

A Master Plan

HALOON, CABIN, AND STOWAWAY ALIKE MUST BE COMPLETELY MANIFESTED.
THEY MUST BE FOR STOWAWAY PASSENGERS.

LIST OR MANIFEST OF ALIEN PASSENGERS FOR THE U. S. IMMIGRATION OFFICER AT PORT OF
 MALOOK, CAMB. AND STRAUBER-ALLEN. MUST BE COMPLETELY MANIFESTED
 THIS REPORT IN FOR STRAUBER-ALLEN.

Secretary of the Treasury of the United States, under Act of Congress approved March 3, 1903, to be delivered to the U. S. Immigration Officer of any vessel having such passengers on board upon arrival at a port in the United States.

RECEIVED APR 14 1903

Arriving at Port of New York

March 3, 1903, to be...
at a port in the United States...
Desiring at least of NEW YORK...
APR 14 1903

LIST OR MANIFEST OF THE PASSENGERS OF THE STEAMSHIP									
Required by the regulations of the Secretary of the Treasury of the United States, Office of any vessel having passengers.									
Sailing from: HATRAS									
No.	Name	Age	Sex	Rank	Profession	City or Town	State	Country	Remarks
1	John P. Thomas	20	M	Passenger		New York	NY	USA	
2	John P. Thomas	20	M	Passenger		New York	NY	USA	
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STL-E-034 c.1
CRBIB #401452
356/136122

A
MASTER PLAN
for
ELLIS ISLAND
New York

Recommended by:

Regional Director, Northeast Region

Assistant Director, Operations

Assistant Director, Cooperative
Activities

Chief, Office of Archeology and
Historic Preservation

Approved by:

Director

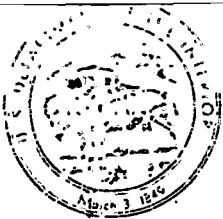
(date)

NATIONAL PARK SERVICE
UNITED STATES DEPARTMENT OF THE INTERIOR

June 1968

PRELIMINARY PLAN
NOT FOR PUBLIC RELEASE

*Checked by Stewart
officer - 10/4/68
app. by [signature]*



United States Department of the Interior

NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

MDSL

AUG 28 1975

Memorandum

To: Regional Director, North Atlantic Region

From: Deputy Director

Subject: Master Plan - Ellis Island

If additional money becomes available in Fiscal 1976, limited operations could begin at Ellis Island. With this in mind and the possibility that funds may be available in subsequent fiscal years for preservation of the historic resource and for development of the park, we believe it is timely to reaffirm the changes agreed to at the time the plan was approved. The central issue was the disposition of the hospital buildings. The need to retain the hospital and other selected structures related to the historic period and setting was recognized. Accordingly, the plan should be amended to indicate buildings that will be retained and that appropriate preservation action (adaptive use, stabilization, restoration, etc.) consistent with our newly approved Management Policies will be taken. In this connection, the land use classification should be revised to reflect that the entire property is on the National Register of Historic Places and, accordingly, all lands are Historic Zone. Other aspects of the plan will remain as previously approved.

When the revisions noted above are completed, the Master Plan should be submitted to the State Historic Preservation Officers and Advisory Council on Historic Preservation for comment in accordance with 36 CFR 800.

Enclosed is a copy of former Acting Assistant Director, Cooperative Activities Joseph's memorandum of November 5, 1968, which notified former Regional Director Garrison of the approval of the plan.

(sgd) Russell E. Dickenson

Enclosure

D18-CPP

NOV 5 - 1962

Aug 12 11/11
BRIGHT 2/10
11/2
Jump 11-5

MP FILE

Memorandum

To: Regional Director, Northeast Region

From: Acting Assistant Director, Cooperative Activities

Subject: Master Plan - Ellis Island

The master plan for Ellis Island received with your memorandum of June 12 was reviewed at formal plan review October 4. It was presented by Team Captain Dave Kimball with the aid and assistance of Superintendent Schmidt. Mr. Garrison was unable to attend this review.

The plan was recommended by Regional Director Lemuel A. Garrison on August 19, Associate Director J.E.N. Jensen, and Associate Director Edward A. Hummel on October 4, and was approved by Director George B. Hartzog on the same date.

The plan was well received by reviewers who indicated their satisfaction with the concept it expresses. The desirability of retaining a number of hospital buildings along the ferry slip was thoroughly discussed. If the costs of exterior rehabilitation and of maintenance are acceptable, consideration may be given to retaining some of these buildings. Their retention will not interfere with the use and development concepts for the area and might contribute to maintenance of the desired atmosphere which is important to the Ellis Island story. Demolition should proceed on other structures recommended in the plan for demolition.

Please forward the following information which was requested by the Director during the plan review to this office.

1. Cost of restoration of the central portion of the main building including utilities as described in the plan.
2. Cost of raising and restoring the superstructure and hull of the sunken ferry which would be used as an exhibit in place.

3. Determine which buildings, located along the ferry slip opposite the main building, could be maintained or stabilized as shells and provide the estimated costs of doing so. All other buildings except the main building and the three buildings recommended for temporary retention for visitor use (Ferry House, New Immigrants Building, New Recreation Building) will be demolished. When the cost data has been received and a decision made regarding the disposition of the structures along the ferry slip, the plan should be presented to the Ellis Island Advisory Commission, after which we will ask the Resource Planning Office to prepare 200 copies of an Itek version of this report. We do not believe a popular version is needed.

(SGD) STANLEY C. JOSEPH

cc:

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PSC-DC

WSC-DC

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CPP Reading File

JStewart:MBIngham:mfk 10/31/68

BASIC FILE RETAINED IN CPP

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BACKGROUND

Ellis Island was declared surplus and transferred to the General Services Administration for disposal in 1954. When no Federal agency expressed interest, and no eligible applicant appeared from State and local agencies or non-profit institutions, GSA offered the island for private sale. Widespread public opposition to such a sale arose, and three attempts to sell the island by sealed bids failed to elicit an acceptable offer. Thereupon, in 1960, GSA suspended its efforts to sell the island in order to let the Department of Health, Education and Welfare try to dispose of it for public health or educational purposes. HEW received and reviewed several applications, and, in March 1961, rejected them.

After the creation of the Subcommittee on Intergovernmental Relations on July 12, 1962, the Senate Committee on Government Operations referred to it five bills introduced in the 83rd Congress to resolve the Ellis Island question. The subcommittee held numerous hearings and carefully studied all of the various proposed uses, seeking the comments of foundations, distinguished citizens and State and local officials. It found that none of the proposed uses had sufficient widespread support or stood out as being more meritorious than the others, and an attempt to promote cooperation among the various sponsors to arrive at joint sponsorship of a multipurpose proposal failed.

Then, in late 1963, the subcommittee asked whether the proposed New Jersey waterfront redevelopment "might enhance the possibilities of using the island for a national park, monument, or recreational purposes." The National Park Service was requested to review this proposal, appointed a study team, and prepared a report recommending that Ellis Island be included in the National Park System. On June 24, 1964, this report was forwarded to the Senate subcommittee, which then recommended that Ellis Island be designated a National Historic Site.

In 1965, by Presidential proclamation, it became a part of the Statue of Liberty National Monument and was placed under the administration of The National Park Service.

PURPOSE

The purpose of Ellis Island as a National Monument is to preserve this prime symbol of the peak period of immigration, recalling the emotional impact of the immigration process upon the immigrant and upon the American people.

OBJECTIVES

To achieve this purpose, the National Park Service will work toward the following objectives:

1. Interpretive Theme: To communicate effectively the story of Ellis Island as the principal immigration station during the peak years of immigration to the United States, emphasizing its emotional impact upon both the immigrant and the American people.
2. Interpretive Method: To base interpretation on use of the main building to symbolically "process" visitors along the route followed by the immigrant, supplementing this method with audiovisual presentations, historic photographs, literature and so forth, as determined by the interpretive prospectus.
3. Historic Preservation: To retain those structures required for effective communication of the park story, for other visitor use or for administration, removing the remainder.
4. Comprehensive Planning: To develop and operate Ellis Island as an integral part of a greater whole including the Statue of Liberty, Castle Clinton and Liberty State Park, so that it complements and is complemented by the total development.
5. Service to Visitors: To provide boat transportation and refreshments through concessionaires, assuring the highest possible standards of service to the public.
6. Special Events: To provide space for and otherwise encourage appropriate anniversary and other ethnic events and cultural demonstrations at Ellis Island.

7. Provision of Facilities: To provide only those facilities needed for visitor access to the island, for effective communication of the park story, for ethnic celebrations and cultural demonstrations, and for visitor enjoyment of the island and its setting.

8. Architectural Theme: To assure that new developments will be sensitive to the historical character of the island and the structures to be preserved, recognizing a sense of visual harmony and unity without attempting to conform the new to the old in scale, style or materials. New structures will not compromise or compete with the nearby Statue of Liberty in height or mass.

9. Scope of Collections: To collect only objects associated directly with Ellis Island and required for effective communication of its story, relying on the collections of the American Museum of Immigration to tell the broader story of immigration.

10. New Knowledge: To encourage research and writing in the field of immigration history by making available the results of National Park Service research, Ellis Island itself, and the library of the American Museum of Immigration.

