National Park Service
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Cultural Landscape Report for Angel Island Immigration Station

Volume 1: Site History

Angel Island State Park
California Department of Parks and Recreation
Angel Island Immigration Station Foundation

Olmsted Center

Cultural Landscape Report for Angel Island Immigration Station

Volume I: Site History

Angel Island State Park
Tiburon, California

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In collaboration with the Pacific Great Basin Support Office

For the
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Angel Island Immigration Station Foundation

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OLMSTED CENTER
for Landscape Preservation

This report constitutes the first volume of the Cultural Landscape Report for Angel Island Immigration Station, produced by the National Park Service, Olmsted Center for Landscape Preservation. The CLR has been prepared in collaboration with the California Department of Parks and Recreation and the Angel Island Immigration Station Foundation.

The **Olmsted Center for Landscape Preservation** promotes the preservation of significant landscapes through research, planning, stewardship, and education. The Center accomplishes its mission in collaboration with a network of partners including national parks, universities, government agencies and private nonprofit organizations.

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The **Angel Island Immigration Station Foundation** is a non-profit organization whose primary goals are to lead the effort to preserve, restore and interpret Angel Island Immigration Station, a National Historic Landmark, as the Pacific gateway for US immigration; and to promote educational activities that further the understanding of Pacific Rim immigration in American history.

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Cover photo
Detainees disembarking at Immigration Station wharf, c.1910 (San Francisco Public Library).

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INTRODUCTION AND HISTORICAL OVERVIEW

This Cultural Landscape Report (CLR) documents the history and significance of the Angel Island Immigration Station landscape to provide guidance for both short and long-term management and interpretation. To this end, this CLR addresses 14.3 acres historically associated with the Immigration Station, now part of Angel Island State Park in the San Francisco Bay. Between 1907 and 1940, the Bureau of Immigration developed and operated an immigration and detention facility on Angel Island as a primary point of entry to the United States (US). After the destruction of the main Administration Building by fire in 1940, the US Army assumed control of the site, operating a Prisoner of War (POW) camp at the North Garrison until 1946. The study area contained in this CLR represents a discreet portion of the 740-acre Angel Island State Park (AISP), in the vicinity of China Cove on the northeast shore of the island. The landscape consists of a relatively flat valley floor, with steep slopes containing historic structures, oak woodlands and eucalyptus plantings, and the remnants of features constructed between 1907 and 1946.

On July 2, 1946, Angel Island was declared surplus to the Army's needs. While the fate of the island remained in the balance, the landscape surrounding China Cove was abandoned. In 1963, the State of California received title to the island, including the site of the former Immigration Station. Angel Island has many other historic resources beyond the Immigration Station and the entire island was listed on the National Register of Historic Places in 1971. The 1979 General Plan for Angel Island State Park recommended that the cultural interpretation of the park place special emphasis on the story of immigration in the US. Additionally, the document stated weaknesses in the knowledge base specifically related to the Immigration Station. On December 9, 1997, the Immigration Station was designated a National Historic Landmark (NHL). The NHL recognizes the unique immigrant experience resulting from a series of racially prejudiced immigration laws enacted in the late nineteenth and early twentieth centuries.

The Angel Island Immigration Station Foundation (AIISF) has long advocated for the restoration of the site, playing a pivotal role in the 1997 National Historic Landmark nomination. In 1999, the California Department of Parks and Recreation (CDPR) entered into a cooperative agreement with the National Park Service (NPS) and the Angel Island Immigration Station Foundation (AIISF) to facilitate cooperative planning process with the goal of restoring and interpreting the historic significance of the Immigration Station. In the spring of 1999, the CDPR, AIISF, and NPS organized two public workshops to discuss the future of the Immigration Station. Also in 1999, the NPS conducted a feasibility study for a Pacific Coast Immigration Museum in the Bay Area and in it, the Angel Island Immigration Station was named as a necessary link to the proposed site. Additionally, a bill passed in the state legislature in 1999 allocated $400,000 towards planning and interpretive studies for the Immigration Station. On March 7, 2000, Californian voters passed Proposition 12, a $2.1 billion bond measure for the improvement of California parks, including $15 million for the restoration, interpretation and preservation of the former Immigration Station. Presently, state, federal and private funding has been raised, totaling approximately half of the estimated funds needed to preserve the site.

The CDPR, NPS, and the AIISF initiated this CLR in response to the need for a greater understanding of the site to guide preservation activities. The CLR is part of three independent but related activities relating to the history and cultural resources of the Immigration Station. They include Historic Structures Reports for the Detention Barracks, Power House and Hospital as well as a Poem Documentation and Conservation Study. The CLR includes a site history, existing conditions mapping and assessment, analysis of integrity and significance, and treatment plan to guide the preservation of the station grounds as described below.

PURPOSE AND METHODOLOGY

The CLR is intended to inform the management and interpretation of the Immigration Station landscape. The CLR documents the significance of the site, noting change over time, and provides a preservation strategy for the treatment and long-term management of the landscape. In total, this CLR consists of three volumes, which describes the site's history, provides an inventory and analysis of existing conditions and landscape significance, and recommends treatment actions consistent with historic preservation principles.

The National Park Service has identified the Cultural Landscape Report as the primary guide for treatment and use of a cultural landscape. With reference to appropriate historical contexts, a CLR documents and evaluates landscape features and qualities that make a property eligible for listing on the National Register of Historic Places. A CLR typically analyzes a landscape's geographical setting, development and evolution, materials, construction techniques, and use in all periods, including those deemed not significant. Drawing upon many disciplines, a CLR documents, analyzes, and evaluates historical, architectural, archeological, ethnographic, horticultural, landscape architectural, engineering, and ecological data as appropriate. It makes recommendations for treatment work consistent with the landscape's condition and use, following the *Secretary of the Interior's Standards for the Treatment of Historic Properties.*

CLR Volume 1: Site History provides a chronological description of the physical development of the Angel Island Immigration Station landscape. It is based on historical research and field observations necessary to support a description of the events, trends and activities that shaped the landscape over time. For the Immigration Station site, Volume 1 is comprised of six chapters corresponding to distinct periods in the development of the property (see below). In addition to a narrative history, each chapter contains historic photographs, a summary description of the landscape, and an illustrative plan showing the appearance of the landscape at a particular point in time, based on documentary sources and physical evidence.

CLR Volume 2: Existing Conditions and Analysis provides a description of the existing landscape, documents its significance and integrity, and presents a detailed analysis of individual landscape features.

CLR Volume 3: Treatment provides an overview of treatment philosophy and approach and recommends a series of actions necessary to improve the condition of the Immigration Station landscape consistent with the *Secretary's Standards.*

Historical Periods

The historical periods, which define the chapters in this CLR Volume 1 relate to land use and ownership within the historic boundary of the Immigration Station:

- Early Land Use Prior to 1903
- Establishment of the Immigration Station, 1903 to 1913
- Operation of Immigration Station, 1914 to 1940
- The North Garrison, 1941 to 1946
- Transition, 1947 to 1962
- Angel Island State Park, 1963 to Present

These periods are more thoroughly analyzed in the CLR Volume 2, which further refines the start and end dates for the period of significance. For examp1e, efforts to create the Immigration Station began in 1903, blueprints were drawn in 1906, construction began in 1907, the station was officially opened in 1910, and it finally closed in 1940. In this volume, the first chapter devoted to the Immigration Station begins in 1903 and ends in 1913, since that is the period during which the station was proposed, designed and the majority of the physical changes were made to the landscape.

Research Materials

The vast majority of the published secondary sources on the Immigration Station relate to either the experience of the detainees or the physical construction of the buildings at the site. Very little information is available specifically on the development of the landscape. As a result, new historical research undertaken for this CLR focused first on the development of the Immigration Station landscape and second, on changes to the site during other historic periods. Primary sources include 53 original construction plans for the station located at the National Archives and Records Administration (NARA) in Washington DC. Two aerial photographs from c.1930 and 1940 were discovered in the course of CLR research, aiding in the understanding of changes that occurred to the Immigration Station.

The comprehensive level of research undertaken for this CLR revealed that research materials were scarce for certain periods and events in the history of the site. Therefore, the narrative contained in this volume is constructed with known gaps in the historical record. In certain instances, archival material and field research did not adequately reveal how a specific area appeared at a particular point in time. For example, correspondence relating to the maintenance of the Immigration Station after 1913 is sporadic. Also, the earliest plant inventory for the site was not completed until 1965, so information on the plant material is based on surviving vegetation and historic photographs. However, despite these gaps, the archival record is sufficient to provide an overview of changes to the landscape during each historic period.

Secondary sources provided useful information for this CLR. Four documents that deserve special mention are the report by Marshall McDonald & Associates, "Report and recommendations on Angel Island, 1796-1966" completed in 1966; Dorene Askin's "Historical Report, Angel Island

Immigration Station" completed in 1977; Anna Coxe Toogood's Historic Resource Study, "A Civil History of Golden Gate National Recreation Area and Point Reyes National Seashore," prepared by the NPS in two volumes in June 1980; and the 1988 report by the California Department of Parks and Recreation, "Focused Environmental Study, Restoration of Angel Island Natural Areas Affected by Eucalyptus."

Immigration Station Administrative Records

The lack of specific primary information pertaining to the Immigration Station landscape may relate to the organization of the Bureau of Immigration and Naturalization. The agency changed its name from the Bureau of Immigration and Naturalization to the Bureau of Immigration (separate from the Bureau of Naturalization) in 1913. In 1933, the two bureaus were reunited forming the Immigration and Naturalization Service (INS). To further complicate matters, the immigration agency fell under the Treasury Department until 1903, when it was transferred to the Department of Commerce and Labor where it remained until 1913. In 1913, the newly created Department of Labor handled immigration policy. In 1940, the agency was moved again to the Department of Justice. As a result, multiple jurisdictions play a role in the archival record and information is sometimes lost in the transition between agencies.

The INS records for the Immigration Station are held at the National Archives and Records Administration (NARA) archives in San Bruno, California and Washington DC. Index files at the archives indicate individual correspondence files from the period. However, the files themselves are often missing from the folders. The numerous transfers between departments and the fire in the Administration Building at the Immigration Station in 1940 may explain the loss of correspondence files. The internal correspondence relating to the Immigration Station would probably have given a greater insight into the changes that occurred during this period.

STUDY AREA

Angel Island State Park is situated in San Francisco Bay about one mile off the Tiburon Peninsula, affording scenic views of both the Golden Gate Bridge and San Francisco (Figure 0.1). The topography of Angel Island consists of generally steep terrain rising sharply from sea level to an elevation of 788 feet at the peak of Mount Livermore. The shore of the island is nearly six miles long, containing several miles of narrow sandy beaches. The steep topography limited human settlement, which was largely located in coves on the perimeter of the island. The landscape and water body where the Angel Island Immigration Station is located has had several names throughout its history. It is most frequently called China Cove on maps and materials printed in the twentieth century. The specific landscape area that is the subject of this report is interchangeably referred to as the study area, site, or the Immigration Station.

China Cove is located on the northeast shore of Angel Island (Figure 0.2). At its apex, the grounds of the Immigration Station totaled 14.3 acres.[1] The site has a relatively flat floor, with steep slopes containing historic structures, roads, paths, and remnant portions of the landscaped grounds. In addition to vestiges of the Immigration Station, two barracks buildings, a mess hall and a guard tower are extant from the North Garrison developed by the Army between 1941 and 1946. Today, the site still has remnant formal plantings, grasslands, and woodland, although the form and

character of the vegetation is very different from that found during the operation of the Immigration Station, when the landscape was last meticulously maintained. Changes to the circulation system, including the loss of the wharf, combined with natural growth of the vegetation, led to changes in the spatial organization.

Today, visitors arrive at Angel Island by boat from Tiburon and San Francisco landing at Ayala Cove approximately one mile from the study area. From Ayala Cove, most visitors travel on foot, bicycle or tram along the Perimeter Road, entering the site from the rear entrance to the former Immigration Station. From the Perimeter Road, they proceed downhill to an open grassed area once the site of the Administration Building. The loss of the wharf and Administration Building as well as the reversed entry sequence makes it difficult to imagine the impression that the Immigration Station would have created for arriving immigrants.

SUMMARY HISTORIC CONTEXT

Guardian of the Western Gate

The Immigration Station on Angel Island is often referred to as the "Ellis Island of the West," although this label creates a false impression of both facilities. At Ellis Island in New York, most newcomers - mainly Europeans - were allowed into the US after a simple screening. By contrast, the primary objective at the facility on Angel Island was to enforce new immigration laws and keep most immigrants out, particularly the Chinese. For many of the approximately one million immigrants who passed through the Immigration Station, the experience was a soul-searing one.[2] In describing the physical enforcement of racially prejudiced laws, the Commissioner of Immigration in San Francisco referred to the Angel Island Immigration Station as the "Guardian of the Western Gate."

The difference between the processing of immigrants at Ellis and Angel Islands is the direct result of the powerful anti-immigration sentiment that swept across the Western US in the late 1800s. Chinese immigrants were accused of taking jobs away from white workers throughout the West and held responsible for the bitter depression of the 1870s. This manifested in the first Chinese Exclusion Act, passed by Congress in 1882. Under the Act, the federal government suspended the immigration of laborers, mainly Chinese, for ten years. A system of government- issued certificates allowed only teachers, students, merchants and travelers entry into the US.

Between 1888 and 1943, additional Congressional amendments, treaties, and new acts extended the duration of the first Chinese Exclusion Act. For instance, the 1892 Geary Act excluded new Chinese laborers for an additional ten years and expedited the deportation of existing Chinese laborers by requiring them to establish their right to remain in the US during deportation proceedings. A year later, the McCreary Amendment blurred the distinction between Chinese laborers and merchants, allowing an expansion of exclusionary practices into other disciplines.

The first Chinese Exclusion Act also served as a model for laws to exclude other immigrant groups to suit the current economic and political climate, as the anti-Chinese sentiment also extended to the Japanese. Two important pieces of legislation affected all Asian groups including the Japanese

men and women who immigrated to the US. The Gentlemen's Agreement of 1907 limited the number of new Japanese laborers, but allowed men already in the US to marry women residing in Japan by proxy. These "picture brides" subsequently joined their new husbands in the US. Approximately 600 picture brides came through the Angel Island Immigration Station annually until 1920. The Act of 1924 sharply curtailed immigration by prohibiting the immigration of people ineligible for citizenship. Despite the increasing difficulty of immigration, stories of wealth and prosperity in the US filtered across the Pacific Ocean, creating a continuing current of hopeful arrivals.

Immigration Laws in Operation

The location of the facility on Angel Island is a direct result of changing US immigration policy, providing an isolated area intended to provide greater security and thus prevent detained immigrants from conspiring with US citizens. It also segregated immigrants with allegedly "communicable diseases prevalent among aliens from oriental countries."[3] For many American-born descendants of European immigrants, entering the US for the first time conjures up thoughts of nervous anticipation and the excitement of a new beginning. The arrival process consisted of a few hours waiting in line, followed by a day or so at Ellis Island before setting off to new lands or reunion with family members. For Asian immigrants, especially the Chinese arriving on the West Coast between 1910 and 1940, the process was very different. The closed-door policy often led to extended stays on Angel Island well beyond what European immigrants experienced on Ellis Island.

After entering San Francisco Bay by boat and passing through the Golden Gate, new arrivals were met by immigration officers who inspected their documents. Those with papers in order were allowed to proceed on the ship to San Francisco. The rest were ferried to the Immigration Station. After disembarking at the wharf, the immigrants were processed at the Administration Building. For public health purposes, immigrants had medical examinations. For many immigrants unfamiliar with the practices of Western medicine, the examinations could be humiliating.

For those who passed the physical examinations, lengthy and discriminatory interrogations followed. The evolving exclusionary laws created an enormous bottleneck, with each arriving immigrant considered individually. Under favorable circumstances the process took an average of three weeks. However, in some cases it could be months and occasionally years, before detainees discovered if they were to stay in the US or be deported. During incarceration, the conditions were often unsanitary and cramped. Immigrants spent the majority of their time in dormitories and small recreation yards, with the Bureau of Immigration providing little in the way of exercise or entertainment. In expressing their misery and frustration, as well as looking for inspiration to continue their journey, some detainees carved elegantly rendered poems, or even drew simple pictures on the walls of the Detention Barracks and Hospital. Today, it is possible to understand how many of the detainees were feeling by reading the writings left on the walls:

Pity it is that a hero has no way of exercising his power.
He can only wait for the word to whip his horse on a homeward journey.
From this moment on, we say goodbye to this house.
My fellow countrymen here are rejoicing like me.
Say not that here everything is western styled.
Even if it were built with jade, it has turned into a cage.
(Translation of wall carving found in Detention Barracks, Authors remain unknown)

Immigration policy on the West Coast, specifically with regards to the operation of the Angel Island Immigration Station, marks a sad era in the treatment of hopeful newcomers to the US. In contrast to the welcome offered by Ellis Island and the Statue of Liberty, Angel Island truly functioned as the "Guardian of the Western Gate."

HISTORICAL OVERVIEW

For at least one thousand years, the Hookoocko Tribe of the Coast Miwok used the island as a seasonal fishing and hunting site. Between the Civil War and the Cold War the island housed a variety of military installations, including a processing station for POWs at the North Garrison bordering China Cove. Between 1907 and 1941, the Bureau of Immigration developed the site as an immigration facility. It became the point of entry for immigrants entering the US on the Pacific Coast, and is the focus of this Cultural Landscape Report.[4]

Early Land Use

The Hookooeko used the landscape surrounding China Cove, northwest of Point Simpton, as a temporary camp or village utilized for gathering shellfish.[5] The Native American settlement afforded good access to the waters of San Francisco Bay and a plentiful supply of edible mollusks. The typical village consisted of an extended family of twenty to thirty individuals living in conical huts located close to the water. The Hookooeko would manipulate the landscape by actively burning hillsides to clear the dense understory and thus facilitate both gathering of acorns and cultivation of food plants although there is no actual evidence that this occurred on Angel Island.

The Hookooeko occupied portions of Angel Island until their population was decimated by disease brought by Spanish explorers and settlers in the early eighteenth century. Following the demise of the Native American camp, sporadic settlements occupied the site for ranching and a seasonal Chinese fishing community. In 1839, the Governor of Mexico awarded a land grant to Don Antonio Osio who built the first permanent structures on Angel Island and was responsible for the introduction of domestic animals and crops.

In 1850, US President Millard Fillmore declared the entire island a military reserve. The military activities continued until the end of World War II, altering the character of the Angel Island landscape. This included the construction of two Army garrisons, Camp Reynolds (West Garrison) and Fort McDowell (East Garrison). In 1902, the Army constructed a detention camp on a plateau northwest of Point Simpton.[6] While the Army continued to construct buildings and improve the

island's infrastructure, the topography and natural vegetation of the residual portions of the island remained relatively undisturbed.

Immigration Station

The Bureau of Immigration selected Angel Island as a site for the new US Immigration Station in 1904. In 1906, once Congress had appropriated funding, the bureau selected architect Walter Mathews to design the facility. Although the Immigration Station was opened in 1910, construction continued until 1914. The delay of groundbreaking, affected by the 1906 earthquake, was the first of many problems that plagued the station and caused numerous delays. In the seven years of prolonged construction at the site, the station was enlarged, criticized, mothballed, altered, opened and remodeled.

Major features constructed between 1907 and 1914 included the wharf, Administration Building, Detention Barracks, Power House, Hospital, employee cottages, Loop Road, Service Road and ancillary support structures as well as numerous retaining walls, water retention structures, gardens and landscaped areas. In the operational years of the Immigration Station from 1910 to 1940, the grounds were kept in good condition. The order and harmony of the grounds contrasted sharply with the cramped living conditions for the detainees.

After the opening of the station in 1910, the Bureau of Immigration and Naturalization appeared to treat Angel Island as a temporary location. The wood structures were a fire hazard and the facility was too small to cope with the number of both immigrants and emigrants that were passing through San Francisco. Despite numerous attempts to either rebuild the station, or relocate the facility elsewhere, the Department of Labor in Washington DC always denied the bureau's requests. In the early 1920s, after resigning themselves to residing on the island for the foreseeable future, the bureau attempted to improve the facility, although they accomplished very little. After 1914, only minor changes occurred at the site until 1940, when a fire destroyed the main Administration Building. During the intervening years, the maturation of the vegetation constituted the major change to the station and altered the scale and spatial composition of the landscape as well as the views in and out of it.

North Garrison

In 1941, the Army assumed control of the site in preparation for World War II. The Army used the North Garrison to process US troops and POWs. In order to accommodate the influx of troops, the Army constructed new buildings and structures on the east plateau and south of the Perimeter Road. This increased the physical size of the facility from 14.3 to 18.55 acres. The expansion led to additional roads and paths and the removal of some vegetation to make way for new buildings. As part of the remodeling process, the former Detention Barracks complex became a POW processing station and the Hospital was converted into soldiers barracks. The detention complex held German and Japanese prisoners before they were sent to camps on the mainland, as well as members of the Italian Service Units. In the space of a year, the Army created a self-sufficient post, with the garrison able to meet the demands placed upon it by the advent of war.

By 1946, the Army's expansion of the grounds, the building program, and resulting road construction altered the site with the addition of the barracks buildings and roads. However, the core of the former Immigration Station remained virtually intact after 1941, despite the loss of the Administration Building. For example, the adaptation and re-use of the buildings by the Army did not result in any major alterations to the site design of the former Immigration Station. The manicured Immigration Station grounds changed as the Army adopted a more utilitarian appearance without regard for aesthetics. When the Army left Angel Island in 1946, the North Garrison already had an abandoned appearance.

Creation of a State Park

At the end of World War II, the Army declared Angel Island surplus to their needs. Interest in its future use and development began to attract the attention of San Francisco Bay area municipalities and organizations. The choice of an appropriate future for the island became embroiled in a long and arduous bureaucratic process. Numerous organizations proposed alternatives for the site including camping and adapting the buildings for interpretation as part of a general plan to convert the island into a recreational area. Nothing became of these proposals as the future of the island hung in the balance. In a state of transition, the site was neglected and became further overgrown with vegetation as the buildings fell into a state of disrepair.

In 1963, after seventeen years of negotiating, the State of California received title to 517.24 acres of Angel Island.[7] At that time, the *San Francisco Chronicle* envisioned the new park as a "fantastic playground in the Bay Area."[8] China Cove was again earmarked as a future campground. Although the CDPR revised their plans for a campground numerous times, the development of the site into a recreational area was never fully realized -- probably due to insufficient funding. By 1970, volunteer vegetation and invasive stands of eucalyptus began to dominate the site, and several buildings had been demolished and others were scheduled for demolition. However, Alexander Weiss, a state park ranger rediscovered and drew attention to calligraphy on the walls of the former Detention Barracks. Demolition of some of the buildings was subsequently halted and interested parties were notified, sparking a movement to preserve the buildings. This movement has flourished to encompass the preservation of all cultural resources related to the Immigration Station, including the buildings, structures, interiors and landscape.

Endnotes for Introduction

[1] The area that became the site of the Immigration Station and the North Garrison was given numerous names over the years. Any name associated with the site during the Hookooeko period of settlement has been forgotten. The first known name was Captain Hannon's Beach referring to Captain Michael Hannon who raised cattle in the vicinity during the 1860s. By 1879, an Army Engineer's Survey of the island referred to the shore of the cove as Schofield Beach. After this date, the site became known as China Cove, named for the Chinese fishermen who settled there for a short period. This name was the most common reference for the site up until 1966 when it was given the title of Winslow Cove after the activist, Charles A. Winslow who campaigned for the creation of Angel Island State Park. During research for the CLR two other names were noted in the historic documentation, Lone Tree Cove and Immigrant Cove, although only one reference was found for each name.

[2] The immigration statistics can only be estimated, due to a variety of sources providing conflicting numbers. The actual number will probably never be known, but one million appears to be the closest figure according to recent research. It should also be noted that the figure is inclusive of both immigrants and emigrants. Nearly half of the detainees held at the station were leaving the US, either for personal reasons or because they were being deported.

[3] Him Mark Lai, Genny Lim, Judy Yung, *Island: Poetry and History of Chinese Immigration on Angel Island, 1910-1940.* History of Chinese Detained on Angel Island Project (Seattle, WA: University of Washington Press, 1980), 13.

[4] The facility was also called the Angel Island Station and the US Immigration Station by the INS, and is sometimes called the Angel Island Immigration Station. For the purposes of this report it will generally be referred to as the Angel Island Immigration Station or the Immigration Station.

[5] Archeological investigations in 1907, 1966, and 1983 provide insight into this early habitation of the site, and noted artifacts dating to c.1000 AD.

[6] Camp Reynolds eventually became known as the West Garrison.

[7] The State of California received full title to the remainder of the island on July 29, 1963.

[8] "Playground Plan for Angel Island," *San Francisco Chronicle* (March 12, 1962), 4.

Figure 0.1. Angel Island in relation to San Francisco Bay, 1999 (Copyright National Air and Space Association)

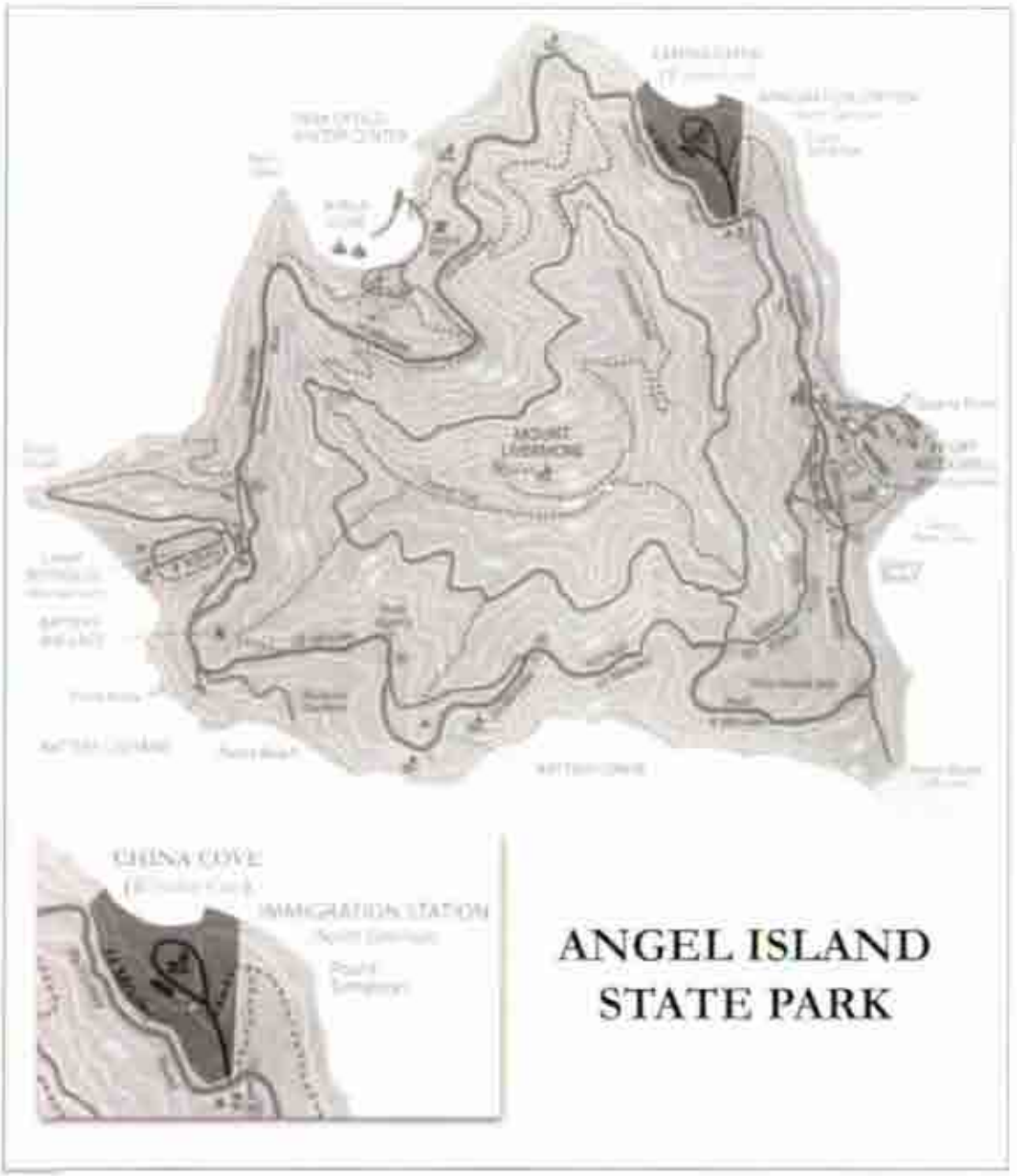


Figure 0.2. Location of Immigration Station in relation to Angel Island, 1995 (California Department of Parks and Recreation, Angel Island State Park, hereafter CDPR).

CHAPTER 1

EARLY APPEARANCE PRIOR TO 1903

HOOKOOEKO TRIBE OF THE COAST MIWOK

The Hookooeko Tribe of the Coast Miwok group have inhabited portions of Marin County beginning around 4000 BC. The Hookooeko practiced sustainable hunting and gathering methods, which allowed for a balanced co-existence with the natural environment. The Hookooeko of Angel Island settled there around 1000 AD, migrating between settlements on the mainland and the island based upon seasonal abundance of resources.[1] Five archeological sites indicate a Native American presence on the island. Archeologists believe that the Hookooeko used four of the sites, Ayala Cove, Point Stuart, Quarry Beach and the study area as temporary summer hunting villages. These villages likely consisted of semi-subterranean circular dwellings, which were conical in shape and were built with a vertical interlocking frame of willow or driftwood poles. Generally, the village included a ceremonial chamber, or dance house, similar in shape and size to the dwellings.[2]

A Hookooeko settlement existed near China Cove on the northeast corner of Angel Island from c.1000 AD until the late 1700s. During this time, the Native American population continually used the land as a temporary camp or village. The study area afforded one of the best habitation sites on the island because of its sheltered location, the abundance of food resources, its proximity to both fresh and salt water, and the natural landing area set between the east and west slopes (Figure 1.1). A 1905 report describing sources of fresh water provided evidence of the settlement:

> I may mention that Immigrant Cove is evidently the site of an old Indian settlement, as evidenced by the Kitchen Midden, which occupies the land bordering the water front of the Cove. These middens are in evidence at many points along the shores of San Francisco Bay, and wherever they exist, fresh water is not far away.[3]

In 1907, archeologist N.C. Nelson completed the first unofficial archeological survey of the Native American settlement.[4] Nelson uncovered at least a dozen burial sites and several mortars, pestles, and charmstones, even though the archeological site was significantly compromised. The California Department of Parks and Recreation (CDPR) conducted archeological surveys of the study area in 1966 and 1983. Both reports establish a Hookooeko Miwok settlement above the beach on the relatively flat floor of the site. A. E. Treganza, the author of the 1966 report, described the archeological site as a village with shell midden, measuring 200' by 300' with artifacts to a depth of 6'. The conclusion of the 1983 archeological report noted the site was occupied as a temporary camp or village utilized for gathering shellfish.[5]

The Hookooeko appear to have used the site continuously for approximately 800 years until the arrival of European settlers brought new contagious diseases, hastening the tribe's demise at the Immigration Station location. Today, the modern descendents of the Coast Miwok have federal

recognition as Federated Indians of Graton Rancheria. This tribe includes descendents of indigenous people living in Marin and Sonoma Counties during the eighteenth to twentieth centuries.

SPANISH AND MEXICAN PERIOD, 1775-1847

In 1775, Lieutenant Don Juan de Ayala was commissioned by the Viceroy of New Spain to chart San Francisco Bay.[6] De Ayala anchored his ship, the *San Carlos*, at Angel Island and claimed it for Spain, naming the island Isla de Los Angeles (Figure 1.2). Early accounts indicate that Ayala's men did not encounter any Native Americans on the island when they went ashore to collect wood and water. While Spanish explorers were primarily focused on the construction of military defenses and missions throughout California, French and British explorers regularly ventured into San Francisco Bay. Establishment of a new Spanish settlement on the island would have required a permanent defensive presence and this location does not appear to have been a priority for the Spanish government. Without a permanent settlement, human activities on the island were limited to sporadic visits by explorers.

The second official landing by Europeans on Angel Island occurred in 1811, when a Spanish expedition investigating coastal rivers stopped briefly at the island. The expedition returned to the island two weeks later, but no records indicate what the party encountered or discovered. In 1814, a British sloop of war, *H.M.S. Racoon*, beached on the shore of Angel Island for urgent repairs. The commander of the San Francisco Presidio, Lieutenant Luis Antonio Arguello, warmly welcomed the British ship as Spain was an ally of England during the Napoleonic Wars. Arguello also allowed a merchant ship, the *Isaac Todd*, into the bay to provide assistance and supplies to the *Racoon*. Once repaired, the *Racoon* was refloated and sailed for England.

Without a direct Spanish presence, a variety of explorers and hunters including boats from the French and British Navy passed through the Bay Area without consequence.[7] Since the island was easily accessible, many of the naval crews used the island as a source of fuel and fresh water.[8] In November 1835, Richard Henry Dana spent two days retrieving wood on Angel Island while serving as a crewmember of the American Brig *Alert*. In *Two Years Before the Mast,* Dana describes San Francisco Bay as the best place on the coast for a supply of food and water.[9] This book contains one of the first known written descriptions of Angel Island:

> A small island situated about two leagues from the anchorage called by us "Wood Island" and by the Spaniards "Isla de Los Angeles," which was covered with trees down to the waters edge.[10]

In 1821, Mexico's independence from Spain signaled the end of Spanish rule in California. Anxious to strengthen their hold on the new northern frontier, the Mexican government established a new policy to create permanent settlements and mitigate the threat of invasion. In order to encourage settlement in the northern territories, large land grants were offered. In 1839, the Mexican governor granted Don Antonio Osio ownership of Angel Island. These land grants dramatically altered the landscape character of Angel Island as new Mexican settlements introduced ranching and agriculture.

Don Antonio Osio's ownership of the island led to the construction of several permanent structures, including two dams, farmhouses, a herder's house and a quarry. Osio did not actually live on Angel Island but visited occasionally. He employed a supervisor to look after his interests and built him a herder's house at Racoon Bay, on the north side of the island. Osio imported domestic cattle and horses, and formed part of a rancho that dominated island activities for twenty years.[11] At one point, Osio spent three months on the island supervising the construction of a dam, probably to keep up with the demand for fresh water to support his growing herd of cattle.[12] As late as 1846, he maintained a herd of five hundred cattle and used a portion of the island for crops.[13]

Despite the Mexican settlement of the island, there was still no military presence to control access. Wood was becoming less available as crews of passing ships continued to cut down trees. Contemporary landscape historians describe the 1800s landscape as follows:

> The ships of the gold rush took most of the island's trees for their stoves, and so, during the 1850s, Angel Island was largely grasslands on which grazed what remained of Don Antonio Osio's cattle.[14]

Spanish and Mexican use of Angel Island caused a significant change in the landscape, in large part due to the denudation of the native woodland. After the arrival of the Spanish, European annual grasses supplanted the native grasses on the island. Remnants of native oak woodland remained in areas with difficult access, such as steep slopes, cliffs, and north-facing hillsides. The firewood that supplied European ships was probably a combination of coastal live oak (*Quercus agrifolia*), California laurel (*Umbellularia californica*), and madrone (*Arbutus menzeisii*), which constitute the primary native tree species on the island today.

US ACQUISITION AND DEVELOPMENT, 1848-1903

When Mexico ceded California to the United States (US) in 1848, the settlements on Angel Island included a cattle ranch, farms, and a sandstone quarry. In 1850, the federal government designated the island as a military base. Osio was dispossessed of his property and after placing caretakers on the island, fought his claim in the courts. Despite winning his case in 1856, the federal government appealed to the Supreme Court, who ruled in their favor and granted ownership of the land to the US in March 1860. After the defeated Osio returned to Mexico, his caretakers stopped paying rent to the US government and thus became squatters. Most made their living farming small plots, fishing and performing odd jobs.

The beginning of the Civil War in 1861 gave a new urgency to the defense of San Francisco Bay. Army engineers began a detailed map of the Bay Area. In 1863, H. W. Halleck, the General in Chief of the Army, issued an order to install ten to twenty guns at Points Stuart, Knox and Blunt. By September 12, Company B of the Third Artillery, consisting of fifty men and one officer, landed on Angel Island. The new Army post, an artillery garrison was christened Camp Reynolds (West Garrison).

With a military presence established on the island, the Army began evicting Don Antonio Osio's former caretakers. In 1864, Major Andrews issued an order for the eviction of Peter Davis whose twenty-acre property was located near the newly constructed Army garrison. Shortly after an

order was given forbidding any person not in government service to graze sheep or goats on the island. Later, Andrews issued an order that all persons in residence on the island appear at his headquarters with documentation authorizing their presence. As the Army had never issued any such papers in the first place, they were able to expedite the process of evicting non-military persons. Finally, the cattle owners who did not work for the government were taxed two dollars per head of cattle, which further hastened the departure of the civilian population. Dwellings and structures owned by civilians were also confiscated by the Army, such as a sandstone quarry on the east side of the island seized in 1867 for use in construction projects.

During the 1860s, the Army continued to develop Camp Reynolds and the Army hospital. Over the next forty years, the Army's construction program centered on artillery batteries, discharge and detention camps, as well as the enlargement of Camp Reynolds.[15] The experience of the Civil War led to the realization that masonry walls were not sufficient to withstand advancements in weapons technology. As a result, Army engineers and policy makers reassessed the island's coastal defenses and a system of inexpensive batteries of earth brick and concrete replaced the Civil War fortifications.[16] In the 1870s, an extensive initiative on the part of the US Army included construction of the new style batteries and large-caliber mortars that formed the Angel Island defenses. During times of increased troop movement, the Army enlarged or constructed temporary camps, which consisted of double stacked tents to house the troops, makeshift barracks for the officers and other wood framed buildings.

The need to transport both men and supplies between the Camp Reynolds and the Army Hospital in Ayala Cove (formerly known as Hospital Cove) led to the construction of the first road on the island. In the 1860s, the Army constructed roads from Camp Reynolds to both Point Stewart and Point Knox. A survey completed by the Army engineers in 1879 indicates that the road system had been expanded, roughly following the shoreline and forming a complete loop around the island (Perimeter Road). It appears that the Army did not give the road a name during this period.[17]

During the early period of Army settlement on the island, historical evidence related to activities in the vicinity of the study area is sparse. In the 1860s, Michael Hannon raised cattle on a small ranch near Point Simpton. When the Army arranged for the first regular transportation between the island and the mainland, they employed Hannon as a Captain of the government sloop, *Shooting Star*, to make the daily crossing. The beach adjacent to China Cove came to be known as Captain Hannon's Beach.[18] During the 1870s, the site appears to have been left uninhabited. By 1879, the shoreline had been renamed Schofield Beach, although there are no records to indicate why.[19] The topographic map from 1879 indicates that the area was mostly grassland while tree cover existed on the steeper north-facing slopes (Figure 1.3).

