday, the Baltimore & Ohio on Wednesday, and so on. When third-class immigrant traffic was heavy this assigning of immigrants to a particular railroad on a given day worked considerable hardship because many times immigrants were routed in roundabout ways to their destinations. Often this added unnecessary days to their journeys, made unnecessary changes from one train to another, and involved additional expense for food. In the case of young girls and women with children it was a particular hardship. Gradually through the intercession of social agencies, routings to certain points best reached by a particular railroad were effected. At the present time poor routings do not occur so often.

Aliens returning on re-entry permits should be routed in the way they prefer and not necessarily in conformity with the Trunk Line Association's routing of that date. Usually these aliens wish to stop enroute to visit friends and relatives, and this they cannot do if they are subject to the Trunk Line's routing regulations.

When an alien is routed from Ellis Island to points outside of New York City, there is a charge of 75 cents for baggage transfer and for a guide to take him on the ferry boat to New York to the proper railway station; to deliver him to the station master or to a representative of the Travelers Aid Society, and to make it clear to conductors that the alien is to be looked after on the train which is to take him to his destination.

It would be advisable that immigrants routed by lines leaving from the Jersey side of the Hudson River be able to exchange their orders for tickets and check their baggage on the New York side, in order to save time and expense.

In 1914, the Trunk Line Association entered into an agreement with the Department of Labor that:

1. Every immigrant railroad ticket for transportation on, to, or through any transfer point at which there is an interior immigrant station shall have interior station transportation coupons attached.
2. One of these shall entitle the immigrant to transportation from his incoming railroad station to the immigrant station at that point.
3. When the destination is beyond that point another coupon shall entitle him to transportation from immigrant station to outgoing railroad station.
4. The coupons shall be given and redeemed in transportation service without extra charge.
5. At transfer points where there are no interior immigrant stations but where the Department designates a state or municipal institution for the discharge or transfer of immigrants, similar coupons shall be issued through these institutions should the Department so elect.

To this extent and this extent only, the government gives to immigrants arriving in New York assistance in travel to inland points.

At the piers the government's responsibility for the immigrant ceases upon admission. Guides to accompany the alien to railroad stations are furnished by some steamship companies or he is accompanied by representatives of welfare agencies. In a few instances private railroad agents accompany travelers.

Social workers who meet steamers usually assist the alien traveling inland in exchanging his railroad order, arranging for his baggage, sending telegrams regarding hours of arrival to relatives or to cooperating agencies at junction points where trains must be changed, arranging for lodging for the night when necessary, locating lost baggage, purchasing food for the journey, and in similar ways. Children traveling alone are placed in care of the conductor, who tags them with the name and address of their destination.

Station masters are notified along the route and wherever changes occur. Wherever possible children are sent in company of other immigrants traveling in the same direction. Young girls are usually discharged to representatives of social agencies who accompany them to the railroad stations and look after their needs. Unfortunately there are some groups of inexperienced travelers who do not come to the attention of social agencies and who are subject to exploitation by public porters, hotel runners, taxi drivers and other unscrupulous individuals.

Marriage Cases

Occasionally a young woman is coming to join her fiancé. If all her necessary papers are in order she is discharged by the immigrant inspector to a social worker who sees to it that the young woman, generally alone and anxious, is given the friendly services required, the social worker usually accompanying the prospective bride and bridegroom to the City Hall and acting *in loco parentis* to the young woman. Occasionally marriage is postponed where there has been a long separation which may have resulted in possible incompatibilities making an immediate marriage unwise.

Landing Agents

The landing agents are engaged by steamship companies to expedite the admission of their passengers and to assist them in every

was possible, particularly those passengers holding prepaid tickets. Many landing agents cooperate with social workers since it is to the interest of the steamship companies that all passengers should receive careful consideration.

Detention at Ellis Island

Passengers detained for Ellis Island were in the past brought to the immigration station in small vessels. Of late there have been so few detained immigrants that they are brought on the regular Ellis Island ferry which carries employees and visitors to the Island. Upon arrival at Ellis Island the passengers are re-examined in the Medical Division. Those who are found to require further observation are sent to the U. S. Marine Hospital on Islands 2 and 3. The others are sent to the very large detention room which is really an auditorium with a balcony. Here they place their hand baggage in bins, provided for the purpose.

The detained aliens usually rise at six o'clock and have breakfast at seven-thirty. Dinner is served at noon and supper at five-thirty. When the weather is good they are permitted out of doors three times daily. They retire at eight o'clock in the evening but the lights are kept on until nine or nine-thirty. The early hour of rising makes the day unusually long.

On the upper balcony of this large central detention room are the sleeping quarters for the women and children. The accommodations are clean and pleasant but are apt to be uncomfortable in the summer. Back of the detention room are the dormitories where the men sleep. Husbands and wives are separated. New equipment is needed for the sleeping quarters and the beds should be repainted.

There are three bath tubs and showers provided for the women. The bathing accommodations for the men are better and more adequate. The lavatories are equipped with wash basins and are accessible at any time during the day. Personal laundry is done by the aliens in the lavatories and also in the Government laundry. An electric iron with equipment for pressing is available in the detention room.

The food is ample and good. The dining room is fairly well equipped and clean. Breakfast usually consists of cooked cereal, milk,

fruit, bread and butter. Dinner consists of soup, meat and potatoes, pudding, cake for dessert and ice cream twice a week. Supper consists of some light substitute for meat, macaroni, cheese, coffee, bread and butter. Special arrangements are made in cooperation with social service agencies to provide food for the Jewish and Mohammedan aliens according to their dietary laws.

Large trunks and heavy pieces of baggage are left in the "railroad" room where they are kept until the aliens are ready to proceed to their destination. Articles needed by the aliens and small bags are deposited on the racks in the detention room. Whenever an alien needs articles from the heavy trunks, he has access to the baggage room and a matron accompanies him there.

Facilities for exchanging money are provided in the "railroad" room at an exchange desk, maintained as a concession from the government. If an alien has a large amount of money with him he may deposit the money with the "Treasury Division." Visitors are permitted to see aliens daily at ten o'clock in the morning and at two o'clock in the afternoon. Occasionally, an alien wishes to go to New York City to collect money due him, or draw money from the bank, or do necessary shopping. If the matter is considered sufficiently important, a matron or guard accompanies the alien.

The food, lodging and hospital charges of incoming aliens detained at Ellis Island are paid by steamship companies.

Special Inquiry Hearings

A few aliens are taken to Ellis Island to await relatives or additional funds with which to proceed to their destination. These are known as "temporarily detained" aliens. All other arriving aliens are detained for Ellis Island because of doubt in the mind of the inspector as to their admissibility. These must appear before a Board of Special Inquiry. Each such Board is composed of three members, selected from such officials in the Service as the Commissioner, with the approval of the Secretary of Labor, shall from time to time designate as qualified to serve.

It is usually with fear and apprehension that the alien who has been denied admission at the pier, awaits his hearing before the Board of Special Inquiry. His testimony and that of his relatives or other witnesses is heard by the Board and a permanent record of the pro-

ceedings and testimony is made. If the Board votes to exclude the alien, he is entitled in most cases to appeal the decision to the Department of Labor in Washington. If two of the three members vote for the admission of an alien, that is sufficient, unless the dissenting inspector appeals the case. If the alien does not wish to appeal his case, he is sent back to the country from which he departed, as soon as possible, at the expense of the transportation company which brought him to the United States.

In some instances aliens are held for Ellis Island, the Committee found, because boarding inspectors were not willing to assume sufficient responsibility, but preferred to have the alien examined by a Board of Special Inquiry. This consumes time on the part of the staff and occasionally creates hardship to the alien and his family. The Committee recommends:

> That a case recommended by a boarding inspector to the Board of Special Inquiry shall first be referred to the chief inspector aboard the boat for decision; that any such chief inspector who recommends that the case go before the Board of Special Inquiry shall be obliged to be present at the hearing of that case when required by the Chairman of said Board; and that in all such cases a full transcript of the record be placed before the executive officer of the immigration station for consideration.

This will enable the executive officers to check up on the inspector's judgment and ability to interpret the law.

The Committee also finds that when the alien is called before a Board of Special Inquiry to give testimony, he is not advised as to the reason for his detention. Since the appeal to Washington is based upon the testimony taken before the Board of Special Inquiry, the Committee recommends:

> That at the beginning of a special inquiry hearing the chairman read to the alien, except in the rare cases when it is against the Government's interests, the facts stated on the detention card with respect to the ground for which the alien is held for such inquiry, so that the alien may know what the issue is that he has to meet.

Admission on Bond

The law specifies that the admission of an alien who would otherwise be excluded is sometimes permitted in the discretion of the Secre-

tary of Labor. This discretion does not lie with the Board of Special Inquiry, but the case must be sent to Washington for decision. In the case of an alien who is liable to exclusion because "likely to become a public charge" or who is suffering from a physical disability, other than tuberculosis, or a loathsome or dangerous disease, he may be admitted on bond at the Secretary's discretion. Thus children of school age coming to join relatives other than parents, aged parents joining children, and persons with physical defects are admitted upon order from Washington on condition that bond is furnished. Temporary visitors and students whose cases seem doubtful are sometimes also required to furnish bond. The usual amount of bond for persons detained because "likely to become a public charge" or for a temporary visitor is $500. Students may be required to furnish bonds to the amount of $150.

As a rule the type of bond required by the immigration officials at Ellis Island has been Liberty Bonds or surety bonds. It is suggested that the question of the kinds of bonds to be accepted receive consideration by the Department with a view to insuring the alien against loss at the time of reimbursement. It is suggested further that aliens be informed that the law permits them to deposit cash in lieu of bonds and that steps be taken to make this provision of the law effective.

The Committee has noted the difficulties sometimes encountered by persons with special professional attainments who are arriving for musical or lecture engagements and who are detained at Ellis Island pending the posting of a bond. To avoid delay both in these and other types of cases, the Committee recommends:

> That when desired, relatives or friends of aliens may post a bond in advance of the arrival of the alien, which shall be retained by the Government only if such alien is admitted under bond.

The Committee notes with interest that this recommendation is in line with a recent opinion of the Attorney General to the effect that the Secretary of Labor is empowered to accept bonds in advance of an alien's arrival.

Exclusion and Appeal

Appeal from an excluding decision by a Board of Special Inquiry is generally taken by the alien. If any member of the Board of Special Inquiry feels any doubt about a decision admitting an alien, he may also

send an appeal to Washington. Whenever appeals are taken, a transcript of the record of the hearing is made and forwarded to Washington where a Board of Review goes over the evidence and recommends a final decision to the Secretary. When the appeal has been decided in Washington, the officials at Ellis Island are notified and the alien is admitted or excluded.

It is to be noted that neither the District Commissioner nor any other officer at Ellis Island has any authority in cases which come before a Board of Special Inquiry. Very frequently the District Commissioner himself has no knowledge of the details of such cases and has no way of ascertaining whether the inspector used good judgment in referring the alien's case to a Board of Special Inquiry for decision. The executive officer is thus placed in the anomalous position of having less power than certain members of his staff who are working under his supervision and who in other ways are directly responsible to him. While final decision should rest with the Department in Washington, the Committee suggests the possibility of giving the District Commissioner at Ellis Island authority to review special inquiry cases before they are sent to Washington.

Resident aliens, returning from abroad with re-entry permits, are occasionally sent to Ellis Island because of certain technical errors or omissions in their permits. Similarly, technical errors are sometimes made by consular officers in issuing a non-quota visa with the wrong classification, in failing to attach the Consul's signature, or in making some clerical error in the date. The Committee recommends:

> That the discretionary power to admit now vested in the Department be transferred to the District Commissioner in the case of:
>
> (a) Aliens presenting valid re-entry permits that lack the signatures of the Commissioner of Immigration and Naturalization and Assistant Secretary of Labor for either issuance or extensions or where an apparent typographical error has been made as to the expiration date of the permit.
>
> (b) An apparent error made by the Consular Officer in issuing a non-quota visa with the wrong classification, or a visa apparently issued in good faith but lacking the Consul's signature, or an apparent error made by the Consul in preparing the visa, such as making the date of issuance and date of expiration the same.

Housing of Deportees and Voluntary Repatriates

So-called "deportation trains" arrive at Jersey City terminals bringing aliens who have been gathered from different sections of the country for deportation from Ellis Island. The aliens are brought to the Island by barge, if the deportation party is a large one, otherwise by cutter or regular ferry. When they reach Ellis Island they undergo an examination similar to that given by the Medical Division to detained aliens. Those who require medical care or further observation are sent to the Marine Hospital.

Women and children are sent to the large central hall where incoming aliens are held. Where there is a large family of children, the husband is permitted to remain during the day with the family in this large detention room. Unaccompanied men are taken to the special detention rooms for persons held under warrants for deportation. There are three such rooms. Male repatriates, those who are returning voluntarily at government expense, are permitted to remain in the large central detention room with incoming aliens. There is very little delay in the transfer of such repatriates to steamers for return to their homeland. The same food which is given detained aliens is served to the deportees and repatriates, although the deportees eat at different hours.

One problem confronting officials and social workers in respect to deportees is the scarcity of clothing. Many deportees are brought to the Island without any clothing except what they are wearing. Social agencies do their utmost to secure adequate clothing, but the demands are greater than the supply.

The Committee recommends:

That aliens detained at Ellis Island for technical reasons, those held for medical causes and those awaiting deportation based on criminal charges or violation of law, be properly segregated as to detention and facilities afforded them.

Social Welfare Activities

Social welfare work at Ellis Island has been almost exclusively the function of private agencies. The Government, concerned primarily with examining the alien and sending him on his way as rapidly as possible, has largely limited its responsibility during the time that the alien is detained, to the provision of food, shelter, and, when necessary, medical care.

At the present time some seventeen organizations are rendering at the piers and Ellis Island, with the approval of Government officials, services for immigrants that are generally recognized as important and necessary. These organizations, only about half of which are able to provide a full time worker, give friendly aid to the individual alien and his family, assist him in working out some technical immigration or deportation problem, or are interested in some special type of service for those detained at Ellis Island. Among these special types of service are:

(1) A nursery, where the children of those detained are cared for and where mothers, when opportunity permits, are instructed in the simpler forms of child care.

(2) A kindergarten. A special schoolroom has been fitted up for younger children detained at Ellis Island. Occupations which children can enjoy in any language are provided and along with these, lessons in English and other appropriate subjects are taught as best they can be considering the irregular stay of the pupils.

(3) A library, containing several thousand volumes in different languages. Those held at Ellis Island are free to select books and read them in the various detention rooms.

(4) Recreation. A somewhat elastic program of indoor and outdoor recreation has been developed.

(5) Occupational work. Various types of work—for men, chiefly the making of woolen mats, belts, scarfs, ties and sweaters, and for women different forms of dressmaking and embroidery—fill in some

of the hours of detention. Materials and instruction are supplied by one of the agencies and the finished articles become the property of the makers.

(6) Clothing service. A general supply closet containing clothing contributed by welfare organizations provides, in part, the garments needed by those without funds held at Ellis Island, usually persons awaiting deportation. A trained worker is in charge of receiving, mending, remodeling and distributing clothing.

In addition to these special types of service, in which one or more organizations are particularly interested, different agencies participate in various joint activities, such as religious services, the celebration of anniversaries and holidays, concerts, and other forms of recreation which add to the contentment and well-being of those who are detained. Most important of all, however, is the personal service rendered the individual alien. The work ranges from writing letters for the alien, helping him to get in communication with friends or relatives in this country, locating lost baggage, procuring information, solving transportation difficulties, escorting immigrants to their destinations or to railroad stations, notifying their relatives, distributing newspapers, periodicals and other literature, to appearing before boards of inquiry on behalf of detained immigrants, advising them on how to appeal their cases or to secure bonds, and accepting responsibility for their discharge when friends or relatives have failed to meet them. Sometimes marriages are arranged in the case of girls coming to fiances. Practically all of this case work involves getting in touch with relatives or organizations in some other community and arranging for their co-operation. Whatever form their service may take, the workers seek above all to express that friendliness and sympathy which those in trouble and anxiety so sorely need.

The General Committee of Immigrant Aid at Ellis Island

In 1918 the agencies working at Ellis Island and at the piers, in order to effect a higher degree of efficiency and co-operation, formed an organization known as the General Committee of Immigrant Aid at Ellis Island. The General Committee at present includes thirty-three sectarian and non-sectarian organizations. Seventeen of these agencies have accredited representatives, although only eight main-

tain full time workers, at Ellis Island and at the piers. A number of the organizations are nation-wide in scope, some have affiliations in many foreign countries. Each representative works under the direction of his or her own organization, but in full co-operation with the immigration officials. Many of the societies represent a particular racial or religious group and work especially with aliens belonging to their groups. The General Committee confers with the executive officers at Ellis Island to discuss programs and bring about improvements in the social welfare and other activities on the Island.

A number of these agencies do not limit their work for immigrants either to the piers or to Ellis Island. The names and addresses of new arrivals are referred by national agencies to their local branches throughout the country and the local branch endeavors to assist the newcomer in making satisfactory adjustment in this country. These agencies aid the alien in learning English, in finding good housing and suitable employment, in enrolling his children in American schools, in preparing for and obtaining citizenship, and in many other ways attempt to make the new American feel at home in his new environment. Organizations working or affiliated with agencies abroad advise their correspondents by cable or letter of the deportation of aliens who need protection when they arrive in Europe. This is especially true in the case of women and children and those who are being deported because of health conditions.

A Division of Information and Immigrant Aid

The value of social work as an integral part of every public institution dealing with human beings is too well recognized to require amplification. That this is true of Ellis Island, is evidenced by the fact that private agencies have for so many years been accorded by the Department of Labor the opportunity of working on the Island. The Committee believes that social service work is an integral part of the administration at Ellis Island and that the Government should recognize this by making provision for at least the most essential social services.

Private organizations are of necessity dependent on and limited by their available budgets. The people of this country should not expect nor require more of these public-spirited organizations than their

limited resources and personnel can perform. Indeed there is much necessary work of a routine character being done by welfare workers for which they should not be called on. Their efforts should be directed rather to that work which the government cannot properly undertake or which can be done more satisfactorily by the volunteer worker unattached to the official staff.

Private social work fills a distinct place and need in a Federal immigration station. With a large number of volunteer organizations at Ellis Island—organizations with different interests, programs and standards, organizations that are religious, racial and non-sectarian in character—there is bound to be some measure of duplication and wasted effort in spite of the much that is accomplished. The work of all would be facilitated and the welfare of the immigrant more adequately covered by a greater measure of co-ordination, preferably under official leadership.

The District Commissioner, as the chief administrator of Ellis Island, has the responsibility of co-ordinating the work of his own staff and of the representatives of private agencies in such a way as to provide a complete program and secure the best administration. Means should be provided so that he can do this effectively and so that the most essential of the services needed at Ellis Island may be provided under direct government supervision and responsibility.

For all these reasons the Committee recommends:

That the District Commissioner of Immigration and Naturalization at Ellis Island establish a division to be designated as the "Division of Information and Immigrant Aid" under a properly trained and qualified executive:

(a) To furnish information and assistance to aliens and other interested persons with respect to all matters in connection with immigration, deportation and naturalization.

(b) To have authority to assist the immigrant who has been detained by an Inspector for re-examination and must appear before a Board of Special Inquiry, and in all proper cases to assist him in procuring independent representation in the protection of his rights.

(c) To supervise, co-ordinate and promote vocational, educational, recreational and social welfare activities at Ellis Island.

The Committee recommends further:

That $10,000 a year be provided for the Division of Information and Immigrant Aid at Ellis Island to be used for the purchase of necessary equipment, for the salaries of a trained executive and assistants, and for such other needs as the Division may have.

Under this plan, responsibility would be centered under the District Commissioner for a soundly conceived and well developed program of activities to meet the needs of the alien and to serve the best interests of the Government. Under this plan, a representative of the Division of Information and Immigrant Aid would have the power to advise and assist the alien who had been detained for special inquiry.

These recommendations, however, look even further. As will be pointed out in the Chapters on Education and Assimilation, and Exploitation, it is highly important to disseminate, especially among the foreign born, information in regard to our immigration and naturalization laws. There is great need in our large cities for some widely known center to which the newcomer will automatically turn for information and advice. It is the hope of the Committee that the recommended Division of Information and Immigrant Aid may become such a center. The present Information Bureau at Ellis Island would come, of course within its jurisdiction but should be only a small part of its activities. To accomplish the purpose intended the proposed Division would have its largest office not at Ellis Island at all, but somewhere in New York City, perhaps as a part of the Naturalization Service, where it would be most readily available to the foreign born and the public generally.

Status of Private Social Agencies at Ellis Island

There are obvious limitations both to Government service and to volunteer effort. If the most satisfactory results are to be achieved, the District Commissioner at Ellis Island must not only have an efficient staff of Government employees but a genuinely efficient staff of social workers provided by private agencies to supplement the activities of his own staff.

To this end the Committee recommends:

That the privilege of volunteer service shall not be denied to any duly recognized social agency, which shall have submitted a

statement of its purpose, the service it intends to render and the qualifications of the worker or workers it proposes to furnish, provided such agency has received the approval of the District Commissioner of Immigration and Naturalization to render such service at Ellis Island and at the piers and that this privilege shall be renewable annually.

The General Committee of Immigrant Aid, composed of representatives of the various agencies now having access to Ellis Island, is anxious that the quality of service rendered by their workers should always be maintained at a high level. In accordance with their suggestion that standards be fixed for the qualifications of workers who represent them at the piers and at Ellis Island, the Committee recommends:

That the agencies now or hereafter working at Ellis Island be grouped into two general categories:

(a) Those majoring in case work for individuals or families detained at Ellis Island, including technical immigration and other problems requiring skilled case work and involving careful interview, correspondence and the keeping of case records.

(b) Those majoring in other types of service such as education, recreation, occupational work, religious services, etc.;

That the District Commissioner of Immigration and Naturalization at Ellis Island forthwith fix standards which shall cover the qualifications of all workers in both of the above groups;

That, as soon as said standards covering qualifications are fixed by the District Commissioner, it shall be his duty to require all agencies now or hereafter functioning there and at the piers to apply said standards to their respective workers; that the agencies be further required to withdraw such workers as are unable to qualify, upon notification to that effect by the District Commissioner of Immigration and Naturalization at Ellis Island and that vacancies so caused shall be filled by the respective social agencies by the appointment of workers who shall have first qualified under said standards.

The successful administration of Ellis Island depends on three major factors: the character of our immigration law; a wise discretion in its interpretation and application to individual cases; and, most important of all, a competent and sympathetic personnel.

The alien who comes to Ellis Island is ordinarily without contacts with the community at large and during his enforced stay is largely dependent on the good offices of the staff. Often the arriving immigrant and departing emigrant acquire first and last impressions of the United States from contacts with the Island personnel. The alien must look to them not only for justice in the disposition of his particular case, but for information and advice in regard to his personal situation and as to rights of appeal. Fair dealing involves a sympathetic hearing and a kindly answer, whether of necessity under the law it be no or yes. It is essential, therefore, that the personnel of the Service be of high character, thoroughly familiar with the law, capable of understanding the alien and of dealing with him in a humane manner, often under trying and difficult conditions. Continuity of policy, of methods, and of personnel are necessary if the difficult task of carrying out judicial functions administratively is to be accomplished.

The spirit and policy at Ellis Island depend chiefly on the ability, humanity, and disinterestedness of the Commissioner in charge. The Committee trusts that for the future the high standards of the past year may be resolutely maintained.

District No. 3

The district of which Ellis Island is the headquarters includes southern New York and nothern New Jersey. It is No. 3 of the twenty-two immigration and naturalization districts into which the country has been divided since the merger of the Immigration and Naturalization Bureaus in August 1933. The Ellis Island District is administered by a District Commissioner, Immigration and Naturalization Service, and under him a District Director and an Assistant Director of Immigration and Naturalization. These officials are responsible not only for the immigration activities in the district, which center at Ellis

Island, but also for the naturalization offices which are maintained in New York City and Newark. Except for this unity of responsibility and direction these immigration and naturalization offices have continued, until the present at least, to function independently of each other. It is only with the administration and local problems of the immigration service, at Ellis Island, that the Committee has concerned itself.

Ellis Island, in addition to its executive offices, consists of the following divisions: Boarding Division, Inspection Division (which includes Special Inquiry Division, Primary Inspection Division and the Information Bureau), Record Division, Registry Division, Law Division, Bonding Division, Passport Division, Treasury Division, Deportation Division, Chinese Division, Night Division and Filing Division.

Boarding Division

A regular staff of twenty-one inspectors is employed in this division. According to the administrative officers at Ellis Island not less than thirty-five men are needed under present conditions, and if travel again assumes the proportions it had in 1929, at least forty-five inspectors will be required to examine arrivals properly and without undue delay.

These inspectors board the steamers at quarantine, get the manifests from the pursers and see that they are sworn to by the captain or chief officer and ship's doctor. The manifests are then distributed among the inspectors and quarters are set aside for the examination of passengers. The latter are then brought before the inspectors by the ship's officers and the necessary questions asked. If found admissible the alien is discharged with a landing card. If there is doubt as to his eligibility to land, he is put aside for further questioning or is held for hearing before the Board of Special Inquiry at Ellis Island. Where aliens are not produced for examination, the necessary notices are served upon the steamship company. Reports are made to the District Commissioner of any unusual incidents or cases.

Inspection Division

Inspectors are assigned to make primary examination of such aliens as have not had examinations abroad or who for some reason

were not examined at the pier. The Boards of Special Inquiry are drawn from inspectors of this division who are available and who have been designated as qualified to act as members of such boards. Certain inspectors are appointed Chairmen of these Boards by the inspector in charge of the division, with the approval of the Commissioner.

Information Bureau

The Information Bureau located on the ground floor of the Administration Building answers inquiries made by callers or telephone, regarding detained aliens. It refers visitors to appropriate departments, issues information regarding aliens in the hospital, refers to appropriate divisions inquiries on cases of possible deportees, gives, to a limited extent, general information regarding our immigration and deportation laws, and issues passes to visitors calling on passengers or deportees. This Bureau also arranges for the delivery of mail to aliens in detention.

Record Division

The Record Division has custody of the records of arrivals and departures, as recorded on manifest sheets. Records of arrival date from June, 1897. Outward bound manifests started March 1, 1929 and are kept to date. This division verifies records of arrival for aliens applying for naturalization. This requires a great deal of time. In many instances the name has been misspelled, the alien may remember only the approximate date of his arrival, or he may have garbled the name of the steamer on which he came. Both time and intelligence are required in making the search. Sometimes the verification may take several months. If the first search is unsuccessful, the local naturalization office is advised and an attempt made to secure additional information. Another search is then made at Ellis Island. At present there is a delay of several months on current cases, due to the large accumulation of work, some four thousand cases having been on hand at the time of this inquiry. It is suggested that either through the reallocation of employes, or through the employment of additional persons, if the present staff is insufficient, more clerks be assigned to the Record Division in order to verify legal admission with less delay.

Persons admitted for temporary residence are checked and followed up by this division. A ticker system is used for this purpose. Steamship companies are allowed sixty days in which to file outward bound manifests. Visitors whose length of stay has expired are checked against these. If the name does not appear on the manifest a form letter is sent to the individual asking for information as to departure. It is important that sufficient workers be assigned to filing and following up the records of aliens who have been admitted for temporary stay. Visitors whose length of stay in this country has expired and who find that they are not promptly checked, may labor under the misimpression that nothing will be done about them, if they remain. If not corrected, this situation will in the long run involve the government in the greater expense of investigations, hearings and possible deportations.

Registry Division

Applications for certificates of registry are investigated by the Registry Division. Applicants and their witnesses are interviewed. Recommendations are made to Washington as to issuing certificates. Refunds of registry fees are made in this division if applications are denied. Aliens wishing to be repatriated at government expense are also interviewed in this division.

Law Division

This division is responsible for investigating deportation cases. It arranges for bail bonds in warrant cases. It investigates cases of fraudulent re-entry permits. It handles fines, prosecutions and habeas corpus proceedings. This division could use more inspectors for this very important branch of the work.

Bonding Division

All bonds required for persons likely to become public charges, students, children under sixteen years of age who are required to attend school, visitors and others are handled through this division. The Bonding Division handles applications by visitors (who were bonded when admitted) for an extension of stay in this country. It is in communication with surety companies, with bondsmen, and also with schools to secure quarterly reports of school attendance by

children who were admitted under a school bond clause. It prepares preliminary material and recommendations in connection with applications to cancel bonds. Persons who have been bonded should visit or communicate with this division shortly before they leave the country, so that their bonds may be cancelled without delay. Bonds in the cases of persons likely to become public charges call for a report every six months as long as they are in effect. It is suggested that such reports be made only when required by the immigration authorities.

Passport Division

This division is engaged in securing passports for aliens who are to be deported. Very frequently this involves protracted correspondence with the Consulate of the foreign country of which the deportee is a citizen.

Treasury Division

This department holds for safekeeping funds belonging to detained aliens; it also receives for them funds sent by relatives. These are turned over to the immigrant before he leaves Ellis Island. This division also keeps all governmental accounts, prepares all vouchers for payment for services or bills rendered, prepares payrolls and takes care of all matters pertaining to governmental accounting.

Deportation Division

This division has custody of all aliens awaiting deportation or the decision of their cases. As soon as deportation has been ordered, the division makes the arrangements for the departure of the alien, with the exception of procuring his passport, and for the transportation of his baggage or personal effects. The inspectors in this division furnish information to other districts as to when deportees coming from their sections of the country should be delivered to Ellis Island, and transfer to other districts aliens from New York who are to be deported from some point other than Ellis Island.

Chinese Division

This division is concerned with all cases involving Chinese aliens, both immigrants and deportees, either under the deportation law or the Chinese Exclusion Act. The staff consists of Americans, specially trained for work of this nature. The interpreters are Chinese.

Night Division

This division consists of an officer in charge, three matrons and twenty guards, and eight or ten laborers with a charwoman who do the cleaning of the rooms that are occupied during the day.

Filing Division

In this division are kept all correspondence files.

Qualifications for personnel

The staff in the Ellis Island District includes a few more than one hundred inspectors and examiners and several hundred clerks and other employees, making a total of 490 attached to the Immigration and Naturalization Service on the date inquiry was made. There are no women inspectors but there are a few matrons attached to the Inspection, Deportation and Night Divisions.

All members of the staff, with the exception of the District Commissioner, are under civil service. While the Civil Service Commission has endeavored to emphasize qualifications of personality, judgment and tact in persons engaged as inspectors, there have been no fixed educational requirements. The salary schedule provides a minimum of $2,100 a year for inspectors with automatic increases to $3,000, except in the case of the Chief Inspector who receives $3,500. Under the Economy Act advances in salary are temporarily suspended.

In its contacts with the officials and personnel at Ellis Island, the Committee found a high average of competency and intelligence and generally a sympathetic handling of the alien. It was especially impressed with the enlightened supervision under which the Island was administered and is convinced that only under such supervision and leadership can the best interests of the Immigration and Naturalization Service be achieved both in the faithful execution of our laws and in the just and humane treatment of the alien.

Merger of Immigration and Naturalization Bureaus

By President Roosevelt's order of June 10, 1933, the Bureaus of Immigration and Naturalization were merged on August 9th. It is expected that the merger will make for increased efficiency and economy, savings of over $1,500,000 being anticipated. Colonel Daniel W. MacCormack, Commissioner General of Immigration, became the Com-

missioner of the combined service. Many offices were eliminated and many employees retired. The 35 immigration districts and 23 naturalization districts into which the country had formerly been divided were consolidated into 22. Of the 3,007 workers in the Bureaus, 136 who had served for thirty years or more were retired on pensions. 139 were eliminated from the staff after a careful survey of their records. Each of the 2,100 men composing the technical staff were given an individual oral examination by boards composed of senior representatives of the Immigration and Naturalization Services, representatives of the Civil Service Commission and the general public. The Civil Service Commission was asked to assist in order to give the examining board the benefit of its experience and in order that it might be assured that the civil service establishment would not be broken down. The findings of the examining boards were reviewed by the senior officers of the Service and in many instances by members of other boards called in for that purpose. In addition, the case of every man rated as "poor" was again examined by the Commissioner and three of his assistants. Those marked "poor" were transferred to duties they were qualified to perform. Those rated as "fair" were informed of their defects and given a further period of six months in which to correct them. Those rated as "good" and "excellent" were given permanent appointments. The service now has a record of every man who is fitted for larger responsibility or who has demonstrated the possibility of growth.

Board of Visitors

Many large institutions have found that boards of visitors acting in a voluntary capacity have been of great assistance to the executives, not only by giving excellent advice but by acting as interpreters for the institution to the public at large. At Ellis Island there has never been a permanent board of visitors, although on special occasions, such as for the purpose of Christmas celebrations, prominent citizens have been invited to serve on committees. It is recommended that:

> The District Commissioner of Immigration and Naturalization at Ellis Island be authorized to secure the assistance of prominent citizens of the metropolitan area to serve as a voluntary Board of Visitors, the appointment of such Board of Visitors to be approved by the Commissioner of Immigration and Naturalization at Washington.

Report of the Ellis Island Committee, pp. 10-35, 41-54.

APPENDIX B

PUBLIC HEALTH SERVICE ACTIVITIES ON ELLIS ISLAND: 1934

Medical Care and Treatment

The functions of the medical service provided at Ellis Island by the United States Public Health Service are, so far as the alien is concerned, relatively simple: to examine aliens seeking admission to the United States for the purpose of admitting or excluding them; to give whatever incidental medical treatment is required by these aliens while at Ellis Island; and to give similar required incidental medical treatment to aliens passing through Ellis Island on their way out of the United States, under deportation warrants. In addition to these functions, certain overflow patients from the U. S. Marine Hospital at Stapleton, Staten Island, are cared for. The Public Health Service also provides quarantine control over incoming passengers and ships. With these latter functions the Committee was not directly concerned.

Responsibility for admitting or excluding aliens at Ellis Island rests with the Department of Labor. The U. S. Public Health Service acts in an advisory capacity. It certifies, for instance, to the Department of Labor at Ellis Island the existence of certain conditions in the aliens examined.

When certification by the U. S. Public Health Service identifies aliens examined as idiots, imbeciles, feeble-minded persons, epileptics, insane, persons who have had one or more attacks of insanity previously, persons of psychopathic constitutional inferiority, persons afflicted with a loathsome or dangerous contagious disease, including venereal disease, trachoma and certain chronic conditions, such aliens are mandatorily excluded from admission. Aliens not suffering from any of the foregoing conditions must also be examined to determine whether they are suffering from any mental or physical defect, which makes them likely to become a public charge.

The major function of the U. S. Public Health Service at Ellis Island is, therefore, to make, at the request of the Department of Labor, physical and mental examinations of aliens seeking admission to the United States. This medical service is primarily diagnostic in character for the purpose, in the main, of excluding from the country those mentally or physically unfit or suffering from dangerous or contagious

diseases. Medical treatment of aliens at Ellis Island is not attempted except as it is necessary incidentally to care for aliens who are sick while present on the Island.

Medical Examination and Diagnosis

Aliens come to Ellis Island for medical examination as the result of a "screening process" of admission and exclusion which has several stages. The first stage is at the American Consulate abroad where aliens seeking admission are examined in the first instance. Having passed this examination, they arrive at New York and are examined while still on ship primarily to determine whether any physical or mental condition has developed since the original examination at the Consulate abroad. If such condition is suspected, the alien is sent to Ellis Island for further examination, at the expense of the steamship company bringing him to port. Upon arrival at the Island, he is again examined and usually admitted or excluded. If, however, this third examination shows a more intensive examination to be necessary under observation in the hospital, he is admitted to the hospital for such observation.

In the opinion of the Committee, the character of medical care in the diagnostic treatment and administrative disposition of alien patients is at present of a high and creditable quality, equal to the best obtainable in modern general hospitals. In no essential respect is the social or technical medical need of the alien patient neglected. The best that modern medical science has to offer for American citizens who are charges of the U. S. Public Health Service in the hospitals operated solely in the interests of such patients is available and effectively used for aliens referred for diagnosis or treatment.

The Committee wishes to express its entire confidence in the adequacy of medical care provided for aliens on Ellis Island and to recognize in this formal manner the high quality of professional and administrative service provided by the present commissioned personnel of the U. S. Public Health Service and their medical associates among contract surgeons and consultants.

The Committee believes further that the medical examination of incoming aliens by the present method is adequate and that the "screening process" for detecting disease is as complete as can be devised. The problem of trachoma, among others, was of special interest to

the Committee and it was pleased to find that under present conditions trachoma is practically non-existent among aliens arriving at or cared for in transit at Ellis Island. It is therefore of the opinion that the present regulations concerning this disease should be maintained.

Hospital Facilities

Assuming that the problem of medical care at Ellis Island, so far as concerns aliens, will continue at least for a few years to remain quantitatively as at present, the Committee believes, as recommended in the Chapter on Buildings and Grounds, that a hospital of not less than 200 beds, with emergency expansion of another 100 beds and the necessary laboratory facilities and personnel is sufficient for immigration and deportation purposes. In making this recommendation, the Committee recognized that the particular medical services supplied at Ellis Island constitute only some of many medical functions performed in and about New York by the Federal Government. The Committee felt handicapped in its efforts to arrive at entirely satisfying conclusions concerning the provision of hospital beds and of equipment for diagnostic services at Ellis Island because full information concerning other federal hospital services in and about New York was not available.

The Committee, therefore, recommends:

> That the best use of facilities for medical care on Ellis Island and at Stapleton, Staten Island and elsewhere in the New York metropolitan area be determined by interdepartmental conference, upon the call of the Surgeon General of the U. S. Public Health Service and that such a conference include representation from the medical and administrative officers of at least the following departments: Treasury, War, Navy, Labor and the Veterans Bureau.

Certain improvements in the present hospital equipment are needed. In addition to those already enumerated in the Chapter on Buildings and Grounds, the Committee recommends:

> That six to ten small ward units, each containing two to eight beds, be provided to allow for better medical care for men and women.

This might require a new pavilion and would meet the difficulties inherent in the holding of men and women in locked wards 23 and 24, mainly to prevent their escape from detention as warrant cases. A

yard or recreation area, suitably safeguarded, should be provided in connection with these wards to avoid the expense of constant personal guards and to permit recreation and outdoor exercise.

In regard to the changes recommended in Chapter I, it should be emphasized that from the standpoint of adequate medical care and treatment a large increase of porch space on the first and second floors of the ward pavilion used now for tuberculosis patients would add to the comfort of patients and to the resources for their treatment and recovery. More floor space is required for the most effective and convenient use of the X-ray and other equipment required for the diagnosis and the therapeutic needs of patients. A separate building is needed for a nurses' residence. The broad, barren waste of dark or glaring cinder fill between the hospital buildings on Islands No. 2 and 3 should be redeemed and made attractive and available for rest and healthful recreation.

Although in charge of the medical service provided at Ellis Island, the U. S. Public Health Service is in effect only a tenant of the buildings which it occupies for the purpose of rendering medical care and treatment. Certain disadvantages in the provision of medical care accrue from this arrangement. The Committee therefore recommends:

> That all buildings used by the U. S. Public Health Service on Ellis Island should be under the jurisdiction and control of the Service, not only in regard to their actual occupancy and management for this purpose as at present, but in all that concerns upkeep, repair and development of those premises for medical needs.

In the interest of better medical care, the Committee further recommends:

> That the form and condition of contracts for all food products for the hospital should be so modified as to permit the Commanding Officer of the Hospital in his discretion to procure proper supplies from the same or other contractors for patients requiring food of a special character, and that the form and condition of contracts for all food products shall be approved by the Commanding Officer of the Hospital.

It is also recommended:

> That in order to maintain good morale in sick persons at Ellis Island, especially in the chronic hospitalized patients, a systematic effort be made to supply and develop resources for voluntary recreational, educational and vocational occupations un-

der the guidance of persons trained in these fields, such persons preferably to be attached to the proposed Division of Information and Immigrant Aid and to be assigned by it to work under the immediate direction of the medical officer in command.

General Sanitation

In considering the sanitary conditions at Ellis Island, the Committee found much to commend in the material surroundings of aliens detained there. There exists no hazard to health because of neglect of any of the essentials of a sanitary environment. Sanitary conditions are for the most part satisfactory. Extensive improvements in the plumbing and sewers have been made in the last two years and these have been well planned and carried out. Natural ventilation is provided for the most part, and a system of mechanical ventilation exists in some parts of the main buildings. The water used on Ellis Island comes from the Jersey City water supply and is excellent. Toilet facilities are adequate and on the whole in good condition. A more rigid supervision of lavatories is, however, desirable. Ample privacy is provided.

At the present time persons who die at Ellis Island and have to be buried are buried in ground rented on the mainland. Cremation is preferable to interment and could be provided for on Ellis Island if objections on account of tradition and cost could be met.

Professional Qualifications

While no detailed study has been made of the question of the professional qualifications of physicians and nurses serving aliens on shipboard, it is recommended:

> That the immigration authorities and the United States Public Health Service consider the practicability of requiring that all ships of U. S. registry which engage in transportation of aliens from a foreign port to this country, employ as ship's surgeons only such physicians as are eligible for a license to practice medicine in the State of New York or in other states with similar standards or who hold a diploma of the National Board of Medical Examiners, and that such nurses as may be employed for aliens on such ships should be possessed of such educational qualifications as would permit them to practice as registered nurses in the State of New York or comply with the standards of the National Organization of Public Health Nurses for public health nurse.

Report of the Ellis Island Committee, pp. 36-40.

APPENDIX C

SPECIFICATION

PERTAINING TO

PRIVILEGE OF EXCHANGING IMMIGRANTS' FOREIGN MONEY
AND THE PURCHASE AND SALE OF UNITED STATES SECURITIES

at

ELLIS ISLAND, NEW YORK HARBOR, NY

EXCHANGING OF FOREIGN MONEY

In addition to the opportunity to bid for changing money at Ellis Island according to the specification herein contained, bidders may offer to perform this service on terms of their own selection with provisions for limitation of profit and such other conditions as the bidder may see fit to offer.

In addition to open bidding provided for above, bidders should submit tenders under the following specification:

1. Contractor shall pay the Government in advance rent at the rate of one (1) dollar per annum, and shall reimburse the Government for rental paid by it for telephone instruments used by him and for cost of his local and long distance messages.

2. Bidders shall state at what rates, if any, in excess of or below current rates (as to which see concluding sentence of this paragraph) they will exchange at Ellis Island the several kinds of foreign money offered by arriving passengers during the period ending December 31, 1939 and beginning with the award of this contract, approximately July 1, 1937. The offer made shall relate to (a) gold, (b) silver, (c) paper, and (d) drafts issued by reputable banks or other financial institutions, etc.

(a) Any bidder offering to pay either more or less than the average current rate of exchange shall specify in terms of percentage the difference contemplated in the exact and unequivocal language, attaching specimen table showing the amount in United States currency the passengers will receive in exchange for moneys of their respective countries, using as a basis of computation the following rates:

Pounds - British	5.01
Francs - French	.0650
Francs - Swiss	.3220
Lire -	.0660
Gulden -	.6750
Kronors - Danish	.2220
Kronors - Norwegian	.2490
Kronors - Swedish	.2550
Finnish Marks	.0200
Czecho Kronen	.0350

For the guidance of bidders, it may be stated that during the period January 1, 1936 to December 31, 1936, the holder of the Ellis Island money exchange privilege purchased foreign paper money to the value of approximately $2,954.04, and cashed drafts of supposedly reputable banks or other financial institutions aggregating $19,157.43.

Since September 1936, about 360 employee pay checks have been cashed each month at a rate of 12¢ a check. This business is not a part of the privilege described in the section under which the privilege is granted. The contract will contain no stipulation on this matter as employees are not restricted in the cashing of their checks.

The term "current rates" as herein used, means the average of the daily bona fide quotations of not less than three and not exceeding ten well-known and reputable firms in New York City (the number and names of such houses to be designated from time to time by the District Commissioner of Immigration and Naturalization, New York District, hereinafter referred to as the Commissioner, actively engaged in the business of exchanging foreign money and shall not be construed to mean the rates bid or paid for small or odd lots of foreign money.

3. The conduct of the business hereunder shall at all times be subject to the supervision of the Commissioner and under such regulations as he shall make. His decision on any question of fact shall be final.

4. The privilege holder must comply with the following requirements, amongst others:-

(a) To issue to each person for whom foreign money is exchanged, a memorandum stating the amount of foreign money involved, the rate at which it is exchanged and the amount of United States money paid in exchange; and to keep on file a record of each such transaction.

(b) To display daily bulletins, in such languages as the Commissioner may designate, stating the rates at which the several kinds of foreign money of the principal nationalities will be exchanged.

(c) To submit to the Commissioner's office by telephone not later than 11 a.m. daily, quotations as to the rates of exchange in effect that day, same to be confirmed not later than 1 p.m. by the original quotation sheets furnished contractor by the several brokers who comprise the group upon whose quotations the average current rates of exchange is based for that day. The preceding day's rates will prevail until the establishment of the new rate at 11 a.m.

(d) To have on hand at all times sufficient cash to exchange promptly all foreign money (as specified in Par. 2 hereof) offered.

(e) To report at the beginning of each month to the Commissioner the total amount of foreign money of each kind exchanged during the preceding month, the sum paid therefor in U. S. currency, and also upon demand any further particulars as to the business hereunder. All books, records and accounts must be submitted for inspection upon demand.

(f) To employ such interpreters and other assistants as may be needed for the efficient execution of this contract.

(g) To purchase at the rates paid in the United States Assay office in New York all light weight or demonitized foreign or domestic gold or silver coin which may be offered.

SUPPLYING OF BONDS AND/OR NOTES TO WHICH THIS PRIVILEGE APPLIES

5. The privilege relates solely to the sale and purchase at the Ellis Island immigration station, New York Harbor, of such United States bonds and/or notes as may be desired by, or in behalf of, aliens for deposit as collateral security for bonds required of them under the immigration laws of the United States, and to the purchase at that station of such bonds as may previously have been deposited as collateral security with immigration bonds.

6. Negotiable or transferable United States bonds and/or notes, the principal and interest of which are unconditionally guaranteed by the United States, which will not mature, or, at the option of the holder, may not be redeemed within one year from the date on which they will be offered for deposit as collateral security for immigration bonds.

7. The basis for determination of the rate of commission or the lowest premium shall be the market value of like bonds and/or notes in the New York City financial district at the close of business on the business day immediately preceding the sale or purchase. Such market value shall be determined from the figures and data published in any three newspapers and/or financial publications that may be designated by the District Commissioner of Immigration and Naturalization. In any dispute as to what the market value is, the decision of the District Commissioner shall be conclusive. The market value shall be daily displayed in bulletins in such foreign languages and posted at such place or places in the Ellis Island station as the District Commissioner may direct. Such bulletins should contain a provision that bonds or notes may be purchased or sold elsewhere than at the station, if the purchaser or seller so desires.

8. The contractor shall keep a record in writing of all sales or purchases, showing the name and address of the person to whom the sale or from whom the purchases is made, a description of the bonds or notes, the face value thereof, and the market value thereof determined in the manner provided for herein. Such record shall be made available to the District Commissioner for examination and inspection whenever desired. At the beginning of each month a detailed report shall be filed of the preceding month's business and is to be submitted to the Commissioner.

9. For the guidance of bidders, it may be stated that during the period January 1, 1936 to December 31, 1936, the holder of the Ellis Island money exchange privilege supplied Three Hundred and Eighty-three (383) $500. bonds, at the request of persons so desiring them.

10. The contractor shall not act as a surety on any immigration bond that may be required of aliens under the immigration laws except in cases when authorized by the District Commissioner.

11. In awarding the privilege of selling bonds and notes the Department of Labor is acting solely for the convenience and accommodation of aliens. It is understood and agreed that neither the Department nor any of its officers or employees, nor the United States Government assumes any financial obligation or liability whatsoever in connection with any sale or purchase transaction, and may not be called upon to account for, or in any way to assist in the collection or payment of money involved in any such transaction.

12. Contractor and all of his employees will be given free transporation between Battery Park and Ellis Island on the Govt. ferryboat which will also carry free of charge all property to which the contract relates. Contractor will be assigned to appropriate quarters at Ellis Island. Contractor must keep all quarters, equipment and fixtures in his use in a clean and sanitary condition. QUARTERS WILL BE ASSIGNED BY THE COMMISSIONER. (SAME AS NOW IN USE).

13. Contractor must submit to the Commissioner at the beginning of each month a list of his employees with their respective addresses and the wages paid them, and dismiss any found by the Commissioner to be inefficient or objectionable.

14. Contractor must satisfy the Commissioner that he has the equipment and experience necessary to carry on this business and is financially able to do so.

15. Contractor must furnish all necessary equipment. Contractor must repair all damage done to Government property, in any manner involving his responsibility, such responsibility to be determined by the Commissioner.

16. The contract shall not be assignable and may at any time upon 30 days notice be terminated by the Secretary of Labor for cause which shall include failure on contractor's part properly to observe any provision thereof. It will take effect on or about July 1, 1937 and will continue to and include December 31, 1939, unless terminated in the manner herein provided.

17. The Secretary of Labor may declare void any accepted bid or the contract if it shall at any time appear that any person other than the person or persons specifically named in the bid has any pecuniary or other interest, direct or contingent, in such bid or contract.

18. The successful bidder must within ten days from date of receipt of notice to him that his bid has been accepted enter into a contract with the United States in form satisfactory to the Secretary of Labor, and furnish a satisfactory bond in the sum of five thousand (5,000) dollars conditioned for the faithful performance of such contract. These specifications and the proposal sheet of the successful bidder will form part of the contract.

19. It is hereby understood and agreed by the bidder that notification of his bid being acceptable, and contract forms sent to be properly filled in and executed by him, shall not be binding until the formal written contract has been approved by the Secretary of Labor.

20. If the contract be cancelled, the Government may award the privilege during the remainder of the term to any of the other bidders, notwithstanding the previous non-acceptance of their bids, provided such other bidder is willing at that time to execute the contract; the purpose hereof being to avoid the necessity of calling for new bids in the event of cancellation, but new bids may be solicited.

21. NOTE:

THE EXCLUSIVE PRIVILEGE OF EXCHANGING IMMIGRANTS' FOREIGN MONEY AND THE PURCHASE AND SALE OF UNITED STATES SECURITIES AT ELLIS ISLAND, NEW YORK HARBOR, NEW YORK, WILL NOT BE SEPARATED INTO TWO CONTRACTS.

The award of this contract will be made to the bidder offering the most satisfactory prices to the persons (passengers) exchanging foreign moneys and to the persons purchasing and/or selling United States bonds and/or notes, based on the volume of business transacted during the twelve months ending December 31, 1936 as set forth in the specification.

DATED: April 21, 1937

ELLIS ISLAND

RUDOLPH REIMER
District Commissioner
New York District

"Invitation for Bids," Money Exchange Contract, to be opened May 3, 1937. Immigration and Naturalization Service Records, 55912/905.

APPENDIX D

SPECIFICATION

PERTAINING TO

THE EXCLUSIVE PRIVILEGE OF TRANSPORTING
ALIENS' BAGGAGE FROM ELLIS ISLAND, N.Y.
TO NEW YORK CITY & VICINITY

1. Contractor shall pay to the Government in advance rent at the rate of One ($1) Dollar per annum and shall reimburse the Government for rental paid by it for telephone instruments used by him and for cost of his local and long distance outgoing messages.

2. Bidders will state the rates at which they will receive at Ellis Island pieces of baggage (of whatever weight) and deliver the same within the limits of:

   (a) The Borough of Manhattan
   (b) The Borough of Brooklyn
   (c) Any other Borough of Greater New York, Jersey City, or Hoboken, N. J.

3. The business to be transacted hereunder covers the exclusive right of receiving at Ellis Island for delivery within the limits stated all such aliens' baggage as they desire to have forwarded within such limits, except that it does not cover baggage which aliens are entitled to check on transportation tickets or orders to some railroad or steamboat terminal.

4. Baggage must be removed from Ellis Island within forty-eight hours after receipt of checks, and deliveries must be made within an additional forty-eight hours in such portion of the building as consignor may desire.

5. Bidders must satisfy the District Commissioner, Immigration and Naturalization Service, New York (hereinafter designated as the Commissioner) that they have the equipment and experience necessary to carry on this business and that they have a proper system of checking and identifying the baggage.

Drivers must be familiar with the delivery routes of Greater New York. Assistants must be employed possessing sufficient knowledge of the principal languages spoken by the aliens to enable them to transact business with them. (Employees must wear an appropriate uniform, cap or badge as the Commissioner may direct.)

6. Contractor must submit to the Commissioner at the beginning of each month a list of his employees, with their respective addresses and the wages paid them, and dismiss any found by the Commissioner to be inefficient or objectionable. He must keep a record of all baggage handled and report monthly the aggregate number of pieces transported and the revenue obtained; also, upon demand, any further particulars as to the business hereunder. All books, records and accounts must be submitted for inspection upon demand. The conduct of the business hereunder shall at all times be subject to the supervision of the Commissioner and under such regulations as he shall make. His decision on any question of fact shall be final.

7. Contractor will collect payment IN ADVANCE for each piece of baggage to be delivered and issue to the person for whom baggage is to be transported, a receipt showing the number and the description of the pieces received, the place or places at which the same are to be delivered, and the amount actually collected for the transportation of the same.

Receipt shall bear across its face in large type a statement that the amount paid at the rate per piece specified in the contract covers total cost of delivery.

8. Contractor must furnish all necessary equipment. The wheels of all trucks used in the buildings shall be protected and the hubs capped in a manner satisfactory to the Commissioner, and the trucks shall be so loaded as to do no damage. Contractor must repair all damage done to Government property, either by such vehicles or in any other manner involving his responsibility, such responsibility to be determined by the Commissioner. Contractor must keep all quarters, equipment and fixtures in his use in a clean and sanitary condition.

9. Contractor and all of his employees will be given free transportation between Battery Park and Ellis Island on the Government ferryboat, which will carry free of charge all property to which the contract relates. Contractor will be assigned appropriate quarters at Ellis Island if required, and the Manhattan landing place.

10. The contract shall not be assignable in whole or in part, and may at any time be terminated by the Secretary of Labor for cause, which shall include failure on contractor's part fully to observe each and every provision thereof.

It will take effect on or about July 1, 1938 and will continue to and including June 30, 1941, unless terminated in the manner herein provided.

11. The Secretary of Labor may declare void any accepted bid or the contract if it shall at any time appear the any person other than the person specifically named in the bid has any pecuniary or other interest, direct or contingent, in such bid or contract.

12. The successful bidder must within ten days from date of notice to him that his bid has been accepted enter into a contract with the United States in form satisfactory to the Secretary of Labor, and furnish a satisfactory bond in the sum of One Thousand ($1,000) Dollars conditioned for the faithful performance of such contract. Neither the award nor the contract shall be binding upon the Government until approved in writing by the Secretary of Labor. This specification and the proposal sheet of the successful bidder will form a part of the contract.

13. If the contract be cancelled, the Government may award this privilege during the remainder of the term to any of the other bidders, notwithstanding the previous nonacceptance of their bids, provided such other bidder is willing, at that time, to execute the contract; the purpose thereof being to avoid the necessity of calling for new bids in the event of cancellation.

14. It is stipulated that the removal of all baggage for New York City and vicinity, delivered at Ellis Island by the various steamship companies, shall be accomplished WITH LEAST POSSIBLE DELAY and that all modern equipment now available or improvements thereof which may be adopted during the life of the

contract entered into under this letting, shall be utilized, the object being to avoid congestion and to insure prompt delivery of baggage to owners.

Note: Under an arrangement now in effect, the contractor holding this privilege pays the baggage agent of the steamship companies a fixed sum per piece for the transfer of baggage from Ellis Island to the Barge Office Building.

15. It is further stipulated that in the event an arrangement is made by the holder of this privilege with the agent of the steamship companies so to transfer baggage from Ellis Island to the Barge Office and that such transfer service, for any reason, becomes unsatisfactory, the contractor under this letting shall provide such equipment and personnel as is necessary to effect transfer from Ellis Island and delivery with the celerity and despatch contemplated in these specifications and failure of any party to any such arrangement satisfactory to carry out said agreement, shall not relieve the principal from the obligation to maintain efficient service.

DATED ELLIS ISLAND, N.Y. APR 1 3 1926

RUDOLPH REIMER
District Commissioner,
IMM & NATZ'N SERVICE
N. Y. DISTRICT

Ellis Island Architectural and Maintenance Records, 1898-1955.

APPENDIX E

REPORT ON SECURITY ARRANGEMENTS AND RECOMMENDATIONS FOR THEIR EFFICIENT OPERATION ON ELLIS ISLAND, OCTOBER 3, 1946

1. That the space presently utilized for offices within the detention station be vacated for detention and infirmary use and that the offices be transferred to available space nearer the ferry and outside the detention station proper.

2. That the ten-foot cyclone fencing presently available be so installed as to provide a secure peripheral barrier around the detention station leaving ample outside recreation space within the fence, the fence to be lighted during hours of darkness and watched by security officers stationed in towers.

3. That the area not susceptible of being properly guarded by means of the fence be guarded by placing strong screens or bars on the windows of the building, providing floodlights for that side of the building during hours of darkness and the utilization, as necessary, of signaling devices which would make it impossible for any person to depart from the building without a signal being flashed to the control center.

4. That immediately the offices are moved from within the detention station, a suitable infirmary and isolation ward be established in the space thus vacated or in other suitable space, the infirmary to be supervised by five trained nurses who would be employed only in the event that sufficient saving could be made, due to greater facility in guarding the institution through physical changes, by a corresponding reduction in the surveilliance force.

5. That the District Director at New York be immediately instructed to accomplish the following:

(1) Secure contracts in appropriate maximum security institutions for the detention of male adult troublemakers, criminals, perverts of all classes and those whose presence on Ellis Island constitutes a threat to the peace and/or security of the institution or which is unduly burdensome because of the necessity for segregation; male juveniles who are known to be leaders in deviltry, guilty of immoral acts or who are incorrigibles; female adults who are of the immoral or criminal classes, whether or not formal hearings so disclose - the record of the individual alien to clearly show the evidence on which decision is based that the person is not a suitable detainee for Ellis Island. In this connection, I feel that the habitual use of profanity, vulgarism, vulgar or immoral conduct through words or sets, habitual failure to comply with rules of behavior should be considered sufficient grounds for transferring an adult female detainee to a suitable institution where, through her conduct and conversation, respectable women and children will not be annoyed by her.

(2) It is felt that the District Director should immediately issue instructions precluding security officers from taking with them, particularly during nighttime, the keys to the dormitories where aliens are held, in order to minimize the danger of such security officers being attacked by detained persons, and that openings be provided in the doors leading into dormitories and day rooms within the building in order that the conduct of detainees may be observed by security officers without entering the room and in order that riotious situations can be handled from without, without endangering security personnel.

(3) That suitable rules for the guidance of detained persons at Ellis Island be prepared and each detained person apprised thereof and that such rules specifically admonish detained persons that failure to comply therewith may result in their transfer to a maximum security institution, while the destruction of Government property may result in their being required to pay for same and/or their criminal prosecution.

(4) That suitable instructions be issued and an appropriate form be devised by means of which detained persons may communicate their problems to the Supervisor, Liaison Unit, for appropriate action and providing that each such request, together with the action taken thereon, shall be reflected in the alien's record.

(5) That all security personnel at Ellis Island be instructed that, except in self-defense or in defense of a coworker or in the event such action is necessary to remove a detainee from one point to another, no physical force shall be employed. If and when necessarily employed, only that degree of force is justified which is reasonably necessary.

(6) That steps be immediately taken to suitably equip all security officers working at night with strong-beamed battery lights and that an adequate supply of batteries be kept on hand in order to overcome complaints in this connection made by individual security officers.

(7) That a suitable safe be provided in which to keep valuables and funds of detained persons brought into the facility during hours when the vault in the fiscal office is not available.

(8) That a fully secure and safeguarded space be selected in close proximity to the control center which shall be outside the actual detention station where an arsenal can be maintained with a sufficient number of short-ranged riot guns, gas equipment and other similar equipment which may prove advantageous in the event of riots or other emergencies.

(9) That a careful plan be worked out in conjunction with all Government officers and employees on Ellis Island, the Police Harbor Patrol, the Coast Guard and any other agencies which may be able to assist as to action to be taken in the event of a major riot on Ellis Island. In this connection, in order to supplement the reserve of personnel on the Island during hours of darkness, single security officers of this Service should be offered dormitory space on Ellis Island at reasonable rates.

(10) It is apparent from information furnished by individual security officers that individual detainees have committed serious breaches of discipline without adequate punishment and that no reports of such incidents have reached this office. I refer to information to the effect that dishes are broken in the dining room, food thrown against the wall and many other such acts. I feel that the District Director at New York should be instructed to keep the Central Officer informed of such difficulties which, had they been brought to our attention earlier, would have given this office a much clearer idea at a much earlier date of the seriousness of the situation growing up at that detention facility. The fact that such matters are not reported is somewhat indicative that the cause for the outburst of the detainee rests with the personnel of this Service.

(11) All responsible supervisory officers on Ellis Island with whom the general laxness of the place was discussed without exception referred to the low caliber of security officer available and the extreme difficulty being experienced in ridding the Service of those who have apparently no intention of properly performing their duties in an alert, intelligent manner. Several cases were mentioned wherein disciplinary action was not taken or was greatly delayed.

In this connection, I feel that the best way to effect proper discipline in any organization is to have the matter handled directly by the officers in the field and in the Central Officer who are primarily responsible for getting the job done. In other words, I feel that the present policy of routing personnel investigations and recommendations for disciplinary action directly to the Office of Personnel is wrong. I feel that when a security officer fails or refuses to properly perform his duties, thus often creating a threat to the safety of brother officers and to the successful accomplishment of the mission of the institution - security, the officer in charge or some other competent person should immediately

by means of sworn question and answer statements develop all of the facts and submit his report and recommendations directly to the District Office with a complete set marked directly to the Assistant Commissioner for Alien Control in this office and that upon receipt of the record and if it appeared to justify such action, the head of this division would then be in position to recommend either the suspension of the individual pending the outcome of charges or his assignment to duties wherein his known delinquencies would not have far-reaching results.

I understand, in this connection, that a security officer is still on duty at Ellis Island who, while presumably guarding the door to a security ward, which has barred windows, in the Marine Hospital, left the entry door to the ward open and went to sleep on the bench near the door, permitting an alien to escape. I had no knowledge of this whatsoever. Many months have elapsed since it occurred. I have not secured the officer's file but understand that he was finally placed under charges. If a few of such security officers are promptly dismissed from the Service, we can rest assured that the importance of this work will be brought forcibly to the attention of those retained and can reasonably anticipate higher standards of discipline.

GENERAL OBSERVATIONS: Mr. Walls and I are in accord that much can be accomplished at Ellis Island to make for greater smoothness of operation and greater efficiency with the facilities presently available. I cannot escape the definite impression that Mr. Forman's force is not being utilized to the fullest advantage. This statement embraces not only the security force but the liaison force as well. As a matter of fact, it was clearly demonstrated during my recent visits to Ellis Island that many of the most important functions of the Liaison Unit are being performed by officers assigned to the Security Unit. In other words, the situation has reverted back to much the same as it was when a major reorganization was had following a study by Mr. Jensen and the Liaison Unit was set up.

Just where the fault lies, I am not prepared to say, but certain it is that the duties and responsibilities of each individual officer have nor been clearly defined to him and each has not been permitted to carry on those functions. That Mr. Forman has failed to delegate sufficient authority to act to his responsible supervisors and is endeavoring to handle many minor details himself to an extent that the major problems of the institution escape the benefit of his personal judgment, is strongly suspected. On the other hand, there is some evidence to the effect that instructions have been issued in the District Office in connection with a specific matter which, followed religiously in all cases, leads to

the ridiculous. For example, Mr. Forman states that he has definite instructions to keep a guard on duty at the Stapleton General Hospital at all times - whether or not there are any aliens in said hospital to guard or whether or not there are aliens there who have undergone major operations and could not escape were they of a mind to do so.

Another point which indicates a lack of proper appraisal of the personnel available to him was disclosed by Mr. Forman when he stated that former Patrol Inspector Nolan, one of the supervisors of the Surveillance Unit who has done considerable work in connection with a training program for security officers and in adopting procedures calculated to eliminate errors and increase efficiency, was too immature for the job of Chief surveillance Officer which is presently vacant, while recommending the appointment of Mr. Smith, Supervisor of the Commissary Unit, whose past training and history in the Service is in no way comparable with the record in this Service and in the military service of Mr. Nolan. Personally, I feel that if Mr. Nolan, a well-educated, intelligent, enthusiastic young man, were appointed Chief Surveillance Officer at Ellis Island and given a free hand and definite personnel with a proper physical setup, our escape problems would be greatly minimized immediately.

To illustrate only some of the laxities noted, Mr. Smith, Superivisor of the Commissary Unit, acting in the capacity of Chief Surveilliance Offiver, has been handling billeting throughout the Ellis Island Detention Station, which work is definitely assigned to the Liaison Unit temporarily headed by Inspector Clark. Through his action, Mr. Smith has deprived certain detained persons of privileges which it was intended they should be granted following careful planning and studies on the part of Miss Hersey and others. The changes in such matters were made without Mr. Forman's knowledge or consent by an acting supervisory officer whose job in nowise involves the handling of the billeting of aliens.

In the matter of no suitable safe being available in which to safeguard funds of aliens arriving at the detention station during hours when the vault in the fiscal office is not available, it was noted that a small safe was located in the office of the Chief Surveillance Officer. I was informed that it could not be used for aliens' funds because employees' funds were held therein and, furthermore, because the only two officers with the combination were not available during office hours and therefore could not open the safe for the purpose of having the money delivered to the fiscal officer the following morning.

Recently the German Spokesman at Ellis Island requested this office to relax visiting regulations and permit internees to sit with their wives and children during the course of such visits rather than to require the visitors to sit on one side of a wide table with the detained person on the opposite side and an upright board in the center of the table precluding them from making physical contact or passing articles one to the other. We asked for the New York District's views concerning this request and were informed that it was deemed advisable to continue the present practice. However, while observing visiting at Ellis Island on the 26th ultimo, I noticed that female visitors and detained persons were both sitting on top the visiting table and making physical contact across the dividing board in the center of the table. This, I might say, was being done in the presence of a security officer. I asked Mr. Forman why the security officer was there; why the tables were used at all and, finally, why, if the regulations were to be totally ignored, the request of the Spokesman should not be granted. He suggested that perhaps it should be.

I entered the baggage room on Ellis Island, where the baggage of detained persons is stored, upon several occasions during the course of my recent visits and, even though no attendant was present, the door to the baggage room was ajar which would have permitted the theft of aliens' baggage by any person who chanced to walk into the room. This matter was brought to Mr. Forman's attention as were all other such matters which were noted.

It is quite apparent that in connection with a resetting of the fence to provide perimeter security at Ellis Island, a different arrangement will have to be made for the control of traffic on and off the ferry and to prevent theft of food from the commissary at Ellis Island. This can be worked out when definite plans are made to go ahead with the recommendations contained herein.

German internees work in the employee's mess daily in an area outside the security zone where they can easily contact all classes of people having access to Ellis Island. Nevertheless each is counted in and out of his dormitory, must visit his wife and children across safety tables and is in other ways treated as a close security prisoner. There are so many inconsistencies with regard to the handling of the situation at Ellis Island that they are too numerous to mention.

I might mention one more which to Mr. Walls and me appears to be very important; i.e., that in no security institution of which we have knowledge does the officer who conducts a "count" not know the number of persons who are supposed to be in any given cell block, section or dormitory at a given time. Each officer delivers an actual count to his supervisor who alone is

in position to determine whether or not the number is correct. At Ellis Island an officer making the count need not do so to be assured of the correct result because he knows definitely how many aliens are supposed to be in each dormitory. During the course of my rather prolonged visit to Ellis Island in 1942 in connection with certain alterations which you desired made at that time, I covered this matter, as well as the matter of guards carrying keys in dormitories, with Mr. Forman. The practices of their carrying keys, I am now informed, was discontinued for a while but again resumed. This indicates the necessity for very specific written instructions governing the operations of that detention facility which should not be changed except in emergencies or upon specific Central Office approval.