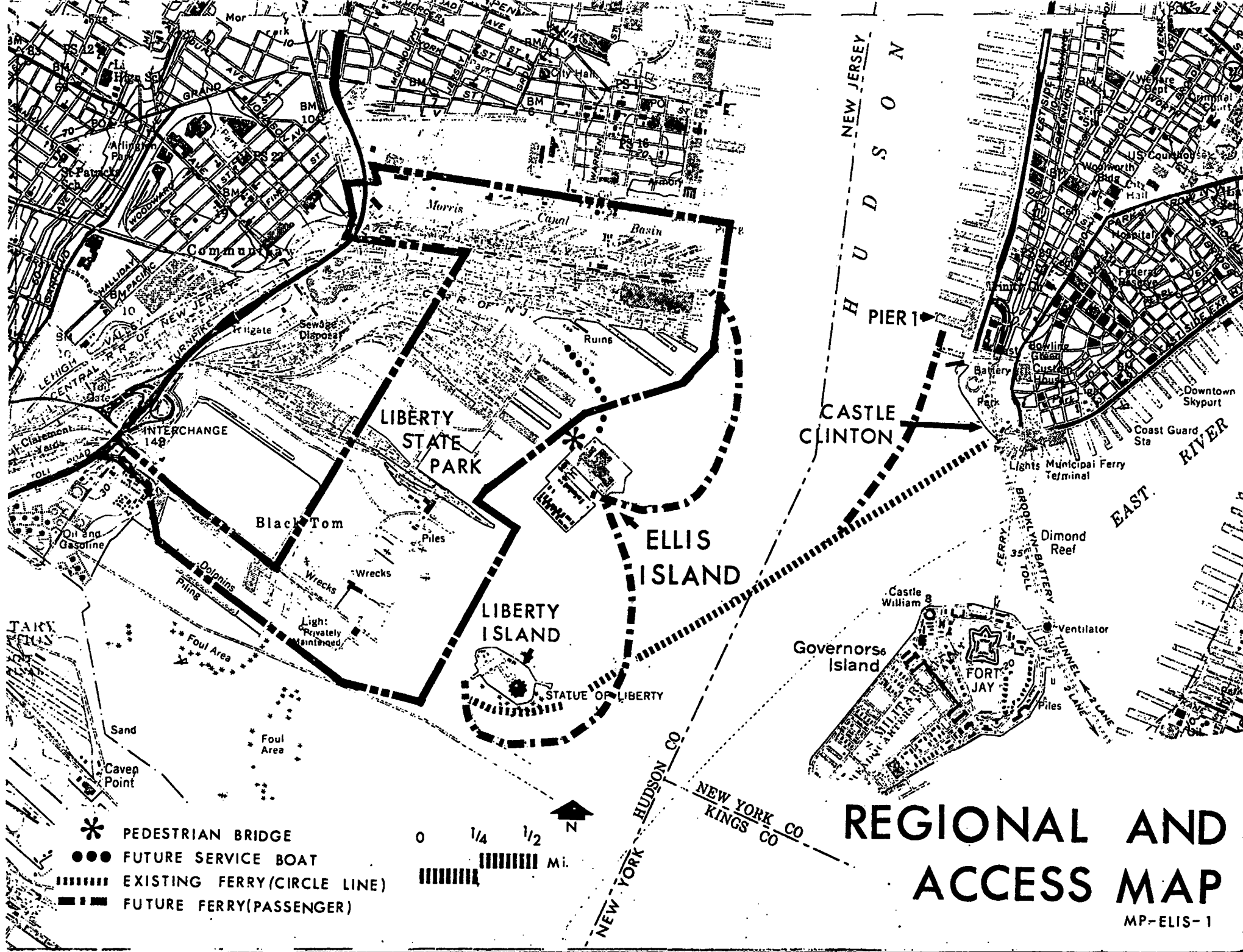
SUMMARY

This plan places Ellis Island in its regional context, stressing the very close spatial, developmental and interpretive relationship among Ellis Island, the Statue of Liberty and Liberty State Park on the Jersey City waterfront. The need for close coordination in planning and development is emphasized. The plan also recognizes the role of Manhattan as a source of visitors, as a transportation base, and as a scenic backdrop for the island.

The development concept proposed rests 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, three units: each with its own function and character but together harmonious and unified, are recognized. The north unit, containing the main immigration building, will communicate the park story. The south unit will serve as an activity area and a center for ethnic observances, old world craft demonstrations and the like. The fill joining these two units will serve as a transition between them.

Access to Ellis Island will 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 transportation 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.

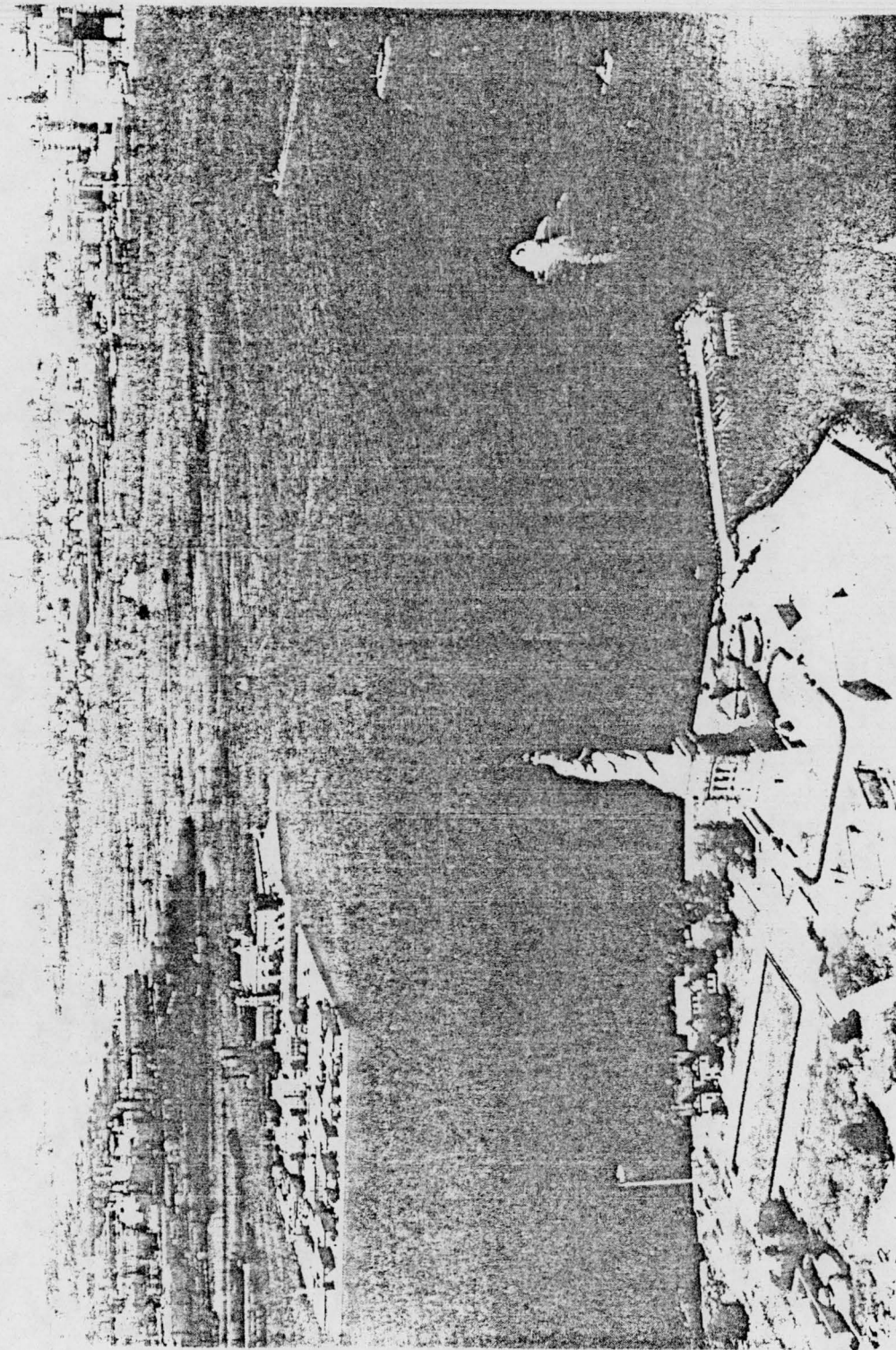


- * PEDESTRIAN BRIDGE
- FUTURE SERVICE BOAT
- ||||| EXISTING FERRY(CIRCLE LINE)
- — — FUTURE FERRY(PASSENGER)

0 1/4 1/2 Mi.

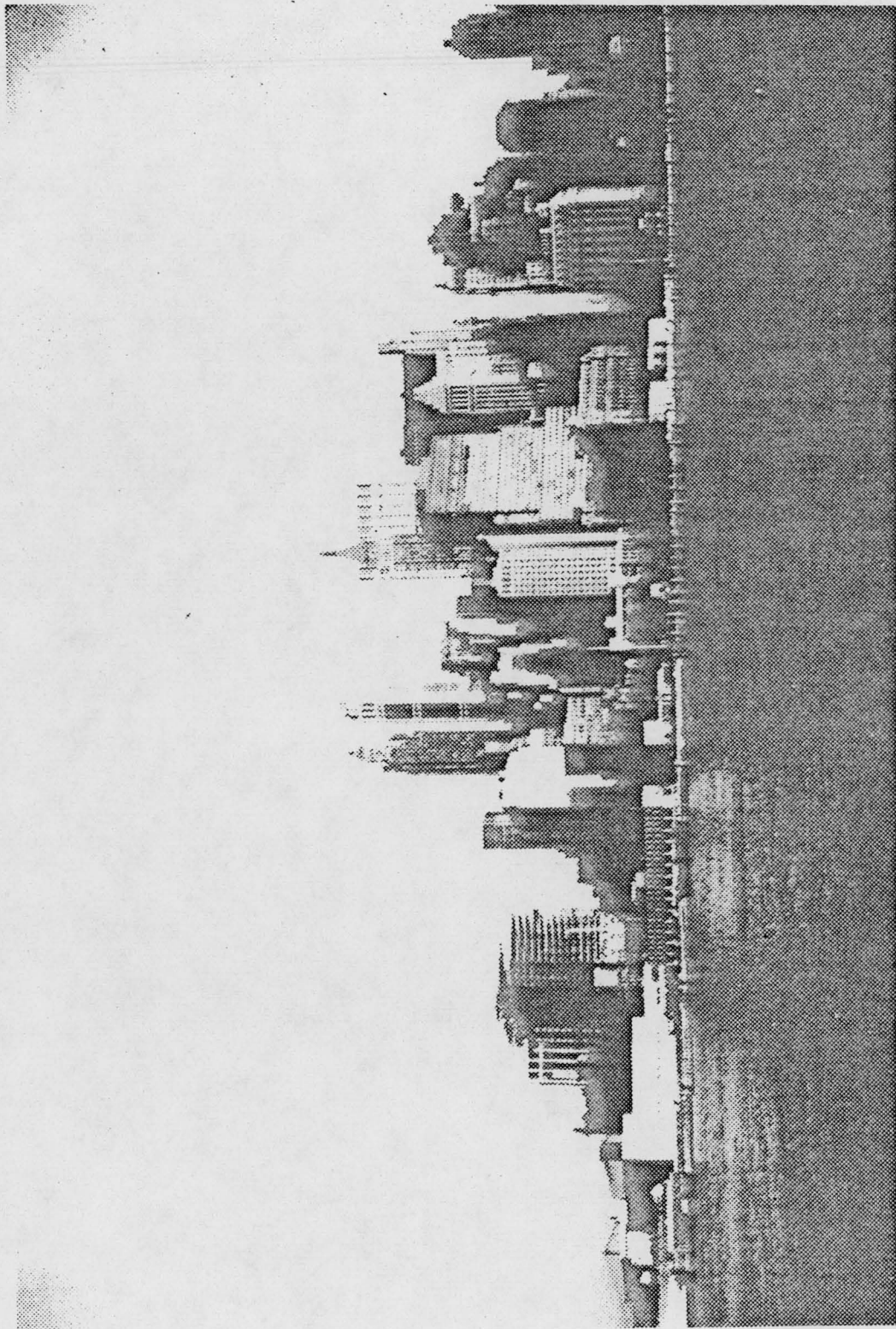
REGIONAL AND ACCESS MAP

MP-ELIS-1



AERIAL VIEW
SECTION OF UPPER BAY

1951



MANHATTAN SKYLINE

1968

REGIONAL CHARACTERISTICS AND ANALYSIS

The geographical relationship among Ellis Island, Liberty Island, downtown Manhattan and the Jersey City waterfront is shown on the Vicinity Map. Ellis Island lies about 1,200 feet from the Jersey City bulk-head line, a little over a mile from the tip of Manhattan, and about half a mile from Liberty Island.