In 1879, Chinese shrimp fisherman settled at the site. The Army rented the land and fishing rights to the fishermen for $300 a year.[20] While the duration of the settlement is not known, it appears that the Chinese fishermen used the area for only a short period of time. The census data for 1880 lists nineteen Chinese fishermen as living at China Cove; six were listed as married.[21]

The land used for processing the shrimp covered a large portion of the open ground above the shoreline. For example, the east and west-facing slopes were probably used for drying the catch and the beach was a natural landing area for boats and equipment. To catch the shrimp, the fishermen laid out conical nets along the northern shores of the island on the outgoing tide. At the

turn of the tide they would go out in small boats and close the mouths of the nets by pulling a cord. Then, the fishermen returned to shore and emptied their nets into large water-filled vats to boil the shrimp. When the boiling was completed the shrimp were spread out on the hillside and dried in the sun for a period of thirty-six to forty-eight hours. This process would probably have required repeated vegetation clearing. Despite the brief span of the fisherman's stay, their settlement resulted in the most widely recognized name associated with the study area, China Cove.

Firmly established on Angel Island by the early 1880s, the Army began to make aesthetic improvements to the island landscape, particularly at Camp Reynolds. The garrison was largely functional in character, with a central parade ground providing a large, relatively level area for military drills. The buildings, road system and trees were located off the open area, reflecting the formal layout of the site. The development of the garrison also included the introduction of exotic plant material, especially eucalyptus and palms, in formal plantings around the parade ground, along circulation routes, and near buildings. The practice of formal planting appears to have been common in the region during this period and followed the evolution of formal revival styles that evolved in the late nineteenth century throughout the American landscape. These plantings followed an aesthetic objective that accentuated the organization of Camp Reynolds and gave it a more manicured and organized appearance.

Widespread introduction of exotic species permanently changed the character of the island landscape. The oldest known photograph depicting eucalyptus trees on Angel Island was taken at Camp Reynolds in the 1880s. The trees appear to be young specimens that have been pollarded.[22] The Army may also have begun replanting grassland areas and denuded hillsides as part of a reforestation program to increase the amount of timber available on the island. The plantings likely included the widespread use of eucalyptus, a species well adapted to the Mediterranean climate of the island. Areas that were not used by the Army were left intact, and some regeneration of native vegetation continued, especially on steep, inaccessible slopes.

In 1887, the City of San Francisco asked the War Department to set aside a site for the location of a quarantine station in response to reports of smallpox epidemics in Hong Kong.[23] Subsequently, the Marine Hospital Service Surgeon, General Hamilton, recommended a quarantine station be established in San Francisco. In 1889, the War Department transferred land at Ayala Cove to the Treasury Department so that a station could be established. The Army officers based on the island protested the transfer, as they wished to see the land remain solely in military use. However, the first passengers from the steamship *China* were placed in quarantine at Ayala Cove in 1891 and the station stayed in operation until 1946.

As the Army expanded operations, they used the plateau west of Point Simpton as a detention facility for returning soldiers with infectious diseases.[24] The location of the Detention Camp does not appear to have greatly effected the physical landscape of the study area. After the Chinese shrimp fishermen left the site, it appears to have been used intermittently with the construction of temporary structures and the land possibly used for cattle grazing. No permanent settlement appeared at the site for the remainder of this period. However, the landscape still exhibited signs of previous settlement and an image from 1902 shows the site cleared of trees near the shore and sections of the slopes (Figure 1.4).

By the turn of the twentieth century, with the exception of the Quarantine Station, land use and settlement on the island revolved around decisions regarding the siting of military installations and Army housing. At the same time, however, the Bureau of Immigration also viewed the island as a potential location for the management of immigration on the West Coast.[25]

SUMMARY OF THE LANDSCAPE UP TO 1903

The setting of the study area, with its fresh-water springs and close proximity to San Francisco Bay afforded an excellent location for human habitation dating to at least 1000 AD. The location also provided shelter from the wind, a natural landing area and was close to a supply of fresh water (see Drawing 1.1).

China Cove is located west of Point Simpton on the northeast shoreline of Angel Island. The topography of the site rises gently from the beach to an elevation of thirty feet above sea level. The east side rises steeply to a height of seventy feet, before flattening out and forming a plateau. The slope on the west side runs in a northwest to southeast direction rising up to 120', where the Perimeter Road intersects the slope (Figure 1.5). The slope continues to rise sharply up the hillside. A seasonal creek runs downhill from the southeast and the ground is less steep in this area, rising to the same elevation as the eastern side with a more gradual slope.

Several informal trails may have existed when the site was occupied by Native Americans and later by the Chinese shrimp fishermen, but their locations are no longer known. Photographs taken in the early 1900s document informal trails. At that time, the main access to the beach was a trail that paralleled the line of a seasonal creek, following a path of least resistance. The southern end of the trail would have connected with the Perimeter Road, which encircled Angel Island. A trail also ran along the shoreline parallel to the beach. Another trail may have connected with the beach path, winding up the eastern slope and through the scrub to the site of the 1902 Detention Camp.[26]

During this period, the lower elevations of the site and adjacent hillsides were largely cleared of trees and scrub at regular periods. The vegetation was removed for the purposes of settlement, fuel, ranching, and fishing. As a result, the flat area and the lower slopes consisted of a coastal prairie habitat, with patches of chaparral. Remnants of the native oak woodland, consisting mainly of coastal live oak, may have remained on the cliffs and steep slopes near the water's edge as well as in patches along the western slope. A mature coastal live oak in the area of the Hookooeko settlement is larger than the other trees in the vicinity, and appears to have survived the periodic cutting for firewood. A coastal live oak, located close to the beach, marked the eastern side of the site (Figure 1.6).

Several buildings and structures were built in the area during this period. The first structures built by the Hookooeko were temporary dwellings. The location of these structures is thought to have been near the beach. The Chinese fishermen lived in the first documented structure in 1879, although the location is unknown. In 1898, the Coast and Geodetic Survey (C&GS) completed a survey indicating three small structures, approximately 10' by 15'. They were located on the eastern ridge of the site and may have been used by the Army in association with the Detention Camp, which was opened by the Army in 1902.[27]

The landform allowed for several views to and from the site. The lower elevations likely had framed views, focused north across the water. The ridge on the east slope offered panoramic views of the San Francisco Bay. Entering China Cove by boat, the site and the cliffs on either side were clearly visible (Figure 1.7).

Endnotes for Chapter 1

[1] Philip W. Hines, "Archeological Investigations in Conjunction with Construction at Angel Island State Park. California, Sacramento," (Sacramento, CA: unpublished report for the California Department of Parks and Recreation, Resource Protection Division, Cultural Resource Management Unit, 1983), 8

[2] Ibid., 19.

[3] Superintendent, Department of Commerce and Labor, Coast and Geodetic Survey, Washington DC, to Mr. F. P. Sargent, Commissioner General, Bureau of Immigration, Washington DC, October 17, 1905, Administrative History Records of the Immigration and Naturalization Service, Record Group 85 (RG85), Entry 9, File 52795/59-A; National Archives, Washington DC (NARA).

[4] The description of the site by Nelson was based upon reports from contractors working on the construction of the Immigration Station.

[5] The report refers to the Coast Miwok settlement within the study area as Mrn-44.

[6] Ayala Cove, where the *San Carlos* was anchored, today bears the name of Lieutenant Ayala and is situated on the north side of the Island.

[7] In 1826 Captain Frederick Beechey made a survey of Angel Island, landing some naturalists and recording the first accurate description of the island's tides.

[8] Also during this period, Russian and Aleutian hunters hunted sea otter in the Bay Area including Angel Island. As well as using the island as a resource to replenish fuel and water, the Russians are reported to have erected a storehouse for preserving otter skins on the island. Fur hunting in the area eventually ceased when the otter population was decimated during the Mexican era, beginning in the 1820s.

[9] Richard Henry Dana, *Two Years Before the Mast* (New York: P.F. Collier & Son Company, 1909–14), 18.

[10] Ibid., 19.

[11] Jim Charleton. "National Historical Landmark Nomination, US Immigration Station, Angel Island." (Washington, DC: National Park Service, National Historic Landmarks Survey, December 9, 1997), 11.

[12] Described in a thesis for the San Francisco State College by James Douglas Ripley entitled "A floristic and ecological study of Angel Island State Park," (San Francisco, CA: unpublished masters thesis, San Francisco State College, August 1969) and in John Soennichsen, *Miwoks to Missiles: A History of Angel Island* (Tiburon, California: Angel Island Association, 2001).

[13] Osio also introduced the first large scale planting of exotic species according to James Douglas Ripley in "A Floristic and Ecological Study of Angel Island State Park," (San Francisco, CA: unpublished masters thesis, San Francisco State College, August 1969).

[14] Elliot A. P. Evans and David W. Heron. "Isla de Los Angeles, Unique State Park in San Francisco." *California History* (Volume LXVI, No. 1, March 1987), 25.

[15] The Discharge Camp was renamed Fort McDowell and later changed to the East Garrison.

[16] Emanuel Raymond Lewis, Seacoast Fortifications of the United States; an Introductory History (United States Naval Institute, 1993), 61.

[17] The road is still present today and is referred to as the Perimeter Road, which is the name that will be used for the purposes of this report.

[18] John Soennichsen, *Miwoks to Missiles: A History of Angel Island* (Tiburon, California: Angel Island Association, 2001), 50.

[19] Evans and Heron. "Isla de Los Angeles," 43.

[20] The exact extent of the boundaries for the land rented by the Army was not documented.

[21] According to the survey of the island completed by the USGS in 1897 there was not any evidence of settlement at China Cove.

[22] California Department of Parks and Recreation. "Focused Environmental Study, Restoration of Angel Island Natural Areas Affected by Eucalyptus" (Sacramento, CA: Unpublished report, July 1988), 25.

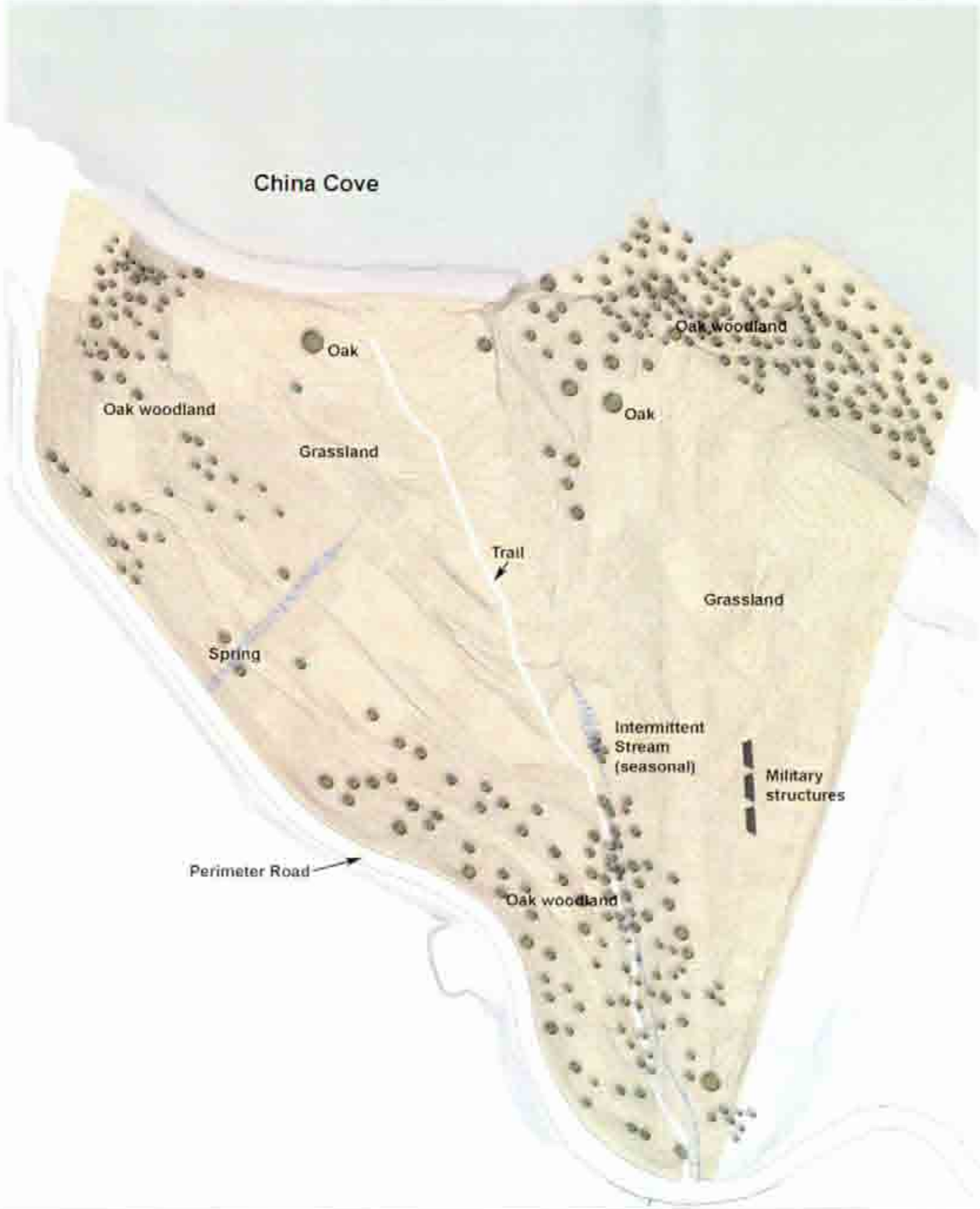
[23] Thomas M. Nishi. "Actions and Attitudes of the United States Public Health Service on Angel Island, San Francisco Bay, California, 1891-1920" (Honolulu, HI: University of Hawaii, unpublished thesis, September 1982), 8.

[24] The Army Transport *Meade* was the first infected ship to have passengers detained at the Detention Camp. The ship left San Francisco in 1902, but turned back when smallpox and scarlet fever cases were discovered aboard. Personnel were landed at the Detention Camp, except for some women and children, who were detained at the new Quarantine Station.

[25] For the purposes of this report the term, Bureau of Immigration will be used when referring to the United States Bureau of Immigration and Naturalization.

[26] The documented social trails may be an incomplete record of what was extant on the site during this period as the historic photographs to not cover the western portion of the cove.

[27] The C&GS survey of the site in 1898 describes three small structures although it does not give their location. In the historic images from 1902 three structures are visible and the C&GS included them on their 1905 survey of the site. Therefore, it is possible that the historic documentation is referring to the same structures, although to whom they belonged is not known. However, in the 1905 plan they are located within the boundary line of the Detention Camp indicating they may have been utilized by the Army, but for what purpose they were used is unknown.



Period Plan
1903

Drawing 1.1

Cultural Landscape Report
Angel Island Immigration Station
Angel Island State Park
Tiburon, California

Produced by

National Park Service
Olmsted Center for
Landscape Preservation

Map Sources:

"Map of Ten Acre Tract of Land by US Army, May 1905" (National Archives and Records Administration, Washington DC).

"Survey of Immigrant Reservation by Coast and Geodetic Survey, October 1905" (National Archives and Records Administration, Washington DC).

Notes:

All vegetation, fences and walls shown in approximate scale and location.

Plan drawn using Autocad 2000, Arcview GIS 3.2, Adobe Illustrator 10 and Adobe PhotoShop 7 by Mark Davison, NPS.

Scale in Feet
0 50 100 150

Legend

- Grasslands
- Tree canopy
- Trail
- Paved road

Location map

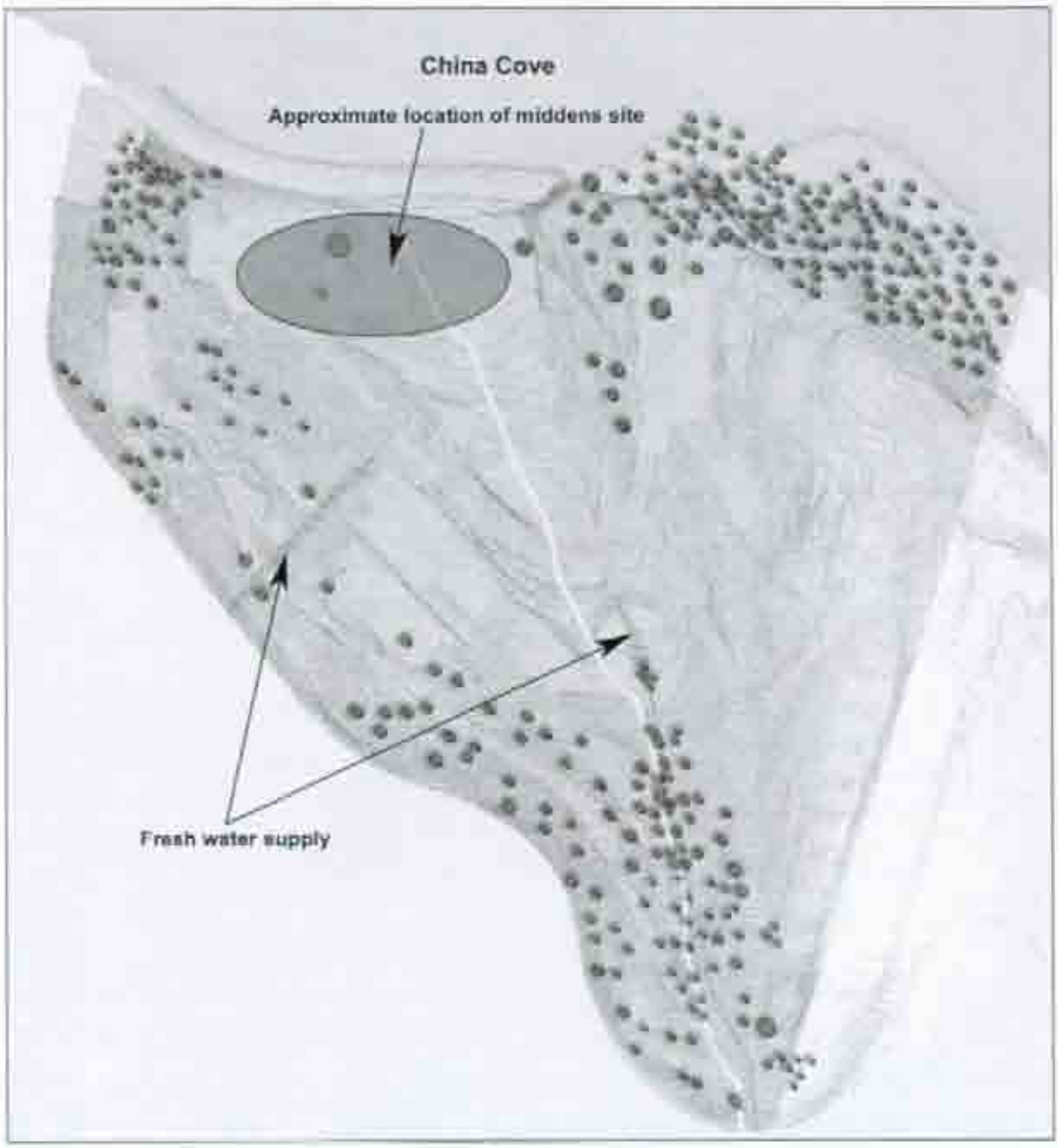


Figure 1.1. Approximate location of midden and water sources for Hookoocko settlement, 2002 (Base map indicates physical condition of site in 1903, Olmsted Center for Landscape Preservation, hereafter OCLP).

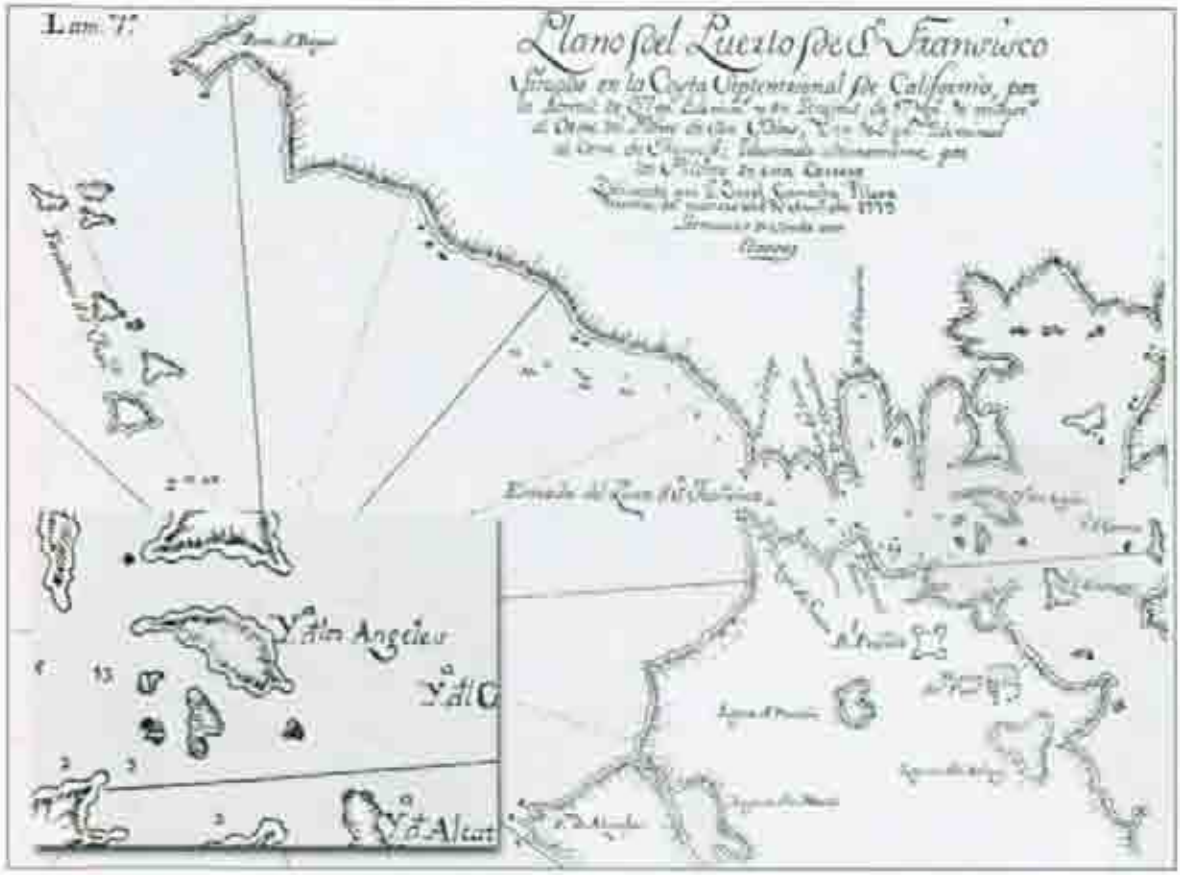


Figure 1.2. Modified chart of the San Francisco Bay and Angel Island, 1779 (Bancroft Library, University of California, Berkeley, hereafter Bancroft library).

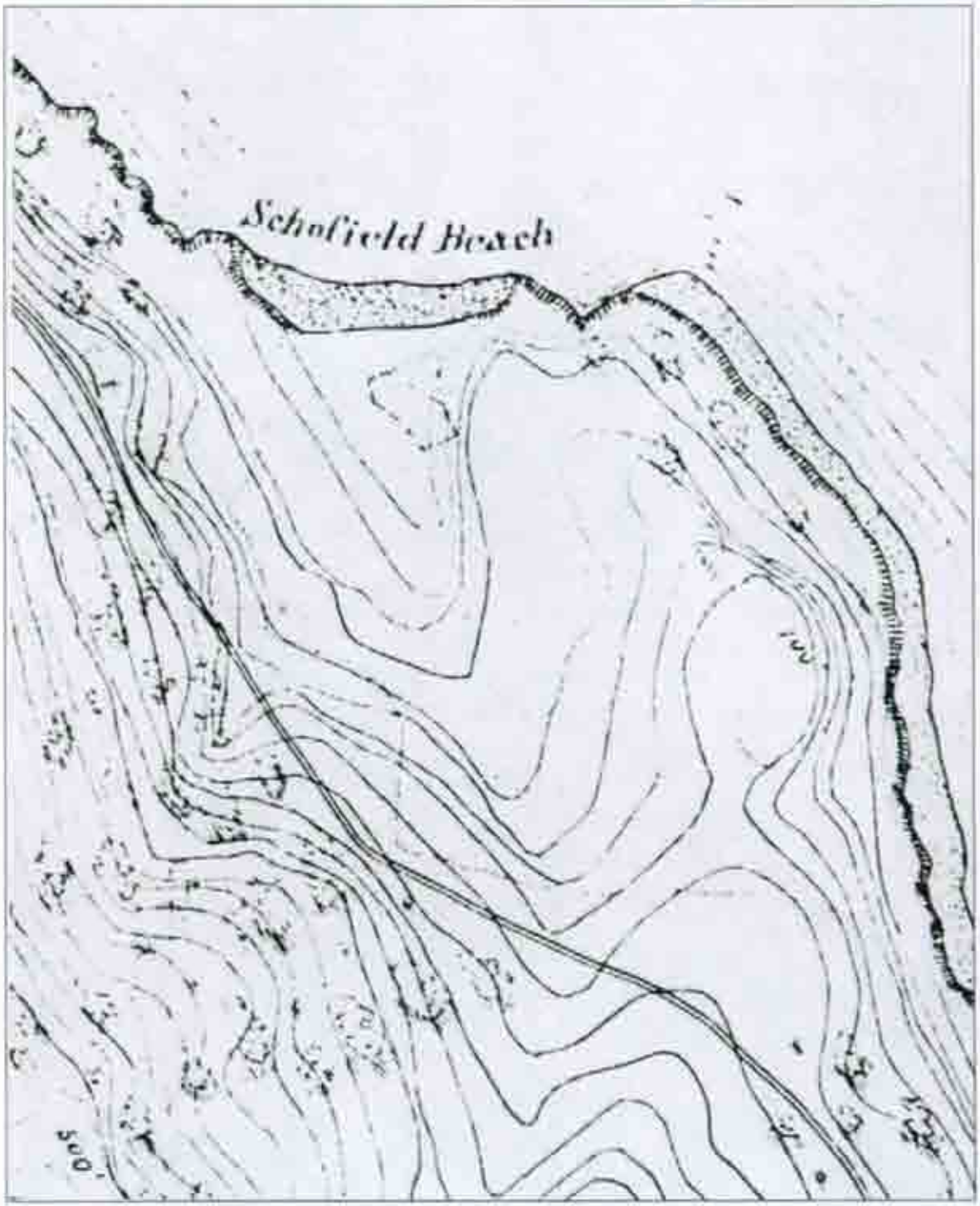


Figure 1.3. Topographic and tree cover map of study area by the US Army Corps of Engineers, 1879 (National Park Service, Golden Gate National Recreation Area, Presidio Archives, hereafter GGNRA Archives).

Figure 1.4. View of Detention Camp looking northwest, c.1903 (Photographic Archives, Interpretation & Education Division, California Department of Parks and Recreation State Parks, hereafter CDPR Archives).

Figure 1.5. View towards the west slope of the site looking southwest, c.1902 (CDPR Archives).

Figure 1.6. View towards the east slope of the site looking southeast, c.1902 (CDPR Archives).

Figure 1.7. Panoramic view of the site with the Detention Camp in the background, 1902 (CDPR Archives).

CHAPTER 2

ESTABLISHMENT OF THE IMMIGRATION STATION, 1903 TO 1913

IMMIGRATION STATION PROPOSAL, 1903 TO 1907

At the turn of the twentieth century, the port of San Francisco provided minimal facilities to support immigration. Lacking a designated building, the Bureau of Immigration leased facilities from the Pacific Mail Steamship Company.[1] Immigrants were detained in a wooden two-story warehouse at the end of the wharf on the San Francisco waterfront. The small building was crowded and unsanitary and accommodated up to 200 people at a time. Immigrants were separated inside by gender, with men held on the ground floor and women on the second. As early as 1902, bureau officials publicly criticized the overall conditions of San Francisco's immigration facilities.[2]

No official action was taken to improve the condition of immigration facilities until December 1903, when Congress introduced Senate Bill 1278 under the Sundry Civil Appropriation Act "to provide for the erection of buildings for an Immigration Station at the port of San Francisco."[3] Based on the success of Ellis Island on the East Coast, Congress suggested that a new immigration facility be built on government land in an isolated location.[4] Angel Island was seen as a logical island location near San Francisco and work began to transfer a portion of the island from the Army to the Bureau of Immigration.

The decision to relocate the Immigration Station to Angel Island was controversial from the outset. Officials from the Bureau of Immigration felt that the island location would make it easier to enforce restrictive immigration laws such as the 1882 Chinese Exclusion Act and the 1892 Geary Act.[5] In contrast, leaders from the local Chinese community in San Francisco stated that the location was inconvenient for witnesses.[6] Regardless of the protests, the US government continued to pursue the relocation of immigration facilities to Angel Island.

The Senate Bill directed the Secretary of Commerce and Labor to complete a study for the location of a new Immigration Station in 1904, when it was confirmed that Angel Island was the preferred location.[7] The bureau contracted with the C&GS to complete a survey of the island, which included topography, hydrology, vegetation and structures. In October that year, an Army officer prepared a second survey, which documented the proposed location for the Immigration Station (Figure 2.1). The following year, the War Department transferred ten acres of land to the Bureau of Immigration for "the purposes of an Immigration Station in China Cove on the east side of Angel Island."[8]

After receiving the survey, the Bureau of Immigration hired Walter J. Mathews, an architect from Oakland, California, to produce the design and specifications for the new Immigration Station.[9] No documentation has been found that explains the bureau's reasons for choosing Mathews. Although he had been in practice since 1866, he had no prior experience designing public works, especially on the scale of the proposed Immigration Station. However, once the bureau hired

Mathews he began immediately to design the facility. Even before the official contract was signed between the two parties, Mathews prepared an outline of what would be required to build the new facility.

The Bureau of Immigration used Mathews' report in their proposal to Congress. The conditions of the existing immigration facilities on the San Francisco waterfront helped to illustrate the urgent need to build a new facility.[10] As a result, the bureau successfully lobbied for, and Congress approved, funding for the Immigration Station. On September 29, 1905, the bureau signed an agreement between the "United States Government and Walter J. Mathews" to build the facility.[11] Three months later, as part of the contractual agreement, Mathews began writing a series of monthly progress reports that were sent to the Commissioner General of Immigration. These reports provide in-depth documentation of the construction process, including the materials used and the layout of the design.

Mathews Presents Design Plans

Mathews completed the first draft of his design by January 1906, using the C&GS topographic map as a base plan. He overlaid the complete layout of the Immigration Station, including the buildings, a wharf, circulation system, and a drainage system onto the 1904 survey (Figure 2.2).[12] He designed the complex with a series of buildings connected by a road, walkways and passages, with principal features located in the flat area bordering the beach and on the lower slopes. Mathews' site plan revolved around the main Administration Building, located near the shore. He aligned the building on a north-south axis centered on the wharf, with symmetrical paths and stairs flanking the building and dock entrance. The Loop Road encircled the building with three spurs related to the primary buildings on the site. The Power House was located in the northwest corner, directly off the road and near the shore. Mathews located the Detention Barracks, a long rectangular structure, parallel to the slope on the southwest side of the road. The fourth major building, the Hospital, was located on the east slope. Each of the major buildings had associated paths, walks, drives or stairs to connect them with the Loop Road and the Administration Building, which formed the hub of the site. Mathews 1906 site plan includes most of the features that were eventually constructed, although some changes in the circulation system and minor structures were added after that date.

During the early planning stages, the bureau made explicit reference to the Ellis Island Immigration Station, believing that the new facility in San Francisco Bay could be modeled on the existing facility:

> It is probable, I think, that Angel Island will be selected as the site, and in this connection I would suggest that consideration be given to a cottage system which is established at Ellis Island, N.Y. Should this system be adopted the cost of any one building need not exceed $10,000, and extension of facilities could be made easily.[13]

Mathews visited Ellis Island to familiarize himself with its design. It is possible that the architecture and site design of Ellis Island may have influenced Mathews, and thus affected his design for Angel Island. For instance, the "cottage system" in the quote refers to the campus setting in which the Ellis Island buildings were located' there was not one building for all operations, rather a group of buildings each with their own function, (i.e. administration, medical treatment, dining,

etc.). The layout of the Angel Island Immigration Station was similar to Ellis Island in that major buildings were located in close proximity to one another and the functions of the facility were assigned to a particular building.[14] In addition the Angel Island facility had a covered passageway that connected the Detention Barracks with the Administration Building in a similar fashion to passageways that connected e buildings on Ellis Island. However, the function of this feature was for security purposes as well as to protect the detainees from inclement weather; on Ellis Island the initial function of the passageways was just to protect people from the weather.[15]

Despite the similarities between the two facilities there was one major difference and this was in relation to the topographic conditions. Ellis Island was built on level ground, and the site at Angel Island was surrounded by steep terrain with very little level ground. Mathews had many difficulties locating the Administration Building in such a constrained space:

> I have found considerable difficulty in placing the main building, but by swinging the kitchen portion, following the contours, I think I succeeded fairly well, especially from an economical standpoint, reducing the grading to a minimum.[16]

In early 1906, Mathews sent a letter to the Commissioner General of Immigration in Washington DC to clarify the manner in which the construction of the new Immigration Station should be contracted. He proposed separating the various components into individual contracts in order to save the government money. According to Mathews, the extra cost in completing the additional sets of plans and specifications would still prove less expensive than contracting for the project as a whole.

The bureau was pleased with the progress made by Mathews. On January 17, the Commissioner General commended the architect on every aspect of the plans and specifications for the Immigration Station. He also noted that Commissioner North in San Francisco would be at Mathews "command" for the duration of the project.[17] The bureau did request that Mathews make some alterations to the design, but the exact nature of the changes is unknown.[18]

It took Mathews three months to make the design alterations. The 1906 earthquake and fire in San Francisco resulted in an increase in the cost of materials and made it difficult to employ contractors, delaying the beginning of construction. Finally, by September 1906, the bureau received bids for construction of a new wharf on Angel Island. The proposed schedule for the completion of the wharf was five months. The bureau accepted the lowest bid, submitted by the San Francisco Bridge Company. Mathews noted that the proposed cost exceeded his own estimate by twenty percent, due to the fact that "building material and labor has advanced very rapidly in this locality since the earthquake."[19] At the same time, the construction contract for the Administration Building, Detention Barracks, Hospital, and Power House was awarded to Charles A. Littlefield & Co., also the lowest bidder.

GROUNDBREAKING FOR THE NEW IMMIGRATION STATION

By 1907, contractors had provided bids on the majority of the Immigration Station's components. The bureau retained Mathews as project manager to supervise the construction on site and the Commissioner General, F. P. Sargent in Washington DC served as Mathews' principal contact throughout this phase. Unfortunately, the 1906 earthquake fundamentally changed construction priorities around San Francisco Bay as both labor and building materials became scarce. Consequently, work on the Immigration Station was delayed and did not begin until early 1907, when contractors finally managed to procure the necessary building materials.

Wharf Construction

The first issue encountered by Mathews and the bureau was the urgent need for a pier to unload construction materials, labor and equipment.[20] In his correspondence with the bureau, Mathews estimated that construction of a wharf would take two weeks to complete. It actually took eight weeks, foreshadowing future difficulties that plagued Mathews' administration of the construction project. By April 1907, the first pilings for the wharf had been completed. Weather and rough seas complicated the construction of the wharf, as contractors struggled to place pilings in the shallow water of the bay. The design of the pier was simple, consisting of a light frame, decking and side rail. It was barely completed before the eastern landing was overloaded with building stone and collapsed (Figure 2.3). A sketch plan accompanying an accident report survives as the only known source documenting the design and materials used in the original wharf construction (Figure 2.4).[21]

Work on the damaged structure began in September 1907, when Mathews dismissed the wharf contractor and ordered the general contractor, Charles A. Littlefield & Co., to make the necessary repairs.[22] In spite of these efforts, untreated pilings continued to deteriorate from the effects of marine growth and the swift tide dislodged piers from the frame and decking.[23]

Building Foundations

Excavating the building foundations required extensive regrading of the existing topography. Contractors installed a rail system from the wharf to expedite the delivery of materials on this difficult site (Figure 2.5).[24] The track was used to transport materials by either hand or mule-driven pushcarts to each of the main building sites, following a loop that ran around the Administration Building, as drawn by Mathews in his 1906 plan.[25] In spite of the advantages offered by the small railroad, by August 1907, Mathews reported slow progress with only partial excavations for building foundations complete:

> We have met with difficulty in obtaining a foundation for the Powerhouse, as we have discovered that a portion of the Powerhouse in excavating would have to be laid in an old Indian burial ground. My attention was called to the same, and it has been necessary to excavate those walls down some eight feet to obtain a solid foundation.[26]

Work was completed on the concrete foundations by September, and construction began on the walls and foundations for the Administration Building and the Detention Barracks.[27] Mathews reported that work was now progressing faster than at any other period during the initial construction phase. In light of the positive reports sent by Mathews, the Commissioner General requested a drawing of the new buildings. Unable to find a draftsman to complete a finished perspective of the project, Mathews personally sketched an aerial view of the facility, which illustrates the relationship of the buildings to one another (Figure 2.6).[28]

Waterfront Development

With work on the buildings nearing completion, Mathews returned to the earlier problems presented by the construction of the waterfront. He began a new project instructing the contractor to build a breakwater above the beach to protect the new facility. The breakwater was a masonry structure made of rounded stones, laid in multiple rows. The backfill behind the wall created a level surface on which two flagpoles were to be installed, illustrated in Mathews' 1907 sketch.[29] This also created the formal arrival area indicated on Mathews original site plan. Reporting on the completed breakwater project in February 1908 Mathews noted:

> The breakwater is finished and has stood the storms, especially northers, and now that the earth is filled in behind this breakwater and terraced up to the main walks, I think it will fully answer its purpose.[30]

The Bureau of Immigration did not hesitate to take advantage of this opportunity to publicize their newest facility and the press was notified of what appeared to be the imminent opening of the Immigration Station. A full page of broadsheet was devoted to the topic in the *San Francisco Chronicle*, including an outline of Mathews' general plan for the site. The article described the appearance of the landscape, also envisaging the future arrival experience for the immigrants.[31]

> Indeed the newcomers from foreign shores will probably think they have struck paradise when they emerge from steerage quarters or an ocean liner and land at the summer resort which the Immigration Bureau has provided for them… There will be many streetlights and landscape gardeners are already engaged in laying out the grounds, which will be as artistically beautiful as they can be made and will present a very pleasing sight to passing vessels. There will be two reservoirs, one containing fresh water, brought in by barges and also secured from a spring which is now being developed: the other containing salt water pumped from the bay.[32]

Drainage and Slope Stabilization

With morale improved by progress on the building construction and the encouraging newspaper articles, Mathews tackled the drainage problems at the facility. Winter storms, poor drainage, springs and surface run-off created marshy conditions throughout the site. The saturated ground had been a major obstacle, consistently delaying the early stages of construction. However, Mathews proceeded with his original plan to dig an open gully around the lower slopes, designed to drain excess groundwater or runoff into the bay.

The drainage ditch failed almost immediately after it was completed. Mathews reported a spring had been discovered where the foundations were to be laid for the dining room, to the rear of the Administration Building. Mathews explained that water was seeping up from a spring below the new ditch, which had also become clogged with mud from the failing slopes.[33] Despite later improvements to the design of the ditch, including a concrete lining, the open gully system never functioned adequately and was eventually abandoned, perhaps as early as 1913.