There apparently have been complaints with reference to the food served detained persons, all of which have not been reported to the Central Office. Individual security officers allege that near riots in the mess hall have occurred in the recent past due to alleged dissatisfaction with the food. Although former Chief Steward Cronacher, who set up the Government-operated mess at Ellis Island, no doubt explained fully the procedure followed by the Bureau of Prisons in affording each individual detainee the privilage of asking for a light, medium or heavy serving of food of each category, this practice is not followed at Ellis Island although calculated to save wastage while satisfying the needs of light as well as heavy eaters. Ignoring of this important privilege may have been a contributing factor in such outbursts as were adverted to hereinbefore involving the braking of dishes and throwing of food against the wall. I shall endeavor to get to the bottom of this if I have an opportunity to return to Ellis Island in connection with the changes herein recommended. I mentioned the matter of light, medium and heavy servings to Mr. Forman who stated that he would look into the matter immediately.

In connection with the serving of food, I feel that sufficient cognisance is not being taken of the fact that many of our short-term detainees held at Ellis Island are husky young men with rugged appetites and that the portions desired by those detained for long periods are insufficient to adequately satisfy such persons. The simple expedient of following the instructions mentioned had been demonstrated in connection with mass feeding to result in a saving rather than higher cost for the simple reason that light eaters get what they want and clean it up and therefore the amount that they would have wasted had they been given a normal, medium portion can be given to the heavy eater without additional cost. Such action should be painstakingly followed.

As implied hereinbefore, one of my main complaints against Ellis Island and its management is that they apparently are either unable or unwilling to carry through established procedures but change them as time goes on at times without the knowledge of the officer in charge.

Collaer to Kelly, October 3, 1946, Immigration and Naturalization Service Records, 56174/877.

APPENDIX F

HANDBOOK FOR ELLIS ISLAND, NEW YORK HARBOR, NEW YORK, MARCH 1952

1. Safekeeping of Your Monies and Valuables

Upon arrival at Ellis Island you will be asked to deposit with the fiscal officer all money in excess of $10, for which a receipt will be furnished. It is also advisable and recommended that you deposit your jewelry and other valuables. Upon your departure your monies and valuables will be returned to you.

2. Your Baggage

You will be allowed to have such baggage as you will need for your personal use during your stay here. The remainder will be sent to the baggage room and a receipt will be furnished. However, you may have daily access to your baggage if you wish.

3. Medical Examination, Care and Treatment

Upon arrival, or as soon thereafter as possible, you will be medically examined by a United States Public Health officer, unless you have just arrived from abroad and were examined aboard ship. You will not be required to mingle with anyone who has not been medically examined and found to be free from disease.

A United States Public Health Service Infirmary is located on Ellis Island and medical care is available day and night.

Illness, accidents or injuries should be reported immediately to a Security Officer.

4. Your Living Quarters

Insofar as it is possible to do so each family is billetted as a unit in separate rooms in the family quarters.

Well lighted dormitory quarters are available for unaccompanied men, as well as for unaccompanied women. Single beds and clean linen, adequate showers, baths and laundry facilities are provided throughout the station.

5. Responsibility for the Maintenance and Care of Quarters

Although you will not be required to clean your quarters, you will be expected to keep them neat and your personal belongings in order.

For sanitary reasons you may not bring food to your quarters without permission from a Security Officer.

The willful destruction of Government property is a crime, under the laws of the United States.

Lights must be out by 10 p. m. Be as quiet as possible so as not to disturb others.

6. Your Meals

The dining room is located on the first floor, east wing. Meal hours are as follows:

First call

Breakfast	7:30 to 8:00 a. m.
Dinner	11:15 to 12:15 p. m.
Supper	4:30 to 5:15 p. m.

Second call

Breakfast	8:15 to 9:00 a. m.
Dinner	12:30 to 1:30 p. m.
Supper	5:30 to 6:00 p. m.

A special menu is provided for children up to 14 years of age. Extra milk and crackers are served to children from 1 to 6 years at 11 o'clock in the morning, 4 o'clock in the afternoon and at bedtime. A kitchen is available in the family quarters for the preparation of formulas and foods for children. Special diets are provided for sick persons upon doctor's certificate.

7. Visiting and Mailing Privileges; Telephone and Telegraph Services; Gift Packages; Forbidden Articles

You may receive visits any weekday from friends and relatives by requesting a pass from the supervisor of the Security Unit. No limitation is placed upon mailing privileges, telegraph or telephone service.

Packages must be examined by a Security officer before delivery. Liquor is forbidden.

Gifts of food are limited due to the fact that meals are adequate and meet the required standard dietary allowances established by United States food and nutrition authorities.

8. Transportation

A ticket office is located on the first floor of the station where rail transportation can be purchased to any part of the United States, Canada and Mexico.

9. Religious Services

Religious services are held on Sundays in the chapel as follows:

Catholic ..... 8:00 a. m.
Protestant ..... 10:00 a. m.
Christian Science ..... 2:00 p. m.

Services are also held for those of the Jewish faith as arranged by the HIAS.

10. Recreational and Educational Facilities

A spacious well-lighted passengers' lounge is located on the second floor of the west wing, which includes a canteen, piano, television; ping pong, billiard and card tables. A large recreation hall or day quarters for all others is located on the first floor in the east wing. All persons are free to take advantage of the three-acre outdoor recreation area from 8 a. m. to sundown.

The library, which is located near the chapel and maintained by the Salvation Army, contains 20,000 volumes in many languages, as well as current magazines and newspapers. Open from 9 a. m. to 7:30 p. m.

Moving pictures are shown twice weekly.

A school for children is maintained by welfare workers under the supervision of the Immigration and Naturalization Service.

11. Personal Problems

Security officers and matrons are on duty 24 hours a day. Notify them if you have any personal problems, if you wish to see your consul, or attorney, the chief detention officer, or if you have not received your regular meals, etc. Catholic, Protestant and Jewish welfare workers located on the first floor of the station supplement the work of the Immigration and Naturalization Service and you may request their assistance, if you wish to do so.

12. Ferryboat Timetable

Schedule for the ferryboat, which connects New York with Ellis Island, is as follows:

Leaves New York for Ellis Island, *quarter to the hour.*
Leaves Ellis Island for New York, *quarter past the hour.*

Admission to the ferry is by pass only.

Department of Justice, Immigration and Naturalization Service, Handbook for Ellis Island, New York Harbor, New York, pp. 1-10, Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

APPENDIX G

NOTICE TO DETAINEES, NOVEMBER 12, 1952

You have been ordered temporarily detained at Ellis Island and you will be required to remain here until Immigration Proceedings in your case have been concluded, or until your release under bond or otherwise has been authorized. During your detention here, you will be expected to abide by the following outstanding instructions, as well as by certain special regulations which may be found necessary from time to time. Any violation of these, or any disobedience of a Security Officer, may be basis for disciplinary action.

All persons detained at Ellis Island are required to deposit all their money in excess of $10 (ten dollars) before they enter the detention area. It is also advisable, to avoid loss, to deposit your jewelry and other valuables. A receipt will be furnished for all monies and valuables deposited, and withdrawals of cash on deposit will be permitted as needed by you.

Your personal problems or complaints are not to be discussed with Security Officers. Any problems or complaints should be directed to the Supervisor, Detention Section, in writing and may be given to the Security Officer for delivery.

You are permitted two hourly visits a week, one such visit on Tuesday mornings and the other on Saturday afternoons. In order to have issued to your prospective visitor the necessary pass to Ellis Island, it is necessary that the Pass Officer be supplied with the names and addresses of your immediate family, particularly the name and address of your wife and children and their ages. The Security Officer on duty will supply you with applications for visits, and you may return the application to him.

Telephone calls are permitted upon application. Applications are available through the Security Officer on duty. Telephone calls will be made through designated pay stations under supervision.

Baggage, except those personal articles you will actually need during your stay here, must be stored in the Baggage Room. A receipt will be furnished for baggage stored.

Library privileges will be permitted once a day.

Infirmary will be available at sick call each morning at 10:30 A.M.

Meals - All detainees will answer breakfast, mid-day, and evening meal calls and will proceed to the Dining Room in a group. No detainee will be allowed to remain in the quarters during mealtime, as cleaning operations will be carried on at such times. No one will be permitted to leave the quarters at mealtime until all are ready to so leave.

Recreation - A sun deck is provided for your use if you desire fresh air and outdoor exercise. Access to this sun deck will be allowed from 9 A.M. to 12 Noon and from 2 P.M. to 4 P.M. each day.

No canned goods, bottled drinks nor perishable foodstuffs may be retained by you. You will be allowed to have a moderate amount of fresh fruit or cookies or similar items for immediate consummation.

Commissary wagon will be brought to your quarters each day from which you may purchase cigarettes, soft drinks, cookies, fruits and small personal needs as you desire.

Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

APPENDIX H

CHILDREN'S MENU, ELLIS ISLAND, SUNDAY, AUGUST 2, 1953, NEW YORK HARBOUR

Breakfast.

Blended Juice
Steamed Wheat Cereal
- with Milk
Soft Boiled Egg(1)
Dry Toast
Assorted Bread
Oleo
Fresh Milk

Dinner.

Yellow Split Pea Soup
Pot Roast
Green Peas
Mashed Potatoes
Assorted Bread
Ice Cream
Fresh Milk

Supper.

Lnetil Soup
Cheese & Tomato Omelet
Spanish Sauce
Macaroni Salad
Assorted Bread
Apple Squares
Fresh Milk

Ellis Island Architectural and Maintenance Records, 1898-1955

APPENDIX I

DETAINEES MENU, JULY 3rd, 1954

BREAKFAST

FRESH APPLE
RICE KRISPIES
W/MILK
DRY TOAST
ASSORTED BREAD
OLEO
COFFEE

DINNER

GREEN SPLIT PEA SOUP
PAN FRIED BEEF LIVER
ONION GRAVAY
STEWED TOMATOES
PARSLEY POTATOES
ASSORTED BREAD
BUTTERSCOTCH PUDDING
COFFEE

SUPPER

GUMBO SOUP
CHILI CORN CARNE
W/KIDNEY BEANS
MIXED SALAD
HOME FRIED POTATOES
ASSORTED BREAD
MARBLE CAKE
COCOA

MILK SERVED WITH EVRRY MEAL FOR CHILDREN

Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

APPENDIX J

UTILIZATION OF BUILDING SPACE ON ELLIS ISLAND: JUNE 3, 1954

1st FLOOR MAIN BUILDING
(Area used by the Detention Section)

	Sq.Ft.
Offices	640
Central Control Post	760
Baggage Room	1,230
Warrant Dormitory	21,390
Warrant Indoor Recreation Area	7,970
East Wing including Infirmary, Medical Hold Room and area where Subversives are Confined	6,370
Warrant Visiting Room	4,500
Special Visiting Room for Families Visiting Warrant Cases	430
	43,290

Other Activities

Room used by Social Service	1,430
Head Laborer's Office	180
Finance Office	450
Telephone Exchange	310
Social Service Storeroom	920
Post Office	250
Locker Room presently used by Laborers	1,350
	4,890

2nd FLOOR MAIN BUILDING
(Area used by the Detention Section)

Room where Clothes issued to Detainees are Stored	740
Female Detention Officers' Locker Room and Washrooms	1,140
Passenger Visiting Room	1,300
Passenger Indoor Recreation Hall	14,670
	17,850

Other Activities

Fifteen Offices for Deportation and Parole Section, including File Room and Offices of Branch Chief	10,560
Release Office (3 offices)	1,370
Bond Office	490
Warrant Processing Unit (8 offices)	3,330
Attorney's Room	530
Three vacant offices	1,500
	17,780

3rd FLOOR MAIN BUILDING
(Area used by the Detention Section)

Twenty-five rooms including Kitchen, Toilets and Shower Room, East Balcony Wing.	8,405
Twelve Balcony Rooms used for Unattached Females or Family Groups including Toilets and Shower Room.	5,250
One Dormitory for Unattached Males	1,330
Two Dormitories and Several Rooms, which are not presently used, including Shower Room and Toilets	6,200
	21,185

B & D BUILDING - 1st FLOOR
(Area used by the Detention Section)

Commissary Storeroom	5,885
Scullery	672
Main Dining Room	4,320
Detainee Kitchen	1,320
Bake Shop.	315
Kosher Kitchen	260
Icebox and Kitchen Storeroom	1,530
Kosher Dining Room	900
Steward's Office	75
Toilets and Showers.	1,190
Auxiliary Dining Room (not in use)	6,100
Offices, Commissary Supervisor	700
	23,267

Other Activities

Area formerly occupied by Alien Property Custodian used by Maintenance Section for Storage	13,485

2nd FLOOR B & D BUILDING
(Area used by the Detention Section)

Rooms 204 and 206, and West Porch, Indoor Recreation Area and Dormitories for Aliens awaiting hearings.	10,310
Center Porch and 10 Cabin Rooms where Criminals are confined, including Toilets.	6,980
Room 222, East Porch including Toilets and Shower Rooms, which are not being used	11,140
Room 203, not presently being used	4,240
	32,670

3rd FLOOR B & D BUILDING
(Area used by the Detention Section)

Dormitories A, B, C and D, including Toilets and Shower Rooms. None of this area presently in use	20,515

Other Activity

Sterilizing Room and Old Kindergarten, not presently in use	2,945

1st FLOOR - K & L BUILDING
(None used by Detention Section)

Other Activities

Employees' Cafeteria	3,720
Office of Chief of Maintenance	1,660
Laundry	2,020
Interpreters' Office	1,178
Railroad Office	260
	8,838

2nd FLOOR - K & L BUILDING
(Area used by the Detention Section)

School	3,345
Chapel and Auditorium	4,593
Library	1,867
	9,805

FERRY BUILDING
(None used by Detention Section)

CANTEEN - Operated by the Organization for the Blind	1,600
Employees' Toilets and Rest Rooms	575
Three Offices - presently not being use	778
Office for Ferry Boat Engineer	100
	3,053

Immigrant Building

Twenty offices occupied by Special Inquiry Section, including Toilets	9,325

POWER HOUSE

Boiler and Dynamo Rooms	11,070
2nd Floor	
Electrical Shop and Storerooms	4,910
	15,980

1st Floor - B & C Building

Old Bake Shop presently not being used, and Janitors' Supply Room	4,580

2nd Floor

Paint Shop and Carpenter Shop	3,635

	Sq.Ft.	Sq.Ft.
Total space available for detentions		169,582
Total space available for other purposes listed above	84,501	
Space in detention area not presently used includes Room 222, East Porch, Room 203, Dormitories A,B,C and D and Auxiliary Dining Room in B & D building; also Dormitories 18, 19 and five rooms on west balcony 3rd Floor Main Building. This space represents	47,865	
Total space presently in use for detentions	121,717	

Following was the population at Ellis Island on June 1, 1954 and the area in which they were detained:

	Aliens
Passengers, also females and families detained under warrant proceedings quartered on 2nd and 3rd floors of the Main Building (eleven rooms in the Family Quarters and one room on the Balcony were vacant)	83
Warrant cases quartered on 1st Floor, Main Building, including subsersives and those confined in the Infirmary and for medical observation	198
Warrant cases confined in Room 204, 206 and West Porch, B & D building, awaiting completion of hearings	40
Criminal Warrant cases confined in Center Porch and old cabin area B & D building.	57
Total detained. . .	378

Forman to Shaughnessy, June 3, 1954, Immigration and Naturalization Service Records, 56363/981, Part I.

CHAPTER VIII

THE IMMIGRANT EXPERIENCE AT ELLIS ISLAND: REMINISCENCES, REACTIONS, AND DESCRIPTIONS OF CONDITIONS: 1892-1924

A. Introduction

What was it like to pass through Ellis Island as an alien during the island's busiest period from 1892 to 1924 when it served as the nation's principal immigrant station? The purpose of the first section of this chapter is to answer this question by presenting a variety of personal reminiscences and reactions to Ellis Island by persons who passed through its doors or who observed first-hand the process of immigrant inspection. By examining the impressions, experiences, emotions, and thoughts of these persons as they were inspected and processed on the island, a sense of the hopes, expectations, fears, frustrations, and anxieties of immigrants passing through the island on their way to new homes may be better understood.

The second section of this chapter provides data on available primary source materials relating to the Ellis Island experiences of persons who passed through the station as well as those who worked there. The section is divided under the following topics: oral history, photographs, films, and published memoirs by Ellis Island employees.

Although the subject of steerage conditions on the liners bringing immigrants to America lies outside the purview of this study, brief mention of sources to check for more detailed study of this topic will be made. One such source is a lengthy article in the New York Times, November 30, 1913, in which Ernest C. Cotterill, secretary of the Manufacturers and Traders Association in Philadelphia, described his experiences during six ocean voyages to study steerage reform. One should also consult Reports of the Immigration Commission, 1911, vol. 37, for an indepth investigation of steerage conditions. A copy of the "Abstract of the Report on Steerage Conditions" that appears in volume 2 of the commission study may be seen in Appendix A. A list of the "Popular Passenger Steamers: 1900-1914" may be seen in Appendix B.

B. Personal Reminiscences and Reactions

1. Ernest Hamlin Abbott: 1902

In October 1902 Ernest Hamlin Abbott published an article in the Outlook, describing his impressions after taking a ferryboat to

Ellis Island to see how immigrants were processed at the station. His observations included:

> At a distance, apparently rising from the surface of the water in the middle of the harbor, were some grayish-looking buildings. As they came nearer into view they grew reddish. It was plain that they were of brick, with gray stone trimmings. They were very ugly. The treeless strip of land upon which, as it could now be seen, they rested was Ellis Island, the New York station of the United States Immigration Service under the Treasury Department. Towering high above these buildings, but on another island, separated by a narrow channel, stood the gigantic bronze Statue of Liberty. The greenish-white verdigris that streaked the huge goddess bore witness to her indifference to weather as she symbolizes the freedom which the thousands who pass her shrine are seeking. When the ferryboat had at last entered the slip and was made fast, the passengers streamed out, many to greet relatives or acquaintances among the newly arrived.
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> On one side of a long passageway, divided in two by a high partition of iron latticework, some of these passengers from the ferryboat joined a group of respectable-looking men and women who were waiting to see their immigrant friends. On the other side a few made their way into the building. The first impression which every visitor to Ellis Island must receive is of the surprising cleanliness and good ventilation. The height of the ceilings and the number of large windows account for the good ventilation; and the statement, made on the authority of the Deputy Commissioner, that the floors--apparently of concrete--are washed from two to five times a day accounts for the cleanliness. If the first building which the immigrant encounters after landing is not beautiful, it is at least clean. At the end of the passageway is a sort of transept in which is what seemed to be a labyrinth of iron latticework and railings. At one end, near some benches, and seated at work at a desk, was a representative of the Society for the Protection of Italian Immigrants. From his first word of greeting to the end, as he acted as guide and interpreter in conversations with the immigrants, he gave evidence of an unaffected personal care for the individual difficulties and needs with which he had to deal--that human feeling which the King James Version calls "charity." Indeed, it was amazing to see how, in spite of the routine that is necessary in managing hundreds and sometimes thousands every day, each official seemed actuated by the human more than the professional motive. The visitor to Ellis Island would have to be of very callous heart not to be conscious of the real tenderness with which helplessness is there treated. . . .
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> At the end of the passageway was the room of the rejected. It was not easy to face a room full of men whose

hope for all their future had been dashed. In the front of the group, crowding near the door, were three figures, as it happened fairly representative. To the right was a man evidently blind, though he was trying to create the impression that he could see; to the left was a tall, gaunt, grisled man, "senile at forty-three;" between the two, a pert young fellow, a stowaway, with a smirk and a twinkle, looked up now to the right and now to the left with amusement at their despairing expostulations. Yet every case was not hopeless. If it should transpire, for instance, that the middle-aged man, rejected on account of senility, should have some friend, or, rather, near relative, who could be made responsible for his support and prevent him from becoming a public charge, he would probably be allowed to enter. As for the stowaway--to anticipate--he received employment on the island, and finally was persuaded by a chum, who had been a stowaway with him but had the advantage of being an American citizen, to try his fortune elsewhere.

If was half-past eleven, the time for dinner. The doors on the corridors were opened. Out streamed the men, the women, and the children. For the most part they passed in silence. . . .

All made their way to the dining-room. There they lost no time in disposing of the big bowls of soup, the generous plates of fish and potatoes, and the cups of steaming coffee. Some, especially the women, made decent, even dainty, use of spoon and fork; others, especially the men, recklessly poured down soup and coffee, and crowded fish and bread into their gaping mouths. The only sound was that of clinking dishes and of eating. This was no time for social conversation. A red-headed waiter looked on with a smile that was benignant and almost paternal. His interest, like every one else's, was decidedly less professional than human. Even when he made a man pick up the potato-skins he had dropped on the floor in slovenly haste, he was not the martinet, but rather the proud father who really could not indulge his child too far. . . .

It was about noon when the announcement was made that a boatload of Italian immigrants that had been transferred from a steamer just come to port was landing at the island. Along the wharf they came trudging, the men staggering along with heavy bags and bundles in their hands, the women either carrying children in their arms or walking along upright and steady under the weight of bundles on their heads. The great hall on the second floor, all marked off into passageways by railings, was ready for their arrival. The doctors, detailed by the army for this work, were standing in position with their hands already dipped into antiseptic. Up the stairs came the immigrants in single file--turned to the right past one doctor, then, passing another doctor, turned to the right again. The trained eye of the physician in most cases was satisfied with a glance. Now and then, however, he would examine the eye of

a man or woman, turning the lid back with his skillful fingers. One old man, as he came along, he turned by a motion into a cage at his right. The man looked hungrily, but in vain, for some sign of relenting from the officer. The others were sorted out--those whose names appeared together on the same manifest being kept together. Each group was sent past an inspector who verified the statements made on the manifests filled out by the steamship company. There was no time for leisure. The inspector rattled off his questions sharply in Italian; the immigrants, crowding closely and leaning foward, anxiety depicted in every face, answered breathlessly. . . .

And so the lines passed, the inspectors outwardly gruff, but every now and then smiling at some little incident that amused them or excited their sympathy. Of the immigrants who had passed the lines, some were buying their railway tickets at a window, others changing money at another. Some were going down the staircase to the right to the room where the railway companies had their agents, passing on their way the lunch counter, where for very small sums they might buy good food for their long journeys. The immigrant aid society here has an opportunity for assisting them in their purchases. Down the staircase to the left were going others who likewise were not detained, but instead of continuing their journey by rail were to remain in New York. It is only among this class of immigrants, independent and self-reliant, that the victims of the padrones and the runners are to be found. Those who were going down the middle staircase, to be either tempoarily detained or finally excluded, had the best protection. To the alien who comes to America the surest defense is defenselessness; his greatest protection is his weakness. He will be released only when the Government has evidence that he will be cared for. . . .

Downstairs the agent of the Italian immigrant society was hastening back and forth through the corridors, seeing that the immigrants were delivered safely into the hands of their friends. His work involved an elaborate system of record in books and on cards. After much calling of names and asking of questions, a woman was allowed to receive her sister-in-law, with considerable kissing; a stalwart, middle-aged man was happily put in charge of his pretty-faced granddaughter; a rough-looking laborer was permitted to meet his sister. At last the cards of this group of visitors were all accounted for.[1]

2. Broughton Brandenburg: 1903

In 1903 Broughton Brandenburg and his wife determined to make a personal study of American immigration policy and procedures and

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1. Ernest Hamlin Abbott, "America's Welcome to the Immigrant," Outlook, LXXII (October 4, 1902), 257-64.

their impact on the immigrants themselves, the material gathered to be used for magazine articles. Accordingly, they established residence in the Italian quarter of New York City and then traveled to Italy to live for a time before returning via steerage to America and passing through Ellis Island disguised as immigrants. In his book Imported Americans Brandenburg described in detail what he and his wife witnessed during the embarkation process in Italy and the voyage to America--a voyage marked by considerable brutality on board a German ship.

Upon nearing Ellis Island, Brandenburg described the scene on board the vessel. He observed:

> Sunday fell on the 11th, and it was a pleasant day till afternoon, when it began to get rough. The ship's band was sent forward to play on the hurricane deck, in order to cheer up the emigrants, many of whom were beginning to look very badly, and to endeavor to brace them up till port could be reached; for it is a great saving to the company to take as many passengers as possible to Ellis Island in a good state of health.
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> On this day occurred another medical inspection; and to make all of the health tickets appear to have been properly punched as each passenger was inspected day by day, a steward whom I had heard called Beppo went about and carefully punched any vacant spaces. As neither my wife nor myself had gone by for the last three of the four health inspections, having missed the call by being busy eating in the petty officer's cubby, Beppo punched out the full twelve days of the voyage at one punching. When those tickets were presented at Ellis Island there was nothing to show that their bearers had not been properly inspected each day. . . .
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> The night before, the joy among the emigrants that they were reaching the Promised Land was pitiful to see, mingled as it was with the terrible dread of being debarred.
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> There was little sleeping all night. About twelve o'clock the women woke up the sleeping children, opened their packs, and took out finery on top of finery, and began to array the little ones to meet their fathers. My wife pleaded with Camela to stay in her bunk and wait for daylight at least, but Camela could not understand why she should wait, and at three o'clock little Ina was brought up on deck arrayed in her very best, and as clean as her mother could make her with a small bottle of water and a skirt combination wash-rag and towel.
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> By six o'clock all the baggage in the compartments had been hauled out and up on deck, and the hundreds of

emigrants were gathered there, many trying to shave, others struggling for water in which to wash, and mothers who had been unable to dress their children to their satisfaction in the cramped quarters below were doing the job all over again, despite the chill air.

Happy, excited, enthusiastic as they were, there was still that dread among the people of the "Batteria," the name used to sum up all that pertains to Ellis Island. I saw more than one man with a little slip of notes in his hand carefully rehearsing his group in all that they were to say when the came up for examination, and by listening here and there I found that hundreds of useless lies were in preparation. Many, many persons whose entry into the country would be in no way hindered by even the strictest enforcement of the letter of the emigration laws, were trembling in their shoes, and preparing to evade or defeat the purpose of questions which they had heard would be put to them. . . .

As we approached Sandy Hook the alternate glee and depression of the groups were pathetic. . . .

The steerage stewards and the interpreter under the direction of a junior officer appeared and ordered all the steerage passengers to pass up from the forward main deck to the hurricane deck and aft, leaving their baggage just where it was. Wild commotion broke forth, for this was preparatory action at last. Slowly the chattering, excited hundreds were got aft and crowded into the space usually given to second-cabin passengers, and after a long wait there, while we approached Quarantine, and the port doctor's boat came out, and the Chamberlain carrying the Ellis Island boarding-officers and a newspaper man or two, there were cries forward along the hurricane deck which indicated that the crowd was being passed back to steerage quarters.

I knew we were about to pass before the port doctor's deputy and the boarding-officers, and got our party together and into the line passing forward along the promenade deck. As we approached the forward end we saw the dour German doctor standing with a gray-whiskered man in uniform, on whose cap front was the welcome gold-thread eagle design of the United States service. As we came nearly abreast of them I saw another official on the right-hand side, and turned my head slightly to see what was occurring on that side of the line. I caught a glimpse of steerage stewards beyond the officials, hurrying the emigrants down the companion-way, and the next instant received a heavy raking blow on the bridge of my nose and up my forehead. It partly stunned and dazed me, and I was merely conscious of stumbling on and of having the spectacles which I wore for reading or distance-viewing hanging on the hook over one ear. Before I could even see, I was at the head of the companion-way, and the stewards were hustling my wife down the steps. I gathered from what she was saying

that the German doctor had struck me, and, turning to look at him, saw he was looking after me with a sneer on his face. To go back would have been to spoil my investigations just at the last stage, and with a lamb-like meekness I went below, where my wife told how, having uncovered my head, as is the rule in passing the doctor, I had replaced my hat a second too soon as I turned to look to the right, and the German doctor had reached over her head and struck me with the back of his wrist, inflicting a heavy blow under the pretense of brushing my hat from my head.

When the inspection was finished, the great steamer got under way once more, and in the glorious sunlight of mid-forenoon we steamed up between South Brooklyn and Staten Island, with the shipping, the houses, and the general contour of the harbor very plainly to be seen. On every hand were exclamations among the immigrants over the oddity of wooden-built houses, over the beauty of the Staten Island shore places; and when the gigantic skyscrapers of lower Manhattan came into view, a strange serrated line against the sky, the people who had been to America before cried out in joyful tones and pointed. . . .

Then there was a rush to port to see the Statue of Liberty, and when all had seen it they stood with their eyes fixed for some minutes on the great beacon whose significance is so much to them, standing within the portals of the New World and proclaiming the liberty, justice, and equality they had never known, proclaiming a life in which they have an opportunity such as never could come to them elsewhere.

The majority of the immigrants aboard who had been over before had landed previously at the Battery, and few knew Ellis Island to be the immigrant station, so that comparatively little attention was paid to it. Another odd thing was the effect the sight of the magnificence of New York had on the people who were destined for Western and New England points. More than one expressed a desire to remain in New York. . . .

In what seemed a very short space of time we had steamed up the harbor, up North River, and were being warped into the North German Lloyd piers in Hoboken. There were only a few people down to meet friends of the third-class, but the usual crowd awaited the first-cabin passengers. Some of the Italians bore extra overcoats to give the shivering "greenhorns," as they call them,--an American word which is current throughout the south of Italy and in the Italian quarters of American cities.

What seemed to the eager immigrants an unreasonably long time of waiting passed while the customs officers were looking after the first-class passengers and they were leaving the ship. When the way was clear, word was passed forward to get the immigrants ready to debark. First, however, Boarding

Inspector Vance held a little tribunal at the rail forward on the hurricane deck, at which all persons who had citizens' papers were to present them. I watched him carefully as he proceeded with his task of picking out genuine citizens from the other sort and allowing them to leave the ship at the docks; and if all officials are as thorough and as careful as he, then is the law enforced to its limit, and the many evasions of it which seem to exist are things no official or set of officials can prevent operating on this side of the water. Here, again, I could not help seeing that deceit, evasion, and trickery were possible, inasmuch as the inspector can only take the papers on the face of them, together with the immigrant's own statement; and if the gangs who smuggle aliens in on borrowed, transferred, or forged citizens' papers have been careful enough in preparing and coaching their pupils, there is no way of apprehending the fraud at the port of arrival, nor would there be at the port of embarkation; but there would be no chance for any such practices if the examinations were made in the community of the immigrant's residence.

Those whose citizenship was doubted by the inspector, and who had their families with them, were compelled to go to Ellis Island with them, or allow the families to go through the process alone.

Brandenburg went on to describe his observations as the immigrants left the ship at the Battery. He noted:

At last we were summoned to pass aft and ashore. One torrent of humanity poured up each companionway to the hurricane deck and aft, while a third stream went through the main deck alley-way, all lugging the preposterous bundles. The children, seeing sufficient excitement on foot to incite them to cry, and being by this time very hungry, began to yell with vigor. A frenzy seemed to possess some of the people as groups became separated. If a gangway had been set to a rail-port forward, there would have been little of the hullabaloo, but for a time it was frightful.

The steerage stewards kept up their brutality to the last. One woman was trying to get up the companionway with a child in one arm, her deck chair brought from home hung on the other, which also supported a large bundle. She blocked the passage for a moment. One of the stewards stationed by it reached up, dragged her down, tore the chair off her arm, splitting her sleeve as he did so and scraping the skin off her wrist, and in his rage he broke the chair into a dozen pieces. The woman passed on sobbing, but cowed and without a threat.

As we passed down the gangway an official stood there with a mechanical checker numbering the passengers, and uniformed dock watchmen directed the human flood pouring off

the ship where to set down the baggage to await customs inspection.

The scene on the pier had something impressive in it, well worthy of a painter of great human scenes. The huge enclosed place, scantily lighted by a few apertures, and massive with great beams and girders, was piled high in some places with freight, and over all the space from far up near the land end, where a double rope was stretched to prevent immigrants from escaping without inspection, down to the pier head, where the big door was open to allow the immigrants to pass out and aboard the barges waiting to convey them down the river again to Ellis Island, was covered with immigrants, customs inspectors, special Treasury detectives, Ellis Island officials, stevedores, ship's people, dock watchmen, and venders of apples, cakes, etc.

The dock employees were all German, some of them speaking very little English, and none that I saw using Italian. While their plan of keeping the immigrants in line in order to facilitate the inspection of baggage was all very good and quite the proper thing, the brutal method in which they enforced it was nothing short of reprehensible. The natural family and neighborhood groups were separated, and a part of the baggage was dumped in one place and a part in another. When the dock men had herded the off-coming immigrants in a mass along the south side of the pier with an overflow meeting forward of the gangway on the north, it was the natural thing for the parties to begin to hunt for each other, and for leaders of groups to endeavor to assemble the baggage. . . .

In a few minutes we were having one more wrestling-match with the baggage. By this time the customs men had passed our heap, and when I did get an inspector and got it looked into, two trunks were held up for customs charges on account of all the provender packed in them, and the two musical instruments Antonio had bought in Naples were held. Unfortunately the marks of the prices asked by the Neapolitan dealer were still on them, and though Antonio had got them for just about one third, the customs appraiser later set a duty on them that totaled more than half the original cost. When we were through with the trunks, we found that the inspectors had passed over a part of the hand baggage. Two men standing by offered to mark it with chalk just as the inspectors mark it to show it has been inspected, and I was about to allow them to do it and then hand them over when my wife came up with the camera, and they turned and hurried away, going aboard the ship. I think they were either ship's people, or part of the crew from some other boat at the North German Lloyd piers.

While we were waiting to get an inspector, we had time to buy something to eat from the fruit and cake venders. . . . Few of the people aboard had eaten any breakfast, because it

was rumored among them they would land in time for breakfast, and they had been looking forward to a good meal on shore.

Finally at 2 o'clock in the afternoon the Brandenburgs and their fellow immigrants were allowed to board the barges at the pier of the Battery for transport to Ellis Island. According to Brandenburg:

> One barge with power and another without, if I remember correctly, were lashed together, or there may have been a tug on the outer side of the second craft. Antonio and Camela, with the larger portion of the party, were hustled into the second barge, while my wife and I squeezed into the second, little Ina with us. The great improvements in the way of heating, seating, and hospital accommodation for the sick which Commissioner William Williams and his assistant Allan Robinson were then making were not yet in evidence in the barge on which we rode. We had to squat on the floor or sit on our baggage, smashed and crushed till the point of utter dissolution seemed not far away, so we stood up.
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> Slowly we steamed down the river in mid-afternoon, and when we reached the ship at Ellis Island we merely tied up, for there were many barge-loads ahead of us, and we waited our turn to be unloaded and examined. . . .
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> Waiting, waiting, waiting, without food and without water; or, if there was water, we could not get to it on account of the crush of people. Children cried, mothers strove to hush them, the musically inclined sang or played, and then the sun went down while we waited and still waited. My wife and one of the boys had walked into the space roped off around the plank which had been put aboard. Just then some of the youngsters who had been trying to steal off the forward end of the barge, boylike, were chased back by the barge men, one of whom began rushing and pushing the people in the open space back into the crowd--a very needless procedure, as there was no reason why that room there was should not be utilized. . . .
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> Cooped up in the barge, we waited till the sun got down into the smoke of Bayonne and Elizabeth and was a great red ball only, so dull that the eye could contemplate it pleasantly. Then came the shadows of night, and we began to dread that our turn to be disembarked would come so late that we should either be taken back to the steamer or be kept on the island until morning. Myriads of lights were shining in the great buildings. Each time the old ferry-boat floundered across from the Battery it brought a crowd of friends of immigrants who had been summoned from New York and elsewhere to meet the newly arrived ones. All the races of Europe seemed to be represented in the crowds on the ferry-boat as it passed close to us when bound back to the Battery.

The babies had sobbed themselves to sleep, worn-out mothers sat with their heads dropped on the children they held to their breasts, and among the men mirth and song had died away, though now and then a voice would be heard inquiring if any one knew when or where we would get something to eat.

"All ready for the last Irenes," sang out a voice somewhere in the darkness up by the buildings, and there was a clatter of feet overhead and on the wharf. The doors of the barge were opened. The barge hands dragged out the plank. The ropes restraining the crowd were dropped, and the weary hundreds, shouldering their baggage yet once again, poured out of the barge on to the wharf. Knowing the way, I led those of our group who were with my wife and myself straight to the covered approach to the grand entrance to the building, and the strange assemblage of Old World humanity streamed along behind us, an interesting procession indeed. . . .

Half-way up the stairs an interpreter stood telling the immigrants to get their health tickets ready, and so I knew that Ellis Island was having "a long day" and we were to be passed upon even if it took half the night. The majority of the people, having their hands full of bags, boxes, bundles, and children, carried their tickets in their teeth, and just at the head of the stairs stood a young doctor in the Marine Hospital Service uniform, who took them, looked at them, and stamped them with the Ellis Island stamp. Considering the frauds in connection with these tickets at Naples and on board, the thoroughness used with them now was indeed futile.

Passing straight east from the head of the stairs, we turned into the south half of the great registry floor, which is divided, like the human body, into two great parts nearly alike, so that one ship's load can be handled on one side and another ship's load on the other. In fact, as we came up, a quantity of people from the north of Europe were being examined in the north half.

Turning into a narrow railed-off lane, we encountered another doctor in uniform, who lifted hats or pushed back shawls to look for favus heads, keenly scrutinized the face and body for signs of disease or deformity, and passed us on. An old man who limped in front of me, he marked with a bit of chalk on the coat lapel. At the end of the railed lane was a third uniformed doctor, a towel hanging beside him, a small instrument over which to turn up eyelids in his hand, and back of him basins of disinfectants. . . .

Concetta Fomica was the only one of our party whom the doctors examined more than once. Her eyes were inflamed slightly, but she was passed. Just where we turned to the right, a stern-looking woman inspector, with the badge, stood looking at all the women who came up to select any whose moral character might be questioned, and one of her procedures was

to ask each party as to the various relationships of the men and women in it. Her Italian was good.

Passing west, we came to the waiting-rooms, in which the groups which are entered on each sheet of the manifest are held until K sheet or L sheet, whatever their letter may be, is reached. Our party being so large, and some of the declarations which are used to fill out the items on the manifest having made at Messina, some at Reggio di Calabria, and some at Naples, we were scattered through U, V, and W groups.

We sank down on the wooden benches, thankful to get seats once more. Our eyes pained severely for some few minutes as a result of the turning up of the lids, but the pain passed.

Somewhere about nine o'clock an official came by and hurried out U group and passed it up into line along the railed way which led up to the inspector who had U sheet, then came V group, and then W. Knowing that the first into line would be the first passed, and having the task of gathering our people together out of the crowd as fast as they were passed, my wife and I hurried to the end of the lane and were among the first before the inspector. Our papers were all straight, we were correctly entered on the manifest, and had abundant money, had been passed by the doctors, and were properly destined to New York, and so were passed in less than one minute. We were classed as "New York Outsides" to distinguish us from the "New York Detained," who await the arrival of friends to receive them; "Railroads," who go to the stations for shipment; and "S. I.'s," by which is meant those unfortunates who are subjected to Special Inquiry in the semi-secret Special Inquiry Court, which is the preliminary to being sent back, though of course only a portion of "S. I.'s" are sent back.

By the kindness of the official at the head of the stairs by which we would ordinarily have passed down and out to the ferry to take us to New York, we were allowed to drop our baggage behind a post, and, standing out of the way of the crowd, pick out our people as they filtered through past the inspectors. Salvatore Biajo came through marked "Railroad," and was passed along to get his railroad-ticket order stamped, his money exchanged at the stand kept beside the stairs under contract by Post & Flagg, bankers, and in a minute more he had been moved on down the stairs to the railroad room, after I had had but the barest word with him. Antonio Genone, with a ticket for Philadelphia, came through without going over to the right to the railroad-ticket stamping official, and he was down the stairs and gone without even knowing that he was separated from us permanently.

We began to see why the three stairways are called "The Stairs of Separation." To their right is the money exchange, to the left are the Special Inquiry Room and the telegraph

offices. Here family parties with different destinations are separated without a minute's warning, and often never see each other again. It seems heartless, but it is the only practical system, for if allowance was made for good-byes the examination and distribution process would be blocked then and there by a dreadful crush. Special officers would be necessary to tear relatives forcibly from each other's arms. The stairs to the right lead to the railroad room, where tickets are arranged, baggage checked and cleared from customs, and the immigrants loaded on boats to be taken to the various railroad stations for shipment to different parts of the country. The central stair leads to the detention rooms, where immigrants are held pending the arrival of friends. The left descent is for those free to go out to the ferry. . . .

Having passed the last barrier and got all the information I wanted on Ellis Island from the immigrants' point of view, it seemed time to declare myself, and so I informed the night chief inspector who I was and why I was there, and requested that he discharge all our people to me, so that I could take them over to New York, as I wanted to get the story of their first impressions on American soil by being with them when they landed in the greatest American city. The officials were highly amused and interested in the whole affair, showed me every courtesy, and in five minutes I was below at the gate of the detention room with a written order for the entire party, except the "Railroads," to be discharged to me; they were already gone. . . .

The more I saw of the inside of the great system on the Island the more I was struck with its thoroughness and the kindly, efficient manner in which the law was enforced. If undesirable immigrants are pouring into the United States through Ellis Island, it is not because the laws are not strict enough, or the finest system that human ingenuity can devise for handling large masses is not brought into full play by honest and conscientious officials, to pick out the bad from the good. The whole trouble is that the undesirable immigrant comes up before the honest, intelligent official with a lie so carefully prepared that the official is helpless when he has nothing on which to rely but the testimony of the immigrant and his friends. Only in the home town can the truth be learned and the proper discrimination made. Any other plan is fallacious.

Finally, Brandenburg's group was reassembled, preparatory to boarding the ferryboat for transportation back to the Battery. He commented:

At last we were reassembled. The women had dried their tears. Under the inspiration of being at last within the barrier,

of being about to step on American soil and untrammeled, the party seemed to cast off its weariness, and we passed out of the huge building, around to the ferry-boat, and aboard. . . .

As we went aboard, this official, with one or two helpers, stood by the doorway to one of the side compartments, and when one of his people appeared he seized the immigrant and thrust him quickly into the cabin, thus getting the crowd together. Then noses were counted and all were found to be present. There are numbers of missionaries and protection societies, all very necessary for the shielding of greenhorns from the sharks that lie in wait for them about the Battery. Formerly immigrant girls were kidnapped by scores, and literally kept prisoners in evil resorts; and men were taken into quarters of the city where it was easy to rob them of all they possessed, and they could not even tell the police where it happened.

As we docked at the Barge Office we had a slight wait until the returning officials, visitors, and better-class passengers on the deck overhead could be let off, and then we were released. We passed through the huge piles of immigrants' baggage, to which we must return on the morrow to get the heavy pieces of our own, and out to the street.

There was the stretch of Battery Park, the looming buildings about Bowling Green and on State Street, a real Broadway car, and a fine L train roaring north on Sixth Avenue tracks, boys with ten-o'clock extras, and a thousand things that told us we were back home, once again in the best place of all. I was at the head of the party leading the way to a Broadway car, for it was useless to try to go up on the "L" with all our encumbrances, and looked back at my wife. She was looking up at the trees and the buildings, and she said gently, "Thank God! Thank God!"[2]

3. Jacob Riis: 1903

In 1903 Jacob A. Riis, an immigrant of the Castle Garden days and author of the famous study of the slums, How the Other Half Lives, visited Ellis Island and had an article published in Century Magazine describing his impressions of alien inspection. He noted:

Looking down upon the crowd in the gateway, jostling, bewildered, and voluble in a thousand tongues,--so at least it

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2. Broughton Brandenburg, Imported Americans (New York, 1904), pp. 198-200, 202-25.

sounds,--it seems like a hopeless mass of confusion. As a matter of fact, it is all order and perfect system, begun while the steamer was yet far out at sea. By the time the lighters are tied up at the Ellis Island wharf their human cargo is numbered and lettered in groups that correspond with like entries in the manifest, and so are marshaled upon and over the bridge that leads straight into the United States to the man with the pen who asks questions. When the crowd is great and pressing, they camp by squads in little stalls bearing their proprietary stamp, as it were, finding one another and being found when astray by the mystic letter that brings together in the close companionship of a common peril--the pen, one stroke of which can shut the gate against them--men and women who in another hour go their way, very likely never to meet or hear of one another again on earth. The sense of the impending trial sits visibly upon the waiting crowd. Here and there a masterful spirit strides boldly on; the mass huddle close, with more or less anxious look. Five minutes after it is over, eating their dinner in the big waiting-room, they present an entirely different appearance. Signs and numbers have disappeared. The groups are recasting themselves on lines of nationality and personal preference. Care is cast to the winds. . . .

Behind carefully guarded doors wait the "outs," the detained immigrants, for the word that will let down the bars or fix them in place immovably. The guard is for a double purpose; that no one shall leave or enter the detention--"pen" it used to be called; but the new régime under President Roosevelt's commission has set its face sternly against the term. The law of kindness rules on Ellis Island; a note posted conspicuously invites every employee who cannot fall in with it to get out as speedily as he may. So now it is the detention-"room" into which no outsider with unfathomed intentions may enter. Here are the old, the stricken, waiting for friends able to keep them; the pitiful little colony of women without the shield of a man's name in the hour of their greatest need; the young and pretty and thoughtless, for whom one sends up a silent prayer of thanksgiving at the thought of the mob at that other gate, yonder in Battery Park, beyond which Uncle Sam's strong hand reached not to guide or guard. And the hopelessly bewildered are there, often enough exasperated at the restraint, which they cannot understand. The law of kindness is put to a severe strain here by ignorance and stubbornness. In it all they seem, some of them, to be able to make out only that their personal liberty, their "rights," as interfered with. . . .

The railroad ferries come and take their daily host straight from Ellis Island to the train, ticketed now with the name of the route that is to deliver them at their new homes, West and East. And the Battery boat comes every hour for its share. Then the many-hued procession--the women are hooded, one

and all, in their gayest shawls for the entry--is led down on a long pathway divided in the middle by a wire screen, from behind which come shrieks if recognition from fathers, brothers, uncles, and aunts that are gathered there in the holiday togs of Mulberry or Division street. The contrast is sharp--an artist would say all in favor of the newcomers. But they would be the last to agree with him. In another week the rainbow colors will have been laid aside, and the landscape will be the poorer for it. On the boat they meet their friends, and the long journey is over, the new life begun. Those who have no friends run the gantlet of the boarding-house runners, and take their chances with the new freedom, unless the missionary or "the society" of their people holds out a helping hand. For at the barge-office gate Uncle Sam lets go. Through it they must walk alone. . . .[3]

4. The Spectator: 1905

In March 1905 the Outlook published an article describing the passage of immigrants through Ellis Island based on the personal observations of an anonymous staff writer, referred to as the "spectator" who had visited the station. The article stated:

> What America means for the immigrant is simple enough; but what the immigrant means for America is a problem of increasing complexity. The Spectator gained a hint of its most obvious and primary factors when his companion said, "You notice the men scrubbing the walls and floor? How often do you suppose we have to clean this building?" The Spectator, thinking he would be a trifle ahead of the facts, guessed, "Once a day." The official smiled. "It is cleaned from roof to cellar once in every two hours. The gangs of cleaners never stop." Then, opening a door into a long gallery running hundreds of feet, with two two-storied rows of wire mattresses upon gas-pipe frames and standards--"This is where the women sleep when they have to be detained, for any reason, over night. The opposite gallery is for the men. Each immigrant has a blanket allowed him or her. Every blanket is sterilized and laundried in the morning, and the whole gallery, floor, walls, beds, and all, is flooded with hot water and carbolic from a hose."
>
> By this time the visitors' gallery was reached, looking down into the great main hall. In the middle, facing the gallery, was a stairway, coming up from below somewhere, and up this gangway poured an unceasing stream of immigrants, two

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3. Jacob A. Riis, "In the Gateway of Nations," Century Magazine, LXV (March 1903), 676, 678, 681.

or three abreast. Most of the men had small trunks on their heads or shoulders; the women wore shawls or handkerchiefs on their heads, and led or carried small children. They came up, stolidly, steadily, submissively, like so many cattle; and as they came, a couple of inspectors, standing within the lane, defined by gas-pipe railings, that led straight from the stairway to the end of the hall, saw that they removed their hats, trunks, etc., from their heads, and that they had their tags, with numbers, in sight. "The first thing they see," explained the official, "is the American flag, as it hangs below us here, and all hats must come off before it." Sure enough, the Spectator, leaning over the gallery, found stretched from its rim a flag of superb size with a cluster of electric lights so placed as to illuminate it at night. Could a symbol be more eloquent?--yet he noticed that not one in a score of the newcomers appeared to look at it intelligently, or to understand why hats must come off.

They had little time to look or understand, for they went forward, between the guiding lines of railing, to the first pen to the right, where two brisk, uniformed doctors stood, with a trim nurse in attendance and a neat array of basins, towels, etc., behind. "The doctors examine each immigrant," explained the official, "for one of the seventeen contagious eye diseases that have to be watched against, and various skin diseases, such as favus, which attacks the head and finger-nails. When the doctor finds disease, he chalk-marks the case, and it goes to the hospital for detention or deportation, as the decision may be." As the human stream flowed on, the doctors caught the head of each immigrant, jerked it sharply back, turning up the eyelids with skillful finger and thumb, and, if there was no disease, let the man or woman pass to the next pen. Occasionally a few chalk-marks were made on the shoulder of coat or dress. Those thus marked went off to the left, to the hospital.

"Each has a tag," said the Spectator's guide, "marked with a letter of the alphabet and a number. There are thirty under the letter A, thirty under B, and so on. We have fourteen inspectors at work, and each has certain letters assigned him. The hall will hold two thousand at a time. There, at the lower end, is the money exchange office. . . .

When the Spectator was taken down and shown the detention pens, where the unsatisfactory cases were kept for further investigation or deportation, he felt thankful that America was spared these, at least. In spite of ventilation, of smooth, lately scrubbed walls and floor, and running hot and cold water invitingly given the women to wash their clothes and their children, the odor and the look of the crowds in each pen were enough to discourage the Statue of Liberty. Yet, even if not allowed to enter the land of promise, America was as hospitable to them as possible. The great dining-rooms, with

their long tables, hot soup, and mighty slices of rye bread at every plate, proved that. "It is so much better than anything they have ever had," said the official, "that they weep and lament over leaving Ellis Island at all. They would be quite satisfied to stay in the pens for the rest of their lives, apparently."

Those who passed the inspectors were being busily sorted out for their various destinations. The railroads all have agents on the spot, and the Government makes special efforts to keep any immigrant from going through New York City unprotected. Baggage is checked at a special rate of twenty-three cents, and food is sold under large signs, "Provisions cheaper here than on the railroads," in five languages, Italian, Hungarian, German, Scandinavian, and English. . . .

A list of provisions, in five parallel language-columns, shows what immigrants prefer in the eating line. "Smoked bloaters, kosher bologna sausage, wheat bread, rye bread, cheese, boiled ham, pressed ham, crullers, pies six inches wide, pies eight inches wide," each at the lowest possible prices. The Spectator came away impressed by the order, the system, the wisdom, and the kindness which America shows in receiving immigrants at her greatest port. . . .[4]

5. Edward A. Steiner: 1906

Other observers were less favorably impressed. Edward Steiner, himself an immigrant of the old Castle Garden days and later a professor at Iowa College in Grinnell, Iowa, made many trips back and forth between European ports and New York in steerage gathering material for his studies of American immigration policies and procedures. In his book On the Trail of the Immigrant, he described his experiences and observations when landing at Ellis Island with a mixed group of immigrants:

The gay spirits soon flag when land is heralded; for Ellis Island is ahead, with its uncertainties, and the men and women who were the merriest and who most often went to the bar, thus trying to forget, now are sober, and reflect. The troubled ones are usually marked by their restless walk and by their eagerness to seek the confidences of those who have tested the temper of the law in this unknown Eldorado. . . .

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4. "A Word of Dissent," Outlook, LXXIX (March 25, 1905), 731-32.

The steerage is still mute; it looks to the left at the populous shore, to the right at the green stretches of Long Island, and again straight ahead at the mighty city. Slowly the ship glides into the harbour, and when it passes under the shadow of the Statue of Liberty, the silence is broken, and a thousand hands are outstretched in greeting to this new divinity into whose keeping they now entrust themselves. . . .

Cabin and steerage passengers alike, soon find the poetry of the moment disturbed; for the quarantine and custom-house officials are on board, driving away the tourist's memories of the splendour of European capitals by their inquisitiveness as to his purchases. They make him solemnly swear that he is not a smuggler, and upon landing, immediately proceed to prove that he is one.

The steerage passengers have before them more rigid examinations which may have vast consequences; so in spite of the joyous notes of the band, and the glad greetings shouted to and fro, they sink again into awe-struck and confused silence. When the last cabin passenger has disappeared from the dock, the immigrants with their baggage are loaded into barges and taken to Ellis Island for their final examination.

The barges on which the immigrants are towed towards the island are of a somewhat antiquated pattern and if I remember rightly have done service in the Castle Garden days, and before that some of them at least had done full service for excursion parties up and down Long Island Sound. The structure towards which we sail and which gradually rises from the surrounding sea is rather imposing, and impresses one by its utilitarian dignity and by its plainly expressed official character.

With tickets fastened to our caps and to the dresses of the women, and with our own bills of lading in our trembling hands, we pass between rows of uniformed attendants, and under the huge portal of the vast hall where the final judgment awaits us. We are cheered somewhat by the fact that assistance is promised to most of us by the agents of various National Immigrant Societies who seem both watchful and efficient.

Mechanically and with quick movements we are examined for general physical defects and for the dreaded trachoma, an eye disease, the prevalence of which is greater in the imagination of some statisticians than it is on board immigrant vessels.

From here we pass into passageways made by iron railings, in which only lately, through the intervention of a humane official, benches have been placed, upon which, closely crowded, we await our passing before the inspectors.

> Already a sifting process has taken place; and children who clung to their mother's skirts have disappeared, families have been divided, and those remaining intact, cling to each other in a really tragic fear that they may share the fate of those previously examined. . . .
>
> The average immigrant obeys mechanically; his attitude towards the inspector being one of great respect. While the truth is not always told, many of the lies prepared proved both inefficient and unnecessary.
>
> The examination can be superficial at best; but the eye has been trained and discoveries are made here, which seem rather remarkable.
>
> Four ways open to the immigrant after he passes the inspector. If he is destined for New York he goes straightaway down the stairs, and there his friends await him if he has any; and most of them have. If his journey takes him westward, and there the largest percentage goes, he enters a large, commodious hall to the right, where the money-changers sit and the transportation companies have their offices. If he goes to the New England states he turns to the left into a room which can scarcely hold those who go to the land of the pilgrims and puritans. The fourth way is the hardest one and is taken by those who have received a ticket marked P. C. (Public Charge), which sends the immigrant to the extreme left where an official sits, in front of a barred gate behind which is the dreaded detention-room.
>
> The decision one way or the other must be quickly made, and the immigrant finds himself in a jail-like room often without knowing just why. There is not much time for explanation. . . .
>
> Let no one believe that landing on the shores of "The land of the free, and the home of the brave" is a pleasant experience; it is a hard, harsh fact, surrounded by the grinding machinery of the law, which sifts, picks, and chooses; admitting the fit and excluding the weak and helpless.[5]

6. Paul Knaplund: 1906

In 1963 Paul Knaplund, a former professor of history at the University of Wisconsin, wrote a memoir about his reasons for leaving Norway in 1906 at the age of 21, and his passage to America, experiences

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5. Edward A. Steiner, On the Trail of the Immigrant (New York, 1906), pp. 48, 59-60, 63-69, 72.

at Ellis Island, and adjustment to his new country. Among his memories of Ellis Island, which were written in the third person, are:

> At last on Wednesday, May 16, the Statue of Liberty and New York City were sighted. Expectancy and hope, admiration and awe were perhaps the prevailing emotions. Some shouted and talked excitedly, others just stared in silence. By nature taciturn, the emigrant from arctic Norway was always very quiet when faced with the strange and unusual. To him the New York skyline was less awesome than to many of the other passengers for the sublimity of the natural scenery in his homeland made man's greatest efforts seem puny when compared with the Alps of Lofoten. But the strangeness of what he saw roused apprehensions. After all, he knew not a word of the language spoken in this land. Not a soul therein cared about what might happen to him. Never before had he been homeless. . . .
>
> The stream of immigrants was so heavy that the Caronia had to wait in New York harbor from Wednesday afternoon until Friday morning before she could land her passengers, except those who were American citizens. The intervening day was May 17, the Norwegian independence day. Some Norwegians attempted to celebrate on a small scale, but the national anthem "Ja, vi elsker dette landet" (Yes, we love this country) sounded strange and unnatural aboard an English ship in New York harbor. . . .
>
> At last came the morning of the disembarkation. Everybody rose early. The excitement was greater than at the landing in Hull. America was after all magical and unique. Moses viewing the burning bush had been ordered to remove his shoes; the immigrants felt an urge to do likewise as they first stepped on American soil. As it happened there was no stepping on any soil, only on planks until Ellis Island was reached.
>
> In New York the herding of the immigrants was done more efficiently than in Hull and Liverpool. Soon most of them were at the Ellis Island immigrant station. That, too, had a certain fascination. Thousands of people of all ages and nationalities were gathered in one large room. From the concourse fenced aisles with gates led to desks where inspectors examined the eyes of the immigrants, studied their papers, and inquired how much money they had and what their destination was. Several tragic scenes were witnessed. A Norwegian mother with a crippled child who had travelled to America to join her husband was taken to a separate room for further examination. Her sister who had come along to help was refused admittance to the room. This young woman had been gay, carefree, and self-reliant about the Caronia; now she wept bitterly. The elderly Norwegian-American had brought with him from Norway

a young nephew. The uncle was not permitted to accompany his nephew to Ellis Island and when he finally succeeded in getting there in a chartered launch, the nephew was nowhere to be found. The uncle was frantic.

The long waiting in line provided an opportunity to observe the attitude of Americans toward the immigrants. The newcomers were pushed around a good deal, perhaps an inevitable result of their being so numerous and unfamiliar with the language of the officials. Somehow Paul had the feeling that he was not being treated as a human being but as a commodity to be processed. On the gallery running along one side of the concourse he spied a Negro charwoman watching the milling mass of humanity below. Her fact expressed utter disdain. Ever afterwards when he was treated condescendingly because of his foreign origin, he saw behind the face of the disdainful person the contemptuous expression on the countenance of the unknown Negress at Ellis Island.

Looking at his fellow immigrants he was struck by their docility. Bewildered and apprehensive, they moved about like sheep. The majority ranged in age from eighteen to twenty-five. Most looked healthy. In no way could they be classed as the dregs of Europe. . . .

Representatives of various religious denominations and a strange assortment of peddlers mingled with the crowd. Among the former was a Danish Lutheran pastor who urged the young Norwegian to buy a Bible. This he did; he had kept it ever since. A man wearing some sort of uniform asked to see the immigrant's money. Thinking this was one of the numerous inspectors, he produced some dollar bills. The stranger grabbed one of them and thrust a parcel into the youth's hand. To his chagrin he found he had been tricked into buying a package of food.

At last he reached the final barrier where a number of officials were seated around a table. One of them flicked the upper eyelids of the immigrant. Another asked how much money he had, but did not check the amount. As he left the immigrant station he was given a tag and from then on until he reached Ostrander, he always wore a tag of some sort. In company with several other passengers from the Caronia he was escorted to a railroad station and put on a train for Chicago. Throughout this whole procedure he simply followed a guide, paying no attention to the route of travel by water or land. Later when he tried to recall what had happened from the time he left Ellis Island until he was seated in the railroad coach he found that his mind was a complete blank. The impressions had been so numerous that they cancelled one another.[6]

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6. Paul Knaplund, Moorings Old and New: Entries in an Immigrant's Log (Madison, 1963), pp. 146-49.

7. Edward Corsi: 1907

In October 1907 Edward Corsi, who would later become commissioner at Ellis Island in the early 1930s, emigrated to the United States from Italy with his parents and three siblings. His brief recollection of passing through Ellis Island and being transported to Harlem's "Little Italy" is recounted in his In the Shadow of Liberty; The Chronicle of Ellis Island, published in 1935. His reminiscences include:

> Ellis Island in 1907 represented a cross section of all the races in the world. Five thousand persons disembarked on that October day when my mother, my stepfather, and we four children landed there from the General Putnam.
>
> We took our places in the long line and went submissively through the routine of answering interpreters' questions and receiving medical examinations. We were in line early and were told that our case would be considered in a few hours, so we avoided the necessity of staying overnight, an ordeal which my mother had long been dreading. Soon we were permitted to pass through America's Gateway.
>
> My stepfather's brother was waiting for us. It was from him that the alluring accounts of opportunities in the United States had come to our family in Italy, and we looked to him for guidance.
>
> Crossing the harbor on the ferry, I was first struck by the fact that American men did not wear beards. In contrast with my own fellow-countrymen I thought they looked almost like women. I felt that we were superior to them. Also on this boat I saw my first negro. But these wonders melted into insignificance when we arrived at the Battery and our first elevated trains appeared on the scene. There could be nothing in America superior to these![7]

8. Sydney H. Bass: 1911

In congressional hearings relative to a proposed investigation of Ellis Island in July 1911 Sydney H. Bass, a Methodist Episcopal minister living in Harrison Valley, Pennsylvania, gave testimony of his experiences six months before while passing through the station as an immigrant from England. A college-educated man with advanced

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7. Corsi, In the Shadow of Liberty, pp. 22-23.

training in science, literature, and theology, he had arrived in America on January 12, 1911, to become pastor of a circuit of four churches. After describing his background, Bass related:

> . . . I arrived at Ellis Island about 8.30 on the following morning, when I went in line, single file, with the other immigrants. I make no complaint about these things. I do not complain about the immigration law, and I always endeavor to carry out all the requirements of the law.
>
> On arriving at Ellis Island the first thing that occurred that gave an indication of what I might expect was the porter putting us in line and calling out: "Get on up stairs, you cattle. You will soon have a nice little pen."
>
> Then I went to the first inspector, and he said: "Are you an American citizen?" I said: "No, sir; British." He said, "What is your occupation?" I said: "My profession is that of a minister of the Gospel." He said: "Right. Go in there," and he put me in the first pen.
>
> The whole of the building, as I saw it at first, struck me very favorably as a magnificant public building, and I was highly impressed as I went through the preliminary part with the efficiency of the staff. In the first instance I thought the thing was carried out in a wonderfully methodical manner, and I was quite pleased.
>
> Then, of course, I had my medical examination, and I took my certificate, which showed that I had had infantile paralysis of the right leg. I explained to the doctor, facetiously, that I did not preach with my feet, and he said: "All right. You can straighten that out with the immigration authorities."
>
> I may say that I had securities worth some hundreds of dollars in my pocket, and $60 in cash. . . .
>
> After going through the various pens, I arrived at 9.30 in the common room and that is the basis of the bulk of my complaint. . . . There is awful congestion there, and it is the height of cruelty to herd people together in such crowded, congested quarters, under such insanitary conditions, where there is not sufficient air space, . . . I objected to being placed there in such close proximity with the filthiest people of all nations, covered with dirt and vermin, and while I did not take any dirt or vermin there, I can not guarantee that I did not take a considerable amount away with me from Ellis Island.
>
> On arriving at the final door before I went into the common room I was permitted to send a telegram. They wrote it for me, and charged me 35 cents. I did not get it free. I did not require it free; and I did not see anything of the

official post cards, although I do not say that there were not any.

I found the hours to be as follows: 4 a.m., breakfast--I got into the common room about 4.15 or 4.20--1 p.m., dinner, and 5 p.m., supper; and 7.30 p.m., we went to bed. Please notice, nine hours in the morning in breathing that foul atmosphere on an empty stomach.

The official to whom I was speaking, just outside of the common room, struck me as being one of those petty officials. . . . I saw some of the results of giving men of that sort a little power. When I had been in the common room for one hour I saw the door open for a moment, and I slipped out and asked him for permission to wire to the British consul, and for permission to wire to Messrs. Eaton & Mains, of the Methodist Episcopal Book Room, prominent officials in my church. I was peremptorily ordered back into the common room. There were 600 people in that little room, crowded together. It seemed to me the most like the black hole of Calcutta of anything that I have seen since reading about that historical occurrence in the Indian mutiny. . . .

The worst feature of all was the common room. I was there on the first day from 9.30 in the morning until 7.30 at night, standing all the time, except occasionally when I sat on the ground. I said to the inspector, "It seems an anomaly to hold me up for a bad leg and then make me stand on it all those hours."

On the second day I was there from 4.20 a. m. til 10.30 a. m. When my name was called, I had difficulty in getting out of the crowded room. Then I went to stay in board of special inquiry room No. 2. My case did not come on until after dinner. We had dinner at 12 o'clock (from the common room it is 1 o'clock). At 10.30 I found that cases were going on, and after dinner the cases began again at 12.30 o'clock.

I had been detained for 28 hours before my case was called at all, after I had specifically stated to the first inspector I met that I was a minister of the gospel, and I had my certificate of successes in examinations and my conference credentials in my possession as well as my property.

I then went before the board of special inquiry, and they seemed to give me apparently a very fair hearing. I spoke as I am speaking to you now, without interruption; but they refused to look at my conference credentials during the hearing, and at the conclusion of it I was unanimously ordered to be deported as an alien without visible means of support and as liable to become a public charge. Of course my means of support are invisible.

That was shortly after 1 o'clock. They then gave me better quarters. I complained bitterly before the board about the dastardly treatment in putting 4 English ladies and 16 English gentlemen in that common room, while I was there, and about putting them in such crowded quarters with so many other people.

Yours was an excellent suggestion, if you will permit me to say it, about looking into things a little bit on the other side. I went before the American consul and a medical man there. The American consul thoroughly protects your interests at Southampton, and is a very courteous gentleman. . . .

I was put in better quarters after that complaint. Commissioner Sherman told me, when I said that it was very disgraceful to put English ladies in that filthy place, "All right; are we going to alter it right now." I said, "High time that you did; I did not know that you were chairman of the board."

When I was in the common room, for three of the hours I was standing hemmed in on all four sides by Italian immigrants very much taller than I, I being short. They were eating garlic, and you can imagine how offensive it was. It was very unpleasant. It made it difficult for me to breathe. The smell was worse than I ever smelled before, and I have worked at my profession in slums of our large towns in England. You could almost taste and feel it, as well as smell it.

I asked permission to wire, as I have said, and they refused me. During all the time I was there not a single visitor came in the room, but an Irishman was in charge who, in keeping order, knocked the immigrants on the head with a brush. A great deal goes on there that Commissioner Williams does not hear of and probably does not know about. . . .

On one occasion an inspector who came in ordered all of the men out of that part of the room in which the urinals were situated. Previous to that several of the Englishmen (including myself) had retired there continually in order to get a little fresh air. The atmosphere in the urinals was better than in any other part of the common room.

At night, just before going to bed, I objected, as any self-respecting Englishman, or American, or those self-respecting Germans we heard of yesterday, would do under similar conditions. I objected very much to going down into the sort of quarters that I could see, by prophetic vision, they were taking me to. I stayed there by the place that is like a little ticket office, and told the official in charge that I objected very much to going down there, and protested against English people being herded together in such close quarters with so many others. I am glad to say that they thought the request was a reasonable one, and I succeeded in getting the 16 Englishmen put in a tolerably decent room up over the balcony.

. . . I did not get a mattress but a mat, impregnated with salt and disinfectant--which was probably necessary.

We were not compelled to "sleep" on them. I did not sleep a wink all night; but we were compelled to lie upon them. There were distant screams all night from women. It was the most terrible night I have ever experienced in my whole life. I had altogether about 40 hours of this thing, and it seems to me even now like half of my life.

I did not have any access at all from that common room to a restaurant. I did not see a restaurant while I was there. There may be one, but if so I could not get to it to buy anything. No one went out of the common room at all until their case was called.

My great objection is to the people being herded there and kept there in such congested quarters. Some of those people had been kept there six days from the steamship Batavia, they told me, being daily (4 a. m. to 7.30 p. m.) in this common room.

When I went to the better quarters to which they assigned me after my complaint, I found two girls, each about 19 years old. One of them was a Primitive Methodist and the other was a Roman Catholic. They never had any religious instruction or help. They had been there over a month. . . .