Manhattan is one of the world's great tourist attractions. Its many historical, cultural and recreational features draw visitors by all means of transportation from all over the world. Redevelopment of its waterfront is underway.

The Jersey City waterfront is at present inaccessible, though a heavily traveled section of the New Jersey Turnpike passes just behind it. The segment of waterfront adjacent to Ellis Island, stretching from the Old Morris Canal Basin southwest to Black Tom, is covered with railroad freight yards and wharves, most of them obsolete. New Jersey is in the initial stages of developing this section of waterfront as a State park. Considerable land has been acquired and planning is in its initial stages. This park will provide a much needed recreational area for the northern New Jersey segment of the megalopolis, and will attract many visitors. Jersey City will redevelop the lands adjoining the State park to provide industrial, commercial and residential facilities.

Together with Liberty Island and the waters of Upper New York Bay, downtown Manhattan and the Jersey City waterfront form the effective region for Ellis Island.

Lower Manhattan effects Ellis Island in three ways. A magnet attracting millions of visitors, a focal point of metropolitan New York's transportation network, and a very densely populated area, it is an enormous reservoir of potential visitors. Its waterfront provides a base for boats carrying visitors to the Statue of Liberty and, potentially, to Ellis Island as well. Finally, its skyline offers a striking view from several points on Ellis Island.

The Jersey City waterfront also effects the park in several ways. First, it is the backdrop for Ellis Island, and, as such, a very important part of the island's setting. Second, once Liberty Park is developed, access from the New Jersey shore to Ellis Island will

be practical. Motorists traveling the New Jersey Turnpike and residents of the North Jersey area could then get to Ellis Island without going into Manhattan. Third, Liberty Park will provide facilities such as a marina, restaurants, playfields, and picnic areas which will complement developments proposed for Ellis Island.

Ellis Island is also very closely interrelated with Liberty Island. The Statue of Liberty was the symbol of America, and the first sight of immigrants entering New York. The broad story of immigration, in which Ellis Island played so significant a role, is presented in the American Museum of Immigration at the base of the Statue of Liberty. The two islands together form Statue of Liberty National Monument, and any action effecting one will almost surely effect the other.

Castle Clinton National Monument is closely related to Ellis Island interpretively, for it, too, was once an immigration station. Moreover, Castle Clinton is near Pier I, which will be the base for boat transportation to the Statue of Liberty. The other units of the New York City group have little effect on Ellis Island.

RESOURCE EVALUATION

Ellis Island is significant as having been for many years, during the height of immigration, the principal immigration station in the United States. It was the point at which some 12,000,000 prospective American citizens entered the new land that they had chosen as their own. At the same time it was the storm center of the protracted debate over national immigration policy and the proving ground for new legislation in the field. For a generation and more, a broad aspect of American political as well as social history came to a sharp focus here. The American Museum of Immigration, now nearing completion on nearby Liberty Island, will tell the general story of immigration. At Ellis Island the most dramatic phase of this movement can be interpreted on the site most intimately associated with it.

RESOURCE DESCRIPTION

History

Ellis Island comes under Historic Site Survey Theme XXII, "Social and Humanitarian Movements." It can also be properly considered under theme XXI, "Political and Military Affairs, 1865-1912."

This tiny islet, originally less than three acres in area and one of the least of the islands in New York Bay, was for many years distinguished only for its position in the midst of rich oyster beds, and was often referred to as "Oyster Island." It was occasionally the scene of the public hanging of a pirate and was also known as "Gibbet Island." The name "Ellis Island" finally became attached to it from that of the only known 18th century owner.

The island played no known part in the American Revolution, but with the alarms that came with the European wars following the French Revolution it was fortified, along with other islands in the bay. Fort Gibson (later Battery Gibson) on Ellis Island was an open barbette battery of 12 guns. Its fire was planned to converge on the ship channel with that from the larger Fort Wood on Bedloe's Island and that from the formidable Castle Williams on Governor's Island. It was garrisoned during the War of 1812 but, like its neighboring forts, saw no action.

For a time the Army maintained a recruit depot on the island, but by 1835 the Navy had been granted permission to use it as a powder magazine. The Army twice thereafter repaired and modernized the fort, but the Navy clung stubbornly to its right to store powder and shells there. After the Civil War the Army withdrew entirely from the little island.

The presence of large stocks of munitions in the crowded harbor brought recurring alarms, but no action was taken until 1890 when the Federal government, having assumed responsibility for the reception of immigrants at the Port of New York, was seeking a place for an immigration station. An isolated site was wanted, and vehement objection was raised to the use of either Bedloe's or Governor's Island. In this situation, with the Navy's powder magazine increasingly regarded as an undesirable tenant, it was decided to place the new station on Ellis Island in place of the munitions depot.

The first immigration station on Ellis Island, hastily built of wood but incorporating some of the old masonry construction, was opened on January 1, 1892. Many immigrants were received there, but the prolonged depression that followed the panic of 1893 cut the flow of immigration sharply during most of its period of service. In the summer of 1897 the station caught fire one night, "and in one hour's time scarcely a vestige was left of these pine buildings."

Immigrants in detention on the island were hastily evacuated and there was no loss of life, but the immigration records accumulated by the State and Federal governments at the port of New York since 1855 were destroyed. Plans were made at once to rebuild the station in fireproof construction. Meanwhile, the immigrants were received in cramped quarters at the Barge Office on the Battery.

The second immigration station at Ellis Island was built of brick, with limestone trim. The original island, already somewhat enlarged, was further extended to accommodate it, and the hospital was placed on a separate new island connected with it by a causeway. The main immigration building, where immigrants were examined to determine their right to land, was approximately on the site of the former wooden structure, near the center of the island. Near it were a kitchen and laundry building and a power house. At the head of the slip between the two islands was the ferry house.

The station was opened on December 17, 1900, before all the buildings had been completed. Prosperity had revived, and with it the flow of immigrants. The crowding at the Barge Office had become intolerable. The new station had been designed when immigration was at its lowest ebb. Officials were convinced that it would remain low, because of restrictive legislation passed in 1891 and 1893. A maximum figure of 500,000 alien arrivals a year was visualized. Within a relatively short time, however, Ellis Island was receiving nearly 1,000,000 newcomers a year and the new station, in its turn, was almost overwhelmed. In spite of constant improvisation, some long-range planning, and a large amount of new construction, the station was never quite adequate to the need of receiving, examining, sorting-out, and admitting, detaining, or excluding the vast numbers of immigrants that came.

Corruption and brutality, which had flourished at the Barge Office, were at first flagrant at the new station on Ellis Island. President Theodore Roosevelt, shortly after he took office, set out to reform its administration. As Commissioner of Immigration at the Port of New York, he appointed William Williams, a fearless and incorruptible

young New York lawyer. From April 1902, when Williams first assumed office, until the outbreak of general war in Europe in August 1914 cut the tide of immigration abruptly to a mere trickle, Ellis Island was probably administered as honestly, as efficiently, and with as much consideration for the immigrants as its overwhelming problems and the frailty of human nature would permit.

The island's reputation, already sinister, on the whole nevertheless grew worse. Immigration legislation, forged in heated debate, became steadily more restrictive. Ellis Island, where three-quarters of the immigrants landed, was the prime point of enforcement. Nativist groups, increasingly vocal, viewed it with alarm as a sort of open sewer through which the offscourings of Europe were flowing in to the ultimate destruction of the nation. The immigrant press, on the other hand, saw it as a place of inquisition and a sort of Bastille, in which aspiring newcomers, eager to make their contribution to American life, were humiliated, abused, and often incarcerated. Sensitive to every detention and exclusion within its various national and racial groups, it assailed the administration of what it called "The Isle of Tears," charging it with brutality, cruelty, and even murder.

The New York metropolitan press, though more restrained, was also often critical. Ellis Island, where 5,000 immigrants frequently landed in a day, was an unlimited source of human interest stories. Reporters were often tempted to choose those involving some pathetic case of exclusion or the knavery of a minor official. Shipping firms and railroads, which found the immigrant traffic highly profitable, were critical of any regulation of it. Ethnic societies, represented at Ellis Island, were numerous and sometimes influential. Their efforts were often devoted mainly to preventing the exclusion of members of their respective groups. Complaints resounded in the halls of Congress and investigators in steady succession descended upon the crowded little island. Little was heard by way of appreciation from the 80 per cent of alien newcomers who passed through Ellis Island easily and quickly on their day of arrival and became absorbed in the stream of American life.