The unstable conditions on the hillside created problems other than those related to drainage. The saturated soil was sliding down the slopes of the site creating deep scars on the hillside, burying the lower portions of the buildings, and undermining the building foundations. The problem was exasperated by the removal of vegetation and the steepness of the grade between the terraces created by the contractors (Figure 2.7). However, Mathews claimed that stormwater was the major reason for the problem and even proposed to have found a solution:

> The hills above the Powerhouse and earth above the retaining walls on the westerly side of the Administration Building have shown a tendency to slide, in fact there are several caves above the retaining wall mentioned above, and as these walls are not in, it will be an easy matter now, knowing the character of the ground as developed, to provide for proper support. Some of the side of the hill just above the Powerhouse will have to be removed, probably some two hundred yards. There should be no danger to the Powerhouse if this earth should slide, only it would bury the terrace on the hillside of the building and throw the storm water onto the side of the Powerhouse.[34]

Mathews proposal did not comprehensively deal with the site's complex hydrological conditions and the drainage problem remained unsolved. Drainage issues continued for another two years before the problem was thoroughly understood. Finally, in 1909, grading improvements and the construction of retaining walls eventually provided sufficient stabilization to prevent landslides.

Provisions for Fresh Water

Mathews estimated that the Immigration Station would require 30,000 gallons of water per day when the complex was in operation. This included 17,000 gallons of salt water for bathing and other purposes, and 13,000 gallons of fresh water. In order to meet this demand, he proposed a variety of methods which included delivery of fresh water by boat, the drilling of an Artesian well, using the natural spring in the Immigration Station grounds and building two 20,000 gallon storage tanks.[35] The architect proposed these alternatives because he was unable to determine definitively which method would prove to be the most efficient.

The reservoirs were the first structures to be built. The largest reservoir was situated behind the Administration Building and was intended to capture surface water, mainly from the ravine. This structure was constructed by compacting the clay soil surface in a circular hollow to create a non-porous bowl that could hold up to 200,000 gallons of water.[36] The second reservoir was constructed on the hillside behind the Detention Barracks below the site of a spring. The top of the structure was level to the ground with a depth of five feet and could hold up to 10,000 gallons of fresh water. However, the springs and runoff from the ravine could not provide sufficient water to fill the reservoirs, which remained empty for a number of years. As a result, one of the most pressing issues faced by the bureau during the operation of the Immigration Station was the insufficient supply of fresh water.[37]

Unable to obtain enough fresh water from local sources to operate the Immigration Station, the bureau was left in an awkward situation. Regardless of Mathews original estimate of 30,000 gallons per day, the site could not support the fresh water needs of the Immigration Station as he had originally projected. Correspondence records relating to the subject end abruptly, and the matter may have been quietly dropped in favor of other pressing needs, such as the completion of the buildings.

Finishing the Building Contract

In the summer of 1908, Mathews was finally in a position to report that completion of the buildings contract was pending. He sent a letter to Commissioner Sargent in August, advising that the contractor had "completed his contract for the construction of the buildings and other work for the United States Immigration Station at Angel Island."[38] In November, Mathews led a tour of the site for officials from the bureau including Commissioner North, Chief Chinese Inspector Mr. Mein, Chief Clerk Mr. Crawford, and Dr. Trotter. Mathews later reported that "they all expressed themselves as well pleased with the layout."[39]

The area around the buildings had been regraded, creating terraces with steep slopes between the flat planes. In these areas, contractors often left the soil exposed, although by 1909, some scrubby vegetation was beginning to appear. The character of the east-facing hillside above the cove also changed during this period. As mentioned in chapter 1, Angel Island lost many trees to firewood prior to the US Army occupation. The arrival of the Army led to a reduction in the amount of trees felled, allowing the regrowth of native vegetation on the hillside. This new growth consisted primarily of young live oaks, and the new woodland created a dramatic contrast to the open character of the lower elevations.

The site was still far from complete when Mathews indicated to the bureau that his own contract for construction of the buildings would be fulfilled by early March of 1909. In preparation for the additional construction work, the architect asked if he would be required to furnish the bureau with plans for roads, paths, and landscaping, which was needed before the Immigration Station could be opened.[40]

At the close of the first construction phase, the north facade of the Administration Building rising directly above the wharf greeted visitors arriving at the Immigration Station (Figure 2.8). The grounds in front of the Administration Building consisted of a level terrace with flagpoles that gave it a formal appearance. The surrounding landscape had an open character with a large portion of the site cleared of woody vegetation and new buildings dominated the scene from numerous vantage points. To the west of the Administration Building, the Power House was the only structure built of reinforced concrete. The Detention Barracks were located behind these buildings on the southwest slope of the cove. On the east slope, the Hospital was situated halfway up the hill. Vegetation that had survived the first phase of construction included an older growth stand, probably oak woodland, on the steep slope below the Perimeter Road to the northwest corner of the site (Figure 2.9). The steep sided slopes on either side of the beach also contained remnants of the native oak woodland. Also, a large, mature coastal live oak (*Quercus agrifolia*) survived just above the beach and another oak was retained in front of the Hospital on the north side of the veranda.

MATHEWS' SECOND CONTRACT

As the first phase of construction at the Immigration Station was nearing completion, the Bureau of Immigration initiated inquiries into funding the second phase. The original appropriation of $200,000 had been spent and an additional sum was required to complete the facilities. To achieve this, the Commissioner General sent a request to the US House of Representatives for the sum of $45,000. The Additional Appropriation Bill detailed additional work and items required to complete the Immigration Station such as roads, paths, landscaping, electrical work, employee housing and an artesian well.

The Commissioner General had been the direct contact for Mathews during the initial stage of construction. With the Bureau of Immigration in Washington DC now anticipating the opening of the facility, Commissioner North took the lead in overseeing the second phase of construction. Once Congress approved the bill for the additional $45,000, the Washington office advised the bureau in San Francisco that work should begin on preparing the specifications for the additional construction contracts.[41] Commissioner North began correspondence with Mathews and one of his first requests was that he provide plans and specifications for the additional work.[42]

The bureau was anxious maintain continuity with the original architect, especially with the Immigration Station still far from complete, and advised that a supplemental agreement should be drawn up to allow Mathews to receive a percentage of the total cost for any additional work required. After receiving confirmation of the new contract, Mathews proceeded with preparing the plans and contracts for the various projects identified under the Additional Appropriation Bill. He further advised the bureau to undertake as few contracts as possible. Mathews suggested five contracts would be the most efficient way of dividing up the various outstanding projects.

Immigration Station Expansion

Funding for employee dwellings was included in the Appropriations Bill.[43] This was the first time that the construction of dwellings for the bureau's employees was considered. The site was already tightly packed with recently constructed buildings. Commissioner North soon realized that additional land was required to construct the new dwellings. The most suitable location for the proposed cottages was a gently sloped area adjacent to the eastern border of the Immigration Station. Commissioner North carefully worded a request to the Commissioner General in Washington, explaining that there had been a misunderstanding when the original boundary lines had been surveyed:

> When this site was picked out it was my understanding that the easterly line was several hundred feet further in that direction than the survey made by the Army engineers has shown. And I think it was so intended, but the surveyor misunderstood my instructions, as he came to me in the first place to get his general bearings. The line as at present is within six feet of the easterly side of the Hospital building. Just beyond that is a ridge beautifully situated and having considerable flat ground upon which dwellings could be erected. The additional land is triangular in shape, and extending northerly along the line marked on plat as 'boundary between Immigration Station and quarantine detention camp' down to the waters of the bay. The proposed area contains approximately four and one half acres

> embracing the crest of the ridge, which terminates on the shoreline at Point Simpton as before mentioned. The area and land asked for is bordered on the bay shore by a precipitous bluff, which can never be made available for landing purposes or wharf building.[44]

In response, the Commissioner General sent a letter to the Secretary of War requesting the transferal of the land to the Bureau of Immigration.[45] The Army agreed to the transfer and in April 1909, the bureau acquired 4.2 acres for the construction of employee cottages.[46] With the new land in the bureau's possession, Mathews proposed that the structures be located on the southeast ridge, stating "economy would naturally suggest that they be placed in such position that they would get the full benefit of the present water supply and its pressure."[47]

In March 1909, the C&GS completed a survey of the Immigration Station, enabling Mathews to finish his plans for smaller features and structures, including landscape elements such as fences, stairs, walks and lighting. Mathews proposed enclosing the Immigration Station with a secure perimeter fence. Contractors installed lighting and telephone conduits below ground and added light fixtures and fittings along the Loop Road and on the wharf.[48] The light poles were probably made of iron, topped with three small globes evenly spaced beneath a larger globe.

At the same time, minor projects were underway to finish work on the buildings. For example, an enclosed passageway was constructed connecting the Detention Barracks and the Administration Building. The structure was probably built to create a secure route for the future detainees from their dormitories to the dining hall at the rear of the Administration Building. It also provided shelter during inclement weather. On either side of the passageway, two flights of concrete stairs were constructed down the steep embankment in front of the building to provide access to the Loop Road (Figure 2.10).

In the spring of 1909, the bureau began preparations to open the Immigration Station, pending completion of Mathews' second contract. For the first time, the bureau began to take a detailed interest in the progress of the construction work and began to form opinions on their new facility. Commissioner North realized that, while the principle work at the Immigration Station, including the construction of the main buildings was almost completed, the facility was still a long way from finished. Roads required surfacing, retaining walls were needed to prevent further landslides and the security fencing was still to be installed.[49]

Delay in Opening

While the practicalities of the situation suggested opening the Immigration Station at a later date, political pressure forced the bureau to open the facility before it was ready. In March 1909, when Commissioner North voiced his concerns, California Senator G. Perkins declared the "necessity for opening without delay the new Immigration Station at Angel Island."[50] In a letter to the Secretary of Labor and Commerce, Senator Perkins also stated that he had visited the Immigration Station with three other members of Congress in December 1908, and in contradiction to the views expressed by Commissioner North, they found the facility "in apparently perfect shape for occupancy."[51] In reply to Senator Perkins' inquiry, the Secretary indicated that they were not prepared to open the Immigration Station until "the immigration through the port of San Francisco attains greater proportions than at present."[52] In addition, the bureau declared that they did not have

the money to meet the estimated $50,000 a year operating costs, including funding for staffing and the estimated $20,000 required to furnish the facility. Despite the pressure, the Immigration Station remained idle in the charge of a watchman, until there was a significant increase in immigration on the west coast.[53]

At the same time, the bureau publicly stated that while the Immigration Station would not be opened in the foreseeable future, they were still taking all necessary measures to ensure the facility would be ready for operation should the need arise. It is possible that they used immigration numbers to cover up the fact that completion of their new Immigration Station was behind schedule. In order to assess the magnitude of the situation, Commissioner North asked an Inspector of Immigration, Mr. Taylor, to review Mathews work and make suggestions for improvements.

Site Inspection and Deficiencies

In his inspection, Taylor found that "the general character of the workmanship and materials is in accordance with the drawings and specifications."[54] However, he observed an inadequate supply of fresh water even though Mathews purchased two 50,000 gallon water tanks to supplement the two recently constructed reservoirs.[55] Inspector Taylor believed that Mathews had miscalculated the potential for collecting fresh water onsite when he advised that the existing spring water and surface run-off would meet the Immigration Station's needs.[56] Other defects such as water damage in building foundations, deteriorated wharf pilings and additional grading needed to divert surface runoff were not investigated as thoroughly as the water problem, due to the limited time allocated to the visit.

Based on Taylor's review, the Bureau of Immigration decided that a more thorough inspection was required. Under normal bureau procedures, a government appointee would have inspected the construction work at regular intervals, noting deficiencies and correcting poor workmanship as it occurred. When Mathews was drawing up the original contract he had inquired as to who the government inspector would be. With no reply forthcoming from the bureau, Mathews appointed his own site inspector and retained supervisory authority. The bureau overlooked this matter, allowing Mathews to proceed with construction without inspections by a government architect.

The list of deficiencies found during Taylor's inspection ranged from flooding in the buildings to corrosion of the copper pipes. The length of the list meant that the bureau had to make a decision to concentrate on the most urgent problems, specifically drainage and fire protection. The criticism of Mathews' drainage solution was mainly related to the grading work and the interceptor ditch he designed. For example, Inspector Taylor described the grading in front of the Hospital as extending about 60 feet down the slope at an angle of about 45 degrees. The steepness of the slope had caused the soil to slump two or three feet in places from the foundation of the building. To remedy the situation, Taylor recommended the construction of a concrete retaining wall along the foot of the embankment. He also noted that all the embankments at the Immigration Station needed stabilization. Before retaining walls could be built, Taylor noted that additional grading would be required in several locations to divert rainwater away from several buildings.[57]

On close inspection, Mathews open ditch design proved to be totally inadequate. Constant mudslides caused the swale to clog and water continued to drain down the slope under the ditch.

Inspector Taylor recommended an alternative that involved constructing a system of drainage pipes below ground "inserted between the hardpan and the surface earth, to prevent the said surface earth from slipping down during the rainy season over the cut bank and over the road below, thence into the building etc."[58] He also recommended that the open gully be lined with cement to stabilize the banks of the drainage way so it could function effectively.[59] Despite Taylor's detailed recommendations, the drainage problem was not corrected to a satisfactory standard, perhaps because all of his recommendations were not implemented. Inadequate drainage remained a problem until after the Immigration Station opened.[60]

In fairness, Mathews may not be solely responsible for the quality of the construction at the Immigration Station on Angel Island. He was inexperienced when it came to building government facilities. In planning this facility, his research consisted of a single visit to Ellis Island and a study of the plans for an existing Immigration Station in Honolulu. In addition, every time he had submitted proposals, the bureau approved them with only minor alterations. The only recorded visit by the bureau to the site was at the end of 1907 when it was reported that they were satisfied with his work. Mathews simply did the best he could without adequate guidance and supervision and the lack of additional expertise (civil engineering, stormwater management, hydrology, geology, and landscape design) needed to work effectively on this difficult site. Nevertheless, when the faults in the Immigration Station's design surfaced, Mathews was blamed for every problem. The bureau took no responsibility for their inadequate supervision of the project and ignored the fact that they had authorized his design proposals, plans and specifications.[61]

Despite the mounting criticism, work continued on the Immigration Station. In spite of their wishes to the contrary, the bureau was obliged by contract to retain the services of Mathews. By June 1909, a balance of $42,564.91 remained in the construction account. As the bureau readied the Immigration Station for full operation, Taylor made a list of additional construction items. He estimated the amount that each project would cost based upon the available funds, highlighting urgent tasks including the erection of a perimeter fence and the installation of a fog lamp and bell.[62]

In June 1909, the bureau requested that the Superintendent of Construction in the US Public Building Office in San Francisco, Mr. Roberts, inspect the site. Roberts confirmed the defects discovered by Taylor and noted other problems including the shoddy construction, inferior quality materials, and lack of maintenance.[63] The terrible condition of the long neglected wharf was also cited by Roberts as an example of poor workmanship and decision making. Deferred maintenance of this structure resulted in a number of the fender and moorings being entirely eaten away by marine life, destabilizing it. Because of budget limitations, the bureau proposed replacements, but only when the Immigration Station was in full operation.[64]

Based upon Superintendent Roberts' inspection, Taylor compiled and sent a second report to the Commissioner General in Washington DC. The findings of the investigation exonerated the contractors of blame, despite the "inferior quality" of materials used.[65] Taylor noted that their work was in accordance with what had been specified by Mathews and therefore fulfilled the terms of their contracts. The report led to the eventual termination of Mathews' contract and association with the bureau. However, prior to his termination, Mathews accepted a supplemental contract offered by the Commissioner General covering additional work specified in the Additional Appropriation Bill.

One of the recommendations from Roberts's investigation was that staff should be employed to maintain the facility even if it was not in operation.[66] However, the bureau office in Washington denied the San Francisco office's request to employ two gardeners, based on the fact that the opening of the Immigration Station had been "indefinitely deferred."[67] With confirmation that the Immigration Station was to remain mothballed for the foreseeable future, the Washington office terminated Matthew's supplemental contract for roads, paths and retaining walls. Inspector Taylor reported that any other construction projects would simply add to overall maintenance cost. Although the records indicate that Mathews was not criticized in writing at this time, the tone of the correspondence suggests that the bureau was relieved to release him from his contract. Mathews association with the bureau came to an abrupt end in July 1909.[68]

IMMIGRATION STATION OPENING

Four months after Mathews departure, the facility was still not in use. According to the bureau's statements, the Immigration Station would stand idle indefinitely. However, after California senators visited the facility in October 1909, they petitioned President Taft for an earlier opening. The senators argued that, contrary to earlier assessments, the work at the Immigration Station was both adequate and complete. In response, the Chinese community in San Francisco protested against the opening of the Immigration Station and complained that the island location was inconvenient.[69] However, President Taft acquiesced to political pressure and sided firmly with the senators. On October 8, in a strongly worded telegram to the bureau, President Taft advised that the Immigration Station was ready for service and should be opened as soon as possible.

In response to Taft's request, the bureau first tried to justify the delay. The Secretary of Commerce and Labor responded with a list of difficulties involved in opening the Immigration Station. In addition, the Chinese Chamber of Commerce, perhaps noting the bureau's doubts, continued to petition the President, arguing that the location was poor because of transportation problems, particularly affecting witnesses for the detainees who would have to attend hearings held on the island. The bureau also claimed the ferry service to the island would be infrequent and subject to weather conditions.[70] Regardless, shortly after Taft's telegram had been sent, the Secretary of Commerce and Labor made a decision that the Immigration Station would open as soon as possible, treating the situation as an emergency.

Once the bureau had been compelled to open the Immigration Station, they set about the task as if it had been their intention from the beginning. No further mention was made of any possible reasons for delay. The Commissioner General in Washington DC sent a letter to Commissioner North advising that he should proceed with the "preparation of specifications and the immediate solicitation of bids" for the additional construction work previously specified.[71] The local newspapers such as the *San Francisco Chronicle* heard of the impending opening and began to report the breaking news.

In preparation for opening, the Immigration Station ferry was rushed into operation to enable transportation of both employees and detainees to the island. On October 8, the bureau's new cutter, *Inspector*, was reported in service. The *San Francisco Chronicle* noted that Miss Eleanor

Knowland, daughter of Congressman Joseph R. Knowland, broke a bottle of champagne over the bow at the launch of the vessel.

On January 21, 1910 the Immigration Station was officially opened and by April, Commissioner North had enough confidence in the new facility to claim that the bureau in San Francisco would be able to efficiently enforce the Chinese Exclusion Laws. However, the Chinese Chamber of Commerce in San Francisco remained staunchly opposed to the isolated setting of the new Immigration Station despite the improvement in living conditions compared to the old facilities at the San Francisco docks. The Chinese Chambers of Commerce, the Six Companies, and merchants called for an investigation into the treatment of Chinese immigrants and the San Francisco Downtown Association forwarded the request to President Taft.[72]

Continued Construction Work

The persistent design problems of the Immigration Station remained even after the bureau opened the facility. Numerous projects put on hold while Immigration Station was inactive required completion before it could be fully operational. During this phase, the bureau managed the construction projects by relying on the plans and specifications previously drawn up by Mathews. Where projects were of a more detailed or complicated nature, architects were brought in. The bureau solicited contractors directly, and usually awarded a project to the lowest bidder. The main projects pending included construction of small-scale structures, roads, paths, fences, additional lighting, telephone services, sewer work, and docking equipment, as well as housing for the employees and an improved ferry service to meet the increasing numbers of detainees arriving at the facility. Commissioner North estimated that at least $100,000 would be required for additional construction work at the Immigration Station noting that "for this purpose [additional construction work] our general appropriation is not available and the urgency of the situation does not justify the delay in making an exact calculation."[73]

The Bureau of Immigration awarded a general construction contract to Mahoney Brothers. The contract included the "laying of cement sidewalks and curbs, roads and paths, and installing retaining walls, gutters etc."[74] The new contractors also signed a supplemental contract to build the additional retaining walls required at the Immigration Station.[75] One of the most pressing needs at this time was the boundary fence, and this contract was awarded to the Pacific Fence Construction Company, who was able to complete the work in a month (Figure 2.11). The perimeter fence was built with security in mind, using lines of wire attached to wood posts.[76] On either side of the beach, piles were driven out into the bay and the ends of the fence were extended in an effort to prevent the escape of detainees.[77] Fences were also required around the recreation areas adjacent to the Hospital and the Detention Barracks. While it is not clear exactly when the fences were erected, a report from one of the Immigration Station staff notes that a wire fence on either side of the Hospital was in place by April 1910. Also, a fence for the recreation yard, similar in construction to the perimeter fence, extending from the south side of the Detention Barracks was probably constructed at the same time.

The bureau hurried to get the facility fully operational as the detainees began arriving as soon as the Immigration Station opened. The rush to complete the roads resulted in a poorly conceived construction method. The bureau allowed the general contractors to use horses for pulling their rollers in order to lay the macadam directly onto the subsurface layer without using a finer grade of

stone. The inspecting engineer, Mr. T. Morrin, viewed this as a "serious omission."[78] The poor construction method, combined with the steepness of the grade caused the roads to crack and fail within a year. The construction of the paths around the Administration Building was more successful and the terrace was completed creating a large flat paved area containing two small plots for planting.[79]

Another priority was the construction of the employee cottages. Towards the end of 1909, the bureau tried to procure the services of another architect. The bureau's original choice declined the project and their second choice, a local architect, Julia Morgan was selected.[80] Morgan received a design fee of five percent of the total construction budget for the production of plans and specifications and construction supervision for twelve cottages.[81] She located nine of the cottages in a line along the eastern boundary of the site as originally specified by Mathews, and the other three dwellings above the Power House. With the contracts signed, Commissioner North requested that at least some of the cottages be erected immediately as the situation regarding employee housing was serious.[82] In October 1910, Morgan changed the design of the front steps and porches for cottages 1, 11, and 12 to conform better with the site conditions. Morgan also reversed the floor plans of the three cottages (10, 11, 12) above the Power House to take better advantage of the exposure for the living rooms.[83] Although the exact date of construction is not known, records indicate that the cottages were completed by the summer of 1911.[84]

The other major structures to be built around this time included a mule barn and pump house. The materials for the construction of the mule barn had been purchased as early as October of 1909.[85] This two-story building provided shelter for mules brought to haul goods around the Immigration Station as a cost-effective alternative to automobiles. The mules were stabled on the first floor with a hayloft above. Later, when the mules were sold, the first floor was converted into a garage for storing vehicles and the upper floor was used as employee housing. The pump house was a small structure that was probably built by the contractors and was located to the rear entrance of the Immigration Station, at the southeast corner of the site.

During this period, the bureau finally repaired the deteriorated wharf and Commissioner North acknowledged that the poor condition of the structure had been ignored while the Immigration Station stood idle. However, the deterioration now required urgent attention. In addition to repairs, improvements were necessary to meet the projected increase in use. Commissioner North argued that the existing wharf could only function temporarily and that a new, more permanent landing facility was required.[86]

The bureau hired contractor O. J. Crossfield to make repairs and modifications to the wharf structure, including the addition of a chute and a pontoon float on the east side to facilitate landing supplies. As part of the improvements, the contractors added new dolphins (pilings) to the wharf, enabling bureau vessels to moor overnight.[87] This addition to the wharf was important, as the vessels were no longer able to remain overnight at the San Francisco dock. Around 1910, the fog lamp and fog bell were delivered to Angel Island and placed in temporary positions on the east side of the wharf.

At this time, the only available transportation between Angel Island and San Francisco was the 50-passenger vessel, the *Inspector.* However, the bureau contracted with United Engineering Works in Alameda, California, to build a new ferryboat. The *Angel Island* was launched at Alameda

on June 22, 1911. For the following 30 years, the *Angel Island* served as the primary transportation for both immigrants and employees arriving and departing from the facility. Asian immigrants were directed to the main deck, while Europeans used the upper deck. The boat made six regular round trips per day. With the arrival of the new vessel, the *Inspector* became a boarding launch, meeting incoming steamers in the bay.[88]

Despite the general improvement to site conditions, drainage still proved to be a major challenge. The bureau did not act upon all of the recommendations originally made by Inspector Taylor, and eventually consulted a more qualified government engineer. The engineer's report described the soil at the site as a mixture of adobe and clay, noting "this type of soil will naturally retain water creating very soft ground above the hardpan."[89] The engineer also noted that the soil was "not supported at cuts and on steep slopes it slides."[90] The engineer's findings focused on the need for three additional concrete retaining walls on the slopes of the cove. The first would be located on the west side of the Loop Road between the Administration Building and the Detention Barracks. The second was on the east side of the Administration Building. The final retaining wall was located on the west side of the Hospital where the ground had been regraded to a steep 45 degree angle. The engineer estimated that the retaining walls would be "411 feet at the Detention Building; 275 feet at the Administration Building, and 180 feet at the Hospital Building; total, 866 linear feet of additional concrete bulkhead walls and gutters in three separate sections."[91] While work on the retaining walls continued, the contractor sent confirmation to the Commissioner of Immigration that they would construct an additional 83' long retaining wall on the embankment behind the mule barn (Figure 2.12).[92]

After the burst of construction activity during the first six months of 1910, the Immigration Station was nearly complete except for the additional work on retaining walls. The main buildings and landscape infrastructure such as roads and paths were finished. The annual report issued by the bureau noted the improvements made since the opening of the facility:

> On the 21st of January, three months to a day, we began the work of removal, and the station has been in active operation ever since. The amount of work that was accomplished in those three months of our winter season was tremendous, and can only be appreciated by one on the ground. I am glad to state that while at the present time there is a great deal of work still to be done to make this a complete station, we are now working on comfortable surroundings, and the hardships are all past.[93]

Despite the positive tone of Commissioner North's words, a thorough investigation completed by a bureau officer in December 1910 uncovered a long list of additional deficiencies. Not only did the report sharply criticize Mathews, but it also held Commissioner North responsible for the deplorable condition of the Immigration Station.[94]

COMPLETING THE IMMIGRATION STATION

The harsh assessments of the construction work appears moderate compared to the strong language used in late 1910 by two new members of the bureau, Acting Commissioner Luther C. Steward, and Assistant Surgeon M.W. Glover of the Public Health and Marine Hospital Service. Steward and Glover found fault in almost every aspect of the planning and design of the facility and blamed Mathews for the mess. Their complaints reflected common problems associated with the troubles of any new building complex. Nevertheless, the underlying tone implies that they were perplexed as to how the design of the facility could have been so badly conceived. The criticism began when Glover forwarded a lengthy report to Commissioner Steward regarding the unsatisfactory conditions he had found at the Immigration Station upon his arrival. The charges were severe, including a lack of proper toilet facilities, overcrowding, unsanitary conditions, poor ventilation, bad lighting, lack of exercise space for the detainees and a dysfunctional hospital.[95]

Glover forwarded an additional letter to Steward stating that "we bring aliens to this Immigration Station and confine them here against their will. While perfectly within our rights to do so, we are also under obligation to give them the best that modern methods will permit."[96] In response, Steward sent a report to the Commissioner General criticizing the entire Angel Island operation.[97] Although Steward was probably correct in stating that "he [Mathews] was not competent to design an Immigration Station," Mathews' plans and specifications had always been reviewed and approved by the bureau. For his part, Steward also criticized the procedures of the bureau, which had led indirectly to the physical problems now found at the facility. Steward laid the blame at the door of his predecessor, Commissioner North, whom he claimed "had initiated a great many matters without displaying an intelligent grasp of the situation or a knowledge of what was required."[98]

Steward's twenty-three page report provides a detailed account of the background behind the fundamental decision to locate the Immigration Station on Angel Island and highlights numerous faults in the both the site selection and design of the facility. The criticism ranged from describing the poor arrangement of the buildings to a lack of adequate fire protection. Included in the report was an inventory of the projects and items specified by Mathews and Steward's cost estimate for the work.[99]

The Immigration Station, previously described as the "finest Immigration Station in the world" had only been in operation for eleven months at the time of the report, and its reality was turning out to be something less than hoped for. The reports by Glover and Steward set the stage for frequent investigations, damaging scandals, and calls for relocation that plagued the Immigration Station throughout its operation.

Nonetheless, at the end of 1910, several major problems required urgent attention. Steward realized that drastic action was required and that he should take responsibility for improving conditions at the Immigration Station.

Plans for Remodeling

At the beginning of 1911, Steward sent a report to the Commissioner General advising that "a general scheme should be drawn up wherein provision may be made for every feature to make up a complete, commodious Immigration Station."[100] An internal memorandum in the Department of Commerce and Labor noted that Steward "promised to submit a plan for engaging an architect to give him the necessary technical assistance in recommending to the Department just what is necessary."[101] In February, Steward was able to confirm that an architect, Mr. Raiguel, had been temporarily employed "for the purpose of preparing estimates and working out the preliminary details of a general scheme of improvements."[102] The extent to which Mr. Raiguel eventually contributed to the remodeling of the Immigration Station is unclear. However, the bureau did compensate Raiguel for his design work and he was involved in altering and organizing the interior of at the Detention Barracks, the restroom addition and the Administration Building.

In 1911, a general plan of the Immigration Station indicates existing conditions and possibly some recommendations for site improvements (Figure 2.13).[103] Steward may have used this plan as a base from which he could begin remodeling the Immigration Station. The major projects that required urgent attention included additional retaining walls, road and path improvements, structures needed for maintenance purposes, wharf repairs, reconstruction of the breakwater, improvement to the water supply, and finally landscaping once the long list of structural items had been attended to.

One of the first problems Steward tackled was the drainage of the site. The engineer previously employed by the bureau was unable to ameliorate the "swampy conditions" that existed throughout the site.[104] Steward requested emergency funds to prevent further landslides in front of the Hospital building, and to:

> Protect at least three of the recently erected cottages from land-slides from the steep hill in their immediate rear, as well as providing walks, steps, and retaining walls in front, the latter being needed also as a protection from the bank giving way in several places in front of some of the cottages, with the possibility of undermining the structures.[105]

As early as June, Steward sent a progress report to the Commissioner General regarding the construction of additional retaining walls to prevent future landslides. The continuous drainage problems in front of the Hospital required another retaining wall, located at the top of the steps, running in a southerly direction for 90'.[106] Two retaining walls were also built on the east and west side of the nine cottages in order to protect the buildings when the ground became saturated.[107] One final outstanding project was the retaining wall to the rear of the three cottages behind the Power House on the west slope. This retaining wall had been called for in an earlier inspection of the Immigration Station but was never built. Steward viewed this retaining wall as essential due to the steepness and height of the hill behind the dwellings, where a large volume of water would "naturally flow during the rainy season."[108] The new retaining walls, combined with the later planting of vegetation, stabilized the soil and finally prevented further landslides.

Road and Path Refinements

While working on the drainage problem, Steward also supervised improvements to the roads and the construction of new paths. By October 1910, the recently constructed roads were cracked and in a general state of disrepair. The original contractors, Mahoney Brothers, were not blamed for the failure as they had actually fulfilled the requirements of their contract.[109] Eventually, the bureau rehired the Mahoney Brothers to improve the macadam roads.[110] Road improvement plans included a new route to the Perimeter Road and resurfacing of the Loop Road. The new route, named the Service Road, followed a gentle curve up the slope of the site to the Perimeter Road. Two concrete pillars and iron gates were also installed, marking the rear entrance to the Immigration Station (Figure 2.14). At the bottom of the slope, the Service Road connected with both the Loop Road at the back of the Administration Building, and a spur road that branched off up the east slope leading to the Hospital.

An old road actually predated the construction of the Immigration Station. Originally this route had afforded access to the beach, running parallel to the ravine following a path of least resistance down the south slope. During the early construction phase of the Immigration Station, the dirt track became the main access road to the Perimeter Road. With the completion of the Service Road, only pedestrians used the old road.[111] By 1913, the feature had been renamed the tar path and had been improved with a small flight of steps and beautified with plantings to provide shade along which detainees and employees could stroll. Oral interviews conducted for this CLR indicate that wives and husbands held in separate buildings while interned at the facility may have been allowed to walk together up and down the tar path.[112]

As part of the Steward's improvement scheme, the path leading up to the Hospital from the Administration Building was realigned. Mathews had originally designed the path as a tightly curved walkway, incorporating a series of switchbacks. The Acting Commissioner redesigned the path so that it led from the northwest corner of the Hospital porch in a diagonal line down the slope (Figure 2.15). Steward explained his reasoning:

> Changing the direction of the brick walk between the main administration building and the Hospital from a meandering to a straight walk, lessening the grade by placing a short flight of concrete steps at the top of the hill and reinforcing these steps in order to render them monolithic, the last feature being occasioned by slight landslide in front of the Hospital.[113]

Steward also made improvements to the other paths in this area; the sidewalk in front of the Hospital was widened, a concrete manhole was strengthened to improve safety, and a handrail was attached to the retaining wall that led down to the main circulation road.[114] Other minor improvements by Steward included the laying of "bricks on a walk between the Administration Building and the Hospital in cement mortar instead of being laid dry" and edging the Hospital sidewalk with stone cobbles.[115]

Along with the improvements made to the existing path system, construction of new paths was required to provide access between some of the new structures and the rest of the buildings at the facility. The Mahoney Brothers laid out a concrete sidewalk in front of the nine cottages and a small retaining wall on the west side of the path.[116] They also built two flights of concrete steps on

either end of the walkway to connect with the Service Road below.[117] Also, a similar but shorter sidewalk was built in front of the three cottages behind the Power House. This path also featured a small retaining wall built on the down side of the slope.[118] Connecting to this path, the Mahoney Brothers constructed a winding brick path to allow access from the three cottages to the Administration Building. The path incorporated four small flights of concrete steps to accommodate the abrupt change in grade.[119]

By the end of 1910, the major features of the Immigration Station were in place and two panoramic pictures were taken of the site that show the progress that had been made. The first image was taken from the east slope (Figure 2.16) and the second was taken from the Perimeter Road above the west slope (Figure 2.17). The two images are important in that they are annotated and provide an overview of the physical changes that occurred since 1907.

Modifications to the Building Complex

While the Mahoney Brothers continued construction work on the Immigration Station's infrastructure in 1911, the buildings also received attention. Steward obtained copies of Mathews' original blueprints for the Administration Building, Hospital, and Detention Barracks, and sought the advice of the consultant architect, Raiguel, to rework the interior of these buildings to better meet the requirements of the bureau. The changes to the Administration Building included additional toilets, offices, skylights, employee sleeping rooms, and detention dormitories.[120] The Hospital was also remodeled to include bathrooms, toilets, sun porches for each ward, and an office for the station doctor.[121] The Hospital foundation was extended and reinforced with concrete, and a new concrete floor was laid in the mortuary in an effort to improve sanitary conditions.[122]

Out of the four major buildings on the site, the Detention Barracks received the most criticism. In what was a temporary measure to improve conditions, the bureau installed a latrine in the southwest corner of the recreation enclosure, sufficient to accommodate ten persons.[123] In a more permanent effort to relieve overcrowding and improve sanitary conditions, the bureau demolished the main bathrooms and the new space was used for dormitories.[124] The first and second floor reading rooms were also converted "under contract" into additional dormitory space with separate toilets and sinks.[125] A separate lavatory building was constructed to the rear of the Detention Barracks and connected to the main building by a covered passageway. The new structure was built out of reinforced concrete and completed in sixty days at a cost of around $17,000.[126]

The local Chinese community had previously criticized the bureau for inadequate recreation facilities. In response, the Immigration Station carpenters constructed a wood canopy structure over the south end of the recreation yard, located south of the Detention Barracks, to provide a place for recreation during inclement weather. They also added a door from the Detention Barracks into the yard to facilitate access to the recreation area.[127]

In October 1912, the Acting Secretary of Labor sent a letter to the San Francisco Chamber of Commerce reporting alterations and additions underway to improve housing conditions and sanitation in the Detention Barracks. The letter also included a description of other projects, such as a proposal to increase the capacity of the Power House.[128] Around the same time, plans were developed to install an incinerator for the disposal of garbage. The bureau realized that the incinerator project could be integrated with the extension to the Power House. The engineer's office

prepared plans to increase the capacity of the Power House and extend the northeast side of the building to incorporate the garbage incinerator.

By the end of 1913, the expansion of the Power House was nearly finished and the garbage incinerator was completed. The Commissioner noted, "we have burned all the refuse from all sources in the incinerator, and none has been dumped in the bay."[129] The extension to the Power House was designed to blend with the style of the existing structure (Figure 2.18).[130] Since the Power House required oil, a dock structure and pipeline for supplying fuel to the building was also constructed and named the special wharf.

The mule barn also underwent major remodeling during this period. By September 1912, the mules had been sold and a truck had been purchased for the station.[131] The first floor of the building was converted into a garage and the upper floor was converted into employee housing, thus easing the shortage of employee housing.[132] A smaller project supervised by Steward at this time included the relocation of a carpentry shop behind the Administration Building by 1913. The structure was probably built by the building contractors in c.1907 and was originally located to the rear of the Power House. Limited information exists in the archival record about this structure, although it was once referred to as the paint shop. Also, the initial structure was modified twice, it was extended in c.1914 from the west elevation and by 1930 the carpentry shed had been extended to the rear.

With the Immigration Station's staff now actively involved in construction projects, the bureau also requested that employees submit proposals for improving structures at the Immigration Station.[133] Mr. H. L. Demeritt, Assistant Engineer, recommended the construction of a new breakwater, replacing the structure originally designed by Mathews.[134] Although there was no clear reason given for constructing a new breakwater, considering the inferior quality of the other structures, it may have been in a poor state of repair. The bureau supported Demeritt's report and gave the task of building the new breakwater to the Army Corps of Engineers based at the Presidio in San Francisco. The resulting structure consisted of a 100 foot long rock wall, capped by a concrete bulkhead extending up to four feet above the high tide line.[135]

The breakwater reconstruction occurred around the same time as the bureau's decision on the future of the wharf. Repeated inspections documented the poor condition of the structure. Despite recent repairs, wave action and currents had loosened the pilings and destabilized the wharf. The Army Corps, recommended a concrete pier to replace the wooden structure. After Steward weighed the alternatives, he decided that the wharf would be repaired rather than replaced, a less expensive option.

With the opening of the Immigration Station, the wharf became the main entrance to the Immigration Station and the landing point for detainees and employees arriving from the mainland. As a result, the bureau engaged the Healy-Tibbitts Company to provide concrete for the wharf pilings and make aesthetic improvements to reflect its growing importance. As part of these improvements, they placed ornate light fixtures on concrete columns at the foot of the wharf and replaced and painted the railings white. Healy-Tibbitts also replaced the wharf deck with 1,294 feet of Oregon pine timber, laying the planking in a distinctive pattern to make the structure more attractive.[136]

Sometime between 1910 and 1913, the United States Coast Guard (USCG) built a small lighthouse on the east side of the wharf. By 1913, the fog bell and fog lamp, placed earlier in temporary positions on the east side of the wharf, were moved. The fog bell was placed in its permanent position to the north side of the lighthouse and the fog lamp was moved to a garden area on the west side of the Administration Building. In addition to changes related to the lighthouse and fog bell, a baggage shed was also constructed on the west side of the wharf. It is thought to have housed detainees' belongings and was probably in place by 1914 (Figure 2.19).[137]

Steward also set about the task of improving the Immigration Station's water supply, which had been an ongoing problem since construction began at the facility. Importing fresh water from the mainland proved an expensive undertaking. As a result, Steward investigated the possibility of increasing the capacity of water brought by boat from the mainland as well as exploring new sites at the facility that could furnish fresh water. In reviewing the previous efforts to supply freshwater, Mathews was severely criticized for his selection of local springs as a major water source.