The temperature appeared to be about 100 in the common room when it was nearly zero outside. There were just a few benches, that were occupied at the first possible moment in the morning, and the rest of the people stood up all day. Probably not 40 out of the 600 could sit down. The air was fresh in the morning for about 10 minutes after we arrived. I believe that the officials do all in their power to disinfect and clean during the night, but, as you can understand, within a few minutes after you arrive in the morning the air is bad again.

I am complaining about the things that any self-respecting Englishman, or any citizen of any other nation, would complain about. There were 4 English ladies and 16 English gentlemen there. Some of the fellows took turns at breathing through the floor. The air that came through the holes in the floor was better. I spent about a quarter of an hour lying full length on the floor, breathing through a sort of a little ventilator or air shaft in the middle of the side of the room, near the door. . . .

I may say, with reference to that, that I was insured just before leaving England in one of the leading English companies, whose medical man gave me a first-class health certificate. I

am very sure that, from going through *Ellis Island*, I will not be able to get such again, for some time, anyway. . . .[8]

9. Stephen Graham: 1913

Stephen Graham, a British author arriving in steerage from Liverpool in 1913, described his experiences at Ellis Island in his *With Poor Immigrants to America* the following year. His account described his "dehumanizing sensations" as he was processed:

> The day of the emigrants' arrival in New York was the nearest earthly likeness to the final Day of Judgment, when we have to prove our fitness to enter Heaven. . . .
>
> It was the hardest day since leaving Europe and home. From 5 A. M., when we had breakfast, to three in the afternoon, when we landed at the Battery, we were driven in herds from one place to another, ranged into single files, passed in review before doctors, poked in the eyes by the eye-inspectors, cross-questioned by the pocket-inspectors, vice detectives, and blue-book compilers.
>
> Nobody had slept the night before. Those who approached America for the first time stood on the open deck and stared at the lights of Long Island. Other packed their trunks. Lovers took long adieus and promised to write one another letters. There was a hum of talking in the cabins, a continual pattering of feet in the gangways, a splashing of water in the lavatories where cleanly emigrants were trying to wash their whole bodies at hand-basins. At last the bell rang for breakfast; we made that meal before dawn. When it was finished we all went up on the forward deck to see what America looked like by morning light. A little after six we were all chased to the after-deck and made to file past two detectives and an officer. The detectives eyed us; the officer counted to see that no one was hiding.
>
> At seven o'clock our boat lifted anchor and we glided up the still waters of the harbour. The whole prow was a black mass of passengers staring at the ferry-boats, the distant factories, and sky-scrapers. Every point of vantage was seized, and some scores of emigrants were clinging to the

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8. 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, 1911 (Washington, 1911), pp. 131-35.

rigging. At length we came into sight of the green-grey statue of Liberty, far away and diminutive at first, but later on, a celestial figure in a blaze of sunlight. An American waved a starry flag in greeting, and some emigrants were disposed to cheer, some shed silent tears. Many, however, did not know what the statue was. I heard one Russian telling another that it was the tombstone of Columbus.

We carried our luggage out at eight, and in a pushing crowd prepared to disembark. At 8.30 we were quick-marched out of the ship to the Customs Wharf and there ranged in six or seven long lines. All the officials were running and hustling, shouting out, "Come on!" "Hurry!" "Move along!" and clapping their hands. Our trunks were examined and chalk-marked on the run--no delving for diamonds--and then we were quick-marched further to a waiting ferry-boat. Here for the time being hustle ended. We waited three-quarters of an hour in the seatless ferry, and every one was anxiously speculating on the coming ordeal of medical and pocket examination. At a quarter to ten we steamed for Ellis Island. We were then marched to another ferry-boat, and expected to be transported somewhere else, but this second vessel was simply a floating waiting-room. We were crushed and almost suffocated upon it. A hot sun beat upon its wooden roof; the windows in the sides were fixed; we could not move an inch from the places where we were awkwardly standing, for the boxes and baskets were so thick about our feet; babies kept crying sadly, and irritated emigrants swore at the sound of them. All were thinking--"Shall I get through?" "Have I enough money?" "Shall I pass the doctor?" and for a whole hour, in the heat and noise and discomfort, we were kept thinking thus. At a quarter-past eleven we were released in detachments. Every twenty minutes each and every passenger picked up his luggage and tried to stampede through the party, a lucky few would bolt past the officer in charge, and the rest would flood back with heart-broken desperate looks on their faces. Every time they failed to get included in the outgoing party the emigrants seemed to feel that they had lost their chance of a job, or that America was a failure, or their coming there was a great mistake. At last, at a quarter-past twelve, it was my turn to rush out and find what Fate and America had in store for me.

Once more it was "Quick march!" and hurrying about with bags and baskets in our hands, we were put into lines. Then we slowly filed up to a doctor who turned our eyelids inside out with a metal instrument. Another doctor scanned faces and hands for skin diseases, and then we carried our ship-inspection cards to an official who stamped them. We passed into the vast hall of judgment, and were classified and put into lines again, this time according to our nationality. It was interesting to observe at the very threshold of the United States the mechanical obsession of the American people. This

ranging and guiding and hurrying and sifting was like nothing so much as the screening of coal in a great breaker tower.

It is not good to be like a hurrying, bumping, wandering piece of coal being mechanically guided to the sacks of its type and size, but such is the lot of the immigrant at Ellis Island.

But we had now reached a point in the examination when we could rest. In our new lines we were marched into stalls, and were allowed to sit and look about us, and in comparative ease await the pleasure of officials. The hall of judgment was crowned by two immense American flags. The centre, and indeed the great body of the hall, was filled with immigrants in their stalls, a long series of classified third-class men and women. The walls of the hall were booking-offices, bank counters, inspectors' tables, stools of statisticians. Up above was a visitors' gallery where journalists and the curious might promenade and talk about the melting-pot, and America, "the refuge of the oppressed." Down below, among the clerk's offices, were exits; one gate led to Freedom and New York, another to quarantine, a third to the railway ferry, a fourth to the hospital and dining-room, to the place where unsuitable emigrants are imprisoned until there is a ship to take them back to their native land.

Somewhere also there was a place where marriages were solemnised. Engaged couples were there made man and wife before landing in New York. I was helping a girl who struggled with a huge basket, and a detective asked me if she were my sweetheart. If I could have said "Yes," as like as not we'd have been married off before we landed. America is extremely solicitous about the welfare of women, especially of poor unmarried women who come to her shores. So many women fall into the clutches of evil directly they land in the New World. The authorities generally refuse to admit a poor friendless girl, though there is a great demand for female labour all over the United States, and it is easy to get a place and earn an honest living. . . .

At three in the afternoon I stood in another ferry-boat, and with a crowd of approved immigrants passed the City of New York. Success had melted most of us, and though we were terribly hungry, we had words and confidences for one another on that ferry-boat. We were ready to help one another to any extent in our power. That is what it feels like to have passed the Last Day and still believe in Heaven, to pass Ellis Island and still believe in America.[9]

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9. Stephen Graham, With Poor Immigrants to America (New York, 1914), pp. 41-47.

10. Louis Adamic: 1913

Louis Adamic, a Slovenian who had come to the United States in December 1913, wrote his Laughing in the Jungle (1932), a work describing his experiences in leaving his home country, emigrating to America, and adjusting to life in his adopted country. Concerning his experiences as he neared and passed through Ellis Island, Adamic wrote:

> Now and then I glanced at the noisy, picturesque, garlicky crowd on the steerage deck; people of perhaps a dozen nationalities milling among the capstans and steam-hissing winches, pushing toward the rails straining and stretching to catch a glimpse of the new country, of the city; lifting their children, even their infants, to give them a view of the Statue of Liberty; women weeping for joy, men falling on their knees in thanksgiving, and children screaming, wailing, dancing.
>
> We docked somewhere in the East River, and I began to hear the distant rumble of the city's traffic.
>
> Near by too, I saw the great span of Brooklyn Bridge. It looked huge and superb against the clear winter sky, with vessels passing under it. Steel! There was steel all about.
>
> I had written Stefan ("Steve") Radin, brother of my late friend Yanko, whose address in Brooklyn I happened to have, that I was due in New York on December 30th, and would he meet me on Ellis Island, which Peter Molek had told me was the clearing-house for immigrants? In my letter I explained that I had witnessed the killing of his brother and had, as a result of my participation in the demonstration with Yanko, been imprisoned and expelled from school. . . .
>
> From the ship we were transferred on a lighter to Ellis Island, where I received a telegram from Steve that he was coming for me the next afternoon, when he had learned from the immigration authorities I was to be released, assuming I was found admissible.
>
> The day I spent on Ellis Island was an eternity. Rumors were current among immigrants of several nationalities that some of us would be refused admittance into the United States and sent back to Europe. For several hours I was in a cold sweat on this account, although, so far as I knew, all my papers were in order, and sewed away in the lining of my jacket were twenty-five dollars in American currency--the minimum amount required by law to be in the possession of every immigrant before entering the country. Then, having rationalized away some of these fears, I gradually worked up a panicky feeling that I might develop measles or smallpox, or some other such disease. I had heard that several hundred sick immigrants were quarantined on the island.

The first night in America I spent, with hundreds of other recently arrived immigrants, in an immense hall with tiers of narrow iron-and-canvas bunks, four deep. I was assigned a top bunk. Unlike most of the steerage immigrants, I had no bedding with me, and the blanket which some one threw at me was too thin to be effective against the blasts of cold air that rushed in through the open windows; so that I shivered, sleepless, all night, listening to snores and dream-monologues in perhaps a dozen different languages.

The bunk immediately beneath mine was occupied by a Turk, who slept with his turban wound around his head. He was tall, thin, dark, bearded, hollow-faced, and hook-nosed. At peace with Allah, he snored all night, producing a thin wheezing sound, which occasionally, for a moment or two, took on a deeper note.

I thought how curious it was that I should be spending a night in such proximity to a Turk, for Turks were traditional enemies of Balkan peoples, including my own nation. For centuries Turks had forayed into Slovenian territory. Now here I was, trying to sleep directly above a Turk, with only a sheet of canvas between us. . . .

Late in the afternoon of the last day of 1913 I was examined for entry into the United States, with about a hundred other immigrants who had come on the Niagara.

The examiner sat bureaucratically--very much in the manner of officials in the Old Country--behind a great desk, which stood upon a high platform. On the wall above him was a picture of George Washington. Beneath it was an American flag.

The official spoke a bewildering mixture of many Slavic languages. He had a stern voice and a sour visage. I had difficulty understanding some of his questions.

At a small table, piled with papers, not far from the examiner's desk, was a clerk who called out our names, which, it seemed, were written on the long sheets of paper before him.

When my turn came, toward dusk, I was asked the usual questions. . . .

Then the inspector waved me out of his presence and the clerk motioned me to go back and sit on one of the benches near by.

I waited another hour. It got dark and the lights were turned on in the room.

Finally, after dozens of other immigrants had been questioned, Steve Radin was called into the examining-room and asked, in English, to state his relationship to me.

He answered, of course, that he was not related to me at all.

Whereupon the inspector fairly pounced upon me, speaking the dreadful botch of Slavic languages. What did I mean by lying to him? He said a great many other things which I did not understand. I did comprehend, however, his threat to return me to the Old Country. It appeared that America had no room for liars: America was glad to welcome to its shores only decent, honest, truthful people.

My heart pounded.

Finally it occurred simultaneously to me and to Steve Radin that the man must be laboring under some misapprehension. And, truly, before another minute elapsed it turned out that the clerk had made a mistake by entering on my paper that I had declared Stefan Radin was my uncle. How the mistake had occurred I do not know; perhaps the clerk had confused my questionnaire form with some one else's.

Finally, perceiving the error, the examiner's face formed in a grimace and, waving his hand in a casual gesture, he ordered me released.

Steve Radin picked up my bag and, in the confusion, I barely remembered to say good-by to Peter Molek, who was going to Pennsylvania.

I was weak in the knees and just managed to walk out of the room, then downstairs and onto the ferryboat. I had been shouted at, denounced as a liar by an official of the United States on my second day in the country, before a roomful of people, including Steve Radin, whom, so far, I had merely glimpsed.

But the weakness in my knees soon passed. I laughed, perhaps a bit hysterically, as the little Ellis Island ferryboat bounded over the rough, white-capped waters of the bay toward the Battery.

Steve Radin gaped at me. Then he smiled.

I was in New York--in America.[10]

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10. Louis Adamic, Laughing in the Jungle: The Autobiography of an Immigrant in America (New York, 1932), pp. 40-45.

11. Mark Glanvill Family: 1921

The storm of postwar criticism of Ellis Island reached a climax during the years 1921-23. British immigrants were most sensitive to the conditions on the island, it seemed, or at least most vocal in protesting them. One of the most celebrated cases of this period was that of the Mark Glanvill family from Cape Province, South Africa. The family was detained at Ellis Island from July 23-26, 1921. Mark was a native of England, while his wife Evelyn and infant son Mark Jr. were both British citizens by virtue of their birth in South Africa. Following their arrival back in South Africa, the Glanvills submitted a scathing statement of the "cruel" and "inhumane" treatment they received while on Ellis Island. The statement read:

> We arrived in New York Harbour per the R. M. S. P. ORDUNA on July 22nd, second cabin. As is customary the passengers lined up to pass the Immigration Officers. When our turn came the official, without question, curtly told us that we were "over the quota" and would have to await word from Washington - particulars having been telegraphed there. We did not anticipate any difficulty and were quite content to wait on board for the expected word. We were not of course permitted to land. The next afternoon we were called before a different official, on the boat, who told us that it would be necessary for us to go to Ellis Island. He stated we would certainly be released from the Island the next morning, that it would be very comfortable there for us. We were concerned about our baby boy and questioned the official regarding conditions on the Island. He assured us that it was an excellent place, at which we would be well treated and be able to get all things necessary.
>
> We went to the Island willingly believing it would be only a matter of a few hours before being released. We were taken by a representative of the Royal Mail Steam Packet Coy. to the Island. Our reception there was almost insolent. We were made to stand about for an hour and given no assistance with baggage extremely heavy and cumbersome. A woman (so called matron) conducted us through long passages and corridors. She was sharp and totally unsympathetic to Mrs. Glanvill and baby; we began to grow suspicious. The aspect of the building so far as we had seen it was prison-like, but as we marched along it grew more and more so. Presently we reached a wide passage completely blocked by a seething mass of humanity, filthy in the extreme--Europes worst, negroes, Asiatics - dregs of humanity; they were pushing and yelling and cursing, men and women alike. Women with tiny babies in their arms were jammed in the mass. They were responding to the supper bell.

Little we knew it even then, these were to be our companions. We were shown into a cell, almost the size of a large double room, with window barred with a strong steel mesh. We realized then we were virtually prisoners.

To shorten the statement, conditions found existing will be merely outlined.

The cell just mentioned was for day use.

DAY CELL Our particular cell contained about twenty-seven persons, men and women, with seating accomodation [sic] for about fifteen. As stated the window was fenced in. Our cell was one of some eight in that particular corridor. We were allowed to use the corridor and had access to the other cells in it, but the cells were all crowded and the corridor was the general standing place for the overflow. Each cell had a lavatory - naturally in a vile condition - common to both sexes, and with but a swing door without fastenings. Men and women used it frequently, apparently unconcerned. The floors of the cell were paved and an attempt was made to keep it clean, but the occupants were too many and indifferent and muck soon accumulated. The smell in the cell was abominable.

NIGHT CELL Cells a little larger than the day ones. Thirty-seven slept together and I believe in some cases more. I was confined with steerage people--mostly Greeks; the stench was terrible. The bunks were of iron, one above the other, three high with little space between, covered with dirty canvas. No mattresses or pillows were provided. Blankets were not given, but filthy ones were to be found lying on the bunks. The blankets were ridden with lice, and were gritty. Mice ran over the floor at night; little sleep was to be had. The din of the hundreds sleeping in close proximity (the night cells surrounded a big hall and had open tops in most cases) was terrific and continued until a later hour. We were all marched to bed at 6:30 and locked in; the cell doors were usually opened about 6 A. M. Mrs. Glanvill and baby experienced similar treatment as described, but in her case she was turned out at 5:15 A. M.

One evening the British people were put together in night cells, but only after much protest, and it only worked once. It was quite impossible to get a bath. I could get neither towel nor soap.

M E A L S After being turned out of the night cells we were made to stand around in corridors for an hour and a half. We could never understand the reason. The bell then went for breakfast and of course there was the usual rush and push. It must be here stated the food on the Island was not bad. It was extremely coarse and unpalatable. We were fortunate in being put in the care of an attendant who did his best. We

were allowed to purchase milk, others were not so fortunate. We all ate together, many hundreds, yelling, screaming and grabbing - general pandemonium.

THE P O R C H Part mornings and part evenings we were all allowed out on a large porch overlooking the Harbour. The statue of Liberty could plainly be seen if one cared to look at it. The porch was caged in with the same close steel mesh. It was used by hundreds at a time and was always crowded and in a filthy condition. Once on the porch we were not allowed in to conveniences. It is not impossible to imagine the condition of the floor with many children cooped up without access to lavatories.

O F F I C I A L S We found the officials invariable insolent and cruel. Guards treated women without regard of their sex--yelled and pushed them to and fro. The women attendants were callous and indifferent. The cleaners were mostly coloured men who were insulting in their treatment.

BOARD OF ENQUIRY We arrived on the Island on the Saturday, and on the Monday we were taken before a Board. Before our turn came we sat on benches and noted the treatment of other cases by the Board. The members of the Board were curt and the chairman sarcastic and vulgar. When our turn came we were treated with respect but hurriedly. We were told that we could not be released because of baby. Evidently at this point they were prepared to release my wife and self. We were then told we were "excluded." An outside official told us this meant our doom. Later on in the day I was told I might appeal, but that likely it would take nine days - and then perhaps be unsuccessful.

By this time the health of my wife, a delicate and refined woman, was giving way. Baby was getting ill. Instant action to obtain release was necessary. I was desperate when fortunately I learnt that there was a Canadian representative on the Island. Having served with the Canadians during the war I thought he might be able to arrange our release to proceed to Canada. This however he could not do, but he suggested and advised that we appeal to the Commissioner of the Island to be deported. I did this through him stating I would pay my own fare back to England. The Canadian arranged everything and on the Tuesday we were taken under guard to the "Aquitania" where we remained in his custody until the boat sailed.

Before closing let me state that we were allowed access to neither telephone or telegraph. I fought hard to interview the Y. M. C. A. man on the Island and it took two days to get a message to him. It was with great difficulty I got a message to the Canadian representative. Guards are everywhere. Prison conditions existed throughout. The whole experience was cruel, revolting and humiliating. For one night Mrs. Glanvill went to hospital, baby not being well. She and baby were

treated in a shameful way. The nurses shook their fists in her face when she appealed for food for baby. She returned the next day on the point of collapse. . . .

The object of my visit to the United States was to complete a course at the Y. M. C. A. College, Springfield, Mass. I had been studying at this College over two years prior to the war. I left there to enlist in Canada in 1914. I had my credentials but was not given an opportunity to exhibit them. I had £ 100 in English notes on the Island and £ 100 more in English money, and $150.00 awaiting me at the 23rd St. Y. M. C. A., New York.[11]

12. C. M. Oberoutcheff: 1922-23

In 1922 or 1923 C. M. Oberoutcheff, who had been the Russian military commander of Kiev under the Kerensky regime, was detained at Ellis Island. He observed:

Considering the fact that multitudes of immigrants are handled on Ellis Island daily, conditions there, except for the prison atmosphere, are quite tolerable. The rooms are spacious and well ventilated, altho frequently overcrowded. They can not boast of a high degree of cleanliness, but the circumstances under which they operate are quite extenuating. . . .

Of his arrival at Ellis Island Oberoutcheff said:

The passengers of the first and second cabins were landed first and taken to a large, prison-like building. We were led to a large room and handed over to the authorities. The roll was called and the official left us.

In the large reception-room we sat on benches apart from the mass of third-class passengers. At the doors were officials at their desks questioning the immigrants in their turn. We were not kept waiting long; an official called the roll of the second-class arrivals and handed each of us a pass for second-class accommodations. To be candid, it was only when we were in the dining-room that I noticed the distinction that was made between immigrants of the different cabins. First and second-class passengers were seated on chairs; the less fortunate third-class on benches. A similar distinction was made in the rations.

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11. "Statement of Treatment Meted Out to Mark Glanvill, English Born . . . 1921," General Immigration Files, RG 85.

> Our case came up when the clock began to strike twelve, and was consequently put off until after lunch. We were removed to another room, where a crowd of people stood in expectation. The doors of the room were locked. In the center of the room a peddler was selling writing-paper, postage-stamps, and apples. I was about to make my first American purchase of some apples when we were called for dinner. Several corridors led to our spacious dining-room. The dinner was tasty and plentiful. It consisted of soup, roast, vegetables, bread and butter, and coffee. Milk was served for women and children. The third-class immigrants were seated apart and I noticed that their menu was not as well chosen as ours of the first and second class, nor was it as generous. . . .

Oberoutcheff discovered that even in the living quarters first and second cabin passengers were separated from those of the third. Moreover,

> Our doors were not locked, but they were guarded, and the watchman allowed us to leave only for an airing in our corridor. In the rooms for third-class passengers the men and women are kept apart. These rooms are often overcrowded to the point of suffocation. . . .
>
> All this contributed to the constant noise in the corridor and rooms, so that it was absolutely impossible to concentrate upon any thought or even to read intelligently. The suspense and forced idleness are the greatest ordeals of all those sentenced to wait on Ellis Island.
>
> It was on a Wednesday, the day set for entertainment. At 7 o'clock in the evening we were ordered to attend a motion-picture show. The cabin passengers were seated on the balcony and those of the third-class in the orchestra. This compulsory attendance at a picture show amazed me. After the picture show we were taken to our sleeping-quarters, which were on the same floor. The beds in the sleeping-rooms were of the triple-deck kind. We were given four blankets each, but no pillows or sheets, which indispensable comfort would require.
>
> My lot was cast in a room of Italians; a jolly company, to be sure. No provision was made there to accommodate people with families, and men and women are kept separately. I asked the attendant to put me in a non-smoking bedroom, but my request did not avail me. . . .

He summed up his feelings concerning his Ellis Island experiences:

> The immigrants are treated in a cold and formal way, but without insult. If the unnecessary shouting by attendants upon transferring immigrants from one room to another would subside a bit, the impression upon the troubled minds of the newcomers would not be so intimidating. When I asked a negro worker to wipe the water, which his pail left on a bench, he answered me harshly that there were other benches to sit on.[12]

13. F. M. Lalande: 1922-23

At about the same time that Oberoutcheff passed through Ellis Island F. M. Lalande, a Frenchwoman of "education and refinement" entered America through the station. Subsequently she wrote a letter to immigration officials, warmly praising the facilities and operation of the island. Her letter read:

> After a life of travels, and study, knowing five languages, it might have been supposed that I had seen everything worthy of interest, yet I had lately an excellent opportunity to study an institution unique in the world, and extremely interesting. I meant Ellis Island.
>
> The construction is vast and imposing tho often crowded by the immense quantity of emigrants, whose absolute ignorance prevents many to appreciate that the short detention is not only imposed for the security of United States, but for their own welfare.
>
> The ladies and gentlemen in charge of the emigrants have inexhaustible patience and kindness. The large admittion [sic] hall is (in the evening) used as a concert room (once a week) and cinema once also Sundays a Catholic, a Protestant and Jewish service are held so any creed can be followed. All this is free. Above, all around the hall, is a balcony. This have white tiles walls and floors, porcelain lavabos and baths. There are two hospital, a kindergarden [sic], medical attendance all free as well as board logging, entertainment, etc. etc. Interrogation rooms, dining rooms, kitchen, trunk rooms, etc., are on the ground floor. Besides breakfast (coffee, eggs, bread, butter, jam) (lunch--meat, vegetables, cheese, tea) dinner (soup, meat, etc.) there are (morning, afternoon, evening) three distributions of the best of sweet fresh milk and

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12. "Uncle Sam's Housekeeping at Ellis Island," Literary Digest, LXXVIII, (August 4, 1923), 46.

crackers. Many days thirty of those enormous cans are needed (they contain fifty gallons each, I was told). Six hundred and fifty employees are daily in attendance. Eighteen languages are interpreted. From morning till night colored men and women clean incessantly. Towels are changed daily. Sheets three times a week.

I leave to a competent man the estimate of the daily expense of such an establishment, and I should thank heartily an expert to compare Ellis Island to anything of the same sort, any other nation in the wide world has to offer.[13]

14. Reminiscences in "Island of Hope, Island of Tears"

One of the most recent publications to utilize the reminiscences and recollections of immigrants in telling the story of Ellis Island is the work, David M. Brownstone, Irene M. Franck, and Douglass L. Brownstone, Island of Hope, Island of Tears (New York, 1979). The authors and their associates conducted a number of personal interviews, obtained manuscript reminiscences, and collected the stories of numerous people whose stories are in the oral history archives at Statue of Liberty National Monument and the Oral History Archives of the Chicago Polonia collection, on deposit at the Chicago Historical Society. Particularly pertinent are some of the immigrants' reminiscences found in Chapter 5 ("The Island of Hope and Tears") and Chapter 6 ("Problems At The Door") of the book.

C. Data on Available Primary Source Materials

1. Oral History

In 1979-80 Dr. August C. Bolino did extensive research relative to the location of repositories having significant oral history projects with Ellis Island components. According to his Source Book for Ellis Island (pp. 193-215, typescript draft manuscript) the following are some of the more important oral history projects having interviews relating to Ellis Island:

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13. "Kind Words for Ellis Island," Literary Digest, LXXX (March 8, 1924), 48.

1. American Museum of Immigration, Statue of Liberty National Monument, (major ethnic groups--Russian, Italian, German, Austrian)

2. Department of Social Science, Ashland College, Ashland, Ohio (major ethnic group--Italian)

3. Center for Migration Studies, New Jersey Room, Alexander Library, Rutgers University, New Brunswick, New Jersey (major ethnic group--Italian)

4. Oral History Archives, Chicago Polonia Collection, Chicago Historical Society, Chicago, Illinois (major ethnic group--Polish)

5. Greater Cleveland Ethnographic Museum, Cleveland, Ohio (major ethnic groups--Jewish, Italian, Greek, Hungarian, Slovakian, Scandanavian)

6. Czechoslovak Hertiage Museum and Library, Berwyn, Illinois (major ethnic group--Slovakian)

7. Croatian Ethnic Institute, Inc., Chicago, Illinois (major ethnic group--Croatian)

8. Emigrant Institutet, East Moline, Illinois (major ethnic group--Scandanavian)

9. Friends of Ellis Island, New York, New York (major ethnic group--Jewish)

10. Oral History Collection, University of Florida, Gainesville, Florida (major ethnic group--Italian)

11. Immigrant Ethnic Archives, San Francisco, California (major ethnic groups--Danish, Italian)

12. Institute on Pluralism and Group Identity, New York, New York (major ethnic groups--Jewish, Italian, and Slavic)

13. Latvian Heritage Foundation, Jamaica Plain, Massachusetts (major ethnic group--Latvian)

14. Minnesota Historical Society, St. Paul, Minnesota (major ethnic group--Scandanavian)

15. Scandanavian - American Ethnic Retention Project, Moorhead State University, Moorhead, Minnesota (major ethnic group--Scandanavian)

16. Archives of Industrial Society, Hillman Library, University of Pittsburgh, Pittsburgh, Pennsylvania (major ethnic groups--Jewish, Croatian, Italian, Polish)

17. New Jersey Historical Commission, Trenton, New Jersey (major ethnic groups--Jewish, Italian)

18. New York State Department of Education, New York State Archives, Albany, New York (major ethnic group--Italian)

19. City of New York, Board of Education, New York, New York (major ethnic groups--Jewish, Italian)

20. Division of Archives and Manuscripts, Ethnic Heritage Study Center, Pennsylvania Historical and Musemum Commission, Harrisburg, Pennsylvania (major ethnic group--Slovakian)

21. Ethnic Heritage Center, California State College, California, Pennsylvania (major ethnic group--Slovakian)

22. Oral History Collection, Armenian Library and Museum of America, Belmont, Massachusetts (major ethnic group--Armenian)

23. Department of Education, Purdue University, Lafayette, Indiana (major ethnic group--Rumanian)

24. Rhode Island Jewish Historical Association, Providence, Rhode Island (major ethnic group-Jewish)

25. American - Scandanavian Ethnic Heritage Oral History Program, Luther College, Decorah, Iowa (major ethnic group--Scandanavian)

26. St. Cloud State University Gerentology Project, Department of Interdisciplinary Studies, St. Cloud State University, St. Cloud, Minnesota (major ethnic group--Lebanese)

27. Family Folklore and Ethnic American Collection Project Collections, Smithsonian Archives, Smithsonian Institution, Washington, D. C. (major ethnic groups--various)

28. Ukranian Workingmen's Association, Scranton, Pennsylvania (major ethnic group--Ukranian)

29. State University of New York, Albany, New York (major ethnic group--Italian)

30. Utah State Historical Society, Salt Lake City, Utah (major ethnic groups--British, Scandanavian)

31. Western Historical Manuscript Collection, University of Missouri, St. Louis, Missouri (major ethnic groups--German, Italian, Irish, Russian, Polish)

32. Wisconsin Jewish Archives, State Historical Society of Wisconsin, Madison, Wisconsin (major ethnic group--Jewish)

33. Nebraska State Historical Society, Lincoln, Nebraska (major ethnic group--Scandanavian)

34. Norwegian - American Historical Association, St. Olaf College, Northfield, Minnesota (major ethnic group--Norwegian)

35. Lehigh University, Bethlehem, Pennsylvania (major ethnic group--Slovakian)

36. YIUU Institute for Jewish Culture, New York, New York (major ethnic group--Jewish)

37. Oral History Collection, Butler Library, Columbia University, New York, New York (major ethnic groups--various)

2. Photographs

Historic photographs of Ellis Island may be found at the following repositories:

New York, New York
Associated Press Archives
Augustus Sherman Collection (1902-25), Statue of Liberty National Monument
Jacob Riis Papers (1877-1910), Museum of the City of New York
New-York Historical Society
NYT Pictures--The New York Times Photo Syndicate, New York Times
Picture Collection, New York Public Library
United Press International Archives
William Williams Collection, New York Public Library

Rochester, New York

Lewis W. Hine Collection, International Museum of Photographs of the George Eastman House

Springfield Virginia

Graphics Research, Division of Reference Services, Harpers Ferry Center, National Park Service

Sterling, Pennsylvania

Brown Brothers Collection

Washington, D. C.

Prints and Photographs Division, Library of Congress
Record Group 90, Audiovisual Archives Division (Still Picture Branch), National Archives
Terence V. Powderly Collection, Catholic University of America

3. Films

Ellis Island was the subject of several early silent films. In 1903 the American Mutoscope and Biograph Company produced a two-minute film entitled "Emigrants Landing at Ellis Island." Three years later Thomas Edison produced "Arrival of Emigrants, Ellis Island," a three-minute film. Another early film depicting Ellis Island scenes and the station's ferryboat is the property of the John Allen Company of Park Ridge, New Jersey. The Sherman Grinberg Library in New York City also possesses early footage of the island.

The most important films depicting Ellis Island activities were those produced by five news companies--Movietone News, Pathe News, Paramount News, Hearst Metrotone News, and Universal News. One of the most important of these was "The Golden Door," produced by Hearst Metrotone News as part of an award-winning educational series, "The Screen News Digest."

In 1938 the first and only Hollywood movie was made on Ellis Island. Entitled "Gateway," it starred Don Ameche, Arlean Whelan, Gregory Ratoff, Vinnie Barnes, Gilbert Roland, John Carradine, and Harry Carey. Other Hollywood films that have shown Ellis Island scenes include "The Inheritance" and "Godfather II."

During the last fifteen to twenty years a number of documentaries of Ellis Island have been produced, using historic photographs and footage as well as location footage of the station. These include: "The Island Called Ellis," produced by McGraw-Hill in 1967; "The Uprooted," a British documentary showing the dislocation, rootlessness, and stresses of immigration to America; and a film produced by the Anti-Defamation League of B'nai B'rith for the New York World's Fair in 1964-65. In 1976 CBS television produced "To America," emphasizing the refugee aspects of Jewish history by showing three families escaping from eastern Europe to the United States via Ellis Island. Episode 9 ("The Huddled Masses") of the "America" series, narrated by Alistair Cooke, showed scenes of the immigration station. In 1978-80 as part of the Ethnic Heritage Studies

Program, the State University of New York at Albany produced a three-part film entitled "The Immigrant--Journey to America," documenting through first person narrative accounts the experiences of a number of early twentieth century immigrants who came to America from eastern, southern, and central Europe.[14]

4. Published Memoirs by Ellis Island Employees

A number of published memoirs by Ellis Island employees contain first-hand accounts of the administration of the immigration station. These include:

Corsi, Edward. In the Shadow of Liberty: The Chronicle of Ellis Island. New York, 1935 (Reprint ed. New York, 1969).

Corsi was commissioner at Ellis Island from 1931-34. The book provides a colorful history of Ellis Island based on Corsi's personal interviews with long-time employees and documentation that is no longer extant. The work also contains a description of Ellis Island operations when it was serving primarily as a detention center and deportation station during the early 1930s.

Cowen, Philip. Memories of An American Jew. New York, 1932. (Reprint ed. New York, 1975).

This book has useful facts and reminiscences on the administration of Robert Watchorn (1905-09), when Cowen, former editor of the American Hebrew and a long-time proponent of American Jewish immigrant interests, was serving at Ellis Island as an immigration inspector and member of the boards of special inquiry.

Curran, Henry H. Pillar to Post. New York, 1941.

This book of memoirs has a chapter on the administration of Ellis Island from 1923-26 when Curran served as commissioner there.

Howe, Frederic C. The Confessions of a Reformer. New York, 1925 (Reprint ed. Chicago, 1967).

This memoir relates the tribulations of Howe as commissioner at Ellis Island from 1914-19 in his struggle to humanize the station, protect the immigrants from exploitation, and administer the island during the turbulent years of World War I and the Red Scare.

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14. Material for this section on "films" was gathered from August C. Bolino, Source Book for Ellis Island (typescript draft mss., August 1981), pp. 297-301, Park History Archives, History Division, Cultural Resources Management, Washington Office.

La Guardia, Fiorello H. The Making of an Insurgent: An Autobiography, 1882-1919. Philadelphia, 1948.

This memoir has a chapter on Ellis Island operations during the years 1907-10, when La Guardia served as an interpreter there.

Safford, Victor. Immigration Problems: Personal Experiences of an Official. New York, 1925.

This memoir consists of the thoughtful reminiscences of Ellis Island operations by a medical officer who served there from 1895 until the early 1920s.

Slaughter, M. Gertrude. "American's Front Door: An Intimate Glimpse of Ellis Island." Hygeia, XI (January 1933), 11-14.

This article describes the operations and procedures at Ellis Island as seen through the eyes of an examining physician on the island.

West, Herbert Faulkner, ed. The Autobiography of Robert Watchorn. Oklahoma City, 1958.

This memoir has a chapter on Watchorn's activites as commissioner on Ellis Island during 1905-09.

APPENDIXES

APPENDIX A

STEERAGE CONDITIONS: 1909

ABSTRACT OF THE REPORT ON

STEERAGE CONDITIONS.

For the complete report on steerage conditions see Reports of the Immigration Commission, vol. 37.

The Immigration Commission's report on steerage conditions, which was presented to Congress December 13, 1909, was based on information obtained by special agents of the Commission traveling as steerage passengers on 12 different transatlantic steamers, as well as on ships of every coastwise line carrying immigrants from one United States port to another. There had never before been a thorough investigation of steerage conditions by national authority, but such superficial investigations as had been made, and the many nonofficial inquiries as well, had disclosed such evil and revolting conditions on some ships that the Commission determined upon an investigation sufficiently thorough to show impartially just what conditions prevailed in the steerage. It is, of course, true that the old-time steerage with its inherent evils largely disappeared with the passing of the slow sailing vessel from the immigrant-carrying trade,[a] but the Commission's investigation proved clearly that the "steerage" is still a fact on some ships, although on others it has been abolished. Indeed, the investigation showed that both good and bad conditions may and do exist in immigrant quarters on the same ship; but, what is of more importance, it showed that there is no reason why the disgusting and demoralizing conditions which have generally prevailed on immigrant ships should continue.

The complete report of the Commission upon this subject includes a detailed account of the experiences of an Immigration Commission agent in the steerage of three transatlantic ships, but for the purpose of this summary a more general description of conditions under which immigrants are carried at sea will suffice.

Because the investigation was carried on during the year 1908, when, owing to the industrial depression, immigration was very light, the steerage was seen practically at its best. Overcrowding, with all its concomitant evils, was absent. What the steerage is when travel is heavy and all the compartments filled to their entire capacity can readily be understood from what was actually found. In reading this report, then, let it be remembered that not extreme, but comparatively favorable, conditions are here depicted.

Transatlantic steamers may be classed in three general subdivisions on the basis of their provision for other than cabin passengers. These are vessels having the ordinary old-type steerage, those having the new-type steerage, and those having both. In order to make clear the distinction among these subdivisions, a description of the two types of steerage, old and new, will be given.

[a] See Steerage Legislation, 1819-1908. Reports of the Immigration Commission, vol. 40. (S. Doc. No. 661, 61st Cong., 3d sess.)

The old-type steerage is the one whose horrors have been so often described. It is, unfortunately, still found in a majority of the vessels bringing immigrants to the United States. It is still the common steerage in which hundreds of thousands of immigrants form their first conceptions of our country and are prepared to receive their first impressions of it. The universal human needs of space, air, food, sleep, and privacy are recognized to the degree now made compulsory by law.[1] Beyond that, the persons carried are looked upon as so much freight, with mere transportation as their only due. The sleeping quarters are large compartments, accommodating as many as 300, or more, persons each. For assignment to these, passengers are divided into three classes, namely, women without male escorts, men traveling alone, and families. Each class is housed in a separate compartment and the compartments are often in different parts of the vessel. It is generally possible to shut off all communication between them, though this is not always done.

The berths are in two tiers, with an interval of 2 feet and 6 inches of space above each. They consist of an iron framework containing a mattress, a pillow, or more often a life-preserver as a substitute, and a blanket. The mattress and the pillow if there is one, is filled with straw or seaweed. On some lines this is renewed every trip. Either colored gingham or coarse white canvas slips cover the mattress and pillow. A piece of iron piping placed at a height where it will separate the mattresses is the "partition" between berths. The blankets differ in weight, size, and material on the different lines. On one line of steamers, where the blanket becomes the property of the passenger on leaving, it is far from adequate in size and weight, even in the summer. Generally the passenger must retire almost fully dressed to keep warm. Through the entire voyage, from seven to seventeen days, the berths receive no attention from the stewards.

The berth, 6 feet long and 2 feet wide and with 2½ feet of space above it, is all the space to which the steerage passenger can assert a definite right. To this 30 cubic feet of space he must, in a large measure, confine himself.[2] No space is designated for hand baggage. As practically every traveler has some bag or bundle, this must be kept in the berth. It may not even remain on the floor beneath. There are no hooks on which to hang clothing. Almost everyone has some better clothes saved for disembarkation, and some wraps that are not worn all the time, and these must either be hung about the framework of the berth or stowed somewhere in it. At least two large transportation lines furnish the steerage passengers eating utensils and require each one to retain these throughout the voyage. As no repository for them is provided, a corner of the berth must serve that purpose. Towels and other toilet necessities, which each passenger must furnish for himself, claim more space in the already crowded berths. The floors of these large compartments are generally of wood, but floors consisting of large sheets of iron were also found. Sweeping is the only form of cleaning done. Sometimes the process is repeated several times a day. This is particularly true when the litter is the leavings of food sold to the passengers by the steward for his own profit. No sick cans are furnished, and not even large receptacles for waste. The vomitings of the seasick are often permitted to

remain a long time before being removed. The floors, when iron, are continually damp, and when of wood they reek with foul odor because they are not washed.

The open deck available to the steerage is very limited, and regular separable dining rooms are not included in the construction. The sleeping compartments must therefore be the constant abode of a majority of the passengers. During days of continued storm, when the unprotected open deck can not be used at all, the berths and the passageways between them are the only places where the steerage passenger can spend his time.

When to this very limited space and much filth and stench is added inadequate means of ventilation, the result is almost unendurable. Its harmful effects on health and morals scarcely need be indicated. Two 12-inch ventilator shafts are required for every 50 persons in every room; but the conditions here are abnormal and these provisions do not suffice. The air was found to be invariably bad, even in the higher inclosed decks where hatchways afford further means of ventilation. In many instances persons, after recovering from seasickness, continue to lie in their berths in a sort of stupor, due to breathing vitiated air. Those passengers who make a practice of staying much on the open deck feel the contrast between the air out of doors and that in the compartments, and consequently find it impossible to remain below long at a time. In two steamers the open deck was always filled long before daylight by those who could no longer endure the foul air between decks.

Wash rooms and lavatories, separate for men and for women, are required by law, and this law also states that they shall be kept in a "clean and serviceable condition throughout the voyage." The indifferent obedience to this provision is responsible for further uncomfortable and unhygienic conditions. The cheapest possible materials and construction of both washbasins and lavatories secure the smallest possible degree of convenience and make the maintenance of cleanliness extremely difficult where it is attempted at all. The washbasins are invariably too few in number, and the rooms in which they are placed are so small as to admit only by crowding as many persons as there are basins. The only provision for counteracting all the dirt of this kind of travel is cold salt water, with sometimes a single faucet of warm water to an entire wash room. And in some cases this faucet of warm water is at the same time the only provision for washing dishes. Soap and towels are not furnished. Floors of both wash rooms and water-closets are damp and often filthy until the last day of the voyage, when they are cleaned in preparation for the inspection at the port of entry.

Regular dining rooms are not a part of the old type of steerage. Such tables and seats as the law says "shall be provided for the use of passengers at regular meals" are never sufficient to seat all the passengers, and no effort is made to do this by systematic repeated sittings. In some instances the tables are mere shelves along the wall of a sleeping compartment. Sometimes plain boards set on wooden trestles and rough wooden benches placed in the passageways of sleeping compartments are considered a compliance with the law. Again, when a compartment is only partly full, the unoccupied space is called a dining room and is used by all the passengers in common, regardless of what sex uses the rest of the compartment as sleeping quarters.

When traffic is so light that some compartment is entirely unused, its berths are removed and stacked in one end and replaced by rough tables and benches. This is the most ample provision of dining accommodations ever made in the old-type steerage, and occurs only when the space is not needed for other more profitable use.

There are two systems of serving the food. In one instance the passengers, each carrying the crude eating utensils given him to use throughout the journey, pass in single file before the three or four stewards who are serving and each receives his rations. Then he finds a place wherever he can to eat them, and later washes his dishes and finds a hiding place for them where they may be safe until the next meal. Naturally there is a rush to secure a place in line and afterwards a scramble for the single warm-water faucet, which has to serve the needs of hundreds. Between the two, tables and seats are forgotten or they are deliberately deserted for the fresh air of the open deck.

Under the new system of serving, women and children are given the preference at such tables as there are, and the most essential eating utensils are placed by the stewards and are washed by them. When the bell announces a meal, the stewards form in a line extending to the galley, and large tin pans, each containing the food for one table, are passed along until every table is supplied. This constitutes the table service. The men passengers are even less favored. They are divided into groups of six. Each group receives two large tin pans and tin plates, cups, and cutlery enough for the six; also one ticket for the group. Each man takes his turn in going with the ticket and the two large pans for the food for the group, and in washing and caring for the dishes afterwards. They eat where they can, most frequently on the open deck. Stormy weather leaves no choice but the sleeping compartment.

The food may be generally described as fair in quality and sufficient in quantity, and yet it is neither; fairly good materials are usually spoiled by being wretchedly prepared. Bread, potatoes, and meat, when not old leavings from the first and second galleys, form a fair substantial diet. Coffee is invariably bad and tea does not count as food with most immigrants. Vegetables, fruits, and pickles form an insignificant part of the diet and are generally of a very inferior quality. The preparation, the manner of serving the food, and disregard of the proportions of the several food elements required by the human body, make the food unsatisfying and therefore insufficient. This defect and the monotony are relieved by purchases at the canteen by those whose capital will permit. Milk is supplied for small children.

Hospitals have long been recognized as indispensable, and so are specially provided in the construction of most passenger-carrying vessels. The equipment varies, but there are always berths and facilities for washing and a latrine closet at hand. A general aversion to using the hospitals freely is very apparent on some lines. Seasickness does not qualify for admittance. Since this is the most prevalent ailment among the passengers, and not one thing is done for either the comfort or convenience of those suffering from it and confined to their berths, and since the hospitals are included in the space allotted to the use of steerage passengers, this denial of the hospital to the seasick seems an injustice. On some lines the hospitals are freely

used. A passenger ill in his berth receives only such attention as the mercy and sympathy of his fellow-travelers supply.

After what has already been said, it is scarcely necessary to consider separately the observance of the provision for the maintenance of order and cleanliness in the steerage quarters and among the steerage passengers. Of what practical use could rules and regulations by the captain or master be, when their enforcement would be either impossible or without appreciable result with the existing accommodations? The open deck has always been decidedly inadequate in size. The amendment to section 1 of the passenger act of 1882, which went into effect January 1, 1908, provides that henceforth this space shall be 5 superficial feet for every steerage passenger carried. On one steamer showers of cinders were a deterrent to the use of the open deck during several days. On another a storm made the use of the open deck impossible during half the journey.

The only seats available were the machinery that filled much of the deck.

Section 7 of the law of 1882, which excluded the crew from the compartments occupied by the passengers except when ordered there in the performance of their duties, was found posted in more or less conspicuous places. There was generally one copy in English and one in the language of the crew. It was never found in all the several languages of the passengers carried, although if passengers of one nationality should understand this regulation it is equally important that all should.

Considering this old-type steerage as a whole, it is a congestion so intense, so injurious to health and morals, that there is nothing on land to equal it. That people live in it only temporarily is no justification of its existence. The experience of a single crossing is enough to change bad standards of living to worse. It is abundant opportunity to weaken the body and implant there germs of disease to develop later. It is more than a physical and moral test; it is a strain. And surely it is not the introduction to American institutions that will tend to make them respected.

The common plea that better accommodations can not be maintained because they would be beyond the appreciation of the emigrant and because they would leave too small a margin of profit, carries no weight in view of the fact that the desired kind of steerage already exists on some of the lines and is not conducted as a philanthropy or a charity.

THE NEW-TYPE STEERAGE.

There is nothing striking in what this new-type steerage furnishes. On general lines it follows the plans of the accommodations for second-cabin passengers. The one difference is that everything is simpler proportionately to the difference in the cost of passage. Unfortunately the new type of steerage is to be found only on those lines that carry emigrants from the north of Europe. The number of these has become but a small per cent of the total influx.

Competition was the most forceful influence that led to the development of this improved type of steerage and established it on the lines where it now exists. An existing practical division of the territory from which the several transportation lines or groups of

such lines draw their steerage passengers lessens the possibility of competition as a force for the extension of the new type of steerage to all emigrant-carrying lines. Legislation, however, may complete what competition began.

The new-type steerage may again be subdivided into two classes. The better of these follows very closely the plan of the second-cabin arrangements; the other adheres in some respects to the old-type steerage. These resemblances are chiefly in the construction of berths and the location and equipment of dining rooms. The two classes will not be considered separately, but the differences in them will be noted. The segregation of the sexes in the sleeping quarters is observed in accordance with the law much more carefully in the new type of steerage than in the other. Women traveling without male escorts descend one hatchway to their part of the deck; men descend another, and families still another. Further privacy is secured by inclosed berths or staterooms. The berths are sometimes exactly like those in the old-type steerage in construction and bedding, but the better class are built like cabin berths. The bedding is in some cases not clean, but the blankets are always ample. Staterooms contain from two to eight berths. The floor space between is utilized for hand baggage. On some steamers special provision is made beyond the end of the berths for baggage. There are hooks for clothes, a seat, a mirror, and sometimes even a stationary washstand and individual towels are furnished. Openings below and above the partition walls permit circulation of air. Lights near the ceiling in the passageways give light in the staterooms. In some instances there is an electric bell within easy reach of both upper and lower berths which summons a steward or stewardess in case of need.

On some steamers stewards are responsible for complete order in the staterooms. They make the berths and sweep or scrub floors as the occasion requires. The most important thing is that the small rooms secure a greater degree of privacy and give seclusion to families. On most steamers some large compartments still remain. These are occupied by men passengers when traffic is heavy.

In spite of the less crowded conditions the air is still bad. Steamers that are models in other respects are found to have air as foul as the worst. The lower the deck the worse the air. Though bearing no odors of filth, it is heavy and oppressive. It gives the general impression of not being changed as often as it should be. Passengers who are able to go up on the open deck, and thus experience the difference between fresh air and that below, find it impossible to remain between decks long, even to sleep. The use of the open deck generally begins very early in the morning. Where there are not stationary washstands in the staterooms, and their presence is still the exception and not the rule, lavatories separate for the two sexes are provided. These are generally of a size sufficient to accommodate comfortably even more persons than there are basins. Roller towels are provided, and sometimes soap. The basins are of the size and shape most commonly used. They may be porcelain and cleaned by a steward, or they may be of a coarse metal and receive little care. The water-closets are of the usual construction—convenient for use and not difficult to maintain in a serviceable condition. Floors are at all times clean and dry. Objectionable odors are destroyed by disinfectants. Bath tubs and showers are occasionally provided, though

their presence is seldom advertised among the passengers, and a fee is a prerequisite to their use.

Regular dining rooms appropriately equipped are included in the ship's construction. Between meals these are used as general recreation rooms. A piano, a clock regulated daily, and a chart showing the ship's location at sea may be other evidences of consideration for the comfort of the passengers.

On older vessels the dining room occupies the center space of a deck, inclosed or entirely open, and with the passage between the staterooms opening directly into it; the tables and benches are of rough boards and movable. The tables are covered for meals, and the heavy white porcelain dishes and good cutlery are placed, cleared away, and washed by stewards. The food is also served by the stewards.

On the newer vessels the dining rooms are even better. In equipment they resemble those of the second cabin. The tables and chairs are substantially built and attached to the floor. The entire width of a deck is occupied. This is sometimes divided into two rooms, one for men, the other for women and families. Between meals men may use their side as a smoking room. The floors are washed daily. The desirability of eating meals properly served at tables and away from the sight and odor of berths scarcely needs discussion. The dining rooms, moreover, increase the comfort of the passengers by providing some sheltered place, besides the sleeping quarters, in which to pass the waking hours when exposure to the weather on the open deck becomes undesirable. The food on the whole is abundant and when properly prepared wholesome. It seldom requires augmentation from private stores or by purchase from the canteen. The general complaints against the food are that good material is often spoiled by poor preparation; that there is no variety and that the food lacks taste. But there were steamers found where not one of these charges applied. Little children receive all necessary milk. Beef tea and gruel are sometimes served to those who for the time being can not partake of the usual food.

Hospitals were found in accordance with the legal requirements. On the steamers examined there was little occasion for their use. The steerage accommodations were conducive to health, and those who were seasick received all necessary attention in their berths.

With the striking difference in living standards between old and new types of steerage goes a vast difference in discipline, service, and general attitude toward the passengers.

One line is now perhaps in a state of transition from the old to the new type of steerage. It has both on some of its steamers. The emigrants carried in its two steerages, however, do not radically differ in any way.

The replacement of sails by steam, with the consequent shortening of the ocean voyage, has practically eliminated the former abnormally high death rate at sea. Many of the evils of ocean travel still exist, but they are not long enough continued to produce death. At present a death on a steamer is the exception and not the rule. Contagious disease may and does sometimes break out and bring death to some passengers. There are also other instances of death from natural causes, but these are rare and call for no special study or alarm.

The inspection of the steerage quarters by a customs official at our ports of entry to ascertain if all the legal requirements have been observed is, and in the very nature of things must be, merely perfunctory. The inspector sees the steerage as it is after being prepared for his approval, and not as it was when in actual use. He does not know enough about the plan of the vessel to make his own inspection and so he sees only what the steerage steward shows him. The time devoted to the inspection suffices only for a passing glance at the steerage and the method employed does not tend to give any real information, much less to disclose any violations.

These, then, are the forms of steerage that exist at the present time. The evils and advantages of such are not far to seek. The remedies for such evils as now exist are known and proven, but it still remains to make them compulsory where they have not been voluntarily adopted.

THE COASTWISE TRAFFIC.

A certain percentage of the immigrants who are distributed from New York City and other points travel toward their ultimate destination on smaller steamship lines in the coastwise trade. There seems to be no attention whatever paid to the accommodations for, or care of, immigrants on these ships. On one steamer investigated it was found that steerage passengers were carried in a freight compartment, separated from the rest of the vessel only by canvas strips, and that in this compartment the immigrants were not provided with mattresses or bedding. There was practically no separation between the women and the men. On this boat other passengers who pay the same price as do the immigrants have regular berths with mattresses and pillows, and a dining room is provided for their use. There is also separation of the sexes. The negroes who patronize this line are quartered in this compartment and receive for the same price much better treatment than do the immigrants. This line has carried as many as 200 immigrants on one trip in these freight compartments.

On another line, which has accommodations in its ordinary boats for about 50 immigrants, the immigrants can obtain food such as is served to the crew, but the berths are in three tiers, instead of two as on the transatlantic boats. The immigrants are also allowed the freedom of the lower forward deck.

An investigator's description of the hardships of the immigrants on one Hudson River boat is as follows:

> Forward of the freight, in the extreme bow of the boat, is an open space. I saw immigrants lying on the floor, also on benches, and some were sleeping on coils of rope, in some cases using their own baggage for head rests.

Conditions on the other line from New York to Albany were found to be similar, though in neither case was there any excuse for the crowding, as there was plenty of room on the boats.

Of a vessel in the coastwise trade an investigator's notes read as follows:

> There was no attempt to separate the men from the women, and upon going into the sleeping quarters I found the women and men in all states of dress and undress (mostly the latter). Hot nights they slept on deck.
>
> Sunday, at midnight, some man crept into the Polish woman's bunk and attempted an assault, but her cries drove him off.

Monday night about the same time, presumably the same man, now acknowledged to be a member of the crew—this information I obtained by talking to members of the crew—attempted, and perhaps succeeded, in assaulting the same woman.

The captain started an investigation, but what came of it I was unable to learn, as the matter was hushed up.

It is fair to state that this charge was taken up by the proper authorities, but that no further evidence could be obtained. The quarters of that particular boat were clean and well kept and the food fair.

It is satisfactory to learn that upon the steamers of the Panama Railroad and Steamship Line, practically owned and operated by the United States Government, the conditions and discipline were found to be good, the only complaint being as to the food, which was said to be of very poor quality and of very scanty allowances on one of the boats.

The general comment to make in relation to this class of transportation seems to be that the welfare of the immigrant is left entirely to the companies. If the line is humane and progressive, the immigrants are well treated. If it is not, the immigrants suffer accordingly. In all probability the condition of the immigrants on these ships could be made much better by the enforcement of existing statutes.

Reports of the Immigration Commission, 1911, II, 291-303.

APPENDIX B

POPULAR PASSENGER STEAMERS: 1900-14

Name of Steamer	*Steamship Line*	*Port of Departure*	*Stopped at*	*Duration of Voyage Days*
ADRIATIC	White Star Line	Liverpool	Queenstown	8
ALGERIA	Anchor Line	Napoli		16–17
ALICE	Austro-American Line	Trieste	Patras	20–21
AMERICA	Hamburg-American Line	Hamburg		8
ANCONA	Italia Line	Napoli		13–14
ANDALUSIA	Hamburg-American Line	Hamburg		14
ANTONIO LOPEZ	Compania Transatlantica	Genova	Napoli, Barcelona	18
ARCADIA	Hamburg-American Line	Hamburg		15
ARGENTINA	Austro-American Line	Trieste	Palermo	20–21
ARMENIA	Hamburg-American Line	Hamburg		12
ASTORIA	Anchor Line	Glasgow		10
ATHINAI	Greek Line	Pireus		19–20
BALTIC	White Star Line	Liverpool	Queenstown	8
BARBAROSSA	North German Lloyd	Bremen		12–13
BATAVIA	Hamburg-American Line	Hamburg	Boulogne	11–13
BELVEDERE	Austro-American Line	Trieste		20
BERLIN	North German Lloyd	Bremen		10
BIRMA	Russian East Asiatic Line	Libau		13–15
BLUECHER	Hamburg-American Line	Hamburg		10
BOSNIA	Hamburg-American Line	Hamburg		14–15
BRANDENBURG	North German Lloyd	Bremen		13
BRASILE	La Veloce	Napoli		14–16
BREMEN	North German Lloyd	Bremen		11
BULGARIA	Hamburg-American Line	Genova	Napoli	18
CALEDONIA	Anchor Line	Glasgow		8
CALIFORNIA	Cunard, Anchor Line	Glasgow		8
CALIFORNIE	French Line	Havre		14–15
CAMPANIA	Anchor Line	Liverpool	Queenstown	7
CARMANIA	Cunard Line	Liverpool	Queenstown	8
CARONIA	Cunard Line	Liverpool	Queenstown	8
CARPATHIA	Cunard Line	Fiume	Napoli	18–20
CASSEL	North German Lloyd	Bremen		14–15
CEDRIC	White Star Line	Liverpool	Queenstown	9
CELTIC	White Star Line	Southampton.	Cherbourg	9
CHEMNITZ	North German Lloyd	Bremen		12
CITTA' DI NAPOLI	La Veloce	Genova	Palermo, Napoli	19
CITTA' DI TORINO	La Veloce	Napoli		16
CLEVELAND	Hamburg-American Line	Hamburg		9–10
COLUMBIA	Anchor Line	Glasgow		8
CRETIC	White Star Line	Napoli		12–14
DEUTSCHLAND	Hamburg-American Line	Hamburg	Southampton, Cherbourg.	7
DUCA D'AOSTA	Navigazione Generale Ital.	Genova	Napoli	14
DUCA DEGLI ABRUZZI	Navigazione Generale Ital.	Genova		13–14
ERNY	Austro-American Line	Trieste	Patras	21–22
ETRURIA	Cunard Line	Liverpool	Queenstown	8
EUGENIA	Austro-American Line	Trieste	Palermo	20
EUROPA	La Veloce	Napoli		12
FINLAND	Red Star Line	Antwerp	Dover	9
FLORIDA	Lloyd Italiano	Genova	Napoli	14
FRANCE	French Line	Havre		7
FRANCESCA	Austro-American Line	Trieste	Patras	21–22
FRIEDRICH DER GROSSE	North German Lloyd	Genova	Napoli	10–14
FURNESSIA	Anchor Line	Glasgow		12
GEORGE WASHINGTON	North German Lloyd	Bremen		9
GNEISENAU	North German Lloyd	Bremen		12
GOTHLAND	Red Star Line	Antwerp		10–11
GRAF WALDERSEE	Hamburg-American Line	Hamburg	Plymouth	11
GROSSER KURFUERST	North German Lloyd	Bremen	Boulogne	10
GUILA	Austro-American Line	Trieste	Patras	21

HAMBURG	Hamburg-American Line	Genova ..... Napoli	15
HANOVER	North German Lloyd	Bremen	14
HELLIG OLAF	Scandinavian-American Line	Copenhagen . Christiania	12
HUDSON	French Line	Havre	15
IDA	Austro-American Line	Trieste ..... Patras	22–25
IL PIEMONTE	Navigazione Generale Ital.	Napoli	20–21
IMPERATOR	Hamburg-American Line	Hamburg	7
INDIANA	Lloyd Italiano	Genova .....Palermo, Napoli	17
ITALIA	La Veloce	Napoli .....Palermo	16–19
KAISER FRANZ JOSEPH	Austro-American Line	Trieste	18–19
KAISER WILHELM	North German Lloyd	Bremen ..... Southampton, Cherbourg.	7
KAISER WILHELM DER GROSSE.	North German Lloyd	Bremen	7
KAISER WILHELM II	North German Lloyd	Bremen	7
KAISERIN AUGUSTE VICTORIA..	Hamburg-American Line	Hamburg .....Southampton, Cherbourg.	8–9
KLEIST	North German Lloyd	Bremen	11–12
KOENIG ALBERT	North German Lloyd	Genova ..... Napoli	15
KOENIGIN LUISE	North German Lloyd	Genova ..... Napoli, Gibraltar	14
KOREA	Russian East Asiatic Line	Libau ..... Rotterdam	20
KRONPRINZN CECILIE	North German Lloyd	Bremen	7
KRONPRINZ WILHELM	North German Lloyd	Bremen ..... Southampton, Cherbourg.	7
KROONLAND	Red Star Line	Antwerp .... Dover	10
LA BRETAGNE	French Line	Havre	10
LA GASCOGNE	French Line	Havre	10
LA LORRAINE	French Line	Havre	6–8
LAPLAND	Red Star Line	Antwerp .... Dover	8
LA PROVENCE	French Line	Havre	6
LA SAVOIE	French Line	Havre	7
LA TOURAINE	French Line	Havre	8
LAZIO	Navigazione Generale Ital.	Napoli ..... Palermo	16
LUCANIA	Cunard Line	Liverpool ... Queenstown	6
LUISIANA	Lloyd Italiano	Genova ..... Napoli	18
LUSITANIA	Cunard Line	Liverpool	7–8
MACEDONIA	National Greek Line	Pireus	18–19
MADONNA	Fabre Line	Napoli	15
MAIN	North German Lloyd	Bremen	14–15
MAJESTIC	White Star Line	Liverpool ... Queenstown	8
MARTHA WASHINGTON	Austro-American Line	Trieste ..... Patras	17–18
MAURETANIA	Cunard Line	Liverpool	6
MESABA	Atlantic Transport Line	London	11
MINNEAPOLIS	Atlantic Transport Line	London	9
MINNEHAHA	Atlantic Transport Line	London	9
MINNETONKA	Atlantic Transport Line	London	9
MINNEWASKA	Atlantic Transport Line	London	9
MOLTKE	Hamburg-American Line	Genova ..... Napoli	12–13
NAPOLI	Italia Line	Genova ..... Napoli, Palermo	17
NEAPOLITAN PRINCE	Prince Line	Pireus ..... Patras, Palermo	20–21
NECKAR	North German Lloyd	Bremen	11
NEW AMSTERDAM	Holland-America Line	Rotterdam .. Boulogne	10
NEW YORK	American Line	Southampton. Cherbourg	8
NIAGARA	French Line	Havre	10
NOORDAM	Holland-America Line	Rotterdam	10–11
NORD AMERICA	La Veloce	Napoli	14
OCEANA	Hamburg-Amer., Austro-Amer.	Genova	12
OCEANIA	La Veloce	Genova ..... Napoli, Palermo	14–15
OCEANIC	White Star Line	Southampton.	7
OLDENBURG	North German Lloyd	Bremen	12
OLYMPIC	White Star Line	Southampton. Cherbourg	7
OSCAR II	Scandinavian-American Line	Copenhagen . Christiania	12
OTAVIA	Hamburg-American Line	Hamburg	15
PALLANZA	Hamburg-American Line	Hamburg	16
PANNONIA	Cunard Line	Fiume ..... Napoli	17–18
PATRICIA	Hamburg-American Line	Hamburg	11–13
PENNSYLVANIA	Hamburg-American Line	Hamburg ... Boulogne, Plymouth	10–12
PERUGIA	Anchor Line	Livorno ..... Napoli, Palermo	19
PETERSBURG	Russian Volunteer Fleet	Libau	17–18
PHILADELPHIA	American Line	Southampton. Cherbourg	8

PISA	Hamburg-American Line	Hamburg		12
POTSDAM	Holland-America Line	Rotterdam ..	Boulogne	10
PRETORIA	Hamburg-American Line	Hamburg		10–12
PRESIDENT GRANT	Hamburg-American Line	Hamburg		11
PRESIDENT LINCOLN	Hamburg-American Line	Hamburg		11
PRINCIPE DI PIEMONTE	Lloyd Sabaudo	Genova	Napoli, Palermo	16
PRINZ ADALBERT	Hamburg-American Line	Genova	Napoli	14–15
PRINZ OSCAR	Hamburg-American Line	Genova	Napoli	14–15
PRINZESS ALICE	North German Lloyd	Bremen		10
PRINZESS IRENE	North German Lloyd	Genova	Napoli, Palermo	13
RE D'ITALIA	Lloyd Sabaudo	Genova	Napoli, Palermo	16–17
REGINA D'ITALIA	Lloyd Sabaudo	Genova	Napoli, Palermo	15
REPUBLIC	White Star Line	Napoli		13
RHEIN	North German Lloyd	Bremen		14
ROCHAMBEAU	French Line	Havre		9
ROMA	Fabre Line	Napoli		12
ROTTERDAM	Holland-America Line	Amsterdam		14
RYNDAM	Holland-America Line	Rotterdam	Boulogne	10
SAN GIORGIO	Sicula-Americana Line	Messina	Napoli, Palermo	13
SAN GIOVANNI	Sicula-Americana Line	Napoli		14
SANT'ANNA	Fabre Line	Marseilles ...	Palermo	16
SAMLAND	Red Star Line	Antwerp		12
SAXONIA	Cunard Line			
SICILIA	Hamburg-American Line	Hamburg		17
SILVIA	Hamburg-American Line	Hamburg ...	Boulogne	14
SLAVONIA	Cunard Line	Fiume	Trieste, Napoli	18–19
SMOLENSK	Russian Volunteer Fleet	Libau	Rotterdam	17–18
SOFIA HOHENBURG	Austro-American Line	Trieste	Patras	20
ST. LAURENT	French Line	Havre		15
ST. LOUIS	American Line	Southampton.	Cherbourg	7
TAORMINA	Italian Line	Genova	Palermo, Napoli	14
TEUTONIC	White Star Line	Liverpool ...	Queenstown	7
THEMISTOCLES	Greek Line	Pireus	Patras	21–22
TRAVE	North German Lloyd	Bremen		10
ULTONIA	Cunard Line	Trieste	Fiume, Palermo	20
UMBRIA	Cunard Line	Liverpool ...	Queenstown	8
UNITED STATES	Scandinavian American Line	Copenhagen .	Christiania	11
URANIUM	Uranium Line	Rotterdam ..	Halifax	13
VADERLAND	Red Star Line	Antwerp	Dover	9
VICTORIA LUISE	Hamburg-American Line	Hamburg		10–11
WEIMAR	North German Lloyd	Bremen		13
WITTEKIND	North German Lloyd	Bremen		14–15
WUERZBERG	North German Lloyd	Bremen		15–16
ZEELAND	Red Star Line	Antwerp	Dover	10

Francis Kalnay and Richard Collins, The New Immigration (New York, 1941), pp. 276-82.