After the war immigration revived and, for a time, conditions at Ellis Island were physically at their worst. The trained staff developed under Commissioner Williams and other able administrators had been largely dispersed. The buildings, occupied by the Army and the Navy during the war, had been abused and neglected. Many postwar immigrants were practically refugees and without funds, and were necessarily detained in the crowded quarters. Congress,

stung by floods of criticism at home and abroad, grudgingly voted funds for basic improvements to the existing buildings. The Law of 1924 not only cut immigration sharply but also called for the examination of prospective immigrants at American consulates overseas. Ellis Island thus lost the principle function for which it had been established. It became primarily a center for the assembly 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 inspection on the ships coming up the bay, were sent to Ellis Island because their papers were not in order or because they needed medical treatment. The great assemblage of buildings, once 'overcrowded' sometimes almost beyond endurance, came to be half-empty. The station, increasingly expensive to operate in the light of its reduced functions, was finally closed in 1954.

After a long period of indecision as to its fate, during which a great variety of plans were presented, interest in Ellis Island because of its associations with the great drama of immigration grew. In 1965, by Presidential proclamation, it became a part of Statue of Liberty National Monument and was placed under the administration of the National Park Service.

Buildings and Grounds

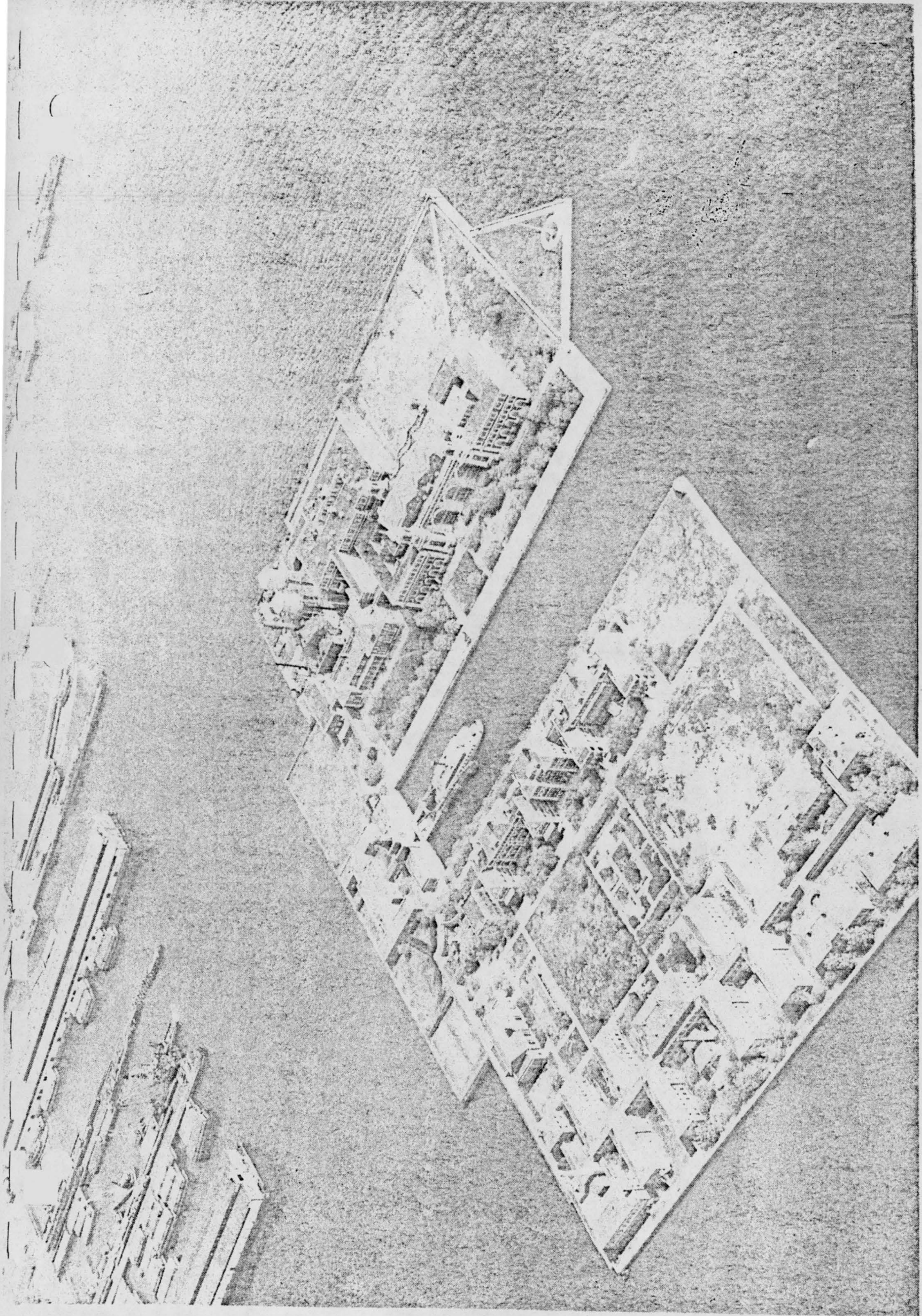
Ellis Island has a present area of 27.5 acres, most of it filled land within a Federally-owned area of approximately 48 acres, including both filled and submerged lands. There were at one time three separate islands, but Island No. Two, completed in 1899 to house the hospital, and Island No. Three, built in 1906 for an additional contagious disease hospital, were joined by fill in the 1920s. There are more than 20 brick and stucco structures in the hospital area, with open space between the two groups. These buildings have all deteriorated considerably in recent years.

On Island No. One, which is the original Ellis Island greatly enlarged, is the main immigration building, an impressive structure completed in 1900 but much modified in later years and enlarged by the addition of a third story to each wing. The great examination hall on the second floor is the most notable architectural feature on the island, with its handsome terra-cotta ceiling added in 1917. This hall also has the maximum historical interest, as it was the place where millions of future Americans were admitted to their new homeland. Attached to the main building by passageways are the kitchen and laundry building, part of the original group but also much modified; and the baggage and dormitory building built

in 1908 with a third story added in 1913. Also on Island No. One are smaller structures, including a power house, a bakery and carpenter shop, crematory, and greenhouse.

From the main group of buildings on Island No. One a corridor leads to the ferry house, at the head of the slip between Islands No. One and Two. Behind the ferry house, which was rebuilt in 1935, is another immigrant building erected at the same time on recently filled land. Corridors lead from these buildings to the connected hospital structures on Islands Nos. Two and Three. At the head of the filled area between these islands is a recreation hall also built in 1935.

All the buildings have been without heat for a number of years and are rapidly becoming ruinous. They have also been subjected to considerable vandalism. The open spaces of the island, extensively landscaped in the late 1930s, have been untended, and are rapidly approaching jungle conditions. The seawall surrounding the island, substantially constructed at intervals between 1913 and 1934, is generally in good condition. Some superficial disintegration is apparent, particularly along the ferry slip.

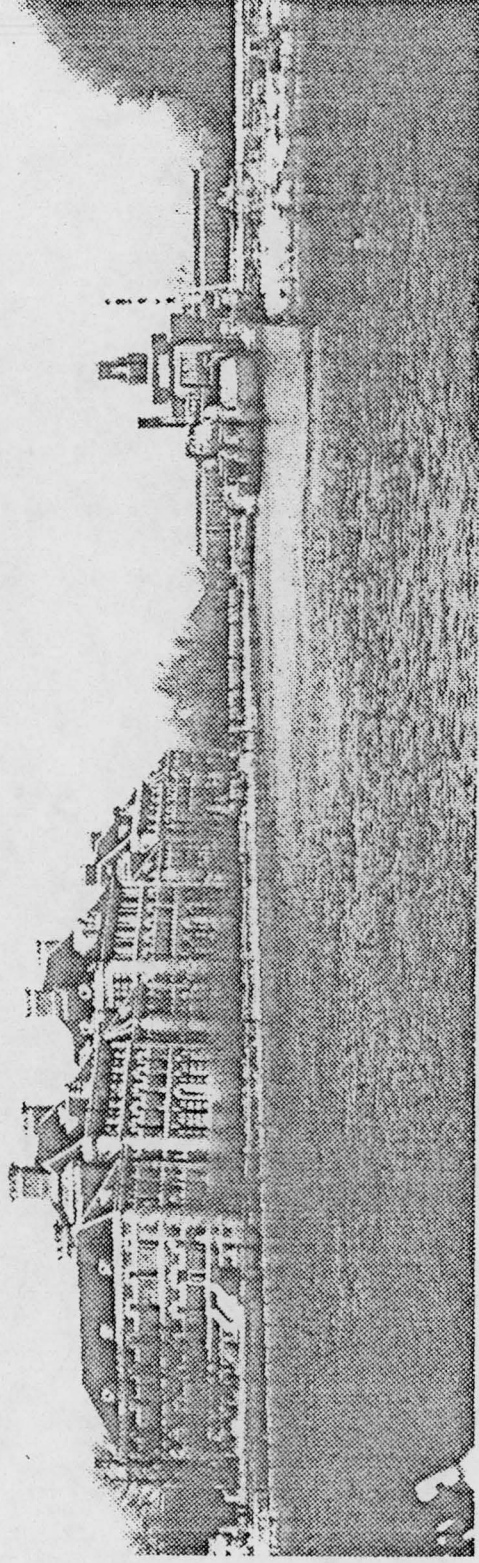
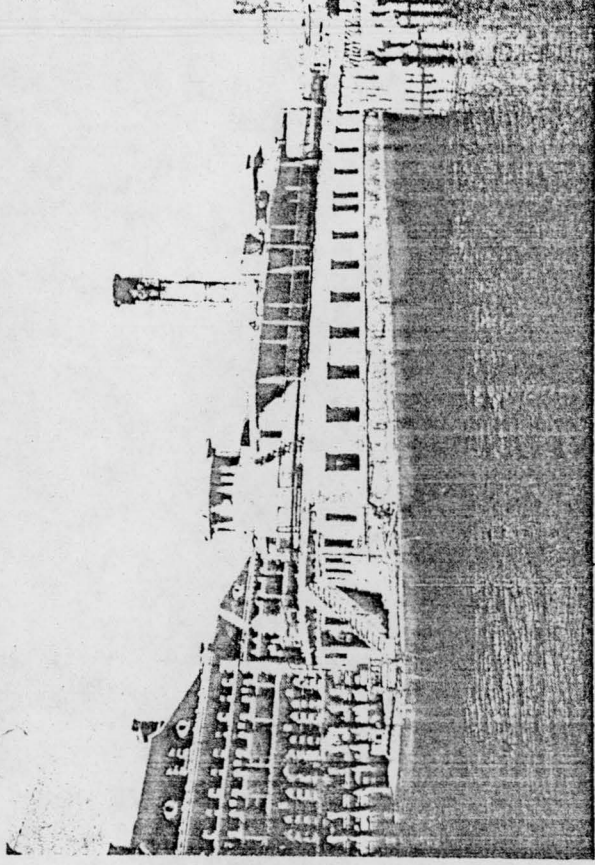