Steward made provisions to increase the water storage capacity both by boat and onsite as well as searching for any springs that may have been previously overlooked. He also remodeled the east reservoir south of the Administration Building by increasing its capacity to 300,000 gallons and lining the earthen underground tank with concrete.[138] Steward further increased the site's fresh water storage capacity by 100,000 gallons with two new storage tanks erected at the top of the east slope behind the Hospital.[139] To keep the new storage tanks and the reservoir full, the bureau purchased a water barge to bring water from the mainland to the Immigration Station.[140] The vessel, run by private contractors, had a storage capacity of 40,000 gallons.[141] In September of 1913, Steward's replacement issued his annual report noting the increased storage capacity for fresh water. [142]

Landscaping the Grounds

With Steward's remodeling of the Immigration Station completed, the bureau focussed their attention on landscape improvements. This was the final stage in the long and arduous construction process. The bureau hired a gardener, Mr. Joseph R. Silva, to live and work at the Immigration Station, but there are virtually no records of his work at the Immigration Station, except for photographic evidence. The money allocated to complete the landscaping of the station had originally been proposed in the Additional Appropriations Bill of 1908. However, with the arrival of Steward all work on the landscaping of the grounds had been delayed. He believed that this work was of secondary importance compared to improving the living conditions of those working and detained at the station. The completion of the remodeling work and the employment of a gardener may have provided the catalyst to further develop the grounds. Understanding the development of the landscape during this period is difficult, but photographic evidence provides a visual description of how the station appeared after the initial planting had been completed, around 1914. Although the majority of the landscaping on the site took place after the facility was remodeled, some planting did occur when the facility opened.

The precise amount of landscape work carried out during this period is not known. In view of Steward's priorities related to improving living conditions, it probably only consisted of minor projects. For instance, the Service Road was lined on both sides with an avenue of evenly spaced saplings by 1911. Also by early 1912, grass seeds were purchased from the Department of Agriculture for sowing on the "hillside and lawns around the Immigration Station."[143]

There is no record that a comprehensive landscape plan was ever developed for the grounds of the Immigration Station.[144] Mathews early statement that he wished the area in front of the Administration Building to be reminiscent of an Army parade ground is the only known reference made to a preferred style for the landscape. Vegetation was used to enhance the setting of the Immigration Station, with the main decisions on style and appropriateness left to the discretion of Mr. Silva. For example, a stand of eucalyptus trees planted below the Perimeter Road may have been designed to define the boundary of the site.

By 1914, the bureau completed landscaping the grounds. Most of the planting occurred in the formal spaces around the main buildings and at the entrance to the facility. The landscaping of these areas emphasized the hierarchical organization of the spatial composition. A terrace in front of the Administration Building was planted to reflect the formal nature of this space. Two other spaces located west of the Administration Building, and on the slope below the Hospital, were less formal than the Administration building terrace. However, they were still planted in a formal style, emphasizing the institutional nature of the facility.

The terrace in front of the Administration Building served as the threshold of the Immigration Station. The symmetrical design of the paving was complemented by the formal planting scheme. Four Canary Island date palms were planted in pairs on either side of the flagpoles, emphasizing the geometry of the space (Figure 2.20).[145] Shrubs were also planted on the path that ran from the wharf to the Administration Building and they were later pruned into a rectilinear form.

The fog lamp garden on the west side of the Administration Building also received considerable attention.[146] The main features of this space were the fog lamp and two circular planting beds on the embankment (Figure 2.21). Two narrow paths encircled the planted embankment. The upper path ran below a stone retaining wall, which was planted with a groundcover and a line of unstaked trees. In the middle of this planting, two large circular flowerbeds surrounded two deciduous trees. This design element was repeated in a smaller scale on the open slope below the Hospital. It is not known if this repetition was intentional, but it does form an interesting asymmetry.

The steep slope in front of the Hospital was planted with grass, and dissected by various walkways bordered by recently planted saplings. Two circular planting beds formed the centerpiece of the slope, lined with herbaceous material and a tree located in each center. A c.1914 hand-painted glass slide from the period provides an impression of the extensive shrub planting and herbaceous border material used in this area of the Immigration Station (Figure 2.22). The area directly in front of the Hospital porch was kept clear of tall vegetation to provide a view across the site to the opposite hillside. A single mature coast live oak marked the northern end of the porch providing shade for recuperating patients.[147] Partial views through the sparse tree canopy to the north of the Hospital created a vista out into the San Francisco Bay.

SUMMARY DESCRIPTION OF THE 1913 LANDSCAPE

By the end of 1913, the appearance of the Immigration Station reflected a number of changes since work was started at the site in 1907 (see Drawing 2.1). The most distinguishing characteristic of the 1913 landscape is the hierarchy of the spatial composition, ranging from institutional areas to more intimate, human-scale spaces. For instance, the wharf and terrace in front of the Administration Building formed the threshold to a major government facility. The design of this space was formal, reflecting the power of the Bureau of Immigration over the fate of the arriving immigrants. At the other end of the spectrum, the development of the tar path as an informal strolling garden created an intimate area, offering an area for contemplation and relaxation.

With the wharf and Administration Building terrace creating a threshold, the importance of the other spaces decreased away from the wharf, around the Administration Building to the Hospital and the Detention Barracks. The buildings and their associated landscapes formed the central facilities. This was a public area and the bureau ensured that the formally designed landscapes were appropriately maintained. The tidy appearance of the landscape created an impression of order and stability. The image of the Immigration Station presented by the Bureau to the outside world was based on this first impression of the facility. For example, photographs of the public areas were used as publicity shots to create an image of harmony and well being.[148]

There were two other types of institutional space, which were not public areas. These were the recreation enclosures and the service spaces. The two buildings where the detainees were held, the Hospital and the Detention Barracks, provided exercise yards for the detainees. In terms of spatial organization, these fenced areas were located to the rear of the buildings and out of view from the entrance to the Immigration Station. They were small spaces and the steep slope restricted most recreational activities. It is clear that the bureau regarded these areas as secondary compared to the effort they made with the public institutional space. Service areas also existed and met functional requirements to facilitate the operation of the Immigration Station. These areas were kept simple and were designed to allow easy access to the structure or building they were serving. For example, the front of the Power House was an open, concrete forecourt that could be used by vehicles for deliveries and for the temporary storage of materials.

Private space on the Immigration Station was at a premium, even for the employees who lived on the grounds. Their private space was generally to the side of the cottages and a few of the residents defined their space with a wooden lattice fence to increase privacy and create individual gardens. The boundary fence for the facility ran close to the rear of the cottages. In order to increase their private space, employees living in the middle four cottages, numbers 6, 7, 8 and 9, extended their back yards and encroached into the horse corral belonging to the Army. These extended yards were probably used for planting vegetables and drying clothes. The open aspect in front of the cottages afforded a view down the slope and out across the bay during the early years of the Immigration Station. This semi-private space was delineated by the path that ran in front of the dwellings.

A large portion of the grounds was neither private nor public space. These spaces tended to be on land where steep topography restricted development. Unable to serve any programmatic

function, these areas were minimally managed, eventually resulting in mowed grasslands and wooded groves. Managed grasslands surrounded the main buildings, where the ground had been regraded and the trees and shrubs had mostly been removed. The open character of the managed grasslands formed a ground plane that accentuated the vertical scale of the structures. The main buildings appeared monolithic in the intimate but open setting of the cove. Wooded areas on the steepest slopes served no specific functional purpose to the bureau other than wind protection and spatial definition. Many contained remnant woodland that predated the Immigration Station period. The woodlands created an edge, serving to focus the view from the wharf to the area where the main buildings were clustered.

The location of the primary buildings and wharf was greatly influenced by the physical features of the cove. The Administration Building was located on the only naturally flat portion of the grounds proximate to the wharf to greet the arriving detainees. The size of the Administration Building was such that the south end, where the dining rooms were located, was swung at an angle to fit the topography of the site. The Power House was also located adjacent to the beach as the oil required for the boilers had to be delivered by water. The two other main buildings, the Hospital and the Detention Barracks, were poorly sited considering the steep nature of the topography on which they were built. However, at the time they were constructed, there were no other flat areas available so it made sense to locate the structures as close to the Administration Building as possible to facilitate convenient operation.

The employee housing constitutes the other main structures of the Immigration Station. In order to build these nine structures, the boundary of the Immigration Station was expanded. The new development was located in the new portion of the grounds that contained a narrow plateau on the southeast edge of the site. The other three cottages were located behind the Power House, but the reason for their location is difficult to understand. It is possible they were located proximate to the Power House so it could remain in operation at all times in case of a fire. Or, the slope in this area may have had a natural terrace that accommodated the three structures. The steep slopes and compact nature of the cove had made the siting of these structures complicated, and was not ideal in terms of their relationship to the physical attributes of the site.

The location of buildings and major structures also guided the design of the circulation system. The wharf was designed as the gateway to the facility. The aesthetic consideration given to the decking complimented the relative grandeur of the front façade of the Administration Building, heightening the sense of arrival at the facility. The area in front of the Administration Building was a paved open terrace, with small plots left for the planting of vegetation accentuating the formality of the space. The terrace was the largest paved area in the grounds, confirming arrival at a substantial government facility. Two roads led away from the terrace along the perimeter of the flat area, connecting at the rear of the Administration Building and forming the Loop Road to create the main circulation route at the Immigration Station.

From the Loop Road, secondary roads and paths branched off up the slopes of the cove, to connect with the other structures and buildings. Behind the Administration Building, a short road was constructed to provide access to the Hospital. Paths and stairs were also built to connect the Hospital and Detention Barracks with the Administration Building. Above the Detention Barracks, a new road was constructed to provide access along the steep slope and to the three employee cottages.

The building of the cottages further expanded the original circulation pattern when a path system was added in front of the cottages to created a terrace. Flights of stairs were also constructed to allow access to the Loop Road around the Administration Building. The Service Road led away from the Loop Road, up the least steep portion of the ravine, to connect with the Perimeter Road. This was the rear entrance to the Immigration Station, and the Perimeter Road afforded access to the rest of the island and neighboring facilities.

Paths were mostly functional to facilitate movement between the buildings; however, some were used for recreational purposes. In one of the few public areas designed with human scale in mind, the tar path, in the southeast portion of the grounds, was improved to create a strolling route that was used by both employees and detainees alike. The tar path, which had previously been used as the access road to the Perimeter Road before the Service Road had been built, was planted on either side to form a winding picturesque route (Figure 2.23).[149] This may have been an area where the gardener Silva was allowed to exercise his talents; away from the more regimented designs required around the bureau's buildings. Paths in front of the Hospital may have been used for recreational purposes and seats along the paths suggests they were used for strolling by recuperating patients.

The majority of the detailed planting occurred in the formal spaces around the main buildings and at the entrance to the facility. An interesting feature of the planting was that the most of the trees and shrubs were planted along the edge of the paths and roads, providing both shade and interest. The Service Road was edged with trees at equal distance and opposite one another, creating an avenue that emphasized the institutional nature of the facility when entering the Immigration Station from the Perimeter Road.

On the whole, the Immigration Station still had an open character after the landscaping had been completed, affording views both into and out of the facility. The 1913 survey of the site clearly shows that expansive views were possible from all the major buildings. At virtually any location, except for the southeast portion of the site, views of San Francisco Bay formed a backdrop to the site. The bureau was pleased with their improvements since the opening of the facility in 1910, and the Commissioner was confident enough to have a commemorative set of photographs taken of the site, indicating a level of pride in the Immigration Station's appearance. The new Commissioner noted in his annual report that "the year has seen many improvements at the Immigration Station."[150]

Endnotes for Chapter 2

[1] San Francisco was the headquarters for District 18 of the Bureau of Immigration under the Department of Commerce and Labor until 1913 when the Department of Commerce and Labor split into two separate departments. The Department of Labor had complete jurisdiction over the Immigration Bureau. The headquarters for the Bureau of Immigration was in Washington DC, headed by the Commissioner General. The Commissioner of Immigration headed the District 18 office, located in San Francisco. When the Immigration Station was opened the facility got its own Commissioner.

[2] The Detention Barracks were furnished by the Pacific Mail Steamship Company. Although the immigrants were detained on land, legally, the company was responsible for the maintenance and safekeeping of the immigrants they transported.

[3] Senator Perkins to Hon. William P. Frye, Chairman, Senate Committee on Commerce, December 28, 1903, Administrative History Records of the Immigration and Naturalization Service, Record Group 85 (Hereafter RG85), Entry 9, File 512961/26J; National Archives, Records and Administration, Washington DC (Hereafter NARA).

[4] US Secretary of the Treasury to Hon. Geo. B. Cortelyou, Secretary, Department of Commerce and Labor, April 29, 1904, RG85, Entry 9, File 51456/1-15; NARA.

[5] The Secretary of the Department of Commerce and Labor to the Speaker of the House of Representatives, December 30, 1904, RG85, Entry 9, File 51456/1-15; NARA.

[6] Him Mark Lai, Genny Lim and Judy Yung. *Island: Poetry and History of Chinese Immigrants on Angel island, 1910-1940*, (Seattle: University of Washington Press, 1999), 13.

[7] Sundry Civil Act Approved April 28, 1904, (58th Congress., 2nd Session., page 466). RG85, Entry 9, File 52961/26; NARA.

[8] William H. Taft, Secretary of War to Secretary of Commerce and Labor, July 8,1905, RG85, Entry 9, File 52795/59A; NARA.

[9] The Immigration Station was designed by Walter J. Mathews, (d.1947). Mathews was born in Wisconsin and moved to the West Coast as a young man. In 1866, he established an office in San Francisco, later practicing in Oakland. Among his early works in the Bay Area were "the Immigration Building on Angel Island, buildings on the north side if 14th Street in Oakland, between Franklin and Broadway, and many private homes." See Henry F. Withey and Elsie Rathburn Withey, "Mathews, Walter J.," Biography of American Architects (Deceased), (Los Angeles, CA: New Age Pub. Co, reprinted by Hennessey and Ingalls, Inc., 1970), 399.

[10] V.H. Metcalf to the Speaker of the House, December 30, 1904, RG85, Entry 9, File 51456/1-15; NARA.

[11] Mathews was to receive five percent of the cost total budgeted for construction as compensation for plans, drawings, estimates, and local construction supervision. The figure excluded, "the cost of the site or furniture, gas and electric light fixtures, roads, sidewalks or fences." Agreement between the United States of America and Walter J. Mathews, September 29, 1905, RG85, Entry 9, File 51456/1-15; NARA.

[12] Mathews also drew plans, sections and elevations of the four main buildings and a general plan for the site. The NARA archive in Washington DC still has 53 of the original blueprints for the design of the Immigration Station by Mathews. Some of the plans are marked up in red pencil and reprints of the Mathews original plans used for the remodeling of the station in 1912.

[13] US Secretary of the Treasury to Cortelyou, April 29, 1904, RG85, Entry 9, File 51456/1-15; NARA.

[14] There was some overlap, for instance, the female detainees were held on the second floor of the Administration Building, but on the whole the functions were separated, i.e. Hospital, Detention Barracks, Power House etc.

[15] This would later change when Ellis Island was converted into a detention camp and the glass windows were replaced with metal grills.

[16] Mathews to Hon. F. P. Sargent, Commissioner General of Immigration, December 16, 1905, RG85, Entry 9, File 52795/59-A; NARA.

[17] Sargent to Mathews, January 17, 1906, RG85, Entry 9, File 51456/16-34; NARA.

[18] On April 28, 1906 Mathews finished the specifications for the Immigration Station and forwarded the documents to Washington DC. The document is 23 pages long and contains many details relating to the methods of construction for the various projects included in the general contract.
[19] Mathews to Sargent, July 18, 1906, RG85, Entry 9, File 51456/16-34; NARA.
[20] Mathews to Sargent, April 2, 1907, RG85, Entry 9, File 52961/26; NARA.
[21] Mathews to Sargent, July 20, 1907, RG85, Entry 9, File 52961/45; NARA.
[22] Mathews to Sargent, September 4, 1907, RG85, Entry 9, File 52961/26; NARA.
[23] Mathews to Sargent, December 10, 1908, RG85, Entry 9, File 52961/26; NARA.
[24] Mathews to Sargent, August 12, 1907, RG85, Entry 9, File 52961/26; NARA.
[25] The rail-cars on the track around the Loop Road were either mule-driven or pushed by hand. Mathews to Sargent, August 12, 1907, RG85, Entry 9, File 52961/26; NARA.
[27] Mathews to Sargent September 13, 1907, RG85, Entry 9, File 52961/26; NARA.
[28] Mathews to Sargent, September 4, 1907, RG85, Entry 9, File 52961/26; NARA.
[29] Ibid.
[30] Mathews to Sargent, February 1, 1908, RG85, Entry 9, File 52961/26; NARA.
[31] Photographs and reports from the period do not corroborate the glowing description presented by the paper. Newspaper articles published in August 1907 described the station as a "summer resort" and a "paradise," with landscape gardeners creating an "artistically beautiful" landscape. In reality, the site still looked like a construction area, and landscaping had been postponed until the completion of the roads and buildings.
[32] "Angel Island immigration Station," *San Francisco Chronicle* (August 18, 1908).
[33] Mathews to Sargent, March 4, 1908, RG85, Entry 9, File 52961/26; NARA.
[34] Ibid.
[35] Mathews to Sargent, February 15, 1906, RG85, Entry 9, File 51456/16-34; NARA.
[36] Mathews to Sargent, September 13, 1907, RG85, Entry 9, File 52961/26; NARA.
[37] Ibid. As part of the ongoing effort to improve the water supply, Mathews decided to drill in the cove to investigate new sources of fresh water. The task of drilling was contracted out directly by the Bureau of Immigration. However, the administration turned to Mathews for advice and he suggested that the well be sunk at least 150' into the ground, although no precise location was stated. However, the contractor suspended drilling work when he struck bedrock at a depth of 25'. Any water they had found was believed to have been caused by wet winter weather rather than the normal water table for the site.
[38] Ibid.
[39] Sargent to James a Tawney, Chairman, House Committee on Appropriations, March 25, 1908, RG85, Entry 9, File 52961/26; NARA.
[40] Mathews to Sargent, February 24, 1909, RG85, Entry 9, File 52961/26; NARA.
[41] Sargent to Commissioner of Immigration, June 2, 1908, RG85, Entry 9, File 52961/26; NARA.
[42] Before Mathews was prepared to begin, he needed to address the issue of payment for the supplemental contract. The architect had signed the original contract agreeing to complete construction of a number of the smaller projects, including roads and paths without receiving fee for this portion of the work. The delays to the project meant he would receive less money per hour for the work he had completed. He had originally signed a contract waiving his fees for the additional work required, as the fee for the building contract was supposed to cover both contracts. By the end of March 1909, Mathews inquired as to whether he would be required to "furnish plans and specifications for the fences, roads and sidewalks now to be constructed." Mathews to Commissioner General, March 26, 1909, RG85, Entry 9, File 51456/1-15; NARA.
[43] However, Mathews was released from his contract before the cottages were ever built, and the project was delayed, with the eventual task of designing the dwellings given to another architect. Mathews may also have begun tentative designs for the construction of these buildings. However, no plans have been found to corroborate that the cottages were built in the location originally suggested by Mathews.
[44] Commissioner J. North to Sargent, June 30, 1908, RG85, Entry 9, File 52961/26; NARA.
[45] William R. Wheeler, Acting Secretary, Bureau of Immigration and Naturalization, July 7, 1908, NARA, Washington DC, RG85, Entry 9, File 52961/26; NARA.

[46] Twelve cottages were eventually built three of which were to the rear of the Power House. The archival records do not indicate whether the additional three cottages were included in the original plans.
[47] Mathews to Commissioner General, March 26, 1909, RG85, Entry 9, File 51456/1-15; NARA.
[48] Mathews to Commissioner General, March 26, 1909, RG85, Entry 9, File 51456/1-15; NARA.
[49] North to Commissioner General, April 15, 1909, RG85, Entry 9, File 51456/1-15; NARA.
[50] Perkins to Hon. Charles Nagel, Secretary of Commerce and Labor, March 11, 1909, RG85, Entry 9, File 52961/26; NARA.
[51] Perkins to Nagel, March 11, 1909, RG85, Entry 9, File 52961/26; NARA.
[52] Creighton Fox Norris. "The History of Angel Island." (San Francisco, CA: San Francisco State College unpublished thesis, 1950), 37.
[53] Ibid.
[54] Mr. J. W. Roberts, Superintendent, United States Public Buildings to Mr. R. H. Taylor, Inspector of Immigration, June 17, 1909, RG 85, Entry 9, File 52961/26B; NARA.
[55] The tanks were located on the border of the Perimeter Road on the southwestern boundary line of the site.
[56] In order to solve the problem, Inspector Taylor proposed that the bureau pay for fresh water delivered by barge from the mainland. This alternative ultimately proved to be extremely expensive and consumed a large portion of the facility's budget, although providing an adequate fresh water supply was deemed an urgent matter, especially in light of the potential fire danger. The Commissioner General authorized the temporary purchase of fresh water from the mainland to keep the reservoirs on site full. As a consequence, the bureau also made plans to install water storage tanks on the Immigration Station ferry, still under construction. However, even with water imported from the mainland, an adequate water supply proved to be an ongoing problem for the station. Commissioner of Immigration to Office of Secretary, Department of Commerce and Labor, June 9, 1909, RG 85, Entry 9, File 51456/56; NARA.
[57] Roberts to Taylor, Inspector of Immigration, June 17, 1909, RG 85, Entry 9, File 52961/26B; NARA.
[58] North to Commissioner General, April 15, 1909, RG 85, Entry 9, File 51456/1-15; NARA.
[59] Ibid.
[60] The absolute lack of fire protection at the facility presented another urgent issue. All of the structures were made of wood except for the Power House, and the insufficient water storage on site posed a threat to the buildings. Bureau officials expressed their concern during initial visits to the site, but the severity of the situation became more apparent after Taylor's inspection when he noted that only one of the two water storage tanks contained water. The Commissioner General speculated that the two water tanks were not filled because the machinery in the pump house had not been tested and was in a poor condition because of rust. The urgent need to fill the water tanks was heightened by the realization that hydrants were installed only in the Administration Building, leaving the Hospital, Detention Barracks, and Power House unprotected. Inspector Taylor was concerned that the station would not be able to extinguish even a small fire. With the bureau authorized to purchase water from the mainland to fill the storage tanks, the fire prevention measures included the installation of the additional hydrants and the purchase of fire hoses. Like the drainage problem, the danger of fire remained a constant issue during the operational years of the facility.
[61] Following his visit, Inspector Taylor prepared a report for the Commissioner General detailing his findings. This report is the first in a series of investigations directed by Inspector Taylor, leading to the recommendation that the bureau discharge Mathews.
[62] Commissioner to Secretary, Department of Commerce and Labor, June 9, 1909, RG 85, Entry 9, File 51456/56; NARA.
[63] Roberts to Taylor, June 17, 1909 RG 85, Entry 9, File 52961/26B; NARA.
[64] Ibid.
[65] Taylor to Commissioner General, July 1,1909, RG 85, Entry 9, File 52961/26B: NARA.
[66] Ibid. The only position that was confirmed was for an Engineer-Watchman, Mr. Talbot, who would watch over the property and work the machinery in the Power House in case there was any danger of a fire occurring.
[67] Commissioner to Secretary, Department of Commerce and Labor, June12, 1909, Record Group 85, Entry 9, File No. 51456/56.

[68] Commissioner, Washington DC to Commissioner, San Francisco, July 9, 1909, Record Group 85, Entry 9, File No. 51456/56.
[69] North to Commissioner General, January 27, 1910, RG 85, Entry 9, File 52961/26C; NARA.
[70] Him Mark Lai "Island of Immortals, Angel Island Immigration Station and the Chinese Immigrants." *California History* (Volume LVII, No. 1, Spring 1978), 90.
[71] Commissioner General to Commissioner, October 16, 1910, RG 85, Entry 9, File 51456/67; NARA.
[72] Marshall McDonald & Associates. "Report and Recommendations on Angel Island 1769 – 1966" (California: unpublished report for the California State Parks, 1966), 103.
[73] Commissioner General to Secretary of Commerce and Labor, February 16, 1910, RG 85, Entry 9, File 52961/26D; NARA.
[74] Commissioner to Commissioner General, April 6, 1910, RG 85, Entry 9, File 52795/59; NARA.
[75] Mahoney Brothers, Contractors to Commissioner of Immigration, April 4, 1910, RG 85, Entry 9, File 52795/59; NARA.
[76] The description of the materials used to construct the fence are based upon an analysis of historic photographs by the author.
[77] North to Commissioner General, April 23, 1910, RG 85, Entry 9, File 52961/26D; NARA.
[78] Engineer Thomas Morrin to Commissioner North, October 4, 1910, RG 85, Entry 9, File 52995/59A; NARA.
[79] With the Immigration Station in daily operation social paths began to appear in the landscape. One of the paths was from the newly constructed water towers on the brow of the eastern slope and led down the slope, behind the Hospital recreation yard and disappears into the woodland at the edge of the cliffs. This path continued from the water towers in a southwesterly direction, dissecting the boundary fence, and continued across the plateau that was owned by the Army, therefore probably predating the Immigration Station period.
[80] Julia Morgan (1872 – 1957) was the first woman to complete the program at the Ecole des Beaux-Arts in Paris in 1902. In her nearly half-century career, Morgan designed approximately 700 buildings. Her most notable work included YMCA buildings in Honolulu and numerous California cities, the Hearst compound at San Simeon and numerous buildings at Mills College and the University of California, Berkeley.
[81] Commissioner to Commissioner General, December 10, 1909, RG 85, Entry 9, File 52795/24; NARA.
[82] To save on construction costs, Morgan originally designed the cottages without full bathroom facilities. Acting Commissioner Luther Steward found this unacceptable and wrote the Commissioner-General for additional funds to correct the problem. Morgan's revised cottage design, shown on a drawing dated June 6, 1910 and revised November 3, 1910, shows the bathroom addition extending out from the rear of each cottage about 2'. Steward to Commissioner-General, December 7, 1910, RG85, General Correspondence, File 52795/23A, NARA.
[83] Morgan to Commissioner of Immigration, San Francisco, October 26, 1910, RG 85, General Correspondence, File 52795/23A, NARA.
[84] On January 5, 1911 Special Agent Clayton Herington investigated the awarding of the contract to Julia Morgan by Commissioner North and found that "the only suspicious circumstances was the fact that Commissioner North did not disclose his relationship with Miss Julia Morgan, the architect who prepared the plans and specifications, who is really his sister-in-law." Memorandum, Department of Commerce and Labor, January 5, 1911, RG 85, Entry 9, File 52795/24.
[85] Commissioner General to Commissioner, October 16, 1910, RG 85, Entry 9, File 51456/67; NARA.
[86] Commissioner General to Secretary of Commerce and Labor, February 16, 1910, RG 85, Entry 9, File No. 52961/26D; NARA.
[87] North to Commissioner General, April 23, 1910, RG 85, Entry 9, File 52961/26D; NARA.
[88] On June 22, the Immigration Station ferry was launched at Alameda. The ferry was named the *Angel Island* went into regular service on August 6, under Captain Blatt.
[89] Consulting Engineer to North, April 5, 1910, RG 85, Entry 9, File 52795/59: NARA.
[90] Ibid.
[91] Towards the end of April 1910, the contractors, Mahoney Brothers advised Commissioner North of the cost and materials required to construct the additional retaining walls. The contractors indicated that the island

location created some additional difficulties that added to the overall cost of the project. The proportions required by the specifications for concrete were one-part cement, two of sand and four of crushed rock; and the materials required were itemized as follows:

Description			**Cost**
Cement	1.75 barrels	@ $2.40	$4.20
Rock	1 cubic yard	@ $2.35	$2.35
Sand	0.5 cubic yard	@ $1.45	$0.73
Material and Labor in Forms		@$1.00	$1.00
Fresh Water, 50 gallons			$0.30
Labor excavation foundations and backfilling and grading			$1.00
One-half inch thick plastering exposed surfaces with plaster composed of one part cement and one part sand			$0.35
Proportion of office expenses chargeable to this contract			$0.23
Total			**$12.66**

Consulting Engineer to North, April 5, 1910, RG 85, Entry 9, File 52795/59: NARA.

[92] Commissioner to Commissioner General, April 25, 1910, RG 85, Entry 9, File 52961/26D; NARA.

[93] US Department of Labor. "Annual Report of the Commissioner General of Immigration" (Washington DC: Bureau of Immigration, July 19, 1910).

[94] Eventually the findings from the investigation reached President Taft who called for the resignation of Commissioner North.

[95] Assistant Surgeon, M.W. Glover of the Public Health and Marine Hospital Service, to Acting Commissioner of Immigration, November 21, 1910, RG 85, Entry 9, File 52961/26F; NARA.

[96] Thomas M. Nishi. "Actions and Attitudes of the United States Public Health Service on Angel Island, San Francisco Bay, California, 1891-1920" (Manoa: University of Hawaii, unpublished thesis, 1982), 29.

[97] Ibid.

[98] President Taft in correspondence with Mr. Nagel, Secretary of Commerce and Labor in October 1910, advised "the sooner you get rid of Mr. North the better." Commissioner North was suspended shortly thereafter, and later resigned. RG 85, Entry 9, File 52961/26D, NARA.

[99] Comparing the costs, Steward noted that his analysis indicated "how little intelligent idea Mr. W. J. Mathews really possessed concerning matters he was supposed to be familiar with. He went on to describe "the wretchedly filthy condition in which I found the buildings, and particularly the Detention Barracks." It would appear that since the opening of the facility even the basic necessities, such as disinfectant had not been purchased. The Acting Commissioner compared the lack of sanitation with a purchase order for ornamental trees, shrubs and seeds. Although the latter items had not yet been procured Steward felt that "in the judgment of the writer the station needs disinfection rather than embellishment." Acting Commissioner Steward concluded the report by stating, "I believe it proper to state that the original plans for this station were unquestionably faulty; that the carrying out of these plans might be severely and justly criticized, and that the present use of the station is necessarily unsatisfactory owing to the glaring blunders committed in construction, addition and maintenance." Steward to Commissioner General, December 19, 1910, RG 85, Entry 9, File 52691/26F; NARA.

[100] Steward to Commissioner General, January 14, 1911, RG 85, Entry 9, File 52691/26H; NARA.

[101] Memorandum, Department of Commerce and Labor, January 19, 1911, RG 85, Entry 9, File 52961/26H; NARA.

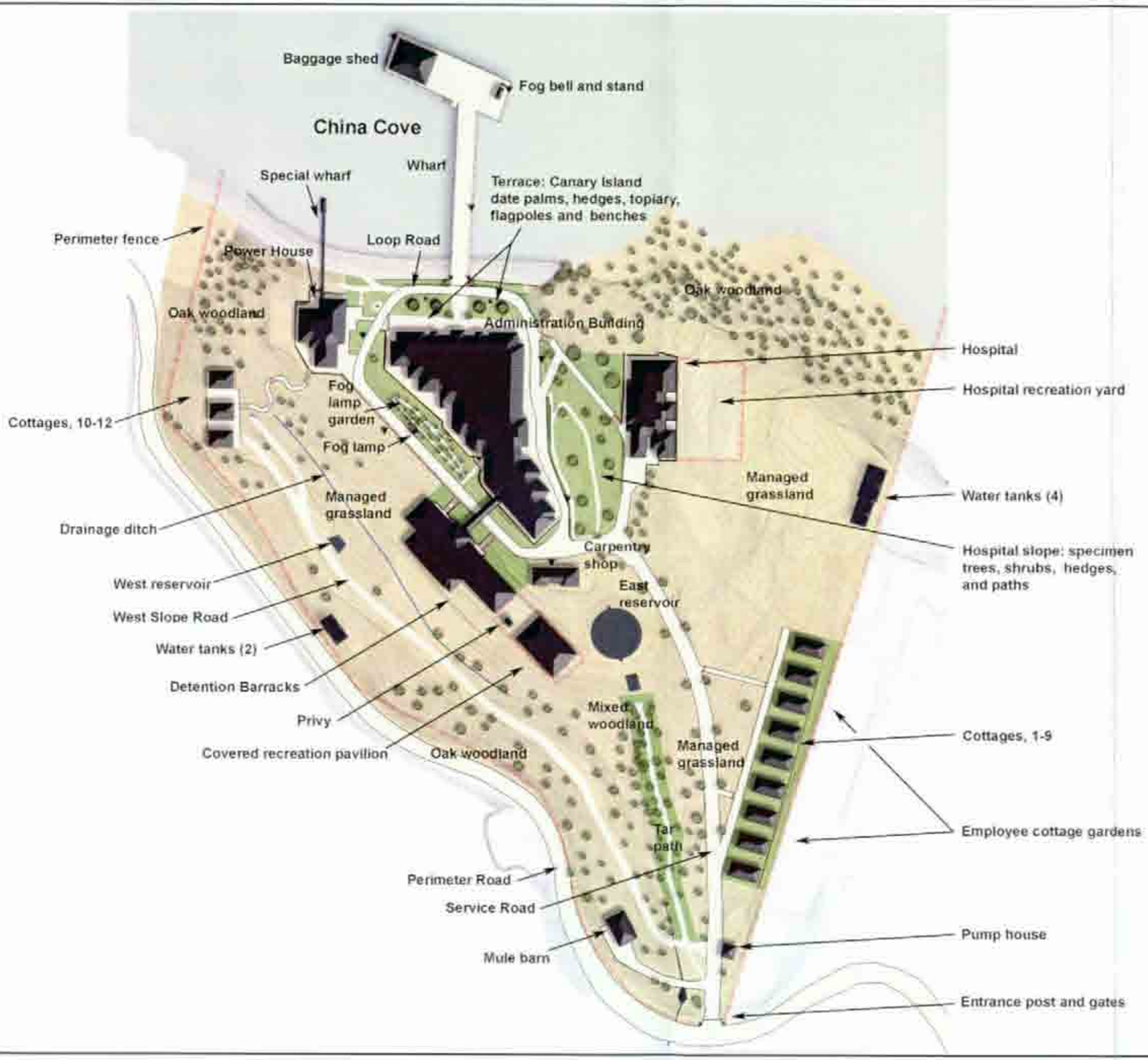
[102] There are no records indicating the exact nature of the work that was carried out by Raiguel but blueprints at the National Archives in Washington DC show alterations in red pencil made to the interiors of the buildings. Also in March 1910, Steward sent a report to the Commissioner General enclosing a set of blueprints of the Immigration Station, originally drawn by Mathews, which had apparently been amended to

show alterations made by Raiguel. The only other evidence was an index card in RG85 that indicates Raiguel was temporarily employed for the "supervision of alterations" and paid $200 for his work on April 2, 1911.
[103] The identification of who drew the plan is not known. It may have been drawn under the guidance of Acting Commissioner Steward.
[104] Steward to Commissioner General, February, 1911, RG 85, Entry 9, File 52961/26G; NARA.
[105] Ibid.
[106] A total amount of 776 cubic feet of concrete was used for this retaining wall. Steward to Commissioner General, July 19, 1911, RG 85, Entry 9, File 52961/26A; NARA.
[107] Steward to Commissioner General, June 23, 1911, RG 85, Entry 9, File 52961/26G; NARA.
[108] Steward to Commissioner General, July 19, 1911, RG 85, Entry 9, File 52961/26A; NARA.
[109] Chief Engineer and Superintendent to Commissioner of Immigration, October 26, 1910, RG 85, Entry 9, File 52795/59A; NARA.
[110] The specifications for the road were described in a report to the Commissioner General: "On specifications providing for first, a macadam road; second, concrete in the proportions of one part Portland cement, three parts gravel and four parts broken stone; third, concrete mixture of one part Portland cement, two and one-half parts gravel and seven parts broken stone." Also, Mahoney Brothers submitted the lowest bid when the bureau placed the contracts out to tender and was probably a contributing factor in them being rehired by the bureau. Commissioner to Commissioner General, December 3, 1910, RG 85, Entry 9, File 52795/59A; NARA.
[111] The route was also known as the natural way, although it is not known when this name was attributed to the path. In an oral interview with Eugene Mooney, Kathleen Keegan and Alice Curran by Mark Davison, Darci Moore and Daniel Quan, May 2001. The interviewees were the children of Mr. J. Mooney, who worked as an engineer at the Immigration Station and lived in one of the employee cottages with his wife and six children from 1915 to 1940.
[112] In an oral interview with Eugene Mooney, Kathleen Keegan and Alice Curran by Mark Davison, Darci Moore and Daniel Quan, May 2001.
[113] Steward to Commissioner General, January 27, 1911, RG 85, Entry 9, File 52795/59A; NARA.
[114] Steward to Commissioner General, July 19, 1911, RG 85, Entry 9, File 52961/26A; NARA.
[115] Steward to Commissioner General, January 27, 1911, RG 85, Entry 9, File 52795/59A; NARA.
[116] The distance was reported as approximately 330' in length.
[117] Steward to Commissioner General, July 19, 1911, RG 85, Entry 9, File 52961/26A; NARA.
[118] Ibid.
[119] Ibid.
[120] Steward to Commissioner General, February, 1911, RG 85, Entry 9, File 52961/26G; NARA.
[121] Nishi. "Actions and Attitudes," 30.
[122] Steward to Commissioner General, July 19, 1911, RG 85, Entry 9, File 52961/26A; NARA.
[123] Ibid.
[124] In order to further improve the living conditions of the detainees two 30-inch ventilators were installed in the second floor of the dormitory, two 24-inch ventilators in the two toilets, and a 30-inch outlet with an electric fan vent was added to the first floor of the building.
[125] Nishi. "Actions and Attitudes," 31.
[126] Acting Secretary of Labor to Mr. M. H. Robbins Jr., President, Chamber of Commerce San Francisco. October 12, 1912, RG 85, Entry 9, File 53531/64; NARA.
[127] Ibid.
[128] Ibid.
[129] Commissioner General to Commissioner of Immigration, Angel Island Station. RG 85, Entry 9, General Correspondence, NARA, San Bruno.
[130] The second floor of the building was used as a laundry.
[131] Correspondence records indicate that the bureau referred to the mule barn as the garage after the conversion.
[132] Acting Secretary to Robbins, October 12, 1912, RG 85, Entry 9, File 53531/64; NARA.