CHAPTER IX

ADMINISTRATIVE HISTORY OF ELLIS ISLAND: 1954-83

A. Ellis Island Declared Excess Federal Property

After the U. S. Immigration Station on Ellis Island closed in November 1954 the island was declared to be excess to the needs of the Immigration and Naturalization Service and transferred to the jurisdiction of the General Services Administration (GSA) for disposal, pursuant to the provisions of the Federal Property and Administrative Services Act of 1949. GSA screened all federal agencies to determine if there was any need for its continued federal use. With no positive reponse forthcoming from the federal agencies, GSA declared the island to be surplus to the needs of the federal government on March 15, 1955.[1]

During the next eighteen months the door was left open to proposals for transfer of the property to a state or local government agency or a qualified nonprofit institution for any specific public use pursuant to the provisions of the aforementioned statute. Various recommendations were advanced: New York City was interested in the site as a home for the aged, homeless, or delinquent boys; New York State introduced a bill for the island's use as an alcoholic clinic; and New Jersey favored its use as a recreation area and ethnic museum. However, a variety of problems mitigated approval of all alternatives, among which were the requirement for payment of fifty percent of the fair market value of the island by the purchasers, the costs of rehabilitation, ferry service, and heating, and the revival of a long-standing boundary dispute between New York and New Jersey. One of the more bizarre incidents during this period occurred on January 4, 1956, when a 25-member delegation from New Jersey unexpectedly landed on Ellis Island to give it a two-hour inspection before New Jersey officials filed final papers in the state's application for possession of the tract. Despite "its deserted red brick buildings, broken windows, peeling paint and overgrown grass," Ellis Island, according to these officials, presented an excellent site for an "ethnic museum" that would "show the contributions immigrants have made to this country." During this period realtors also proposed a plush

1. U. S. Congress, Senate, Committee on Government Operations, Disposal of Ellis Island, 89th Cong., 1st sess., S. Rept. 306, p. 1.

housing development on the island, and at one point during the spring the federal government considered the possibility of trading the island to New York City for property near the U. S. Court House in Foley Square to bring all federal agencies together in one area.[2]

B. GSA Attempts to Sell Ellis Island

On September 13, 1956, GSA announced plans to dispose of Ellis Island, which it described as "one of the most famous landmarks in the world," by private sale via sealed bids to be submitted by November 19. According to the printed advertisements, GSA hoped to sell the 27.5-acre island for "private commercial use." The 35 structures on the island--14 office buildings, 11 storage buildings, and 10 others "consisting of Greenhouse, Laundry, Power House, Incinerator, Canteen, Library, Infirmary, Cafeteria, Kitchen, Dining Room, Post Office, Day Room, Dormitories, Baggage Room and School"--possessed 513,000 square feet of floor space and presented a "perfect location and facilities for oil storage depot, import and export processing, warehousing, manufacturing, private institutions, etc." The successful bidder would also receive two 250,000-gallon water tanks, some 7,000 feet of tall chain-link fencing, the ferryboat Ellis Island and "miscellaneous items of machinery . . . furniture and cafeteria equipment." The island was tentatively valued at some $6,300,000, the amount it had presumably cost the taxpayers to build and maintain the island complex.[3]

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2. New York Times, January 5, 15, and September 14, 1956; "Uncle Sam's Red Brick Elephant," Business Week, September 29, 1956; and S. Rept. 306, p. 1. Although no one took up the offer of the property, the Bureau of Prisons, Army, and Coast Guard took advantage of the opportunity to purchase a vast amount of equipment left on the island at bargain prices. Higgins to Loughran, October 5, 1954; Miller to Immigration and Naturalization Service, October 20, 1954; and Memorandum for the File: Telephone call from Mr. O'Toole, Deputy District Director, El Paso, Texas, October 21, 1954; Immigration and Naturalization Service Files, 56363/981, Part I.

3. "27-1/2 Acres, Private Waterfront, Near Subway," Business Week, September 22, 1956, p. 34; "Island of the Millions," Newsweek, XLVIII (September 24, 1956), 36-37; New York Times, September 14, 1956; and Ann Novotny, Strangers At the Door: Ellis Island, Castle Garden, and the Great Migration to America (Riverside, Connecticut, 1971), pp. 139-40.

GSA placed advertisements in newspapers and sent out invitations to some 1,500 companies, individuals, and real estate brokers. While more than twenty companies responded with requests for inspection tours of the island, widespread public opposition to the private sale of the historic landmark emerged, causing President Dwight D. Eisenhower to order GSA to postpone the sale in late September until Congress had a chance to review the island's fate. Much of the public opposition stemmed from sentiments that the island should be preserved as a national historic monument in honor of the immigrants who had passed through its doors--a recommendation supported by such widely-divergent groups as the American Planning and Civic Association and the Chamber of Commerce as well as a variety of congressmen and New York City officials.[4]

Despite the public outcry against the private sale of Ellis Island, a balanced assessment of the island's attraction to private industry by Business Week indicated that the island was less than an ideal industrial site. The territorial dispute between New Jersey and New York still needed to be resolved, and extensive remodeling would be needed to adapt the buildings for industrial use. Unless a causeway was built to the nearby Jersey Central Railroad dock, all production and personnel would have to be transported by boat at an estimated cost of $210,000 a year. Other problems included:

a. The original investiment would be high, as the entire property was valued at approximately $6,300,000.

b. It would cost nearly $1,000,000 to transform the current produced by the island's 1,600-kilowatt generators from d. c. to a. c.

c. As the ferry was nearly ready for the scrap heap, a replacement for it would cost about $1,000,000.

d. Rehabilitation of the buildings would cost some $800,000.

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4. "Rescued by the President: A Landmark," U. S. News & World Report, XLI (October 5, 1956), 22; New York Times, September 16, 1956; and "$6-Million Challenge," Business Week, November 24, 1956, 14.

e. Its potential use as an oil storage facility was hampered by the fact that most deepwater terminals were five times the size of the island.[5]

After the sale was postponed, a canvass of acceptable proposals for public use of the island "for a constructive and worthwhile purpose" was undertaken again but without success. In the futile search for a viable use of the island's facilities, GSA even hinted at one point in November 1957 that it might be willing to present the island to New York City as a gift.[6]

In early February 1958 GSA announced plans to put Ellis Island on the auction block again. A week or two before the proposed private sale the New Yorker sent a reporter to visit the island and to interview a real estate consultant about the commercial prospects of the property. The real estate man, in response to a question about the island's worth, remarked:

> When it was put up for sale in 1956, it had an estimated value of six million dollars, but President Eisenhower stopped the sale before any cash was advanced to prove or disprove the worth of that estimate. I've heard talk of the island's being converted into an amusement center, a warehouse site, a place for industrial exhibitions, a luxury housing development, and even a college campus. But I don't think there's any real commercial interest. Probably take somewhere around ten million to make it fit for any of these particular projects. In fact, it would take so much to make it fit for any project that I'd be surprised if the highest bid went beyond a measly hundred thousand. There's a congressman who wants to make it the headquarters for a national lottery. . . . Right now, I'd say that people . . . who want to buy the island as a site for a hospital for narcotic addicts, probably have the most practical idea.

Then the reporter took a Coast Guard launch, which served as a ferry for Ellis Island maintenance crews, to the former immigration

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5. "Uncle Sam's Red Brick Elephant," 28-30.

6. New York Times, November 17, 1957.

station. He was given a tour of the island by Raymond Thompson, maintenance engineer of the installations on the island. According to Thompson a force of ten men worked in the power house, operating four boilers that provided heat to all the buildings on Island No. 1. A little heat also seeped through to the hospital buildings on Island No. 2. The reporter noted that a few light bulbs served "to illuminate the dusty rooms" and that paint was peeling off numerous walls. In one corner of the great room where warrant cases had been held, a "few rusty beds still remained, with mattresses rolled up at their feet." In the "passenger hall" the reporter noticed a sign lying on one of the desks left behind when the station closed--it read "No Smoking, Rauchen Verboten, Vietato Fumare, Palenie Tytoniu Wzbronione, Prohibido Fumar." Going upstairs, the reporter passed through rooms that had once been family quarters and into an "old dining room, which had been turned into a chapel and library. Three aged upright pianos and a small organ were ranged along the walls." Next door was "a school-and-playroom, complete with a sandbox, and farther along . . . the 'cabin section'; equipped with barred cells, where people about to be deported had been kept." The hospital looked "very dilapidated."[7]

The highest of twenty-one bids received by GSA for Ellis Island in February 1958 was $201,000, submitted by Sol G. Altas, a promoter of a luxury development to include a 600-room hotel, marina, heliport, convention hall, and museum. Several months after the bid was rejected, the New York Times asked six prominent citizens what they would recommend for Ellis Island. Governor Averell Harriman of New York observed that Ellis Island should be taken over by the National Park Service and developed as a national monument and park with the buildings adapted "for recreation as well as for educational and historic exhibitions." United States Senator Jacob Javits of New York urged that the island "be converted to a permanent center for international trade, a permanent world trade fair with sites for the display of goods from foreign nations as well as our own leading

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7. "Island For Sale," New Yorker, XXXIII (February 15, 1958), 24-26.

exports." Raymond Loewy, an industrial designer, proposed to give the island to the teenagers as a youth city with a "play land, a hobby and educational center, an ideal outdoor-indoor recreation ground with facilities for every sport." Oscar Handlin, professor of history at Harvard University, noted that Ellis Island should be refurbished to house refugees or displaced persons from tyranny, such as those who fled Hungary in 1956. Marianne Moore, a poet, proposed that the buildings be used to house the harbor police, quarter retired artists, provide recreation facilities for deprived New York City children, afford studio space to musicians, or serve as an "information center for all America." William Zeckendorf, a New York real estate man, proposed that the island be made a permanent shrine commemorating immigration serviced by youth organizations with the buildings being converted to an art museum.[8]

GSA repeated its attempt to sell Ellis Island in 1959 and again in January 1960 by sealed bids. However, the respective high bids of $675,000 (of twenty-three received) and $1,025,000 (of eleven received), as offered by Sol G. Atlas in both cases were both rejected as not being commensurate with the value of the property.[9]

In 1960 architectural students at Cooper Union and the Pratt Institute in New York were given assignments to develop and justify uses for Ellis Island "on a strictly imaginative basis." Among the entries, which received publicity in the New York Times, were:

a. an atomic research center, including a laboratory encircling a reactor, lofty living quarters, an auditorium and an exhibition hall.

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8. New York Times Magazine, May 25, 1958, and Novotny, Strangers At the Door, p. 140.

9. U. S. Congress, Sentate, Committee on Government Operations, Discussion on the Disposal of Ellis Island Before the Subcommittee on Intergovernmental Relations . . . , 88th Cong., 1st sess., Comm. Print, September 4, 1963, p. 4.

b. a religious center comprising a nondenominational cathedral, several chapels, and numerous offices.

c. a nuclear power plant to provide Manhattan with all its electricity.

d. a world cultural center, featuring suspended disks with shops and cafes of various nations.

e. a nautical museum to preserve ships and other seafaring relics.[10]

Thereafter, GSA suspended its efforts to sell the island in order to afford the Department of Health, Education, and Welfare (HEW) an opportunity to undertake an effort to dispose of the property for public health or educational purposes under the provisions of the aforementioned Federal Property and Administrative Services Act of 1949. HEW and GSA jointly sponsored a conference in New York City on August 9, 1960, attended by representatives of public and private groups having an interest in the noncommercial disposition of the island. Subsequently, HEW received applications for use of Ellis Island from Ellis Island for Higher Education, Inc., The Training School at Vineland, New Jersey, the International University Foundation, whose proposal included a library and museum devoted to American immigration, and Theodore Granik, whose plan included health, education, and housing programs for the elderly.[11]

Of the aforementioned proposals one of the most innovative was that set forth by Ellis Island for Higher Education, Inc. The group boasted some illustrious names: Joseph M. Levine, a history instructor at Columbia University; Harry Carman, dean emeritus of Columbia; Seymour Harris, chairman of Harvard's economics department; Clinton Rossiter, professor of government at Cornell; Eric Goldman, professor of history at Princeton; and Arthur M. Schlesinger, Jr., professor of history at

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10. New York Times Magazine, April 24, 1960.

11. S. Rept. 306, pp. 1-2.

Harvard. By streamlining the curriculum and using large lecture classes, the group anticipated that the college could balance its annual operating budget solely on tuition from some 1,000 students. Total cost of converting the physical plant, including construction of a footbridge to the New Jersey shore, was estimated to be $6,000,000. The group hoped to obtain seed funding for their proposal from the Ford and Rockefeller foundations.[12]

Following a comprehensive review, HEW rejected all applications, advised GSA, and announced publicly on March 7, 1961, that none of the proposals met the requirements of the 1949 act. Thereafter, GSA deferred public advertising of the property for sale, but continued to discuss and explore the disposal with interested groups.[13]

C. Efforts by the Senate Subcommittee on Intergovernmental Relations to Dispose of Ellis Island

After the creation of the Subcommittee on Intergovernmental Relations on July 12, 1962, the Senate Committee on Government Operations referred to it for appropriate action five bills introduced in the 87th Congress relating to the disposal of Ellis Island. The five bills were: S. 2596 (Ellis Island for Higher Education, Inc.), introduced by Senator Harrison A. Williams of New Jersey; S. 2852 (The Training School at Vineland, New Jersey), introduced by Senator Clifford P. Case of New Jersey; and S. 867, S. 1118, and S. 1198, introduced by Senator John J. Sparkman of Alabama, which included slightly different programs for health, education, and housing for the elderly. On September 26, 1962, the subcommittee held a preliminary hearing (with Senator Edmund S. Muskie of Maine presiding) to "gain a broader and more detailed understanding of the fundamental issues and questions involved in the disposal of Ellis Island and beyond this, to obtain an initial glimpse of some of the plans which have been developed for the future utilization of

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12. "Hallowed Halls," Newsweek, LVI (September 12, 1960), 94.

13. S. Rept. 306, p. 2.

this property." The scope of the hearings was limited "to a determination of whether or not there are circumstances pertaining to the disposition of Ellis Island which require that Congress adopt additional guidelines to be followed beyond those provided in the basic act [Federal Property and Administrative Services Act of 1949]."[14]

Following this initial hearing Senator Muskie, chairman of the parent committee, requested that GSA withhold action on the final transfer of title to the island until the committee had concluded its review of the disposal problem. The administrator of GSA advised that he would abide by the terms of the request.[15]

Meanwhile, a number of new proposals for utilization of Ellis Island were publicized. Two New York radio-television executives, H. Jerome D'Amato and Elwood Doudt of the Damon Doudt Corporation, offered to purchase the island for $2,100,000 with the hope of building (at a cost of $100,000,000) an 8,000-resident, self-contained "dream city of the future," sometimes referred to as "the perfect city of tomorrow," in the shape of a key as envisioned by the late Frank Lloyd Wright. Jersey City officials expressed interest in buying the island for development as a "residential and cultural center." Both British and Greek investors sounded out GSA on separate commercial ventures. Other groups continued to urge Congress to make the island available to them for such projects as housing for the elderly, a training school for retarded children, a liberal arts college, an international university, an immigrant museum, and a center for promotion of peace and interfaith understanding.[16]

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14. U. S. Congress, Senate, Committee on Government Operations, Disposal of Ellis Island (New York Harbor): Hearings Before the Subcommittee on Intergovernmental Relations of the Committee on Government Operations, 87th Cong., 2nd sess., September 26, December 6 and 7, 1962, pp. 1-3.

15. Discussion on the Disposal of Ellis Island, p. 4.

16. New York Daily News, December 2, 1962; Edward M. Kennedy, "Ellis Island," LXVII (April 1967), 121; and Wilton Tifft, Ellis Island (New York, 1971), n.p.

Additional hearings on the question of Ellis Island's disposal were held by the subcommittee at the U. S. Mission to the United Nations in New York City on December 6-7, 1962. Numerous proposals were advanced, and after the hearings several additional recommendations for future utilization of the island were received. Since none of the proposals had sufficient widespread support or stood out as being more meritorious than the others, the subcommittee attempted to promote cooperation among the various sponsors with a view toward the possible joint sponsorship of a multipurpose proposal. Nevertheless communications and conferences failed to elicit such a multipurpose plan.[17]

On April 22, 1963, Senator Muskie asked eleven major foundations to assess and comment upon "the feasibility of the financing, public benefit, practicality, and probability of ultimate realization" of the various noncommercial plans. Although some replies favored one or another of the proposals, none indicated a willingness to support any one or a combination of the plans. The views of Adlai Stevenson, U. S. Representative to the United Nations, and Robert Moses of the New York City Department of Parks were also solicited. The former reported that the matter had been explored with the members of the U. N. Secretariat and that no U. N. need for the property was found, while the latter responded with a suggestion that the island be converted to a public recreation area under the jurisdiction of New York City with a youth conservation project employed to clear the island.[18]

In March 1963 Levine, Sargent, Tan & Co., management consultants in New York City, indicated an interest either in purchasing the island for $2,700,000 or leasing it for fifty years at an annual rental of six

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17. S. Rept. 306, p. 2.

18. Ibid., pp. 2-3.

percent of $2,700,000. The firm hoped to develop a warehousing center in a duty-free zone.[19]

On July 22, 1963, Senator Muskie wrote to state officials and congressional representatives of New York and New Jersey, as well as the mayors of New York City and Jersey City, requesting their assistance in the deliberations of the subcommittee on the disposal of Ellis Island. In response to the letter Senator Jacob K. Javits recommended that a meeting be held for all interested municipal, state, and federal officials "to arrive at a consensus" on the question. It was agreed that a meeting would be held in Washington on September 4, 1963.[20]

In preparation for the meeting the subcommittee sent to all invited officials a copy of its July 29, 1963, staff memorandum on the disposition of the island. The first part of the memorandum set forth three viable courses of action:

> A. PERMIT SUPRLUS PROPERTY DISPOSAL LAW TO TAKE ITS COURSE
>
> Currently Ellis Island is under the custody and jurisdiction of the General Services Administration for purposes of disposal, and, if the Chairman of the Committee on Government Operations so directs, GSA will proceed to dispose of Ellis Island pursuant to existing statutory authority. In that case, unless the Department of Health, Education and Welfare qualifies a project sponsor to receive Ellis Island to be used for health or education purposes, likelihood is that it will be sold to the highest bidder.
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> (1) At present Damon, Doudt Corporation offers to purchase Ellis Island for the sum of $2,100,000 in cash on delivery of the deed, and it is believed they will use the Island to construct a self-contained city designed by Frank Lloyd Wright.

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19. Discussion on the Disposal of Ellis Island, p. 32.

20. S. Rept. 306, p. 3.

(2) Sol G. Atlas Realty Investment Company has offered the highest bid for the Island on all three occasions when the GSA offered the Ellis Island property for sale. Their first bid was $201,000; the second bid was $675,000; and its last bid was $1,025,000. They contemplate the construction of a resort hotel; a combined marina and boatel; a middle-income, multi-family housing project; cultural facilities; a museum of immigration; and a variety of recreational facilities.

(3) Expressions of interest have been received from a group of British investors and a group of Greek investors, both contemplating residential and commercial development of the Island.

B. WITHHOLD DECISION PENDING FURTHER STUDY

If it appears that insufficient time has elapsed for development of a worthwhile and workable plan capable of generating widespread support, the Committee could withhold action for a specified period of time to permit further study by the public and private groups with new proposals to be submitted at a later date.

C. RECOMMEND SPECIFIC LEGISLATION

Several specific proposals requiring legislative action have been submitted, and the Subcommittee could recommend to the Chairman of the Committee on Government Operations that a specific legislative proposal be reported favorably to the U. S. Senate. Among the proposals submitted are the following:

(1) FEDERAL COMMISSION TO STUDY DISPOSAL OF ELLIS ISLAND

(2) HOUSING FOR THE ELDERLY

(3) MENTAL RETARDATION DIAGNOSTIC AND TRAINING CENTER

(4) EDUCATION

(5) HISTORICAL - MONUMENTAL

(6) MISCELLANEOUS SUGGESTIONS

Conversion of Ellis Island to:

(a) a maritime center and a nautical motivational high school;

(b) a "symbol of America" with displays of political concepts, exhibits of religious, scientific and industrial life, and perhaps a museum;

(c) a veterans convalescent home and rest camp;

(d) a recreational area for the promotion of physical fitness;

(e) a place to rehabilitate narcotics addicts;

(f) a Biblical Center to symbolize the common background of all nations in accordance with the idealistic Western attitude toward life as opposed to the materialistic Eastern attitude;

(g) a "Boys Town" for New York; and

(h) an International Cathedral for Peace Prayers.[21]

On September 4, 1963, Senator Muskie chaired the long-awaited meeting which hopefully would develop consensus on the future disposal of Ellis Island. According to Senator Muskie the purpose of the meeting was two-fold:

> First, to present to all of the interested public parties, as they have been identified over the past year, the picture which the subcommittee presently has of this problem, and of the proposals for uses to which Ellis Island could be dedicated; secondly, to solicit finally from all parties in interest any additional thoughts, ideas, or proposals which they might like to add to the picture which the subcommittee now has, because at some point within the very near future it will be necessary, in my judgment, to call the members of the subcommittee together to present the entire picture, with the view to reporting ultimately to the full Committee on Government Operations.[22]

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21. "Memorandum of the Senate Subcommittee on Intergovernmental Relations on Disposition of Ellis Island," July 29, 1963, Park Archives Files, History Division, Cultural Resources Management, Washington Office, National Park Service.

22. Discussion on the Disposal of Ellis Island, pp. 1-2. The list of officials invited to the meeting included:

> Gov. Nelson A. Rockefeller; Gov. Richard J. Hughes; Mayor Thomas F. Gangemi, of Jersey City; Mayor Robert F. Wagner, of New York City; Senator Clifford P. Case; Senator Jacob K. Javits; Senator Phillip A. Hart; Senator Kenneth B. Keating; Senator John J. Sparkman; Senator Harrison A. Williams, Jr.; Representative Emanuel Celler; Representative Leonard Farbstein; Representative Cornelius E. Gallagher,

While it was not possible to arrive at a firm decision concerning the specific course of future action, there was little sentiment expressed for the commercial development of the island. Chairman Muskie raised the question of whether the proposed redevelopment of the New Jersey shoreline "might enhance the possibilities of using the island for a national park, monument, or recreational purposes." Despite Associate Director George B. Hartzog's statement that "Federal operation or development of the island for memorialization or national monument purposes would not be in the public interest," Muskie requested that the National Park Service review the proposal in light of New Jersey's development proposal.[23]

D. National Park Service Salvages Ellis Island Mural

Meanwhile during the fall of 1963 the National Park Service Branch of Museums took a leading role in steps to remove two sections of the deteriorating Edward Laning mural from the walls of the dining room at Ellis Island. The painting which had been executed under the auspices of the Works Progress Administration in 1935 had been mounted on plaster walls with a white lead-resin adhesive. According to Park Service Museum Specialist Walter Nitkiewicz, who later supervised the mural's removal, a

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22. (Cont.) Representative Dominick V. Daniels; Representative Peter W. Rodino, Jr,; Representative Eugene J. Keogh; Representative John V. Lindsay; Secretary Anthony Celebreeze, Department of Health, Education, and Welfare; Hon. Bernard L. Boutin, Administrator, General Services Administration; Hon. Robert C. Weaver, Administrator, Housing and Home Finance Agency; Secretary Stewart Udall, Department of the Interior; Representative John W. Wydler; Representative Benjamin S. Rosenthal; Representative William F. Ryan; and Mr. Ernest C. Baynard, staff administrator, Government Activities Subcommittee of the House Committee on Government Operations.

23. Ibid., pp. 37-38. For more information on the plans for development of the Jersey City waterfront see New Jersey Department of Conservation and Economic Development, Recreation Facility on the New Jersey City Waterfront (December 1962) and Jersey City Division of Planning, Waterfront Development - A Planning Approach (November 1963).

> rather large portion of the lower part of the mural is detached from the wall - not because of failure of the adhesive, but because of local deterioration of the plaster's bond to the wall. The remaining portions of the plaster appear to be well bonded to the wall and the painting is well bonded to the plaster. Several small areas of cleavage of ground and paint and small losses of paint are present in the detached part of the mural.
>
> Inadequate shelter in the abandoned building obviously is the cause of the plaster's deterioration, which most certainly will continue to deteriorate with increasing rapidity. If they are to be salvaged, the two wanted sections of the mural should be removed from the building before winter conditions develop. The dimensions of the sections vary slightly: one is 7'5" x 7'6" and the other is 7'5" x 6'10".

The two sections were removed that fall and stored at Liberty Island with the understanding that they would be restored for possible exhibition in the American Museum of Immigration, then being planned in the base of the Statue of Liberty.[24]

E. National Park Service Issues Study Report on Ellis Island

On December 3, 1963, the study team, consisting of 28 people representing the Senate Subcommittee on Intergovernmental Relations, National Park Service (NPS), Bureau of Outdoor Recreation (BOR), GSA, Housing and Home Finance Agency, and New Jersey, New York, Jersey City, and New York City, held its first meeting at Federal Hall in New York City. Ronald F. Lee, Regional Director of the Northeast Region, National Park Service, was designated to coordinate the Ellis Island study in cooperation with John Sullivan, Regional Director of the Northeast Region, Bureau of Outdoor Recreation. Later on December 20 a meeting was held in Trenton, New Jersey, at which time technical discussions

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24. Museum Specialist (Art), Branch of Museums, to Acting Chief, Branch of Museums, September 13, 1963; Acting Chief, Branch of Museums, to Regional Director, Northeast Region, September 13, October 10, 1963; Chief, Branch of Museums to Regional Director, Northeast Region, October 18, 1963; and Museum Specialist (Art), Branch of Museums to Chief, Branch of Museums, October 9, 1963; Graphics Research (Springfield, Virginia), Division of Reference Services, Harpers Ferry Center, National Park Service.

were pursued with representatives of the Jersey City Planning Division, the State Planning Division, and the NPS and BOR regional offices.

Members of the NPS Northeast Regional Office staff visited Ellis Island on several occasions. Regional Chief of National Park System Studies Andrew G. Feil, Jr., coordinated the technical planning aspects of the study; Regional Chief of Interpretation and Visitor Services Frank Barnes worked on the historical aspects; Regional Architect John B. Lukens made the architectural appraisal; and Museum Curator Horace Wilcox investigated the furnishings and museum possibilities. Three other NPS officials also took part in the initial surveys: a general field inspection of the island was made by Chief Architect Robert E. Smith of the Eastern Office, Design and Construction, and investigations were undertaken by Assistant Director Theodore Swem and Park Planner Robert Bergman from the Washington office.

After the initial planning sessions and field studies were conducted, three important meetings took place. In early May 1964 Regional Directors Lee and Sullivan discussed the draft of the report and the proposed concepts to be presented. On May 12 Lee and Feil met with Commissioner Robert A. Roe of the New Jersey Department of Conservation and Economic Development and Development Advisor Alvin E. Gershin of New Jersey to discuss in full the draft of the report and the effects upon the interests of both the state and Jersey City. A meeting was held in New York City on June 4 with Feil, Elinore G. Guggenheimer, member of the New York City Planning Commission, Edwin Friedman of the New York City Department of City Planning, and C. V. Doncaster of the New York State Conservation Department to coordinate the interests of both New York State and New York City in the proposal.

On June 24, 1964, the Secretary of the Interior forwarded the National Park Service's study report, entitled A Study Report on Ellis Island, to the subcommittee. This report recommended: (1) the conversion of the island to a national area for public visitation and its designation as a national historic site with possible secondary compatible

uses; and (2) establishment of an Advisory Commission on Ellis Island to assist in the development of plans for converting the property to a national historic site and determination of possible compatible uses and to formulate a proposed solution to the jurisdictional question to be recommended to the federal government and the States of New Jersey and New York.[25]

The report was endorsed by Interior Secretary Stewart L. Udall after an October tour of Ellis Island with New York and New Jersey legislators. The congressional subcommittee also reviewed the report and reached a number of conclusions. These were

> (1) Further prolonged study of the problem will do little to add new facts or provide significant additional substantive information concerning the future disposition of the island.
>
> (2) Opposition to the sale of the island for commercial redevelopment is as strong now as it was in September 1956 when the GSA first advertised the property for sale by sealed bids.
>
> (3) While to date numerous worthwhile public purpose proposals have been advanced by various civic-minded groups and individuals, no single proposal has mustered widespread public support or stands out as being necessarily superior to the others. Further, no group has submitted an application to HEW which has met the requirements for effecting a health or educational transfer of the island under section 203(k) of the Federal Property and Administrative Services Act of 1949 and related laws.
>
> (4) The objectives of all the commercial proposals and all but one of the noncommercial plans provide no firm guarantee that Ellis Island will continue to serve as a major historical landmark for the American people.
>
> In light of these findings, the committee recommends the alternative suggestion advanced in the Interior Department's

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25. A Study Report on Ellis Island, by the National Park Service in cooperation with the Bureau of Outdoor Recreation, United States Department of the Interior for the Subcommittee on Intergovernmental Relations, Senate Committee on Government Operations, June 1964, pp. 1-24.

> report that the Secretary proceed under the act entitled, "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes," approved August 21, 1935 (49 Stat. 666-668; 16 U.S.C. 461-467), and designate Ellis Island as a national historic site. The provisions of this act (popularly known as the Historic Sites Act of 1935) establish a sufficient basis for the Department to begin implementing the general recommendations contained in its study report. . . .
>
> In addition, the Secretary of the Interior is requested to report to the Committee on Government Operations every 90 days concerning his activity and progress toward achievement of the recommendations contained in the June 1964 report of the National Park Service to the Subcommittee on Intergovernmental Relations.[26]

As events were proceeding toward the establishment of Ellis Island as a part of Statue of Liberty National Monument, the National Park Service began to formulate tentative plans concerning the restoration and interpretation of the site. On March 17, 1965, Frank Barnes submitted the following preliminary plan to Regional Director Lee:

> The feasibility study for Ellis Island suggests "exhibit facilities" at that location to explain the "history of Ellis Island and its relationship to the broad study of immigration presented at the Statue of Liberty." Over and beyond the immediate "gateway" story--of which Ellis is the physical symbol--the Ellis Island interpretive development should serve as inspirational prelude to the "broad study" told in the AMI. Such prelude would include (in addition to formal exhibits re the island depot and its predecessor, Castle Garden) the opportunity to climb the great central staircase in the Main Building as millions of the immigrants did, to view the great second-floor room--restored to the physical semblance of its historical function, to view certain other rooms in the Main Building similarly restored, and the opportunity to stand out by the flagpole at the point of the original island, and gaze toward Manhattan as the immigrants did. Almost in miniature symbolization of the Old World, the Ellis Island prelude would include cultural exhibits (amplified, seasonally, by the "living culture" of folk festivals), related to the individual nationalities that came through this portal. It

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26. S. Rept. 306, pp. 6-7, and Novotny, Strangers At the Door, p. 141.

might include an immigrant "Hall of Fame," with statues honoring specific individual immigrants, as well as statues symbolic of "nameless" contributions of national groups, and social groups. Above all, it would introduce the whole immigration oddyssey [sic] with a documentary-inspirational movie combining the approach of Elia Kazan's America, America, and the fine documentary production shown last summer at the U.S. Pavilion in the World's Fair. The walls of the rooms and the halls inside the main building could well be filled (as appropriate and feasible) with a Charles Eames-like arrangement of photomurals of immigrants--faces, countless faces, and scenes of the immigrant processing at the Ellis Island depot. Meanwhile, as an anchor to all this (and the AMI, too), an auditorium would be planned for the holding of seminars, public forums and study institutes re immigration and its impact on American life. And, somewhere, in the cleared portion of the Island there should be a memorial sculpture, symbolic of "the uprooted" that became Americans. Having gained a vivid introductory experience from a personal visit to Ellis Island and its physical remains, having literally followed in the footsteps (in many cases) of his forebears, the visitor will proceed by boat (perhaps replicas of the barges that brought immigrants to Ellis Island from the passenger liners off shore) to Liberty Island, for the climactic AMI, in a voyage symbolic in miniature of the voyage from the Old World to the New.

While the formal exhibits installed in one or two rooms of the Administration Building would "highlight" the history of Ellis Island depot in the main, they would also deal with Castle Garden, which--probably the first institutionalized attempt of its kind--"started it all," and itself processed more than seven million immigrants from 1855 to 1890. Indeed, these exhibits (whose content might well be pulled together in an amplifying movie on The Process itself) should really deal with the whole story of immigrant reception in the United States--that significant process of social control by which (as the feasibility study states) "a great nation attempted to exercise some selection (in terms of national health and welfare) over those millions of the world seeking new lives in liberty in this country, and--at the same time--sought to protect these newcomers against the unfamiliar ways of the new country." Very probably the exhibits on Castle Garden and Ellis Island already included in the AMI plan should be revamped with this Ellis Island Depot story in mind; possibly, they should be omitted from the AMI together. AMI would then deal entirely with the immigration saga--who came, why, when, where they went, and the like. Leave the reception and control story to Ellis, where indeed this story is physically symbolized. Consideration should be given to returning Ellis Island

memorabilia (especially the portion of WPA mural) to Ellis Island in due course. These are part of Ellis Island.[27]

F. Ellis Island Becomes Part of Statue of Liberty National Monument

On May 11, 1965, President Lyndon B. Johnson issued Proclamation 3656 adding Ellis Island to the Statue of Liberty National Monument. In his comments the President said that 16 million "steerage immigrants entered into the very fiber of American life" through the island, making us not merely a nation "but a nation of nations." He also used the occasion to press for congressional action on his proposed reform-minded immigration legislation (which became law several months later) doing away with the national origins quota system established in the 1920s. At the same time he announced that a new Job Corps Conservation Center would be established opposite Ellis Island on the Jersey City waterfront to aid in the rehabilitation of Ellis Island and creation of a new Liberty State Park along the blighted New Jersey shore.[28]

On the day of the proclamation Secretary of the Interior Stewart L. Udall submitted identical followup letters to President of the Senate Hubert H. Humphrey and Speaker of the House John W. McCormack, enclosing a draft of a proposed joint resolution to provide for the development of Ellis Island. The letter read in part:

> We recommend that the joint resolution be referred to the appropriate committee for consideration, and we recommend that it be enacted.
>
> The President, under authority of section 2 of the act of June 8, 1906 (34 Stat. 225; 16 U.S.C. 431), issued a proclamation on May 11, 1965, adding Ellis Island to the Statue

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27. Regional Chief of Interpretation and Visitor Services to Regional Director (NERO), March 17, 1965, Reference Files, Graphics Research, Division of Reference Services, Harpers Ferry Center.

28. New York Times, May 12, 1965, and Presidential Documents, Title 3 - The President, Proclamation 3656, in Federal Register, May 13, 1965, pp. 6571-72. A copy of Proclamation 3656 may be seen in Appendix A.

> of Liberty National Monument. The proclamation provides that the island will be administered pursuant to the act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as amended and supplemented, subject to the limitation that, unless otherwise provided by act of Congress, no funds appropriated to the Department of the Interior for the administration of the national monument shall be expended upon the development of Ellis Island. The enclosed joint resolution authorizes the appropriation of such funds as may be required to develop Ellis Island as a part of the national monument. . . .
>
> Proposed developments of the island include the rehabilitation of the main immigration building and another building for administrative and public service uses; the rehabilitation of the ferry basin, existing utility services, and the seawall; and the landscaping of the grounds. Total costs of all developments are tentatively estimated at $6 million, of which approximately $2,540,000 would be expended during the first 5 years after establishment of the national monument. . . .[29]

Almost immediately Congressman Jonathan Bingham of New York introduced House Joint Resolution 454 and Senator Clifford P. Case of New Jersey introduced Senate Joint Resolution 79 to authorize the appropriation of funds necessary to develop Ellis Island. Both resolutions used the langugage as recommended in Udall's proposed joint resolution. Identical or similar measures were introduced in the House by Congreemen Cornelius E. Gallagher (H. J. Res. 455), Leonard Farbstein (H. J. Res. 466), Wayne N. Aspinwall (H. J. Res. 526), Silvo Conte (H. R. 6321), and Seymour Halpern (H. R. 6915).[30]

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29. U. S. Congress, Senate, Committee on Interior and Insular Affairs, Providing for the Development of Ellis Island As a Part of the Statue of Liberty National Monument, 89th Cong., 1st sess., 1965, S. Rept. 508, pp. 3-5, and U. S. Congress, House, Committee on Interior and Insular Affairs, Providing for the Development of Ellis Island As a Part of the Statue of Liberty National Monument, 89th Cong., 1st sess., 1965, H. Rept. 585, pp. 3-5. Udall also enclosed an estimate of personnel and funding needs to establish and operate Ellis Island as a part of Statue of Liberty National Monument. A copy of this estimate may be seen in Appendix B.

30. New York Times, May 29, June 23, 1965; Staten Island Advance, July 13, 1965; and New York Daily News, July 1, 1965.

On May 27 Secretary Udall responded to a request from the House Committee on Interior and Insular Affairs by urging passage of House Joint Resolution 454. His letter read in part:

> We recommend the enactment of one of the identical joint resolutions, H.J. Res. 454, H.J.Res. 455, or H.J.Res. 466 in lieu of H.R. 6321 or H.R. 6915. The joint resolutions are identical to the proposed resolution which the Department submitted to the Speaker of the House of Representatives by Executive communication dated May 11, 1965. . . .
>
> H.J.Res. 454 and the identical measures recite the fact that Ellis Island was added to the Statue of Liberty National Monument by Presidential Proclamation of May 11, 1965. The proclamation prohibits the use of funds appropriated to this Department for development of the island unless otherwise authorized by Act of Congress. The joint resolutions authorize the appropriation of such funds as may be required to develop the island as a part of the national monument.
>
> We believe that Ellis Island should remain a part of the Statue of Liberty National Monument under the terms of the Presidential Proclamation of May 11, 1965. . . .
>
> The inclusion of Ellis Island in the Statue of Liberty National Monument will, with proper development, complement and augment the facilities on Liberty Island and alleviate the over-crowded conditions there. In 1964 more than 1,026,000 people visited this national monument.
>
> Both the State of New Jersey and Jersey City have recently completed planning reports dealing specifically with the overall recreation of northeast New Jersey. One of the significant aspects of both reports is that a waterfront park is proposed opposite Ellis Island and Liberty Island. If the waterfront development is carried out, it will have a very definite and favorable effect on Ellis Island. . . .
>
> We believe that development of Ellis Island as part of the national monument will harmonize with the waterfront park, and will probably encourage an accellerated [sic] waterfront program development. Our estimate of the cost of developing the island for public use, as would be authorized under H.J.Res. 454 and the identical joint resolution, is approximately $6,000,000.
>
> During the first and second years, development funds would be applied largely to emergency stabilization and rehabilitation of the two main structures to be retained. One of these, the main immigration building, would be utilized for as many administrative and public service uses as would be practicable. This large structure could not be maintained economically unless put to practical use. Space could be provided for shops and

utilities services, quarters for employees, visitor center uses, etc. One other large building would be used entirely by the public, and perhaps by concessioners. Another major item of expense during the first two years would be providing utilities. The existing utilities services have deteriorated beyond the point of reliability. Some funds would be applied also to rehabilitating the ferry basin. This facility must be repaired before it can be used safely by the public, as pilings are rotted and loose and the docking is in poor condition.

During the third and fourth years there would be a continuation of the buildings rehabilitation; rehabilitation of utilities to the point of completion; and demolition of the buildings which are not needed. In addition, restoration of grounds would be started during the fourth year. During the fifth year, work would continue on the rehabilitation of buildings, the restoration of grounds, and the rehabilitation of the sea wall.

It is tentatively planned that a pedestrian walkway (foot causeway) would be constructed from the New Jersey mainland to the island; however, funds are not included in the estimates for this purpose as efforts would be made to have this accomplished by the State of New Jersey in connection with redevelopment of the waterfront in this locality for park purposes. Until the walkway is constructed, visitors could reach Ellis Island via the Statue of Liberty boat.

Some $2,540,000 of the $6,000,000 total estimated costs for all developments is included for the first five years. The rate of accomplishment could be increased as much as $250,000 a year by the assignment of a 200-man Job Corps camp to the project, in connection with the development of Liberty State Park, and Liberty Island.

During the first year, it is proposed to employ a project manager, a clerk stenographer, a caretaker, three guards, and one man-year of seasonal part-time labor services. This staff would later be increased to add three additional guards, a permanent interpreter, one and one-half man-years of seasonal interpretive services, and two additional man-years of labor services. Further staffing would depend on developments.

It is anticipated that the heaviest public use would occur during the six-month period May through October; therefore, a considerable seasonal fluctuation in operation is anticipated. . . .[31]

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31. Udall to Aspinwall, May 27, 1965, Graphics Research, Division of Reference Services, Harpers Ferry Center.

The committee reported favorably on House Joint Resolution 454 on July 1, subject to an amendment of its funding provisions. The lines after the resolving clause were to be stricken and replaced by the words:

> That there are hereby authorized to be appropriated such funds, but not more than $6,000,000, as may be required to develop Ellis Island as a part of the Statue of Liberty National Monument, but not more than $3,000,000 shall be appropriated during the first five years following the amendment of this Act.

Later on July 12 the House passed the joint resolution as amended.[32]

On July 22 the Senate Committee on Interior and Insular Affairs, to whom Senate Joint Resolution 79 was referred, agreed to the House action in limiting the amount authorized to be appropriated to $6,000,000 in all, with a $3,000,000 limit on funds for the first five years of the program. In its report the Senate committee noted that the "Ellis Island facilities will be subject to the fee provisions of the Land and Water Conservation Fund Act of 1965 and any fees that are charged will be covered into the fund." On August 3 the full Senate considered and passed H. J. Res. 454 in lieu of S. J. Res. 79.[33]

Two weeks later on August 17 President Johnson signed into law House Joint Resolution 454 as Public Law 89-129. The law read as follows:

> Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there are hereby authorized to be appropriated such funds, but not more than $6,000,000, as may be required to develop Ellis Island as a part of the Statue of Liberty National Monument, but not more than $3,000,000 shall be appropriated during the first five years following enactment of the Act.[34]

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32. H. Rept. 585, pp. 1-2, and Staten Island Advance, July 13, 1965.

33. S. Rept. 508, pp. 1-3.

34. U. S. Statutes At Large, LXXIX (1965), 543.

G. National Park Service Assumes Administrative Jurisdiction of Ellis Island

While House Joint Resolution 454 was under congressional consideration, the National Park Service took over administrative control of Ellis Island from GSA and began discussions with federal, state, and local officials to establish a Job Corps Conservation Center along the Jersey City waterfront. When Ellis Island became part of Statue Liberty National Monument that Park Service area was administered by the New York City National Park Service Group with John A. Townsley as general superintendent.[35]

Initial activites of the National Park Service with regard to Ellis Island were concerned primarily with its immediate security. This issue was complicated by the fact that Congress did not appropriate the funds that it had authorized for Ellis Island, thus depriving the National Park Service of money necessary to maintain watchmen and police dogs on the island as GSA had maintained. Hence NPS officials quickly became alarmed by the theft of property and vandalism occurring at Ellis Island during the summer and fall months of 1965. In July the FBI, Harbor Police of New York City, and the Jersey City Police Department were contacted concerning these problems and asked to notify the National Park Service of any suspicious activity at Ellis Island. On July 31 the Park Service placed a guard on Ellis Island during the early evening hours with the cooperation of the U. S. Coast Guard and the Circle Line - Statue of Liberty Ferry, Inc. Later a small outboard boat was rented to transport the guard from Liberty Island to Ellis Island. The small rental

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35. The New York City National Park Service Group was established on January 14, 1964. Statue of Liberty National Monument was administered as part of this group until February 12, 1967, when its administration was brought under the supervision of the superintendent of Fire Island National Seashore and the New York City National Park Service Group. This arrangement remained in effect until December 26, 1971, at which time the national monument was placed under the administrative supervision of the New York District Office. U. S. Department of the Interior, National Park Service, Centennial Edition, National Park Service Officials, March 1, 1972, by Howard W. Baker, 1972, p. 106.

boat served until delivery of an inboard-outboard boat which was purchased for emergency transportation to and from Ellis Island. In August a floating dock was installed at the island, permitting the discharge of passengers and materials during inclement weather and rough waters. In October a surplus electric generator was installed on the island, providing exterior and interior lighting to facilitate night-time guard duty.[36]

The lack of funds also kept the National Park Service from taking measures to prevent deterioration of the buildings. After GSA cut off heat and other utilities to the buildings, the National Park Service was unable to restore such service. The lack of heat in the damp New York Bay atmosphere soon showed its effect in falling plaster and tiles. Leaky roofs went unrepaired, and pigeons swarmed through broken windows. Water accumulated on the lower floors, and vegetation ran wild in open spaces. The heavy seawall surrounding the island began to crack.[37]

H. National Park Service Commences Steps for Development of Ellis Island

In July 1965 the National Park Service also took its first steps to provide for the long-range development of Ellis Island. Phillip Johnson, a noted New York architect who had developed a reputation for designing such sophisticated buildings as the New York State Theater at Lincoln Center, was designated by Secretary Udall to develop a plan for the redesign, interpretation, and utilization of Ellis Island. On the 22nd of that month Superintendent Townsley, Regional Director Lee, and Donald Benson of the Eastern Office of Design and Construction met on

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36. Superintendent's Monthly Narrative Reports, August-November, 1965, A 2615, (Monthly) Reports, Superintendent's Monthly Narrative, Fire Island and New York City National Park Service Group, Historical and Old Administrative Files, Artifact Room, Statue of Liberty National Monument, and Novotny, Strangers At the Door, p. 141.

37. Pitkin, Keepers of the Gate, p. 187.

Ellis Island for the first working visit concerning the development of the island's facilities.[38]

On February 24, 1966, a press conference was held in the rotunda at Federal Hall National Memorial during which Philip Johnson formally presented his proposal for the development of Ellis Island to Secretary Udall.[39] The secretary and Senator Javits both spoke glowingly of the proposal, the former stating, "Here we see what art and architecture and history can do when we bring them all together," and the latter expressing the thought that the American people might wish to donate money toward the completion of the plan. Maxwell Rabb, president of the U. S. Committee for Refugees, spoke of the role which the recently-formed National Ellis Island Association could play in the implementation of the plan.[40]

According to the elaborate Johnson plan Ellis Island was to be redesigned, partially as a collection of romantic ruins and partially as a great reinforced concrete memorial facing on its own open, grassy plaza. The major structures, including the main building on Island No. 1 and

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38. Superintendent's Monthly Narrative Report, August 13, 1965, A 2615, (Monthly) Reports. That same month both the National Broadcasting Company and the Columbia Broadcasting System spent time on Ellis Island in preparation for producing television documentaries.

39. Ground-breaking ceremonies for the Liberty Park Job Corps Conservation Center were held on the same day.

40. Superintendent's Monthly Narrative Report, March 14, 1966, A 2615, (Monthly) Reports. In July 1966 a cooperative agreement was signed between the Secretary of the Interior and the National Ellis Island Association, Inc. This cooperative agreement provided for a cooperative effort in interpreting the historical, educational, and recreational importance of Ellis Island and for the assistance of the association in developing the area and encouraging participation of the public in cultural, educational, and recreational facilities and programs related to Ellis Island. Memorandum, Acting Director, National Park Service, to Secretary of the Interior, November 10, 1966, and Cooperative Agreement Between the Secretary of the Interior and the National Ellis Island Association, Inc., July 16, 1966, Park Archives Files, History Division, Cultural Resources Management, Washington Office.

the older hospital group across the ferry slip, were to be merely stabilized, with glass and wood stripped off, in order to turn them into nostalgic, vine-covered ruins. Raised pedestrian walkways would wind through the structures "to let the spectator himself re-create the feeling of those hard times." All other structures would be demolished. A viewing pyramid on the point of Island No. 1 facing the Manhattan skyline would be erected, and nearby would be located a restaurant in the shape of an early fortress. To memorialize the immigrants, Johnson proposed a massive truncated hollow cone, 300 feet in diameter and rising to 130 feet on the side facing the Statue of Liberty to be called the "Wall of the 16 Million." The cone would be ringed with spiral ramps, along which would be listed the names of the immigrants who had passed through Ellis Island. On the Jersey side of the cone would be a lawn, affording picnic facilities and a band shell. It was estimated that it would take eight to ten years to complete the plan at a cost of some $12,000,000.[41]

I. Continuing Security Problems at Ellis Island

Meanwhile the protection of Ellis Island was becoming a major problem for Park Service officials. In March 1966 it was found that generators had been dismantled and their copper windings and fittings removed. Copper electric cable had also been cut and stolen. Two landing points of the thieves were discovered: the float by the ferry dock, which was the most commonly used, and the back of the island facing Jersey City. Candle drippings indicated that the activities were carried on after dark. Frequent night boat patrols were initiated to catch the thieves, and the help of the Jersey City Police Department was facilitated.[42]

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41. "Stabilizing the Ruins," Time, LXXXVII (March 4, 1966), 78. Johnson prepared a set of sixteen drawings, entitled "Development of Ellis Island," which may be found in the files of the Technical Information Center, Denver Service Center, National Park Service.

42. Superintendent's Monthly Narrative Reports, April 15, 1966, A 2615, (Monthly) Reports.

On May 5 Management Assistant W. Dean McClanahan apprehended two men in the act of cutting electric cables into manageable lengths. The two men were turned over to the FBI for prosecution, and a third man was later apprehended in connection with the case. On June 22 McClanahan appeared before a grand jury in the case of the three men, and indictments were handed down and a trial set for fall.[43]

Additional thefts, however, continued to occur. During the weekend of May 21-22 two telephones were removed from Ellis Island by vandals. In June a guard was stationed on the island for an 8-hour shift, and night boat controls were increased. Several possible points of entry to the Ellis Island buildings were secured in August--notably an exterior door giving access to a walkway between the hospital section and the ferry building was replaced and barred. Warning signs were placed on the building where entry had been made, and signs were posted around the sea wall.[44]

In December 1966 a door in the corridor between the old hospital section on Island No. 2 and the ferry building was found broken into. Copper electric cable was again the objective and fresh copper filings in the generator room indicated that some had been taken.[45]

Thieves were surpised during the night of January 26, 1967, and their boat confiscated. Later an abandoned boat--probably used by the vandals--was found on the Jersey shore.

In February a lifeboat was found drifting in the harbor. Pieces of scrap metal found in the bottom of the boat suggested that it was used to

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43. Ibid., June 22, 1966, A 2615, (Monthly) Reports.

44. Ibid., June-September, 1966, A 2615, (Monthly) Reports.

45. Ibid., January 24, 1967, A 2615, (Monthly) Reports.

remove articles from Ellis Island and then set adrift. Along with other evidence found on Ellis Island, this indicated a well-organized system of looting. It was theorized that individuals were probably being dropped off at the island with the boat bringing them leaving immediately. The thieves hid during NPS patrols and then worked systematically in collecting furniture, metal, plumbing and electrical fixtures, and other portable items which were placed in piles conveniently located for quick pick up. At some prearranged time after dark, the boat returned to load the day's collection. The lifeboat was probably used to double the amount of scrap removed in one trip as well as to halve the time the thieves were exposed.

NPS officials felt the only effective means of apprehending the thieves was by the installation of an alarm system or the initiation of stake-out procedures. However, the lack of funding prohibited such schemes. Instead more exterior doors on the island were chained and padlocked in February 1967. While this would not prevent entry, it would restrict the escape of vandals if found and would allow pursuers to concentrate their search within a small area.

Police officers of the New York City Harbor Police were taken on a tour of Ellis Island that same month. They were shown vantage points overlooking different portions of the island, made familiar with interconnecting passageways, and apprized of the location of illegal activities. Thereafter, the Harbor Police were instructed to check Ellis Island closely at night and notify NPS officials of any suspicious activity on the island.[46]

J. Commemorative Ellis Island Medallions

On August 9, 1966, Senator Javits introduced legislation to provide for striking a medal in honor of the national monument status of Ellis Island. The medal was to be the fourth in the liberty series of

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46. Ibid., March 16, 1967, A 2615, (Monthly) Reports.

commemorative historic medallions previously authorized by Congress in 1964, commemorating Federal Hall National Memorial, Castle Clinton National Monument, and Statue of Liberty National Monument. The sale of all four would be supervised by the New York City National Shrines Advisory Board, which had been created by Congress in 1955 for the purpose of advising the National Park Service and furthering public participation in the rehabilitation and preservation of these shrines. In June 1957 the board recommended that a nationwide fund-raising campaign be undertaken to raise money, which would be matched by federal funds, to aid in the rehabilitation and development of these historic properties. The Liberty Series was intended to provide an appropriate method for helping the board to raise funds, and the legislation was passed during the fall of 1966.[47]

The United States "Naturalization and Citizenship Dinner" was held on July 5, 1967, at the Terrace Garden of the Hotel Plaza in New York City to celebrate the 75th anniversary of Ellis Island being opened as an immigration station. Co-sponsors of the affair included the Bill of Rights Commemorative Society and the New York City National Shrines Association, with the cooperation of the City of New York, the Immigration and Naturalization Service, and the National Park Service, the latter agency's director, George B. Hartzog, being the principal speaker. Gold and silver Ellis Island medallions of the Liberty Series were presented to the dignitaries.[48]

K. Readiness of Ellis Island for Visitation

In January 1968 Park Service officials reviewed the problems involved in trying to open Ellis Island to visitors that year. Such a goal

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47. U. S. Congress, Senate, Committee on Banking and Currency, Commemorative Medal for Designation of Ellis Island As Part of Statue of Liberty National Monument, 89th Cong., 2d sess., 1966, S. Rept. 1616, and U. S. Congress, House Committee on Banking and Currency, Ellis Island Commemorative Medals, 89th Cong., 2d sess., 1966, H. Rept. 2194.

48. Superintendent's Monthly Narrative Reports, July 13, 1967, A 2615, (Monthly) Reports.

was complicated by the need for rather extensive cleanup work, establishment of a safe tour route, major repairs to the bulkhead and sea wall, and initiation of plans to get drinking water, restroom facilities, and electricity available for public use. Ferry boat service to the island would also require considerable planning. Under the circumstances it was determined that it would be premature to attempt to open Ellis Island that year and that the Park Service should rather concentrate on getting the necessary work done so that it could be opened in 1969. It was anticipated that the Job Corps would commence cleanup and stabilization efforts on the island in several weeks.[49]

The condition of Ellis Island at this time was one of rapid deterioration according to an article in the New York Times on March 5. The island had become "a seedy ghost town," was "overgrown with weeds," and moldering "from inattention," despite "a two-and-a-half-year-old promise from Congress that it would become a national monument to the people whose trials and triumphs made it famous." The money authorized by Congreee in August 1965 had never been appropriated, thus leaving the island "at its low point in history." The ferryboat was "a crumbling shell," floating next to a "concrete dock that is collapsing in places." Green copper sheathing had been blown off one of the four cupolas of the main building. Inside old bedframes and mattresses were "stacked in disuse," tables, benches, and chairs lay about "haphazardly," and a "blanket of grime" covered the floor. The floors of the side rooms were strewn "with broken ceiling plaster, the walls festooned with huge curls of paint." Except for pigeons and insects, there was no life on the island. One park ranger, Pingree Crawford, went to the island every day to provide a semblance of patrol operations.[50]

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49. Memorandum, Acting Regional Director, NERO, to Director, January 12, 1968, Graphics Research, Division of Reference Services, Harpers Ferry Center.

50. New York Times, March 5, 1968.

L. National Park Service Master Plan for Ellis Island

Although the 1966 Johnson plan for the development of Ellis Island had received widespread publicity, it was later concluded that its grandiose recommendations and exorbitant cost necessitated shelving of the plan. Accordingly in February 1968 the National Park Service appointed a team to develop a master plan for the island. The master plan, which was released in June and approved in November, proposed a development concept resting upon

> retention of the main immigration building, through which some twelve million immigrants were examined and admitted, as a memorial to the immigrant and as the key to effective interpretation. All other structures will be removed, except for the ferry boat Ellis Island, existing covered walkways which may serve as a unifying landscape feature, and three relatively modern buildings temporarily retained for use pending completion of development.

Within this framework, Ellis Island was divided into three units, each with its own "function, character, and mood:"

> the North Unit, the South Unit, and the connecting fill between them, are grouped around the ferry slip and the ferry boat Ellis Island. Properly developed, each element will contribute to a total visitor experience; an experience which will convey the meaning of Ellis Island.

Access to the island would be

> by boat, from Liberty Island until Liberty State Park is developed and then from both Liberty Island and Liberty State Park. If experience indicates a need, access by a transporation system or footbridge from Liberty State Park is recommended. The plan provides for interpretive development of the main building, for interpretive and administrative facilities in its west wing, and for a maintenance and residential area. Facilities required to support ethnic observances and a concession food service are provided on the south unit. Space is set aside for a restaurant and for seating for an evening program if time proves either to be desirable.

The master plan set forth a general description of the functions of each of the three units as mentioned above. The function of the North Unit would be

to interpret and to recall the past; to convey to the visitor some of the suspense of the examination which admitted the immigrant or sent him back, and to recapture for the visitor the character, scale and impact of immigration at its peak. The mood is one of contemplation and communication with the past.

Within this unit, the main building will be preserved. Its central block will serve as an exhibit in place, with restoration of its three front central doorways and the original stairway from the first floor to the second floor examination room, and the removal of modern temporary partitions from the examination room. Its west wing will be rehabilitated and adapted for interpretive (ground floor) and office (second floor) use. Remaining spaces will be stabilized and given the minimum heat and maintenance required to prevent further deterioration. Since the 1904 railroad ticket office is an integral part of the main building and can be retained at relatively little cost, it will be retained for possible future use.

A landing for shuttle boats will be developed along the ferry slip in front of the main building, where immigrants landed. A simple but sensitively designed waiting shelter will be provided adjacent to this landing.

The grounds in front of and east of the main building are already effectively landscaped, and will be rehabilitated and maintained. A maintenance facility, a green house, and, if justified, a residence area will be provided in the northwestern corner of the island, adjacent to a deep water channel and well screened from visitor use areas. The remaining grounds will be landscaped to provide an appropriate setting. The foundation of the kitchen and laundry building should be marked, and the area behind the main building should take advantage of the spectacular view of Manhattan from that point.

The South Unit would function as the setting for ethnic activities such as immigrant group observances, folk dancing, and craft demonstrations and as

an area for leisurely enjoyment of Ellis Island's resources. Its character and mood will be one of informality and festivity.

The recommended treatment provides a promenade around the unit. On three sides, a raised, informally landscaped room provides space for such casual, informal activities as viewing the harbor, lunching, and strolling, and serves as a platform from which to view ethnic celebrations. Within this raised area, a central open space is provided for folk dancing, and similar activities and for temporary or permanent seating facing a

pavilion for concerts, craft demonstrations and so forth. Within this pavilion, storage space for a portable stage, a band shell and like equipment should be provided. A concessionaire refreshment pavilion is provided in a location convenient to the visitor but to one side of the activity area.

Also, space is reserved for a restaurant commanding views of Manhattan, Governor's Island--Brooklyn and the Statue of Liberty, if such a facility proves desirable. Seating space looking across the ferry slip to the main immigration building and beyond it to Manhattan is also provided should a sound and light or similar program be developed.

The function of the Transition Unit between the North and South units was described as follows:

An arcade or walk will lead from the main building to the activity area. This walk will cross the third element, which connects the two. This third element will function primarily as a transition from the more dignified, interpretive and contemplative North Unit to the informal, festive, more active South Unit. Its character will be one of inspiration, and its mood one of acknowledgement of the immigrant's contribution to the physical, spiritual and cultural growth of his new home land.

The recommended development of this unit includes reconstruction of the ferry loading platform and rehabilitation of the ferry boat Ellis Island as an exhibit symbolizing the entry of the immigrant into the main stream of American life. Across the arcade or walk, a plaza with a reflecting pool or pools and abstract statuary will commemorate those who passed through Ellis Island.

This unit will also function as the landing of the proposed transportation system or footbridge connection with Liberty State Park. A light, kiosk-like contact station may be required for visitors arriving from New Jersey by this way. Both the system or bridge and the contact station should be kept as low as possible and to the Island One side of the unit so that they do not impair the primary function of the unit.

Existing utilities are useless. All utilities required for the proposed developments will be supplied from the New Jersey shore.

The total development costs for implementing the master plan were estimated to be $8,696,807. The breakdown of this total was:

Restoration of main building	3,984,000
Utilities	616,500
Raising and restoration of ferry	367,000
Rehabilitation of ferry ship	45,000
Rehabilitation of ferry hous [sic], new immigrants building	314,800
Stabilization of building exteriors:	
Hospital buildings	230,667
Kitchen and Laundry and bath house	100,000
Other costs (seawall, landscaping, research, exhibits, etc.)	2,904,700
Total	8,696,807[51]

M. Early National Park Service Rehabilitation Efforts at Ellis Island

Among the first rehabilitation efforts at Ellis Island by the National Park Service was the installation of a fender pile system by Allen N. Spooner & Son, Inc., in 1967. The following year roof and minor repairs were carried out on the main building by the Linwood Roofing & Construction Co., Inc., of Brooklyn. The various elements of the contract included: glazing, tile roof repairs, new copper roofs (four vents), demolition of main roof and lower well vents, cleaning drainage system, new copper gutters and downspouts, new cap and base flashing, gravel stops, vaporbar base sheet and roof slag, vapor basing of tower well roof, B. U. roofing on main roof and lower well roof, and repointing of brick (the latter by Horn Waterproofing Corp. of New York under a subcontract).[52]

N. Sinking of the Ellis Island

While the master plan was under review and the initial rehabilitation efforts on the main building were underway, the ferryboat Ellis Island, which had been deteriorating and leaking for more than a

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51. U. S. Department of the Interior, National Park Service, A Master Plan for Ellis Island, New York, June 1968, pp. 4-5, 19-21.

52. "Contract No. 14-10-5-951-6, Fender Pile, Ellis Island, Opening 2/24/67" and "Contract No. 14-10-7-981-92, Main Building - Roof & Minor Repairs - Ellis Island, Statue of Liberty NM," [1968], Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

decade, sank at her berth during the weekend of August 10-11, 1968. While GSA was responsible for Ellis Island from 1954-65, maintenance on the craft had been minimal, limited primarily to pumping the bilges once a year to remove "about a 5-foot depth of water." According to Edwin C. Bearss' The Ferryboat Ellis Island: Transport to Hope, the National Park Service paid less attention to maintenance of the Ellis Island after May 1965 than had GSA. The vessel was pumped once in the autumn of 1967. By August 1968 considerable water had again accumulated in the bilges, and plans were underway by the Park Service to pump her again when she sank.[53]

After the vessel sank the Northeast Regional Office sent Regional Chief of Maintenance Nathan B. Golub to New York on August 22 to make an inspection and submit a report. He found that

> at high tide the lower corner of the upper deck would be awash. This subjects the wooden superstructure to the destructive force of wave action. Although the wood superstructure is already very punky and completely useless in its present condition . . , it is still available for the measurements that will be essential if the ferry is to be rehabilitated. However, in its present state, the superstructure will probably be destroyed and swept away within a year.[54]

A contract was let to International Underwater Contractors, Inc., in early September to provide for a diver to investigate the hull and ascertain the cause of the sinking. On September 12 a team of divers inspected the Ellis Island and found that three-fourths of the hull was resting in mud and the vessel was listing 15-20 degrees. A hole, with dimensions of 5" x 1", was found seven feet below the main deck's flange on the starboard forequarter of the steel hull. Plates around the hole

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53. U. S. Department of the Interior, National Park Service, The Ferryboat Ellis Island: Transport to Hope, by Edwin C. Bearss, April 1969, p. 81.

54. Memorandum, Golub to Regional Director, August 26, 1968, quoted in Bearss, The Ferryboat Ellis Island, pp. 81-82.

were badly deteriorated, and it was determined that the hold was "one of the causes or the sole cause of" its sinking. The divers noted that the wooden superstructure was "in very bad condition because of age and water damage." Most of the water damage was "caused by the continuous wave action from passing boats, bad weather, etc." If the superstructure were carefully removed, it could be preserved and "a safe and thorough inspection of the craft's interior" could be made.[55]

While the Park Service was attempting to come up with a plan to salvage the vessel within the scope of fiscal limitations, the situation became more critical in late October when "a large portion of the exterior siding of the main deck" was lost to the elements. An on-site inspection of the ferry by Park Service personnel in early December found that it was quickly being "divested of its wood superstructure by the water action in the harbor." Since late August "almost the entire lower deck" had been cleared of "wood members" and only the "structural steelwork" was left. It was estimated that at least ninety percent of the superstructure was "beyond salvage as interpretable, usable material." It was agreed that any expenditure for temporary emergency repairs "would be wasted inasmuch as the remaining fabric could, and probably would, fail very shortly." It was felt that the $400,000 estimated cost for rehabilitating the boat "might exceed the cost of reconstruction that would serve the same purpose as an exhibit in place." Thus, the Ellis Island was assigned "the lowest priority in the very costly construction program," plans to rehabilitate it were abandoned, and its reconstruction was to be programmed only if funds were forthcoming. Meanwhile, basic historical data would be collected from which plans and specifications could be drawn.[56]

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55. Memorandum, Palmer to Superintendent, New York City Group, September 3, 1968, and Cooper to McClanahan, September 18, 1968, quoted in Bearss, The Ferryboat Ellis Island, pp. 82-85.

56. McClanahan to Regional Director (NERO), October 31, 1968, and Golub to Regional Director (NERO), December 3, 1968, quoted in Bearss, The Ferryboat Ellis Island, pp. 84-87.

O. Problems in Implementing Ellis Island Master Plan

Despite the approval of the Ellis Island Master Plan in November 1968, National Park Service efforts to rehabilitate the island and implement the plan were hamstrung by the lack of congressional initiative in appropriating the funds it had authorized several years earlier. Moreover, no money had been appropriated for maintenance or security of the island, and as a result it was reported in April 1969 that weeds were "taking over the island" and machinery, copper roofing, and plumbing fixtures had been removed from the island by vandals. It was estimated that once funds became available, it would take from three to ten years to implement the complete master plan. In April 1970 an NPS study estimated that it would cost more than $4,500,000 to implement even the most minimal requirements of the plan once Congress appropriated funds.[57] During 1970-71 the Park Service considered a cooperative public/private venture with Universal Restoration, Inc., and Stahl/Bennett, Inc., two firms active in historic preservation that were merging to form the Corporation for Environmental Retrieval, to implement the Ellis Island Master Plan, but lack of funds ended serious consideration of the effort.[58]

P. Militant Indians Attempt to Seize Ellis Island

In March 1970 a group of militant Indians, representing fourteen tribes, attempted to seize Ellis Island to publicize the plight of their people. They were turned back by NPS guards, aided in part by the fact that their boat developed engine trouble as it left the New Jersey shore. Holding a news conference after the disappointing venture, the Indians explained that they had hoped to use the island as a cultural center for tribal life and as a training center where young Indians would

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57. Robert Angus, "The Story of Ellis Island," American Legion Magazine, LXXXVI (April 1969), 45-46, and U. S. Department of the Interior, National Park Service, Ellis Island Study, by NPS Study Team, May 1978, p. E-2.

58. "An Action Program for the Master Planning and Development of Ellis Island for the National Park Service by Stall/Bennett, Inc., Universal Restoration, Inc. . . . 30 November 1971," Park Archives Files, History Division, Cultural Resources Management, Washington Office.

learn how to reverse the white man's pollution of air, water, and land. They had also planned a museum to exhibit what European immigrants had brought to the continent's original inhabitants--"disease, alcohol, poverty, and cultural desecration." Thereafter, the Coast Guard proclaimed a "zone of security" around the island under the Espionage Act of 1917 and stationed two patrol boats nearby with the warning that trespassers could be sent to prison for up to ten years.[59]

Q. Activities of National Economic Growth and Reconstruction Organization, Inc. (NEGRO)

On September 1, 1970, the National Park Service issued a special use permit to Dr. Thomas Matthews, a black New York City neurosurgeon and founder of NEGRO for the use of the south side of Ellis Island. Chartered in 1964 NEGRO was described by Matthews as a "national self-help program" and a "constructive form of black power," the purpose of which was "to build a people in pride, dignity and self-respect through economic independence." Between 1964 and 1970 Matthews devised a mix of classic capitalism and utopian economics to build a conglomerate of 27 labor-intensive industries grossing $4,000,000 a year and employing some 2,900 full or part-time employees recruited off the streets that were rehabilitated if necessary.

Early in 1970 Matthews asked for a permit to use Ellis Island to establish a business designed to clean up and rehabilitate the former immigration station. His proposal languished and thus he moved on to the island, despite the increased security afforded by the Coast Guard, with 63 squatters in July and set up a packaging operation that grossed $1,500 during its 12-day stay. After receiving his permit to use the south side of the island on September 1, some 30 members of NEGRO landed there in mid-September, and it was anticipated that by the following spring 1,000 NEGRO workers would be on Ellis Island. NEGRO established the following goals for its efforts on Ellis Island:

> Restore and maintain the main building as the Ellis Island Immigration Museum. It is through this building that the

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59. Novotny, Strangers At the Door, pp. 142-43.

parents and grandparents of millions of Americans entered this country. It is the symbol of the melting pot concept of American society. We would:

A. In cooperation with currently existing historical societies and museums create exhibitions enabling Americans to retrace their ancestors' steps providing a permanent record of the immigration experience.

B. In cooperation with ethnic groups and societies provide facilities for suitable ethnic celebrations and programs throughout the year.

C. Develop suitable eating, lounge and comfort facilities for tourists.

D. Landscape the area around the main building so as to meet tourist, ethnic groups' and aesthetic needs.

E. Provide transportation for tourists and ethnic groups not only to and from Manhattan but also to and from adjacent New Jersey.

We propose to organize tourists and ethnic activities so that the Ellis Island Immigration Museum may be self-supporting. Any initial deficit would be met through subsidy by the productive industries on the island insuring no financial dependence on the major community off the island.