AERIAL VIEW ELLIS ISLAND

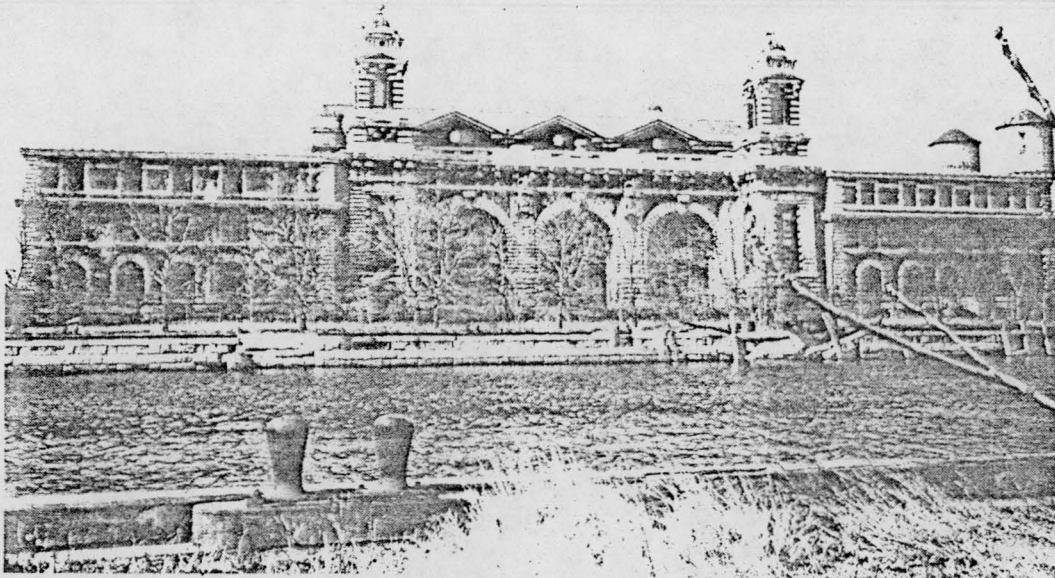
1959

FERRY BOAT "ELLIS ISLAND"