[133] The employees may have actually been requested to submit proposals, the correspondence files do not indicate the nature of what procedures the bureau would have followed.
[134] When drawing up the specifications the engineer included a list of the materials required for the construction of the breakwater:

Description	**Estimate of Cost:**
93,000 tons of rock fill at $0.75 per ton (2000 1bs)	69,750.00
18,000 cu.yds. dredging at $.15 per cu.yd	2,700.00
135,500 cu.yds. Earth fill at $.35 per cu.yd.	46,725.00
1,833 cu.yds. concrete at $10.00 per cu.yd.	18,330.00
505 cu.yds. concrete at $20.00 per cu.yd.	10,100.00
2,496-lin. ft. concrete piles at $1.75 per lin. ft.	4,375.00
3,000 lin. ft. creosoted piles at $.70 per lin. ft.	2,100.00
Total	**$154,080.00**

H.L. Demeritt, Assistant Engineer, to Lieut. Col. Thos. H. Rees, Corps of Engineers, September 15, 1911, RG 85, General Correspondence, NARA San Bruno.
[135] Ibid.
[136] Ibid.
[137] By 1914 a small entrance door on the east side of the structure was removed to allow for the addition of sliding doors onto the main entrance to the baggage shed.
[138] Acting Secretary to Robbins, October 12, 1912, RG 85, Entry 9, File 53531/64; NARA.
[139] Ibid.
[140] Ibid.
[141] The estimated cost of the water tanks was $2,700 and the water barge cost $2,773.
[142] US Department of Labor. "Annual Report of the Commissioner General of Immigration" (Washington DC: Bureau of Immigration, 1913).
[143] Two subject headings for the correspondence files on the RG85 microfilm indicate that grass seed for the San Francisco bureau would be purchased through the "Department of Agriculture for hillsides & lawns around the station in general." The date is given as November 1911, but unfortunately the actual correspondence files could not be found in the archives.
[144] The main drawing found from the period is a survey that was completed of the site in 1913, after completion of the construction work at the facility.
[145] The coastal live oak was felled shortly after the picture was taken, it is not known if it was suffering after the disturbance to its roots during construction, or if was a design choice, as it interfered with the symmetry of the layout.
[146] The name used in this report was created to describe the space, and was not historically attributed to area.
[147] This tree predated the Immigration Station and is still alive today.
[148] The Bureau of Immigration provided publicity shots of the facility to various parties over the years and some images were used to make postcards of the Immigration Station. On June 6, 1914 Commissioner Backus sent a letter to the Commissioner General enclosing a set of photographs showing various scenes at the Immigration Station including "buildings, shrubbery and flowers." Commissioner Samuel Backus, Office of Commissioner, Angel Island Station to Commissioner General, June 6, 1914, RG 85, Entry 9, File 512961/26I; NARA.
[149] In an oral interview with Eugene Mooney, Kathleen Keegan and Alice Curran by Mark Davison, Darci Moore and Daniel Quan, May 2001.
[150] US Department of Labor. "Annual Report of the Commissioner General of Immigration" (Washington DC: Bureau of Immigration, 1913).



Period Plan
1913

Drawing 2.1

Cultural Landscape Report
Angel Island Immigration Station
Angel Island State Park
Tiburon, California

Produced by

National Park Service
Olmsted Center for
Landscape Preservation

Map Sources:

"Survey of Immigration Station by Coast and Geodetic Survey, 1913" (National Archives and Records Administration, Washington DC).

"Survey of Immigration Station, c.1911," author unknown (National Archives and Records Administration; Washington DC).

Notes:

All vegetation, fences and walls shown in approximate scale and location.

Plan drawn using Autocad 2006, Arcview GIS 3.2, Adobe Illustrator 10 and Adobe PhotoShop 7 by Mark Davison, NPS.

Scale in Feet
0 50 100 150

Legend

- Managed grasslands
- Tree canopy
- Gardens and landscaped areas
- Paved road/path
- Unpaved road/path
- Light fixture

Location map

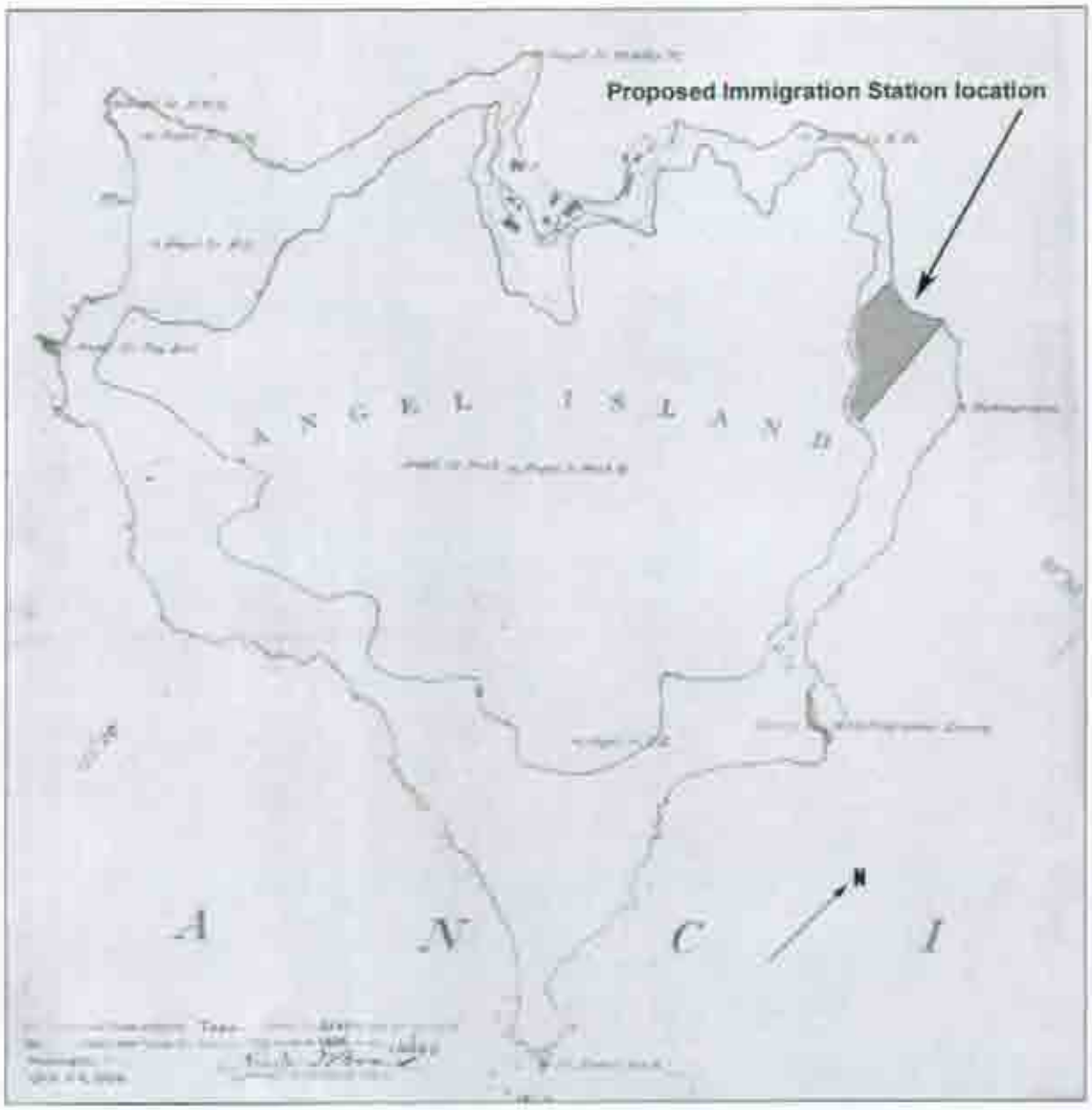


Figure 2.1. Plan showing proposed Immigration Station location, 1904 (Bancroft Library).

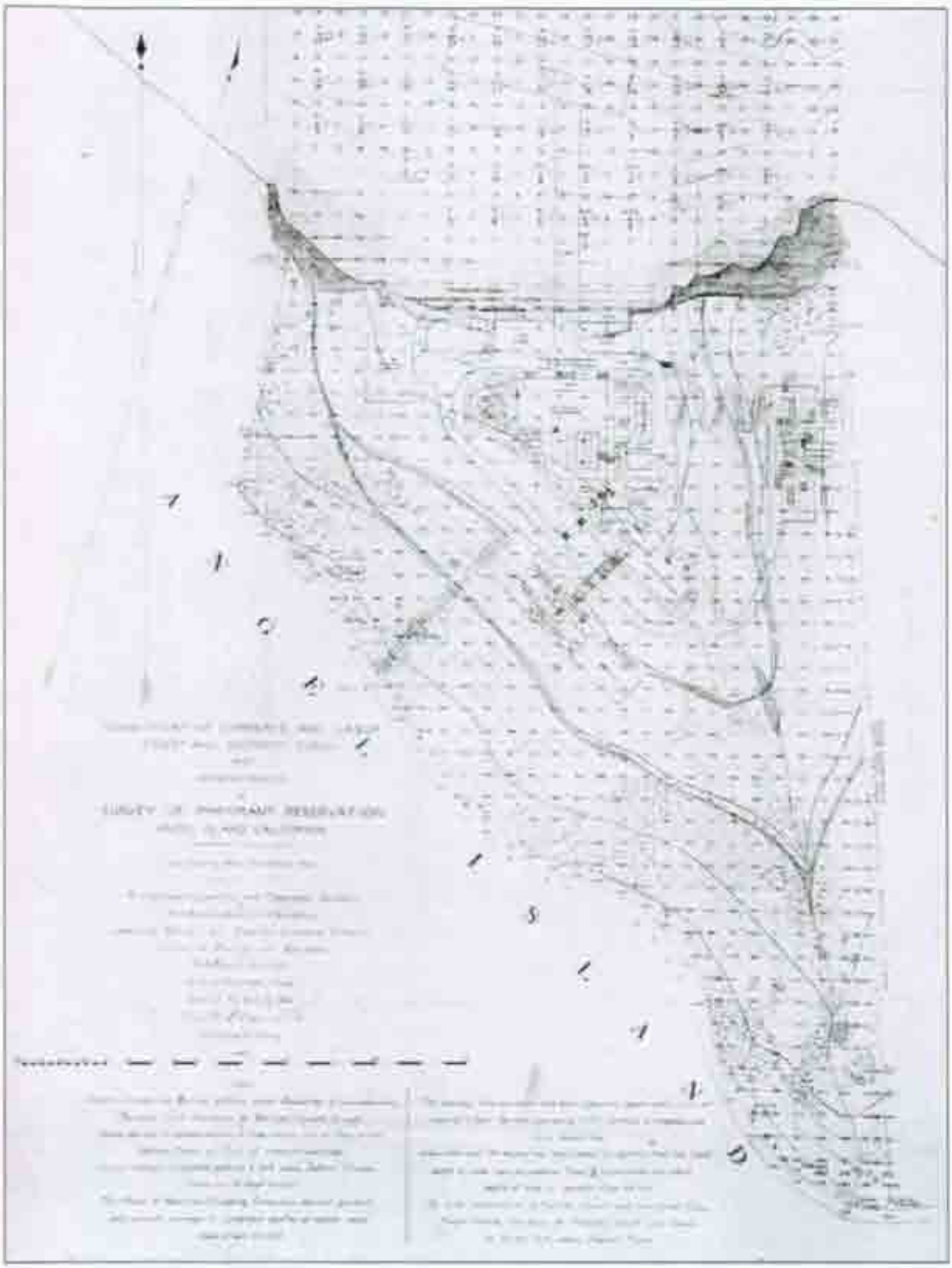


Figure 2.2. Mathews General Plan for the Immigration Station, 1906 (National Archives and Records Administration, Washington DC, hereafter NARA DC).

Figure 2.3. Damaged wharf, 1906 (CDPR Archives).

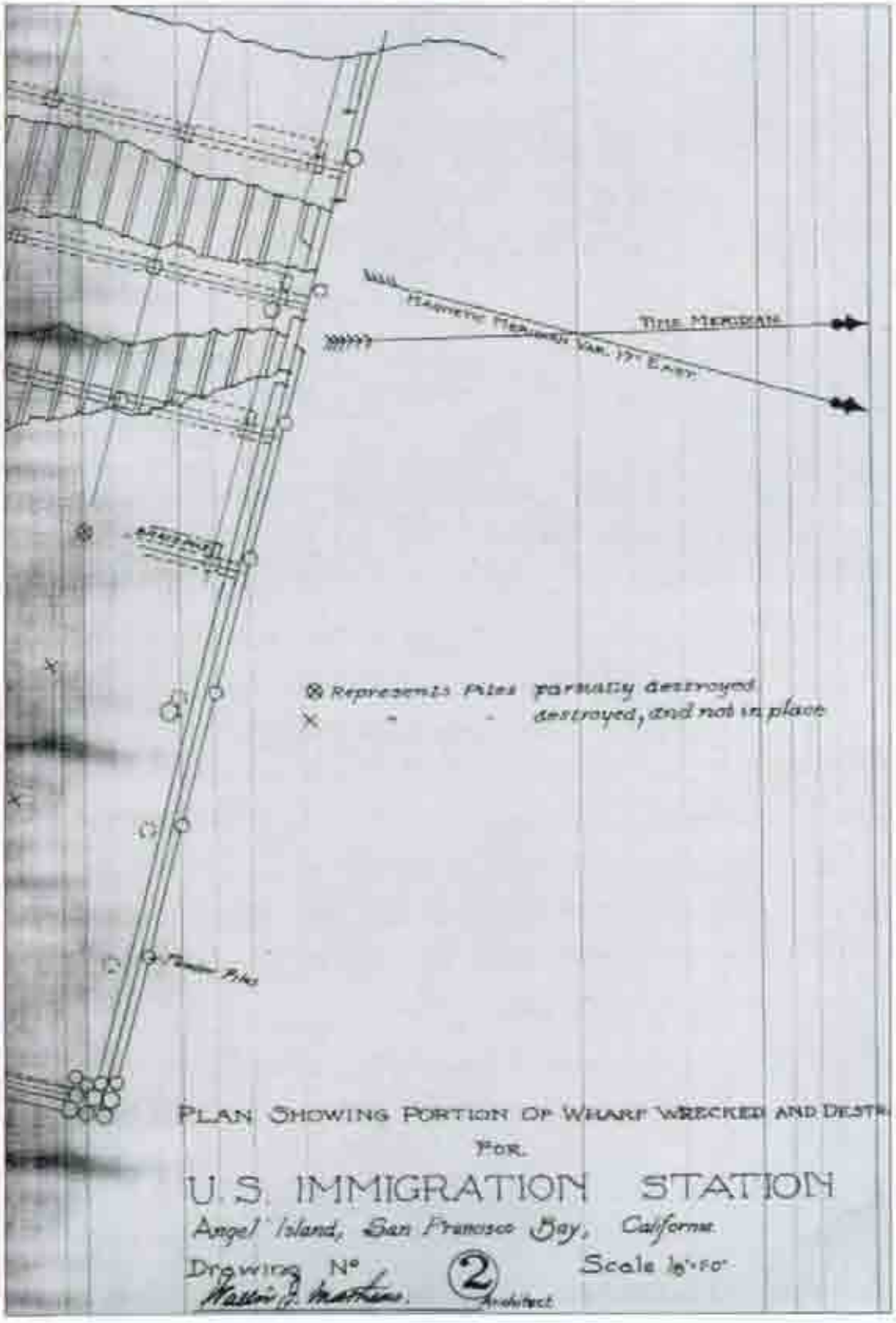


Figure 2.4. Plan of damaged wharf by Mathews, 1906 (NARA DC).

Figure 2.5. Excavation of foundations for Administration Building and Hospital, c.1907 (CDPR Archives).

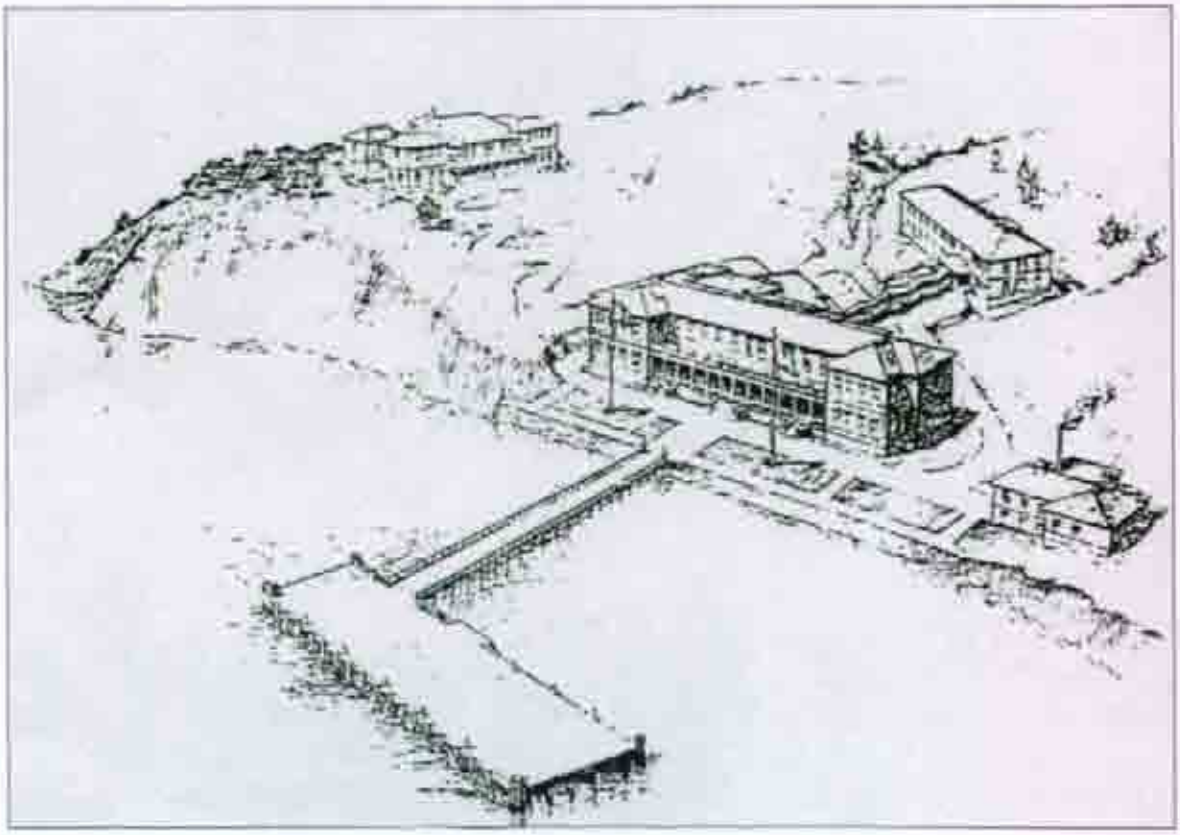


Figure 2.6. Sketch of Immigration Station by Mathews, c.1907 (CDPR Archives).

Figure 2.7. Grading of landscape on eastern slope of the site, 1908 (CDPR Archives).

Figure 2.8. Arrival at Immigration Station, 1908 (CDPR Archives).

Figure 2.9. Newly constructed Detention Barracks and Administration Building, c.1908 (CDPR Archives).

Figure 2.10. Completion of Detention Barracks and installation of lighting, c.1909 (CDPR Archives).

Figure 2.11. Panoramic view of east slope with newly installed perimeter fence, c.1909 (CDPR Archives).

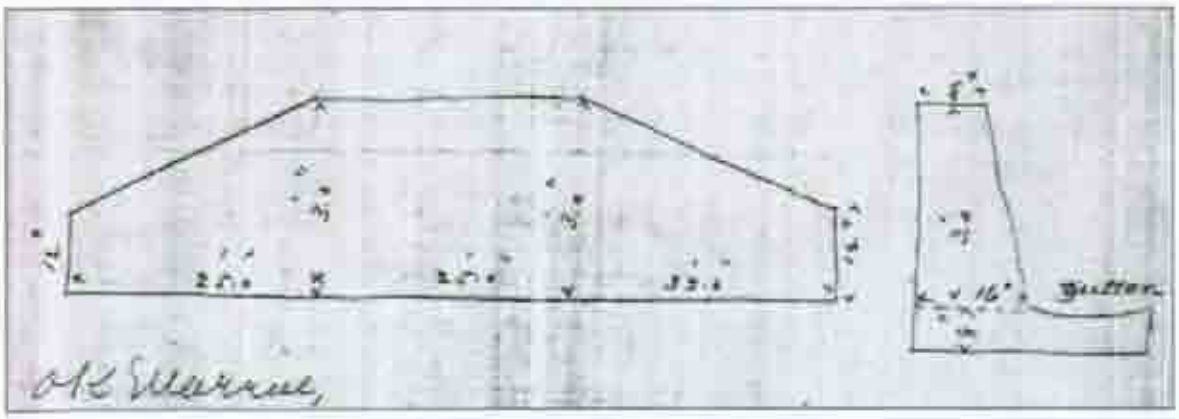


Figure 2.12. Sketch of retaining wall by contractors, Mahoney Brothers, 1910 (CDPR Archives).

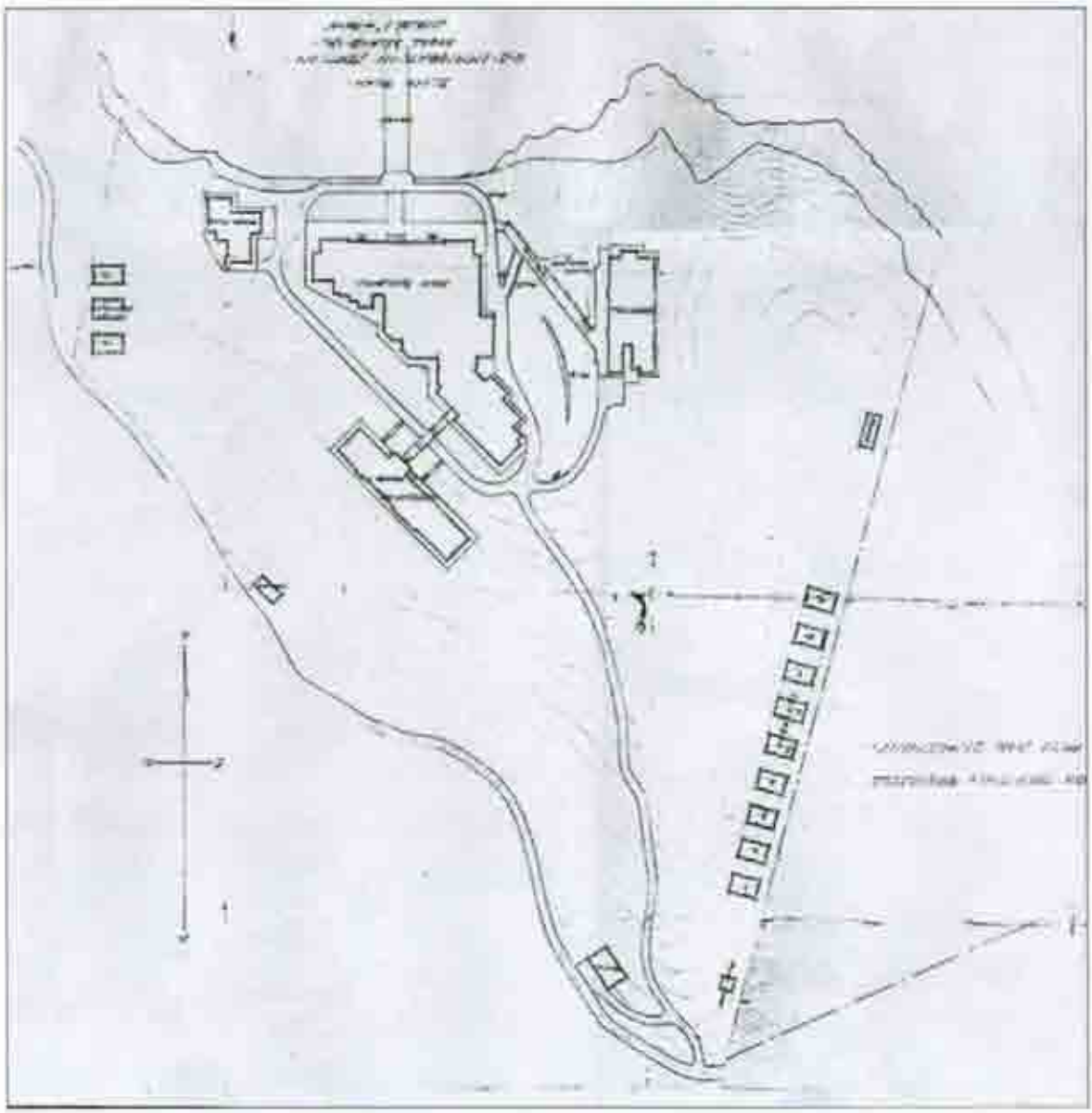


Figure 2.13. General plan of Immigration Station, author unknown, c.1911 (NARA DC).

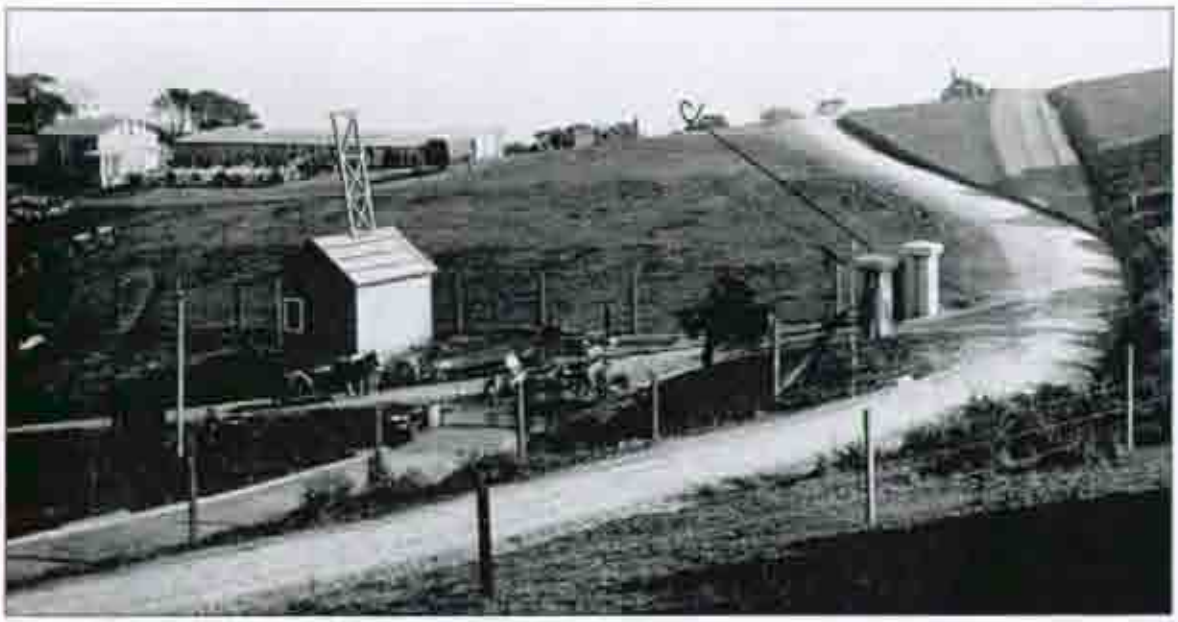


Figure 2.14. Entrance to Immigration Station from Perimeter Road, c.1910 (NARA DC).

Figure 2.15. Realignment of Hospital path leading to Hospital, 1911 (CDPR Archives).

Figure 2.16. Panoramic view of site from bluff on east slope, c.1909 (CDPR Archives).

Figure 2.17. Panoramic view of site from Perimeter Road on west slope, c.1909 (CDPR Archives).

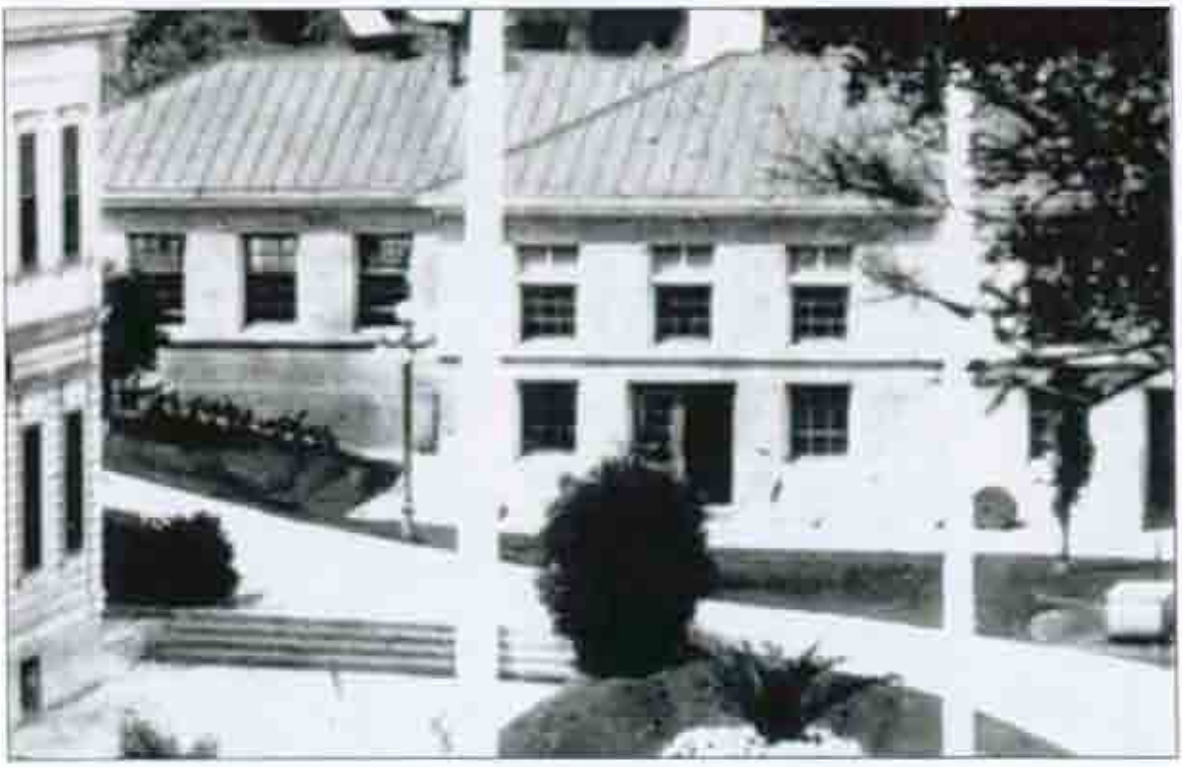


Figure 2.18. Sympathetic extension to Power House, 1913 (CDPR Archives).

Figure 2.19. Wharf with addition of baggage shed, c.1912 (CDPR Archives).

Figure 2.20. Newly planted Canary Island date palms on Administration Building terrace, c.1914 (CDPR Archives).

Figure 2.21. The fog lamp garden, c.1914 (CDPR Archives).

Figure 2.22. Newly planted slope in front of Hospital, c.1914 (CDPR Archives).

Figure 2.23. Middle section of tar path, c.1915 (CDPR Archives).

CHAPTER 3

OPERATION OF IMMIGRATION STATION, 1914-1940

RESISTANCE AND RESIGNATION TO THE ANGEL ISLAND LOCATION

The original criticism of the Immigration Station facilities by both government officials and the public had been justified and led to direct action to remedy the situation. However, despite their efforts to improve conditions, the Bureau of Immigration officials realized that the facility's design was poorly conceived. The bureau determined that the Immigration Station was too small to accommodate both the temporary detainees and the personnel permanently living at the site.[1]

Bureau officials in San Francisco made several attempts to expand the boundaries of the Immigration Station and replace the existing buildings with larger fire-resistant concrete structures. When the local officials failed to secure adequate funding from the Washington office, they considered moving the facility to either Alcatraz Island or the mainland. In many respects, the bureau viewed the wooden buildings at the Immigration Station as a temporary solution to the earlier facility operated by the Pacific Mail Steamship Company located at the San Francisco docks. Eventually, the administration was resigned to the facility remaining on Angel Island and the original buildings were used until the Immigration Station closed in 1941.

However, after the Immigration Station opened, the Bureau of Immigration was still optimistic that they would be able to increase the facility's capacity to hold detainees. Commissioner, Edward White proposed another barracks building for the detention of 500 additional persons. In order to accommodate a new structure, the bureau investigated the possibility of acquiring land east of the site on the plateau known as the detention camp. The bureau made inquiries with the Army to ascertain whether they would consider transferring the land. However, the Army had no intention of giving any more land to the bureau and the Commissioner was advised that the effort had been unsuccessful.[2]

With the Army refusing to release the land, the Bureau of Immigration realized that they might have to investigate possible sites for the relocation of the Immigration Station. They simultaneously researched improving the existing facility while also looking for new locations in the San Francisco Bay area, as both alternatives were seen as an improvement to the existing facility. The first alternative was Alcatraz Island, which was occupied by the Army at this time. In August 1913, a report sent by Commissioner Backus in San Francisco to the Commissioner General provided an estimate of the cost for renovating the buildings on Alcatraz in order to relocate the Immigration Station. Meanwhile, Senator Raker proposed a bill to transfer Alcatraz Island from the War Department to the Department of Labor, in preparation for the move.[3] In covering all eventualities, the Assistant Commissioner, H. Edsell, compiled an inventory of alterations required at

the Immigration Station if the proposed move to Alcatraz did not occur. When the proposed relocation became public, the Chinese Consolidated Benevolent Society sent a letter to the Secretary of Labor advising that if the Immigration Station was to be relocated, the new site should be on the mainland in San Francisco, rather than on Alcatraz.[4]

The 1914 annual report from Commissioner Backus noted a new alternative for the relocation of the facility. For the first time, and in apparent agreement with the local Chinese community, the mainland was seen as the preferred alternative.[5] However, the bureau's reasons for relocating the Immigration Station were also based on financial considerations. The bureau estimated that an island location was costing an extra $75,000 per year. The discussion as to the future location of the Immigration Station also had to take into account an expected increase in detainees over the coming years. The opening of the Panama Canal was supposed to increase immigration from Europe to the West Coast, and there was an expected increase in arrivals from Asia, especially from China, due to political upheaval. In order to cope with the expected influx of immigrants, Commissioner Backus continued to pursue the two alternatives in detail, outlining both scenarios:

> From the standpoint that there may be a transfer of the station, and from the standpoint that the station may remain here permanently. If the former, then the anticipated necessities should be provided for by temporary buildings; if the latter, then by buildings of a permanent nature - namely of concrete.[6]

As the discussion progressed throughout the agency, the subject of a future location for the Immigration Station was presented in a letter from the Commissioner General to the Secretary of the Department of Labor. The Commissioner General pointed out that with the sole exception of the Power House, all the other buildings were made of wood and therefore the facility was a fire hazard. Although conceding that the facility "may have been the best that could be done with the funds originally appropriated," he still advised that the detention facilities and particularly those of the Hospital were seriously inadequate.[7] The eight page report concluded that in the best interest of everyone concerned, the Immigration Station should be moved to the mainland.

The bureau appears to have been playing each alternative off one another, in an attempt to persuade the Secretary of Labor and Congress into providing money for an improvement scheme. For example, the bureau claimed that remodeling the facility would be more expensive than relocation, therefore strengthening their case for relocation. In further correspondence, the Secretary of the Department of Labor confirmed they had received the plans for remodeling the Immigration Station.[8]

In August, Commissioner Backus asked the Assistant Commissioner Harry Edsell to prepare an estimate for replacing the existing buildings at the facility with concrete structures. He also estimated the cost of building these structures on the mainland, pointing out to the Commissioner General the money the government would save if the Immigration Station were relocated.[9] The correspondence continues in this vein until September 1915, before abruptly ending without reason. However, with the war in Europe the detention of German seamen and continuing immigration from the Pacific, including immigrants from Russia after 1917, caused immigration officials to correspond with Washington about the pressing need for funding and alternative means for housing the growing numbers of detainees. Alternative facilities considered included a hotel in San Rafael, the California State Fair grounds in Sacramento, and a facility in Folsom. A prisoner-built facility was

also considered behind the existing barracks. In order to accommodate the German ship officers some remodeling of the Administration Building second floor dormitories was done, but funding was not forthcoming from Washington for any new projects.

Despite the earlier setback, the bureau made a number of futile attempts to relocate the Immigration Station in the early 1920s. The subject arose again after the Immigration Station experienced additional difficulties meeting both the demands for fresh water and the need to correct unsanitary conditions. An outbreak of meningitis between October 1920 and January 1921 caused a renewed interest in relocation.[10] As a result, the Secretary of Labor urged removal of the Immigration Station to San Francisco, which was cautiously endorsed by the *San Francisco Chronicle.*[11] The annual report from Commissioner White pleaded for a relocation of the Immigration Station, basing his reasons on the cost of running the establishment on an island. The annual cost of $45,000 to run the bureau's two vessels, the *Angel Island* and the *Inspector* was cited as reason enough to endorse removal to the mainland. [12]

However, despite the intense criticism, Commissioner Nagle reiterated that there was little hope of relocation in the near future since funds were not likely to be forthcoming. Therefore, in acknowledging that the facility was to remain on Angel Island, the bureau was resigned to making the best of the situation. However, with no major funding available, only minor improvements would take place over the next twenty years to alleviate the substandard conditions existing at the site. For the detainees, the rumors of a possible move were probably just a minor distraction compared to their own predicament.

THE HUMAN EXPERIENCE

No other place symbolizes the Asian immigrant experience during the exclusion era better than the Immigration Station. While popularly called the "Ellis Island of West," the Immigration Station was in fact very different from its counterpart in New York. Ellis Island and the Statue of Liberty became universally recognized symbols of freedom and America's open arms to European immigrants. Across the country, Angel Island was the chief port of entry for immigrants from Asia, and as such, reflected American immigration policies directed at Asians. Asians, and particularly Chinese, were subjected to exclusionary immigration laws and counted their detention time in weeks, months, and even years. Immigrants on Ellis Island, most of whom were European, usually spent only a few hours or at most a few days at the island processing center.[13] In reality, the Angel Island Immigration Station kept America's gates closed to Chinese and other undesirable Asians while Ellis Island was a processing Immigration Station of entry. As a result, Angel Island became a symbol of exclusion rather than freedom for many Asian immigrants, described by historian Him Mark Lai as "a prominent symbol of racist immigration policy."[14]

Chinese Exclusion Practices

The laws pertaining to the Asian countries, especially China, were not the same as the laws focused on European immigration. It is not surprising that the bureau eventually referred to the Immigration Station as "The Guardian of the Western Gate."[15] Prejudice against the Chinese began during the California Gold Rush, and continued with the passage of the Chinese Exclusion Act by

Congress in 1882. A series of subsequent legislation made it increasingly difficult for the Chinese to immigrate. By 1895, Chinese immigrants had to possess "Certificates of Residence" in addition to "Certificates of Identification." Those found without proper documents were subject to deportation. The exclusion laws drastically reduced the numbers of Chinese eligible to apply for admission, and as the laws were amended and new regulations and procedures established, the goal of entering the US became even harder to achieve. As a result, illegal immigration increased as many Chinese falsely claimed membership in one of the exempt classes and eventually brought their children or others posing as their children into the country. The trend continued, and by the time that the Immigration Station opened a proportion of the immigrants were entering under fraudulent pretenses.[16]

Many immigrants were able to enter the country through these channels, but illegal immigration also created additional hardships and dilemmas for all Chinese. Illegal immigrants had to assume new identities and memorize false family histories in order to fool immigration officials. Legal immigrants on the other hand had to convince the Bureau of Immigration that they really were who they claimed to be. As a result, the immigration process became more difficult and arbitrary for all Chinese. Some were unfairly excluded from the US, while others gained admission by evading and circumventing the law.[17]

The situation for immigration officials was no less complex. The inspectors and interpreters on Angel Island still followed many procedures developed earlier when immigration officials enforced the exclusion laws in the most restrictive manner. The exacting medical examinations remained in place and many of the procedures used by the Bureau of Immigration continued to reveal institutionalized suspicion of all Chinese. Many of the measures established to detect illegal immigration also unfairly hindered those seeking entrance legally.