NEGRO also hoped to convert several of the buildings into factories for electronics assembly, chemical packaging, and other light industrial projects as part of a work-and-rehabilitation center for drug addicts, ex-convicts, and welfare recipients.

Despite these lofty goals NEGRO vacated the island in September 1971. Later in April 1973 health and safety considerations resulted in termination of the permit.[60]

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60. "NEGRO: 'Creating Our Own GNP;'" Newsweek, LCCVI (September 28, 1970), 71; "The New Immigrant-America-Still the Best Hope," NEGRO, National Economic Growth and Reconstruction Organization, Inc., Jamaica, New York, [1970]; and Tifft, Ellis Island, n. p.

R. Additional Portion of Laning Mural Salvaged

In 1970 representatives of the General Services Administration visited Ellis Island to inspect the Edward Laning mural in the dining room as part of its efforts to salvage some 10,000 art works in its National Fine Arts Inventory. The GSA officials found that about eighty feet (in addition to that which had been removed in 1963) of the mural were still salvageable. This prompted a rapid program to save the mural in 1971. It took eight work days to remove the mural and was then taken to a New York studio for restoration. After the mural was restored, it was planned to have the work hung in the Brooklyn Federal Court House, a center for the naturalization of immigrants.[61]

S. Continuing Efforts to Rehabilitate and Develop Ellis Island

During his dedicatory address of the American Museum of Immigration at the Statue of Liberty in August 1972, President Richard M. Nixon expressed interest in completing development of Ellis Island by the Bicentennial celebration in July 1976.[62] The following year Nixon apparently became interested in the possibility of soliciting private donations to rehabilitate Ellis Island. At the request of the Interior Department the National Park Service prepared five alternative options for the island, including private and joint federal/private projects as well as returning it to GSA. Costs of the various options, which covered the

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61. Federal Times, December 22, 1961. A NPS Museum Specialist had inspected the mural in December 1967 at the request of park officials. At that time it was found that the remainder of the mural had suffered considerably since the fall of 1963. Roof leaks had affected the right side of the mural, resulting in a large loss of paint, and this section was judged to be beyond restoration. Much of the section to the left of the doorway, portions of which were breaking loose from the wall, could be saved although the cost would be great and only part of the artist's conception could be retained. However, the Park Service had no funds to proceed with salvaging that portion of the mural. J. E. N. Jensen, Acting Director, National Park Service, to Frank E. Moss, December 27, 1968, and Bart Wolthuis, February 27, 1969, Graphics Research, Division of Reference Services, Harpers Ferry Center.

62. In December 1966 representatives of Walter Teague Associates located and tagged articles on Ellis Island for possible use as exhibit items in the American Museum of Immigration. Superintendent's Monthly Narrative Report, January 24, 1967, A 2615, (Monthly) Reports.

gamut from full to minimal restoration, ranged from $21,000,000 to $77,000,000. During this period Secretary of the Interior Rogers C. B. Morton expressed the view that Ellis Island be divested due to the prohibitive rehabilitation costs.[63]

T. Activities of Restore Ellis Island Committee

By January 1974 Ellis Island "had reached the nadir of its existence," according to Historic Preservation. "Pilfered by vandals, polluted by pigeons, failing plaster and stagnant pools of water, weed-choked with rampant vegetation and reduced by a crumbling seawall gradually sliding into the bay," the island's decaying condition was the result of neglect due in large part to the fact that Congress had not appropriated funds for its maintenance and development. The lack of congressional appropriations was itself largely the result of domestic fiscal restraints due to the defense expenditures needed to finance the Vietnam War.

After a helicopter ride over New York Bay in January 1974, Dr. Peter Sammartino, founder and chancellor of Fairleigh Dickinson University in Rutherford, New Jersey, and a son of Italian immigrants who had passed through Ellis Island, determined to bring the plight of Ellis Island to the nation. As the chairman of the International Committee of the New Jersey Bicentennial Commission, he succeeded in having that organization vote to establish a Restore Ellis Island Committee in October 1974. The foremost aim of the committee was the stabilization of what remained on the island.

The following month a meeting was organized at Ellis Island with leaders from some thirty ethnic groups and NPS officials in attendance to explore the potential of raising private funds as proposed by NPS Director Ronald Walker and former President Nixon. Most participants at the meeting felt that government funding was essential as a demonstration

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63. One of the options was the full implementation of the 1968 master plan, now estimated to cost approximately $40,000,000. Ellis Island Study, May 1978.

of good faith and interest, and subsequent donations could then be sought from the private sector. As a result of the meeting Dr. Sammartino was designated chairman of an ad hoc committee to explore these questions further.[64]

In 1975 supplemental appropriations were proposed to initiate a visitor use program at Ellis Island. The requested funds included $550,000 for development and $950,000 for operations. In May a congressional party, consisting of Congressmen Sidney Yates, Frank K. Evans, and K. Gunn McKay, toured Ellis Island. The new NPS North Atlantic Regional Office (NARO) estimated four options, ranging from $416,200 to $1,556,000 for actions required to allow visitors on the island. Two additional development options were also prepared by NARO: $10,000,000 for stabilization and $24,000,000 for restoration.

Through the efforts of the Ellis Island Restoration Committee Congressman Edward Patten of New Jersey drafted legislation for an appropriation of funds for Ellis Island. On January 1, 1976, President Gerald R. Ford signed a bill setting aside $1,000,000 for the restoration of Ellis Island and $500,000 annually from the NPS budget for operations. At the same time the committee undertook efforts to mount a public fund-raising campaign for additional funds to restore the island and to organize local chapters of the committee in various parts of the country.

U. National Park Service Opens Ellis Island for Visitation

In early 1976 the National Park Service implemented a plan to open Ellis Island for visitation. The work included: dredging of ferry basin; construction of a new dock; initiation of a seawall study and stabilization; limited rehabilitation and minimal stabilization of walls and ceilings in the main building to ensure visitor safety; installation of utilities; and development of interpretation plan by Ed Kallop, NARO

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64. Ellis Island Study, May 1978, Appendixes E and F. Among the ethnic groups represented were: Center for Immigration Studies, University of Minnesota; Polish American Congress; Ukranian Congress; United Greek Charities; National Project on Ethnic America; Jane Addams Hull House; and ACTION.

regional curator. More than 40,000 bags of debris were taken out as a result of the limited cleanup operations. In spring the Park Service posted 24-hour guards on the island for the first time.[65]

Prior to the opening of Ellis Island in May 1976, a contract was let to URS/Madigan-Praeger, Inc., of New York to survey and assess "the potential safety hazards of the structural elements" along the proposed public tour route. A summary of the survey's findings, submitted in May 1976, noted:

> Inspection of the facilities along the proposed Ellis Island tour route disclosed many structures in an advanced state of deterioration. Due to the intrusion of water, plaster has fallen from the walls and ceilings or is hanging loosely. Wire lath has rusted through entirely and whole sections of hung ceiling lie on the floors. Structural steel, where visible, often has rusted dangerously. Ice has penetrated masonry causing cracks, opening joints wider each suceeding [sic] year. Wind and vandals have conspired to loosen and tear copper roofs and cornices converting them into flying hazards and depriving them of their weather protection function.
>
> Numerous hazards were removed by the work crew preparing the tour route. Other hazards were removed by the inspector or at his direction. Such hazards were limited to the sphere of the proposed tour route. Other areas were not inspected formally but casual observation indicates that it is not safe to stray from the defined route.
>
> Outstanding present hazards exist at the Power House wall, the Ramp, the Ticket Office, the Towers, the Ferry Building, the Elevators and the Copper Cornices. Future hazards are forming in the Main Hall vaulting, the Tower Domes, the Incinerator Stack, the East-West Hallway, the Main Hall Galleries, the Terrace, the Pedestrian Bridge and the Colonnade.[66]

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65. Ellis Island Study, May 1978, Appendixes E and F; Bolino, Source Book for Ellis Island, p. 325; "New World Gateway-Ellis Island Now Open," National Park Service Courier, XXIV (June 1976), 1-2; Dennis, "Doorway to America," 19; and New York Times, September 12, 1982.

66. U. S. Department of the Interior, National Park Service, Ellis Island Condition Survey, by URS/Madigan-Praeger, Inc., May 1976, pp. 1-3.

Ceremonies were held on Ellis Island on May 28 to celebrate the opening of the island to tourists. Licia Albanese of the Metropolitan Opera provided the special music for the occasion and remarks were given by Jerry D. Wagers, Regional Director (NARO); Dr. Ernest A. Connally, Associate Director (WASO); Dr. Peter Sammartino, Chairman, Restore Ellis Island Committee; Senator James L. Buckley of New York, and Congresswomen Elizabeth Holtzman and Bella Abzug of New York. Congressman John Murphy of New York presented the principal address.[67]

In announcing the opening of Ellis Island NPS Director Gary Everhardt noted that it was "particularly fitting" in the Bicentennial year that Americans could "personally identify with their heritage through vistas of this landmark." A staff of some 20 guides and maintenancemen were hired to staff the island. The 60-minute guided tours were limited to the main building, the walkways being covered overhead by plywood in places to protect the tourists from falling plaster. Access to the island was by ferry which left the Statue of Liberty six times a day, seven days a week through the fall season. Some 50,000 people participated in the tours during the first year of operation.[68]

The tours were discontinued for the winter but were resumed in May 1977. In July the New Yorker noted:

> . . . In its present run-down state, the place [Ellis Island] allows for a pleasant, if guided, tour of about an hour. Perhaps the best moment comes at the end, when the visitor waiting for the boat back to the Battery has a chance to

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67. "Program--Opening Ceremonies for Ellis Island, Friday, May 28, 1976," Historic and Old Administrative Files, Artifact Room, Statue of Liberty National Monument.

68. "Ellis Island," New Yorker, LIII (July 11, 1977), 20-21. It was reported in the article that a NPS survey of visitors found that most of them wanted to see the Ellis Island buildings fully or partly restored while some would like to see them left as they were and a few wanted to see the facilities razed.

> contemplate the view of Manhattan. . . . It is a stirring view . . . and it still holds that promise of prosperity which many would-be Americans must have heard when they set out from Europe.[69]

V. Ellis Island Subcommittee of the North Atlantic Region Advisory Committee Submits Report

In August 1977 the Ellis Island Subcommittee of the North Atlantic Region Advisory Committee submitted a report on its review of the 1968 master plan along with its views on current issues regarding future preservation and planning activites at Ellis Island. The members of this subcommittee included:

Frederick Micha, Chairman (landscape arborist, Rochester, New York)

Dr. Charles H. W. Foster (Dean, Yale University, School of Forestry and Environmental Studies)

John Cole (Editor, Boston World Times)

Marian S. Heiskell (Director of Special Activities, New York Times)

Among the recommendations of the subcommittee were: retention of the main building and some adjacent structures; demolition of all remaining buildings; reconstruction of replica of the original Ellis Island ferry; interpretation to focus on processing of immigrants; removal of American Museum of Immigration to Ellis Island; development of a "nature" park on the island's South Unit as well as open space for outdoor activities in other areas; involvement of ethnic groups in the continued operations of Ellis Island; and solicitation of supportive organizations' aid in the restoration and development of the island.[70]

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69. Ibid.

70. Ellis Island Study, May 1978, Appendixes E and F.

W. Proposal for Treatment of Ellis Island Structures Prepared by Gerald Karr

During the late summer of 1977 Gerald Karr, a NPS architect with the Denver Service Center, prepared a proposal for the "orderly" treatment of the structures on Ellis Island with particular attention to the permanent protection and stabilization of the main building. While several measures had been taken in the past several years to stabilize the main building and to prevent irreversible water damage to the structure by repairing the roof, these efforts were temporary in nature, thus requiring the National Park Service to undertake the task of permanently protecting it and restoring it to a "fully functioning condition." Karr noted that the deterioration of the structure was "mostly due to water damage, caused by the natural decay of neglected building materials, augmented and accelerated by vandalism, which exposed sensitive parts of the structure to the weather." Many "of the historic finishes and decorative elements" had been destroyed, and the structural system itself was beginning to deteriorate. Despite recent roofing repairs water intrusion was still unchecked in many areas as a result of "damaged roof drains" and "open and damaged windows." The lack of heat in winter and ventilation in summer was also a major contributor "to the continuing decay of the historic fabric." Karr observed that all structures on the island shared the same problems with the main building--"no heat, ruined finishes, defective drains, some structural damage and leaking roofs."

In addition to proposing historical research and architectural investigations of the main building and the other Ellis Island structures to a lesser extent, Karr recommended that preservation/stabilization efforts be commenced immediately to be followed later by interior restoration activities. The preservation/ stabilization efforts to be initiated on the main building included: window repair, debris removal, repair of structural components, replacement of roof drain system, installation of permanent heating/ventilating system, overhaul of electrical system, resurfacing of light well roofs, ironwork repair, pointing and masonry repairs, resurfacing of damaged floors, and installation of fire safety and intrusion alarm systems and modern hydraulic elevators. In addition, waterproofing and other repairs for the adjacent kitchen and laundry

building, the ferry building, the hospital and administration buildings on Island No. 2, and connecting passages were contemplated to halt further deterioration. The restoration phase of the development at Ellis Island, which would focus primarily on the main building, would include: restoration of the tower domes, demolition of recent interior partitions, replacement and repair of plastering and interior finishes, installation of staff offices and facilities, construction of comfort stations, installation of new underwater sewer line to New Jersey, and restoration of selected rooms and areas. In addition, interior and exterior rehabilitation of adjacent structures would be undertaken, buildings and site features not desired for development would be demolished, Island No. 3 would be planted with turf and trees, and a promenade would be developed around the seawall. The landscape around the main building would be "intensively developed," and the walks and ferry basin seawall would be repaired. All told, it was estimated that the preservation/stabilization efforts would cost $2,487,000 and the restoration efforts $3,645,000.[71]

After a meeting in the North Atlantic Regional Office with regional, Washington office, and DSC personnel, Regional Director Richard Stanton recommended that development of Ellis Island be commenced. The initial phase of activity would concentrate on keeping the island open to limited visitation, stabilization of the main building, other structures of high priority, and the seawall, and development of utility systems.[72]

X. Congressional Developments Relative to Ellis Island Restoration

Omnibus legislation (H. R. 96-31) was introduced by Congressman Joseph Skubitz of Kansas on October 18, 1977. The bill included a proposed ceiling authorization increase for Ellis Island from $6,000,000 to $18,600,000. In the House Interior subcommittee hearings in November, the National Park Service justified the proposed increase on the basis of the urgent need to construct a sewage disposal system and rehabilitate the seawall and docking facilities.

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71. Gerald Karr, "Proposal for Treatment, Ellis Island, 1977," in Ellis Island Study, May 1978, Appendix A.

72. Ellis Island Study, May 1978, Appendix E.

On November 11 Congressmen Edward Koch and Jonathan Bingham introduced House Joint Resolution 651 to increase the ceiling authorization to $50,000,000 for Ellis Island. As justification for this figure Koch reported that the Park Service had obligated $2,221,000 of its $6,000,000 ceiling to date and estimated that $31,000,000 was still needed to rehabilitate the island.[73]

Y. Ellis Island Study Action Plan

In March 1978 NPS Director William Whalen selected a study team to produce an action plan for Ellis Island to be submitted to the Secretary of the Interior.[74] The study affirmed the national historical importance of Ellis Island but noted:

> In sharp contrast, the fate if not the future of Ellis Island since 1965 has neither been solved nor positively ascertained. While the 89th Congress authorized 6 million dollars to develop the Island in 1965, only 2.5 million has been spent to date and this largely is due to outside pressures and in the interests of the Bicentennial Celebration of 1976. . . . Little interest and even less money has relegated the site into a second-class member of the National Park System.
>
> . . . years of neglect, vandalism and the natural forces of an island environment have taken their toll on its 33 buildings. Because of its scale and complexity, many millions of dollars are now urgently needed and required to save, much less restore, parts or all of the site's physical structures and its future usefulness as a park. . . .
>
> The other physical elements of the site are also of major importance in the development and use as a park. These include the urgent need to repair and rebuild the seawall . . . the similar need for a permanent sewage and water supply system with mainland connections, a modern heating, ventilating and air-conditioning system that can service all or part of the existing structure. Likewise, a lighting, telephone, fire and burglar alarm system must be designed and installed to meet modern requirements and needs.

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73. Ibid.

74. Members of the team were Tedd McCann, captain, Sylvia Cabrera, Richard Giamberdine, Gerald Karr, Paul Lederer, David Moffitt, and Nancy Schmitz. The team also received assistance from Joseph Antosca, Richard Bowser, F. Ross Holland, Edward Kallop, and Paul Weinbaum.

The NPS Study Team established five options for future action in development of Ellis Island. Option A, that for "total restoration of the entire site, including the more modern buildings, new utilities, seawall, furnishings, etc.," was estimated to cost $75,000,000 to $100,000,000. However, such an option did not propose a total "period" restoration since it was "neither feasible in terms of the costs nor suitable in terms of its eventual historical value."

Option B proposed a "partial restoration of the site, concentrating on the main building and its support functions, i.e., kitchen, laundry, dining, baggage, dormitory, etc." The interiors of the structures on Islands Nos. 2 and 3 and other buildings would be converted to other uses and/or stabilized. The 1930s-era structures would be converted to use for administrative and interpretive program uses. The seawall would be rehabilitated, and the utility systems modernized. The cost of this option was estimated to range between $28,000,000 and $52,000,000, depending on the extent of restoration and stabilization and the amount of adaptive use.

Option C proposed to preserve all buildings on Islands Nos. 1 and 2 that were visually evident from the ferry slip entrance and demolish the entire building complex on Island No. 3. This area would be relandscaped for various visitor uses and activities. The costs of this option were estimated to range between $25,000,000 and $41,000,000, depending on the extent of restoration versus adaptive use or stabilization on Islands Nos. 1 and 2.

Option D addressed the issue of historical integrity. If the site were considered only in its basic historical context, all buildings added after the period representing the height of immigration, i.e., pre-World War I years, would be "nonconforming and nonhistorical" and would thus be demolished. If viewed as a complete historical restoration, the costs of this option would reflect the estimates for Option A. On the other hand, if it were a combination of historical restoration, stabilization, and adaptively used structures, the cost would be near $50,000,000. The study team aptly pointed out, however, that a period restoration was

difficult in that the island was under constant modification during its years of operation.

Option E was simply the implementation of the 1968 master plan. The cost of this option was estimated to cost $40,000,000.

The study team concluded its report with a postscript superficially examining the issues and problems affecting the future of Ellis Island in relation to the Statue of Liberty, Liberty State Park, and Battery Park. A brief analysis of transportation access to Ellis Island recommended a large mainland facility in Battery Park and a secondary mainland facility in Liberty Park.[75]

Z. New Fund Raising Effort for Ellis Island Rehabilitation

A new, public-private effort to raise funds for the rehabilitation and preservation of Ellis Island was initiated on December 13, 1980, when Secretary of the Interior Cecil D. Andrus signed a Memorandum of Agreement with the president of the Ellis Island Restoration Commission, Philip Lax of Short Hills, New Jersey. While some restoration work had been commenced using public funds, it was highly unlikely, according to the secretary, that sufficient amounts of money could be "made available by the Park Service in the foreseeable future to do the work that needs to be done." The cost of large-scale rehabilitation and preservation of the island was estimated at some $54,000,000.[76]

AA. Analysis of Alternatives (Environmental Assessment) for the National Park Service Management Plan

In December 1980 the National Park Service released for distribution an Analysis of Alternatives that explored a range of possible actions for the management and development of Statue of Liberty National

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75. Ellis Island Study, May 1978.

76. Department of the Interior, National Park Service, News Release, December 15, 1980, Files, Northeast Team, Denver Service Center.

Monument. The team that prepared this document was led by Michael Adlerstein, architect/planner of the DSC's New York/New Jersey Support Office. The document's purpose was to provide information and evaluate reasonable alternatives and their probable consequences "so that they could be discussed at greater length by NPS managers and the public." Four alternatives relative to Ellis Island were analyzed: minimal preservation and use--$32,700,000; total preservation and use--$77,800,000; implementation of 1968 master plan--$42,950,000; and implementation of a preferred alternative--$54,050,000.

The preferred alternative reflected "a serious concern for fiscal responsibility and energy costs, while maintaining the flexibility for a more extensive preservation program at Ellis Island if additional federal or private funds" became available. The preferred alternative was summarized as follows:

> At Ellis Island, preservation and interpretation of the three main structures in unit 1 will adequately convey an insight into the immigrants' experiences, since these were the only buildings most immigrants ever entered. Stabilization of the hospital complex in unit 2 will preserve the historic scene that the immigrants viewed from the ferry slip. It will also make that part of the island safe for picnicking on the grounds or simply walking around the hospital buildings and enjoying the sea breezes and spectacular views of lower Manhattan, the Statue of Liberty, and Upper New York Bay. Because a tour of the buildings in unit 1 will provide the main visitor experience regardless of which alternatives are implemented, the preferred alternatives will serve almost as many visitors as would be served if all the buildings were preserved and used; however, with no use of the buildings in units 2 and 3, visitors will not have the opportunity to explore more leisurely and in greater depth the significance of immigration in U.S. and world history and the unique contributions of ethnic cultures to American society.
>
> The retention of the contagious disease wards in unit 3 and the WPA structures in unit 4 will leave open the options, if funding does become available, to stabilize or preserve these buildings also. So long as these parts of the island are neglected, the public will not have access to them. If additional funding is not forthcoming, all the structures in units 3 and 4 will eventually be lost, which will diminish the value of the site for representing the story of American immigration. By providing for limited adaptive use of the support structures in unit 1, the National Park Service will be better able to determine the

feasibility of attracting private funding and adaptive uses for additional buildings as a means of ensuring their long-term preservation.

The expansion of the park has created the need for an effective transporation and communication system linking Ellis Island, Liberty Island, and mainland orientation centers in Manhattan and Jersey City. It is expected that visitor use at the two islands will tend to equalize as Ellis Island is developed as a major visitor attraction. New interpretive programs at the immigration station will complement the ongoing programs at the Statue of Liberty, providing an incentive for many more people to visit both islands, and they will also attract a new group of visitors independent of the statue. This anticipated pattern of use warrants independent ferry service to both islands and shuttle service between them. The sailboat environmental education program will provide a pleasant and educational alternative to conventional ferry service between the islands and will not interfere with the traffic in the major harbor channels or conflict with the concessioner's ferry operations.

At the mainland orientation centers visitors will learn about the opportunities available on th [sic] islands and how much time they should allot for the different activities, allowing them to plan the most satisfying experience possible. The preferred mainland sites for visitor orientation--the existing Battery Park facility and the CNJ terminal--will allow for the provision of needed orientation services while keeping facility development and operations costs to a minimum.

Other than the provision of a numbered ticket system for visitors wishing to climb to the statue's crown, no change in programs is proposed for the Statue of Liberty. Advance warning of crowded conditions at the statue and the numbered ticket system will hopefully reduce congestion without having to implement a more costly and complicated reservation system. Expansion of some functions of the American Museum of Immigration into space on Ellis Island will not change the museum exhibits and programs at the statue, but it will take advantage of the empty buildings on Ellis to provide needed work space for the museum.[77]

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77. U. S. Department of the Interior, National Park Service, Analysis of Alternatives (Environmental Assessment) for the General Management Plan, Statue of Liberty National Monument, by Denver Service Center, December 1980, pp. 1-4, 89-90.

BB. Interpretive Prospectus for Ellis Island

In June 1982 the National Park Service adopted an interpretive prospectus for Ellis Island. As stated in the document the interpretive themes and objectives to be emphasized at Ellis Island were:

THE IMMIGRANT EXPERIENCE AT ELLIS ISLAND

* To capture the essence of the immigrant processing experience particularly emphasizing the peak immigration years.

* To objectively present Ellis Island as a benevolent institution with the best interest of the immigrants at heart, despite some instances of corruption and abuse.

IMMIGRATION TO AMERICA

* To explain the diverse reasons that prompted massive immigration to the United States in the late nineteenth and early twentieth centuries.

AMERICAN IMMIGRATION POLICY

* To explain the changes of American immigration policy and administration, and their impact on Ellis Island.

PHYSICAL DEVELOPMENT OF ELLIS ISLAND

* To illustrate the development of the island from a military facility to an immigration station, and its subsequent use as a detention center and a Coast Guard installation.

The propsectus proposed both interim and long-term development recommendations to guide the future interpretive efforts on the island.[78]

CC. Preparation of General Management Plan and Creation of Statue of Liberty/Ellis Island Centennial Commission

When the Analysis of Alternatives was published in 1980, anticipated budget constraints forced the conclusion that only a few of

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78. U. S. Department of the Interior, National Park Service, Interpretive Prospectus, Ellis Island, Statue of Liberty NM, June 1982.

the historic structures at Ellis Island could be preserved, and then only if part of the costly preservation work could be funded by private sources. It was also determined that work on the Statue of Liberty would have to be postponed.

The public response to the preliminary alternative proposals was one of serious concern and an indication that more support might be available from the private sector than had been anticipated. The National Park Service organized the framework for a major private fund-raising effort, and in May 1982, Secretary of the Interior James Watt officially appointed the Statue of Liberty/Ellis Island Centennial Commission (formally incorporated as the Statue of Liberty-Ellis Island Foundation) and authorized its members to raise funds to support preservation efforts at the national monument--the principal efforts being completion of necessary structural repairs and access improvements of Liberty Island by the statue's centennial in 1986 and preservation of the entire Ellis Island complex by the centennial of the immigration station in 1992. Chaired by Lee A. Iacocca, chairman of the Chrysler Corporation, the commission's members included:

Russell E. Dickenson, Director, National Park Service
Bob Hope
Dolores Hope
Armen G. Avedisian, Chairman, The Avedisian Company
Marvin Davis, Chairman, Davis Oil Company
Douglas Frazier, President, United Auto Workers
Robert Goizueta, Chairman, Coca-Cola U.S.A.
Lionel Hampton, Musician
John W. Kluge, Chairman, Metromedia Television
Philip Lax, President, Ellis Island Restoration Commission
Nicholas H. Morley, Chairman, Interterra, Inc.
Peter G. Peterson, Chairman, Lehman Brothers, Kuhn, Loeb, Inc.
Philippe Vallery-Radot, President, French American Committee for the Restoration of the Statue of Liberty
Peter V. Ueberroth, President, Los Angeles Olympic Organizing Committee
Kent Barwick, Representative of the Mayor of New York City
Angier Biddle Duke, Representative, Governor of New York State
Morris Pesin, Representative, Mayor of Jersey City
T. Robert Zochowski, Representative, Governor of New Jersey

In 1980 the National Historic Preservation Act was amended to give the National Park Service authority to lease historic structures to private

users and retain the revenues for historic preservation work. This authority opened up the possibility of leasing those Ellis Island structures not needed for historical interpretation, thereby supplementing preservation funds.

Accordingly, it was determined that a general management plan be prepared by the NPS planning team for both Liberty and Ellis islands in view of the new prospective fund-raising efforts and possibilities afforded by the amendment to the National Historic Preservation Act. The General Management Plan, approved in September 1982, stated that as "planning has progressed, cooperation between public and private forces has made possible a much more extensive and ambitious plan" than had been envisioned earlier. The new plan proposed to:

> preserve the Ellis Island complex and return the buildings to active life by devoting major historic structures to public use and interpretation and by making the contributing structures available for adaptive use
>
> preserve the interiors of the major historic structures on Ellis Island and, through tours and programs, recall the human drama that occurred within these walls and explore the far-reaching effects it had on our nation
>
> preserve the thousands of artifacts that are extant on Ellis Island and those that have been donated by families of immigrants to develop a collection that will record and help convey the Ellis Island story
>
> return the Statue of Liberty to sound structural condition and repair deterioration through a comprehensive preservation program that will see the statue through a second century
>
> improve visitor services at the Statue of Liberty so that visitors may ascend to the crown in greater comfort and safety
>
> improve information services and expand transportation to and between the islands so that visitors may move easily from one to another, taking full advantage of the educational and recreational opportunities of the national monument

The General Management Plan detailed the management concept for Ellis Island. It stated that the National Park Service had determined that a strategy of cooperative management with private enterprise was "an

effective way of ensuring full preservation and use of the historic complex on Ellis Island." The plan further indicated:

> The entire island will be managed as a historic zone, with subzones for preservation/interpretation and adaptive use. The National Park Service, with funds raised by the Statue of Liberty/Ellis Island Centennial Commission, will preserve and interpret all of the spaces that are most closely associated with the immigrants' experiences: the baggage room, the registry room, and the original dormitories (on the first, second, and third floors in the core of the main buildings), one of the rooms used by the social service agencies (on the first floor of the west wing), one of the legal inquiry rooms (on the second floor of the west wing), the later dormitory/ detention rooms (on the second floor of the baggage and dormitory building), the dining room (on the second floor of the kitchen and laundry building), and the railroad ticket office (adjoining the first floor of the main building). These spaces, which together make up the preservation/interpretation subzone, will be open to the public and dedicated to conveying the major interpretive themes of Ellis Island.
>
> To the extent made feasible by private funding, the remainder of the buildings on the island will be preserved on the exteriors, and the interior spaces will be adapted for use by either the National Park Service or a private organization under a lease agreement or concession contract. The National Park Service has issued a request for proposals (RFP) for the preservation and management of buildings in this subzone by a private organization. By offering long-term leases on these structures under the authority of section 111 of the National Historic Preservation Act, as amended, the Park Service seeks to ensure the protection of these resources while encouraging the innovative reuse of buildings which have been vacant for more than 30 years. The preservation and adaptive use of buildings in this subzone will be entirely the responsibility of the user. The allocation of space will depend upon the extent of the selected lessee's contract. . . .

The interpretive program within the preservation/interpretive subzone would

> convey the essence of the immigrants' experiences at Ellis Island, with emphasis on the peak immigration years. It will also explore the diverse reasons that prompted massive immigration to the United States in the late 19th and early 20th centuries, the changes in American immigration policy and their impact on Ellis Island, and the development of the island as it changed from a military installation to an immigration station and later a deportation center. . . .

Interpretive talks, exhibits of historic photographs, audiovisual programs, and displays of original furnishings will all help to communicate the themes to visitors. The most effective medium will be the historic buildings themselves: their imposing exterior facades and their varied interior spaces, some expansive, some confining, and some so mazelike that visitors today become as disoriented as the arriving immigrants must have been. The proposed visitor use plan, which combines guided and self-guided tours, is designed to expose visitors to Ellis Island's most eloquent spaces--particularly the vast emptiness of the registry room--following a route that roughly corresponds to the route of the immigrants during the first decade of this century. The capacity of the tour is projected to be 1,200 people per arrival hour. Given visitor arrival patterns, it is expected that approximately 7,200 people will visit the island over a nine-hour day.[79]

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79. U. S. Department of the Interior, National Park Service, General Management Plan, Statue of Liberty National Monument, New York/New Jersey, by Denver Service Center, September 1982, pp. 1-2, 7-8, 11-12, 38, 41-44. Also see: Thomas Fleming, "Save the Statue of Liberty," Reader's Digest, (July 1983), 49-51; Carter Wiseman, "Back to the Island of Hope," New York Magazine, (August 29, 1983), 18-19; New York Times, September 17, November 7, December 9, 1982; USA Today, November 17, 1982, and July 20, 1983; and Department of the Interior, National Park Service, News Release, November 22, 1982, Files, Northeast Team, Denver Service Center.

APPENDIXES

Proclamation 3656

ADDING ELLIS ISLAND TO THE STATUE OF LIBERTY NATIONAL MONUMENT

By the President of the United States of America

A Proclamation

WHEREAS Ellis Island in 1890 was placed under the control of the Federal Bureau of Immigration for development as an immigration station; and

WHEREAS between the years 1892 and 1954 Ellis Island was host to more than 16 million aliens entering this country; and

WHEREAS Ellis Island was a temporary shelter for those who sought refuge, freedom, and opportunity in our country; and

WHEREAS the millions of people who passed through the Ellis Island Depot were important to America for their contribution in making the United States of America the world leader it is today; and

WHEREAS the Statue of Liberty is a symbol to the world of the dreams and aspirations which have drawn so many millions of immigrants to America; and

WHEREAS to all Americans the Statue of Liberty stands eternal as the symbol of the freedom which has been made a living reality in the United States for men of all races, creeds, and national origins who have united in allegiance to the Constitution of the United States and to the imperishable ideals of our free society; and

WHEREAS, by Proclamation No. 1713 of October 15, 1924 (43 Stat. 1968), the Statue of Liberty and the land on which it is situated were established as a national monument in accordance with section 2 of the Act of Congress approved June 8, 1906 (34 Stat. 225; 16 U.S.C. 431); and

WHEREAS Ellis Island, consisting of approximately 27.5 acres, with improvements thereon, and of submerged lands in the rectangle surrounding the island, including the above acreage, aggregating 48 acres, is owned and controlled by the United States; and

WHEREAS the public interest would be promoted by reserving this area for proper protection and preservation as the Statue of Liberty National Monument:

NOW, THEREFORE, I, LYNDON B. JOHNSON, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the Act of Congress approved June 8, 1906 (34 Stat. 225; 16 U.S.C. 431), do proclaim that the property known as Ellis Island, as described in the preamble of this Proclamation, which is owned and controlled by the United States is hereby added to and made a part of the Statue of Liberty National Monument, subject to the limitation contained in the last sentence of this paragraph, and shall be administered pursuant to the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C., secs. 1–3), and acts supplementary thereto and amendatory thereof. Henceforth the Statue of Liberty National Monument shall consist of the Statue of Liberty, Liberty Island, and Ellis Island. Unless provided otherwise by Act of Congress, no funds appropriated to the Department of the Interior for the Administration of the National Monument shall be expended upon the development of Ellis Island.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of the National Monument.

So much of Proclamation No. 1713 of October 15, 1924, as relates to Fort Wood, New York, and the Statue of Liberty and the land on which it is situated, is hereby superseded.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

DONE at the City of Washington this eleventh day of May in the year of our Lord nineteen hundred and sixty-five, and of [SEAL] the Independence of the United States of America the one hundred and eighty-ninth.

LYNDON B. JOHNSON

By the President:

DEAN RUSK,
Secretary of State.

Federal Register, May 13, 1965, pp. 6571-72

APPENDIX B

To Establish Ellis Island National Monument

Estimated additional man-years of civilian employment and expenditures for the 1st 5 years of proposed new or expanded programs

Estimated additional man-years of civilian employment	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Executive direction: Management assistant	1	1	1	1	1
Total, executive direction	1	1	1	1	1
Substantive:					
Clerk-stenographer	1	1	1	2	2
Caretaker	1	1	1	1	1
Guards	3	3	3	6	6
Interpreters (seasonal)	.....	.....	.....	1.5	1.5
Laborer (yea round)	1	1	1	3	3
Total, substantive	6	6	6	13.5	13.5
Total, estimated additional man-years of civilian employment	7	7	7	14.5	14.5
Estimated additional expenditures:					
Personal services	$40,200	$40,200	$40,200	$76,500	$76,500
All other	240,500	410,500	640,500	747,500	647,500
Total	280,700	450,700	680,700	824,000	724,000
Estimated obligations:					
Land and property acquisition	.....	.....	.....	.....	.....
Development	255,000	355,000	650,000	703,000	550,000
Operations (management, protection and maintenance)	80,700	80,700	80,700	124,000	124,000
Total	355,700	435,700	730,700	824,000	674,000

S. Rept. 508, p. 5, and H. Rept. 585, p. 5

CHAPTER X

SPACE AND BUILDING UTILIZATION ON ELLIS ISLAND BASED ON AVAILABLE PLANS, DRAWINGS, AND MAPS: 1890-1954

A. Introduction

The purpose of this chapter is to present data relative to space and building utilization on Ellis Island from 1890 to 1954 by examining available plans, drawings, and maps. Pertinent and representative samples of these materials in the holdings of the DSC's Technical Information Center (hereafter referred to as DSC-TIC Files) have been reproduced with brief introductions placing them in their historical context and noting their significance to this study. A complete set of the plans, drawings, and maps that accompany this chapter have been submitted to Statue of Liberty National Monument, the North Atlantic Regional Office, and the Washington Office. This chapter should be read with reference to those sets.

Considerable information concerning the Ellis Island drawings in the DSC-TIC files may be found in Jerry Minkoff, "A Calendar of Architectural Drawings of Buildings on Ellis Island, New York Harbor, in the Custody of the National Park Service," [1978]. Further historical and architectural details relating to these graphic materials can also be found in U. S. Department of the Interior, National Park Service, "Historic Structure Report, Ellis Island, Historical Data, Statue of Liberty National Monument, New York/New Jersey," by Harlan D. Unrau, May 1981.

B. First Immigration Station on Ellis Island: 1892-97

Some drawings of the first immigration station at Ellis Island from 1892-97 still survive. A drawing entitled "Conditions at Ellis Island 1896" shows the layout of the buildings on the island in that year, along with the boundary, breakwater, bulkhead, and shoreline changes associated with the island's configuration from 1890, when the federal government acquired the property, and 1896. This drawing is supplemented by a "Map of Ellis Island New York Harbor" which shows the lines of the original island as taken from a United States Coast and Geodetic Survey Chart in 1890 and the boundary lines of the island in 1896-97 as surveyed by the Chief Engineer and Superintendent of U. S. Public Buildings in New York. A series of 42 drawings showing structural details and space utilization for many of the structures of the first immigration station also provides useful data.

The original island, including its dock, had consisted of 3.3 acres. The area of the island, including the ferry slip, was increased to 11.07 acres during the improvements of 1890-92. The area of the island was further enlarged to 14.2 acres as a result of extensions commenced in 1895 and continued in 1896-97.

The drawing indicates the general layout and the configuration of the buildings on Ellis Island in 1896. On the southwest side of the island was a dock basin with ferry slip and landing. From the landing a covered way and adjacent baggage run led to the immigration depot as the building where the immigrants were processed was called. This rectangular structure extended along the northeast boundary of the dock basin. A shelter shed was located next to the covered way near the landing.

The immigration depot contained receiving and baggage rooms and administrative offices. The first floor of this building contained a large baggage room approximately 400 feet by 150 feet. In addition, there were two private offices, one general office, a customs baggage room, space reserved for the customs inspector, and water closets. On the second floor, where the immigrants were examined, inspected, and processed were the following rooms/offices: western ticket office, railway clerks room, information bureau, general ticket office, New York room, lunch counter, telegraph office, money changer's office, registry department, six immigrants' rooms, a linen counter, three detention rooms, two general offices, offices for the superintendent and his assistants, treasurer, physician, and contract labor inspectors, a vault, and water closets. The building had a third floor, called the balcony floor, but available drawings do not contain room designations.

To the north and east of this building were located the other structures of the immigration station. These included: (1) a two-story coal boiler house containing a laundry, boiler room, pump room and engine and dynamo room on the first floor and two salt water and two fresh water tanks on the second floor; (2) an insane hospital, consisting of separate male and female wards and two dining rooms, that had been

converted for such use from the Navy's former shell house no. 1; a detention building, consisting of separate detention rooms for men, women, and contract laborers, that had been converted for such use from the Navy's former shell house no. 2; surgeons' quarters; hospital building B, containing a post mortem room, disinfecting room, steam laundry, store room, operating room, and bath room; hospital building C, containing four rooms for attendants, one room for a day nurse, an accouchement room, a patients' dining room, a maternity ward, and a doctor's room; hospital building D, known as the dispensary and executive building, that contained a dispensary, prescription counter, store room, and distributing office on the first floor, and isolation, measles, small pox, and scarlet fever wards on the second floor; a hospital kitchen to which was attached a dining room for employees; a disinfecting house; a restaurant; and a records building. Plank walks connected the buildings and a total of nine outdoor lights were scattered around the island.

C. Early Growth and Development of Ellis Island: 1897-1908

1. Pierhead and Bulkhead Lines: 1897

A drawing prepared in August 1897 showing the pier and bulkhead lines of Ellis Island was approved by the Secretary of War on July 9, 1890, and October 30, 1896. The plan also showed the existing structures on the island after the June 1897 fire and the extensions to the island requested by the Secretary of the Treasury in 1897.

2. Enlargement of Ellis Island: 1897-98

After the destruction of the first immigration station on Ellis Island by fire in June 1897 it was determined to build a new station and enlarge the island. It was decided to fill in about three acres on the southwest side of the dock basin in 1897-98, thus bringing the total acreage of the island to slightly more than seventeen. This addition came to be referred to as Island No. 2 on which the general hospital of the second immigration station would be located. A "Map of Immigration Station at Ellis Island N York" shows the boundaries of this new addition along with the existing boundaries and configuration of the island.

3. Map of Ellis Island: 1908

In April 1908 a map of Ellis Island was prepared, showing the growth and development of its boundaries and pierhead and bulkhead lines from its original lines to those of 1908.

D. Block Plans, General Plans, and Expansion of Ellis Island: 1913-46

1. Block Plan of Island: 1913

In December 1913 immigration officials prepared a "Block Plan Showing Relative Locations of Buildings Corridors Etc. on the Three Islands." The plan identified the areas where grass, flowers, and hedges were planted and noted the location of water mains, valve pits, and pipe tunnels as well as the names and general dimensions of the buildings on the three islands. A graph at the side of the plan listed the cubic footage and roof area of the buildings.

According to the plan the acreage of Ellis Island totaled 18.59. This figure was broken down as follows:

Main island	10.15 acres
No. 2 island	3.30 acres
No. 3 island	4.82 acres
Ferry bridge	.37 acres

The main island was separated from Island No. 2 by the ferry basin and the two were connected by the ferry bridge on the northwest side of the basin, consisting of the ferry house with waiting rooms on either side. The ferry slip connected with a pier landing that led to the ferry house. A coal hoist and coal bunkers were located to the rear of the ferry house. Three inclines were located in the seawall of the ferry basin leading to the main building. Islands Nos. 2 and 3 were separated by the hospital basin and connected by a wooden bridge at the northwest edge of the basin.

The main island consisted of eight principal structures and a number of ancillary buildings. The plan shows the modifications that had been made to the main building in 1911 that provided for "Medical Exam.

Quarters" in the southwest portion of the first floor. The railroad ticket office was at the rear of the main building. A greenhouse stood to the rear of the railroad ticket office and behind the greenhouse was a privy. From the railroad ticket office a passageway led to the baggage and dormitory building with its metal and masonry projection on the northeast side. A dock for railroad barges was at the edge of the island adjacent to the projection. A corridor led from the main building and a three-story corridor led from the baggage and dormitory building to the kitchen and laundry building adjacent to which was the ice plant. Next to these two buildings was the bakery and carpenter shop. Adjacent to the shop were a covered way and immigrants' friends waiting room that led to the ferry house. At the north corner of the island was a power house and nearby crematory or incinerator. An ash conveyor led from the power house to a dock for ash scows. A coal hoist and dock for coal barges were located near the power house.

Island No. 2 was the site for the general hospital buildings. At the northwest edge of the island the new Ellis Island water main connected the immigration station with the mainland. The layout of the buildings on the island consisted of the following:

Power house and laundry building
Psychopathic ward
Old hospital building
Pump house
Administration building
New hospital extension
Tennis court
Nurses cottage
Pergola

The contagious disease hospital complex was located on Island No. 3. Included among its buildings were:

Power house
Office building
Mortuary
Measles wards A, B, C, D, E, F, G, H
Administration building
Kitchen
Isolation wards J, K, L
Staff house

Cinder paths surrounded both Islands Nos. 2 and 3, and a central corridor connected the various structures on Island No. 3.

2. Block, General, and Expansion Plans of Island: 1933-36

A series of five plans shows the changes in the layout of Ellis Island as well as the expansion of the island during the years 1933-36. The first plan, entitled "Block Plan Showing Relative Location of Buildings Corridors Etc. On The Three Islands," shows the layout of Ellis Island in July 1933 prior to the various New Deal - subsidized projects involving expansion of the island's area, completion of a new seawall, new landscaping, fencing, and concrete sidewalks, removal of several old structures, and construction of several new buildings as well as remodeling of others.

The July 1933 plan noted the structures and landscaping features on Ellis Island. These included:

Island No. 1
Main building
North wing (law and registry divisions)
[former railroad ticket office building]
Baggage and dormitory building (ticket offices and waiting room)
Metal and masonry projection (baggage room)
Green house
Kitchen and laundry building
Storage [former ice plant]
Main power house
Crematory
Bakery and carpenter shop
Coal conveyor (from power house to dock)
Coal hoist
Covered way (leading to waiting room adjacent to ferry house)
Two 250,000 gallon and one 75,000 gallon water tanks (between power house and baggage and dormitory building)
Playgrounds (behind main building)
Hedges, grass areas, fencing, covered ways, corridors, concrete walks, exterior stairs, boardwalks, and inclines from ferry basin

Island No. 2 (Islands Nos. 1 and 2 connected by ferry house with a waiting room on each side and coal pockets in the rear)

Linen room
Employees' quarters and laundry
Red Cross building

Psychopathic wards 8 and 10
Hospital building No. 1 (including wards 3, 4, 7, and 8)
Pump house
Administration building
Hospital building No. 2 (including wards 1, 2, 5, and 6)
Tennis court
Cottage
Fog bell
Incline (from ferry basin to administration building)
Covered way, concrete walk, grass areas, pipe tunnel

Island No. 3 (Islands Nos. 2 and 3 connected by covered bridge)

Laboratory building
Mortuary
Laundry and employees' quarters and power house
Wards 11 and 12
Wards 13 and 14
Wards 15 and 16
Wards 17 and 18
Administration building
Kitchen
Garbage
Wards 19 and 20
Wards 21 and 22
Wards 23 and 24
Wards 25 and 26
Wards 27 and 28
Wards 29 and 30
Wards 31 and 32
Staff house
Corridor, ramp, cinder paths

The following three plans illustrate the various changes that took place on the island during 1933-36. These plans include "Approach Plan," drawn in January 1934, and "Plan of the Island," drawn in February 1934 (with supplement entitled "Revised Plan of North Side of Island," drawn in September 1934). The February 1934 plan, as revised by its supplement, indicates the existing layout of buildings, present buildings remodeled (linen exchange on Island No. 2) new construction to be built (green house, shelter No. 2, and plaza in front of main building on Island No. 1, ferry house and immigrant building on northwest side of ferry basin, covered way connecting ferry house with Islands Nos. 1, 2, and 3, and recreation building and shelter No. 1 on relandscaped area between Islands Nos. 2 and 3), new concrete sidewalls and fencing, and old construction to be removed (old wooden bulkheads, ramps, sidewalls, conveyor runs, covered ways, and sheds; greenhouse on Island No. 1; and Red Cross recreation building and cottage on Island No. 2).

A "Plan of the Island," drawn in April 1936, shows the layout of the island as it appeared after the New Deal - subsidized improvements were largely completed. The buildings and features noted on Island No. 1 were:

Main building
Baggage and dormitory building
Recreation space for deportees (grass area on east corner of island)
Plaza in front of main building
Kitchen and laundry building
Bakery and carpenter shops
Incinerator
Green house
Shelter No. 2
Main power house
Two water tanks and one oil tank located between main power house and baggage and dormitory building

Between Islands Nos. 1 and 2 were the new ferry and immigrant buildings. The structures and features on Island No. 2 were:

Linen exchange
Laundry building
Wards 9 and 10
Hospital building No. 1
Hospital administration building
Hospital building No. 2

Between Islands Nos. 2 and 3 were the new recreation building and shelter No. 1 along with newly-landscaped walks and grass areas. On Island No. 3 were the following structures:

Laboratory building
Animal building
Laundry and employees and power house
Wards 11 and 12
Wards 13 and 14
Wards 15 and 16
Wards 17 and 18
Kitchen
Contagious hospital administration building
Wards 19 and 20
Wards 21 and 22
Wards 23 and 24
Wards 25 and 26
Wards 27 and 28

Wards 29 and 30
Wards 31 and 32
Staff house

3. General Plans of Island: 1937-46

A series of general plans of Ellis Island were prepared in December 1937 (after the last major construction was completed) and revised in May 1942 and October 1946. The plans were prepared for the basement, first, second, third floor, and roof levels. Most of the plans show only building or room outlines and configurations, but a few indicate space or room utilization. Sewer, water, pipe, fence, walk, and seawall lines are also indicated.

The 1937 general plans, as revised in May 1942, are among the few drawings that indicate space utilization on Ellis Island during World War II. The general plan for the first floor shows the building layout and general room configuration of the island. The general plan for the second floor shows that the main building was used as follows:

south side, west wing--new arrivals, female
north side, west wing--new arrivals, male
large central room--alien enemies, males
east wing--alien enemies, females and families

The line of rooms at the end of the east wing was used for offices. The second floor of the baggage and dormitory building housed the day quarters for all warrant cases and segregated them into three groups:

northwest and west rooms--Chinese
north room--colored
east and north rooms--white

The second floor of the laundry building on Island No. 2 was used for male employees' quarters and the second floors of wards 27-28, 29-30, and 31-32 (formerly isolation ward buildings) on Island No. 3 were also used for that purpose.

The general plan for the third floor indicates that the main building and baggage and dormitory building were used primarily for dormitory space. The main building was used as follows:

south side, east wing--passengers, males
north side, east wing--passengers, females
north and south sides of balcony, central portion--female enemy aliens
west wing--warrant dormitory

The third floor of the baggage and dormitory building contained four large dormitory rooms for warrant cases. The open porch was available for use by all such persons.

The 1937 general plans, as revised on October 3, 1946, indicate some space utilization in the immediate post-World War II era. The general plan for the basement shows only room configurations, but on a second copy of the plan square footages of floor space are penciled in. The general plan for the first floor primarily shows building and room outlines, but a second copy of the plan also indicates floor space square footages. It should be noted that at the north end of the baggage and dormitory porch there is a notation "mezzanine over brig room." The general plan for the second floor indicates few changes since 1942 except that the west end of the power house was now devoted to men's quarters and the east end to women's quarters. The general plan for the third floor shows no changes since 1942.

E. Boring & Tilton Plans for Second Immigration Station on Ellis Island: 1898-1901

1. Boring & Tilton Plans for Island and Main Building: 1898

The architectural firm of Boring & Tilton, located at 32 Broadway in New York City, received the contract for designs and plans for the new immigration station in December 1897. On February 2, 1898, the first of the Boring & Tilton plans was approved by Treasury Department Supervising Architect James Knox Taylor. Among the approved drawings were a "Block Plan, U. S. Immigrant Station, Ellis Island, Drawing BT-No. 0" and "Main Building, Drawing BT-No. 1," the former showing the proposed design and layout of the buildings for the new station, and the latter showing the proposed space utilization for the three-story main building.

According to the block plan prepared by Boring & Tilton the new immigration station would consist of a massive main building on the northeast side of the dock basin, a power house on the north end of the island, and two future buildings to be constructed just northwest of the main building. A ferry slip and landing was provided at the northwest end of the dock basin, and a covered way led from the landing to the main building and two future building sites. An elaborate immigrant landing was planned for the northeast side of the basin leading toward the main building. A flagstaff and extensive semi-circular walkway was planned for the northeast portion of the island behind the main building. Across the dock basin on the newly-filled portion of the island was the location for the future site of a large hospital building and a flagstaff with radiating walkways.

The space utilization plan for the main building provided for some 160 rooms in the three-story structure. Since the space assignments and some structural details were changed both before and during construction, the designation of rooms on these drawings should not be referred to as the actual first use of space in the building when it opened on December 17, 1900. In general, the Boring & Tilton plans provided for baggage, detention, exclusion, records, storage, and railroad waiting rooms as well as office space for registrars, customs inspectors, boarding officials, and social and religious agency representatives on the first floor. The second floor, where the principal activities of immigrant inspection and examination were to take place in a large central room, also had numerous offices for immigration officials on both ends of the building. The third floor was devoted primarily to dormitory rooms, a visitor's gallery on the balcony overlooking the examination room on the second floor, and roof gardens.

2. Revised Boring & Tilton Plan for Island: 1899

Boring & Tilton submitted a revised "General Plan of Ellis Island" in 1899, showing the location, general outlines, and elevations of the ferry house, ferry slip, covered walks, boat landings, glazed porch, light house, revised restaurant, bath, and disinfecting building (housing a dining room, kitchen, porch, and laundry), revised power house

(housing coal, boiler, pump, dynamo, and disinfecting rooms), revised hospital outbuilding (housing a laundry and crematory), and revised physicians' residence. The main building was already under construction and working drawings were completed for the proposed hospital building. The outlines of the old pre-1897 power house are also shown on the plan. It should be noted that some elements of this general plan were later amended as construction of the new immigration station proceeded.

3. Boring & Tilton Plans for Kitchen and Laundry Building: 1899-1901

In March 1899 plans drawn by Boring & Tilton were approved for the construction of two buildings immediately to the northwest of the main building--a one-story disinfecting and bath building and a two-story restaurant building. Because of budgetary problems the plans were revised in February 1900 providing for a kitchen and restaurant building and a bath house and laundry building connected by a corridor. The buildings were to be two stories in height, but as a cost-saving gesture, the second floor interiors were to be left unfinished at first. A pavilion connected the building, which was commonly referred to as the kitchen and restaurant building or the kitchen and laundry building, with the covered way that extended to the main building.

According to the revised plans on which the contracts for construction were based, the kitchen and laundry building had some thirty rooms on its first floor. These included:

No. 1 - dining room
No. 2 - toilet
No. 3 - pantry
No. 4 - entry (including counter and office)
No. 5 - covered way
No. 6 - kitchen
No. 7 - private dining rooms
No. 8 - cold storage
No. 9 - storage
No. 10 - men's toilet
No. 11 - servants' rest
No. 12 - veranda
No. 13 - platform
No. 14 - alcove
No. 15 - laundry

No. 16 - laundry
No. 17 - women's showers
No. 18 - receiving room
No. 19 - stair hall
No. 20 - toilet
No. 21 - immigrants corridor/food corridor divided by wire partition and women's passageway/men's passageway divided by wire partition
No. 22 - main hall
No. 23 - elevator
No. 24 - receiving room
No. 25 - stair hall
No. 26 - toilet
No. 27 - toilet
No. 28 - alcove
No. 29 - men's showers
No. 30 - barber shop
No. 31 - stone steps and platform

Plans to complete the second floor were approved in April 1901. Space allocation was as follows:

Dormitory No. 100
Dormitory No. 101
Toilet No. 101-A
Dormitory No. 103
Stair hall No. 104
Linen closet No. 104-A
Corridor No. 105 (women's passageway/men's passageway divided by wire partition)
Detention officers No. 105-A
Main hall No. 106
Stair hall No. 107
Linen closet No. 107-A
Dormitory No. 108
Toilet No. 108-A

4. Boring & Tilton Plans for Power House: 1900-01

Plans prepared by Boring & Tilton for the new power house were approved in February 1900. It was determined to leave the second floor unfinished at first because of budgetary problems, but plans for its completion were later approved in April 1901. According to the floor plans for the structure, on which the contracts for construction were based, the first floor had the following rooms:

No. 1 - entryway
No. 2 - stair-case hall

No. 3 - toilet
No. 4 - closet
No. 5 - machinery room (engine room)
No. 6 - boiler room (8 boilers)
No. 7 - machinery room (pump room)
No. 8 - coal room
Nos. 9-10 - disinfecting department
(No. 10 - receiving room)
No. 11 - stack

On the second floor were the following rooms:

No. 21 - stair-case hall
No. 21A - toilet
No. 21B - bath
No. 22 - corridor
No. 22A - dormitory
No. 22B - sitting room
No. 22C - store room
No. 22D - bed room
No. 22E - bed room
No. 22F - office
No. 23 - corridor
No. 23A - dormitory
No. 23B - dormitory
No. 23C - dormitory
No. 23D - toilet
No. 24 - dormitory
No. 24A - store room
No. 24 - store room
No. 25 - tank room
(No. 6 - boiler room and No. 8 - coal room were both to-story high rooms)

5. Boring & Tilton Plans for Main Hospital Building and Surgeon's House on Island No. 2: 1900-01

The main hospital building and surgeon's house were built on Island No. 2 in 1900-01. The only plans available for the main hospital building in the DSC-TIC Files are those for the second and third floors. The room assignments for the second floor were:

Women's ward (with outside veranda)
Day and dining room
Resident physician
Resident physician
Seven closets
Stair hall
Staff dining room

Day and dining room
Men's ward (with outside veranda)
Corridor
Four bathrooms
Two poultice rooms
Two slop closets
Two elevators
Apothecary room
Apothecary's office
Two doctor's offices
Two toilet rooms

The third floor contained the following rooms:

Sterilizing room
Operating room
Five nurses' rooms
Three stair halls
Corridor
Three male attendants' rooms
Two toilets
Laboratory
Storage
Closet

The two-story surgeon's house was designed to provide quarters for the surgeon and assistant surgeon of the hospital. On the first floor were a library, kitchen, dining room, parlor, pantry, vestibule, stair well, front and back porch, and two side open-air porches. The second floor contained a central hall around which were five bedrooms and a bathroom. The floor also had four closets and a stair well and landing.

6. Boring & Tilton Plan for Waiting Shed for Immigrants' Friends: 1901

In September 1901 a Boring & Tilton plan was approved for the waiting shed for immigrants' friends and for the covered way connecting the ferry house with Island No. 1.

F. Space and Building Utilization on Island No. 1: 1916-54

1. Space and Building Utilization on Island No. 1 (First Floor Only): 1916

In June 1916 a block plan, showing space utilization, was prepared for the first floor of the buildings on Island No. 1. The room utilization, as specified in the block plan, was as follows:

Main building - central portion
Concourse shed
Vestibule
Temporary detention
Medical line examination
Waiting room
Baggage
Discharging division for temporarily detained
Waiting room
Italian Welfare Society
Hebrew Society waiting room
Men's toilet (3)
Women's toilet
Welfare workers
Travelers' aid society
Stair Nos. 3 and 4
Vent shaft (3)
Passage to stairs No. 6
Stairs No. 6 to second floor

Main building--east wing

Public Health Service medical examination rooms
Medical office (2)
Medical sitting room
Medical locker room
Entrance hall
Statistical division vault
Hospital cases
Certificates
Medical employees' sitting room
Locker room
Men's toilet room (2)
Women's toilet room (3)
Toilet (3)
Bath room
Corridor
Passage

Main building--west wing
Information division
Waiting room
Discharging division
Council of Jewish Women
Men's toilet (2)
Women's toilet
Closet
Telephone
Store room
Corridor
New York room temporarily detained

Main building--north wing (railroad ticket office)

Women's toilet (2)
Stairs Nos. 1 and 2
Steamship agents
Railroad ticket office lobby
Money exchange
Southern Pacific
Office (2)
Railroad ticket office
Railroad east ticket office
Men's toilet (2)
Passage

New York room yard (between main building and baggage and dormitory building)

Post office
Men's toilet
Women's toilet

Baggage and dormitory building

Baggage checks
Western Union
Postal telegrapher
Railroad west waiting room
Lunch counter
Men's toilet
Women's toilet
Railroad east waiting room
Office (2)
Closet
Baggage room
Checks
Baggage master's office
Toilet (4)
Scale room check office
Passage
Express office

Baggage and dormitory building (metal and masonry projection)

Baggage scale
Immigrants transfer office
Two inclines and two stairways to dock

Kitchen and laundry building--north of central corridor

Laundry
Blanket room
Money exchange
Ice storage
Refrigerating plant
(lawn mower shed attached)

Kitchen and laundry building--south of central corridor

Toilet
Store keepers office
Store room (2)
Commissary department office
Dining room
Kitchen
Piazza
Ladies room
Pantry
Ice box
Commissioner's dining room
Closet
Employees dining room
(truck shed attached)

Bakery and carpenter shop building

Fuel room
Bake ovens
Bake shop
Lumber storage
Store room

Power House

Entrance hall
Oil tank
Engine room (5 engines)
Main switchboard
Boiler room (5 boilers)
Pump room (4 pumps)
Coal bunker
Blacksmith shop
Machine shop

Crematory and concrete dock

Greenhouses (with fertilizer pit)

In addition to space utilization the block plan indicated the location of inclines, boardwalks, cinder paths, docks, concrete walks, covered ways, pavilions, stairs, flag poles, and fencing. Landscape features, such as lawns, flower beds, hedges, and rose beds were also shown. Seesaws and swings were located north of the main building. A packing room connected the baggage and dormitory building with a corridor extending from the main building to the kitchen and laundry building.

2. Space and Building Utilization on Island No. 1: 1917

Block plans for the first, second, and third floors of the buildings on Island No. 1 were prepared in 1917, showing space assignments. The plans are marked with a notation: "some minor alterations in division of space as shown on plan and some changes in assignments but plan is generally correct." The room designations (so far as they can be read) are:

Main building--first floor, central portion
Concourse shed
Vestibule
Medical line examination
Temporary detention
U. S. Customs inspection office
Unclaimed customs baggage
Immigrant's waiting room
Immigrant's hand baggage
Men's toilet (3)
Women's toilet
Vent shaft (4)
Landing agents
Immigrants Aid Society
Store room
Waiting room
Railroad east waiting room
Railroad east
Passage
Baggage office
Railroad ticket office
Missionaries quarters

Main building--first floor, west wing

Information division
Men's toilet (2)
Women's toilet
Waiting room
Discharging division
Council of Jewish Women
Corridor
New York room temporarily detained
Store room

Main building--first floor, east wing

Public Health Service medical examination rooms (5)
Medical office (2)
Chief medical office
Medical sitting room

Medical locker room
Entrance hall
Statistical division vault
Staff room
Special medical examination rooms (4)
Hospital cases
Locker room
Medical employees sitting room
Certificates
Corridor
Passage

Main building--first floor, north wing (railroad ticket office)

Passage
Railroad ticket office and lobby
Office (2)
Money exchange

Main building--second floor, central portion

Registry division
Passage

Main building--second floor, west wing

Board rooms A, B, D, H, K, L, M
Witness room C
Special inquiry division office
Deporting division office
Deporting division
Hall
Special inquiry detention room (3)
Light court (2)
Men's toilet (3)
Women's toilet (2)
Toilet
Office (2)
Vent shaft (2)

Main building--second floor, east wing

Rehearings
Superintendent
Chief clerk's office
Commissioner's private office
Assistant commissioner (2)
Office
Correspondence clerk
Records
Main office
Appeals

Treasurer
Treasurer's clerk's office
Canadian office
Contract labor
Charwomen
Store room
Toilets (4)
Matron's room
File room
Light court (2)
Passage (2)
Corridor (3)
Ladies retiring room
Vent shaft (2)

Main building--third floor, central portion

Balcony
Hall
Water closet (4)
Dormitories (12)

Main building--third floor, west wing

Stenographers
Inspector's room
Light court (2)
Special inquiry day detention room
Water closet (5)
Old case quarters
Passage
Cabin day detention room
Hall

Main building--third floor, east wing

Record division
Private office
Passage (2)
Light court (2)
Law office
Dormitory
Telephone
Primary quarters

Baggage and dormitory building--first floor

Baggage room
Baggage storage
Baggage room/New York and railroad east
Express office
Toilets (4)
Passage
Railroad west waiting room

Lunch counter
Scale room/scale
Scale room collector's office
Scale room checks office
Baggage master's office
Western Union
Mens' and womens' toilet
U. S. Customs collectors
Office
Post Office

Baggage and dormitory building--metal and masonry projection

Baggage scale
Immigrants' transfers office
Gangways (2) and stairways (2) to dock

Baggage and dormitory building--second floor

Enclosed recreation porch
Excluded and deferred women and children
Excluded and deferred male detention room
Toilets (5)
Linen
Male dormitories
Store room
Reading room
Second cabin dormitory rooms
Light court
Corridor (3)
Corridor of second cabin passengers

Baggage and dormitory building--third floor

Four large dormitories, each with toilet and wash rooms
Blanket room
Detention room (2)

Extension connecting baggage and dormitory and kitchen and laundry buildings--first floor

Packing room

Extension connecting baggage and dormitory and kitchen and laundry buildings--second floor

Interview lobby for detained immigrants

Greenhouses and fertilizer pit

New York room yard

Mens' and womens' toilet rooms
Telephones

Kitchen and laundry building--first floor (north of central corridor)

Refrigerating plant
Ice storage
Blanket room
Laundry
Money exchange in corridor

Kitchen and laundry building--first floor (south of central corridor)

Employees' dining room
Kitchen
Dining room
Store keeper's office
Piazza
Commissioner's dining room
Store room (2)
Toilet room

Kitchen and laundry building--second floor

Kitchen
Immigrants' dining room

Power house--first floor

Entrance hall
Engine room
Pump room
Boiler room
Coal bunker
Blacksmith shop
Machine shop

Power house--second floor

Store room (2)
Coal bunker
Boiler room
Corridor
Chief engineers' office
Toilet room
Wash room
Drafting room

Bakery and carpenter shop building--first floor

Store room
Lumber storage
Bake shop
Bake ovens

Bakery and carpenter shop building--second floor

Paint
Flour
Carpenter shop
Office

The first floor plan not only specifies room assignments but also shows various landscaping features. These include lawn areas, flower beds, rose beds, hedges, fences, boardwalks, concrete walks, and cinder paths. The location of covered ways, pavilions, docks, the flag pole on the east side of the island, the incinerator (crematory) on the west side of the island, and the immigrants' friends waiting room (between the bakery and carpenter shop and the ferry house) are also noted. Swings are located behind the east wing of the main building and seesaws to the east of the greenhouse.

3. Building Utilization on Island No. 1 (Except Main Building): 1929

Floor plans were prepared in April 1929 for the buildings on Island No. 1 (except the main building) relative to electrical installation work. The floor plans include only a few room designations:

First floor--baggage and dormitory building
Railroad room
Baggage room

First floor--kitchen and laundry building

Restaurant

First floor--power house

Boiler room
Turbine room
Pump room

Second floor--baggage and dormitory building

Room 203 (large room on south side)
Room 209-19 (small rooms on north side)
Room 222 (large room on east side)
Four toilet rooms

Second floor--kitchen and laundry building

Kitchen
Dining room

Second floor--power house

Coal bunker
Boiler room
Electricians' room
Engineers' locker room
Store room
Toilet
Chief engineers' office

Third floor--baggage and dormitory building

Room A (large room on west side)
Room B (large room on north side)
Room C (large room on east side)
Room D (large room on south side)
Disinfecting room (room in northwest corner)

4. Building Utilization on Island No. 1 (Except Main Building): 1934-35

A first floor plan for the baggage and dormitory and kitchen and laundry buildings, bakers and carpenter shop, and power house on Island No. 1 was prepared ca. 1934-35. The space allocations (for the structures), some of which appear to have been proposed, were designated:

Baggage and dormitory building
Dead storage
Baggage space for use by U. S.
Baggage space for use by baggage concessionaire
Recreation space for detained aliens
Space available for welfare organizations
Toilet (2)
Covered porch for semi-outdoor recreation facilities

Extension connecting baggage and dormitory building and kitchen and laundry building

Space available for welfare organizations

Kitchen and laundry building

North of corridor

Telegraph
Tickets
Money
Public space
Laundry

South of corridor

Office (2)
Toilet
Pantry
Kitchen
Private dining room
Porch
Public dining room

Bakery and carpenter shop

Store rooms

Power house

Boiler room
Pump room
Turbine room
Machine room
Blacksmith shop
Fuel oil storage room

5. Building Utilization on Island No. 1: 1939

Four floor plans drawn in June 1939 for the basement and first, second, and third floor levels of Island No. 1 show room configurations and designations. The basement plan notes only the location of a wire mesh partition near the south front of the main building and the designations of the four towers in that stucture.

The first floor plan indicates the space allocation for divisions or groups of offices. The space designations for the main building were:

Large room in central portion--record room
East wing--medical divison, Public Health Service
West wing--immigration service (information bureau, welfare office, immigrants' friends waiting room, store room, office, laborers' locker room)
North wing--law division (east side) and registry division (west side)

The room designations for the kitchen and laundry building were:

South side of corridor

public dining room
kitchen
commissary office
pantry
porch
toilet
commissioner's dining room
office

North side of corridor

money exchange
tickets (two)
telegraph (two)
locker room
public space

The room designations for the baggage and dormitory building were:

Large open room--baggage room
Space available for welfare organizations (south side)
Two toilets (east side)
Covered porch for semi-outdoor recreation facilities (north side)

The room designations for the power house were:

Turbine room--south side
Boiler room--west side
Pump room--east side
Fuel oil storage room, machine room, and blacksmith shop--north side

Four store rooms were located in the bakery and carpentry shop building.