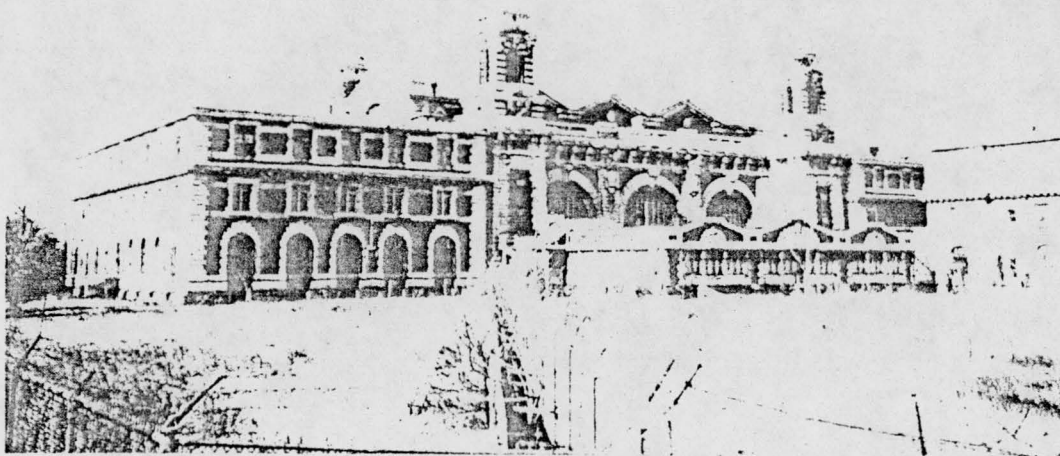
1968



FERRY SLIP AND HOSPITAL COMPLEX

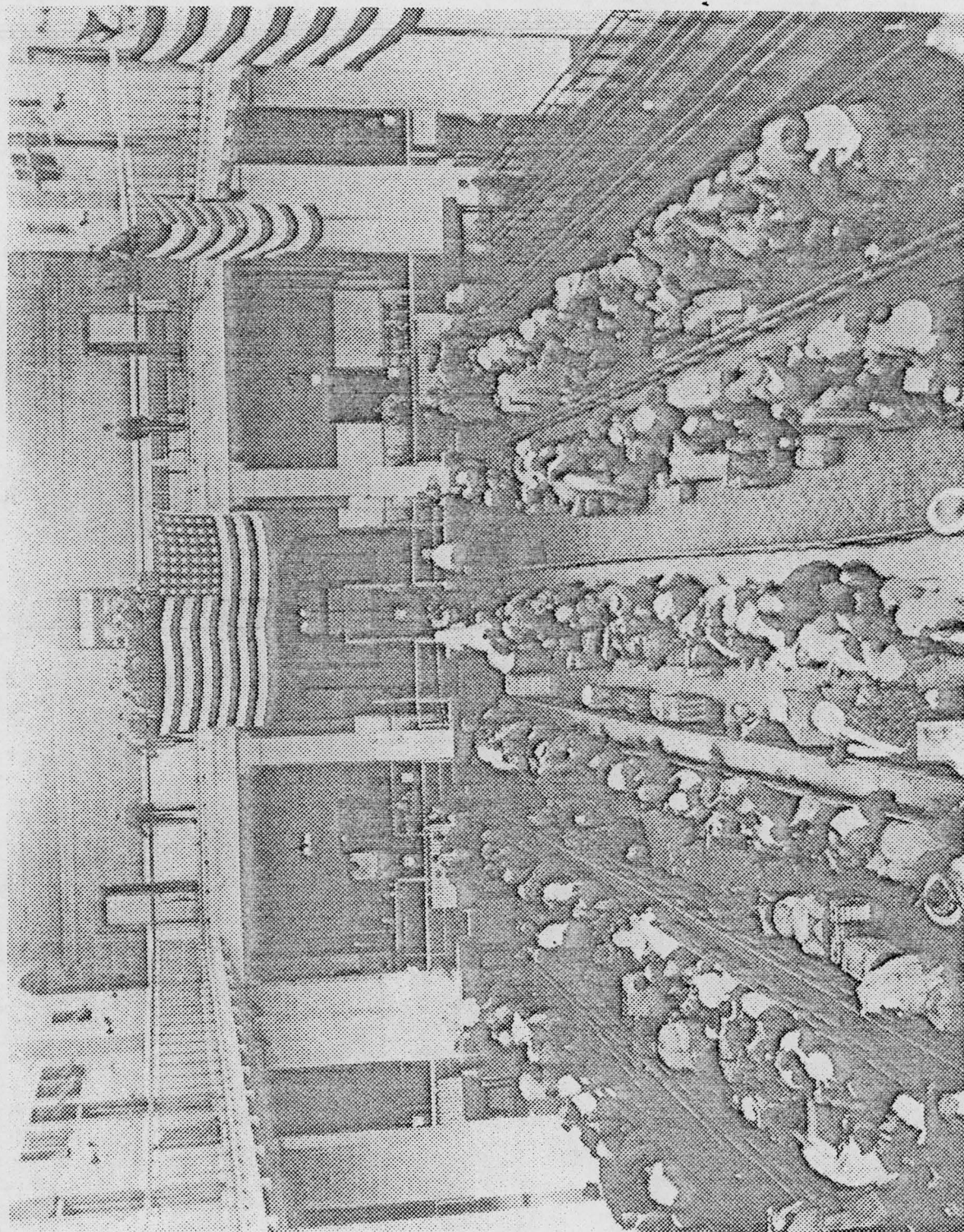


WEST ELEVATION 1968



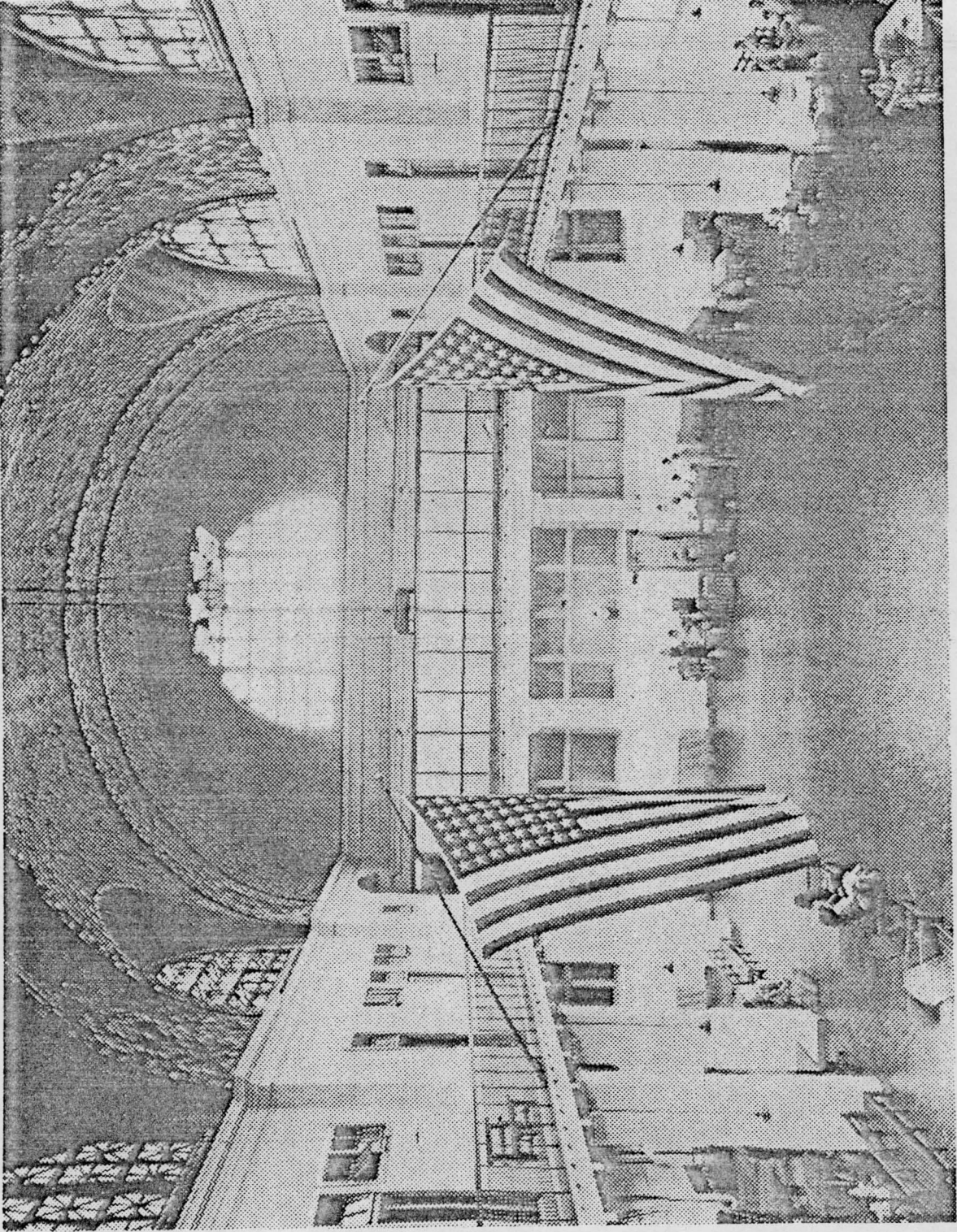
EAST ELEVATION 1968

MAIN BUILDING - EXTERIOR



MAIN BUILDING - EXAMINATION ROOM

1918



MAIN BUILDING - EXAMINATION ROOM

FACTORS AFFECTING RESOURCES AND THEIR USE

Legal Factors

On May 11, 1965, President Johnson, acting under the authority of the Antiquities Act of 1906, issued Proclamation 3656, adding Ellis Island to the Statue of Liberty National Monument. This proclamation provided that no funds appropriated to the Department of the Interior for the administration of the National Monument would be expended upon the development of Ellis Island unless provided otherwise by act of Congress.

Public Law 89-192, approved August 17, 1965, authorized appropriation of not more than \$6,000,000 for development of Ellis Island, of which not more than \$3,000,000 shall be appropriated during the five years following passage of the Act.

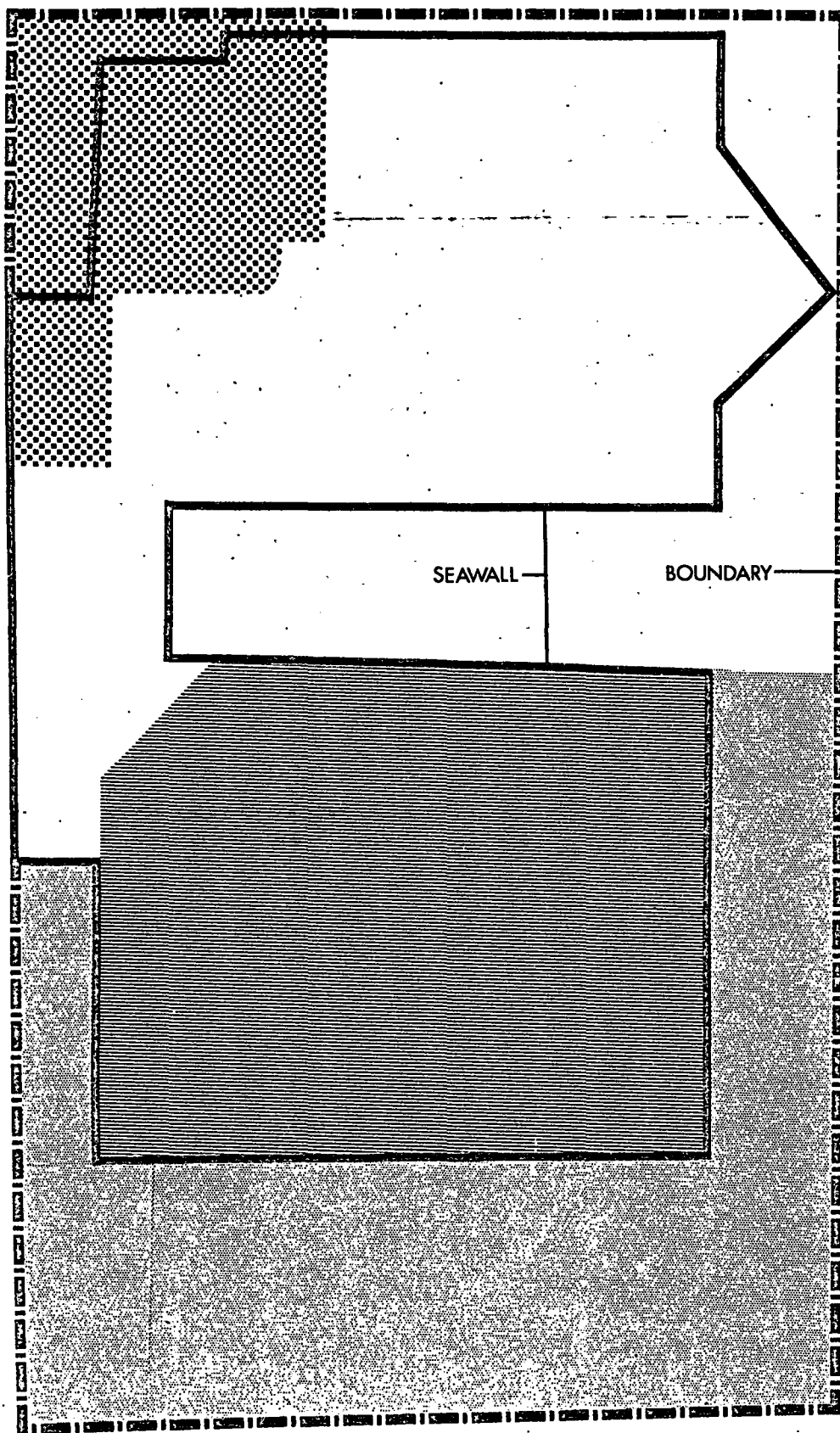
Jurisdiction

The complex jurisdictional questions involving Ellis Island are set forth in opinion No. 143, Office of General Counsel, General Services Administration, February 11, 1963. In essence, this opinion states that:

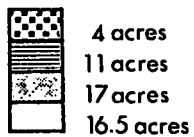
1. The United States has exclusive jurisdiction over the +3 acres of the original island.
2. The United States has proprietary jurisdiction over the remaining lands within the boundary.
3. The +3 acres of the original island are within the State of New York. The remainder of the island, the adjacent submerged lands, and the surrounding waters are part of the State of New Jersey and under her sovereignty, subject to exclusive jurisdiction thereover for police purposes which was granted to the State of New York.

Land Status

Ellis Island contains 27.5 acres of land and an additional 20.5 acres of submerged land, all in Federal ownership.



CLASS I: High Density Recreation
 CLASS II: General Outdoor Recreation
 CLASS III: Natural Environment
 CLASS VI: Historic & Cultural



Not to Scale

LAND CLASSIFICATION PLAN

MP-ELIS-4

THE PLAN

OPTIMUM VISITOR CAPACITY

Optimum carrying capacity of the facilities recommended in this plan is at least 20,000 people per day assuming a ten hour operating day. If evening programs are developed using these same facilities, optimum carrying capacity will increase to 30,000 per day. Actual use will be determined by access. While boats from Manhattan provide the only access to the island, use will be only at most 15,000 people per day--the present capacity of the Statue of Liberty boats. Once Liberty State Park is developed, use can be increased somewhat by running shuttle boats between the park and Ellis Island. If demand warrants, use can be still further increased by providing a monorail or a footbridge between Liberty Park and Ellis Island.

ACCESS AND CIRCULATION

Until Liberty State Park is developed, boat service from Manhattan is the only feasible way of getting visitors to Ellis Island, and such service will be necessary even when the State park is fully developed. A satisfactory concessioner boat service already carries visitors from Manhattan to Liberty Island. This service should be continued, and an additional shuttle service between Liberty and Ellis Islands provided.

Development of Liberty State Park is five or ten years in the future. When it is sufficiently advanced, a shuttle boat service between the park and Ellis Island should be provided. The State of New Jersey plans to retain the historic ferry terminal it recently bought from the Central Railroad of New Jersey, and to base a ferry service to Sandy Hook State Park there. Immigrants headed for New Jersey and points west were barged from Ellis Island to this terminal to board their trains, so it is a particularly appropriate mainland base for shuttle service to Ellis Island.

Ellis Island became an immigration station because it was an island. Its insular quality is thus historically significant. Moreover, this quality lends Ellis Island that intangible but important element which distinguishes all islands from equivalent mainland areas. The New Jersey shore is close enough to permit a causeway or similar physical connection to be built. This would greatly facilitate access. It would also destroy the insular character of the island. If, after further study and experimentation with a Liberty Park-Ellis Island shuttle boat, better access from New Jersey is necessary, a monorail (or similar transportation system) or a footbridge running from the

State Park to the island should be considered. A monorail connection would not greatly impair Ellis Island's insular quality; a light and well designed footbridge would impair the same quality only slightly more.

This program will require, in the short range, rehabilitation of the Ellis Island ferry slip, negotiation of a shuttle boat operation concession contract, and perhaps additional docking space at Liberty Island. Long range requirements include a cooperative agreement or lease between the State of New Jersey and the National Park Service covering use of the Central Railroad ferry terminal, a Park Service contact station within Liberty State Park and provision of visitor parking by the State within Liberty Park; implementation of a Liberty Park-Ellis Island shuttle service; and careful study of a monorail or footbridge connection.

DISPOSITION OF STRUCTURES

The main building will be retained as central to the immigrant experience at Ellis Island. All aliens brought to the island passed through it in the examination process and, in the great hall on the second floor, some 80 per cent of them were at once admitted to the United States. The building is of monumental design, the most imposing and also the most affective of the entire group. Its retention intact is regarded as essential to interpretation of the immigrant experience.

The relatively small group of buildings erected in 1934-35, including the ferry house and the immigrant building to the rear of it, together with the recreation hall at the head of the fill between Islands Two and Three, will be retained for temporary use. These buildings are not associated with the period of mass immigration through Ellis Island, they possess no particular architectural quality and are not compatible with the structures intended for preservation. They are, however, sound and well constructed. They offer large covered spaces and will undoubtedly prove useful in many ways during the period of transition to ultimate island development, after which they will be removed.