Arriving primarily by ship, immigrants had to remain aboard their vessel until officials arrived to check each passenger's identification papers. Individuals who met the current requirements would disembark immediately to join friends and families waiting ashore. However, the rest of the passengers were brought to Angel Island for further processing. Upon landing at the wharf, detainees were separated according to race and gender (Figure 3.1). Officials removed the detainees luggage and stored it in the baggage shed on the wharf. Detainees also received a medical examination.

Physicians on Angel Island looked for many of the same diseases as their counterparts on Ellis Island, such as trachoma, and they were particularly interested in the common parasites carried by Chinese and other Asians. These diseases, such as uncinariasis (hookworm), filiariasis and clonorchiasis (liver fluke) were more prevalent among Asians, and although they were treatable and posed no threat to the American population, Chinese were detained if any of these parasitic diseases were detected. As a result, many Chinese leaders considered the government regulations to be discriminatory and arbitrary barriers erected to thwart the entry of Chinese immigrants.[18] Upon completion of physical examinations, immigrants were returned to their dormitories to await a hearing on their applications. In many cases, the wait for a hearing stretched into weeks or months because of the backlog and the extensive investigations that Chinese cases entailed. When they finally called their hearing, the process of examination and cross-examination began.[19]

By the time the Immigration Station opened in 1910, the Chinese exclusion laws had been in effect for twenty-eight years. Both immigration officials and Chinese immigrants had become adept

at what historian Erica Lee refers to as a "battle of wits," that evolved during the early years of the exclusion era.[20] Fraudulent claims of US citizenship by illegal immigrants made it difficult for citizens to sponsor their wives and children remaining in China. Immigration officials were suspicious of the claim of citizenship and of the family relationship because many illegal immigrants claimed to be children of citizens. It was not uncommon for exempt immigrants to claim more children than they actually had in order to sell the immigration slot or papers to another individual trying to enter the country. Most of the births were recorded for male children, since throughout the exclusion era, the majority of Chinese coming to the US continued to be male.[21] Often, an applicant would claim to have a father who was a citizen of the US. Any man who was a citizen could maintain a family in China, therefore after a visit to China the man could report the birth of a new child creating an opportunity for another person to enter the US. By this means prospective immigrants could enter the US as "paper sons." In some circumstances, a village would send their most promising individual, purchasing a set of coaching papers at great expense that detailed the history of a fictitious father. The hopeful immigrant would throw these papers overboard on arrival in San Francisco Bay because they provided evidence of a fictitious family. Documentation to check the claims rarely existed, compounded by the San Francisco earthquake and the fire that destroyed many records that might have verified citizenship.

Chinese immigrants and bureau officials clashed at almost every aspect of the process. The Chinese charged that they were the only group who had to undergo such thorough medical examinations and extensive interrogations and that the enforcement of the exclusion laws was unnecessarily harsh. In the 1920s, immigration officials at Angel Island took measures to speed up processing by hiring more stenographers and interpreters, and trying to shorten the on-ship medical examination process by PHS doctors.[22] However, the appeal process remained in place despite their protests and immigrants came to the US prepared for cross-examination.[23] They studied for the interrogations and learned to rely upon their non-Chinese acquaintances. Most importantly, they hired skilled attorneys. Immigration officials responded by devising new procedures, many of which were misguided, to detect illegal immigrants. As a result of this opposition, the immigration and exclusion process of Chinese immigrants became longer and more complex than for any other immigrant group. Chinese immigrants were held in the Detention Barracks and the bureau officials struggled with enforcing what they called the "most difficult laws on the statute books."[24] Despite the flaws inherent in the system, the cycle remained largely unchanged until the exclusion laws were repealed in 1943.[25]

Detainees at Angel Island

Shortly after the Immigration Station opened, a committee of San Francisco merchants visited Angel Island to investigate the immigration procedures. The committee found the examinations to be "unreasonable, and to answer the questions correctly was an impossibility."[26] It also recommended an interpreter for the immigrants themselves during the interrogation, as well as reasonable time for outdoor exercise, better sanitation, and treatment with kindness rather than regarding the detainees as criminals.

Despite periodic recommendations for improvements, all of the immigrants detained at the Immigration Station experienced an uncomfortable and dull life, with meager amenities and cramped living conditions.[27] Soon after the Immigration Station opened, the bureau realized they would need

to increase the amount of beds required to accommodate the detainees. The Commissioner advised that the station held "540 aliens, the major portion being male Chinese, over 100 Hindus and 30 or 40 Japanese."[28] The Chinese were kept apart from the Japanese and other Asians. Asians and Europeans were also separated, eventually including segregated recreation areas. Men and women, including husbands and wives, were separated, with the small children allowed to remain with their mothers.[29] Evidence from oral interviews revealed that the women were allowed to stroll around the Immigration Station accompanied by a matron.[30] Once a week, guards escorted both men and women to the baggage shed on the wharf to select needed items from their baggage. However, detainees spent most of their time in assigned quarters or in the cramped recreation yards. The furnishings were sparse, with iron bunks and no chairs. Lack of adequate janitorial staff and frequent overcrowding resulted in appalling sanitary conditions so often cited.

To ease and improve conditions at the Immigration Station, several social organizations sent materials and representatives to the island. One notable representative was Katherine Maurer, a Methodist deaconess who began her duties on the island in 1912 and continued until the Immigration Station closed in 1940. Maurer furnished toiletries, clothing and stamps for the immigrants, taught English and bible lessons, and secured employment for some of the immigrants who were successfully admitted. The Chinese called her "Kuan Ying" after their goddess of mercy. One of the few pieces of correspondence relating directly to the lives of the detainees pertains to a list of Christmas presents given to them, as well as a Christmas tree donated by Maurer.

Over the years, the Chinese were able to form an organization called the Angel Island Liberty Association. Formed during the early 1920s, the association attempted to make life at the Immigration Station more bearable. The organization helped to maintain order, taught children, and made formal complaints to the immigration authorities. For example, it is likely that the congressional committee formed in the 1920s to inspect the Immigration Station may have resulted from complaints filed by the detainees, combined with pressure from independent organizations such as the Angel Island Liberty Association. However, the committee was split over the validity of local criticism. Congressman Siegal said the Immigration Station was "unsanitary and could not be filthier."[31] Five other members of the committee disagreed, with Congressmen Raker and Taylor stating they found nothing objectionable in the conduct of the bureau.[32] Five days later, the Assistant Commissioner, Mr. Boyce, sent a report to the Commissioner General in order to clarify statements made in the press from a member of the Congressional committee investigating conditions at the Immigration Station. Boyce was especially concerned that disparaging remarks made by Congressmen Siegal did not reflect the views of the committee as a whole.[33]

After the Congressional inquiry, the bureau implemented some changes at the Immigration Station, leading the Commissioner to declare that "the slogan of this force of capable officers and employees is courtesy."[34] As part of the effort to improve living conditions, the bureau began fumigating the buildings in June 1926. The bureau employed staff from the Quarantine Hospital on the island to carry out the work and the Commissioner made sure that fumigation was carried out at regular intervals. By 1927, the Commissioner required regular weekly inspections by the Surgeon in Charge of the Hospital at the Immigration Station in order to prevent unsanitary conditions from recurring.[35]

Despite efforts made by the administration to improve sanitation conditions for the detainees, the bureau does not appear to have addressed the detainees quality of life. Certain groups

were treated differently than others. Asian immigrants, who typically experienced the longest detentions on Angel Island, made efforts to improve their living conditions. The health products given as Christmas presents in 1936 such as a towel, wash cloth, soap, toothbrush and tooth paste indicate that some of the most basic amenities may have been denied. To express their feelings some of the detainees, especially Chinese, found a release by carving and writing on the walls of the Detention Barracks and the Hospital to create images, leave messages or write poems. The poems have become a predominant piece of the Immigration Station's cultural history. From the bureau's perspective, the detainee's self-expression was seen as a form of graffiti that required preventative action. As early as November 1910, the administration was aware of the writing on the walls:

> The walls and ceilings are sheathed with soft wood, unpainted. Nothing could be worse from a sanitary point of view, to say nothing of the added fire risk. This covering absorbs and retains the odorous emanations of the aliens; it affords a safe hiding place for the vermin, so common among Asiatics and it lends itself to drawings and writings. The character of the letter I know not, but the obscenity of the former is apparent.[36]

Previously, scholars and park management assumed that only the walls of the Detention Barracks had been used to write phrases and poetry, or draw images on. However, the walls of the Hospital may also have been used for the same purpose:

> The walls of the wards and hallways be painted with a thick coat of white lead and varnished, or with white enamel paint. The patients have already mutilated the walls by writings, by smudges made by drawing mud or other substances against them and by digging away the plastering in some places.[37]

In 1916, the markings made on the walls of the inside of the buildings were again noted. Correspondence from the Inspector in Charge stated:

> I notice the walls of the rooms in the general quarters have been considerably marred by the aliens writing on them and the property has otherwise been disfigured and destroyed. It is respectfully suggested that appropriate signs or notices be placed in different rooms worded in such a manner that the aliens will understand the impropriety of injuring the property in any way.[38]

The bureau made the decision to paint the walls in order to cover up the writing and images as well as placing signs around the building warning that it was illegal to disfigure government property.[39] The signs were made in English, Russian, Spanish, Japanese, and Chinese and placed at the head of the stairs leading from the dining room to the Detention Barracks, and in each of the dormitories where they would clearly be seen by all the detainees.

The Angel Island Immigration Station title was slightly misleading in that there is a tendency to believe that the facility was only dealing with incoming populations, but there were emigrants as well as immigrants. The Commissioner in San Francisco pointed out "the Immigration Station is also a concentration point to which aliens throughout the US are sent for deportation to the Orient and likewise, for assembly of European alien deports in Northern California and Nevada, for shipment by train to eastern and southern seaports." On occasion the emigrant totals for the year exceeded the number of immigrants, resulting in a net loss of population in the US. For example in 1923, immigrants entering through San Francisco totaled 13,710, and 14,474 emigrants departed, and in each of the years between 1931 and 1936 there were more alien emigrants leaving San Francisco

for permanent residence abroad than there were immigrants arriving. On average the emigrants usually made up almost a half of the individuals processed through the Immigration Station.[40]

Incarceration of Enemy Aliens and Prisoners

On a number of occasions, officials at the Immigration Station had to deal with matters other than immigration and emigration. Following the US declaration of war on Germany in April 1917, all aliens were removed from German ships in Pacific ports and Honolulu and subsequently detained at the Immigration Station on Angel Island. The facility was utilized for the processing of enemy aliens awaiting transfer to camps in North Carolina.[41] By 1918, a total of 740 enemy aliens were held at the facility, resulting in serious overcrowding. Later that year, the processing of enemy aliens was transferred to the War Department and the bureau was relieved of its duty.[42]

Towards the end of the 1920s, the bureau was also required to house federal prisoners who were being transferred to prisons elsewhere.[43] The Immigration Station was never built to cope with criminals, especially as the facility was managed with a low security presence. The bureau officials expressed doubts about adequate security, exemplified by the escape of two prisoners shortly after they arrived. The first involved E. Sakomoto, a smuggler who escaped from the Immigration Station in December 1916, but was captured shortly afterwards.[44] The second was Hans Schnellinger, an interned German sailor, who escaped in August 1917. He was caught on Market Street in San Francisco and returned to the facility one month later. This prompted the Commissioner to protest the practice of holding persons other than immigrants, claiming the facility was not equipped or staffed to deal with this type of prisoner.[45] Numerous requests over the years were made by the bureau to end the use of the Immigration Station as a holding facility. In 1934, problems associated with holding federal prisoners at the Immigration Station were still occurring and in the summer a number of prisoners escaped.[46] The guard tower to the north of the Detention Barracks, which was probably built in the early 1930s, may have been erected as a consequence of the frequent escape attempts made by the federal prisoners.[47]

Immigration Station Employees

Living conditions for the bureau's employees were also substandard. In 1912, an Immigration Inspector sent a report to the Commissioner General outlining issues related to employees, including the burden of getting to the mainland. Noting that the cottages were not adequately equipped, the Inspector questioned the wisdom of placing employee housing on the island in the first place.[48] The cottages were improved, but the conditions remained cramped, with a family of eight living in cottage number 12 for a number of years. The bureau office in Washington DC insisted that the housing was originally built for officers quarters while San Francisco officials allowed maintenance workers to live in the dwellings. This lead the San Francisco Commissioner to send a report to the Commissioner General, which outlined reasons why the maintenance staff should be allowed to stay in the cottages with specific reference made to the gardener:

> Joseph R. Silva, head Gardener, occupying a cottage together with his family - a wife and two children. Mr. Silva has been found a willing and valuable worker in many directions about the station's grounds and buildings, and by reason of his residence on the Island his hours of duty have not been confined to those which his work would be limited if he did not

> live here. Indeed some of his work with the shrubbery, flowers and lawns can best be done in the early morning or late afternoon.[49]

Eventually, bureau officials in Washington DC realized that maintenance personnel needed to live on the island for the facility to function effectively.[50] In 1922, the bureau inventoried residents in the cottages and other portions of the Immigration Station, which resulted in a list of staff families living on the island.[51] The number of persons employed by the Bureau of Immigration to run the facility was around one hundred. In one piece of correspondence dating from the 1920s, the personnel working at the Immigration Station was broken down into job titles and the numbers employed in each category, including managers, inspectors, clerks, interpreters, guards, gardeners and labors.[52]

As early as 1916, concerns arose at the Immigration Station concerning improper conduct of the employees toward the detainees.[53] Several of the bureau's officers and employees on Angel Island aided and abetted the smuggling of illegal aliens into the country. The San Francisco Chamber of Commerce asked President Wilson to initiate an independent investigation to look into illegal practices existing at the facility.[54] Under the direction of John Densmore from the Department of Labor, investigators discovered that three attorneys, an interpreter, an inspector, record room clerks, watchmen and others had been involved in the illegal landing of large numbers of Chinese and the findings from the investigation further sullied the reputation the Immigration Station.

MAINTENANCE AND MODIFICATIONS

Only sporadic documentation survives concerning maintenance and physical changes during the last twenty-five years of the Immigration Station's operation. Some references exist in archival records of the 1920s and 1930s regarding the general maintenance, although detailed descriptions of the landscape and structures have not been found. It is clear that the Bureau of Immigration continued to operate the facility as best it could with inadequate funding. As a result, the bureau appears to have deferred many routine maintenance activities, particularly related to building repairs, leaving the administration in a perpetual crisis mode.

Correspondence files indicate that maintenance projects necessitating expenditures for equipment, materials, or services, required approval by the Bureau of Immigration headquarters in Washington DC and they were often rejected because of the cost. As an alternative, employees at the Immigration Station sometimes offered a less-expensive solution that was resubmitted to Washington. As a result, very little maintenance or repair work was done at the Immigration Station beyond what could be covered by existing staff using the bureau's operating budget. The carpentry shed was installed with wood working machinery and other equipment in order that materials could be prepared on site, which would also have saved on costs.

The general maintenance performed by laborers at the Immigration Station included painting, minor construction projects, and landscape work. By early 1920, exterior painting had been delayed for eight years while the Department of Labor awaited funding.[55] The painting was completed by the end of 1920.[56] The only building at the Immigration Station painted a different color than the other buildings was the US Coast Guard lighthouse on the wharf. This structure was

painted with a dark trim, distinguishing it from the lighter colors used on the structures owned by the Bureau of Immigration. By the early 1930s, the Immigration Station buildings had been painted again in a light cream trimmed in white. At this time, the lighthouse on the wharf was painted light gray and trimmed in white. In an effort to create a harmonious appearance, the bureau sought and gained permission to paint the structure so they matched the rest of the buildings at the facility.[57]

Even the small construction projects suffered from inadequate funding. When the concrete lavatory building at the rear of the Detention Barracks was constructed, no provision was made to prevent the steep bank at the rear of the building from collapsing, resulting in substantial erosion which filled the passageway below. The bureau's engineer recommended a concrete retaining wall to alleviate the problem.[58] However in October 1916, Commissioner White cancelled an order for the purchase of Portland cement and instead decided to substitute a wooden retaining wall for the concrete wall to save money.[59]

One feature of the facility that was kept in good order was the vegetation, perhaps because it required only a small outlay of funds, and a good supply of laborers existed on site. In the summer of 1920, the Commissioner noted the duties of Mr. Silva, who had been promoted to Head Gardener, stating he was "supervising all work in connection with beautifying the immigration reservation on Angel Island."[60] Between 1913 and 1940, the bureau planted eucalyptus trees in formal rows down the eastern slope of the site, in a relatively open area between the Hospital and the nine cottages (Figure 3.2). It is not known why the planting occurred, but the Army planted eucalyptus trees elsewhere on the island. This practice was also common in public and government landscapes around San Francisco during the same period.

Regular mowing was seen as essential to minimize the fire hazard of tall, dry grass and herbaceous plants. Since the bureau could not afford a mower of their own, they borrowed a mowing machine and span of mules from the Army. However, as with most projects at the facility, the task was often delayed due to the slow reply from the Army to the bureau's requests to borrow equipment.[61] Mowing also produced an insignificant amount of money when the bureau sold hay to a private company who would also pay for the transport of the material off the island.

The employees carried out most of the general maintenance required at the Immigration Station.[62] Contracts were only required if the project was too big for the existing staff, or if specialized expertise was required that was not available on site. In 1917, the bureau hired a contractor to drill a well at various locations around the site, but the explorations proved unsuccessful. The contractors reported that progress had been slow and that no satisfactory flow of water had been found.[63] Supplying fresh water to the Immigration Station by boat from the mainland continued and this operation alone, including the cost of running the vessels, consumed a large proportion of the bureau's yearly operating budget. However, after the early outcry over the unsanitary conditions, a decent supply of fresh water must have been viewed as a priority by the cash strapped bureau.

Towards the end of the 1920s, the bureau received funds to make minor modifications to the facility. These changes were largely functional and therefore had very little effect on the overall appearance of the Immigration Station. For example, one landscape oriented project, completed in 1927, involved the improvement of the recreation area behind the Detention Barracks for the European detainees, which the bureau referred to as the European playground. The bureau asked

the Army to provide "red rocks from the quarry, located near the road on the extreme upper portion of the Immigration Station."[64] The records do not indicate exactly what was intended, but photographs show a flat surface above a retaining wall completed by the end of the 1920s, that allowed the detainees to play ball games. The surface material may have been crushed gravel or stone (Figure 3.3).

At the same time, the bureau considered building a cell house above the latrines to the rear of the Detention Barracks to deal with "unruly aliens."[65] However, they were unable to obtain funds for building the structure and the project never proceeded beyond the planning stage. It is possible that the guard tower built in the early 1930's was seen as a more cost-effective solution. Other work in the vicinity of the Detention Barracks included removal of a section of the lower to create space fr the European playground. The path originally led to the three cottages; after it was removed the path above, known as the West Slope Road became the main route running north-south along the west side of the site.

Other changes to the circulation system between 1913 and 1940 resulted from informal paths caused by employees taking shortcuts between various structures and features. Several of these paths led into the woodland above the cliffs on the eastern slope. One began at the terrace in front of the Administration Building, another from the lawn in front of the Hospital. Another social trail leading from the rear of the Hospital up to the cottages had become well established, following a line along the western border of the eucalyptus planting in this area. In 1927, two benches were evident on the walk dissecting the slope in front of the Hospital (Figure 3.4). The seats appear to have been made of concrete and feature a canopy structure above, probably for climbing plants and providing shade. The addition of the seats was typical of alterations carried out in other areas did not effect the overall layout of the facility.

TRIALS AND TENSIONS

In 1931, a boundary dispute occurred between the Bureau of Immigration and the Army, and escalated to the point where the Secretary of War intervened to resolve the problem. As previously mentioned, four of the nine cottages on the east boundary enlarged their backyards encroaching on Army property. The use of the land was based on an informal agreement between the Army and the bureau. In 1932, without notice, the Army bulldozed the employee's yards on the order of Colonel Paul H. McCook. In response, Acting Commissioner Haff requested that the Chief Medical Officer make a report on the land "in order to determine whether or not the Army horse corral, which practically adjoins several of these cottages, constitutes in any way a menace to the health or comfort of the occupants."[66] The purpose of the survey was to gain evidence allowing the bureau to propose that the Army make the former yards a permanent part of the Immigration Station, creating a buffer between the cottages and the Horse Corral. By June 1932, the new Commissioner at the Immigration Station, John D. Nagle, sent a report to headquarters in Washington DC advising:

> During the year 1916 Colonel G. H. McGunnegle, then commanding officer at Fort McDowell, Angel Island, permitted the employees of this station the use of a piece of ground directly adjoining the rear of the said cottages... This ground was fenced in and was utilized principally for drying clothes and for gardens, the space between the cottages not

> being sufficient for these purposes. Recently the present commanding officer, Colonel P. H. McCook, ordered the razing of the fencing and clothes line poles in the area referred to, without notice or warning to this office... The undersigned takes this occasion to refer generally antagonistic and non-cooperative attitude of the present commanding officer at Fort McDowell.[67]

The dispute escalated, reaching the Secretary of War. At this point the dispute came to a speedy resolution. The bureau was advised that the yards could be restored and the Secretary of War informed them that:

> I at once directed that the situation should be carefully investigated and I am very glad to tell you that there is no objection to the restoration of the fence referred to in the basic letter, provided of course that the police and sanitary regulations of the posts are complied with.[68]

Photographs taken during the dispute reveal the character of the landscape around the cottages. The rear yards extended fifty feet onto the Army's land from the perimeter of the Immigration Station. The employees used the spaces to grow vegetables and for drying clothes (Figure 3.5). The space to the side of the cottages was more private and was used for ornamental gardens (Figure 3.6). In front of the cottages, an open area extended down the slope with a few trees. In November 1932, Acting Commissioner Haff wrote to the various occupants of the cottages, advising them not to pick fruit outside of this area:

> All trees and shrubbery, including Toyons, that are growing outside the premises allotted to the occupants of the cottages at this station (i.e. outside of the space between the Immigration Boundary Line and beyond the further edge of the concrete sidewalk in front of the cottages) are Government property; and therefore, no employees will be permitted to take any berries therefore, nor cut or break any of the branches, without permission of this office.[69]

From the statement it appears that the open land east of the path running parallel to the dwellings was deemed by the Army to be the property of the cottage occupants, and was used as communal area.

THE MATURING LANDSCAPE

By the end of the 1920s the maturing trees and shrubs, planted during the early years of the Immigration Station operation, had changed the character of the landscape. This change created a more intimate setting, and greater definition of outdoor spaces (Figure 3.7). At this time, the bureau shifted maintenance priorities, emphasizing vegetation management, although some limited and occasional planting still occurred. An early aerial photograph taken of the Immigration Station around 1930 illustrates the expansion of the tree canopy, which dominated a large portion of the grounds at that time (Figure 3.8).[70]

The 1930 aerial photograph also reveals that the bureau retained the first phase of roads and paths throughout the active operation of the Immigration Station. Only minor alterations occurred, primarily in the vicinity of the Detention Barracks. For instance, the bureau widened the paths running along the western slope of the reservation, probably to allow for vehicle traffic. They

installed a new path running around the south side of the east reservoir; this path may have been built on a social trail. A new path to the southwestern corner of the Detention Barracks had also appeared, probably to allow better access to this building from the upper path on the western slope.

By the 1930s, views from within the site had become somewhat restricted, resulting from tree planting along the main pathways and general vegetation growth throughout the Immigration Station. The vegetation created frames affording glimpses of the bay rather than the formerly panoramic vistas. The enclosure of certain spaces also changed the scale of the landscape, with smaller landscape spaces replacing the open areas prevalent when the Immigration Station was newly constructed. It appears that while many of the physical features (buildings, walls, and roads) suffered from deferred maintenance, the bureau managed to keep the vegetation well maintained throughout its operation. Towards the end of the 1930s, when an important hearing at the Immigration Station was pending, the Bureau of Immigration enhanced the landscaped area in front of the Administration Building, probably in an effort to capitalize on the publicity.

HARRY BRIDGES HEARING

One of the few recorded events that resulted in landscape documentation was the second deportation hearing of labor leader Harry Bridges. Bridges' hearing began in July 1939 and lasted until the end of the year (Figure 3.9).[71] The occasion was an international media event and the facility came into the public eye for a short time. Bridges was born in Australia and worked as a union activist before becoming President of the powerful International Longshoremen's and Warehouseman's Union. During the 1930s, economic depression and civil unrest was prevalent through the country and as a result, many industrialists feared the Communist movement. Bridges accepted Communist support in his own union, making him unpopular with local businessmen. Political maneuvering led to efforts to have him deported in 1935 although this attempt failed. Further pressure led the Secretary of Labor to arrange for a second hearing, which was held at the Immigration Station on Angel Island. The Dean of Harvard Law School, James M. Landis served as the hearing examiner. The general public was not allowed, but Landis allowed members of the press to attend the hearing (Figure 3.10). The Administration Building became the location for the deportation hearing, and Katherine Maurer described events in her 1939 annual report.[72] The hearing ended with the hearing examiner declaring that Bridges was neither a member of, or affiliated with, the Communist Party. The hearing was an important event at the Immigration Station.

FIRE AND CLOSURE

Although the case for relocating the Immigration Station had been argued by officials at Angel Island and local organizations, the facility had survived nearly thirty years of criticism. It is not surprising that the events surrounding the eventual closure of the Immigration Station were drawn out over a long period of time. As early as 1932, the Department of Labor completed a survey of land they owned in order to establish the real estate value so they could relocate the facility to the mainland.[73]

Two years later, even though the bureau remained resigned to the Angel Island location, reports of the possible abandonment of the Immigration Station were published in *San Francisco Call.*[74] In addition, the bureau began looking into an alternative site in downtown San Francisco, and this may have already been common knowledge. In September 1936, the Acting Director in the San Francisco Bureau of Immigration office completed the real estate survey of the station.[75] With the value of the property established, the land could be transferred back to the Army, and the bureau was a step closer to making relocation a reality. In early 1937, local newspapers reported the "impending transfer of the Quarantine Service and an early move by the Immigration Station" to the Presidio in San Francisco.[76]

In 1940 the Bureau of Immigration finally began preparing for the move to their new facility on the mainland. On July 9, the bureau signed a lease for the top five floors of the Federal Appraisers' Building on Battery Street in San Francisco and relocated their offices there.[77] On August 12, a disaster occurred at the facility that hastened the closure of the Immigration Station. The Administration Building on Angel Island caught fire and the Immigration Station did not have enough water to fight the flames (Figure 3.11). The fireboat *Dennis T. Sullivan* was sent from San Francisco, but arrived too late to save the building although no lives were lost. With the facility disabled by the loss of its main building, most of the remaining detainees were moved to various locations on the mainland, including the county jail.[78]

By October 1940, District Director Haff advised that the final group of detainees were about to be transferred to a new facility at Silver Avenue on the mainland: [79]

> Within two weeks we shall have accomplished the transfer of the hospital and detention units, the aliens and the remaining kitchen and laundry equipment from the Angel Island Immigration Station to our Silver Avenue quarters.[80]

On November 5, 1940, the bureau finally abandoned the Immigration Station. The last group of Angel Island detainees, numbering 125 Chinese men and 19 women, were transferred to quarters at 801 Silver Avenue in San Francisco (Figure 3.12). [81] The Angel Island property was finally declared surplus to the needs of the Department of Justice on December 9, 1940.[82]

SUMMARY OF THE 1940 LANDSCAPE

An aerial photograph taken by the Army in early 1940 prior to the fire provides documentation regarding the configuration of the Immigration Station at the end of its operation (Figure 3.13). Changes to the Immigration Station between 1913 and 1940 tended to be minor in nature, often resulting from alterations to operational procedures, and generally did not effect the overall character of the landscape. The main structures at the facility included an Administration Building, Hospital, Detention Barracks, Power House, employees cottages, mule barn, wharf, hothouse, pump house, carpentry shop and a baggage shed.[83] All of the structures had been built before 1914 and no new major structures were added during this period (see Drawing 3.1).

The major change in the appearance of the landscape was the continued growth and maturation of both the plantings and emergent woodlands. Changes to the scale of the vegetation

altered the character of certain areas, created a more enclosed environment. By 1940, the buildings appeared surrounded by a sea of green. The detailed plantings around the main buildings had matured and the increased height of the vegetation altered the scale of the central facilities. The designed spaces around the Administration Building were small, and the vertical scale of the trees accentuated the compact nature of the cove. Trees and shrubs had encroached upon the grasslands, compromising the open landscape character. By 1940, the oak woodland formed a dense tree canopy. The new eucalyptus and Monterey pine grove planted in the 1920s on the eastern slope matured, adding to the tree canopy that now covered approximately sixty-five percent of the site. When the Immigration Station closed in 1941, the site was characterized by institutional buildings set in a compact space, surrounded by mature trees. The overall effect was of a more cluttered, confined space.

The mature landscape also effected the perception of scale at the Immigration Station. The growth of the vegetation created a visual envelope that led to the creation of more intimate spaces, obscuring views between the buildings and out across the bay. Broad sweeping views were replaced by framed vistas.

Despite the dynamism of the landscape and the efforts made to modify the Immigration Station, many features of the original facility were retained by the time it closed. For example, the main circulation paths changed very little over the years. Indeed, as all the primary buildings and structures dated back to 1913, the bureau probably felt little need to alter the layout of roads and paths. By 1940, the roads were aligned exactly as they were when the circulation was constructed. The only alterations appear to have been in the material used for the paths, or when construction or remodeling of a structure required a change to be made in a path's alignment. For instance, the layout of paths on the southeastern portion of the reservation was much the same as when first constructed. The only alterations made included the middle of the three paths surfaced in a more permanent material. This changed the surface material from dirt/wood chips to sand and gravel. Also, the bottom of tar path was realigned after a permanent path was constructed around the south side of the east reservoir.

One of the only aesthetic changes to the landscape at this time occurred in front of the Administration Building and on the wharf. The hearing of Harry Bridges, a major media event, may have been the impetus for a reworking of this space. As a result, the shrubs on either side of the entrance to the wharf were pruned in a more severe style. Vegetation along the embankment, which previously had an informal appearance; was pruned to create a low hedge that acted as a formal border along the top of the embankment. A columnar evergreen tree was also removed on the east side of the terrace.[84] It was replaced by a Norfolk Island pine, which has a distinctive architectural form, compatible with the formality of the space. Another change to the terrace in front of the Administration Building is the growth of the Canary Island date palms (*Phoenix canariensis*). By the end of the 1930's, the four trees dominated the space in front of the Administration Building.

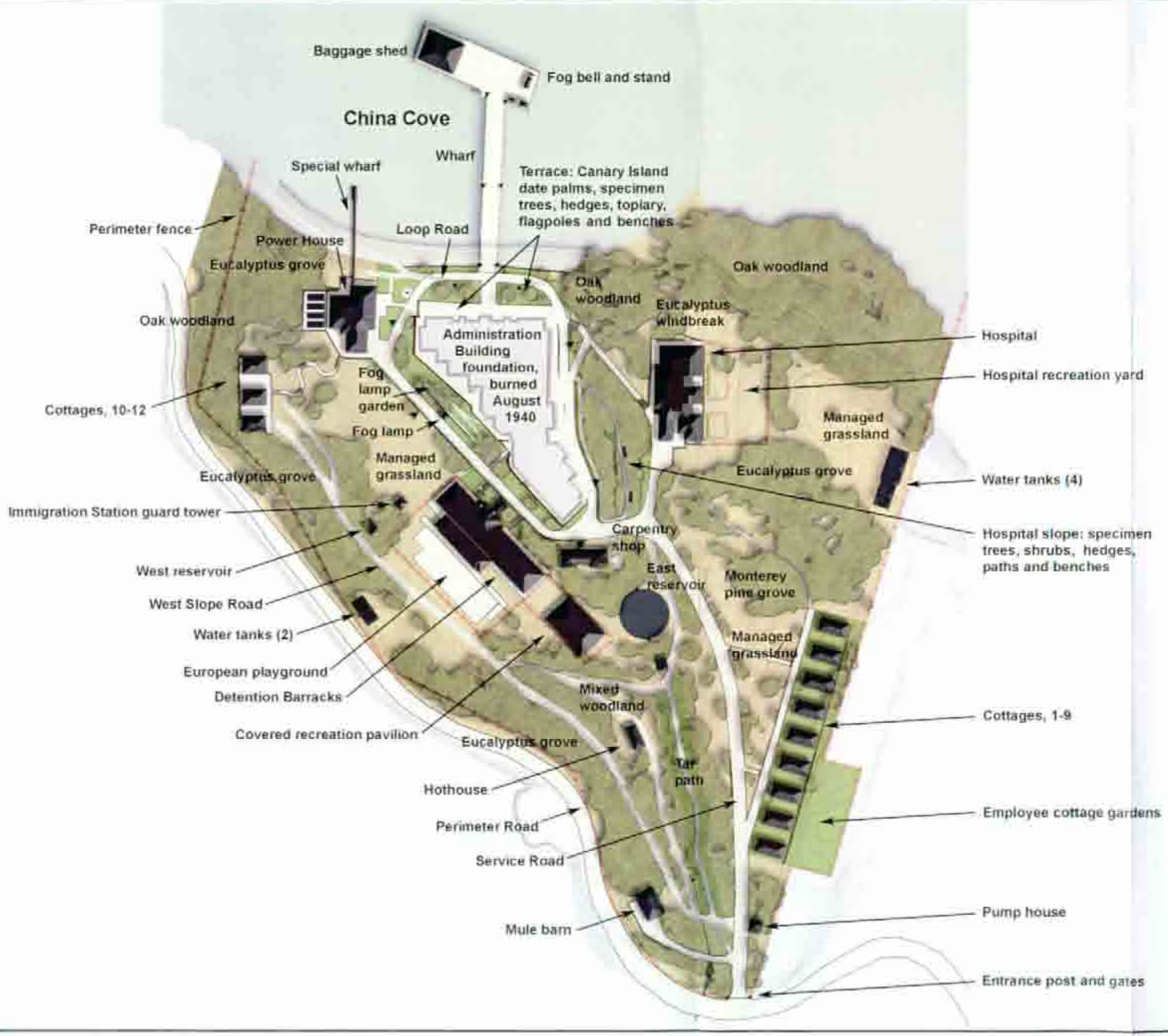
The improvements made to the small-scale features on the wharf during this period included replacing the aging lamps with more contemporary light fixtures. Also, two small-scale structures were built near the USCG lighthouse and the surface of the wharf had been changed with the planking now running across the structure. These changes although minor, indicate that the bureau considered the appearance of the facility, especially the arrival experience as important.

Endnotes for Chapter 3

[1] US Department of Labor. "Annual Report of the Commissioner General of Immigration," (Washington DC: Bureau of Immigration, 1914).
[2] Commissioner Samuel Backus, Office of Commissioner, Angel Island Station to Commissioner General, Washington DC, October 18 1913, Administrative History Records of the Immigration and Naturalization Service, Record Group 85 (RG85), Entry 9, File 512961/26J; National Archives, Washington DC (NARA).
[3] House of Representatives Bill HR 9017, October 24, 1913, RG 85, Entry 9, File 512961/26J; NARA.
[4] Chinese Benevolent Society to Secretary of Labor, September 1, 1913, RG 85, Entry 9, File 512961/26; NARA.
[5] Labor Dept. "1914 Annual Report".
[6] A. Caminetti, Commissioner General to Commissioner of Immigration, San Francisco, California. May 8, 1915. RG 85, General Correspondence. National Archives-Pacific Sierra Region (NARA San Bruno).
[7] Ibid.
[8] Backus to Commissioner General, July 8, 1915, RG 85, General Correspondence; NARA San Bruno.
[9] Backus to Commissioner General, August 17, 1915, RG 85, Entry 9, File 512961/26J; NARA.
[10] Marshall McDonald & Associates. "Report and Recommendations on Angel Island 1769 – 1966" (California: unpublished report for the California State Parks, 1966), 109.
[11] Ibid., 110.
[12] The criticism of the Immigration Station continued into 1922, as both the Assistant Secretary of Labor and Commissioner General agreed that the island facilities were filthy and unfit for human habitation. Towards the end of the year, the relocation of the station was yet again recommended by a special representative of the Department of Labor who declared the facility an "obsolete firetrap and disgraceful." He attributed the meningitis epidemic in 1920 to the deplorable condition in which he had found the station on an earlier visit.
[13] Alan Kraut, *Silent Travelers – Germs, Genes, and the 'Immigrant Menace.* (New York, NY: Basic Books, 1994), 54.
[14] Him Mark Lai, "Island of Immortals." *California History* (Vol. 57 No. 1, Spring 1978), 100.
[15] Edward L. Haff, District Director, San Francisco to Mr. Ted Reindollar, San Francisco Exposition, May 14, 1936, RG85, General Correspondence, file 12030/1; NARA San Bruno.
[16] There have been numerous scholarly works that have described in great detail the social and political context relating to the immigrant experience on Angel Island. For more information please see the works of Erica Lee, Him Mark Lai, and Judy Yung listed in the bibliography.
[17] Erica Lee. "At America's Gates: Chinese Immigration During the Exclusion Era, 1882 – 1943" (Berkeley, University of California: Unpublished dissertation, Spring 1998), 312.
[18] Lai, "Island of Immortals," 94.
[19] In the early years immigrants could wait months before being processed but by the mid-1920s, the delay was reduced to two to three weeks.
[20] Lee, "At America's Gates," 324.
[21] Immigration officials compiled statistical data from immigrants coming off of the ships in an effort bolster their claims of falsified records. Their data compared the number of male sons claimed by Chinese men to the total statistical average of male births per household worldwide to show that the numbers claimed were so much higher than average that they were impossible. Shaughnessy to Commissioner Husband, June 13, 1925; Haff to Commissioner Hull January 5, 1927, and Haff to Commissioner January 27, 1934, all RG85, General Correspondence, File No. 55452/385, NARA.
[22] White to Commissioner-General, February 7, 1920, RG85 General Correspondence, File 54750/27; and December 3, 1921, File 54750/27H, NARA.
[23] It should be pointed out that immigration from the Pacific Rim declined greatly after the mid-1920s through the closing of the station in 1940, resulting in fewer cases and possibly quicker turnarounds for processing.
[24] US Treasury Department. "Annual Report, 1909" (Washington DC: US Department of Commerce and Labor, Bureau of Immigration, 1909) 127.
[25] Lee, "At America's Gates," 317.
[26] Thomas M. Nishi. "Actions and attitudes of the US Public Health Service on Angel Island, San Francisco Bay, California, 1891-1920". (Manoa: University of Hawaii unpublished thesis, 1982), 29.
[27] The various nationalities detained at the Immigration Station included French, Russian, South and Central American, Chinese, Japanese, Korean, Filipino, Asian Indian, Mexican, Spanish, and Portuguese.
[28] Commissioner to Commissioner General, April 9, 1910, RG 85, Entry 9, File 52961/26D; NARA.