The second floor plan of the buildings on Island No. 1 generally show greater detail in terms of room assignments and space allocation. The room designations on the second floor of the main building were:

Large central portion--temporary detention and special inquiry detention room (with stage at west end)

East wing--women's toilet
vault
first assistant commissioner's stenographers and clerks
first assistant commissioner
commissioner's reception room
commissioner's office
vault
hall
bond office
stenographers
vault
file room (4)
clerk (2)
time clerk's office
treasurer (2)
clerk's office (2)
light courts (3)
toilet
men employees toilet
women employees toilet
wash room (2)
special inquiry women's toilet
special inquiry men's toilet
corridors

East wing and west wing connected by passage along south front of building

West wing--men's toilet
board room A
board room B
witness room C
board secretaries
special inquiry division office
deporting division office
deporting division waiting room
board room H
witness room 3
hall (3)
board room A
board room
witness room
board room 4
women's toilet
men's toilet
men employees' locker room
men's locker space
light court (2)
women's locker space

matron's locker room
rest room
women's toilet
corridors

The room designations for the kitchen and laundry building were:

Dining room
Kitchen

The room designations for the baggage and dormitory building were:

Interview room (203)
Day detention room (204)
Day detention room (206)
Dormitories (11 rooms)
Day detention room, warrant cases (222)
Central light court
Six toilets

The room designations for the power house were:

Employee's locker and storage rooms
Employee's locker room
Upper part of boiler room
Store room
Fuel oil storage

The room designations for the bakery and carpentry shop building were:

Painting shop
Storage
Carpentry shop

The third floor plan for the island contains few room designations for the main and baggage and dormitory buildings other than baths, toilets, light courts, stair wells, and elevator shafts. A pipe organ was located on the west edge of the balcony in the main building. Virtually all the rooms on the third floor of these two buildings were utilized as dormitory space.

6. Partial Building Utilization Plans for Island No. 1: 1954

A drawing showing electrical repairs and alterations in various buildings on Ellis Island in April 1954 also indicates some space designations. The warrant day room was located in the north wing of the main building (once known as the railroad ticket office). The large central room on the second floor of the main building was known as the passenger hall. The room configuration (without assigned utilization) is given for the second floor, east wing of the building. On the third floor of the west wing were three designated dormitories: dorms 17, 18, and 19. The second cabin rooms and southwest stairs on the second floor of the baggage and dormitory building are shown. A pipe shop and machine shop were located in the eastern corner of the power house. The room configuration (without space designation) was shown for the first floor of the immigrant building.

G. Space Utilization of Main Building: 1900-43

1. Revised Floor Plans for Main Building: 1899

Changes in the proposed plans, structural details, and space utilization for the main building may be seen by examining Boring & Tilton's drawings for heating and ventilating the three floors of the structure, approved by Supervising Architect Taylor on February 4, 1899. Modifications may also be noted by studying the "Second Floor Plan Showing Fixtures," approved by Taylor on June 4, 1900.

2. Space Assignment Plans for Main Building: 1900

The main building was opened for immigration purposes on December 17, 1900. Some ten weeks prior to that date on October 3, 1900, space assignment plans were drawn up for all three floors of the structure. Based on the plans the rooms on the first floor were:

No. 100 - friends of immigrants
No. 102 - New York detention room
No. 114 - bureau of information
No. 119 - eastern passengers
No. 121 - representatives of steamship companies
No. 122 - city baggage
No. 146 - registrar
No. 147 - chief registrar
No. 149 - matron

No. 150 - missionaries
No. 151 - missionaries
No. 152 - records
No. 154 - customs storage
No. 155 - appraiser
No. 156 - customs deputy collector
No. 158 - landing agent
No. 159 - inspector
No. 161 - customs inspector
No. 162 - chief inspector
No. 165 - boarding officer

Unnumbered rooms on the first floor included the ticket office, baggage room (with scales), baggage master's office, weigh master's office, checks office, entrance and two vestibules, railroad waiting room, restrooms, stairs, elevators, and vents.

The second floor had the following designated rooms:
No. 201 - secretary, special inquiry
No. 202 - undesignated
No. 203 - witnesses
No. 204 - special inquiry examination
No. 206A - undesignated
No. 206C - undesignated
No. 210 - excluded women
No. 214 - mess room
No. 215 - bedding
No. 216 - corridor
No. 227 - contract labor examination
No. 228 - special inquiry detention
No. 244 - clerk
No. 245 - assistant commissioner
No. 246 - main office (commissioner)
No. 247 - commissioner's private office
No. 250 - private secretary, commissioner
No. 251 - treasurer
No. 253 - chief engineer
No. 254 - restaurant keeper
No. 255 - records
No. 256 - statistician
No. 257 - statistician
No. 259 - chief inspector
No. 260 - contract labor bureau
No. 265 - general office
No. 266 - examination room
No. 268 - laboratory
No. 269 - examination room
No. 270 - examination room
No. 275 - chief surgeon

Unnumbered rooms on the second floor included the large central room, labeled the "Main Room, Examination Pens," corridors, stair wells, restrooms, and vents. There were four fire escapes near the corners of the building and a passageway from the north corner of the building to the "womens' bath house." The stairway that commenced at the central entrance on the first floor led to the center of the main examination room on the second floor.

The third floor did not have numbered rooms. A balcony overlooked the main examination room on the second floor. In addition, the third floor featured a men's dormitory, women's dormitory, two general dormitory rooms, four light courts, corridor roof and promenade roof, four vents, restrooms, stairwells, and fire escapes.

3. Alterations to Second and Third Floors of Main Building: 1923-24

Several drawings from the 1923-24 period show various alterations that were made to the second and third floors of the main building during 1924-25. The large central registry room on the second floor was converted to a special inquiry - temporary detention room. The rooms adjacent to the corridor extending from tower No. 1 to tower No. 3 on the west wing of the second floor were altered for use as male and female employees' locker rooms and restrooms. The rooms immediately to the east of the special inquiry - temporary detention room were altered for use as mens' and womens' restrooms.

The floor plan for the third floor of the main building shows the arrangement and room numbers of the dormitory rooms and restrooms (and their square and cubic footages) around the balcony and in the west wing.

4. Various Floor Plans of the Main Building: 1933-35

Various floor plans of the main building during 1933-35 show space allocation and room designation in the structure. A 1933 plan of the east wing, second floor indicates the following room designations:

Tower No. 2
Women's toilet
Assistant commissioner's stenographer
Assistant commissioner
Commissioner's reception room
Commissioner's office
Bond department (2)
File department (3)
Treasury department (5)
Tower No. 4
Men's toilet (2)
Women's toilet (2)
File room
Passage
Court (2)
Corridor

A plan of the first floor of the main building was prepared in 1934-35. The room designations were:

Central portion
Record room
Vent shaft (2)
Utensils
Store room

West wing--Immigration Service

Reentry permit room
Immigrants' friends waiting room
Information bureau
Welfare office
Store room
Laborers' locker room
Corridor

East wing--Medical Division, Public Health Service

Primary inspection
Medical division
Vault
Corridor
Waiting room
Corridor

North wing

Law division
Registry division

A partial plan of the second floor, west wing of the main building was prepared in March 1935. The room designations for that wing were:

Matron's locker room
Women's toilet
Rest room
Light court (2)
Space for lockers, women
Hall
Space for lockers, men
Men employees' locker room
Men's toilet
Corridor

A plan of the third floor of the main building was drawn ca. 1934-35. The room designations were:

Central portion
Balcony/light well
Dormitories Nos. 1-6 on north side
Dormitories Nos. 7-12 on south side
Dormitories Nos. 13-14 on west side
Dormitories Nos. 15-16 on east side
Pipe organ on west side
Hall
Water closets
Vent shafts

West wing

Dormitories Nos. 17-29
Passage
Light court (2)
Closet
Toilet rooms

East wing

Charwomen's room, No. 31
Telephone office, No. 32
Nos. 33-34 (dormitories)
Passages, Nos. 35-37
Toilet rooms
Nos. 39-43 (dormitories)
Chinese division, Nos. 44-48 (dormitories)

5. Floor Plan of Third Floor, East Wing of Main Building: 1943

In November 1943 a floor plan of the third story, east wing of the main building was prepared. The plan showed the following room designations:

Toilet and wash room (women) (2)
Bathroom (women)
Toilet, wash room, and bathroom (men)
Linen room (2)
Toilet and bath room
Children's room or general utility room
Light court (2)
Toilet (2)
Corridor
Rooms Nos. 1-27 (each with length and width given)--rooms utilized as dormitory space

H. Preliminary Plans and Space Utilization of Baggage and Dormitory Building: 1904-51

1. Removal of Buildings and Contemplated Alterations on Island No. 1 Preparatory to Construction of Baggage and Dormitory Building: 1904-07

During the initial planning stages for the construction of the baggage and dormitory building in 1906-07 several plans were prepared showing buildings to be removed, tentative alterations to other buildings, and proposed changes to the path of the immigrants on Ellis Island. The proposed space utilization of the new baggage and dormitory building was noted, as were the archeological findings from test pits made in preparation for the building's construction.

2. Floor Plans for Baggage and Dormitory Building: 1909-13

The Baggage and Dormitory Building, as completed in 1909, was a two-story building with a roof garden, providing baggage handling space on the first floor and dormitory areas on the second. On the first floor were the following:

Public lobby
New York baggage room
Baggage room
Custom house storage

Scale room
Fan room
Three offices
Six toilets
Stair hall

The second floor had the following rooms:

Two detention rooms (each with a toilet)
Ten family rooms (each with a toilet) in place of original Dormitory No. 1 plan (one locker room served the ten rooms)
Dormitory No. 2 (with two toilets and a locker room)
Dormitory No. 3 (with one toilet)

The family rooms, dormitories, and detention rooms surrounded a central court.

In June 1913 plans were approved for the addition of a third story and metal and masonry projection to the northeast side of the first floor of the baggage and dormitory building. The projection provided open-air porch space for detained immigrants. The third floor provided additional dormitory space as follows:

Ward No. 1 (men) - (with toilet and wash room)
Ward No. 2 (women) - (with wash room, toilet, and bath room)
Ward No. 3 (men) - (with toilet and wash room)
Ward No. 4 (men) - (with toilet and wash room)

In addition, there were three isolation rooms, one matron's toilet, two utensils rooms, and one room for blanket storage on the floor. Corridors connected the second and third floors of the structure to the kitchen and laundry building.

3. Alterations to Baggage and Dormitory Building: 1924-26

Plans were drawn in April and November 1924 for various alterations and additions and a new plumbing system for the baggage and dormitory building. After the changes were completed in 1926 the room designations were:

First Floor
Baggage room

Baggage storage
Office (5)
Lunch packing room
Women's toilet (2)
mens' toilet (2)
Railway baggage checks
Southern Pacific
Postal telegraph
Western Union
Post office
Steamship agents
Railroad east ticket office
Railroad west ticket office
Money exchange
New York passage

Second Floor

Vestibule
Room 203, visitors room
Women's toilet
Men's toilet
Utensils
Stair hall (2)
Room 204 (large dormitory with toilet rooms)
Room 206 (large dormitory with toilet rooms)
Rooms 209-18 (small dormitory rooms, each with toilet room)
Room 222 (large dormitory with two toilet rooms)
Store room
Central light court
Recreation porch

Third floor

Room A (305) (large dormitory with toilet room and wash room)
Sterilizing plant
Bath room
Matron's room
Room B (303) (large dormitory with toilet room and shower and wash room)
Room C (332) (large dormitory with toilet room and shower and wash room)
Room D (330) (large dormitory with closet, shower and wash room, and toilet room)
Nursery (2)
Storage
Closet
Stair hall and central light court

4. Alterations to Baggage and Dormitory Building: 1932-35

Plans were prepared for alterations to the baggage and dormitory building in February 1932 and May 1934. On the first floor a

new recreation room was to be made where the former baggage room was located. A new store room was also constructed on the east end of the first floor. Six new reading rooms and a new laundry and shower room were added to dormitory Room 222 and a new reading room was added to one of the other second-floor dormitories. Thus, the plan of the second floor of the remodeled structure showed three principal dormitories--Rooms 204, 206, and 222, and the third floor had four dormitories--A, B, C, and D (each with a toilet and wash room with Dorm A also having a bath room)--and a sterilizer room.

5. Expansion of Detainee Dining Room, First Floor, Baggage, and Dormitory Building: 1951

The detainee dining room on the south end of the first floor of the baggage and dormitory building was expanded to the north in 1951. The plans for this expansion indicate room designations for the areas around this enlarged room. At the southwest corner of the building were the commissary storeroom and the dish washing machine room. Along the east edge of the dining room were a kitchen, bake shop, and kosher kitchen.

I. Various Plans for Buildings on Island No. 1: 1914-34

1. Bakery and Carpenter Shop Building: 1914-15

A new two-story Bakery and Carpenter Shop was built on the north edge of Island No. 1 adjacent to the covered way in 1914-15 to replace a temporary wood carpenter shop and a flimsy wooden bakery, both of which adjoined the covered way to the ferry house and were considered fire hazards. Construction of the new building incorporated portions of the existing waiting room and carpenter shop and called for removal of the existing bakery and two nearby sheds.

The new structure contained the following rooms on its first floor: stoking pit, oven room featuring two peel ovens, one draw plate oven, fuel room, elevator machine room, baking room, lumber storage, general storage, and elevator. On the second floor were: paint shop; flour storage, sifters and blenders; carpenter shop; three small rooms; and elevator. A small one-story lawn mower shed was also constructed across the covered way from the bakery and carpenter shop.

2. Conversion of Power House for Use of Fuel Oil: 1932

A drawing was prepared in March 1932 for conversion of the power house and plant for use of fuel oil. The coal bunker in the northeast corner of the power house was converted to an oil tank room that contained an oil storage tank 32 feet in diameter and 80 feet in height. An 8-inch supply line and 2inch high pressure steam line led from the tank to an oil dock at the edge of the island where boats could hook up.

3. Alterations to Kitchen and Laundry Building: 1934

Plans were prepared in May 1934 for alterations to the first and second floors of the kitchen and laundry building. According to the plans the rooms on the first floor were:

Public dining room
Commissary office
Pantry
Toilet
Commissioner's dining room
Kitchen
Corridor
Public space
Money exchange
Tickets (2)
Telegraph (2)
Locker room
Porch

On the second floor there were to be a large dining room, a smaller dining room, and a kitchen.

J. Space and Building Utilization on Island No. 2: 1905-36

1. Floor Plans for Administration Building: 1905-07

During 1905-07 a three-story addition or extension to the hospital building on Island No. 2 (later known as the administration building) was constructed. According to the building's floor plans the following rooms were assigned:

First floor
Entrance
Ward (3)

Nurses' room
Ward dining room
Attendant's dining room
Corridor
Staircase hall
Elevator shaft
Toilet room (2)
Bathroom (2)

Second floor

Ward (3)
Nurses' room
Ward attendants' room
Ward dining room
Internes' room
Corridor
Staircase hall
Elevator shaft
Toilet room (2)
Bath room (2)

Third floor

Dormitory (3)
Hall
Nurses' room
Ward attendants' room
Ward dining room
Maternity ward
Ward
Corridor
Staircase hall
Elevator shaft
Toilet room (2)
Bath room (2)

2. Floor Plan (Second Floor) for Psychopathic Ward: 1906

The psychopathic ward was constructed on Island No. 2 during 1906-07. A floor plan of the second story of the structure, prepared in August 1906, shows the following space assignments:

Day room/dormitory for four patients at night
Dormitory
Toilet room
Bathroom
Nurses' room
Room for violent cases
Service room
Special bathroom
Stair hall
Room for violent cases

3. Space and Building Utilization on Island No. 2: 1916

A series of three drawings showing space utilization in the buildings on Island No. 2 and the ferry house was prepared in June 1916. The layout plan for the first floor indicates some room assignments, while the plans for the second and third floors merely show floor plans without room designations.

The first floor plan shows the ferry basin with the ferry slip abutting the ferry bridge. A float for launches was located in the northern corner of the ferry basin. The bridge led to the ferry house on either side of which were waiting rooms. A passage led from the ferry house to Island No. 1. Coal bunkers were located behind the ferry house.

A covered way led from the west waiting room to Island No. 2. In the north corner of Island No. 2 was the Red Cross building, containing a large hall, stage, kitchen, two offices, and several restrooms. The laundry building, in the west corner of the island, contained a boiler room, disinfecting room, and morgue. The psychopathic ward included space for at least ten patients, several restrooms, and an enclosed porch on its west side. The old hospital building included wards 1 and 2 for males in its wings (each with an enclosed porch), and a central section containing a ward dining room, doctor's dining room, kitchen, dispensary, study, and quarters. A pump house stood at the west edge of the island behind the main hospital building. The administration building in the center of the island contained a visitors' room, green room, clerks' office, doctors' office, and two general offices. The new hospital extension building included wards A and B (each with a dressing room, bath, and toilet on its east side and enclosed porch on the west) in its wings with a long porch on the west side of its central section facing a playground. Its central section contained two dining rooms, offices, bathrooms, and sitting rooms. A pergola led from the new hospital extension to the nurses' cottage at the end of the island. A tennis court was located between the latter two structures.

A cinder walk extended around the entire edge of the island and a concrete walk surrounded most of the buildings. The rest of the island was planted in grass with two large flower beds located west of the administration building and east of the pergola.

4. Floor Plans for Hospital Buildings Nos. 1 and 2 and Administration Building: 1932-34

Plans were drawn up in January and April 1932 and February 1934 to make various alterations to the utility systems in hospital buildings nos. 1 and 2 and the administration building on Island No. 2. The floor plans for these alterations indicate the following space utilization in the three buildings:

Hospital No. 1--Basement

Pump room

Hospital No. 1--First floor

Ward No. 3
Ward No. 4
Rest room
Dining room

Hospital No. 1--Second and third floors

Chief nurse

Administration Building--Basement

Kitchen
Grocery receiving room
Vegetable room
Diet kitchen

Administration Building--First floor

Material office
Doctor's toilet
Employees' toilet
Register's office
Admission office
Mr. Theis' office
Staff office
Dr. Weldon's office

Administration Building--Second floor

Employees' dining room
Ward G-E
Nurses' dining room
Nurses' pantry
Dr. Reichard's office
Dr. Reichard's secretary's office

Administration Building--Third floor

No room designations given

Hospital No. 2--Basement

General store room
Crockery store room
Janitor's supply room
Pharmacy stores
Narcotic room
Grocery stock room
Butcher shop
Janitor's supply cage
Store room
Linen store room

Hospital No. 2--First floor

Ward No. 1
Ward No. 2
Ward No. 1A
Conference room
Pantry
Dining room
Dr. Ryan's office
Officer's room (2)
Dental laboratory

Hospital No. 2--Second floor

Ward Nos. 5, 5A, 5B
Ward Nos. 6, 6A
Kitchen
Dining room
X-ray room (2)
X-ray reading room
Cysto. room

Hospital No. 2--Third floor

Physiotherapy room

K. Space and Building Utilization on Island No. 3: 1906-36

1. Space and Building Utilization on Island No. 3: 1906-09

The contagious disease hospital complex was constructed on Island No. 3 during 1906-09. Based on plans approved in August 1906 the complex was to consist of the following structures:

Office building
Mortuary
Power house
Laundry, Dormitory, etc.
Measles wards A, B, C, D, E, F, G, H
Isolation wards I, K, L
Staff house

A central corridor running down the middle of the island connected the buildings.

Near the center of the island was the three-story administration building. The first floor included the following rooms:

Vestibule
Reception room (with adjoining suite of four rooms for receiving, dressing, undressing, and bath room)
Office (with adjoining suite of four rooms for discharging, dressing, undressing, and bathroom)
Dining room
Serving room
Hall
Men's toilet
Women's toilet
Elevator
Unassigned room
Stairs

On the second floor of the building there were quarters for interns and nurses, a sterilizing room, an operating room, a linen room, a hall, elevator, stairwell, and corridor. The interns' quarters consisted of four bedrooms, a sitting room, two bathrooms, and a closet. The nurses' quarters consisted of a sitting room, four bedrooms, and a bathroom. The third floor consisted of fourteen bedrooms, two bathrooms, a linen room, stairwell, elevator, central corridor, and hall.

The eight measles wards were all two stories in height and contained similar plans. Both floors contained identical room layouts: a large ward room for fourteen beds, stair hall, dumb waiter, kitchen, linen room, duty room, nurses' bedroom, bath, and toilet.

The three two-story isolation wards had identical floor plans. The first floors each had two wards, one twelve bed and one eight bed, two kitchens, two toilets, two bathrooms, four linen rooms, and two sets of two adjoining discharging rooms, each set having a bathroom and vestibule. The central portions of the second floor of the isolation wards contained four nurses' bedrooms, two dining and sitting rooms, and two bathrooms. On either side of the central area was a loft labeled "not finished."

The two-story staff house at the south end of the island contained space for living quarters. On the first floor were a living room, dining room, library, central hall, stairwell, and kitchen with adjoining refrigerator closet, pantry, and storage room. The second floor contained nine bedrooms, two bathrooms, a stairwell, and a central corridor.

The two-story office building at the north end of the island provided space for doctors and pharmacists. The first floor consisted of a vestibule, central hall, general office, doctor's office, doctor's library, dispensary, stairwell, toilet, and lavatory. The second floor consisted of two laboratories, a bathroom, central hall, landing, stairwell, pharmacist's living room, pharmacist's dining room, and closet.

The first floor plan of the power house and laundry (the only original plans to be found for the building) shows that the northern or smaller section of the L-shaped structure served as the power house while the east or larger section was devoted to the laundry. The power house section had a large boiler room with smaller coal and pump rooms and two tank rooms and a toilet room. The laundry portion of the structure had a sterilizing room, clean room, two laundry rooms, a storage room for disinfected clothing, dining room, kitchen, and pantry.

In June and September 1909 plans were drawn up for landscaping the island and constructing cinder walks. Cinder walks or concrete walks were to be built around the edges of the island and between some of the buildings, loam and grass were to be placed between all the buildings, and the entrances to the three isolation wards were to be terraced.

By 1909 the contagious hospital complex structures had building numbers. These were:

No. 1--office building
No. 2--power house/laundry, dormitory, etc.
No. 3--mortuary
No. 4--measles ward E
No. 5--measles ward G
No. 6--measles ward A
No. 7--measles ward C
No. 8--kitchen
No. 9--administration building
No. 10--measles ward B
No. 11--measles ward D
No. 12--measles ward F
No. 13--measles ward H
No. 14--isolation ward J
No. 15--isolation ward L
No. 16--isolation ward K
No. 17--staff house

2. Floor Plans for Buildings on Island No. 3: 1928

The contagious disease hospital complex first, second, and third floor plans are indicated on a drawing entitled "Hospital Buildings Island No. 3" made in September 1928. This plan does not show room utilization for each building, but it does indicate the number of the wards and the room layout for each floor. The plan notes that employee quarters are located on the second floor over wards 27-32. The second floor of the laundry was devoted to nurses' quarters as was the first floor of the former office building. The second floor of the former office building was now designated as a laboratory. The first floor of the power house and laundry had a boiler room, two pump rooms, a coal bunker, engine room, two laundry rooms, and two disinfecting rooms.

3. Floor Plan for Mortuary and Autopsy Room in Power House: 1936

A new mortuary and autopsy room was provided in 1936 by converting the engine room in the first floor of the power house on Island No. 3. The new room had an autopsy table surrounded in part by a semi-circular observation platform. The room also had a refrigerator machine room that had storage capacity for eight cadavers.

L. Space and Building Utilization on Islands Nos. 2 and 3: 1936

1. Floor Plans for Wards in Hospitals on Islands Nos. 2 and 3: 1936

Most of the floor plans for the hospital wards on Islands Nos. 2 and 3 are available for the year 1936. The majority of the plans include room designations, thus providing a composite picture of space utilization in the wards. The drawings indicate that a number of structural modifications were made in the wards that year.

The ward room space allocations, as portrayed in the drawings, are as follows:

Wards 1 and 5 (south wing of hospital building No. 2, first and second floors, Island No. 2) - general layout only, no room designations.

Wards 2 and 6 (north wing of hospital building No. 2, first and second floors, Island No. 2) - general layout only, no room designations.

Wards 4 and 8 (north wing of hospital building No. 1, first and second floors, Island No. 2) - general layout only, no room designations.

Wards 9 and 10 (formerly known as psychopathic ward building) - ward 9 on first floor has seven patient rooms with lavatories and nine-bed capacity, nurses' room, toilet room for nurses, bathroom, patients' toilet room, pantry with dishwasher, corridor, and stairwell; ward 10 on second floor has same layout and bed capacity except for linen closet adjacent to stairwell.

Ward 11 (first floor of building formerly known as measles ward G or building No. 5) - ten private rooms with lavatories, one large end (sitting) room, stair hall, kitchen with dishwasher, linen room, nurses' room, office, bath, toilet, and corridor.

Ward 12 (second floor of building formerly known as measles ward G or building No. 5) - ten private rooms with lavatories, end (sitting) room, stair hall, kitchen with dishwasher, linen room, nurses' room, office, bath, toilet, and corridor.

Ward 13 (first floor of building formerly known as measles ward E or building No. 4) - nine private rooms, one strong room, one large end (sitting) room, stair hall, kitchen, linen room, nurses' room, office, bath, toilet, and corridor.

Ward 14 (second floor of building formerly known as measles ward E or building No. 4) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, toilet, showers, and corridor.

Ward 15 (first floor of building formerly known as measles ward C or building No. 7) - large conference room, eight offices, operating room, two toilet rooms, stair hall, kitchen, linen room, library, bathroom, and corridor.

Ward 16 (second floor of building formerly known as measles ward C or building No. 7) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, toilet, and corridor.

Ward 17 (first floor of building formerly known as measles ward A or building No. 6) - general multi-bed ward, stair hall, kitchen, with dishwasher, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 18 (second floor of building formerly known as measles ward A or building No. 6) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 19 (first floor of building formerly known as measles ward B or building No. 10) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 20 (second floor of building formerly known as measles ward B or building No. 10) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 21 (first floor of building formerly known as measles ward D or building No. 11) - general multi-bed ward with other room designations not provided.

Ward 22 (second floor of building formerly known as measles ward D or building No. 11) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 23 (first floor of building formerly known as measles ward F or building No. 12) - twelve private rooms with lavatories and dental lavatories, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 24 (second floor of building formerly known as measles ward F or building No. 12) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 25 (first floor of building formerly known as measles ward H or building No. 13) - twelve private rooms with lavatories and dental lavatories, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Ward 26 (second floor of building formerly known as measles ward H or building No. 13) - general multi-bed ward, stair hall, kitchen, linen room, nurses' room, office, bath, showers, toilet, and corridor.

Wards 27 and 28 (first floor of building formerly known as isolation ward L or building No. 14) - general multi-bed wards, dental lavatories, and fluoroscopic machine; most room designations not given.

M. Building Utilization of Depression-Era Structures: 1934-37

1. Floor Plan for New Greenhouse: 1934-35

The new greenhouse, constructed during 1934-35 in the northern corner of Island No. 1, consisted of a large plant room, divided by a center aisle, and a work room at one end of the structure.

2. Floor Plans for New Ferry House: 1934-36

The new ferry house was built on the northwest end of the ferry basin between Islands Nos. 1 and 2 during 1934-36. The new brick ferry house consisted of a high central pavilion, surmounted by a copper-covered cupola, and two one-story wings. The central pavilion, connecting with the wooden ferry dock and bridge, housed a waiting room. The left wing was reserved for U. S. Customs and the right wing had a lunch room, kitchen facilities, and restrooms. A concrete walk was built in front of the building, and a new covered passage was built at the rear leading to existing pavilions on either side of the structure. A new covered passage also led to the new immigrant building behind the ferry house.

3. Floor Plans for Immigrant Building: 1934-36

The two-story immigrant building, located on the northwest edge of Ellis Island directly behind the ferry house, was built during 1934-36 to provide space for incoming immigrants and repatriates. The central portion of the first floor contained an entrance lobby, office, ironing room and barber shop, vocational room, men's toilet, women's toilet, two stair halls, and large sitting room. On each side of the central portion of the structure was a wing containing six dormitory rooms with bathrooms and four locker rooms. The central portion of the second floor contained ten dormitory rooms, each with an adjacent bathroom and locker room, two stairwells, two janitor's closets, and two sun porches with skylights. The two wings each contained six dormitory rooms with bathrooms and four locker rooms.

4. Floor Plans for Recreation Building and Shelters Nos. 1 and 2: 1936-37

The recreation building, located adjacent to the covered way connecting Islands Nos. 2 and 3, and shelters Nos. 1 and 2, located at the north corner of Island No. 1 near the power house and greenhouse and directly southwest of the recreation building, respectively, were built in 1936-37. The first floor of the recreation building provided space for:

Lobby
Clothes' closet
Women's toilet
Men's toilet
Rest room
Four offices
Canteen (with counter)
Store room
Recreation room
Stage (with two adjacent storage rooms)

The second floor contained two offices, a projection room, and a stair hall.

N. United States Coast Guard Building Alterations: 1939-53

1. United States Coast Guard Alterations in Baggage and Dormitory Building: 1939-44

When the United States Coast Guard established a training station at Ellis Island in 1939, a number of alterations were made to the

first floor of the baggage and dormitory building. These alterations are portrayed on three plans drawn in November 1939.

The existing porch on the northeast side of the building was converted to a drill room. At the east corner of the new drill room was an armory and at the north end of the room was a boatsman store room, carpenter shop, machine shop, and storage room. The existing baggage room was converted to a bunk room with beds and lockers for 538 men and a mess room with tables and benches for 500 men--the bunk and mess rooms being divided by a partition. At the south end of the mess room were service and steam tables. Along the southeast wall of the first floor were the following rooms:

Room No. 1--existing toilet room
Room No. 2--new shower room
Room No. 3--dressing room
Room No. 4--new toilet room
Room No. 5--existing toilet room
Room No. 6--existing toilet room
Room No. 7--existing wash room
Galley
Clothing locker room
Commissary storage and work room

A plan of the first floor of the building, prepared in August 1944, noted several changes that had been made since 1939. These included: a baggage store room in the northwest corner of the bunk room; two offices and two toilet rooms along the west wall; and a canteen on the west side of the mess room.

2. United States Coast Guard Dental and Medical Clinic in Immigrant Building: 1944

In August 1944 the United States Coast Guard drew up plans for the construction of a dental and medical clinic in the immigrant building. On the first floor of the building the clinic was to contain: examining and treatment room, doctors' office, foyer, general waiting room, linen closet, operatory with four-patient capacity (and dental x-ray unit), dental laboratory, dark room, and dental store room. On the second or mezzanine floor was the upper part of the examining and

treatment room, dentists' office, foyer, men's and women's rest rooms, lounge and office, upper part of the operatory and dental laboratory, and dental store room.

3. United States Coast Guard Alterations on Island No. 2: 1951-53

The United States Public Health Service terminated its marine hospital operations on Islands Nos. 2 and 3 in March 1951. Some months later the United States Coast Guard took over temporary control of hospital buildings nos. 1 and 2, the administration building, and wards 9 and 10 (building once known as psychopathic ward) on Island No. 2 for establishment of its Port Security Unit.

The first set of drawings (dated July 1, 1951) shows the existing conditions, floor plans, and room configurations (no room designations provided) for the basement of hospital building no. 1 and the administration building, the first, second, and third floors of hospital buildings nos. 1 and 2 and the administration building, and the first and second floors of wards 9 and 10 which the Coast Guard planned to convert to a sick bay.

A second set of drawings, prepared in June 1951, shows the room assignments that the United States Coast Guard planned for its Port Security Unit. The space and room assignments, as shown, are:

Basement of hospital building no. 2

B-1 - maintenance shop
B-2 - electric shop
B-3 - plumber shop
B-4 - commissary storeroom
B-5 - bos'ns locker
B-5A - undesignated
B-6 - office CSC (issuing room and office)
B-7 - deep freeze, walk-in ice box, and cabinets
B-8 - dishwashing room
B-9 - butcher shop
B-11 - mess hall

Basement of administration building

B-10 - vegetable room (adjacent to refrigerator)
B-12 - converter room
B-13 - galley
B-14 - main electrical panel
B-15 - commissary store room

Basement of hospital building no. 1

B-16 - tailor shop
B-17 - old carpenter shop
B-17A- adjacent to old carpenter shop
B-18 - chief machinists mate shop
B-19 - paint locker
B-20 - battery charging room
B-21 - art section
B-22 - barber shop
B-23 - supply section storeroom
B-24 - plaster shop
B-25 - vacant
B-26 - not shown
B-27 - pump room/storage

First floor of hospital building no. 2

Barracks No. 1 - south wing
Barracks No. 2 - north wing
105 - dental waiting room/dental supply room
106, 108 - dental clinic
Other rooms undesignated

First floor of administration building

111 - payroll, personnel, and supply
112 - executive officer
113 - operations
114 - barracks officer
116 - communications
118 - commanding officer

First floor of hospital building no. 1

Barracks No. 3 - south wing
Barracks No. 4 - north wing
115 - armory
117 - officers lounge
119 - officers mess
120 - mail room
121 - officers pantry
122 - engineering officer
124, 126 - master at arms

Second floor of hospital building no. 2

Barracks No. 5 - south wing
Barracks No. 6 - north wing
203 - upper mess hall
205 - officers mess (temporary)
Other rooms undesignated

Second floor of administration building

Barracks No. 7 - south wing
Barracks No. 8 - north wing

Second floor of hospital building no. 1

Barracks No. 9 - south wing
Barracks No. 10 - north wing

Second floor of wards 9 and 10 (known as brig facility by Coast Guard)

3, 4, 11, 12 - solitary cells
8, 9 - detention rooms

O. Protective Construction Unit Plans for Ellis Island: 1943

1. Protective Construction Unit Plans for Ellis Island: 1943

In February 1943 the Federal Works Project prepared plans for a protective construction unit, consisting of baffles-shelter areas, at Ellis Island. The plans indicated areas of "best available shelter space" and the maximum number of persons that could be accommodated in those areas. Available plans are those for the first floor of the main building (No. 29) which could accommodate 700 persons, the basement and first floor of the kitchen and laundry building (No. 28) which could accommodate 930 persons, the first and second floors of the power house (No. 30) which could accommodate 30 persons, and the first and second floors of the baggage and dormitory building (No. 31) which could accommodate 2,200 persons.

P. Fire Protection System Plans for Ellis Island: 1901-52

1. Fire Protection System: ca. 1901

A plan of Ellis Island was prepared ca. 1901 showing the location of fire protection apparatus, including fire hydrants and piping. Details of both old and new pump suction and pump discharge piping are also shown.

2. Fire Protection System: 1927

A drawing was prepared in May 1927 showing the layout of the fire alarm system on Ellis Island. The drawing shows the location of the circuits, conduits, risers, outlets, and fire alarm boxes. The fire whistle was on the first floor of the power house.

3. Fire Protection System: 1952

A new outside fire protection system and indoor sprinkler system was installed on Ellis Island in 1952. The work included a new 8-inch fire line on all three islands as well as new fire hydrants--six on Island No. 1, three between Islands Nos. 2 and 3, and two on Island No. 3. The site plan for the work noted the following building/feature designations (first floor ward designations only) on the island:

Island No. 1
Main building
Baggage and dormitory building
Kitchen and laundry building
Power house
Two water tanks
Shelter
Greenhouse
Debris box
Sand and gravel box
Incinerator
Bakery and carpenter building
Covered passage

Between Islands Nos. 1 and 2

Ferry building
Immigrant building

Island No. 2

Laundry
Ward 9
Building 1 (wards 3 and 4)
Administration building
Building 2 (wards 1 and 2)

Between Islands Nos. 2 and 3

Covered passage
Recreation building
Shelter

Island No. 3

Power house
Ward 11
Ward 13
Ward 15
Ward 17
Administration building
Kitchen
Ward 19
Ward 21
Ward 23
Ward 25
Wards 27 and 28
Wards 29 and 30
Wards 31 and 32
Staff house

Accompanying drawings show the basement floor plan for the main building (without room designations) and the first and second floor plans and room designations for the bakery and carpenter building. On the first floor of the latter were a baggage room, lumber storage, and general storage, and on the second floor was a paint shop, three balconies, paint storage, corridor, carpenter shop, and two store rooms.

Q. Fencing, Planting, Landscaping, Outdoor Lighting, and Contour/Grading Plans for Ellis Island: 1931-52

1. Fencing on Island No. 1: 1931

A drawing was made in July 1931 showing the new wire mesh fencing to be placed around the recreation grounds on Island No. 1 east and north of the main building and east of the baggage and dormitory building.

2. Contours and Grades of Island No. 1: 1936

A drawing was made in June 1936 showing the contours and grades, building layout, landscaping features, fencing, and walks on Island No. 1.

3. Planting Plan for Islands Nos. 1-3: 1939

A planting plan, showing the types and locations of plants, was prepared for Ellis Island in October 1939. The plan shows the general landscaping features of the island, including building

designations, walks, fences, lawn areas, and tennis courts, in addition to the new planting locations and existing plants and hedges to remain. The list of new plants included:

Botanical Name	Common Name	Quantity
1. Quercus palustris	Pin oak	66
2. Platanus occidentalis	American plane	199
3. Ligustrum amurense	Amur privet	928
4. Ligustrum abota regelianum	Regel privet	1,583
		2,776

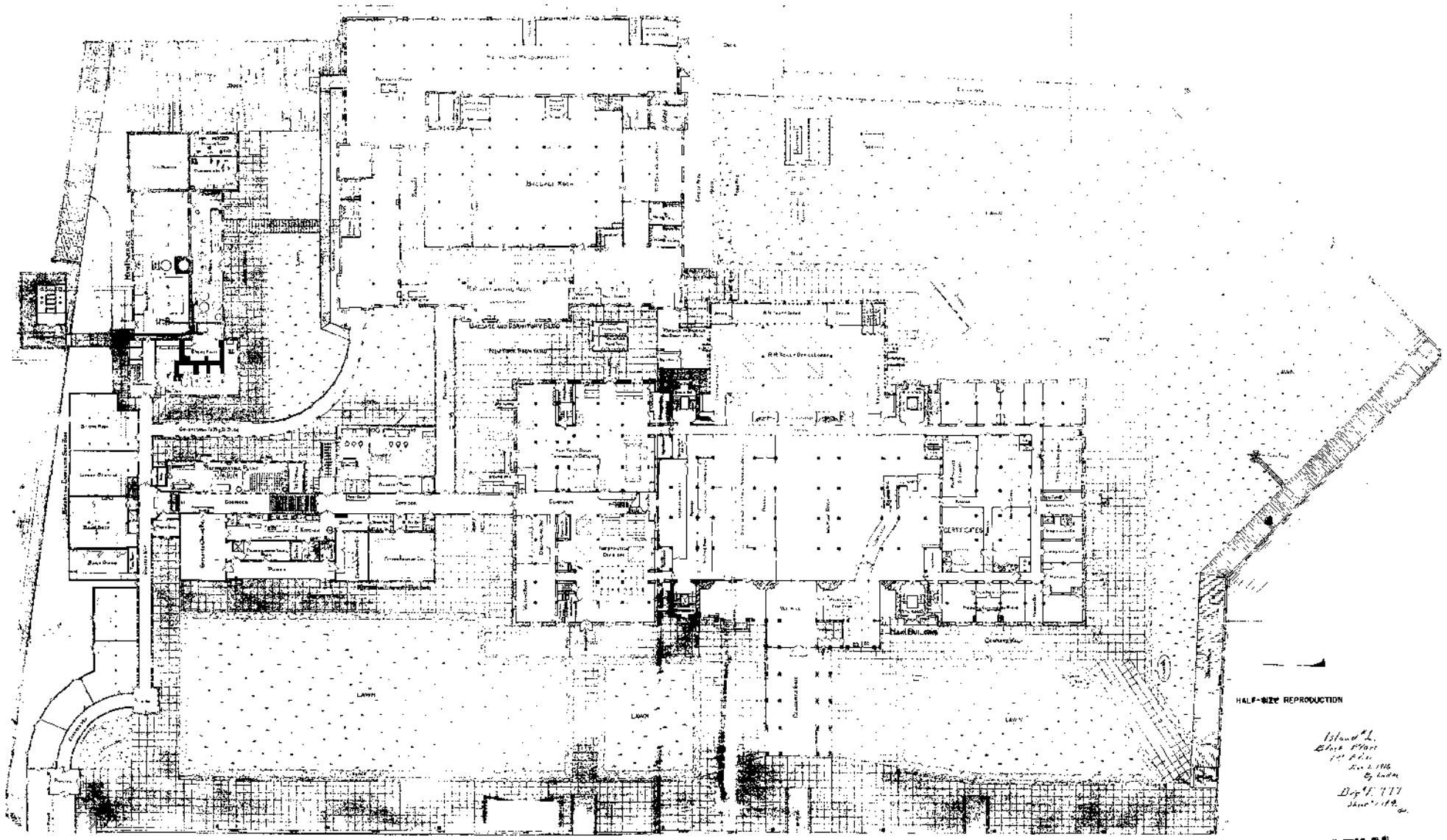
4. Aisle Lighting of Recreational Yard Perimeter Fencing: 1948

In March 1948 a drawing was prepared showing the arrangement and location of fencing and aisle lighting around the recreational grounds north and east of the main building and east of the baggage and dormitory building.

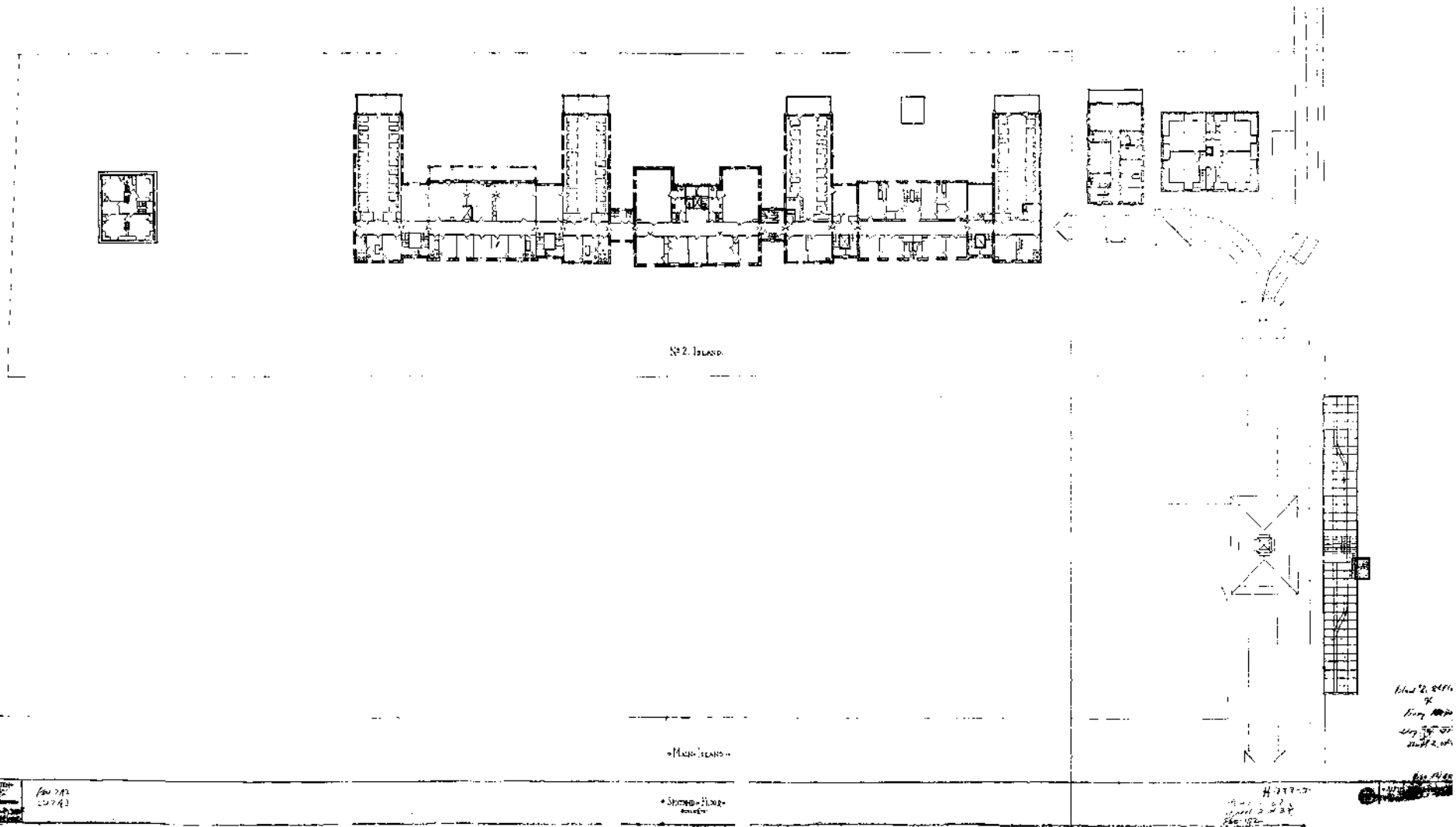
5. Public Address System on Island No. 1: 1952

The Immigration and Naturalization Service installed a public address system on Island No. 1 in 1952. Loudspeakers were located at the southeast corner of the main building, on the roof and parapet of the one-story structure behind the main building formerly known as the railroad ticket office, the passenger hall on the second floor of the main building, and room 222 and adjacent porch in the baggage and dormitory building. Microphones were located in the passenger hall and in the west wing (first floor) of the main building. An amplifying set was in the basement of the main building.

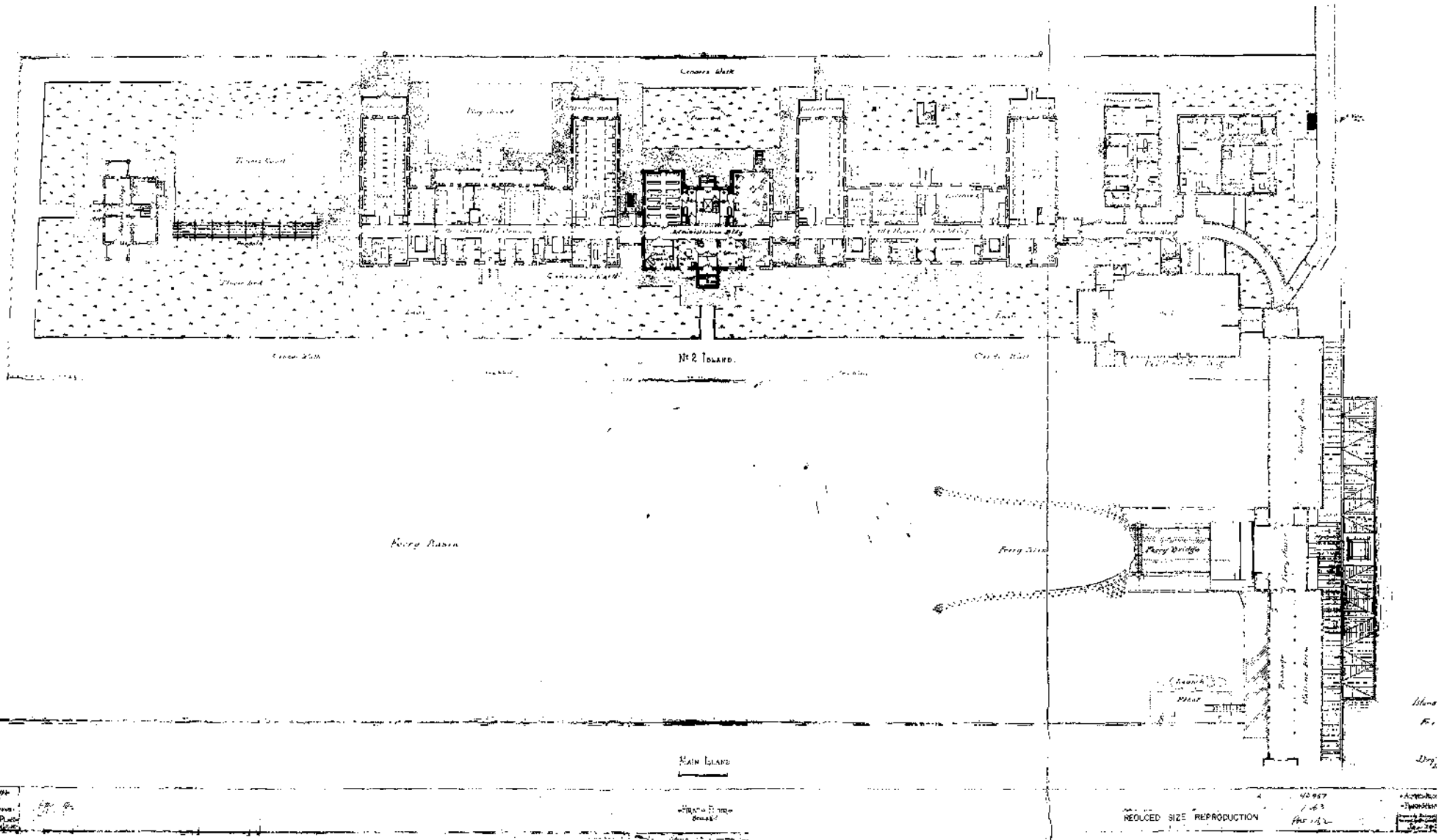
These drawings indicate how some areas of the main building and baggage and dormitory building were utilized. The one-time railroad ticket office was now considered the north wing of the main building and used as the warrant day room. The grounds to the south and east of the main building and south of the baggage and dormitory building were fenced and divided between passenger and warrant (222) yards. Room 222 in the baggage and dormitory building served as the dormitory for warrant cases. A porch on the east side of the building was also available for the warrant cases.



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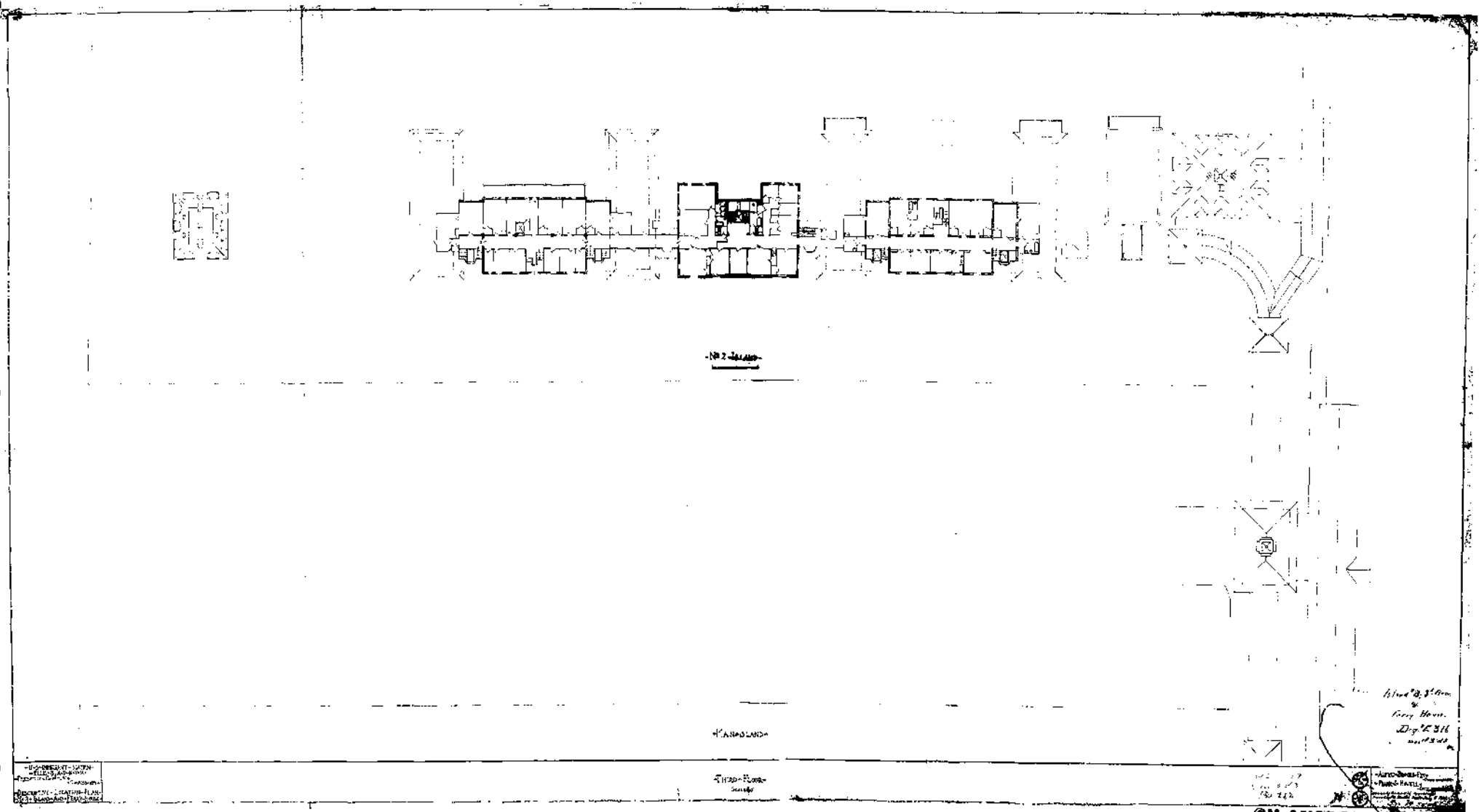


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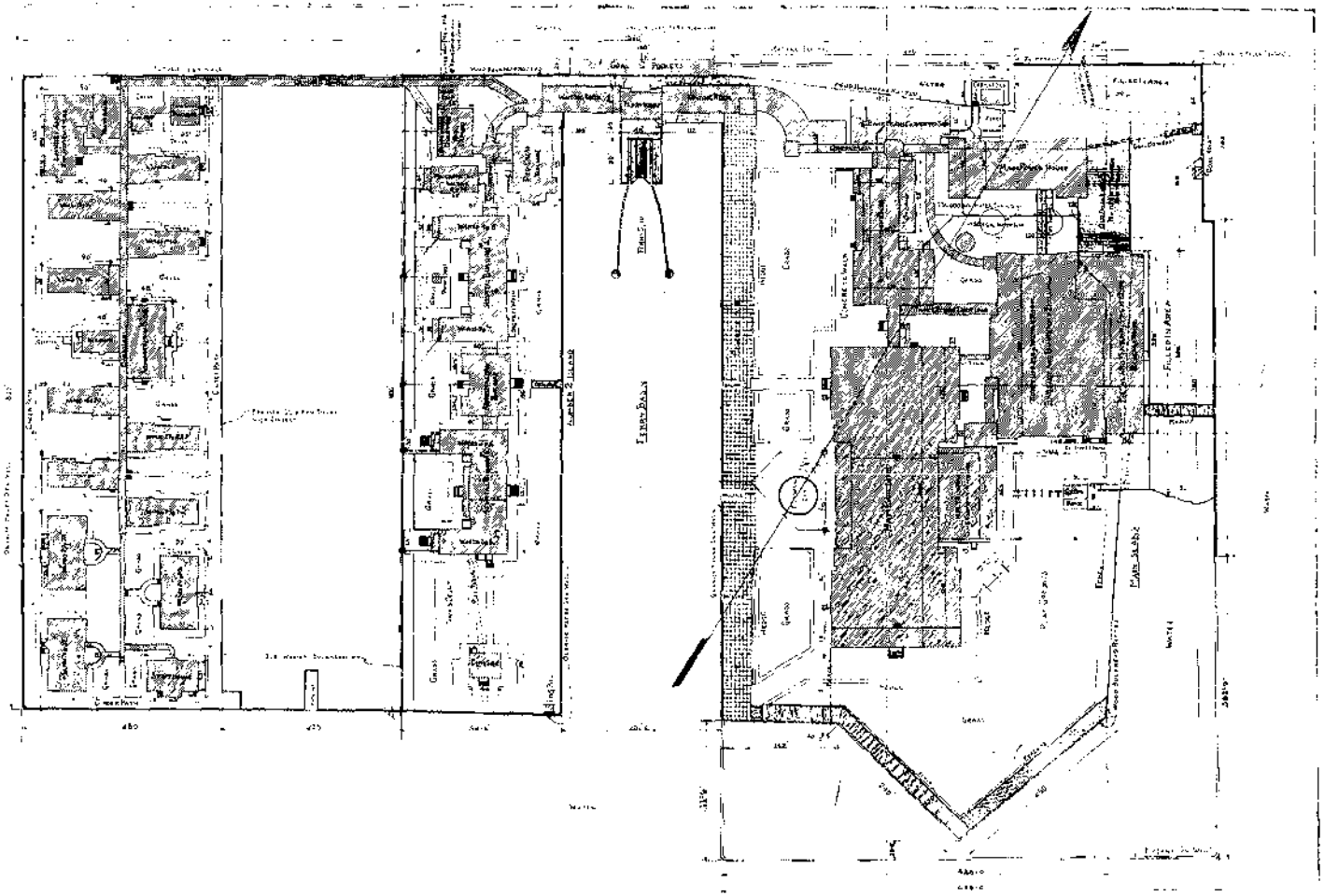


REDUCED SIZE REPRODUCTION

ON MICROFILM



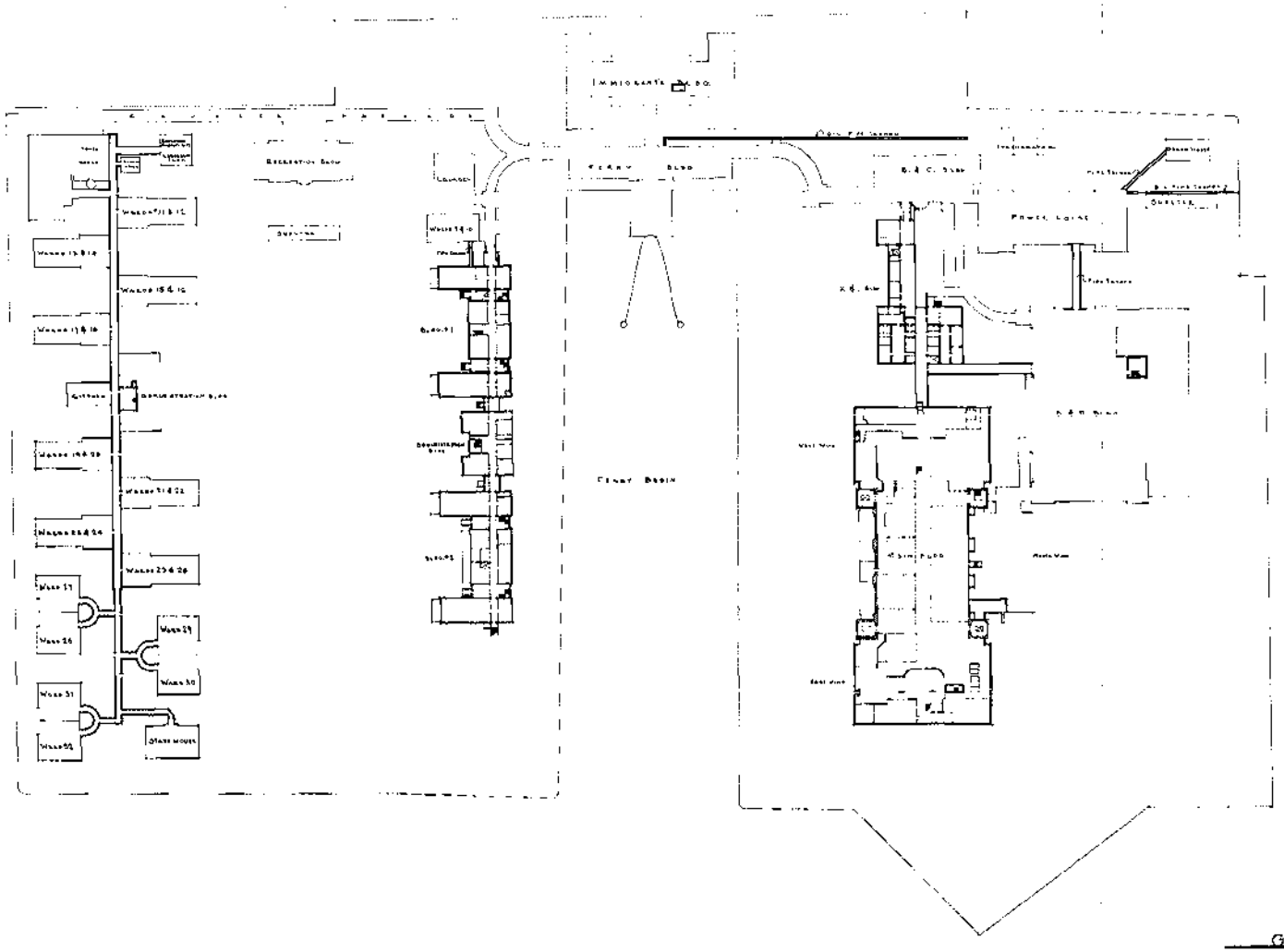
ON MICROFILM



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BLOCK PLAN
SHOWING RELATIVE LOCATION OF BUILDINGS
CORRIDORS ETC ON ONE OF THREE ISLANDS

462/13968
Sheet 9 of 23



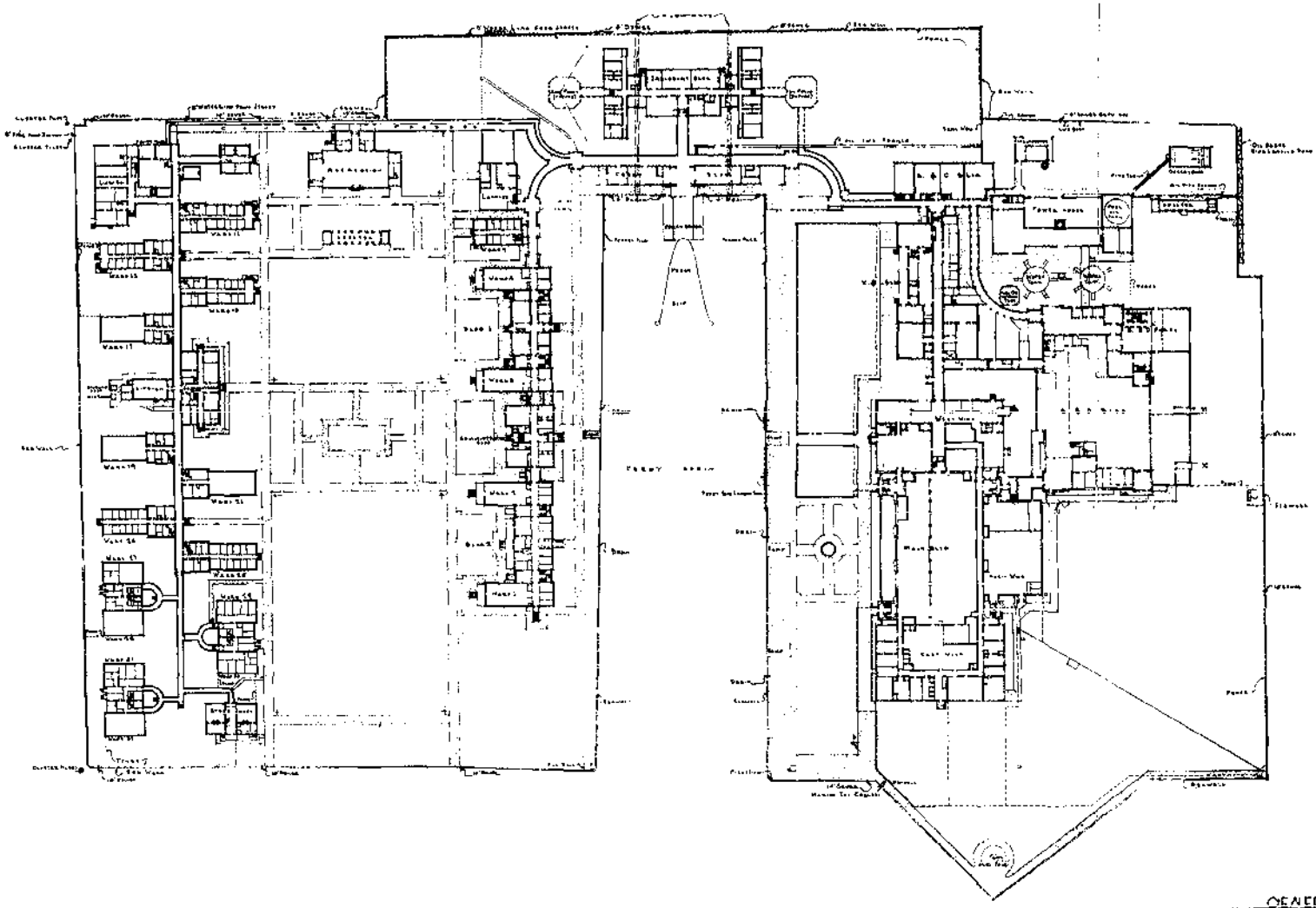
GENERAL PLAN - BASEMENT
U.S. DEPARTMENT OF JUSTICE
IMMIGRATION & NATURALIZATION SERVICE
ELLIS ISLAND
NEW YORK HARBOR, NY

MADE BY F.E.C. H.L. Doolittle Asst.

DATE Dec 23 1953 DRAWING NO. D-1315

SCALE 1:60' SHEET 1 OF 5 SHEETS

ON MICROFILM



GENERAL PLAN—1st FLOOR

U.S. DEPARTMENT OF LABOR,
IMMIGRATION & NATURALIZATION SERVICE
ELLIS ISLAND
NEW YORK HARBOR

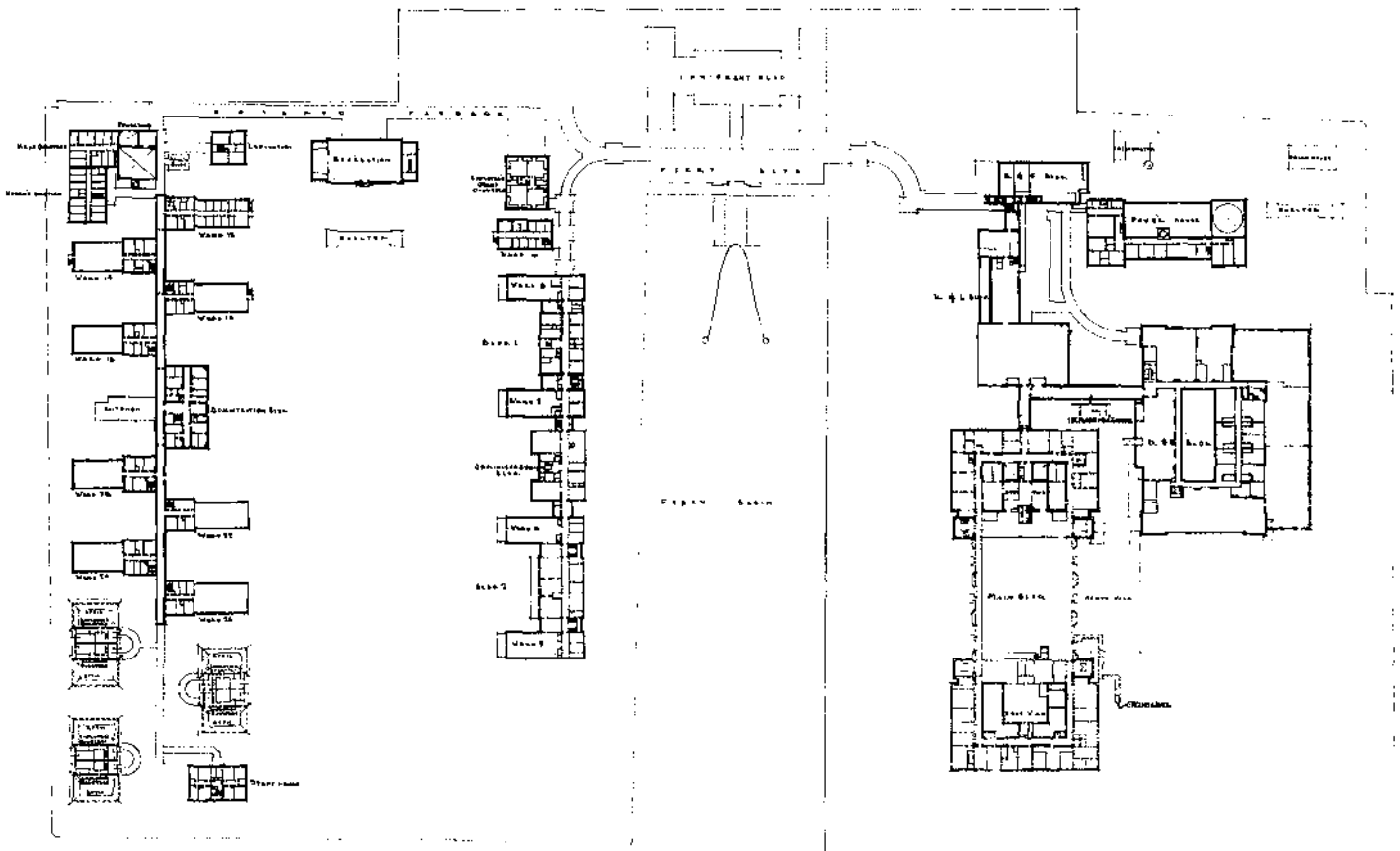
DRAWN BY F.E.C. H.L. Death, Project Supervisor

DATE Dec 23 1937 DRAWING NO. D-1316

SCALE 1:60 SHEET #2 OF 5 SHEETS

ALL PRIOR DRAWINGS SUPERSEDED

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GENERAL PLAN-2ND FLOOR

U.S. DEPARTMENT OF JUSTICE
IMMIGRATION & NATURALIZATION SERVICE
ELLIS ISLAND
NEW YORK HARBOR

DRAWN BY F.E.C. H.L. South-CHIEF DRAFT.