The ferry boat Ellis Island, built for the Immigration Service in 1904 and in continuous service until the immigration station was closed in 1954, is to be rehabilitated and retained as a highly interesting exhibit-in-place. Perhaps 40 per cent of all immigrants admitted at Ellis Island rode this boat to New York City on their first adventure as resident aliens and prospective citizens of the United States.

The covered passages linking the main building with the hospital and contagious disease complex have promise as a unifying landscape feature. If they can be worked into an effective design, they may be retained.

This plan recommends that all other structures on the island be demolished, since, while all of them are associated with the story of immigration and some are of compatible design, they are not of sufficient interpretive value to justify the costs of retaining them. It should be noted that several members of the planning team felt strongly that the hospital buildings along the ferry slip and the kitchen and laundry building should be retained in the interest of architectural and historical continuity and to present to the visitor arriving at the ferry slip the same scene that the immigrant saw. If these structures can be stabilized and retained at a reasonable cost, their retention should be carefully considered, otherwise they should be demolished.

INTERPRETATION

Ellis Island offers opportunities to recapture for visitors the character of immigration at its peak. It is also a place of deep interest to ethnic groups. These two values interact.

Since the American Museum of Immigration deals with larger issues, Ellis Island will focus on the examination process. Visitors seeking an understanding of immigration will walk through the baggage room and the examination hall of the main building. Interpretive media will induce visitors to relive the suspense of the examination which admitted a man or sent him home. More information about immigration in general on the Island will be available in the west wing.

Simultaneously the park will encourage use by ethnic groups for celebrations, old-country crafts, dances, and other cultural activities recalling immigrant origins. Some visitors will come only as participants in these activities. All visitors, however, will have the opportunity to enjoy both the ethnic activities and the historical programs.

Program requirements are:

1. Restoration of the main doors and stairway in the central block of the main building, and rehabilitation of the structure.

2. Preparation of an interpretive prospectus.
3. Alterations and rehabilitation of the west wing to provide interpretive facilities.
4. Site development on the South Unit.
5. Eventually, assignment of one staff member to encourage and coordinate celebrations, crafts, demonstrations, dances and so forth.

INTERIM USE

Ellis Island has been vacant and unused since 1954. Several more years will pass before the developments for visitor use recommended in this plan can begin. The island is too important historically to continue to lie unused, but is not capable of intensive use until the recommended development is well along.

To provide the maximum use possible in light of the present state of the island, a plan for controlled use by limited numbers of visitors is proposed. Under this plan, visitors will be brought by boat from Liberty Island, and landed at the ferry slip in front of the main building. They will then be conducted into the main building through the southwest tower and up to the examination room on the second floor. Here they will be given a talk on the historic use of the room and its significance, and view photo murals of the room as it appeared when in use. They will then return down the staircase and out of the building, and be left to stroll to the northeast corner of the island and enjoy the spectacular view of the Manhattan skyline, and to stroll back in front of the main building to a temporary auditorium in the ferry terminal to see an interpretive film. Access to all but the examination room of the main building and the auditorium room of the ferry terminal, to all other buildings, and to the South Unit will be blocked off.

This Program will require:

1. Rehabilitation of the ferry slip seawall.
2. A thorough inspection of the main building to make sure it is structurally sound and safe for the proposed use.
3. Clean-up and repair of those portions of the main building and

ferry terminal to be used.

4. Negotiation of a concession contract to provide boat service between Liberty Island and Ellis Island.
5. Provision of temporary restrooms.

REGIONAL PLANNING

Planning, development and operation of Ellis Island will be strongly influenced by planning, development and operation of Liberty State Park, which will be an important element of the island's setting and an important point of access to the island. It is imperative that the National Park Service work closely with the New Jersey Department of Conservation and Economic Development to insure that Ellis Island and Liberty State Park complement each other to the greatest extent possible, and that the development schedules for the two are in phase.

Planning for Manhattan effects Ellis Island primarily as it effects the mainland base of the concession boat service. The concessioner has recently signed a lease for Pier 1, at the northwest corner of Battery Park near Castle Clinton. The Park Service should work with the concessioner and with New York City officials to insure that reasonably adequate parking, particularly for school buses, is available for visitors using this boat service.

ENVIRONMENTAL EDUCATION

Immigration has been a tremendous force in shaping the American environment. Ellis Island is an ideal site for school programs designed to present this aspect of American history. It is early in the planning process to make specific recommendations for implementing such programs. However, the plan includes ample unassigned space adaptable for classrooms. As development goes forward, such a program should be worked out with regional school systems.

Most of Ellis Island is filled land, and its vegetation was introduced in the 1930s. For this reason, no environmental study plot is recommended.

DEVELOPMENT CONCEPT

The development concept underlying this plan is based upon retention of the main building, through which all of the 12,000,000 immigrants who entered through Ellis Island passed, as a memorial to the immigrant and as a link through which to recall the emotional impact of the immigration process upon the immigrant and upon the American people. With this building preserved, the remaining buildings can be removed and the rest of the island developed for supporting public uses.

This plan recognizes three physical elements, each with its own function, character and mood. These three elements - 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.

The function of the North Unit is 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.

Ellis Island is a place of deep interest to ethnic groups, a fact which presents an unusual opportunity for interpretation through ethnic observances, folk dancing, craft demonstrations, and so forth. The South Unit, will function as the setting for such ethnic activities, 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 area 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.

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.

PRIORITY OF NEEDS

The priority of needs for development and operation of Ellis Island divides into two categories: priorities for providing interim public use, and priorities for ultimate development and operation. Priorities for interim public use involves specific, readily identifiable actions, and have been stated as program requirements under the topic Interim Use, in the Plan Section.

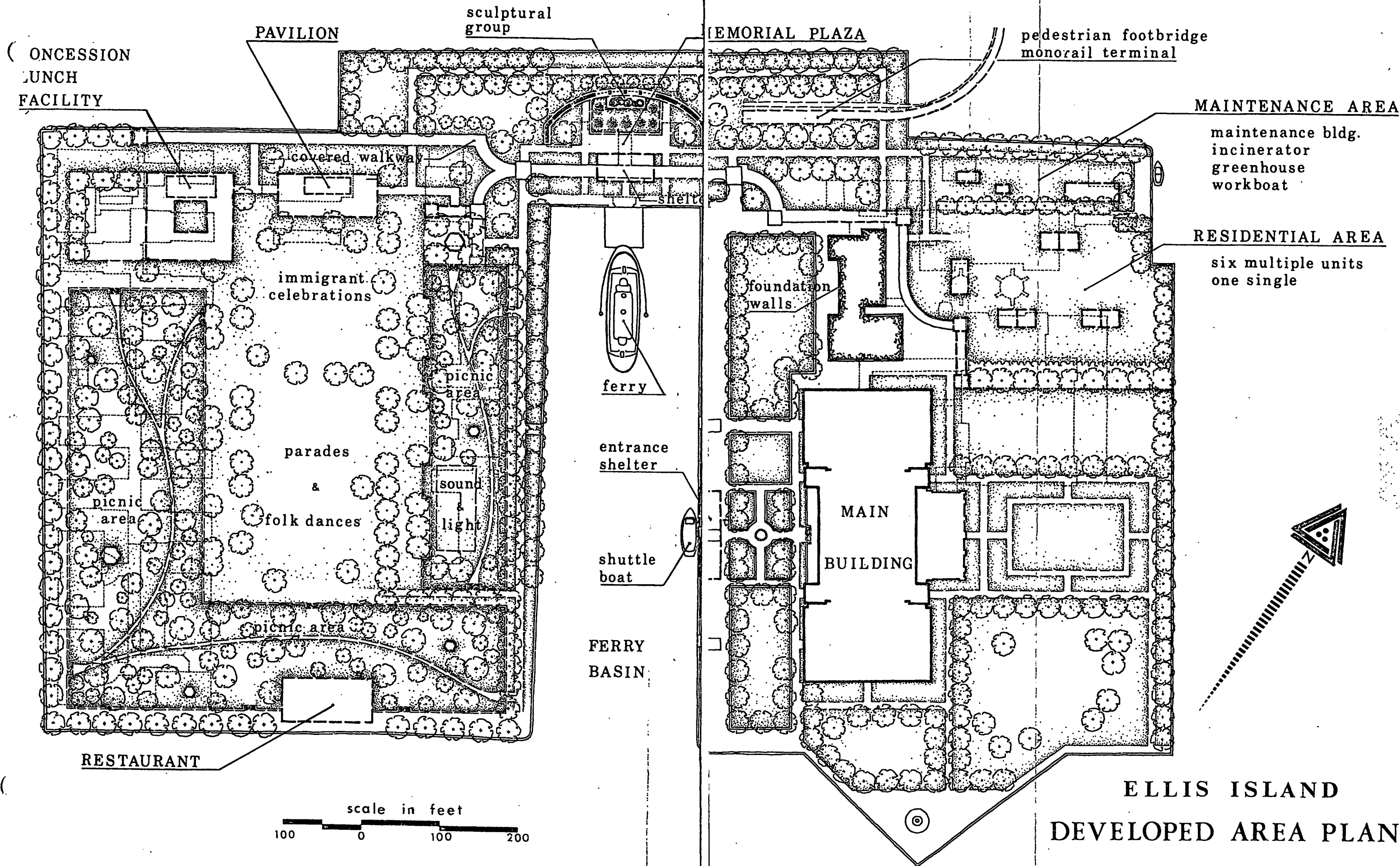
Priorities for ultimate development are contingent upon many factors, can be stated only in very broad terms, and will change both in scope and in order as planning not only for Ellis Island but also for the Statue of Liberty and Liberty State Park proceed. At present, only a few general considerations can be stated.

First in order is the need to arrest deterioration of the main building. This requires repairs to roofs and windows, and enough heat to prevent further damage from moisture, freezing and thawing. Buildings to be retained for interim use require the same treatment.

Next in order comes demolition of structures not to be retained, restoration of the central portion of the main building including development of its west wing for visitor use and office space, and landscape development of the island, including the ethnic observances pavilion and the concessioner facility. These can be done as one package or in order, depending on such factors as the availability of funds, and so forth. Access to the island is a factor to be considered in programming these phases. A temporary causeway utilizing one of the existing New Jersey piers and perhaps a car float might, by allowing direct access for trucks and equipment, significantly reduce demolition and construction costs.