[29] Oral interviews with the children of former employees and former detainees revealed uncorroborated evidence that children as young as eleven could be placed with the men.
[30] Oral interviews with the children of former employees and former detainees revealed uncorroborated evidence that married couples were occasionally allowed to walk on the tar path. Children were also allowed to move between the buildings unaccompanied by personnel. In addition, the station officials sometimes allowed women and children to walk the ground in a supervised group. These claims are difficult to substantiate as there is conflicting evidence stating that the detainees were not allowed outside of the dormitories and the fenced recreation yards. However, the fog lamp garden and the terrace in front of the Hospital contained what appear to be strolling. A photograph from c1914 indicates a group of female detainees with two matrons, walking down the Hospital path, before turning left onto the lower terrace path. Interestingly, these paths were not part of the original design and were completed by 1913, after criticism by the local Chinese community that recreational facilities at the station were poor. Also, the fenced recreation yards provided areas for the male detainees to exercise, but there appears to have been no place for the female detainees to participate in outdoor recreation. It is possible that strolling was the only form of recreation available to them. A historic photograph shows two female detainees at the bottom of the tar path, although it is not known if this picture was taken for propaganda purposes. Circumstantial evidence indicates the path may have been used for strolling, a rare opportunity for the detainees to experience fresh air and exercise.
[31] "Congressmen Tangle Over Angel Island." Unnamed newspaper clipping (possibly the *Call* or the *Bulletin*), July 1920, RG 85, Entry 9, File 52961/26J; NARA.
[32] Mr. Boyce, Acting Commissioner, Angel Island Station to Commissioner General of Immigration, Washington DC, July 22, 1920, RG 85, Entry 9, File 52961/26J; NARA.
[33] Ibid.
[34] Edward. W. Cahill, District Commissioner to Mr. George Pitch, Chamber of Commerce, San Francisco, November 9, 1934, RG85, General Correspondence. File 12030/1; NARA San Bruno.
[35] John D. Nagle, Commissioner to Surgeon in Charge, US Immigration Hospital, Angel Island, January 6, 1927, RG85, General Correspondence File 12030/14; NARA San Bruno.
[36] Mr. Glover, Assistant Surgeon, P.H. & N.H.S., to Acting Commissioner of Immigration, San Francisco, November 21, 1910, RG 85, Entry 9, File 52961/26F; NARA.
[37] Glover to Commissioner, April 4, 1910, RG 85, Entry 9, File 52961/26D; NARA.
[38] Frank Hays, Inspector in Charge, Deportation and Detention Division to Commissioner of Immigration, March 4, 1916. RG85, General Correspondence File 12030/20; NARA San Bruno.
[39] The detainees appear to have ignored the signs and continued to write on the freshly painted surfaces.
[40] John Soennichsen, *Miwoks to Missiles, A History of Angel Island* (Tiburon, California: Angel Island Association, 2001), 131.
[41] McDonald. "Report and Recommendations," 107.
[42] Soennichsen, *Miwoks to Missiles*, 132.
[43] Ibid., 131.
[44] McDonald. "Report and Recommendations," 106.
[45] Ibid., 113.
[46] Ibid., 117.
[47] Soennichsen, *Miwoks to Missiles*, 131.
[48] Immigration Inspector to Commissioner General, February 23, 1912, RG 85, Entry 9, File 51456/66; NARA.
[49] Commissioner to Commissioner General, November 18, 1912, RG 85, Entry 9, File 51456/66; NARA.
[50] Ibid.
[51] List of Personnel at Angel Island Station c.1922, RG 85, General Correspondence, NARA San Bruno.
[52] Superintendent of Buildings to the Commissioner, Angel Island Station, San Francisco, June 4, 1922, RG85, File 12030/24; NARA San Bruno.
[53] Creighton Fox Norris. "The History of Angel Island." (San Francisco, CA: San Francisco State College unpublished thesis, 1950), 38.
[54] McDonald. "Report and Recommendations," 106.
[55] Commissioner White noted the buildings were "rapidly deteriorating and are in a deplorable state for the want of paint." In July, Albert Thain, engineer and electrician forwarded an estimate for the cost of painting the outside of the buildings, which was finally approved. Edward White, Commissioner to Commissioner General, April 28, 1920, RG 85, General Correspondence, File 12030/24.; NARA San Bruno.
[56] The correspondence includes a table that provides a detailed break down of the project: materials ($1956), Labor-2 painters @ $8.50/day for 70 working days ($7140), 12 painters falls @ $19.50 each ($234), 10 staging

planks @ $6.00 each ($60), miscellaneous ($250), total: $9640. Albert Thain to the Commissioner. July 30, 1920, RG 85, General Correspondence, NARA San Bruno.
[57] Edward L. Haff, Commissioner of Immigration, San Francisco District to Superintendent, US Lighthouse Service, Custom House, San Francisco, September 15, 1931, RG85, General Correspondence, File 12030/24; NARA, San Bruno.
[58] Thain to Commissioner, April 3, 1916, RG85, General Correspondence, File 12030/24; NARA, San Bruno.
[59] White to Commissioner General, October 17, 1916, RG85, General Correspondence, File 12030/24; NARA, San Bruno.
[60] Commissioner to Commissioner General of Immigration, June 30, 1920, RG 85, Entry 9, File 54862/27; NARA.
[61] The Alta Live Stock Company paid a small fee to remove the hay from the facility for transportation to Brooks Island, California.
[62] Thain to Commissioner, April 3, 1916, RG85, General Correspondence, File 12030/24; NARA, San Bruno.
[63] McDonald. "Report and Recommendations," 110.
[64] Acting Commissioner to Colonel George G. Gatley Fort McDowell, Angel Island, November 3, 1927. RG85, General Correspondence, File 12030/24; NARA, San Bruno.
[65] Acting Commissioner to Gatley, July 30, 1928, RG85, General Correspondence, File 12030/24; NARA, San Bruno.
[66] Haff to Chief Medical Officer, US Immigration Hospital, Angel Island, April 30, 1931, RG85, General Correspondence, File 12030/1; NARA San Bruno.
[67] Nagle to Commissioner General, August 16, 1932, RG85, General Correspondence, File 12030/1; NARA San Bruno.
[68] Patrick J. Hurley, Secretary of War to Secretary of Labor, December 28, 1932. RG85, General Correspondence, NARA San Bruno.
[69] Haff to the occupants of the cottages on the Immigration Reservation. November 23, 1932, RG85, General Correspondence, File 12030/1; NARA San Bruno.
[70] This image is one of the most important pieces of documentation for this period.
[71] Norris, "The History of Angel Island," 38.
[72] McDonald. "Report and Recommendations," 118.
[73] William P. Morse, Acting Area Coordinator to Department of Labor, Immigration Station, Angel Island, March 23, 1932. RG85, General Correspondence, File 12030/1; NARA San Bruno.
[74] McDonald. "Report and Recommendations," 117.
[75] Acting District Director, San Francisco to Treasury Department, Procurement Division, Section of Space Control. September 21, 1936, RG85, General Correspondence, NARA San Bruno.
[76] McDonald. "Report and Recommendations," 118.
[77] McDonald, "Report and Recommendations," 122.
[78] McDonald. "Report and Recommendations," 122.
[79] Haff to Major L. B. Schofield, Special Assistant to the Attorney General, Immigration and Naturalization Service, October 23, 1940, RG85, General Correspondence, File 12030/24; NARA San Bruno.
[80] Ibid.
[81] Lai et. al., *Island Poetry*, 14.
[82] Norris, "The History of Angel Island," 39.
[83] Acting District Director to Treasury Department, Procurement Division, Section of Space Control. September 21, 1936, RG85, General Correspondence, NARA San Bruno.
[84] The Monterey pine and Monterey cypress may have been removed in the early 1930s when the Department of Agriculture advised the Immigration Station to remove diseased trees.



Period Plan
1940

Drawing 3.1

Cultural Landscape Report
Angel Island Immigration Station
Angel Island State Park
Tiburon, California

Produced by

National Park Service
Olmsted Center for
Landscape Preservation

Map Sources:

Plan of buildings and structures made at North Garrison by US Army, 1942 (California Department of Parks and Recreation).

Aerial photograph of North Garrison taken in 1940 by US Military (The Society of California Pioneers).

Notes:

All vegetation, fences and walls shown in approximate scale and location.

Plan drawn using Autocad 2000, Arcview GIS 3.2, Adobe Illustrator 10 and Adobe PhotoShop 7 by Mark Davison, NPS.

Scale in Feet
0 50 100 150

Legend

- Managed grasslands
- Tree canopy
- Gardens and landscaped areas
- Paved road/path
- Unpaved road/path
- Light fixture

Location map

Figure 3.1. View of entrance to Immigration Station from the wharf, c.1917 (CDPR Archives).

Figure 3.2. Planting of eucalyptus grove on eastern slope, 1919 (CDPR Archives).

Figure 3.3. European playground with guard tower in background, 1932 (CDPR Archives).

Figure 3.4. Panoramic view showing informal trails and benches on Hospital slope, c.1927 (CDPR Archives).

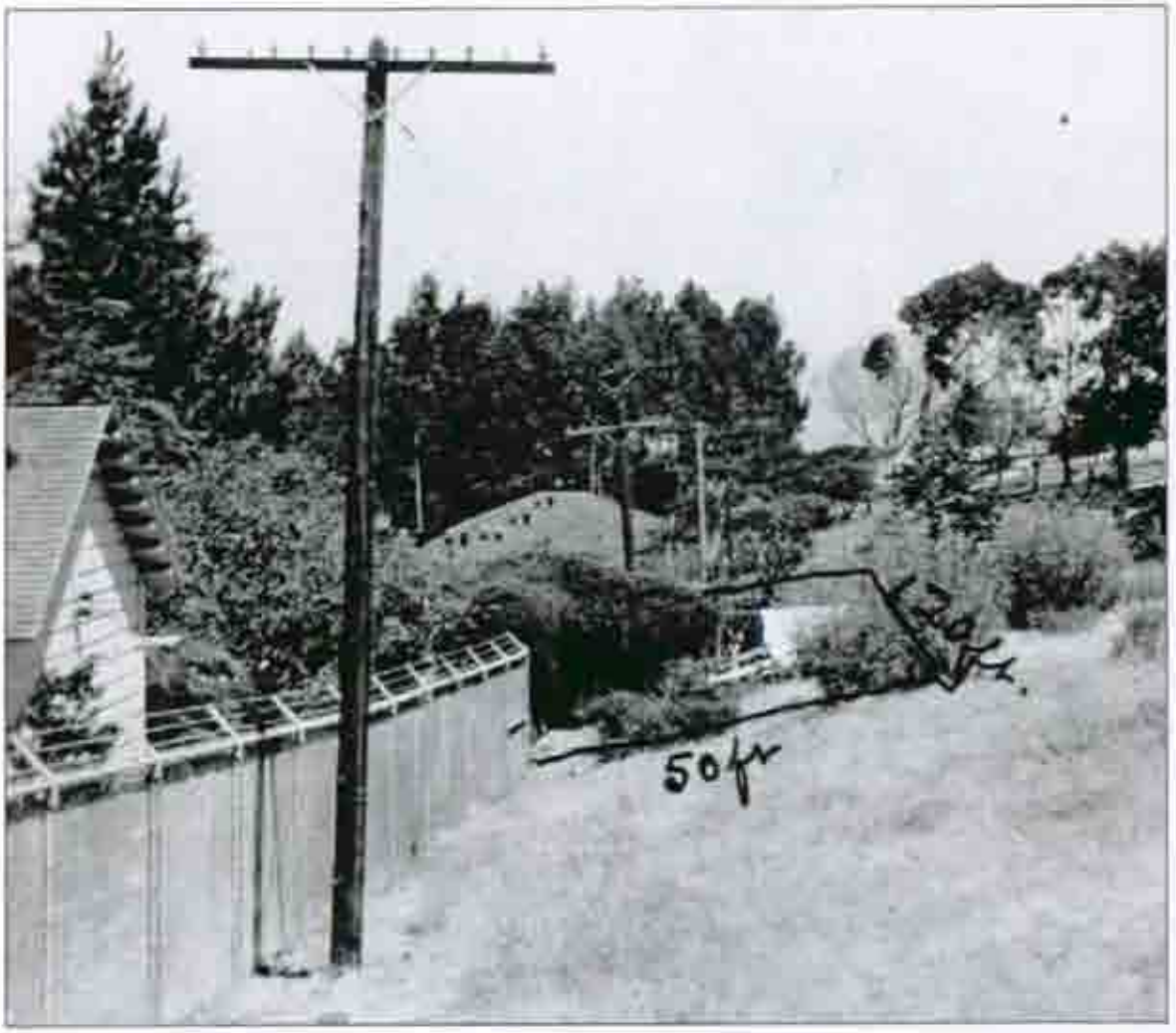


Figure 3.5. Extended yards at the rear of the employee cottages, 1932 (CDPR Archives).

Figure 3.6. Garden space between employee cottages, 1932 (CDPR Archives).

Figure 3.7. Panoramic view of Immigration Station, 1927 (CDPR Archives).

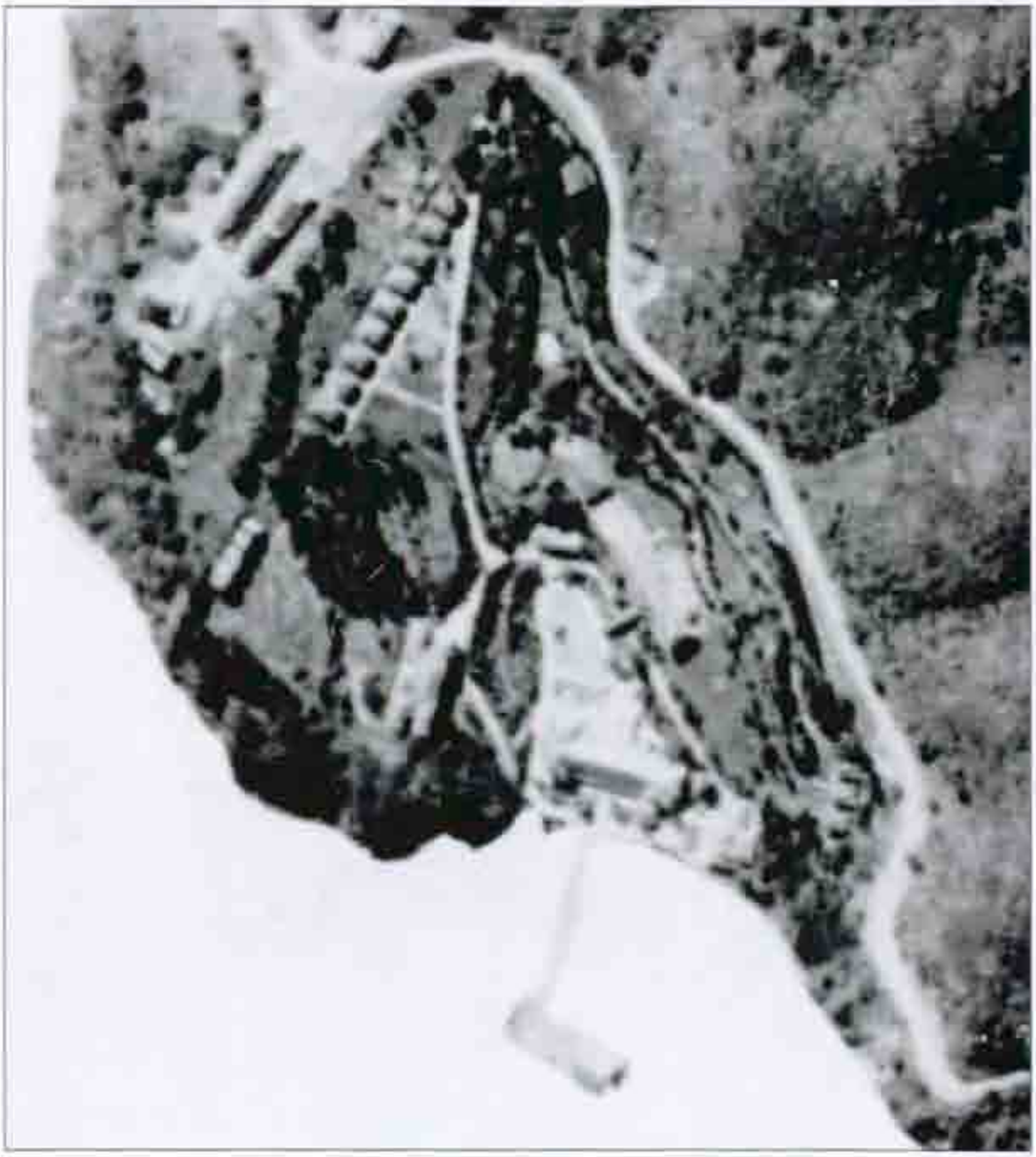


Figure 3.8. Aerial view of Immigration Station, c.1930. The lack of clarity in this image is due to early technology (SCP).

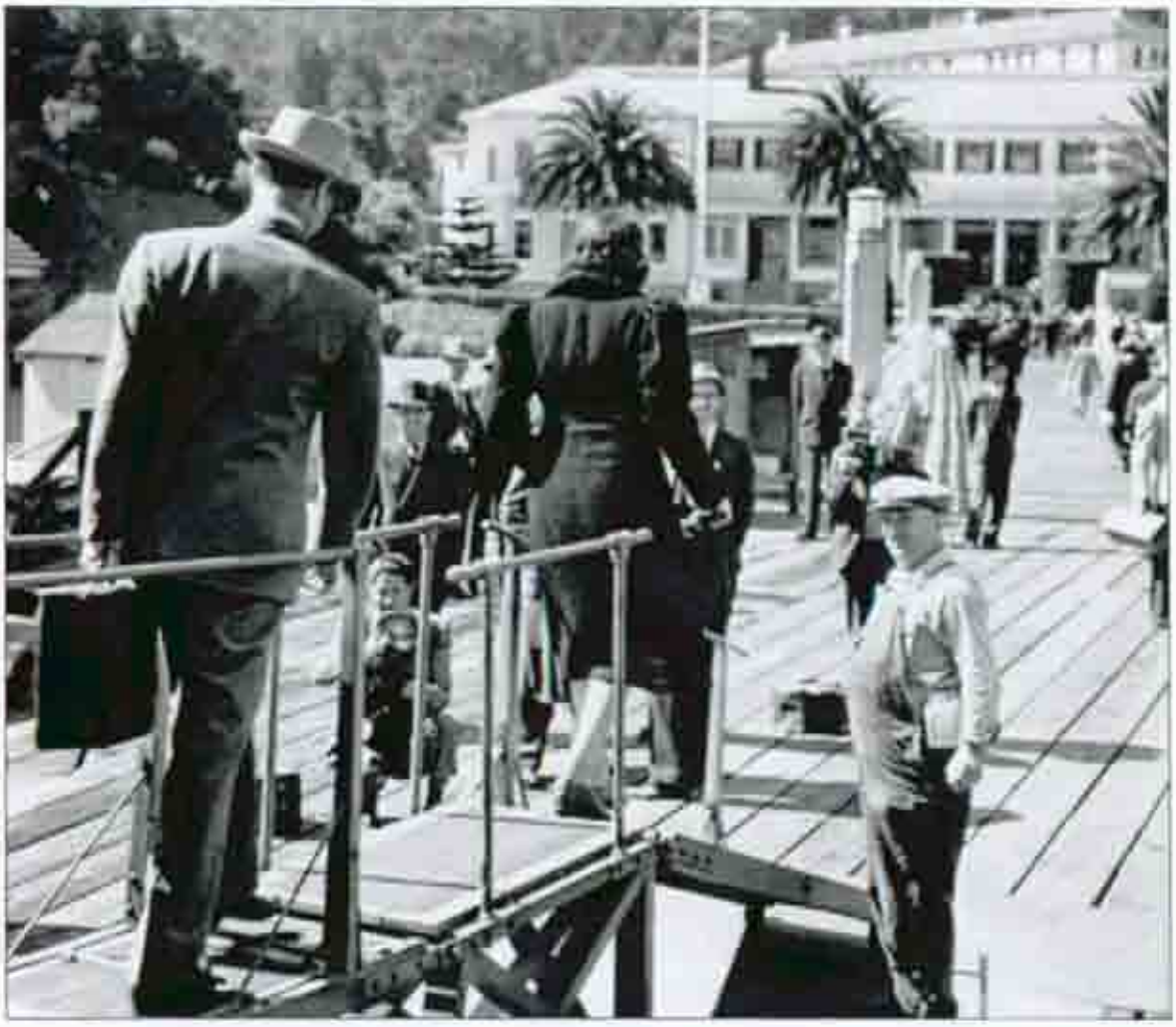


Figure 3.9. Harry Bridges disembarking at the Immigration Station wharf, 1939 (San Francisco Public Library, hereafter SFPL).

Figure 3.10. Members of the press arriving for the Bridges hearing, 1939 (SFPL).

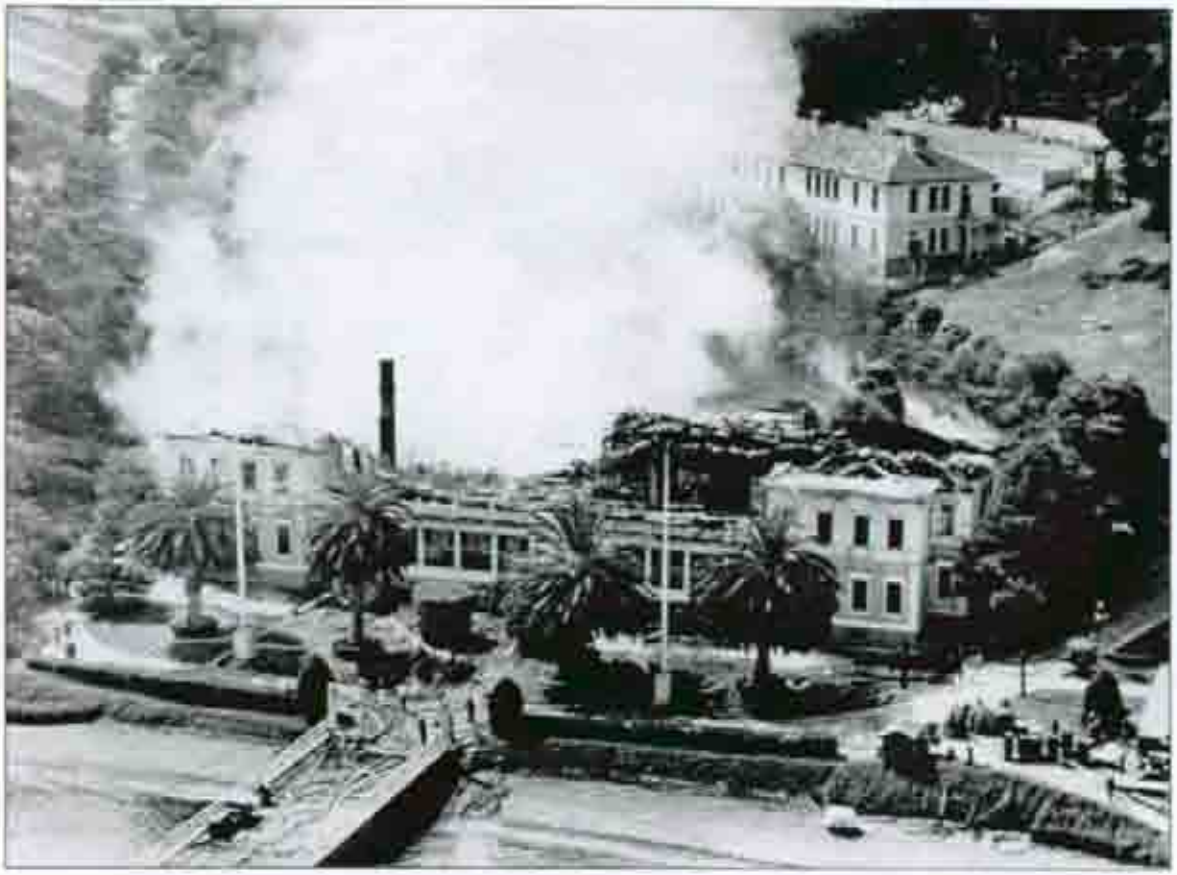


Figure 3.11. Fire at the Administration Building, 1940 (CDPR).

Figure 3.12. Detainees leaving the Immigration Station, c.1940 (CDPR).

Figure 3.13. Aerial view of Immigration Station before fire at Administration Building, 1940 (CDPR Archives).

CHAPTER 4

THE NORTH GARRISON, 1941 TO 1946

LAND RETURNED TO THE ARMY

In 1941, the Army once again assumed control of the landscape surrounding China Cove, the site of the former Immigration Station. They renamed the complex the North Garrison of Fort McDowell.[1] When World War II began, the US Army used the North Garrison to process both troops and prisoners of war (POWs). During this period, German and Japanese POWs were processed on Angel Island before being sent to permanent camps in the interior of the country.[2]

In February 1941, when the former Immigration Station grounds were officially returned to the Army, the commanding officer reported that the new garrison would have barracks for 4,000 men as early as March.[3] Before the Army made any alterations to the site, they conducted an inventory of the existing structures. This list is comprehensive and as part of the survey, the Army began to number the buildings and structures:

Structure	Army No.	Description	Floor Area (ft.²)
Cottage 1	301	Wood frame, composition roof	605
Cottage 2	302	Wood frame, composition roof	605
Cottage 3	303	Wood frame, composition roof	605
Cottage 4	304	Wood frame, composition roof	605
Cottage 5	305	Wood frame, composition roof	713
Cottage 6	306	Wood frame, composition roof	713
Cottage 7	307	Wood frame, composition roof	713
Cottage 8	308	Wood frame, composition roof	713
Cottage 9	309	Wood frame, composition roof	605
Cottage 10	310	Wood frame, composition roof	653
Cottage 11	311	Wood frame, composition roof	653
Cottage 12	312	Wood frame, composition roof	653
Barn (reconstructed)	313	-	-
Well house	318	-	324
Recreation pavilion	319	Wood frame, composition roof	2,400
Hothouse	320	Glass and Wood Frame	615
Central heating plant	314	Reinforced concrete	3,892
Wharf	315	Wood floor, piling and brace	15,910
Boat house	315A	-	1,936
Pump house	315B	-	60
Trash house	315C	-	63
Hose house	315D	-	48
Hospital	316	Wood frame, composition roof	-
Detention building	317	Wood frame, composition roof	-
Water tank	321	Water, fresh, wood	25,000 Gal.
Water tank	322	Water, fresh, wood	25,000 Gal.

Structure	Army No.	Description	Floor Area (ft.^{2})
Water tank	323	Water, fresh, wood	50,000 Gal.
Water tank	324	Water, fresh, wood	50,000 Gal.
Water tank	325	Water, salt, concrete	50,000 Gal.
Reservoir	326	Fresh, concrete	300,000 Gal.
Reservoir	327	Fresh, concrete	150,000 Gal.

Although the list noted that the mule barn near the south entrance to the Immigration Station had been reconstructed, this may have actually referred to its conversion into a garage in 1913. The list also includes a description of the small structures on the wharf at this time, including a boathouse (former baggage shed), pump house, trash house and hose house. The inventory noted other landscape structures that the Army had taken possession of including the roads, walks, water mains and sewage systems, electric lines, transmission system and cyclone fencing.[4]

ADAPTATION AND EXPANSION

The Army had only a brief time to make changes to the former Immigration Station before troops and POWs began to arrive towards the end of 1941. To achieve this, they adapted the existing buildings to accommodate prisoners and provide accommodation for US soldiers. However, the existing buildings could not provide enough space for the expected troops, leading to the need for additional barracks. In order to accommodate the new buildings, the size of the garrison was increased. The expansion covered the plateau above the cove and an area to the south of the Perimeter Road, adding over four acres to the facility. A 1942 plan of the North Garrison indicates that vehicular and pedestrian circulation patterns were changed to reflect the new layout of the site and the new roads were built to connect with the Perimeter Road.

During World War II, the North Garrison was managed in a functional and efficient manner. As a result, the Army ceased regular maintenance of the landscape. The new circulation system was constructed over what had previously been manicured grounds and the plantings were not replaced after the construction had been completed. Eventually, the grounds became overgrown with a decidedly untidy appearance.

Adaptation

The complex at the North Garrison was designated to hold up to 550 POWs. The Army used the former Detention Barracks to house prisoners and converted the covered recreation area into the prisoner of war encampment (PWE) mess hall, which was able to accommodate 200 POWs. Alterations to the former detainee enclosure also included the removal of a section of the covered passageway, which had become obsolete since the fire at the Administration Building (Figure 4.1). The two buildings and recreation yards created a self-contained detention facility.

The Army also needed to allocate space for the soldiers and officers. Their first option was to use the existing buildings remaining from the Immigration Station. The Hospital was converted to barracks for the incoming troops.[5] The outside appearance of the Hospital was not altered, although the fence enclosing the adjacent recreation yard was removed. Only the interior fences that enclosed

two small yards inside the main yard were retained. By 1941, mature vegetation enveloped the building and obscured the view from the Hospital porch (Figure 4.2). As part of the ongoing occupation of the site, the twelve employee's cottages were assigned to non-commissioned officers and their families.[6] The former mule barn was converted to serve the same purpose (Figure 4.3).[7]

Expansion

Following the December 1941 attack on Pearl Harbor, the Army began a major building program to accommodate the new soldiers who required processing before being sent overseas. The Army constructed the new structures as part of their 700 series of buildings.[8] These structures were built at a time when military facilities were being improved to include indoor plumbing, electricity, and central heating, which had become the standard for most Americans. Consequently, these were among the first Army buildings to nationally possess such features.[9]

The architecture of the 700 series was straightforward. The design, greatly influenced by cost, was intended to facilitate efficient and speedy construction, conservation of materials, flexibility and safety.[10] As part of this series, the building program at the North Garrison included a consolidated mess hall, barracks, infirmary, guardhouse, recreation building, post exchange and numerous smaller structures. The largest building constructed by the Army during this period was the consolidated mess hall, built on a portion of the footprint of the former Administration Building (Figure 4.4).[11] The structure appeared similar to a large warehouse, but lacked the imposing nature of the Administration Building. The Army equipped the consolidated mess hall to provide daily meals for 1600 US soldiers. As the new structure was smaller than the former Administration Building, the Army also constructed a post office exchange building on the site of the old dining hall. The rest of the flat ground in the footprint of the former building remained open in character.

The Army chose the plateau to the east of the cove and an area to the south of the Perimeter Road as the location for most of the new structures. The expansion involved demolishing buildings and clearing vegetation of the former horse corral on the plateau east of the site. A historic photo taken in August 1942 shows the new barracks on the plateau. The Army probably regraded the area, leveling the land for the construction of twenty-two new Army barracks earlier that year (Figure 4.5). The majority of the smaller structures were also built in the newly acquired area, including a recreation building, fire station and firing range. The Army constructed only four barracks within the boundaries of the former Immigration Station and these were located on the east slope of the cove.[12]

The Army completed their expansion program in the summer of 1942 and prepared an exhaustive updated inventory of the structures at the North Garrison.[13] The report also included photographs of the various structures, occasionally including plans and sections of the buildings inventoried.[14] By the time the Army finished construction, the North Garrison included nearly 32 new structures, and all the surviving buildings from the Immigration Station had been rehabilitated. In September 1942, the Army completed a new survey of the site showing the location of the new structures. The numbering method on this plan corresponds with the aforementioned inventory (Figure 4.6).

In addition to the building program the Army constructed new roads and paths to provide access between the structures. For the most part, the Army retained the circulation system built by the bureau, connecting new roads and paths to extend the circulation system at the garrison. The

Army's main road led from the old Service Road, up the eastern slope of the cove, around the northern end of the plateau before heading south in a straight line to connect with the Perimeter Road. They called this new road the North Garrison Barracks Road. To accommodate the new buildings, the Army occasionally removed or realigned existing paths. For instance, the steps at the northern end of the path that ran parallel to the cottages were removed to make way for a barracks building that was built to the rear of the former Hospital.

ONGOING CONSTRUCTION AND ALTERATIONS

After the main building period, the North Garrison continued to change as new buildings, structures and paths were added under general improvements made to the facility. This included a guardhouse and an infirmary as well as smaller structures such as sentry boxes and storage sheds. As the Army developed the North Garrison, they constructed additional paths between structures, especially on the eastern slope of the site and the plateau where the majority of the new barracks were located. One of the only buildings removed was the carpentry shop and the space was used as a small parking lot. Also, the hothouse fell into disrepair during this period, reflecting the reduction in the level of landscape maintenance at the site (Figure 4.7).

The Army also altered the Detention Barracks and recreation areas, which held POWs. The new use of the buildings required a greater level of security than during the Immigration Station and the Army altered the complex accordingly. The main alterations included changes to the existing fencing and additional guard towers. In February 1943, the Army completed a plan for the POWs enclosure (Figure 4.8). The plan included two guard towers, one of which predated the North Garrison. The guard tower on the west side of the former Detention Barracks was built by the bureau. The Army recommended an additional tower near the southeast corner of the building. The fences were extended by 3' in height and chain-ink replaced the barbed wire between the posts, providing improved security for the station. The Army also removed the remaining portion of the connecting passageway at the front of the Detention Barracks, since it was no longer needed. After these alterations, the main entrance to the POWs enclosure was the two flights of steps at the front of the building.

Another plan, drawn in 1944, indicated further alterations to the POWs enclosure (Figure 4.9). The main changes included further modifications to the fence, the addition of new gates and relocation of the guard towers. The plan called for a new guard tower at the northeast corner of the Detention Barracks, with the tower on the southeast corner removed. However, a later plan shows the tower in the southeast corner of the complex and indicates that the Army did not implement the proposal. Also, it would appear the layout of the planned changes to the fence never occurred, as the alignment remained the same as in the 1943 plan. Instead, the Army erected a new tower at the rear of the enclosure and the road was realigned to accommodate the new structure. The Army plan of 1942 also recommended the removal of the Immigration Station guard tower, perhaps to relocate it to the site where the two new towers had been proposed. The Army also altered the area where the covered passageway had been removed, creating covered porch with access to the concrete stairs on either side.

OPERATIONS AT THE NORTH GARRISON

Little information is known about the life of the POWs and the troops at the North Garrison. The effects of the war and the short-term nature of their stay on Angel Island resulted in very little documentation of operations during this period. It was not until December 7, 1941, after Japan's attack on Pearl Harbor, that Company I, 53rd Infantry began guard duty at the North Garrison.[15] Several platoons took turns guarding the Detention Barracks from several different battalions. By March of 1942, the first POW captured by the US forces was in residence at the North Garrison. The inaugural POW was Ensign Sakamaki of a two-man submarine captured during the Pearl Harbor attack.[16] Many more POWs came to the North Garrison and it was in continuous operation until 1946.

On arrival, the prisoners were first taken to a disinfection camp in San Francisco. They were then transferred by boat to the North Garrison on Angel Island. Processing of the prisoners included a physical examination, an inventory of personal belongings, and initiating the personal prisoner's logbook.[17] Eventually, when the garrison contained a sufficient number of prisoners to fill a departing vessel, they were sent to permanent camps elsewhere in the US.

In general, prisoners were treated according to the provisions of the Geneva Convention. The first group of Japanese prisoners from the Battle of Midway, including five officers and thirty-five men, arrived at the North Garrison in July 1942.[18] In June 1943, following the Tunisian campaign in North Africa, three German generals, a colonel, and a major were held at the garrison, which processed all German prisoners sent to the US. Not much is known of the daily lives of the prisoners except that they assisted in the cooking of meals when numbers became too great. Also, the Army planted a vegetable garden to supplement their diet. Although the location is not known, the Officer in Charge stated the Germans appeared to be "natural gardeners."[19]

The Japanese soldiers held on the second floor of the Detention Barracks produced carvings and inscriptions while they were held captive. The messages have yet to be studied in detail but appear to be statements including dates of capture and short messages. For example, one message notes, "July 3, 1944 left New Caledonia, July 24 arrived San Francisco noon July 25, left ship, came to detention. 39 POWs." Another of the messages describes Japanese POWs being repatriated to their homeland after the Japanese surrender, "November 7, 1945, at 12 o'clock. Headed for Yokohama in homeland – approximately 700."[20]

SUMMARY OF THE 1946 LANDSCAPE

The North Garrison remained in operation throughout WWII. After the Japanese surrender, the Army used Angel Island to repatriate Japanese POWs. The last Japanese POW left the North Garrison on January 8, 1946 and the complex was closed when the Army left the island the following September (see Drawing 4.1).[21]

By the time the Army abandoned the complex, it had increased in size from 14.3 acres to 18.55 acres. Over sixty buildings and numerous other structures were spread around the site. All the major buildings and structures from the Immigration Station were still extant in 1946, except for the Administration Building and the carpentry shop. The circulation system from the Immigration Station was also intact, apart from minor alterations. The only road construction was the North Garrison Barracks Road that connected the Service Road with the Perimeter Road via the west slope and the plateau above the cove. The majority of the paths constructed during this period were in the vicinity of the newly constructed barracks buildings. Nevertheless, despite these relatively minor changes, the character of the landscape differed dramatically from the earlier period, as the Army neglected to maintain the vegetation and the trees matured. By 1946, trees and shrubs dominated China Cove and the buildings could hardly be seen behind a mass of foliage, especially as one approached the cove from the water. During this period, the plateau was still relatively open in character. Not much is known about the area to the south beyond the Perimeter Road.

The Army expansion and the addition of the new buildings affected the spatial organization of the site. The compact site was now part of a larger area that included a plateau and cliffs to the west of Point Simpton. With the major landing facilities at the East and West Garrisons, the Army transported troops and POWs by vehicle along the Perimeter Road, which provided three access points to the North Garrison. As a result, although the Army used the wharf, water access was no longer the primary entrance to the site. This led to a change in the hierarchy of landscape spaces. In contrast to the Immigration Station, the North Garrison did not have one main building around which the organization of the site revolved. By 1946, there were three entrances to the site, each serving a unique function and leading to different areas of the grounds. The Army retained the water entrance to the site and added two new entrances. The first new entrance was where the North Garrison Barracks Road intercepted the Perimeter Road, and the Army created the second new entrance on the south side of the Perimeter Road where an unnamed road led to the cluster of buildings in this portion of the garrison.

The physical change to the spatial organization was also reflected in the functional use of the landscape. The Army viewed the North Garrison as a temporary operation and the appearance of the landscape was considered less important than ensuring the garrison functioned smoothly. For example, when the new Army buildings were erected they were scattered around the cove. The new paths and roads were not designed; they were simply constructed to connect each structure to another part of the circulation system. When the Army completed their expansion, the layout of the buildings and the circulation system appeared random, without any relationship to the natural features of the site. However, the infrastructure served its purpose and the Army was able to perform its task of processing the movement and incarceration of men.

The character of the vegetation changed dramatically in both the institutional space and the uninhabited tracts of land. The areas where buildings, roads and parade grounds were located were minimally maintained. In addition, the Army left the uninhabited tracts of land on the slopes and cliffs undisturbed, and the vegetation was allowed to regenerate, occasionally encroaching upon the open space, and eventually a tree canopy bordered the floor of the site. The landscape around the consolidated mess hall (on the footprint of the former Administration Building) remained open in character. The additional land acquired by the Army on the plateau west of Point Simpton also remained open, with wooded areas restricted to the edge of the cliffs.