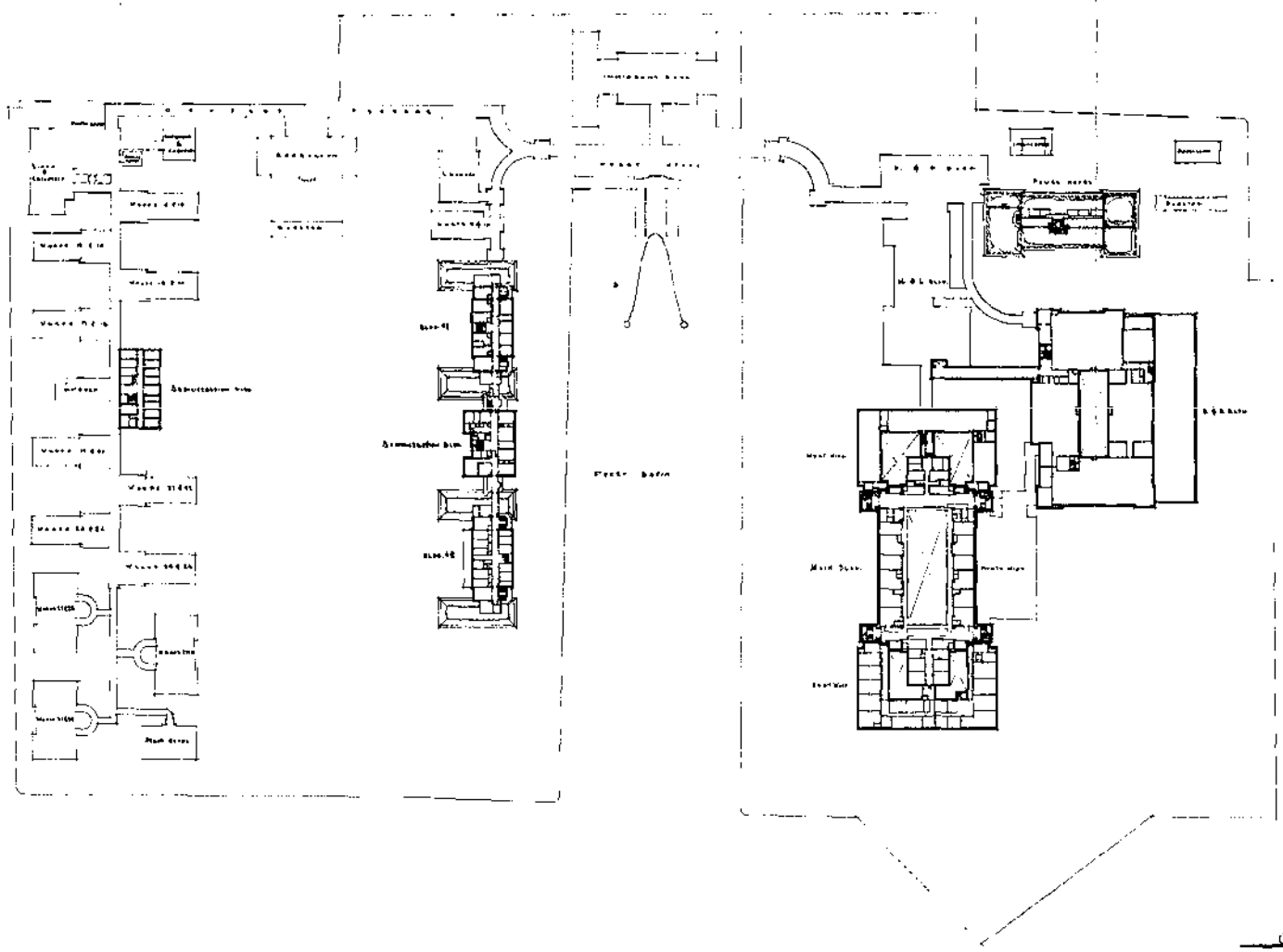
DATE Dec 23 1937 DRAWING NO. D-1317

Scale 1:160' SHEET 3 OF 5 SHEETS

SEE REVISED NUMBERING POINT

460/43 5/6
SHEET 20 OF 28

ON MICROFILM



GENERAL PLAN - 2nd FLOOR

U.S. DEPARTMENT OF JUSTICE
IMMIGRATION & NATURALIZATION SERVICE
ELLIS ISLAND
NEW YORK HARBOR, N.Y.

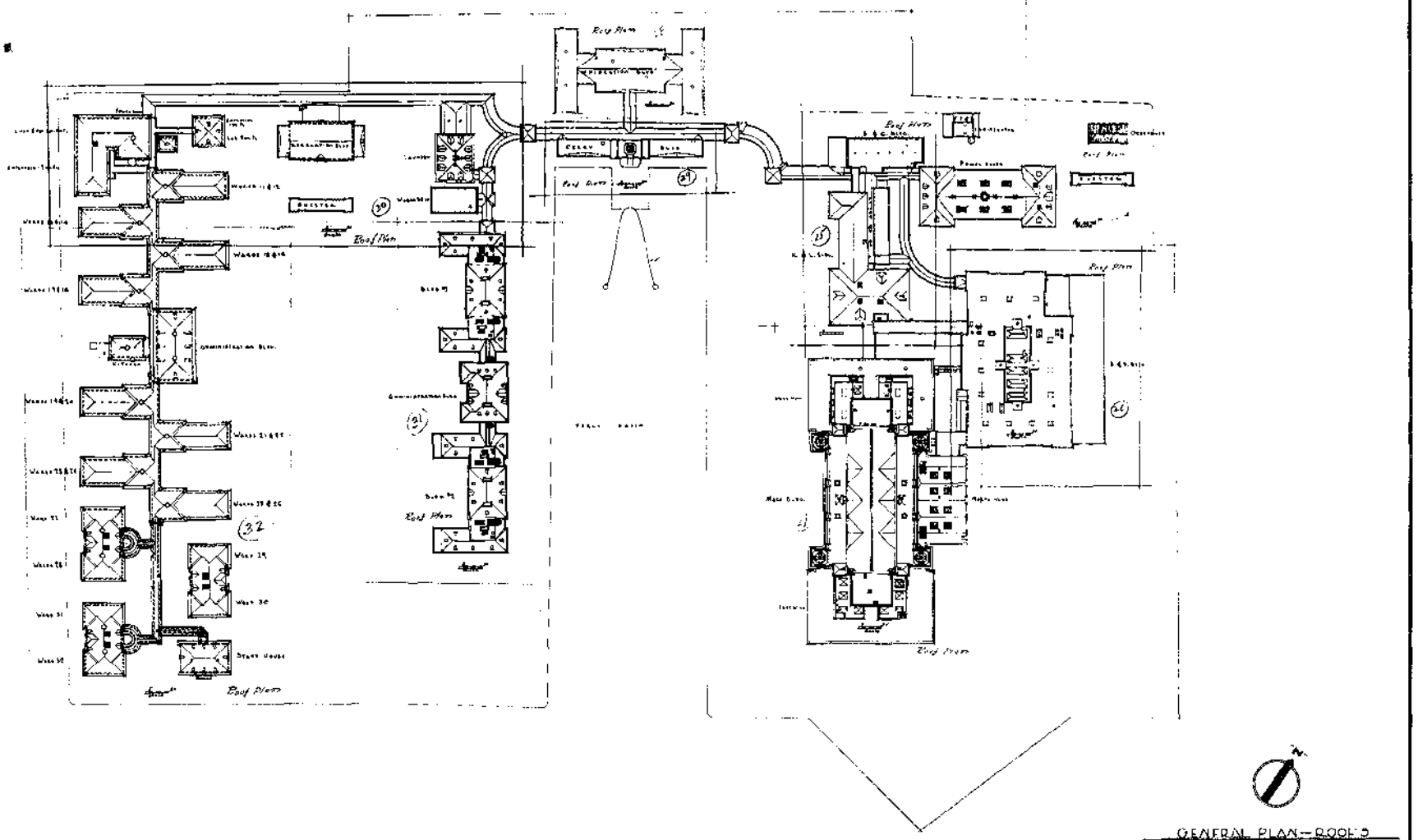
DRAWN BY F.E.C. H.L. Death - PLANS DRAWN

DATE Dec. 23, 1957 DRAWING NO. D-1318

SCALE 1:60' - 1" = 5 FEET

AS AMENDED FOR FINAL SUBMISSION

ON MICROFILM



GENERAL PLAN—ROOF 3

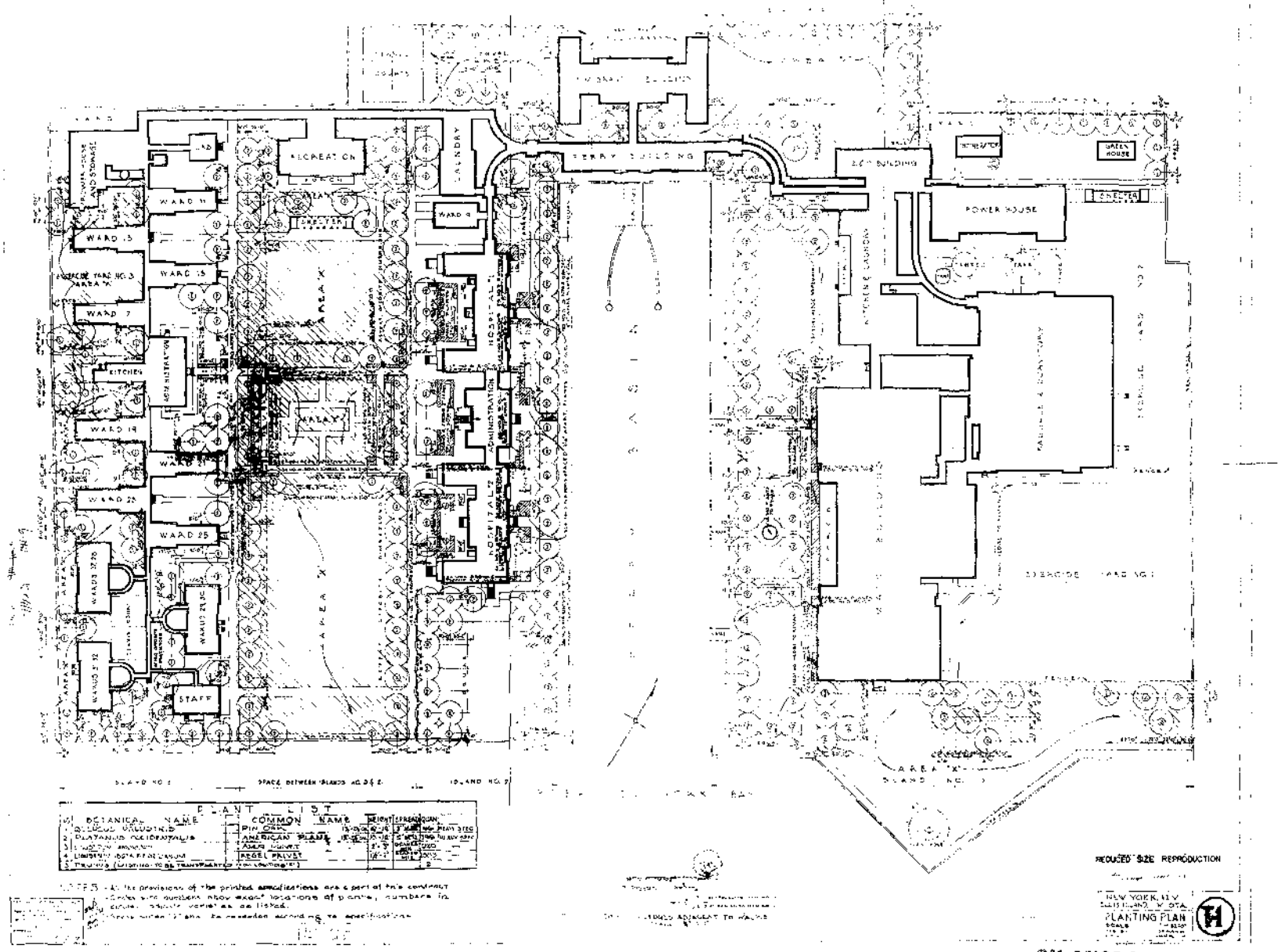
U.S. DEPARTMENT OF LABOR
IMMIGRATION & NATURALIZATION SERVICE
ELLIS ISLAND
NEW YORK HARBOR, N.Y.

DRAWN BY F.E.C. H.L. Death

DATE Dec 23, 1931 DRAWING NO. D-1319

Scale 1:60' SHEET 5 OF 5 SHEETS

ON MICROFILM



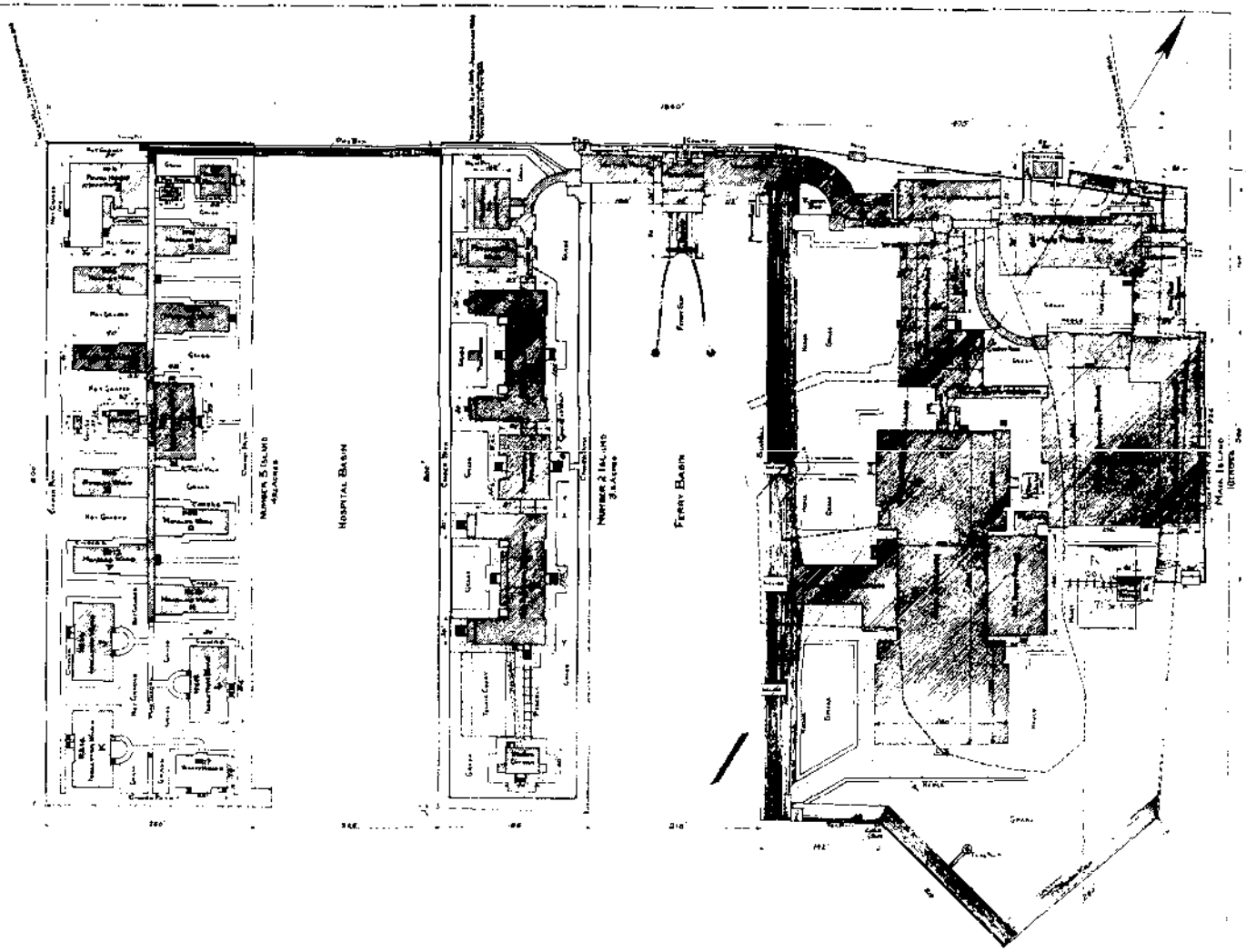
PLANT LIST

	BOTANICAL NAME	COMMON NAME	HEIGHT	SPREAD	CALIPER	REMARKS
1	BUILDING	PIN OAK				
2	PLATANUS OCCIDENTALIS	AMERICAN PLANE				
3		AMUR HONEY				
4		REGEL PRIVET				
5						

NOTES - All the provisions of the printed specifications are a part of this contract. Circled site numbers show exact locations of plants; numbers in circles indicate varieties as listed.

ON MICROFILM

ELLIS ISLAND HIST. SITE.



Cubic Contents of Buildings

Main Island

Main Building	Cubic Feet	Number of Floors
Additional Accommodation	83865	
Cross Passage and Stairs	10221	
P.O. Telegraph Office	181268	3385
Baggage and Specie Room	132697	24810
Hospital Extension	381096	
Main Administration Building	414870	13500
Kitchen and Dining Room	161181	14406
Power House	498866	18899
Ice Plant	61888	1900
Crematory	16200	960
Dormitory and Dining Room	181000	34000
Female Detention Quarters	184965	34200
Detention Room	7878	900

Hospital Island

Power House	31668	5500
Psychopathic Ward	72080	8400
Old Hospital Building	163878	19000
Administration Building	384263	8000
New Hospital Extension	848813	143190
Nurses Cottage	43000	3800

Number 3 Island

Office Building	34200	1200
Power House	217000	8400
Mortuary	3000	400
Measles Ward	104000	6400
Administration Building	172860	8000
Kitchen	17800	1100
Isolation Ward	123400	6000
Swash Holds	24800	3800
Sewerage	240000	11300
Bay Tunnel	61000	

Acreage of All Three Islands

Main Island	104 Acres
No 2 Island	3.8
No 3 Island	4.6
Ferry Basins etc	11
Total Acres 16.64	

Note

Dotted Lines on Main Island Indicate Size and Shape of Original Island

Block Plan

Showing Relative Locations of Buildings

Corridors etc on the Three Islands

U.S. Immigrant Station Ellis Island N.Y.H.

December 24 '98 Scale 1"=60 Feet

ON MICROFILM

X2

3541439 98

AN ANNOTATED BIBLIOGRAPHY

PRIMARY SOURCES

1. Manuscript Materials

Denver, Colorado. Rocky Mountain Regional Office, National Park Service.

Ellis Island Architectural and Maintenance Records, 1898-1955.

The documents in this collection relate to the architectural and maintenance history of Ellis Island and consist of some 6,540 items, which fall largely in the time period of the 1920s to the 1940s. However, there are a significant number of documents from the period 1899 to 1901. In 1977 this collection, which had been in storage both at Ellis Island and Federal Hall National Memorial before being shipped to Denver, was inventoried and processed by Laurie Simmons under contract to the Denver Service Center.

Ithaca, New York. Department of Manuscripts and University Archives, John M. Olin Library, Cornell University.

William Sulzer Papers.

A few scattered letters in this collection indicate the effect of New York politics on the operation of Ellis Island [Sulzer served as a member of the New York State Assembly (1890-94, 1914), and U.S. House of Representatives (1895-1913) and as Governor of New York State (1913)].

New Haven, Connecticut. Manuscripts and Archives, Sterling Memorial Library, Yale University.

Charles Nagel Papers.

As the Secretary of Commerce and Labor under the Taft Administration (1909-13) Nagel's correspondence illustrates the relationship of Ellis Island Commissioner William Williams with the Washington office.

William Williams Papers.

This small collection includes a number of letters between Williams and Theodore Roosevelt relative to Ellis Island matters.

New York, New York. Artifact Room, Statue of Liberty National Monument.

Historic and Old Administrative Files.

The materials in this room include old administrative files of the Statue of Liberty National Monument and the American Museum of Immigration, vertical files relating to immigration

theme matters for American Museum of Immigration exhibits, old manuscript-type materials that have been found on Ellis Island by National Park Service personnel, and a collection of Holland-America Line Passenger List books from 1891-1961.

_____. Rare Books and Manuscript Library, Butler Library, Columbia University.

Herbert Parsons Papers.

Scattered items in this collection indicate the effect of local Republican politics on Ellis Island operations.

_____. Rare Books and Manuscripts Division, New York Public Library.

William Williams Papers.

This collection contains an extensive body of both public and private correspondence and related manuscript materials dealing with the two terms that Williams served as Commissioner of Immigration for the Port of New York (1902-05, 1909-13).

Springfield, Virginia. Graphics Research, Division of Reference Services, Harpers Ferry Center, National Park Service.

Graphics Records and Museum Lab Files.

This office contains a large collection of historic Ellis Island photographs and other graphics materials. It also contains old Museum Lab files dealing with the early NPS plans for the interpretation and museum-related exhibitions at Ellis Island.

Suitland, Maryland. Washington National Records Center, National Archives and Records Service.

Record Group 121, Records of the Public Buildings Service.

Material in this record group relating to Ellis Island consists of correspondence of the Supervising Architect, 1888-1912, public buildings records, 1900-39, and title papers, 1838-1943.

Washington, D.C. History Division, Cultural Resources Management, Washington Office, National Park Service.

Park Archives.

The park archives contain considerable material relating to inclusion of Ellis Island in the Statue of Liberty National Monument, and NPS planning and development activities at Ellis Island from 1965 to the present.

_____. Manuscript Division, Library of Congress.

Oscar S. Straus Papers.

This collection contains correspondence relating to Ellis Island operations during the 1906-09 period when Straus was Secretary of Commerce and Labor and Robert Watchorn (who left no body of papers) was commissioner at Ellis Island.

Theodore Roosevelt Papers.

Some material from this collection supplements that in the Straus Papers relating to the Watchorn years.

William H. Taft Papers.

This collection contains considerable material relative to the second term of William Williams as commissioner at Ellis Island (1909-13).

_____. National Archives and Records Service.

Record Group 85, Records of the Immigration and Naturalization Service.

While this record group contains massive letter files, correspondence, and press copies of letters, much of the material is poorly indexed and largely illegible. The General Immigration Files are better indexed and more useful and comprised the focus of research in this record group for this study.

Record Group 90, Records of the Public Health Service.

Material in the General Subject File, 1897-1944, of this record group contains considerable data on the facilities and operation of the hospital complexes on Islands Nos. 2 and 3 at Ellis Island.

Record Group 174, General Records of the Department of Labor.

Considerable material relating to Ellis Island is located in the Immigration Service Records, 1907-35, of this record group. A master index of this record group is located in the Office of the Historian, Department of Labor.

_____. Office of the Assistant Secretary for Administration and Management, Office of the Historian, U.S. Department of Labor.

Henry Guzda, Historian, U. S. Department of Labor, provided me with copies of a variety of pamphlets and newspaper and periodical articles concerning the immigration sentiments and policies of Secretary of Labor William N. Doak.

_____. Records Administration and Information Branch, (FOIA/PA Unit), Immigration and Naturalization Service.

These agency archives relate primarily to the administration and operation of the Ellis Island Immigration Station from the 1930s to the 1950s although a few files relate to earlier years.

2. Plans and Drawings

Denver, Colorado. Technical Information Center, Denver Service Center, National Park Service.

Architectural Drawings of Buildings on Ellis Island.

Approximately 1,000 architectural drawings of the Ellis Island buildings are on file on negative film at the Denver Service Center. These drawings, the originals of which are on file at the Denver Federal Records and Archives Center, are described in a calendar prepared by Jerry Minkoff under contract to the Denver Service Center.

Washington, D.C. Cartographics Division, National Archives and Records Service.

There are only a few items relating to Ellis Island in this division, the most important being an unlabeled drawing of the original [ca. 1892] wooden main structure on Ellis Island.

3. Photographs

New York, New York. New-York Historical Society, Print Room.

_____. New York Public Library. Rare Books and Manuscript Division, William Williams Papers.

_____. _____. Picture Collection.

_____. Statue of Liberty National Monument. Augustus Sherman Collection.

Springfield, Virginia. Graphics Research, Division of Reference Services, Harpers Ferry Center, National Park Service.

Washington, D.C. Library of Congress, Prints and Photographs Division.

_____. National Archives and Records Service, Audiovisual Archives Division, Still Picture Branch.

Of the six collections that have been consulted by the author, the two at the Library of Congress and the National Archives are primarily building-related and those at the New-York Historical Society and the New York Public Library, Picture

Collection, are immigrant-related. The collection at Springfield contains a large number of photographs that has been compiled from a variety of sources by NPS researchers for the interpretive and museum lab related work of the Harpers Ferry Center. The Sherman Collection, consisting of about 1,000 photographs, was taken by Chief Clerk Augustus Sherman between 1902 and 1925 and are considered to be excellent in scope without duplication elsewhere. The collection of 54 photographs in the William Williams Papers (taken mostly by Edwin Levick during 1909-12) provide another rich source of visual representation of Ellis Island activities during Williams' second term as commissioner.

Other significant collections of photographs on Ellis Island not consulted by this author are:

International Museum of Photographs, George Eastman House, Rochester, New York:

Jacob Riis Papers, Museum of the City of New York, New York, New York.

United Press International and Associated Press Archives, New York, New York.

Terence V. Powderly Collection, Catholic University of America, Washington, D. C.

Photographic Collection, Brown Brothers, Sterling, Pennsylvania.

4. Interviews

New York, New York. Park Library, Statue of Liberty National Monument.

The park library contains some 150 recorded interviews with persons having some direct involvement with the past history of Ellis Island.

5. Congressional Debates

U.S. Congress. House. Congressional Record, 55th Cong. 1st sess. 1890. XXI, pt. 4.

This debate concerns the removal of the naval magazine from Ellis Island.

_____. _____. _____. _____. 52d Cong. 2d sess. 1893. XXIV, pt. 3.

This debate concerns a bill to facilitate the enforcement of the federal immigration and contract labor laws.

_____. _____. _____. _____. 66th Cong. 1st sess. 1919. LXIII, pt. 2.

This debate concerns a bill to better enforce federal immigration laws.

_____. _____. _____. _____. 67th Cong. 1st sess. 1921. LXI, pt. 8.

This debate concerns the conditions at Ellis Island.

6. Congressional Hearings

U.S. Congress. House. Committee on Immigration and Naturalization. Administration of Immigration Laws: Hearings . . . March 30 and 31 and April 6, 1920. 66th Cong. 2d. sess. 1920.

These hearings relate to testimony by various immigration officials around the country relative to the administration of federal immigration laws.

_____. _____. _____. Conditions at Ellis Island: Hearings . . . November 24, 26, 28, 1919. 66th Cong. 1st sess. 1920.

These hearings examine the detention and deportation policies being implemented at Ellis Island during the Red Scare as well as the conditions under which the detainees were being held on the island.

_____. _____. _____. Ellis Island Immigration Station: Hearings . . . on H. Res. 317, July 28, 1916. 64th Cong. 1st sess. 1916.

These hearings relate to statements by Congressman William S. Bennet of New York, Labor Department Solicitor John B. Densmore, and Ellis Island Commissioner Frederic C. Howe concerning criticism and controversy over Howe's administration.

_____. _____. _____. Physical Examination of Immigrants: Hearings . . . January 11, 1921. 66th Cong. 3d sess. 1921.

These hearings concern testimony by Dr. Joseph Broadman, editor of Modern Health Advocate, and Dr. R.H. Creel, Assistant Surgeon General of the United States Public Health Service, concerning the examination of immigrants and health precautions at Ellis Island.

_____. _____. Committee on Rules. Conditions at Ellis Island: Hearings . . . on H. Res. 309 Concerning Conditions at Ellis Island Immigration Station, N. Y., February 15, 1917. 64th Cong. 2d sess. 1917.

These hearings relate to testimony by Deputy Commissioner of Immigration Byron H. Uhl concerning conditions at Ellis Island during World War I.

_____. _____. _____. 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 . . . May 29, and July 10-11, 1911. 61st Cong. 2d sess. 1911.

These hearings concern the investigation of the office of the Commissioner of Immigration at the Port of New York, i.e., an investigation of charges and criticism of the second term administration of William Williams.

_____. Senate. Committee on Government Operations. Discussion on the Disposal of Ellis Island Before the Subcommittee on Intergovernmental Relations . . . [Pursuant to Senate Resolution 45, 88th Congress], September 4, 1963. 88th Cong. 1st sess. 1963.

This hearing discusses the various options under consideration for the disposal and utilization of Ellis Island between 1954 and 1963, with particular emphasis on the immediate alternatives being confronted in 1963.

_____. _____. _____. Disposal of Ellis Island (New York Harbor): Hearings Before the Subcommittee on Intergovernmental Relations . . . [Pursuant to Senate Resolution 359, 87th Congress], September 26, December 6 and 7, 1962. 87th Cong. 2d sess. 1962.

These hearings summarize the efforts to dispose of Ellis Island after 1954 and the decision to make it a part of Statue of Liberty National Monument.

7. Congressional Documents

U.S. Congress. House. Reports of the Industrial Commission on Immigration . . . Volume XV of the Commission's Reports. 57th Cong. 1st sess. 1901. H. Doc. 184.

This document contains the reports of the United States Industrial Commission on immigration and education.

_____. _____. Committee on Appropriations. Additional Story, Baggage Building, Immigrant Station, Ellis Island, N. Y.: Letter from the Acting Secretary of Labor . . . 63d Cong. 2d sess. 1913. H. Doc. 373.

This document relates to the appropriation for an additional story and metal and masonry projection on the northern side of the baggage and dormitory building.

_____. _____. _____. Appropriation for Immigrant Station, Ellis Island, New York: Letter from the Secretary of the Treasury . . . 59th Cong. 2d sess. 1906. H. Doc. 141.

This document contains the justification for desired appropriations to complete the contagious disease hospital, remodel the main building, construct a new ferry boat, and install a new cold storage plant on Ellis Island.

_____. _____. _____. Ellis Island: Letter from the Secretary of the Treasury . . . 51st Cong. 2d sess. 1891. Ex. Doc. 146.

This document describes the need for additional funds to complete the first immigration station at Ellis Island.

_____. _____. _____. Ellis Island Immigrant Station, New York: Letter from the Secretary of the Treasury . . . 58th Cong. 2d sess. 1904. H. Doc. 392.

This document describes the need for appropriations to extend existing facilities and build new hospital structures at Ellis Island.

_____. _____. _____. Ellis Island Immigration Station: Letter from the Secretary of the Treasury . . . 66th Cong. 3d sess. 1920. H. Doc. 935.

This document discusses the need for an appropriation to renew the hot water system on Island No. 2.

_____. _____. _____. Estimate for New Water Main Between Ellis Island and Jersey City: Letter from the Secretary of the Treasury . . . 60th Cong. 1st sess. 1908. H. Doc. 518.

This document discusses the need for an appropriation to construct a new water main between Ellis Island and Jersey City.

_____. _____. _____. Estimate of Appropriation for Immigration Station at Ellis Island: Letter from the Acting Secretary of the Treasury . . . 64th Cong. 1st sess. 1916. H. Doc. 1346.

This document discusses the need for an appropriation to repair the damage to Ellis Island facilities caused by the Black Tom explosion on July 30, 1916.

_____. _____. _____. Immigrant Station at Ellis Island: Letter from the Acting Secretary of the Treasury . . . 55th Cong. 3d sess. 1899. H. Doc. 118.

This document explains the need for an additional appropriation to complete the reconstruction of the Ellis Island immigration station.

_____. _____. _____. Immigrant Station, Ellis Island, New York: Letter from the Acting Secretary of the Treasury . . . 61st Cong. 2d sess. 1910. H. Doc. 891.

This document discusses the need for an appropriation to dredge channels to landings at Ellis Island and build a breakwater to protect the landing on the north side of the island.

_____. _____. _____. Immigrant Station, Ellis Island, New York: Letter from the Secretary of the Treasury . . . 56th Cong. 1st sess. 1899. H. Doc. 192.

This document describes the need for an additional appropriation to complete the reconstruction of the Ellis Island immigration station.

_____. _____. _____. Immigrant Station, Ellis Island, New York: Letter from the Secretary of the Treasury . . . 57th Cong. 2d sess. 1902. H. Doc. 172.

This document describes the need for an appropriation to enlarge and improve the facilities at Ellis Island.

_____. _____. _____. Immigrant Station, Ellis Island, New York Harbor: Letter from the Acting Assistant Secretary of the Treasury . . . 55th Cong. 2d sess. 1898. H. Doc. 245.

This document discusses the need for an appropriation to complete the reconstruction of the Ellis Island immigration station in addition to the main building and the hospital on Island No. 2.

_____. _____. _____. Immigrant Station, Ellis Island, N. Y.: Letter from the Acting Secretary of the Treasury . . . 61st Cong. 1st sess. 1909. H. Doc. 61.

This document discusses the need for an appropriation to build a power plant to operate the various utility services on Island No. 3.

_____. _____. _____. Immigrant Station, Ellis Island, N. Y.: Letter from the Secretary of the Treasury . . . 61st Cong. 1st sess. 1909. H. Doc. 33.

This document discusses the need for an appropriation to equip the contagious disease hospital with medical and surgical furnishings and remodel the main building to move the immigrant examination room to the ground floor.

_____. _____. _____. Immigrant Station, Ellis Island, N. Y.: Letter from the Secretary of the Treasury . . . 63d Cong. 1st sess. 1913. H. Doc. 144.

This document discusses the need for an appropriation to construct a new water main between Ellis Island and Jersey City.

_____. _____. _____. Immigration Service: Letter from the Secretary of the Treasury . . . 61st Cong. 2d sess. 1910. H. Doc. 852.

This document discusses the need for an appropriation to construct a garbage crematory, reconstruct the ferry rack, rewire the old baggage room in the main building, and put in a new floor in the power house at Ellis Island.

_____. _____. _____. Improvements at Barge Office and Ellis Island, New York: Letter from the Secretary of the Treasury . . . 57th Cong. 2d sess. 1903. H. Doc. 220.

This document discusses the need for an appropriation to widen the covered way on either side of the ferry house at Ellis Island.

_____. _____. _____. Improvements at Ellis Island Station: Letter from the Acting Secretary of the Treasury . . . 57th Cong. 1st sess. 1902. H. Doc. 625.

This document discusses the need for an appropriation to improve the landscaping, walks, grading, crib work, and water main at Ellis Island.

_____. _____. _____. Portable Hospital Pavilions: Letter from the Secretary of the Treasury . . . 59th Cong. 2d sess. 1906. H. Doc. 197.

This document discusses the need for an appropriation to purchase two portable hospital pavilions for use at Ellis Island.

_____. _____. _____. Rebuilding Immigrant Station at Ellis Island, New York Harbor: Message from the President of the United States . . . 55th Cong. 1st sess. 1897. H. Doc. 77.

This document describes the need for an appropriation to reconstruct the Ellis Island immigration station after the disastrous fire on June 15, 1897.

_____. _____. _____. Repairs of Government Property at Ellis Island: Letter from the Acting Secretary of the Treasury . . . 58th Cong. 2d sess. 1904. H. Doc. 580.

This document discusses the need for an appropriation to make repairs to Ellis Island facilities.

_____. _____. _____. Supplemental Estimate, Department of Labor, 1930-31: Communication from the President of the United States . . . 71st Cong. 2d sess. 1930. H. Doc. 390.

This document discusses the need for an appropriation to make repairs to Ellis Island facilities.

_____. _____. Committee on Banking and Currency. Ellis Island Commemorative Medals. 89th Cong. 2d sess. 1966. H. Rept. 2194.

This document tells of the committee's support for the creation of such medals to help raise funds for the rehabilitation of Ellis Island.

_____. _____. Committee on Claims. Claim for Goods, Etc., Lost By Fire at Ellis Island, New York. 56th Cong. 2d sess. 1901. H. Rept. 2701.

_____. _____. _____. Claim for Goods, Etc., Lost by Fire at Ellis Island, New York. 57th Cong. 1st sess. 1902. H. Rept. 1658.

The above two documents describe the committee's support for bills to pay claimants for goods and effects lost or destroyed by fire at Ellis Island on June 15, 1897.

_____. _____. Committee on Immigration and Naturalization. Committee on Immigration and Naturalization to Visit Ellis Island, in New York Harbor. 54th Cong. 1st sess. 1896. H. Rept. 251.

This document indicates the committee's support for a House resolution authorizing it to investigate conditions at Ellis Island.

_____. _____. _____. Immigration Investigation. 52d Cong. 1st sess. 1892. H. Rept. 2090.

This extensive document represents the results of a lengthy committee investigation of the operation of federal immigration laws and procedures, transportation of contract laborers to the United States, and reception of immigrants infected with typhus fever at the Port of New York.

_____. _____. _____. Receipts on Account of Immigrant Station, Ellis Island, New York Harbor: Letter from the Acting Secretary of the Treasury . . . 52d Cong. 1st sess. 1892. H. Ex. Doc. 147.

This document describes the receipts and expenditures of funds for the construction of the new immigration station at Ellis Island.

_____. _____. Committee on Interior and Insular Affairs. Providing for the Development of Ellis Island As Part of the Statue of Liberty National Monument. 89th Cong. 1st sess. 1965. H. Rept. 585.

This document reports the committee's support for incorporating Ellis Island in the National Park System.

_____. _____. Committee on Interstate and Foreign Commerce. Reclaiming Flats in New York Harbor for Marine Hospital: Letter from the Secretary of the Treasury . . . 56th Cong. 2d sess. 1901. H. Doc. 369.

This document describes the need for an appropriation to reclaim three acres of flats in New York Harbor adjacent to Ellis Island as the site for a marine hospital.

_____. _____. Committee on Naval Affairs. Removal of Naval Magazine from Ellis Island, New York Harbor. 51st Cong. 1st sess. 1890. H. Rept. 1211.

This document tells of the committee's support for removal of the naval magazine from Ellis Island.

_____. _____. Select Committee on Investigation of Foreign Immigration. To Regulate Immigration. 50th Cong. 2d sess. 1889. H. Rept. 3792.

This document is the committee's report on its investigation of the problems associated with federal contract labor laws.

_____. Senate. In the Senate of the United States. 52d Cong. 1st sess. 1892. S. Misc. Doc. 214.

This document tells of the Senate's request for data on operations, conditions, and facilities at Ellis Island.

_____. _____. Committee on Appropriations. Ellis Island Immigrant Station. 55th Cong. 1st sess. 1897. S. Doc. 175.

This document describes the need for an appropriation to reconstruct Ellis Island.

_____. _____. _____. Letter from the Secretary of the Treasury, Requesting An Additional Appropriation of $75,000 for Improving Ellis Island, in New York Harbor, for Immigration Purposes. 51st Cong. 1st sess. 1890. S. Ex. Doc. 138.

This document describes the need for an additional appropriation to construct the first immigration station at Ellis Island.

_____. _____. _____. Water Supply at Ellis Island, N. Y.: Communication from the President of the United States . . . 67th Cong. 2d sess. 1922. S. Doc. 155.

This document describes the need for an appropriation to make improvements to the Ellis Island water supply system.

_____. _____. Committee on Banking and Currency. Commemorative Medal for Designation of Ellis Island As Part of Statue of Liberty National Monument. 89th Cong. 2d sess. 1966. S. Rept. 1616.

This document tells of the committee's support for striking an Ellis Island commemorative medal in order to help raise funds to rehabilitate the island's facilities.

_____. _____. Committee on Government Operations. Disposal of Ellis Island. 89th Cong. 1st sess. 1965. S. Rept. 306.

This document summarizes the various efforts to dispose of Ellis Island between 1954 and 1965.

_____. _____. Committee on Immigration. Ellis Island Affairs: Annual Report of William Williams . . . for the Year Ended June 30, 1912. 62d Cong. 3d sess. 1913. S. Doc. 1098.

This report describes the operation and activities of Ellis Island during fiscal year 1912.

_____. _____. _____. Ellis Island Immigrant Station, New York Harbor: Letter from the Secretary of the Treasury . . . 55th Cong. 2d sess. 1898. S. Doc. 175.

This document describes the need for an appropriation to reconstruct the Ellis Island immigration station (in addition to the main building and the hospital on Island No. 2).

_____. _____. _____. Ellis Island, New York: Annual Report of the Commissioner of Immigration for the Port of New York . . . for the Year Ended June 30, 1911. 62d Cong. 2d sess. 1911. S. Doc. 124.

This document describes the operations and activities at Ellis Island during fiscal year 1911.

_____. _____. _____. Immigrant Station: Ellis Island, New York. 55th Cong. 2d sess. 1898. S. Rept. 679.

This document describes the need for an additional appropriation to complete the reconstruction of the Ellis Island immigration station.

_____. _____. _____. Importing Women for Immoral Purposes . . . 61st Cong. 2d sess. 1909. S. Doc. 196.

This document contains a partial report from the United States Immigration Commission on the importation and harboring of women for immoral purposes.

_____. _____. _____. Information and Display Bureau at Ellis Island. 58th Cong. 2d sess. 1904. S. Rept. 1936.

This document tells of the committee's support for establishment of an information and display bureau at Ellis Island to aid the distribution of incoming aliens.

_____. _____. _____. Lease of a Portion of Ellis Island. 55th Cong. 2d sess. 1898. S. Rept. 977.

This document is an adverse report on a bill authorizing lease of a portion of Ellis Island to be used for distributing immigrants among states desiring immigration.

_____. _____. _____. Reconstruction of Immigration Buildings at Ellis Island, New York Harbor. 55th Cong. 1st sess. 1897. S. Doc. 166.

This document refers to the Senate's request for a general plan for the reconstruction of the Ellis Island immigration station.

_____. _____. _____. Reports of the Immigration Commission: Abstracts of Reports of the Immigration Commission . . . 61st Cong. 3d sess. 1910. S. Doc. 747.

This document contains abstracts of the reports of the Immigration Commission, established in 1907 to investigate fully all aspects of the immigration question.

_____. _____. Committee on Interior and Insular Affairs. Providing for the Development of Ellis Island As a Part of the Statue of Liberty National Monument. 89th Cong. 1st sess. 1965. S. Rept. 508.

This document indicates the committee's approval of funds to develop Ellis Island as a part of Statue of Liberty National Monument.

_____. _____. Committee on Naval Affairs. In the Senate of the United States. 51st Cong. 1st sess. 1890. S. Misc. Doc. 48.

This document contains a petition by the Jersey City Board of Trade to have the naval powder magazine removed from Ellis Island.

_____. _____. Committee on the Judiciary. History of the Immigration and Naturalization Service: A Report Prepared at the Request of Senator Edward M. Kennedy, Chairman, Committee on the Judiciary . . . Prepared by the Congressional Research Service, Library of Congress. 96th Cong. 2d sess. 1980.

This document is an adminstrative history of the Immigration and Naturalization Service.

8. Departmental and Agency Annual Reports

Annual Report of the Attorney General of the United States for the Fiscal Year Ended June 30, 1941.

This report discusses the rationale for transferring the Immigration and Naturalization Service which administered Ellis Island from the Department of Labor to the Department of Justice in 1940.

Annual Report of the Commissioner General of Immigration . . . 1895-1932.

These reports were invaluable in the preparation of this study. They contain a wealth of statistical data relating to immigration as well as information on the administration of the immigration laws. Most important, many of them include the reports, or extensive extracts therefrom, of the Commissioners of Immigration for the Port of New York who were based at Ellis Island. The commissioner general of immigration administered the Bureau of Immigration under the supervision of the following departments: Treasury, 1895-1904; Commerce and Labor, 1905-12; Labor, 1913-40.

Annual Report of the Federal Security Agency . . . 1940-54.

These reports describe the activities and operations of the U. S. Public Health Service (USPHS) during this period. The USPHS was transferred from the Treasury Department to the Federal Security Agency in 1940 and from the Federal Security Agency to the Department of Health, Education, and Welfare in 1954.

Annual Report of the Immigration and Naturalization Service . . . 1942-55.

Although these report provide little substantive data on Ellis Island, they give an overall picture of the administration of immigration policy during the 1940s and early 1950s. The agency was under the Department of Justice for the duration of this period.

Annual Report of the Secretary of Labor . . . 1927-40.

These reports supplemented those of the commissioner general of immigration during the late 1920s and early 1930s. For the period 1933-40 they contain somewhat abbreviated annual reports of the Immigration and Naturalization Service, an agency created in 1933 by combining the former bureaus of Immigration and Naturalization.

Annual Report of the Secretary of the Treasury . . . 1889-91.

These reports describe the immigration activities of the federal government during the first years after it assumed responsibility for the administration of immigration. An office of the Superintendent of Immigration was established in the Department of the Treasury in 1891.

Annual Report of the Supervising Architect to the Secretary of the Treasury . . . 1890-1904.

These reports provide valuable information concerning the contracts and course of construction of both the first immigration station on Ellis Island and the new structures of the second station after the fire in 1897. The construction of both the first station and the new structures was carried out under the general supervision of the Office of the Supervising Architect.

Annual Report of the Supervising Surgeon-General of the Public Health Service of the United States . . . 1892-1939.

These reports (entitled Annual Report of the Supervising Surgeon-General of the Marine-Hospital Service of the United States . . . 1892-1901, Annual Report of the Surgeon-General of the Public Health and Marine-Hospital Service of the United States . . . 1902-11, and by the above title thereafter) contain considerable statistical data and information relative to the operation of the hospital complexes on Islands Nos. 2 and 3 at Ellis Island. The agency was administered under the Department of the Treasury for the duration of this period.

Nineteenth Report of the United States Civil Service Commission, July 1, 1901, to June 30, 1902.

This report contains data relative to the appointment of the assistant commissioner of immigration for the Port of New York.

9. Departmental and Agency Publications

U. S. Department of Commerce and Labor. 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.

This report provides considerable information on such subjects as criticisms or charges relative to the treatment of immigrants; complaints regarding the award and interpretation of contract services; inadequacy of building facilities; and deportation policies.

_____. 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. Washington, 1908.

_____. _____. Terms, Conditions, and Limitations with Form of Proposal for the Exclusive Privilege of Furnishing Food to Aliens at Ellis Island and Maintaining a Restaurant for the Three Years Ending June 30, 1911. Washington, 1908.

_____. _____. 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. Washington, 1908.

_____. _____. 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. Washington, 1908.

Each of the above four documents provides insights into the implementation of concessioners' contract services on Ellis Island.

U.S. Department of Labor. Immigration Service. Visitor's Guide to Ellis Island. December 1, 1913.

This pamphlet describes the procedures and policies of immigrant processing on Ellis Island for visitors to the immigration station.

_____. _____. Visitor's Guide to Ellis Island. [Washington], 1921.

This pamphlet describes the procedures and policies of immigrant processing on Ellis Island for visitors to the immigration station.

U.S. Department of State. The Immigration Work of the Department of State and Its Consular Officers. Washington, 1935.

This document describes immigration activities conducted through United States consular offices after enactment of the Immigration Act of 1924.

U.S. Department of the Treasury. Letter from the Secretary of the Treasury, Transmitting A Report of the Commissioners of Immigration Upon the Causes Which Incite Immigration to the United States. Washington, 1892.

This document provides invaluable insight into the causes of mmigration to the United States in the early 1890s.

_____. Immigration Service. Report of the Immigration Investigating Commission to the Honorable the Secretary of the Treasury. Washington, 1895.

This document presents the findings of a commission investigating the operation of American immigration laws and immigrant processing procedures at Ellis Island.

_____. 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.

This document provides invaluable information relative to the process of immigrant medical inspection.

_____. U.S. Public Health Service. Public Health Bulletin No. 90: Mentality of the Arriving Immigrant, by E. H. Mullan. October 1917.

_____. _____. Public Health Bulletin No. 148: Mental Hygiene with Special Reference to the Migration of People, by Walter K. Treadway. February 1925.

_____. _____. Public Health Reports: "Mental Examination of Immigrants--Administration and Line Inspection at Ellis Island," by E. H. Mullan. XXXII, No. 20, May 18, 1917, pp. 733-46.

The above three documents provide considerable data on the procedures, tests, and line inspection activities at American immigration stations to determine the mental competency of incoming immigrants.

10. Miscellaneous Documents

Ellis Island Committee. Report of the Ellis Island Committee, March 1934. New York, 1934.

This report examined the building facilities, immigrant reception procedures, and administrative policies at Ellis Island and made recommendations to improve conditions there.

Giodano, Philip. "The Privilege of the Money Exchange at Ellis Island, N.Y.--Inside and Outside of my Indictment and Conviction." New York, 1927. [typescript copy on file in Department of Labor Library].

This document details the problems surrounding the award of a contract for the money exchange privilege at Ellis Island in the 1920s.

Great Britain. Despatch from H. M. Ambassador at Washington Reporting on Conditions at Ellis Island Immigration Station: Presented to Parliament by Command of His Majesty. London, 1923.

This report contains a report on Ellis Island conditions by British Ambassador Sir Auckland Geddes.

Kjelsburg, Betzy. "Conditions at Ellis Island Approved by Member of Council of Women." 1926. [typescript copy on file in Department of Labor Library].

This document presents the first-hand observations of Betzy Kjelsburg, an immigrant from Oslo, Norway, relative to her experiences at Ellis Island.

New York-New Jersey Committee of the North American Civil League for Immigrants. [Report], December 1909 - March 1911.

This report describes the organization and work of this committee and has a section on detention at Ellis Island.

"The New Immigrant - America - Still the Best Hope," NEGRO, National Economic Growth and Reconstruction Organization, Inc. Jamaica, New York. [1970]. [on file at Statue of Liberty National Monument].

This document describes the goals and activities of NEGRO on Ellis Island.

SECONDARY SOURCES

1. Books

Abbott, Edith. Immigration: Select Documents and Case Records. Chicago, 1924 (Reprint ed. New York, 1969).

This book contains invaluable data on the provisions, administration, and rationale of federal immigration laws after 1882; court decisions relating to selected immigration cases; social case records relative to the detention, exclusion, deportation, and expulsion of immigrants; and social conditions and social case records concerning the problems of immigrants and measures taken to alleviate those needs.

Adamic, Louis. Laughing in the Jungle: The Autobiography of an Immigrant in America. New York, 1932.

This book contains the experiences of Louis Adamic, an immigrant from Slovenia, who passed through Ellis Island in 1913.

Antin, Mary. The Promised Land. 2d ed. Boston, 1969.

This book describes the experiences of an immigrant family from Russia that entered the United States through Boston in 1894.

Bender, Eric. Island Gateway: The Way of Life on Ellis Island. Evanston, 1942.

This book provides insights into the experiences of immigrants on Ellis Island primarily between 1910 and 1940.

Bennett, Marion T. American Immigration Policies: A History. Washington, 1963.

This book is perhaps one of the most useful monographs on the historical evolution of American immigration policy, practice, and legislation.

Boody, Bertha M. A Psychological Study of Immigrant Children at Ellis Island. Baltimore, 1926.

Among other subjects this book contains useful chapters on a review of the immigrant inspection procedures at Ellis Island and a report on an experimental psychological study of children at the immigration station.

Brandenburg, Broughton. Imported Americans: The Story of the Experiences of a Disguised American and His Wife Studying the Immigration Question. New York, 1904.

This book describes the experiences and results of a private investigation into the problems of immigration carried out by a New York couple who disguised themselves as Italian immigrants passing through Ellis Island in 1903.

Breed, Reuben L. The Immigrant Gateway: A Missionary Demonstration. New York, 1913.

This book, produced by the Missionary Education Movement of the United States and Canada, is a play examining the process by which immigrants entered the United States.

Brownstone, David M., Franck, Irene M., and Brownstone, Douglass L. Island of Hope, Island of Tears. New York, 1979.

This book presents the story of Ellis Island as seen through the reminiscences of people (based on interviews) who passed through the island on their way to new homes in America.

Carman, Harry, David, Henry, and Guthrie, Paul N. The Path I Trod: The Autobiography of Terence V. Powderly. New York, 1940.

This book contains Powderly's perspectives of the problems at Ellis Island during his tenure as commissioner general of immigration from 1898 to 1902.

Clark, Jane Perry. Deportation of Aliens from the United States to Europe. New York, 1931 (Reprint ed. New York, 1969).

This book provides an in-depth analysis of the historical evolution of deportation legislation and the interpretation (prospective public charges, actual public charges, moral turpitude, "undesirables," and illegal entries) and administration (standards, methods, and procedures) of administrative law during the period that Ellis Island was serving primarily in the capacity as a deportation center.

Cook, Arthur E., and Hagerty, John J. Immigration Laws of the United States Compiled and Explained. Chicago, 1929.

This book contains the text of all federal immigration laws between 1882 and 1929 along with analytic explanations of general qualifications of immigrants, documents required for entry into the United States, how visas were acquired, aliens excluded from this country, procedures when aliens were excluded, and deportation matters.

Corsi, Edward. In the Shadow of Liberty: The Chronicle of Ellis Island. New York, 1935 (Reprint ed. New York, 1969).

As commissioner at Ellis Island from 1931-34 Corsi provided a colorful history of the earlier story of the island based on his own experiences as an Italian immigrant in 1907 and on personal interviews and documentation that is no longer extant. The work also contains insights into the operation of Ellis Island as a detention center and deportation station in the early 1930s.

Cowen, Philip. Memories of An American Jew. New York, 1932 (Reprint ed. New York, 1975).

This book has useful facts and reminiscences on the administration of Robert Watchorn (1905-09), when Cowen, former editor of the American Hebrew and a long-time proponent of American Jewish immigrant interests, was serving at Ellis Island as an immigration inspector and member of the boards of special inquiry.

Curran, Henry H. Pillar to Post. New York, 1941.

This book of memoirs has a chapter on the administration of Ellis Island from 1923-26 when Curran served as commissioner there.

Divine, Robert A. American Immigration Policy: 1924-1952. New Haven, 1957.

This work deals with the development of restrictive immigration policy and practice from the enactment of the Immigration Act of 1924 to that of the McCarran-Walter Act in 1952.

Fairchild, Henry Pratt. Immigration: A World Movement and Its American Significance. New York, 1913.

This book contains some general data on immigrant inspection procedures at Ellis Island.

Garis, Roy L. Immigration Restriction: A Study of the Opposition To and Regulation of Immigration into the United States. New York, 1927.

This book presents an analysis of immigration restriction dating back to colonial times.

Gilder, Rodman. The Battery. Boston, 1936.

This work provides a colorful (and perhaps fanciful) history of the Battery area of New York City with references to Ellis Island.

Graham, Stephen. With Poor Immigrants to America. New York, 1914.

This book contains the reminiscences of a British author passing through Ellis Island in 1913.

Harrison, Mrs. Burton. History of the City of New York: Externals of Modern New York. New York, 1896.

This book contains some general observations about immigration and the first immigration station at Ellis Island.

Haskin, Frederick J. The Immigrant: An Asset and a Liability. New York, 1913.

This work has useful information on steerage passengers, landing and inspection at Ellis Island, immigrant homes and aid societies, distribution of immigrants, and the Immigration Commission's investigation of immigration issues, policies, and practices.

Heller, Otto. ed. Charles Nagel: Speeches and Writings, 1900-1928. 2 vols. New York, 1931.

These two volumes contain some material relative to the immigration policies of Nagel who served as Secretary of Commerce and Labor from 1909 to 1913.

Helprin, Mark. Ellis Island & Other Stories. New York, 1981.

This four-part novella about the experiences of a turn-of-the-century immigrant provides some understanding of the joys, sorrows, and adjustments of an immigrant to the United States.

Higham, John. Strangers in the Land: Patterns of American Nativism, 1860-1925. New York, 1967.

This work presents one of the best documented studies of the immigration restriction movement in the United States from the Civil War to the Immigration Act of 1924.

Historical Statistics of the United States: Colonial Times to 1970. New York, 1970.

This volume contains numerous statistical charts relating to American immigration.

Howe, Frederic C. The Confessions of a Reformer. New York, 1925 (Reprint ed. Chicago, 1967).

This memoir relates the tribulations of Howe as commissioner at Ellis Island from 1914-19 in his struggle to humanize the station, protect the immigrants from exploitation, and administer the island during the turbulent years of World War I and the Red Scare.

Jenks, Jeremiah W., and Lauck, W. Jett. The Immigration Problem: A Study of American Immigration Conditions and Needs. New York, 1922.

This work has some useful data on immigrant protection agencies.

Jones, Maldwyn A. Destination America. New York, 1976.

This book contains a general overview of the history of emigration to America and the role of Ellis Island in that story.

Kalnay, Francis, and Collins, Richard. The New Immigration. New York, 1941.

This book provides insight into the causes and effects of the "new immigration" during the early decades of the twentieth century.

Kessner, Thomas. The Golden Door: Italian and Jewish Immigrant Mobility in New York City, 1880-1915. New York, 1977.

This study examines the upward mobility of Italian and Jewish immigrants within the immigrant context in New York City.

Knaplund, Paul. Moorings Old and New: Entries in an Immigrant's Log. Madison, 1963.

This work contains the recollections of a young Norwegian passing through Ellis Island in 1906.

Kohler, Max J. Immigration and Aliens in the United States: Studies of American Immigration Laws and the Legal Status of Aliens in the United States. New York, 1936.

This work provides lengthy analyses of various issues relating to American immigration legislation.

La Guardia, Fiorello H. The Making of an Insurgent: An Autobiography, 1882-1919. Philadelphia, 1948.

This memoir has a chapter on Ellis Island operations during the years 1907-10, when La Guardia served as an interpreter there.

Marzio, Peter C. ed. A Nation of Nations. New York, 1976.

This book is a catalog for a Bicentennial exhibition at the Smithsonian Institution which presented a view of immigrants who came to America through objects and documents.

Murray, Robert K. Red Scare: A Study in National Hysteria, 1919-20. Minneapolis, 1955.

This work relates the role that Ellis Island played during the Red Scare.

Novotny, Ann. Strangers at the Door: Ellis Island, Castle Garden, and the Great Migration to America. Riverside, Connecticut: 1971.

This work consists of a general history of Castle Garden and Ellis Island, using material gathered primarily from National Park Service reports and other published sources.

Pitkin, Thomas M. Keepers of the Gate: A History of Ellis Island. New York, 1975.

This book is perhaps the best documented and most comprehensive historical treatment of the Ellis Island story.

Post, Louis F. The Deportations Delirium of Nineteen-Twenty: A Personal Narrative of an Historic Official Experience. Chicago, 1923.

This memoir describes the activities of Post as assistant secretary of labor during the Red Scare with some references to Ellis Island.

Roberts, Peter. The New Immigration: A Study of the Industrial and Social Life of Southeastern Europeans in America. New York, 1913.

This book has a chapter dealing with the traumas of immigrants passing through Ellis Island.

Safford, Victor. Immigration Problems: Personal Experiences of an Official. New York, 1925.

This memoir consists of the thoughtful reminiscences of Ellis Island operations by a medical officer who served there from 1895 until the early 1920s.

Scott, Franklin D. Emigration and Immigration. New York, 1963.

This book presents an overview historical sketch of American immigration issues and analyses of critical questions and problems relating to those issues.

Severn, Bill. Ellis Island: The Immigrant Years. New York, 1971.

This book presents a historical overview of Ellis Island, designed for the average reading public.

Short, C. W., and Stanley-Brown, R. Public Buildings: A Survey of Architecture of Projects Constructed by Federal and Other Governmental Bodies Between the Years 1933 and 1939 with the Assistance of the Public Works Administration. Washington, 1939.

This book has data relative to the construction of the new ferry house at Ellis Island built in 1935-36.

Smith, Darrell Hevenor, and Herring, H. Guy. The Bureau of Immigration: Its History, Activities, and Organization. Baltimore, 1924.

This administrative history of the Bureau of Immigration, prepared by the Institute for Government Research of Johns Hopkins University, provides an understanding of the organizational framework within which Ellis Island operated as an immigrant inspection station.

Solomon, Barbara Miller. Ancestors and Immigrants: A Changing New England Tradition. Cambridge, 1956.

This book describes the rise of the Immigration Restriction League in Boston and has some references to Ellis Island.

Steiner, Edward A. On the Trail of the Immigrant. New York, 1906.

This book contains the observations of an American college professor who landed at Ellis Island in 1905 with a mixed group of immigrants as part of a project to gather data on immigration issues.

_____. The Immigrant Tide: Its Ebb and Flow. New York, 1909.

This book contains some references to immigrant experiences at Ellis Island.

Tifft, Wilton. Ellis Island. New York, 1971.

This book provides an overall historical treatment of the Ellis Island story, ably supplemented by numerous photographs from the Augustus F. Sherman Collection.

Van Vleck, William C. The Administrative Control of Aliens: A Study in Administrative Law and Procedure. New York, 1932.

This work examines the legal background and organization of administrative control of aliens as well as the exclusion and expulsion processes related to administrative control.

Warne, Frank Julian. The Immigrant Invasion. New York, 1913.

This book examines the rising tide of immigration in America during the early 1900s with some references to Ellis Island.

West, Herbert Faulkner. ed. The Autobiography of Robert Watchorn. Oklahoma City, 1958.

This memoir has a chapter on Watchorn's activities as commissioner on Ellis Island during 1905-09.

Williams, Ralph Chester. The United States Public Health Service: 1798-1950. Washington, 1951.

This administrative history has a number of references to the operations of the hospital complexes on Ellis Island.

Wischnitzer, Mark. Visas to Freedom: The History of HIAS. Cleveland, 1956.

This history of the Hebrew Sheltering and Immigrant Aid Society has numerous references to Ellis Island.

Wittke, Carl. We Who Built America: The Saga of the Immigrant. Rev. ed. Cleveland, 1964.

This work reviews American immigration history with reference to its broadest political, economic, and cultural implications.

Ziegler, Benjamin Munn. ed. Immigration: An American Dilemma. Boston, 1953.

This book reviews and summarizes the critical issues involved in the history of American immigration.

2. Periodicals

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

This article describes the work of a committee investigating welfare activities among arriving aliens.

Abbott, Ernest Hamlin. "American's Welcome to the Immigrant." Outlook, LXXII (October 4, 1902), 257-64.

This article provides some insights on the conditions and treatment of immigrants at Ellis Island.

Adams, Caswell. "The Detention of Krauss." New Yorker, XIX (March 6, 1943), 46, 48-49.

This article details the experiences of a German alien who had been arrested in New York City and placed in detention at Ellis Island.

Angus, Robert. "The Story of Ellis Island." American Legion Magazine, LXXXVI (April 1969), 20-25, 42, 44-46.

This article presents a broad historical perspective of the Ellis Island story down to the late 1960s.

"As It Was - And How It Is Today." U. S. News & World Report, LXXX (May 29, 1976), 64-65.

This article tells of the opening of Ellis Island to tourists in May 1976.

"Bouquets for Ellis Island." Saturday Evening Post, CXCIX (September 4, 1926), 26.

This article tells of a favorable study of Ellis Island made by Betzy Kjelsburg of Oslo, Norway, for the International Council of Women.

Brandenburg, Broughton. "The Tragedy of the Rejected Immigrant." Outlook, LXXXIV (October 13, 1906), 361-65.

This article tells of the personal plight and trauma experienced by some immigrants who were detained and rejected at Ellis Island.

Bremer, Edith Terry. "How the Immigration Law Works." Survey, LIII (January 15, 1925), 441-44.

This article describes the effect of the Immigration Act of 1924 on the operation and administration of Ellis Island.

"British Advice for Ellis Island." Outlook, CXXXIV (August 29, 1923), 658-59.

This article summarizes and comments on a British study of Ellis Island conditions by British Ambassador Sir Auckland Geddes.

"British Criticism of Ellis Island." Literary Digest, LXXXVI (July 25, 1925), 19.

This article reviews and reacts to critical comments on Ellis Island conditions by the Manchester Guardian.

Brundidge, Harry T. "The Passing of Ellis Island." American Mercury, LXXIX (December 1954), 37-39.

This article takes a nostalgic view of the closing of Ellis Island in 1954.

"Building-Construction Under the Tarsney Act and Suggestions for Modifying the Regulations Thereof." American Architect and Building News, LXXIV (November 9, 1901), 45-47.

This article was a paper read by William A. Boring at the 35th Annual Convention of the American Institute of Architects at Buffalo, New York, in October 1901. Since Ellis Island was the first substantial federal architecture to be carried out under the provisions of the Tarsney Act of 1875 Boring indicated the changes he deemed necessary in the regulations of the act based on the experiences of the architects during construction of the station from 1898 to 1901.

Candeloro, Dominic. "Louis F. Post and the Red Scare of 1920." Prologue, XI (Spring, 1979), 40-55.

This article has a few references relative to the role played by Ellis Land in the Red Scare.

"Cool Greetings to our Immigrants." Literary Digest, LXVII (October 9, 1920), 18-19.

This article argues that in light of the renewed postwar increase in immigration steps should be taken to improve the immigrant inspection process and facilities at Ellis Island.

"Council of Jewish Women and Immigration." American Hebrew, LXXXII (January 31, 1908), 341.

This article discusses the status of various immigration issues facing the United States.

Crawford, Remsen. "I Met Them on Ellis Island." Collier's, LXXV (January 17, 1925), 20-21.

This article tells the life stories of some immigrants that the writer encountered on a visit to Ellis Island.

_____. "The Colorful Side of Ellis Island." Outlook, CXLIII (July 3, 1926), 346-48.

This article describes the diversity of immigrants the writer found during a visit to Ellis Island.

Daggett, Mabel Porter. "The Lives of Ellis Island." Delineator, LXXIV (September 1909), 205, 222, 226, 228.

This article details the lives and experiences of some immigrants the writer encountered at Ellis Island.

DeBogory, Natalie. "Practical Americanism at Ellis Island." Outlook, CXXX (February 8, 1922), 223-24.

This article describes changes undertaken by Commissioner Robert E. Tod to improve conditions and humanize Ellis Island.

Dennis, Lee. "Doorway to America." Historic Preservation, XXX (April-June, 1978), 12-19.

This article presents a short history of Ellis Island and a chronicle of issues and problems involved with the restoration of the station during the late 1960s and 1970s.

"Editorial." American Hebrew, LXXXV (July 16, 1909), 276.

This article criticizes William Williams' efforts to deport immigrants who do not have a definite sum of money in their possession.

Ehrhorn, Oscar W. "Not So Bad." Forum, LXXVII (August 1927), 309.

In this article Ehrhorn, former Secretary of the National Republican Club, argues that conditions at Ellis Island are not as bad as some had reported.

"Ellis Island." Independent, CXI (September 29, 1923), 125-26.

This article summarizes and comments on a report of existing conditions at Ellis Island by Assistant Secretary of the Treasury Wadsworth.

"Ellis Island." New Yorker, LIII (July 11, 1977), 20-21.

This article comments on the National Park Service tours being offered to the public.

"Ellis Island." Survey, XLVII (January 14, 1922), 585-86.

This article tells of plans to improve conditions on Ellis Island under Commissioner Robert E. Tod.