Within each of the three development packages, action priorities suggest themselves. Demolition will produce rubble to be disposed of. Landscape plans should be prepared in advance of demolition, since some of the rubble might be used as fill. Also, Liberty State Park developments may require substantial fill material, allowing the Service to dispose of demolition rubble close at hand and to the benefit of both the Service and the State. The interpretive prospectus for facilities in the west wing of the main building should go forward in tandem with preparation of plans and specifications for rehabilitation, so that the interpretive ideal can be balanced against the structurally feasible.

Upon completion of these phases, or as part of a package with them, the maintenance area and housing can be provided. Operating experience will then indicate whether or not a transportation system or footbridge connection with Liberty State Park is needed, and whether or not a restaurant is desirable.



In considering programming for this project, please keep in mind that an approximate \$25,000 contract will be required for a complete structural investigation of the Main Building before the majority of the interior work can be designed.

If we can be of further help on this project, please advise.

/s/ John W. Bright

John W. Bright

Enclosures

cc:

Supt., N.Y. City Group w/enc.

ESTIMATE
FOR
MASTER PLAN IMPLEMENTATION
ELLIS ISLAND

We, the undersigned team, visited the New York area on March 18 and 19. Superintendent Schmidt was not available for discussion at Liberty Island on March 18; therefore, the purpose of the trip and suggestions of the park were discussed with Assistant Superintendent Sullivan and Engineer Wolfe. An on-site investigation was then made of Ellis Island. We were accompanied by Engineer Wolfe in order to get first-hand information on the existing conditions.

On the morning of March 19, we met with Superintendent Schmidt and members of his staff to further discuss our findings, preliminary thoughts and to receive comments and guidance.

At the meeting it was brought out that an interpretive prospectus was badly needed to delineate the path of the immigrant so just the portions of the main building to be used could be rehabilitated and the balance of the building could be placed in a safe state of preservation.

Superintendent Schmidt suggested also that the big front window complex be replaced by doors as per the original scheme. He advised that the interpretive prospectus would be rushed to completion so that actual remodeling of the building could be systematically scheduled.

Superintendent Schmidt also advised that management needs a minimum of 2 permanent and/or seasonal housing units.

Since the garbage disposal problem will be minimal, a garbage compactor was suggested so compacted garbage could be hauled to barges for ultimate disposal by the city.

With the first-hand knowledge received by visiting the site, discussions with various personnel concerned with the project and the direction indicated by the Master Plan and planning and design directive, the following estimate for construction only, using cost indices of April 1, 1970, has been prepared:

Est. for Construction Only

ISLAND NO. I PHASE I

1. Sea Wall Repairs	\$ 608,900
2. Dredging Ferry Basin and Channel (Including removal and disposal of ferry and slip)	61,300
3. Water System - 8-inch service	165,500
4. Sewerage System - Collection and pumping direct to Jersey City plant	273,400
5. Electrical Service	65,800
6. Main Building - Architectural	1,250,000
Plumbing	350,000
Electrical	400,000
Heat, Vent/Air Conditioning	500,000
7. Grounds Development	<u>275,700</u>

TOTAL CONSTRUCTION PHASE I . \$3,950,600

We believe the above, PHASE I, is the minimal needed for a permanent type workable facility.

PHASE II

8. Demolition - Powerhouse, water tanks, buildings B & D, K and L, B and C, Incinerator, and Greenhouse with storage of debris on Island No. 2 or 3	\$ 325,000
9. Housing - 2 duplexes	85,000
10. Existing covered walks modified	30,000
11. New Connecting covered walks	60,000
12. Grounds Development	74,400
13. Dock Shelter	<u>35,000</u>

TOTAL CONSTRUCTION PHASE II. \$ 609,400

TOTAL PHASES I AND II . . \$4,560,000

In addition to the above, we wish to point out that in considering staying within the \$6,000,000 limitations of Public Law 89-129, interpretive facilities for the area will be needed, say \$50,000, and that approximately \$184,000 has been used in the past for reroofing the main building and other miscellaneous items.

We believe that Phase III of construction should be the repair of the the balance of the seawall, estimated to cost \$284,700, so that the Islands No. 2 and No. 3 can be protected for future use.

A detailed breakdown of all individual items listed above is available in the project folder.

C. Gordon Cummings 4/10/70
C. Gordon Cummings, Eng., Team Captain

Judson A. Ball 4-10-70
Judson Ball, Arch. Team Member

David Schmidt 4/10/70
David Schmidt, L.A., Team Member

Reviewed by:

Ramon B. B. 4/10/70
Estimator

The approved Interpretive
Plan for Ellis Island has
not been found

Interpretive Plan for Ellis Island

INTRODUCTION:

Ellis Island is the site of the first federal immigration station built in the United States. Built to replace Castle Garden, it was officially opened on January 1, 1892. Five years later, a disastrous fire destroyed the depot buildings, but Congressional Acts of 1897 and 1898 authorized the construction of a new complex of structures, and by December of 1900 the facility was complete and ready for operation.

Most prominent of the existing buildings is the large Main Building, the impressive size and architecture of which dominate the setting. Then, as now, it was the focal point of attention and interest. Throughout the years it became the symbol of the immigration movement, so that today it is only logical that it provide the setting for the main interpretive theme.

OBJECTIVE OF THE INTERPRETIVE PROGRAM:

The main theme of the interpretive program at Ellis Island will revolve around the process of immigration, the experiences the immigrant endured, and the emotional impact of those experiences on him.

INTERPRETIVE METHODS AND MEDIA:

It is planned that the interpretive program will be developed in three phases, each phase being introduced as the physical conditions of the area and structures permit. The first phase will consist of an orientation station in the Immigration Building, a movie in the auditorium of the Immigration Building, and a guided or self-guided walking tour in the

vicinity of the major points of interest.

The following is a detailed outline of the means and media to be used and a general outline of the program planned for the second and third phases:

PHASE I

The Immigration Building (Ferry House):

This structure, built between 1934 and 1935, is the newest and in the best condition to be utilized as an orientation and information center. Its most advantageous feature is an auditorium which with cleaning and rehabilitation can be made ready for use. The Park has an excellent forty-five minute movie on the story of immigration which will serve as an excellent medium for setting the mood of the immigration story. An information desk with park literature will be set up in the building. On the walls will be placed orientation maps of the area and historical pictures of the building as it appeared when in use, along with details of the functions. The building will also serve as the starting point for guided and self-guided tours around the major points of interest. It may also be possible, either in the first or second phases, to introduce some objects or artifacts consistent with the immigration story somewhere in one of the rooms of the building.

Seawall Walkway:

One of the more inviting and interesting features of the area is the walkway which extends along the ferry slip joining the Immigration Building with the flag pole, and passing the Main Building along the route. Along this walkway will be placed photo murals and label texts

depicting significant points of interest along the route. In the vicinity of the remains of the old ferryboat "Ellis" photographs will highlight its appearance when actually in use. Other photographs and labels along the seawall will orient the visitor to the use of the buildings across the slip. An interesting reference to the ecological pattern created by the overgrowth of weeds, grass, and shrubbery will provide an excellent example of nature's attempt to recapture and reclaim the natural environment following man's departure.

The key point of interest along the walkway will be the impressive Main Building which will receive the maximum of interpretive effort. Since this structure will be closed during Phase I, photographic murals, diagrams, and charts will be utilized to inform the visitor of the activities that once occurred within its walls. Photographs of immigrants taken at the exact point where the murals are positioned will enhance the interpretive impact.

The Flag Pole Area:

This area at the eastern end of the walkway has been designated as a point of visitor interest because of its spectacular view and panorama of the city and bay. There is a strong nostalgic quality to the experience, produced by the realization that in past years countless immigrants filled with hopes and anxieties over their fate viewed the "land of hope" from this vantage point. As along similar points on the walkway, signs and photographs will be positioned to orient and inform the visitor of the significant features to be seen.

In summary, it is most important to emphasize that visitor services can not be provided immediately. The present state of general disrepair of

the buildings and walkways make the area not only unattractive but unsafe as well. Only when these conditions are corrected can Phase I of the program be implemented.

Furthermore, from the point of view of transportation, it is estimated that the concessioner will need at least two years to design and construct a ferryboat adequate enough to provide the services required in getting the visitors to and from the Island.

PHASE II

The second phase of the interpretive development of Ellis Island will follow as budgetary allowances and physical conditions permit. However, in planning the program future interpretive needs will continue to be concentrated on the Main Building where the core of the story will be told. In the second phase, the Main Building will receive exclusive attention, and the chief effort will focus on the large hall on the second floor. In this area, which was once the Registry Room, photographs, panels, and diagrams covering details of the operation will be displayed. Guided tours of not only the Main Room but the adjacent rooms of significance (e.g. Baggage, Medical, Manifest, Railroad Waiting) will be conducted. In addition audio messages, films, and slides will be presented to dramatize the emotional significance of the immigration story.

In addition to audio devices in the Main Building, similar audio message devices will be installed at strategic points of interest along the walkway outside to augment the photographic displays. Removal of fences and horticultural improvements in the area will add greatly in restoring the original mood of the setting.

PHASE III

In the third phase of the interpretive theme the maximum effort and energies will continue to concentrate on the Main Building. Here the visitor will be exposed to a maximum of interpretive effort. By the use of such techniques as sound and light, the visitor will receive a dramatic impression of the process experienced by the countless thousands of immigrants that passed through the facility. A complete restoration of the main hall and some of the other rooms that were used in the process will also assist in recapturing the realism of the experience. In addition, displays of articles, artifacts, and actual materials relating to the activities that took place there will enhance the effectiveness of the exhibit, and will be displayed in appropriate locations.

In other areas of the complex, possibly the auditorium in the Immigration Building, programs, celebrations, and ethnic day observances can be conducted. Crafts and handicrafts displays presented by various nationalities and ethnic groups can also be introduced as interpretive features.

CONCLUSION:

Throughout the entire interpretive program the main emphasis will be on the emotion and drama of the process. On Ellis Island no attempt will be made to relate the contributions and later effects on society of the immigrants. This aspect of the immigration story will be reserved for the American Museum of Immigration on Liberty Island.