"Ellis Island A Red Rag to John Bull." Literary Digest, LXXVIII (September 22, 1923), 23-24.

This article summarizes and comments on British criticism of Ellis Island.

"Ellis Island Cool Under Showers of Shrapnel." Survey, XXXVI (August 5, 1916), 486-87.

This article describes the damage caused at Ellis Island by the Black Tom Explosion.

"Ellis Island Drama." Newsweek, XXXVI (October 23, 1950), 88.

This article tells of the detention of various European musicians at Ellis Island as a result of the provisions of the Internal Security Act of 1950.

"Ellis Island Stirring Up the British." Literary Digest, LXXVIII (September 1, 1923), 17-19.

This article deals with British criticism of Ellis Island conditions.

"Ellis Island Stuck Fast." Survey, XLIX (October 15, 1922), 75-76.

This article comments on improvements being made at Ellis Island under Commissioner Robert E. Tod.

"Ellis Island 1950: A Political Wrangle Brings Back the Old, Emotion-Filled Scenes." Life, XXIX (November 13, 1950), 123-27.

This article, accompanied by numerous photographs, describes conditions at Ellis Island in the wake of the Internal Security Act of 1950.

"Ellis Island's Gates Ajar." Literary Digest, LXIII (December 13, 1919), 17-18.

This article describes conditions at Ellis Island during the Red Scare.

"Ellis Island's Railroad." Time, XXVI (September 16, 1935), 30.

This article describes Edward Laning's murals for the dining room at Ellis Island prepared under the auspices of the Works Progress Administration.

Emerson, Edwin, Jr. "The Threshold of America." Harper's Weekly, XLII (February 26, 1898), 210.

This article describes the plans for the new immigration station at Ellis Island.

Fairchild, Henry P. "Ellis Island: To the Editor of the Nation." Nation, XCII (June 8, 1911), 577.

This letter defends the character of William Williams and his administration of Ellis Island in reaction to charges that brutality to immigrants was being tolerated under his commissionership.

Fleming, Thomas. "Save the Statue of Liberty!" Reader's Digest, LXII (July 1983), 49-51.

This article describes fund-raising efforts for the restoration of the Statue of Liberty and Ellis Island.

"For a Better Ellis Island." Outlook, CVIII (October 21, 1914), 402-03.

This article describes and comments on the plans of Commissioner Frederic C. Howe to "humanize" and improve Ellis Island.

Foster, Milton H. "A General Hospital for All Nations." Survey, XXXIII (February 27, 1915), 588-90.

This article by a U. S. Public Health Service surgeon at Ellis Island tells of the facilities, services, and practices of the hospital there.

Gleason, Arthur Huntington. "The New Ellis Island." Charities, XIX (October 19, 1907), 910-12.

This article tells of plans to improve conditions on Ellis Island under Commissioner Robert Watchorn--particularly dormitory, baggage room, dining room, and hospital facilities.

Gould, Kenneth M. "The Golden Door." Senior Scholastic, LXVI (February 9, 1955), 15.

This article takes a nostalgic view of the closing of Ellis Island in 1954.

Greenwood, Ernest. "Ellis Island Sob Stories." Saturday Evening Post, CXCVI (July 7, 1923), 25, 116-18, 121.

This article tells of the problems at Ellis Island as a result of federal restrictive immigration legislation.

H., W. M. "At the Observation Post." Literary Digest, CXVII (February 24, 1934), 14.

This article recites the accomplishments and contributions of Edward Corsi as commissioner at Ellis Island.

"Hallowed Halls." Newsweek, LVII (September 12, 1960), 94.

This article describes efforts to rehabilitate Ellis Island for use as a "college of the future."

Hannah, Ian C., Razovski, Cecilia, and Calkins, Marion C. "Ellis Island." Survey, XLVII (October 23, 1920), 154-57.

This article deals with immigrants' attitudes toward Ellis Island, the completion of postwar immigration, and the administrative operations and facilities at Ellis Island.

Harrington, John W. "The New Clearing-House for Immigrants." Harper's Weekly, XLV (January 19, 1901), 73.

This article describes the facilities and buildings of the new immigration station at Ellis Island.

_____, John Walker. "Ellis Island, By Liberty Darkened." Forum, LXXVII (March 1927), 331-40.

This article argued that the bureaucratic processes and conditions at Ellis Island caused undue stress for aliens.

_____. "Ellis Island, Enlightened by Liberty." Forum, LXXVII (April 1927), 562-69.

This article offered suggestions for improving the lot of aliens at Ellis Island.

Hayne, Coe. "Treating Immigrants as Brothers." Missionary Review of the World, XLIX (January 1926), 25-30.

This article describes the activities of religious and social service agencies to provide recreational, cultural, educational, and religious opportunities at Ellis Island.

Hicks, John R. "The Modern Hygiene of Typhus Fever - Its Application at the Port of New York." American Journal of Public Health, VII (July 1917), 628-30.

This article describes measures taken to stem the outbreak of typhus fever at the Port of New York.

Howe, Frederic C. "Turned Back In Time of War." Survey, XXXVI (May 6, 1916), 147-56.

This article by Commissioner Howe describes conditions at Ellis Island under the stresses and strains of World War I.

"Humanity and Efficiency." Outlook, LXXXVIII (March 28, 1908), 672.

This brief article describes the humane and efficient manner in which immigrants were treated at Ellis Island.

Hunter, Rex. "Eight Days on Ellis Island." Nation, CXXI (October 28, 1925), 483-84.

This article relates the generally negative experiences of three Britishers who were detained at Ellis Island for eight days.

Huxley, Florence A. "A. L. A. Work on Ellis Island." Library Journal, XLV (April 15, 1920), 350-52.

This article describes the American Library Association activities and facilities in the hospital complex at Ellis Island.

"Immigrants Coming Again." Literary Digest, LXXI (June 5, 1920), 32.

This article tells of the postwar influx of immigrants.

"Immigration Changes." American Hebrew, LXXVI (January 20, 1905), 270.

This article commends the work of both William Williams and Robert Watchorn as immigration officials at Ellis Island.

"Immigration Conference." American Hebrew, XCVIII (January 21, 1916), 297.

This article briefly describes the work of the Department of Immigration Aid of the Council of Jewish Women.

"Immigration Night at the Judaens." American Hebrew, LXXVIII (March 20, 1906), 574-75.

This article describes a meeting between Jewish representatives and Ellis Island officials.

"Investigation of Ellis Island Proposed." Survey, XXXVI (July 29, 1916), 445-46.

This article defends the Howe administration of Ellis Island against charges by Congressman William W. Bennet of New York.

"Is Ellis Island Infected?" Literary Digest, LXXIII (April 8, 1922), 25.

This article summarizes charges by Dr. Royal S. Copeland, New York's health commissioner, that Ellis Island is infected with contagious diseases and that few effective safeguards had been taken to check their spread.

"Island for Sale." New Yorker, XXXIII (February 15, 1958), 24-26.

This article describes the maintenance of Ellis Island under the General Services Administration and efforts to sell it by private bid.

"Island of the Millions." Newsweek, XLVIII (September 24, 1956), 36-37.

This article tells some interesting episodes in the history of Ellis Island and describes efforts by the General Services Administration to sell it.

Jackson, Gardner. "Doak the Deportation Chief." Nation, CXXXII (March 18, 1931), 295-96.

This article describes the use of Ellis Island as a deportation center during the depths of the Great Depression.

"Jerseyites 'Raid' Ellis Island." Senior Scholastic, LXVI (January 19, 1956), 16.

This short article describes a landing on Ellis Island by New Jersey officials to claim it for their state in a continuing boundary dispute with New York.

Kennedy, Edward M. "Ellis Island." Esquire, LXVII (April 1967), 118-21.

This article presents a brief historical overview of Ellis Island.

Kerr, Frances W. "Ellis Island." Immigration and Naturalization Service Monthly Review, VI (May 1949), 144-45.

This article describes the conditions on Ellis Island during its last years.

"Kind Words for Ellis Island." Literary Digest, LXXX (March 8, 1924), 46, 48.

This article includes a letter from a French woman who speaks highly of her treatment at Ellis Island.

Knox, Howard A. "A Scale, Based on the Work at Ellis Island, for Estimating Mental Defect." Journal of the American Medical Association, LXII (March 7, 1914), 741-47.

This article describes the details and conclusions of tests administered to mental defectives at Ellis Island.

Laning, Edward. "When Uncle Same Played Patron of the Arts: Memoirs of a WPA Painter." American Heritage, XXI (October 1970), 38-44, 56-57, 86-89.

This article contains references to Laning's murals at Ellis Island done in the 1930s under the auspices of the Works Progress Administration.

Lodge, Henry Cabot. "A Million Immigrants A Year." Century Magazine, LXVII (January 1904), 465-69.

This article tells of efforts to restrict undesirable immigration.

Logan, Andy. "A Reporter at Large: It Doesn't Cost Them A Cent." New Yorker, XXVII (May 12, 1951), 53-66, 69.

This article tells the story of Voskovec, an alien from Czechoslovakia who was detained at Ellis Island under the provisions of the Internal Security Act of 1950.

Lowry, Edward. "Americans in the Raw." World's Week, IV (October 1902), 2, 644-55.

This article describes the experiences of immigrants coming to America at the turn of the century.

MacEwan, Edwin J. "$6-Million Challenge." Business Week, November 24, 1956, 14.

This article offers suggestions for the utilization of Ellis Island by the vice president of the Paterson, New Jersey, chamber of commerce.

McClymer, John F. "The Federal Government and the Americanization Movement, 1915-24." Prologue, X (Spring 1978), 23-41.

This article tells the story of the federal government's relationship to the Americanization movement in America both before and after the U. S. involvement in World War I.

McLaughlin, Allan. "How Immigrants Are Inspected." Popular Science Monthly, LXVI (February 1905), 356-61.

This article describes the immigrant inspection process at Ellis Island.

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

This article asserts that treatment of immigrants at Ellis Island is producing anti-American sentiment.

"Making the Immigrant Unwelcome." Literary Digest, LXIX (April 30, 1921), 34-36.

This article asserts that conditions, procedures, and congestion at Ellis Island was creating ill feelings toward America on the part of immigrants.

"Misleading the Bolsheviki." World's Week, XXXIX (February 1920), 326-27.

This article in a left-wing journal has references critical of Ellis Island during the period of the Red Scare.

"Missionaries at Ellis Island." American Hebrew, LXXXI (May 10, 1907), 18.

This article details Robert Watchorn's protest against some of the activities of the American Tract Society relative to Jewish immigrants at Ellis Island.

"New World Gateway - Ellis Island Now Open." National Park Service Courier, XXIV (June 1976), 1-2.

This article tells of the opening of Ellis Island for public visitation in May 1976.

"Notes from the Ports at Ellis Island." The Immigrant, VI (March 1927), 5-9.

This article describes immigrant experiences and social agency activities at Ellis Island.

"Our '3 per cent.' Immigration Snarl." Literary Digest, LXX (October 1, 1921), 14-15.

This article describes the chaos and congestion caused by the first immigration act of 1921.

Pitkin, Thomas M. "High Tide at Ellis Island." New-York Historical Society Quarterly, LII (October 1968), 311-53.

This article is a well-documented study of the peak years of immigration through Ellis Island during the pre-World War I period.

Ralph, Julian. "Landing the Immigrant." Harper's Weekly, XXXV (October 24, 1891), 821-24.

This article describes the immigrant inspection facilities and procedures at Castle Garden and the preparations for opening the new immigration station on Ellis Island.

Reed, Alfred C. "Going Through Ellis Island." Popular Science Monthly, LXXXII (January 1913), 5-18.

This article, written by an assistant surgeon at the hospital, describes the facilities and procedures for processing immigrants at Ellis Island.

_____. "The Medical Side of Immigration." Popular Science Monthly, LXXX (April 1912), 383-92.

This article describes the medical aspects of immigrant inspection and the hospital facilities at Ellis Island.

"Rescued By the President: A Landmark." U. S. News & World Report, XLI (October 5, 1956), 22.

This article tells of President Dwight D. Eisenhower's efforts to stop the private sale of Ellis Island.

"Revenge at Ellis Island." Time, LVI (October 23, 1950), 20-21.

This article describes conditions at Ellis Island in the wake of passage of the Internal Security Act of 1950.

Riis, Jacob A. "In the Gateway of Nations." Century Magazine, LXV (March 1903), 674-82.

This article depicts the author's views of the human drama at Ellis Island.

Rosten, Leo. "Not So Long Ago, There Was a Magic Island." Look, XXXII (December 24, 1968), 26-31.

This article is a wistful personal look back to the meaning of immigration to America and passage through Ellis Island.

Rush, George. "Taking Care of Miss Liberty." Esquire, (July 1982), 72-74.

This article tells of the experiences of Superintendent David Moffitt in administering Statue of Liberty National Monument from 1977 to the present.

Sanborn, Alvan F. "The New York Immigration Service." Independent, LI (August 10, 1899), 2,146-49.

This article describes the system of immigrant inspection in New York while the new immigration buildings on Ellis Island were being constructed.

Sargent, Frank R. "The Need of Closer Inspection and Greater Restriction of Immigrants." Century Magazine, XLV (January 1904), 470-73.

This article argues for stricter immigrant inspection procedures and more restrictive immigration legislation.

Sayles, Mary B. "The Keepers of the Gate." Outlook, LXXXVII (December 28, 1907), 913-23.

This article presents a study of the experiences of incoming immigrants with the officials on Ellis Island.

"Secretary Nagel Visits Ellis Island." American Hebrew, LXXXV (July 30, 1909), 320.

This article discusses a personal investigation of William Williams' administration of Ellis Island by Secretary of Commerce and Labor Charles Nagel.

Senner, Joseph H. "How We Restrict Immigration." North American Review, CLVIII (April 1894), 494-99.

In this article Senner, who served as commissioner at Ellis Island from 1893 to 1897, discusses the enforcement of federal immigration laws at Ellis Island.

_____. "Immigration from Italy." North American Review, CLXII (June 1896), 649-56.

This article focuses on the causes and problems related to the large number of immigrants coming to America through Ellis Island.

"Skimming the Melting-Post." Literary Digest, LX (March 1, 1919), 16.

This article deals with the deportation question during the Red Scare.

Slaughter, M. Gertrude. "America's Front Door: An Intimate Glimpse of Ellis Island." Hygeia, XI (January 1933), 11-14.

This article describes the operations and procedures at Ellis Island as seen through the eyes of an examining physician on the island.

Smith, Geddes. "Higher Mathematics at Ellis Island." Survey, LVII (January 15, 1927), 487-88.

This article discusses the impact of the Immigration Act of 1924 on the flow of immigration to this country.

Sprague, E. K. "Mental Examination of Immigrants." Survey, XXXI (January 17, 1914), 466-68.

This article, written by a surgeon at Ellis Island, describes the rationale and procedures of the mental examination process at Ellis Island.

"Stabilizing the Ruins." Time, LXXXVII (March 4, 1966), 78.

This article describes Philip Johnson's 1966 plan to rehabilitate and utilize Ellis Island.

Sulzberger, Cyrus L. "Another Immigration Restrictionist." American Hebrew, XCIV (December 5, 1913), 22-23.

This article discusses Henry Pratt Fairchild's book, Immigration: A World Movement and its Significance, and his views on Jewish immigration.

"The Appeal of the Immigrant." American Hebrew, LXXXV (July 23, 1909), 300-01.

This article discusses the need for making more effective provision for the immigrants' right of appeal prior to deportation.

"The Ball and the Cross: Catholic Social Work at Ellis Island." Catholic World, CXX (March 1925), 527-31.

This article is a good case study of the types of activities engaged in by religious and social service agencies on Ellis Island.

"The Bennet-Howe Controversy." Outlook, CXIII (August 2, 1916), 764.

This article discusses the charges and criticism of Ellis Island's administration under Frederic C. Howe by New York City Congressman William S. Bennet.

"The Christmas Spirit at Ellis Island." Survey, XXXIX (December 22, 1917), 347-48.

This article describes social service agency activities on Ellis Island during World War I.

"The Detained Immigrant." Harper's Weekly, XXXVII (August 26, 1893), 821-22.

This article describes the plight of the detained immigrant at the first immigration station on Ellis Island.

"The Deportations." Survey, XLI (February 22, 1919), 722-24.

This article describes the use of Ellis Island as a detention and deportation station during the Red Scare.

"The Eclipse of Ellis Island." Survey, LXI (January 15, 1929), 480.

This article discusses operations at Ellis Island after passage of the Immigration Act of 1924.

"The Ellis Island Investigation." Charities, XI (October 10, 1903), 324-25.

This article deals with an investigation of Ellis Island triggered by charges in the New York Staats-Zeitung.

_____. Charities, XII (March 5, 1904), 223-24.

This article describes the report and recommendations submitted by the presidential commission that investigated Ellis Island in 1903.

"The Growth of Ellis Island." Scientific American, XII (April 26, 1919), 423, 427, 442.

This article discusses the growth in acreage of Ellis Island and the new concrete and granite seawall being built during the postwar years.

"The New Ellis Island." Immigrants in American Review, I (June 1915), 10-12.

This article is an interview with Ellis Island Commissioner Frederic C. Howe concerning the policies of his administration and the changes he had made in the operation of the island.

"The New Tide of Immigration: Influx of Aliens Again on the Increase." New York Times Current History, XII (July 1920), 704-06.

This article discusses the post-World War I influx of immigration to the United States and its impact on Ellis Island.

"The New York Immigrant Station." Architectural Record, XII (December 1902), 727-33.

This article describes the architectural features of the new immigration station at Ellis Island.

"The Passing of the Steerage." Literary Digest, LXXII (January 21, 1922), 20.

This brief article notes the passage of the former steerage accommodations on newer passenger steamers.

"The Spectator." Outlook, LXXIX (March 25, 1905), 730-32.

This article describes the details of the immigrant examination process at Ellis Island.

_____. Outlook, C (January 13, 1912), 96-98.

This article describes conditions at Ellis Island as well as changes made there during the previous several years.

"The Terrors of Ellis Island." Literary Digest, LXXVIII (July 7, 1923), 17-18.

This article deals with British criticism of conditions on Ellis Island.

"The Views of the Man at the Gate." American Hebrew, LXXVII (June 23, 1905), 104.

This article contains the views of Robert Watchorn relative to the implementation of the immigration laws.

Thruelsen, Richard. "The Things That Happen on 'The Island!'" Saturday Evening Post, CCXXIV (July 21, 1951), 32-33, 83, 85-86.

This article features the stories of some of the more famous and colorful personalities who have passed through Ellis Island as well as conditions under which aliens were detained on the island during the Korean War.

"To Halt the European Invasion." Literary Digest, LXVII (December 25, 1920), 14-15.

This article discusses post-World War I immigration restriction sentiments in the United States.

"Turning Ellis Island Inside Out." Survey, XXXIII (October 17, 1914), 63.

This article discusses Commissioner Howe's efforts to "humanize" and improve Ellis Island.

"Uncle Sam's Housekeeping at Ellis Island." Literary Digest, LXXVIII (August 4, 1923), 42-46.

This article examines critically conditions and immigrant treatment at Ellis Island.

"Uncle Sam's Red Brick Elephant in New York Harbor." Business Week, September 29, 1956, 28-30.

This article describes the efforts of the General Services Administration to sell Ellis Island in the mid-1950s.

Waggaman, Mary T. "Immigrant Aid: Legislative Safeguards, and Activities of Bureau of Immigration." Monthly Labor Review, XVI (February 1923), 22-35.

This article discusses legislation relative to safeguarding immigrants and recommendations for improving those safeguards at Ellis Island.

Ward, Robert De C. "Steamship Influence and Ellis Island." Harper's Weekly, LV (August 12, 1911), 6.

This letter is a statement defending the administration of William Williams and accusing the steamship companies of being the primary culprits behind the effort to force him out of his job.

Watchorn, Robert. "The Gateway of the Nation." Outlook, LXXXVII (December 28, 1907), 897-911.

This article by Commissioner Watchorn describes the policies, procedures, and problems associated with his administration of Ellis Island.

"Watchorn and the Missionaries." American Hebrew, LXXXII (January 31, 1908), 334.

This article discusses Robert Watchorn's actions restricting Christian missionary activities among Jewish immigrants at Ellis Island.

Weber, John B., and Smith, Charles Stewart. "Our National Dumping-Ground: A Study of Immigration." North American Review, CLIV (April 1892), 424-38.

This article represents the views of Weber, U. S. Commissioner of Immigration, and Smith, president of the New York Chamber of Commerce, on immigration issues.

"Welcome, Stranger! A Tribute to Ellis Island By a Guest." Atlantic Monthly, CXL (August 1927), 157-66.

This article tells of the experiences of an English immigrant woman passing through Ellis Island.

Whelpley, James Davenport. "The 'Open Door' for Immigrants." Harper's Weekly, L (April 14, 1906), 517, 519.

This article focuses on the questions posed by the massive influx of immigrants to this nation.

White, W. L. "The Isle of Detention." American Mercury, LXXII (May 1951), 556-63.

This article describes conditions on Ellis Island in the wake of passage of the Internal Security Act of 1950.

"Who Pays for Ellis Island?" New Republic, XXXVI (September 26, 1923), 115-17.

This article deals with questions relating to the administration and maintenance of Ellis Island.

Williams, T. "All Immigration Records Broken." Leslie's Weekly, XCI (August 7, 1902), 126-27.

This article discusses the great influx of immigrants to the United States and its impact on Ellis Island.

_____. "The Rush for Our Open Door." Leslie's Weekly, XCIV (January 5, 1901), 10-11.

This article describes the facilities of the new immigration station at Ellis Island.

Wiseman, Carter. "Back To The Island of Hope." New York Magazine, (August 29, 1983), 18-19.

This article describes the preservation/restoration efforts at Ellis Island.

"27-1/2 Acres, Private Waterfront, Near Subway." Business Week, September 22, 1956, 34.

This article describes the efforts of the General Services Administration to sell Ellis Island.

3. Newspapers

New York Times, 1892-1982.

New York Tribune, 1890-1906.

New York World, 1890-1892.

The New York metropolitan newspapers showed active interest in Ellis Island, particularly during the period from 1892 to the early 1920s when the immigration station was receiving immigrants in large numbers. Newspapers were used for this study primarily in the order of their availability and accessibility to the writer. The New York Times, which has a published index for most of this period, was used extensively. The New York Tribune, which has a published index to 1906, and the New York World, which has an index for several years in the 1880s and early 1890s, were examined for those years. In the course of research. Copies of articles from other newspapers were found occasionally and are cited in the text.

The Right-About, December 18, 1918 - April 16, 1919, and The Home-Again, April 24, 1919 - July 17, 1919.

This newspaper was published under its two titles by soldiers and soldier-patients at debarkation and general hospitals in the New York City area during World War I. There are frequent accounts of the operation and activities of the military hospital at Ellis Island during this period.

4. Technical Studies

Berengarten, Sidney. "Ellis Island." In "Civil Works Administration, History of the Statue of Liberty," 1934. [typescript copy in files, History Division, Cultural Resources Management, Washington Office, National Park Service].

This study summarizes much of the pre-1892 history of Ellis Island and contains an overview of the 1892-1934 period.

Beyer Blinder Belle/Anderson Notter Finegold. Ellis Island National Monument, New York/New Jersey, Preservation of the Main Building, Preliminary Analysis and Investigation. Prepared for National Park Service/U. S. Department of the Interior, Denver Service Center, Work Directive No. 3-002-83-01, April 15, 1983.

This study presents Beyer Blinder Belle's preliminary analysis and investigation for the preservation/restoration and interpretation of the main building.

Bolino, August C. Source Book for Ellis Island. Washington, June 1981. [draft transcript copy in files, History Division, Cultural Resources Management, Washington Office, National Park Service].

This draft manuscript contains considerable research data on the history of Ellis Island compiled by Bolino, a professor at the Catholic University of America, under contract with the National Park Service.

General Services Administration. Office of the General Counsel. Ellis Island: Its Legal Status, by Henry H. Pike. February 1963.

This study examines the legal history of Ellis Island and provides considerable data on the New York-New Jersey dispute over its boundary status.

Reimer, Rudolph. "History of Ellis Island." 1938. (typescript).

This study, written by the Commissioner of Immigration for the Port of New York, presents a brief overview of the history of Ellis Island.

Shanowsky, Cyprian. "Ellis Island." New York, 1932. (typescript).

This study, prepared by an interpreter at Ellis Island, is a brief overview history of Ellis Island with some insights into operations on the island during the early 1930s.

U.S. Department of Justice. Immigration and Naturalization Service. "History of Ellis Island, New York." October 1947.

_____. _____. "History of Ellis Island, New York." December 1952.

Both of these documents are brief overview histories of Ellis Island with empnasis on its operation in the post-World War II years.

U.S. Department of the Interior. National Park Service. A Master Plan for Ellis Island. New York, June 1968.

This plan was the first comprehensive National Park Service planning effort for the rehabilitation, development, and interpretation of Ellis Island.

_____. _____. A Report on Ellis Island As An Immigrant Depot, 1890-1954, by Thomas M. Pitkin. June 1966.

This report was one of the earliest documented National Park Service research studies of the history of Ellis Island.

_____. _____. A Study Report on Ellis Island. . . . June 1964.

This report was prepared by the National Park Service in cooperation with the Bureau of Outdoor Recreation for the Subcommittee on Intergovernmental Relations of the Senate Committee on Government Operations. It was basically concerned with the appraisal of the park and recreation potential of Ellis Island as part of the National Park System.

_____. _____. Analysis of Alternatives (Environmental Assessment) for the General Management Plan: Statue of Liberty National Monument, by Denver Service Center. December 1980.

This assessment is part of the continuing National Park Service planning effort to rehabilitate and develop Ellis Island.

_____. _____. Castle Garden As An Immigrant Depot, 1855-1890, by George J. Svejda. December 1968.

This National Park Service research report is one of the best studies on the history of Castle Garden during its use as an immigration station.

_____. _____. Ellis Island Action Program: An Action Program for the Master Planning and Development of Ellis Island . . . , by Stahl/Bennett, Inc. and Universal Restoration, Inc. November 30, 1971.

This study is an example of a proposed planning effort at Ellis Island that was never implemented.

_____. _____. Ellis Island Condition Survey, by URS/Madigan-Praeger, Inc. May 1976.

This survey was carried out to determine both immediate and future safety considerations associated with the opening of Ellis Island to visitation in May 1976.

_____. _____. Ellis Island Study, by NPS Study Team. May 1978.

This study was prepared to develop options and cost estimates for future planning efforts to rehabilitate, develop, and interpret Ellis Island.

_____. _____. General Management Plan, Statue of Liberty National Monument, New York/New Jersey, by Denver Service Center. September 1982.

This study represents the latest plan for the preservation/ restoration, interpretation, and management of Ellis Island.

_____. _____. Historic Structure Report, Ellis Island, Historical Data, by Harlan D. Unrau. May 1981.

_____. _____. Historic Structure Report, Administration Building, U. S. Immigration Station, Ellis Island, N. Y., by Building Conservation Technology/The Ehrenkrantz Group. February 1980.

_____. _____. Historic Structures Report, Ellis Island, Statue of Liberty National Monument, by Building Conservation Technology/The Ehrenkrantz Group. January 1980.

Each of the three above reports was prepared as part of the National Park Service effort to develop a comprehensive data base for use in the stabilization/preservation of Ellis Island structures.

_____. _____. Interpretive Prospectus, Ellis Island, Statue of Liberty NM. June 1982.

This prospectus presents the principal themes and objectives of the interpretation program at Ellis Island and sets forth both interim and long-term development recommendations to implement the program.

_____. _____. Mechanical and Electrical Rehabilitation, Main Building, Ellis Island, Statue of Liberty National Monument, by Building Conservation Technology/The Ehrenkrantz Group. January 1980.

This study was undertaken to rehabilitate the mechanical and electrical systems in the main building.

_____. _____. Preliminary Historical Research Report on Ellis Island, by Thomas M. Pitkin. September 1965.

This report was a preliminary research draft of the aforementioned study, A Report on Ellis Island As An Immigrant Depot, 1890-1954.

_____. _____. Seawall Rehabilitation and Walk Repair - Ellis Island, by URS/Madigan-Praeger, Inc. August 1976.

This study was carried out as part of the major seawall rehabilitation effort.

_____. _____. Transportation Study, Statue of Liberty/Ellis Island National Monument, by Vollmer Associates, Inc. May 1980.

This study deals with existing and projected visitor use at the national monument, assessment of various mainland docking sites, and analysis of vessel and ferry service alternatives for the transportation of park visitors.

RECOMMENDATIONS

While the research materials for Ellis Island are voluminous, it is the opinion of the author that this study, together with other published works and documented reports, substantially completes the major research endeavors for Ellis Island. This is not to say, however, that greater insights into the history and development of Ellis Island could not be gained by further indepth research studies on various topics of interest. It is recommended that the National Park Service design and carry out an extensive oral history program, interviewing persons who passed through Ellis Island with the object of not only eliciting their general impressions and observations of the immigrant examination process but also their reminiscences about the treatment, conditions, and personnel they encountered at the station. Persons who formerly worked on Ellis Island should be interviewed for their reminiscences about the operation and administration of the island.

REPOSITORIES VISITED DURING RESEARCH

Boulder, Colorado

University of Colorado--Art/Architectural Library, Norlin Library, Science Library

Denver, Colorado

Denver Public Library

Denver Service Center (National Park Service)--Technical Information Center

Rocky Mountain Regional Office (National Park Service)--Library

Ithaca, New York

Cornell University--John M. Olin Library, Department of Manuscripts and University Archives

New Haven, Connecticut

Yale University--Sterling Memorial Library, Manuscripts and Archives, Microtext Reading Room

New York, New York

Columbia University--Butler Library, Rare Books and Manuscript Library

New York Public Library--Rare Books and Manuscripts Division, General Research and Reference

Statue of Liberty National Monument--Library, Artifact Room, Administrative Files

Springfield, Virginia

Harpers Ferry Center (National Park Service)--Division of Reference Services, Graphics Research

Suitland, Maryland

National Archives and Records Service, Washington National Records Center--Civil Archives Division, General Branch

Washington, D. C.

Department of Labor--Reference Library, Office of Historian

Department of the Interior--Natural Resources Library

Immigration and Naturalization Service--Records Administration and Information Branch (FOIA/PA Unit)

Library of Congress--Manuscript Division, General Research and Reference

National Archives and Records Service--Civil Archives Division, Judicial, Fiscal, and Social and Scientific, Economic, and Natural Resources Branches

Washington Office (National Park Service)--Cultural Resources Management, History Division

REPOSITORIES CONSULTED DURING RESEARCH

Bayonne, New Jersey

Federal Archives and Records Center

New York, New York

American Museum of Immigration

Beyer Blinder Belle

Institute for Research in History

Museum of the City of New York

New York City Municipal Archives

New-York Historical Society

Statue of Liberty-Ellis Island Centennial Commission

NATIONAL REGISTER OF HISTORIC PLACES--
NOMINATION FORM

The National Register of Historic Places--Nomination Form for Ellis Island which follows is a revised, updated, and completed version of the original form prepared by then NARO Regional Historian Ricardo Torres-Reyes on April 25, 1975.

Form No. 10-306 (Rev. 10-74)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES INVENTORY -- NOMINATION FORM

FOR FEDERAL PROPERTIES

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SEE INSTRUCTIONS IN *HOW TO COMPLETE NATIONAL REGISTER FORMS*
TYPE ALL ENTRIES -- COMPLETE APPLICABLE SECTIONS

1 NAME

HISTORIC: United States Immigration Station, Ellis Island

AND/OR COMMON:

2 LOCATION

STREET & NUMBER: Island in Upper New York Bay — NOT FOR PUBLICATION

CITY, TOWN: — CONGRESSIONAL DISTRICT: — VICINITY OF

STATE	CODE	COUNTY	CODE
New York	36	New York	061
New Jersey	34	Hudson	017

3 CLASSIFICATION

CATEGORY	OWNERSHIP	STATUS	PRESENT USE	
_DISTRICT	X PUBLIC	_OCCUPIED	_AGRICULTURE	_MUSEUM
X BUILDING(S)	_PRIVATE	X UNOCCUPIED	_COMMERCIAL	X PARK
_STRUCTURE	_BOTH	_WORK IN PROGRESS	X EDUCATIONAL	_PRIVATE RESIDENCE
X SITE	**PUBLIC ACQUISITION**	**ACCESSIBLE**	_ENTERTAINMENT	_RELIGIOUS
_OBJECT	_IN PROCESS	X YES: RESTRICTED	X GOVERNMENT	_SCIENTIFIC
	_BEING CONSIDERED	_YES: UNRESTRICTED	_INDUSTRIAL	_TRANSPORTATION
		_NO	_MILITARY	_OTHER:

4 AGENCY

REGIONAL HEADQUARTERS: *(If applicable)*
National Park Service, North Atlantic Region
STREET & NUMBER:
15 State Street
CITY, TOWN: — STATE:
Boston — VICINITY OF — Massachusetts 02109

5 LOCATION OF LEGAL DESCRIPTION

COURTHOUSE, REGISTRY OF DEEDS, ETC.: (Basic legal data relating to legal history of Ellis Island may be found in Henry H. Pike, Ellis Island: Its Legal Status (prepared for General Services Administration, 1963)
STREET & NUMBER:
CITY, TOWN: — STATE:

6 REPRESENTATION IN EXISTING SURVEYS

TITLE:
Unknown
DATE:
Unknown — _FEDERAL _STATE _COUNTY X LOCAL
DEPOSITORY FOR SURVEY RECORDS: Map Records stored at Surveying Bureau of Real Property (Rm. 900) Borough of Manhattan, Municipal Building, Chambers & Center Streets,
CITY, TOWN: New York City — STATE: New York

☑ DESCRIPTION

CONDITION		CHECK ONE	CHECK ONE
_EXCELLENT	XDETERIORATED	_XUNALTERED	XORIGINAL SITE
_GOOD	_RUINS	_ALTERED	_MOVED DATE _____
_FAIR	_UNEXPOSED		

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

Named for its last eighteenth century owner, Ellis Island first came into federal possession in 1800 as the site of gun batteries perviously erected by the State of New York, batteries soon superseded by the Fort Gibson of the War of the 1812 period. When Fort Gibson was dismantled in 1861, a naval magazine was developed on the 3-1/2-acre island, which remained until 1890 when the island was given to the new federal Bureau of Immigration for development as an immigration station for the Port of New York.

Ellis Island has a present area of 27.5 acres, most of it filled land within a federally-owned area of approximately 48 acres, including both filled and submerged lands. There is a complex of some 40 buildings, mostly of brick, stone, and stucco construction and of one to three stories in height, located on two island masses that are separated by a ferry basin. At one time there were three separate island masses, known as Islands Nos. 1, 2, and 3, but No. 2 (ca. 1899-1900), on which the general hospital complex was located, and No. 3 (ca. 1906-07) were joined by fill in the 1920s. The Ellis Island buildings contain more than 500,000 square feet of floor space.

Completed in 1892 the buildings of the first immigration station on Ellis Island were mostly of wood frame construction. After a devastating fire in 1897, Congress determined to rebuild the station with structures having brick, stone, and ironwork superstructures. The new structures on Island No. 1, consisting of the main building (1900), the kitchen and laundry building (1901), and the power house (1901), together with the main hospital building (1901) on Island No. 2, formed the nucleus of the new station complex.

On Island No. 1, which is the original Ellis Island greatly enlarged, is the main building, an impressive structure opened to immigrant processing on December 17, 1900, that subsequently has been much modified and enlarged by the addition of the railroad ticket office to the north and the addition of a third story to each wing. The large central hall on the second floor is the most notable architectural feature on the island, with its widely-heralded Guastavino arch ceiling installed in 1917. This hall also has the maximum historical significance, as it was the place where millions of future Americans were processed for admittance to their new homeland.

Attached to the main building by covered passageways are the much modified kitchen and laundry building and the baggage and dormitory building (1909) to which a third story was added in 1913. Also on Island No. 1 are smaller structures--bakery and carpenter shop (1915), incinerator (first built 1902; second built 1911), and greenhouse (first built 1910; second built 1935).

From the principal group of buildings on Island No. 1 a corridor leads to the ferry house (first built in 1901; second built 1936) at the head of the ferry basin between Islands Nos. 2 and 3. Behind the ferry house is the immigrant building, erected in 1935 on recently-filled land. Corridors lead from these structures to the general hospital complex on Island No. 2 and the contagious hospital complex on Island No. 3. At the head of the filled area between the hospital complexes is a recreation building and shelter constructed in 1936.

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CONTINUATION SHEET ITEM NUMBER 7 PAGE

The Immigration Act of 1924 not only cut immigration sharply by introducing ceilings and national quotas but also provided for the primary examination of prospective immigrants in American consulates in the countries of origin. Ellis Island thus lost the principal function for which it had been established and increasingly became primarily a center for the assembly, detention, and deportation of aliens who had entered the United States illegally or had violated the terms of their admittance. Fewer and fewer new immigrants, all of whom now received their final examination on the ships coming up New York Bay, were sent to Ellis Island because their status in this country was questioned, their papers were not in order, or they required medical attention. The great assemblage of buildings, once overcrowded almost beyond endurance, fell into increasing disuse, and the station, increasingly expensive to operate in view of its reduced functions, was finally closed in 1954.

After a long period of indecision as to its fate, during which it was under the General Services Administration, Ellis Island became a part of Statue of Liberty National Monument in 1965 by presidential proclamation and was placed under the administration of the National Park Service. Since 1954 lack of adequate heat, proper ventilation, and necessary building maintenance, as well as the twin problems of weathering and vandalism, have led to a general deterioration of the structures on the island.

For the List of Classified Structures the buildings are numbered and designated according to the scheme devised in the report entitled, U. S. Department of the Interior, National Park Service, Historic Structure Report, Ellis Island, Statue of Liberty National Monument, New York, by Building Conservation Technology/The Ehrenkrantz Group, January 1980. The list is as follows:

No. 1	Main Building	Island No. 1
No. 2	Connecting Wing	Island No. 1
No. 3	Baggage and Dormitory Building	Island No. 1
No. 4	Kitchen and Laundry Building	Island No. 1
No. 5	Powerhouse	Island No. 1
No. 6	Shed	Island No. 1
No. 7	Shelter	Island No. 1
No. 8	Greenhouse	Island No. 1
No. 9	Incinerator	Island No. 1
No. 10	Bakery and Carpentry Building	Island No. 1
No. 11	Shed	Island No. 1
No. 12	Passageway	Island No. 1
No. 13	Passage	Head of Ferry Basin
No. 14	Ferry Building	Head of Ferry Basin
No. 15	Immigration Building	Head of Ferry Basin
No. 16	Passageway	Island No. 2
No. 17	Laundry	Island No. 2
No. 18	Psychiatric Ward	Island No. 2
No. 19	Hospital #1	Island No. 2

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No. 20	Administration Building	Island No. 2
No. 21	Hospital #2	Island No. 2
No. 22	Recreation Hall	Head of fill between Islands Nos. 2 and 3
No. 23	Shelter	Head of fill between Islands Nos. 2 and 3
No. 24	Powerhouse and Storage	Island No. 3
No. 25	Animal House	Island No. 3
No. 26	Laboratory	Island No. 3
No. 27	Passageway	Island No. 3
No. 28	Contagious Disease Wards 11/12	Island No. 3
No. 29	Contagious Disease Wards 13/14	Island No. 3
No. 30	Contagious Disease Wards 15/16	Island No. 3
No. 31	Contagious Disease Wards 17/18	Island No. 3
No. 32	Nurses Quarters	Island No. 3
No. 33	Kitchen	Island No. 3
No. 34	Contagious Disease Wards 19/20	Island No. 3
No. 35	Contagious Disease Wards 21/22	Island No. 3
No. 36	Contagious Disease Wards 23/24	Island No. 3
No. 37	Contagious Disease Wards 25/26	Island No. 3
No. 38	Contagious Disease Wards 27/28	Island No. 3
No. 39	Contagious Disease Wards 29/30	Island No. 3
No. 40	Contagious Disease Wards 31/32	Island No. 3
No. 41	Staff Headquarters	Island No. 3

The building location key, as prepared by the Building Conservation Technology/ The Ehrenkrantz Group, is attached to this form.

SIGNIFICANCE

PERIOD	AREAS OF SIGNIFICANCE -- CHECK AND JUSTIFY BELOW				
PREHISTORIC	ARCHEOLOGY-PREHISTORIC	COMMUNITY PLANNING	LANDSCAPE ARCHITECTURE	RELIGION	
1400-1499	ARCHEOLOGY-HISTORIC	CONSERVATION	LAW	SCIENCE	
1500-1599	AGRICULTURE	ECONOMICS	LITERATURE	SCULPTURE	
1600-1699	X ARCHITECTURE	EDUCATION	MILITARY	X SOCIAL/HUMANITARIAN	
1700-1799	ART	ENGINEERING	MUSIC	THEATER	
1800-1899	COMMERCE	EXPLORATION/SETTLEMENT	PHILOSOPHY	TRANSPORTATION	
X 1900-	COMMUNICATIONS	INDUSTRY	X POLITICS/GOVERNMENT	OTHER (SPECIFY)	
		INVENTION			

SPECIFIC DATES 1900-1954 BUILDER/ARCHITECT Federal Government Under Private Contract

STATEMENT OF SIGNIFICANCE

Ellis Island, located 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.

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

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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.

9 MAJOR BIBLIOGRAPHICAL REFERENCES

Thomas M. Pitkin, Keepers of the Gate: A History of Ellis Island (New York, 1975).

U. S. Department of the Interior, National Park Service, Historic Structure Report, Ellis Island, Historical Data, Statue of Liberty National Monument, New York/New Jersey, by Harlan D. Unrau, May 1981

10 GEOGRAPHICAL DATA

ACREAGE OF NOMINATED PROPERTY 27.5 acres

UTM REFERENCES

	ZONE	EASTING	NORTHING		ZONE	EASTING	NORTHING
A	18	581360	4510600	B	18	580940	4510220
C	18	581080	4510480	D	18	581080	4511080

VERBAL BOUNDARY DESCRIPTION

Island located in Upper New York Bay off New Jersey shoreline and north of Liberty Island

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE	CODE	COUNTY	CODE
New York	36	New York	061
New Jersey	34	Hudson	017

11 FORM PREPARED BY

NAME / TITLE

Harlan D. Unrau, Historian

ORGANIZATION — DATE

Northeast Team, Denver Service Center — January 15, 1984

STREET & NUMBER — TELEPHONE

755 Parfet Street, P. O. Box 25287 — 303-234-5545

CITY OR TOWN — STATE

Denver — Colorado 80225-0287

12 CERTIFICATION OF NOMINATION

STATE HISTORIC PRESERVATION OFFICER RECOMMENDATION

YES____ NO____ NONE____

STATE HISTORIC PRESERVATION OFFICER SIGNATURE

In compliance with Executive Order 11593, I hereby nominate this property to the National Register, certifying that the State Historic Preservation Officer has been allowed 90 days in which to present the nomination to the State Review Board and to evaluate its significance. The evaluated level of significance is ____National ____State ____Local.

FEDERAL REPRESENTATIVE SIGNATURE

TITLE — DATE

FOR NPS USE ONLY

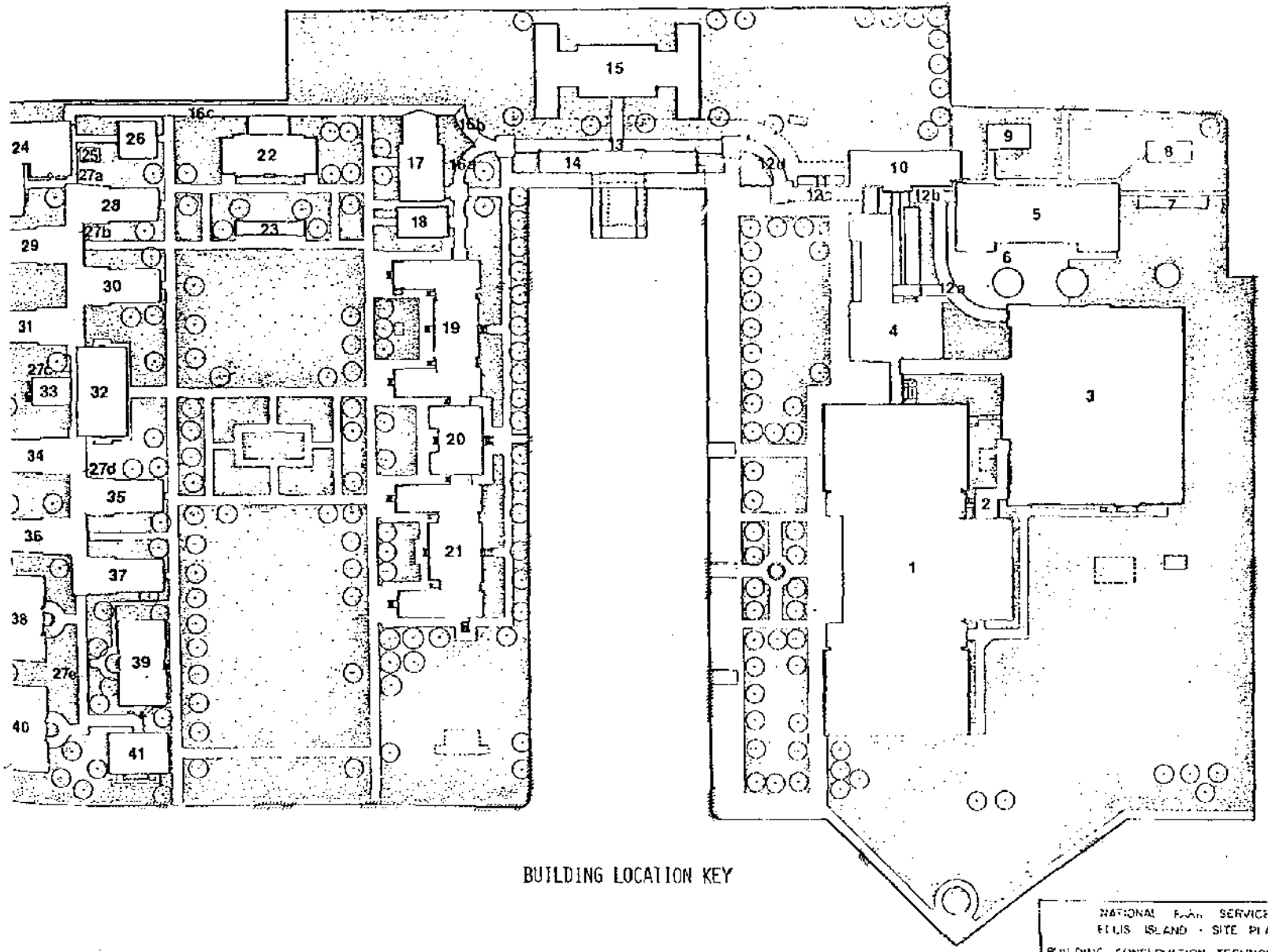
I HEREBY CERTIFY THAT THIS PROPERTY IS INCLUDED IN THE NATIONAL REGISTER

DATE

DIRECTOR, OFFICE OF ARCHEOLOGY AND HISTORIC PRESERVATION

ATTEST: DATE

KEEPER OF THE NATIONAL REGISTER

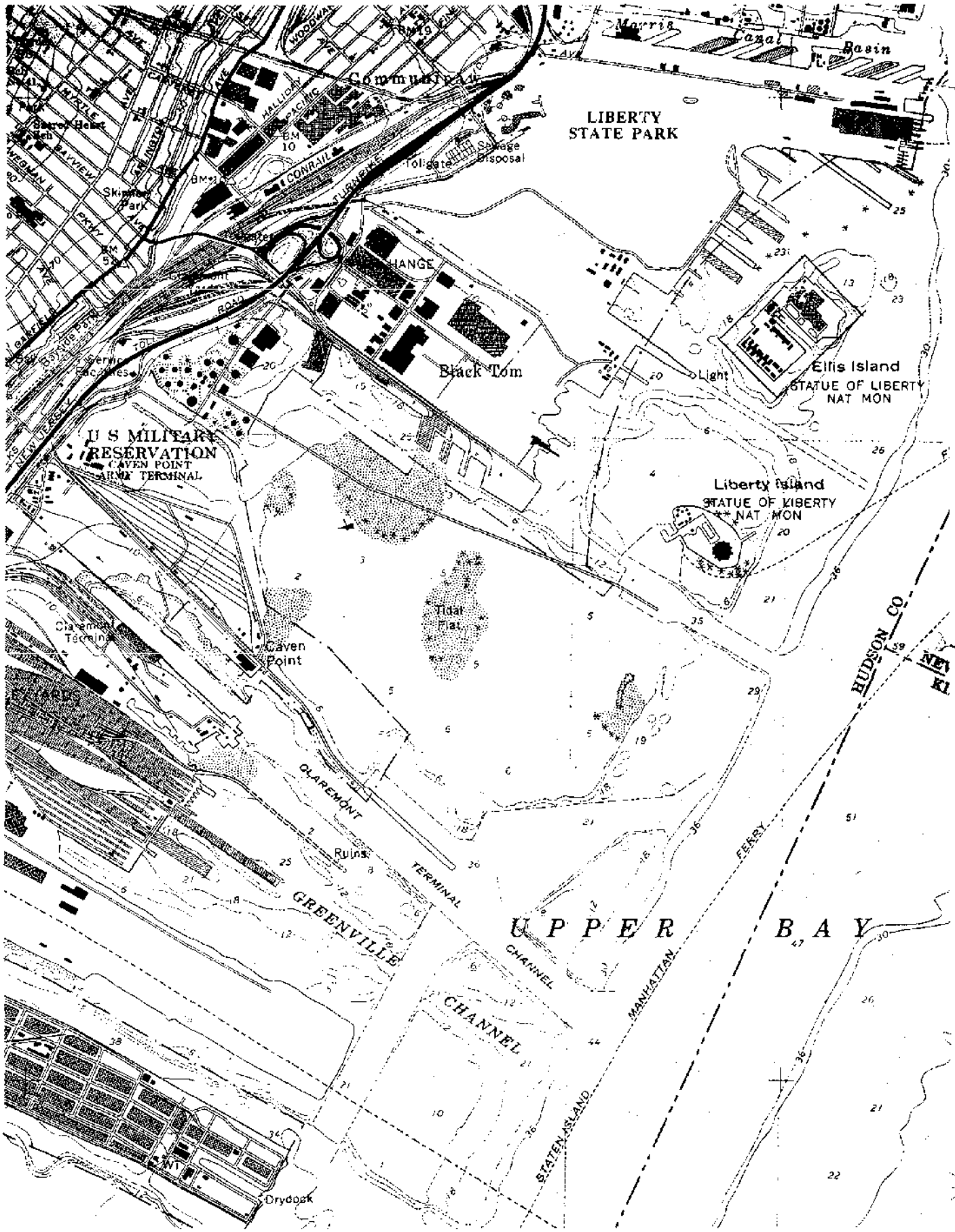


BUILDING LOCATION KEY

NORTH REFERENCE

NATIONAL PARK SERVICE ELLIS ISLAND - SITE PLAN BUILDING CONSERVATION TECHNOLOGY, INC THE EHRENKRANTZ GROUP	DRAWING NO. SHEET 6

1351

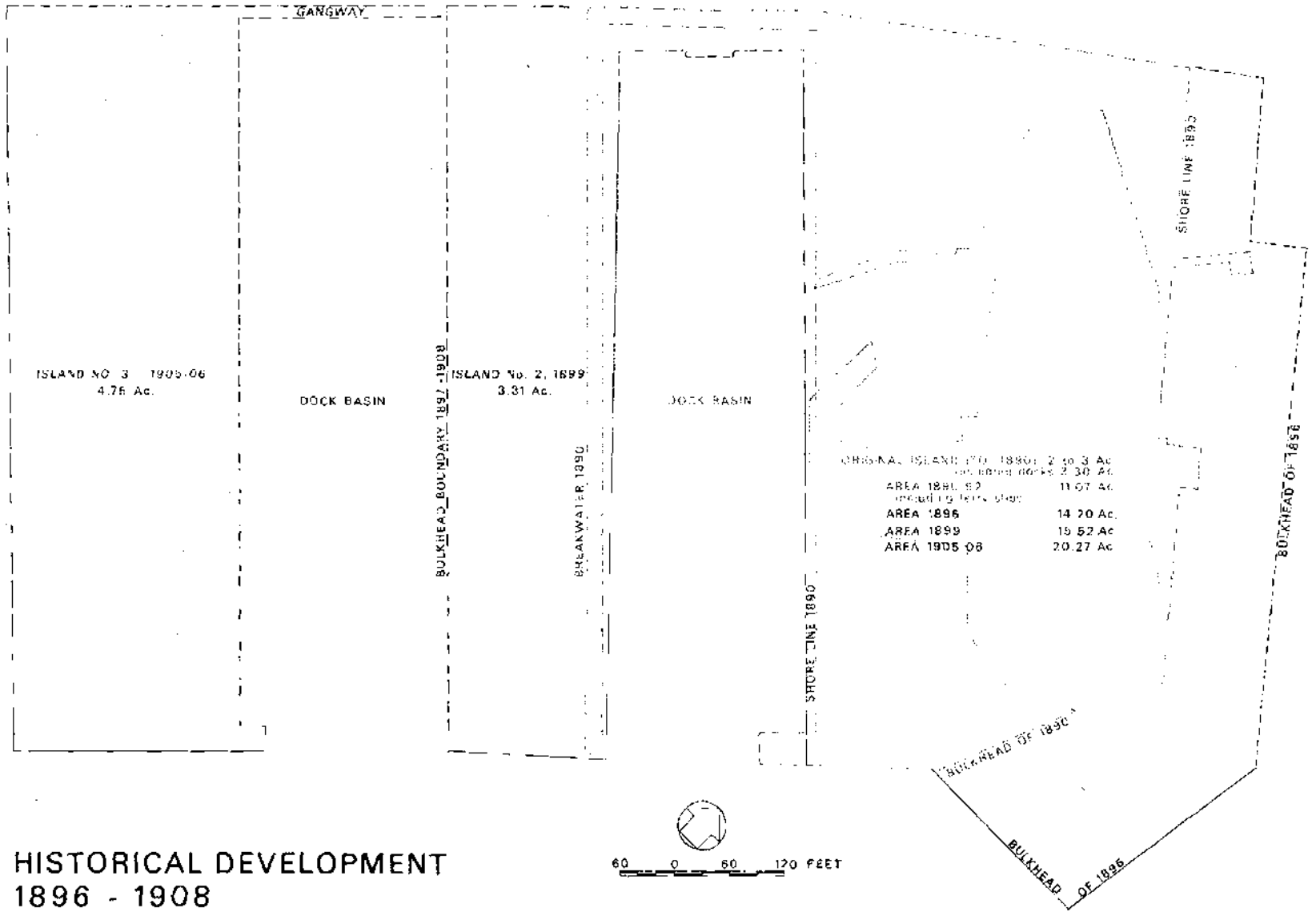

LIBERTY
STATE PARK
Morris Canal Basin
Black Tom
Ellis Island
STATUE OF LIBERTY
NAT MON
U S MILITARY
RESERVATION
CAVEN POINT
ARMY TERMINAL
Liberty Island
STATUE OF LIBERTY
NAT MON
Tidal
Flat
Caven
Point
Claremont
Terminal
CLAREMONT
TERMINAL
Ruins
GREENVILLE
CHANNEL
UPPER BAY
HUDSON CO.
FERRY
MANHATTAN
STATEN ISLAND
Drydock
Light
Toll gate
Sewage
Disposal
CONRAIL
TURNPIKE
Community Park
Skinner
Park
Sacred Heart
Church
BAYVIEW
AVE
BRIDGE
ROAD

LIST OF CLASSIFIED STRUCTURE FIELD INVENTORY REPORT FORMS

The List of Classified Structure Field Inventory Report forms for Ellis Island were prepared as part of the report, U. S. Department of the Interior, National Park Service, Historic Structure Report, Ellis Island, Statue of Liberty National Monument, New York, by Building Conservation Technology/The Ehrenkrantz Group, January 1980. While much of the descriptive and substantive material in the forms remains valid, it is recommended that the forms be updated, revised, and completed by qualified historical architects/architects and structural engineers to reflect current planning and development schemes and directives. Such updating, revision, and completion falls outside the purview of this study, since the task directive provides only for the historical components of a Historic Resource Study as described in NPS-28, Cultural Resources Management Guidelines.

HISTORIC BASE MAP

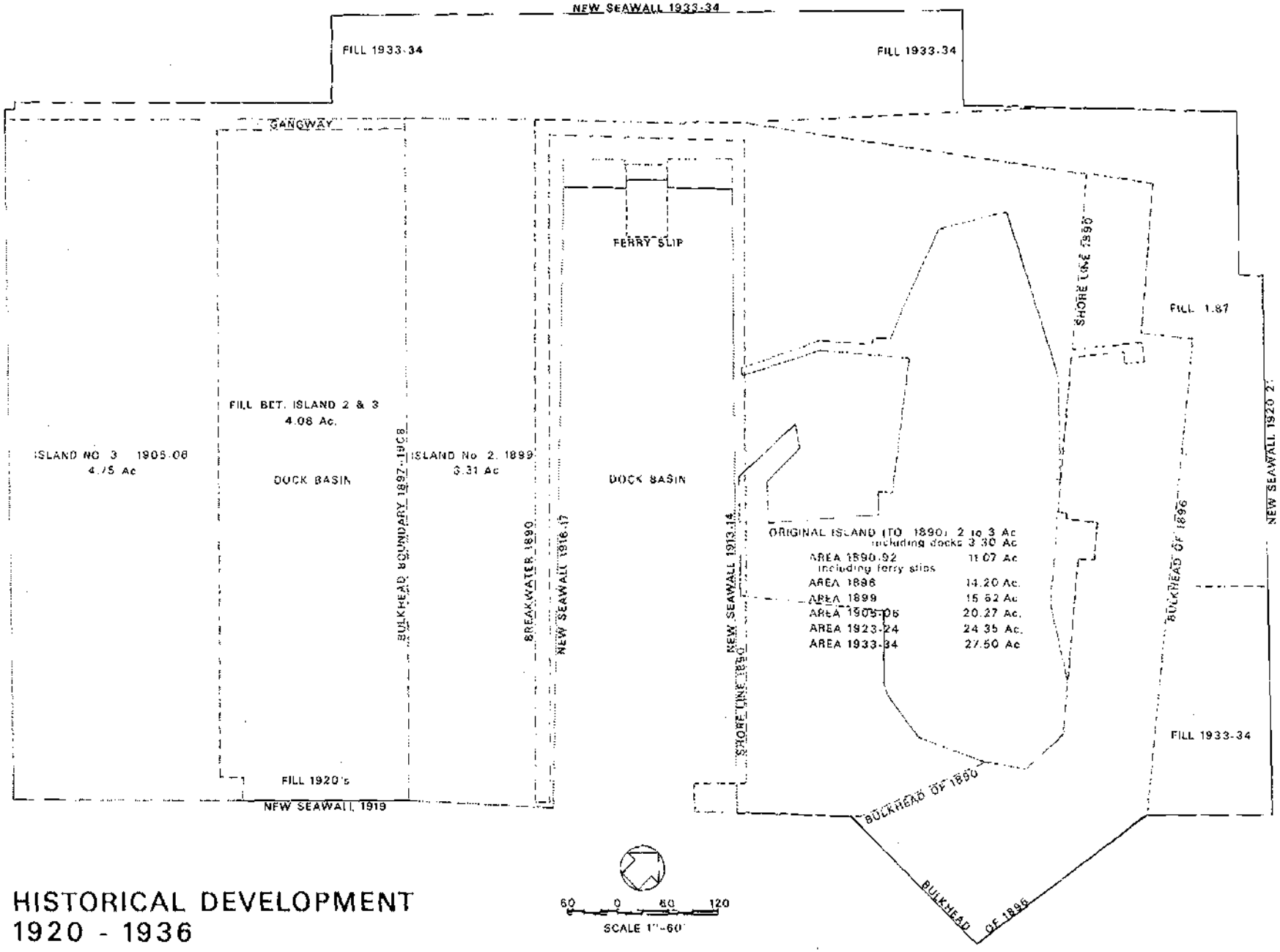
According to "Master Task Directive, Addendum No. 1, Package No. 107, Ellis Island Preservation" (approved November 5, 1982), several maps from existing National Park Service studies were to be used and adapted for the historic base map. Thus, the following four maps (entitled "Historical Development, 1890-1892, Ellis Island;" "Historical Development, 1896-1908, Ellis Island;" "Historical Development, 1920-1936, Ellis Island;" and "Existing Conditions, Ellis Island") were selected for this purpose from the General Management Plan, Statue of Liberty National Monument.



HISTORICAL DEVELOPMENT
1896 - 1908
ELLIS ISLAND
STATUE OF LIBERTY NATIONAL MONUMENT
NEW YORK / NEW JERSEY

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE
356 | 20,020
MARCH 80 | DSC

ON MICROFILM

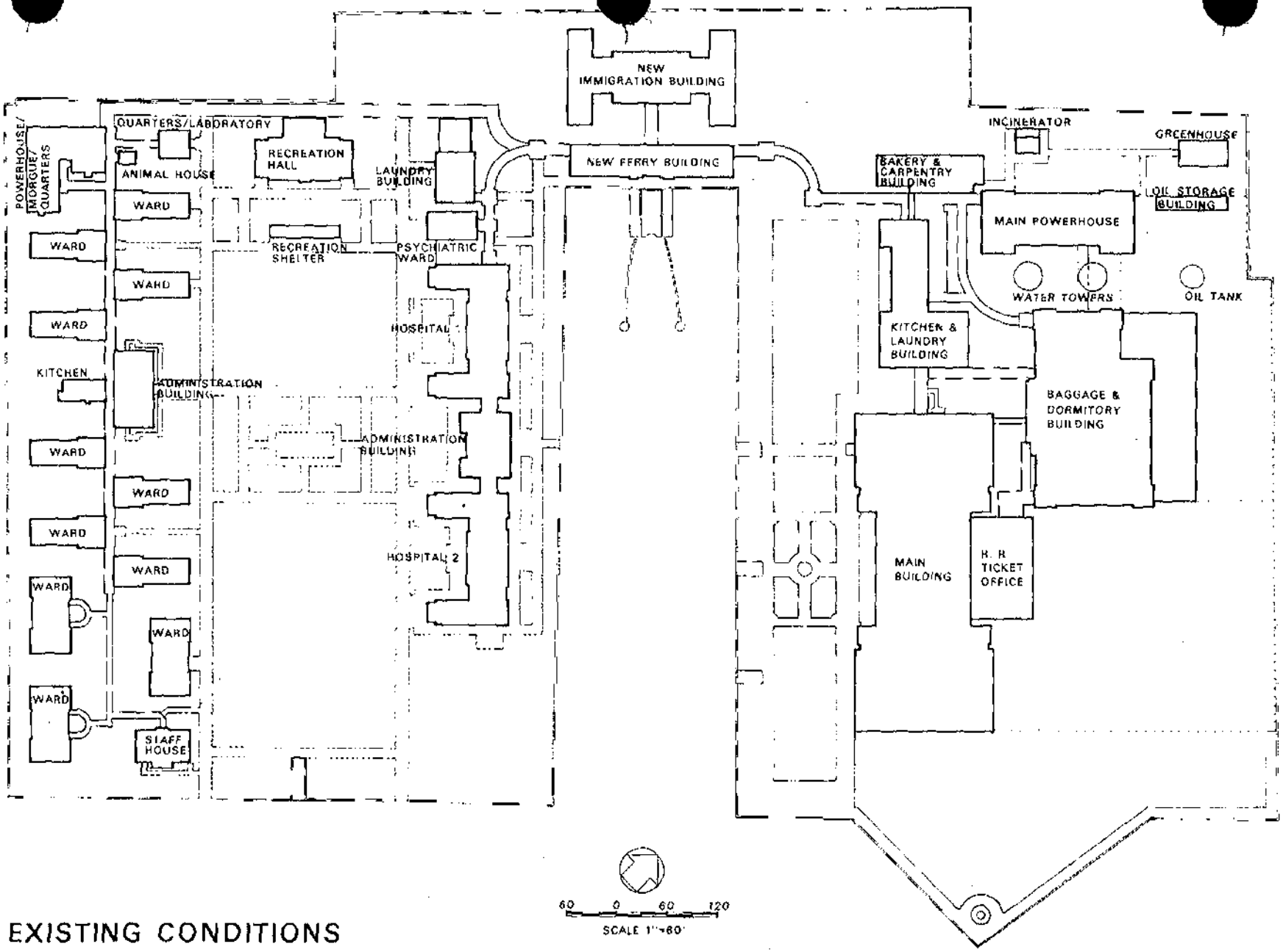


HISTORICAL DEVELOPMENT
1920 - 1936
ELLIS ISLAND
STATUE OF LIBERTY NATIONAL MONUMENT
NEW YORK / NEW JERSEY

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

356 | 20,021
80 | OSC

* U.S. GOVERNMENT PRINTING OFFICE: 1984—776-031/10,025 REGION NO. 8



EXISTING CONDITIONS

ELLIS ISLAND

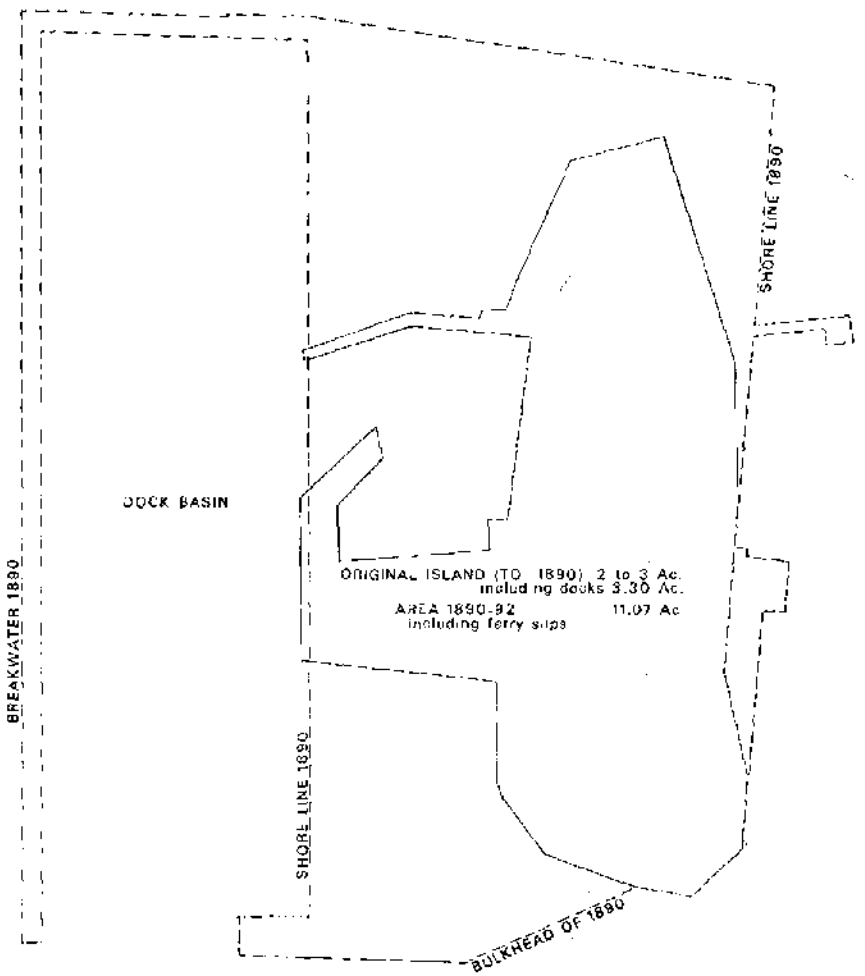
STATUE OF LIBERTY NATIONAL MONUMENT

NEW YORK / NEW JERSEY

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

356 | 20,017
MARCH 80 | DSC

ON MICROFILM



HISTORICAL DEVELOPMENT
1890 - 1892
ELLIS ISLAND
STATUE OF LIBERTY NATIONAL MONUMENT
NEW YORK / NEW JERSEY

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

356 | 20,019
MARCH 80 | OSC

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.

Publication services were provided by the graphic staff of the Denver Service Center. NPS D-31. Volume III of III