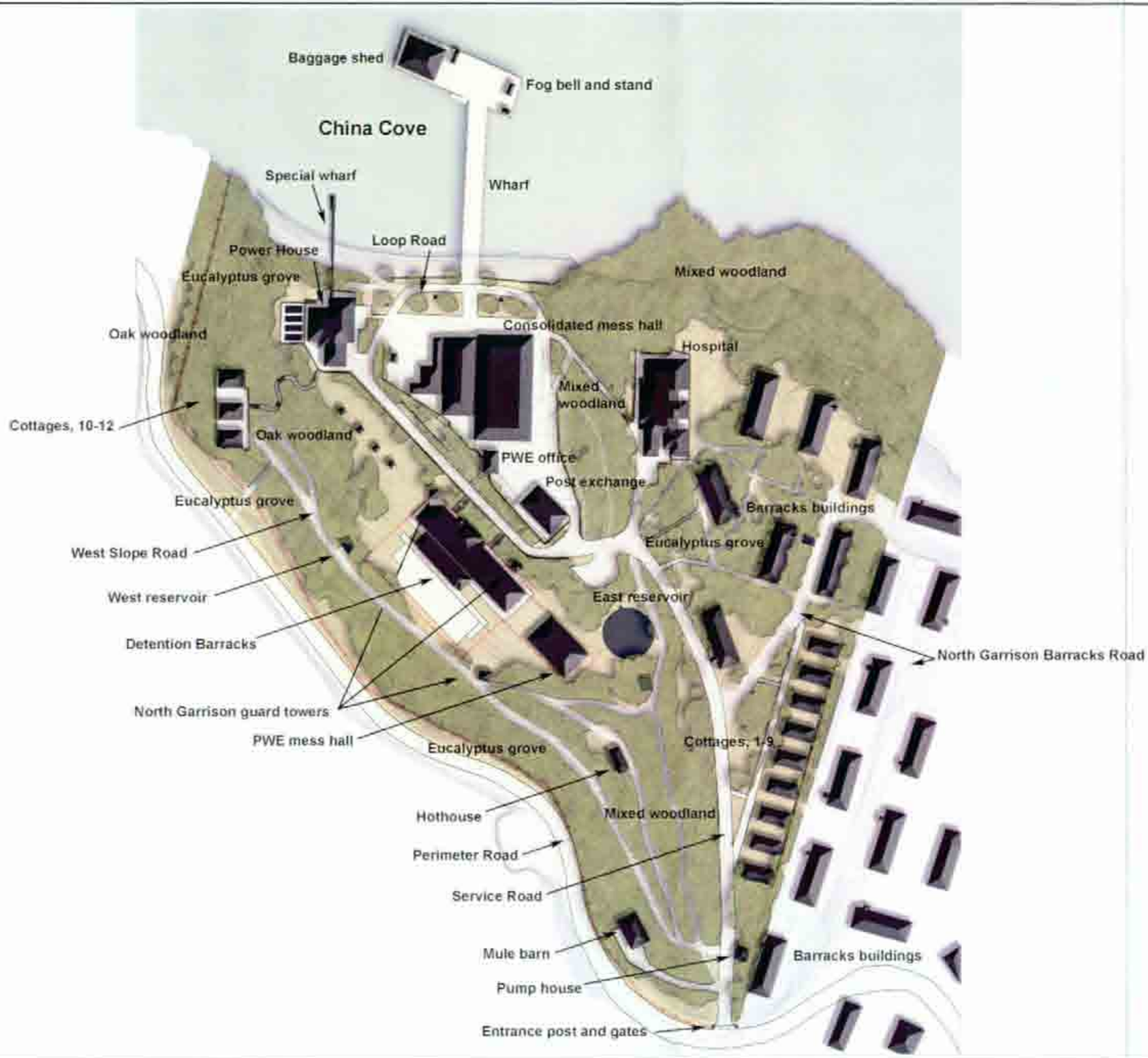
The views both into and out of the site were affected by the changes in the vegetation and structures. Views around the grounds tended to be inward looking, with previously open areas now divided by buildings and encroaching vegetation. The panoramic views across the bay had become further obscured. By the 1940s, the major views from the site were confined to a few vantage points along the edge of the cliffs.

By the time the Army left North Garrison in 1946, the expansion of the grounds, the building program, and resulting road construction had dramatically altered the spatial character of the site. However, the site layout (building locations and circulation system) constructed for the former Immigration Station remained virtually intact. The adaptation of the buildings by the Army had not led to any major alterations to the site plan. The appearance of the site was a different matter. The manicured Immigration Station grounds had changed into a utilitarian Army operation. The North Garrison already had an abandoned appearance when the Army left Angel Island in 1946.

Endnotes for Chapter 4

[1] Creighton Fox Norris. "The History of Angel Island." (San Francisco, CA: San Francisco State College unpublished thesis, 1950), 39.
[2] A few German, Italian, and Japanese enemy aliens were also processed at the center. However, research indicates that Italian POWs were never held on Angel Island, nor was the island ever used as a Japanese internment camp. Soennichsen, *Miwoks to Missiles,* 135.
[3] Marshall McDonald & Associates. "Report and Recommendations on Angel Island 1769 – 1966" (Sacramento, CA: unpublished Report for the California State Parks, 1966), 124.
[4] District Director, San Francisco District, Immigration and Naturalization Service, San Francisco, to Quartermaster, Fort McDowell, February 1, 1941. Administrative History Records of the Immigration and Naturalization Service, Record Group 85 (RG85), Entry 9, General Correspondence; National Archives, San Bruno (NARA).
[5] According to the inventory of buildings made by John A. Hussey in his 1949 report, cited below, the Army converted the Hospital into a barracks accommodating eighty-six persons.
[6] John A. Hussey, "Fort McDowell, Angel Island: Combined Report and Data Application for Transfer of Surplus Properties for use as an Historical Monument as a Public Park and Recreation Area," (Department of the Interior, National Park Service, Region Four, September 1949), 6.
[7] Jim Charleton, "National Historical Landmark Nomination, US Immigration Station, Angel Island." (National Park Service, National Historic Landmarks Survey, December 9, 1997), 15.
[8] Shortly after WWI, the military began to design the 700 Series of buildings constructed at the onset of WWII.
[9] Diane Shaw Wasch, Perry Bush, Keith Landreth, and James Glass, Ph.D. "World War II and the US Army Mobilization Program: A History of 700 and 800 Series Cantonment Construction." Arlene R. Kriv, ed. (Washington DC: Department of the Interior, National Park Service, Cultural Resources. HABS/HAER. Government Printing Office, 1994).

[10] The average speed to construct a 700 series building during WWII was one per hour with the record being fifty-four minutes. To accomplish this speed, the Army used techniques such as standardized plans, prefabricated components, and the assembly-line approach to construction.
[11] During 1941, the consolidated mess hall (Building No. 226) equipped with a serving counter consisting of steam tables, coffee urns, and other facilities for complete cafeteria service, was completed at an original cost of $111,300. The facility could accommodate up to 1600 at one sitting. Lt. Gen. Joseph M. Swing Commanding. "Brief on Angel Island, San Francisco Bay, California." (Headquarters Sixth Army, 17 September, 1952).
[12] The only extant remains of the barracks include three buildings built on the grounds of the former Immigration Station. The foundation for barrack number 240 still exists and structures 241 and 242 are still standing.
[13] The report was probably completed in 1943 although the document does not include a date of completion. It was prepared by the Fort McDowell Quarter master Corps under the construction division and was titled "Building Records: Additions and Installation, 1911-1943, (Part 4 of 4, Buildings 144-327 and misc. records." The document and related materials can be found in the Administrative History Records of the Immigration and Naturalization Service, Record Group 85 (RG85), Entry 9, General Correspondence at the National Archives, San Bruno.
[14] The list also includes minor structures and outbuildings constructed by the Bureau of Immigration, for which no previously known photographs or plans existed.
[15] McDonald, "Report and Recommendations," 124.
[16] McDonald, "Report and Recommendations," 125.
[17] Soennichsen, *Miwoks to Missiles*, 136.
[18] One of the naval officers unsuccessfully attempted suicide on two occasions, although a report from the period suggests that he wished only to attempt suicide in order to receive an honorable report from the Japanese Army when he returned home. The treatment of the POWs was in accordance with the Geneva Convention. The Army allowed most religious services. Buddhist prisoners were permitted to continue religious practices. However, the Shintoists were not-- primarily due to the Shinto association with Emperor worship. McDonald, "Report and Recommendations," 125.
[19] Soennichsen, *Miwoks to Missiles*, 137.
[20] Ibid., 138.
[21] McDonald, "Report and Recommendations," 127.



Period Plan
1946

Drawing 4.1

Cultural Landscape Report
Angel Island Immigration Station
Angel Island State Park
Tiburon, California

Produced by

National Park Service
Olmsted Center for
Landscape Preservation

Map Sources:

Plan of buildings and structures made at North Garrison by US Army as part of Historic Study Report, 1949 (California Department of Parks and Recreation).

Aerial photograph of North Garrison taken in 1946 by US Military (Daniel Quan Design).

Notes:

All vegetation, fences and walls shown in approximate scale and location.

Plan drawn using Autocad 2000, Arcview GIS 3.2, Adobe Illustrator 10 and Adobe PhotoShop 7 by Mark Davison, NPS.

Scale in Feet
0 50 100 150

Legend

- Managed grasslands
- Tree canopy
- Paved road/path
- Unpaved road/path

Location map

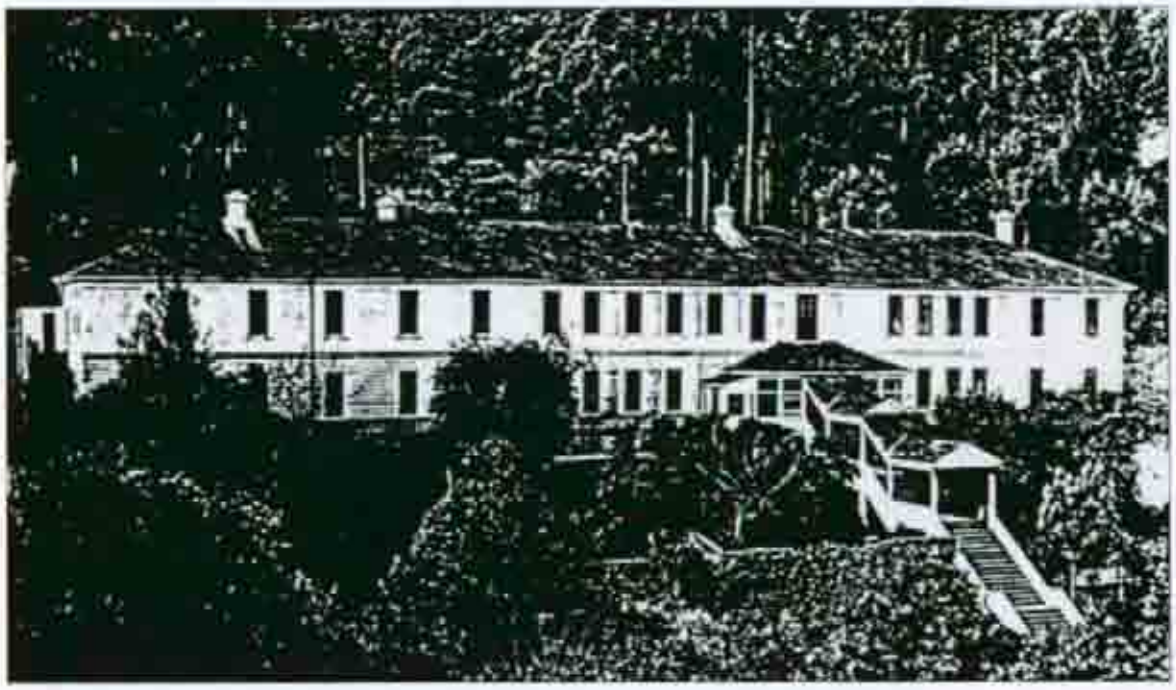


Figure 4.1. View of the Detention Barracks adapted by the Army to hold POWs, 1941 (Society of California Pioneers, hereafter SCP).

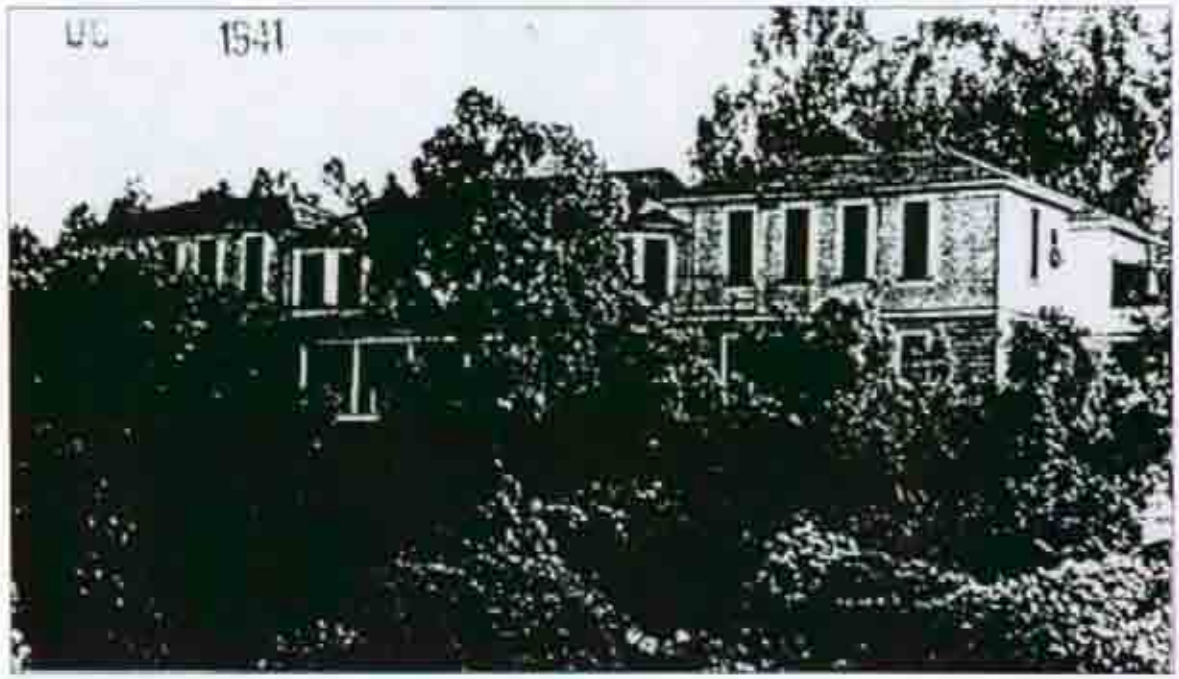


Figure 4.2. View of the Hospital adapted by the Army for use as a barracks building, 1941 (SCP).

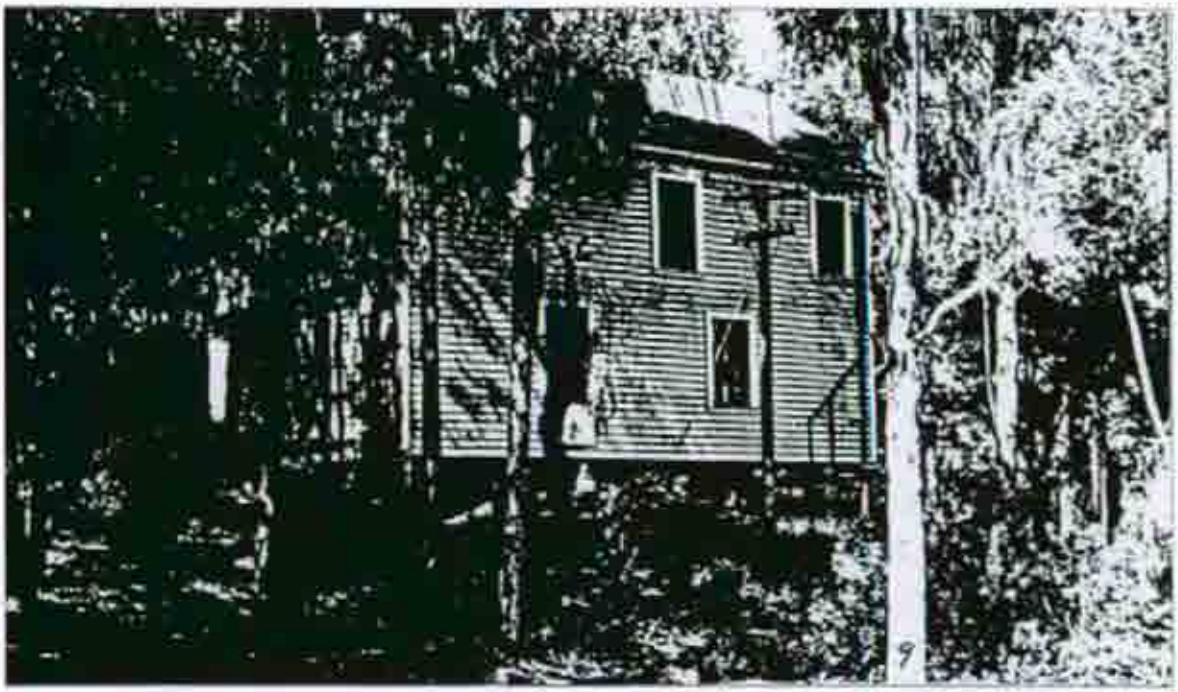


Figure 4.3. View of non-commissioned officer's accommodation, 1941 (SCP).

Figure 4.4. View of the post exchange with the consolidated mess hall in the background, c.1942 (SCP).

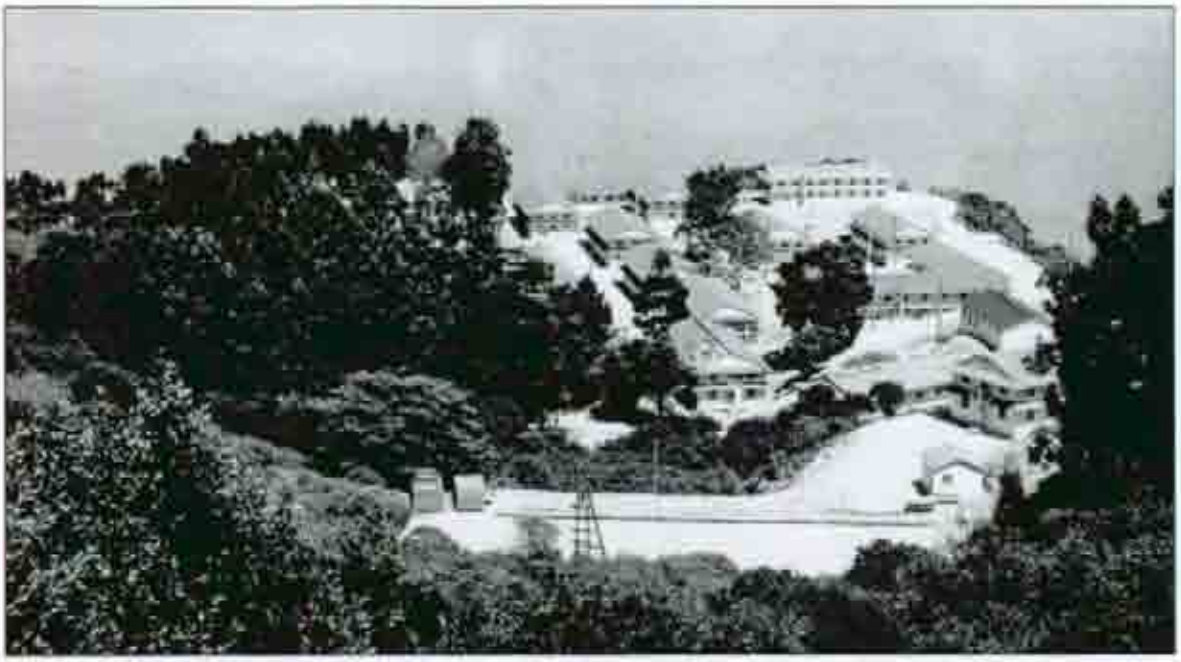


Figure 4.5. View of new Army barracks on plateau near Point Sampson, 1942 (CDPR Archives).

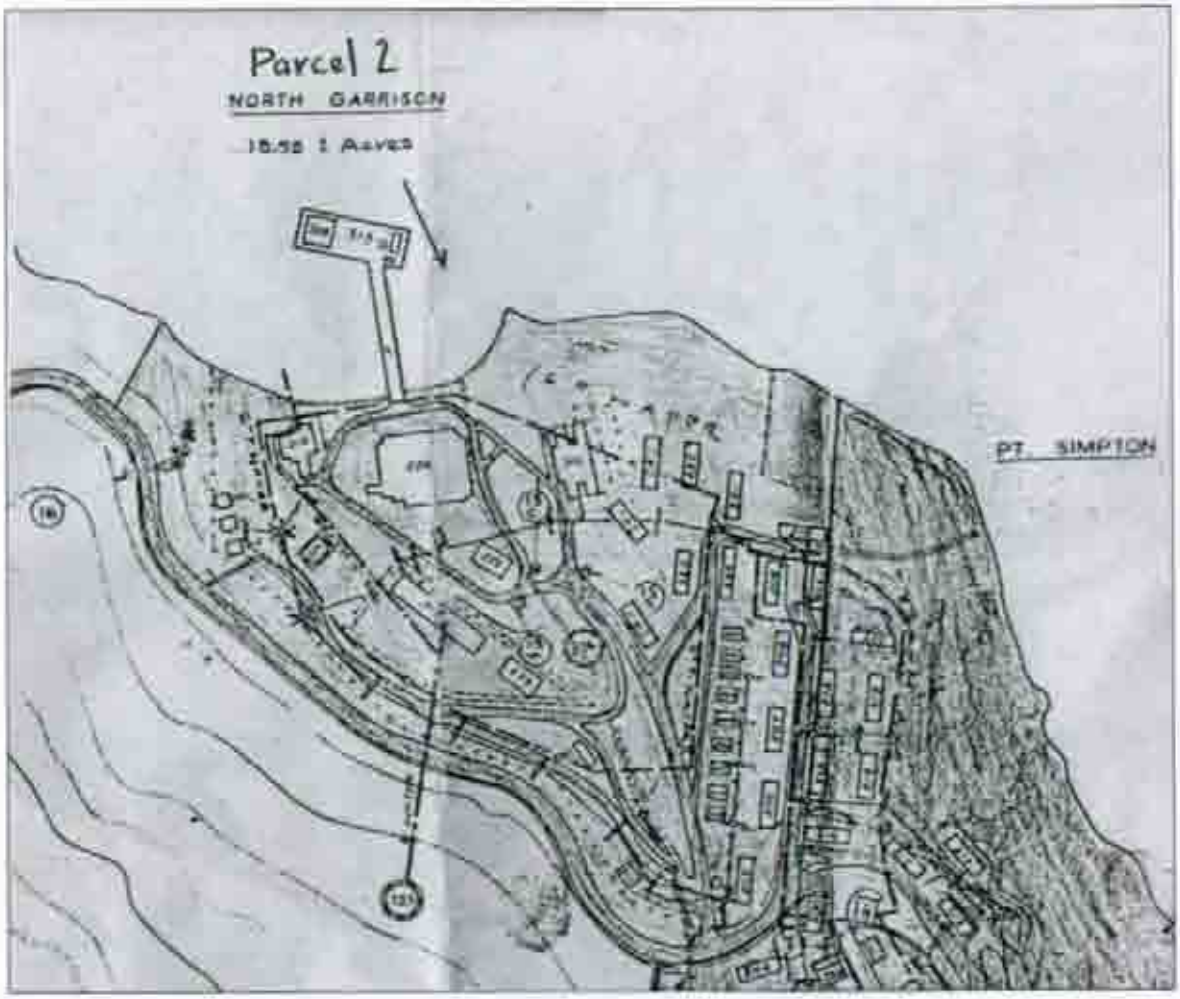


Figure 4.6. Plan of North Garrison, 1942 (CDPR Archives).

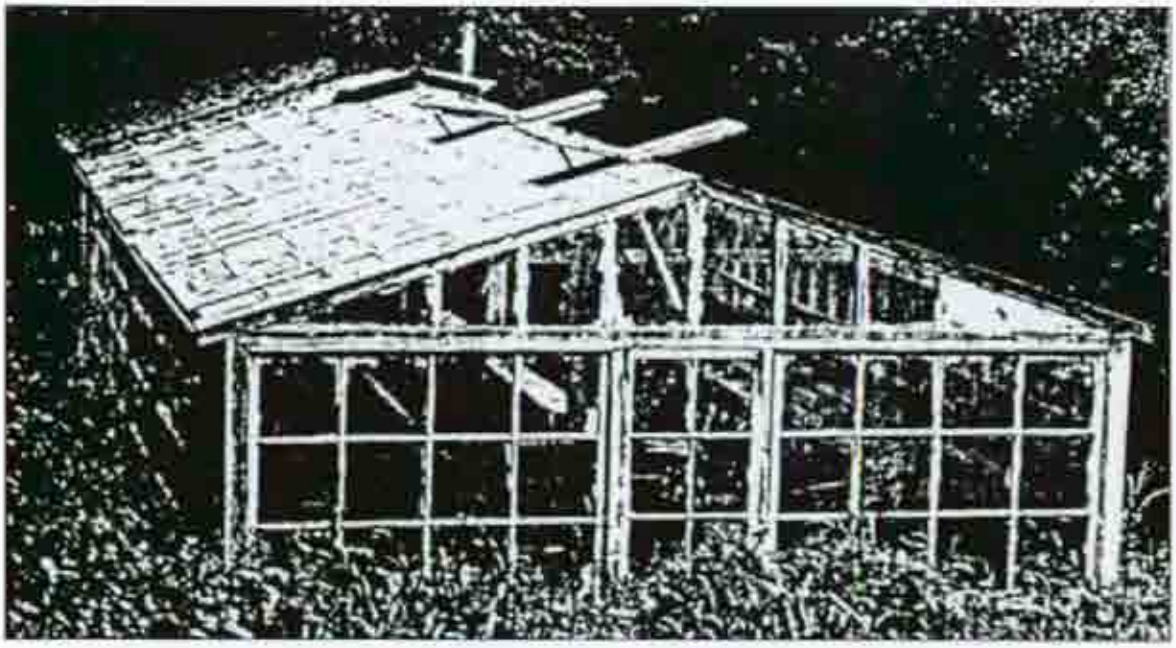


Figure 4.7. Hothouse in state of disrepair, 1943 (CDPR Archives).

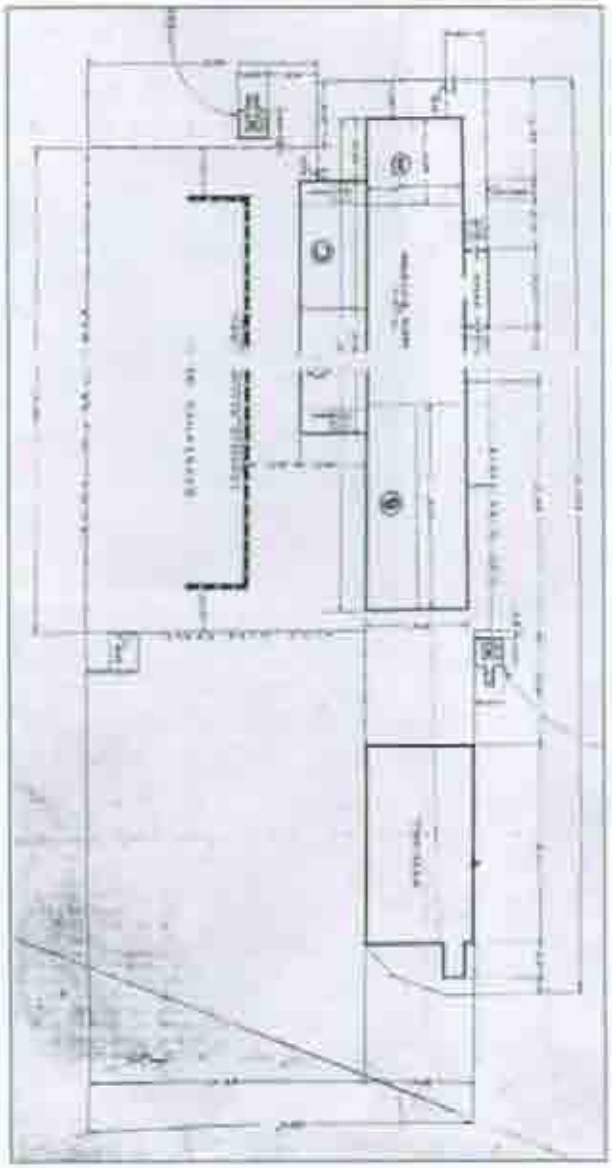


Figure 4.8. Plan of Detention Complex, 1945 (CDPR Archives).

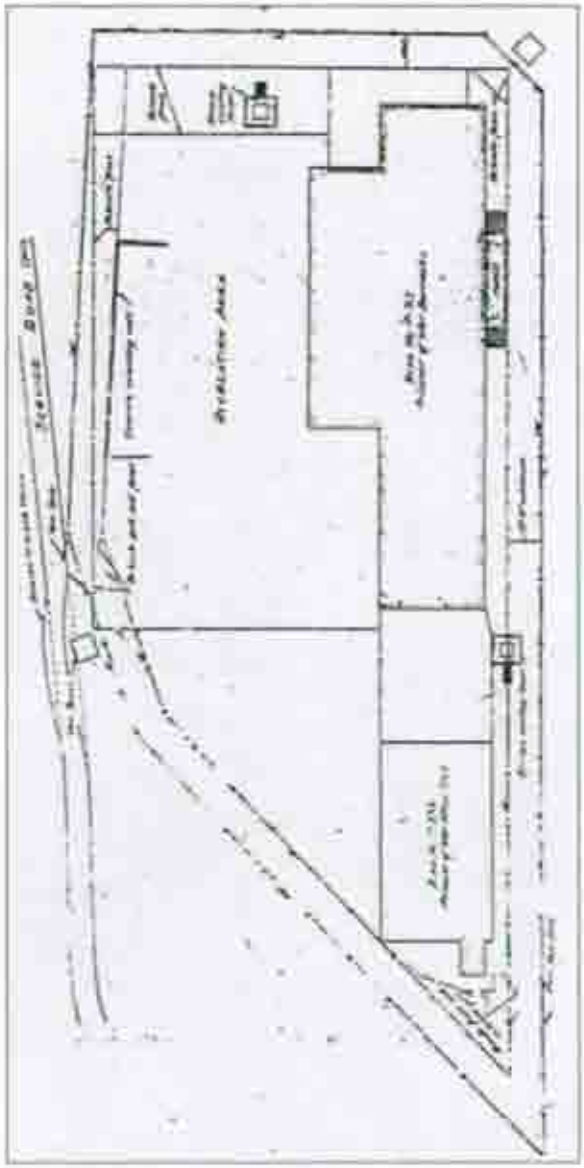


Figure 4.9. Plan of Detention Complex, 1944 (CDPR Archives).

CHAPTER 5

TRANSITION, 1946 TO 1962

On July 2, 1946, the Army declared Angel Island surplus. Interest in the future use and development of the island began to attract the attention of San Francisco Bay area municipalities and organizations, and the final decision became embroiled in a long and arduous bureaucratic process. The State of California finally received title to the island in 1963, which became known as Angel Island State Park.

During this period of transition the fate of the former Immigration Station was dependent on the future of the entire island. Numerous organizations proposed schemes for the site, including a camping facility and adapting the buildings to interpret its history. Nothing became of the proposals at the time. With an uncertain future the site was neglected, becoming further overgrown with vegetation, and the buildings fell into serious disrepair. Due to the neglect of the site, limited documentation exists relating to the changes that occurred in the landscape between 1946 and 1962. Instead, the historic record primarily documents the political process that eventually determined the fate of the island. The events that led to the creation of state park are complex. This chapter provides a brief summary of the history of the island during the transitional period.

DEGAUSSING FACILITY

The site had been abandoned for four years when the Army permitted the Navy to use a portion of the site for the Angel Island Coil Range Facility.[1] The station was part of an installation deployed to disable magnetic mines in the water that posed a threat to US ships. The degaussing of ships was necessary, as the Germans had developed a mine that detonated on contact with a magnetic field rather than direct contact with the hull of the ship. To counter this threat, the US Navy developed a technology to protect American ships with a girdle of cables, operating as magnetic coils. Thus, the resulting expanded electromagnetic field caused mines to detonate far enough away from the ship to prevent damage. Or, the coil could neutralize the ambient magnetic field to make it invisible to the mines. The use of this technique was termed degaussing. As a result in 1950, the Navy occupied three buildings of the former North Garrison complex, numbers 210, 211, and 221. The degaussing facility formed part of a larger network of the US Naval Degaussing Station in San Francisco, which included another facility on Marina Green. The stations used galvanometer indicator loops placed on the floor of the shipping channel on the east side of Angel Island. Ships passed over the indicator loops and the station took galvanometer readings. This information was passed on to the Bureau of Naval Weapons. The Navy abandoned the three buildings on September 30, 1962 because the degaussing technology became obsolete.

In 1950, a rare image of the study area taken during the Navy's occupation shows the abandoned wharf within China Cove (Figure 5.1). Although the structure and buildings appear to be

in a good state of repair, it is clear that the wharf was not being used. For instance, the smaller structures such as the baggage shed had been removed, as well as the landing pontoons and ladders for docking ships. As with any structure that is no longer in use, the lack of maintenance eventually leads to decay, and the wharf was no exception. It fell into disrepair and was demolished by 1973. Although no photographs are available for the other portions of the site, it would be fair to assume that the other landscape features were suffering due to deferred maintenance at this time.

SURPLUS PROPERTY

In the summer of 1946, US Senator Knowland made inquiries in Congress about the future of Angel Island and the possibility that it could be sold to the state.[2] The *San Francisco Chronicle* reported that the proposed transfer was imminent.[3] Despite the rumors, facilities on the island remained in possession of the Army, pending a decision regarding the eventual disposition of the property.[4] During the following year, the War Assets Administration assumed responsibility for the property, renewing public interest in the future of the island.[5] They set a "fair [market] value" on the island at $700,000.[6] The real estate appraisal then reevaluated the property as a historic site, to reduce the monetary assessment to $194,595.[7]

The decision to sell the island to the state was based upon the Surplus Property Act of 1944, amended by Public Law 616, 80th Congress. This Act authorized the federal agencies to dispose of surplus real estate to states and municipalities for park, recreational and historical purposes for potential park lands.[8] In 1948, the Department of the Interior (DOI) delegated authority for final determination to the National Park Service (NPS). Before making their recommendations, the NPS prepared a study to evaluate the historic resources of the island. This led the Marin County Board of Supervisors to propose the island as a historical park, since the majority of the island is located in Marin County. In the application transfer of the island to the county as a historical monument, the report described Angel Island as having "235 buildings, various roads, utilities, and tanks."[9] However, before the NPS completed their survey, the Marin County Board of Supervisors withdrew their proposal. In 1948, the City of El Cerrito expressed interest in the island. In addition, several other government entities and private corporations voiced interest in the future use of the island. A clause in Surplus Property Act of 1944 and Public Law 616 provided for the possibility that the island could be offered for sale, if no public agency expressed interest in the site for park purposes.[10] This included a proposal to develop the island as a private resort, the use of the island as a bridge landing as part of a new bay crossing suggested by the state highway department, and an idea to use the island as a permanent home for the United Nations. Despite the many proposals, the island remained in a state of uncertainty for several years.

In 1949, the Marin County Board of Supervisors published another historic study on the island by John A. Hussey (Figure 5.2).[11] This document covered all aspects of Angel Island's history, establishing the historical importance of the site for the first time. The document was used as evidence by the newly formed Angel Island Foundation (AIF), a non-profit organization advocating for the island to become a state park. Eventually in 1950, the combination of public pressure and the report's of the historic significance of the island influenced the Secretary of the Interior to determine that Angel Island could be disposed "... to the State or a political subdivision thereof for park or recreational purposes."[12] In the interim, the DOI placed the island under the direct jurisdiction of

the Bureau of Land Management (BLM); a holding measure until the state was prepared to acquire the island.[13]

PREPARATIONS FOR PUBLIC PARK

With the state making plans to acquire the island, numerous projects were proposed to develop the land for public use. Public sentiment at the time tended towards recreational use, seen as a way to alleviate the stress of inner-city life. Angel Island was viewed as a resource where the public could commune with nature. As the Surplus Property Act required the island to be designated a historic monument before it could be acquired, several individuals and organizations came forward with proposals. The AIF proposed that the buildings be adapted for museum exhibits and interpretation of the island's history. Still, many proposals by local officials in Marin County emphasized recreational pursuits rather than historic preservation. The proposals for the study area followed the same pattern as the rest of the island, with one exception; many viewed the potential of the former Immigration Station as a major recreational facility due to the number of buildings on the site. The proposals for this area included overnight public accommodation, and even the creation of a marina. If the plans were successful, the former Immigration Station would become a hub of activity on the island.

As part of the campaign to make the island into a public park, the AIF organized Angel Island Day on September 21, 1952. The day was part of a public education campaign to rally public support for the AIF initiative to create a state park. A well-prepared souvenir program presented the history of the island and outlined potential development plans, including a map illustrating proposed uses for the property. The plan, probably based upon the 1949 study, proposed various uses for the projected state park, including the redevelopment of study area as a camping facility (Figure 5.3).[14]

In 1953, as part of the ongoing effort to create a state park, the AIF issued a report urging the City of San Francisco to make a study of possible uses of the property, and to estimate development costs on a modest scale (Figure 5.4).[15] The AIF prepared a general plan for new recreational uses at several sites on Angel Island, including detailed proposals for the study area. Land required for the new facility included the plateau to the east of the site of the study area and also land to the south of the Perimeter Road, which had all been part of the former North Garrison. The aim of the proposal was to create a multiple-use activity area. This would require several changes to the site such as altering the wharf to accommodate pleasure boats, overnight accommodations for visitors, housing for park employees, museum exhibits in the former Hospital and Detention Barracks, as well as converting the mess hall into an auditorium.

The public awareness campaign undertaken by the AIF was successful, leading the San Francisco Board of Supervisors to approve a resolution in 1953 to add Angel Island to the San Francisco Department of Parks and Recreation.[16] This set the stage for the acquisition of the island by the state.

STATE PARK ACQUISITION

The acquisition of the island by the state involved three separate parcels of land, taking nearly ten years to complete. Proposals for the re-use of the island continued during this period and the former Immigration Station was seen by the California Department of Parks and Recreation (CDPR), as one the main sites for recreational redevelopment. However, the proposals remained on paper while the acquisition of the land took priority.

In 1950, the California State Park and Recreation Commission agreed to purchase Angel Island, for the monetary value estimated in 1947.[17] On April 21, the *San Francisco Chronicle* reported the state's plans to preserve Angel Island as a state park.[18] However, in June the *Examiner* reported municipal opposition to the park plan, and the *Chronicle* noted that the agreement between the City of San Francisco and the AIF had been called off.[19] The tension between the two organizations resulted from a delay in the sale to accommodate further documentation of the historical significance of the island.[20] Eventually, on April 30, 1954, the CDPR acquired Hospital Cove, an area totaling 36.82 acres, under the historical park classification without any cost to the state. The Secretary of the Interior placed the remaining land on the island under Army jurisdiction.[21]

Plans for the remainder of the island were put on hold when the federal government gave the Army permission to install a battery of Nike anti-aircraft missiles at Point Blunt on the southeast corner of the island. The *Call Bulletin* reported that Angel Island was being considered as a possible location for a missile base and that Point Blunt was going to be the site of the battery. The AIF protested against the proposed missile base plan. However, the construction contract was signed in 1954, and the Nike Missile Site SF-91 entered service in 1955, until its Ajax missiles became obsolete in 1958 due to the development of the Nike Hercules. Eventually, the base was decommissioned in 1962, and it was again decided that the land was to be acquired by the state.[22]

The Army surveyed the former Immigration Station in 1955, as part of a study to locate the new missile base (Figure 5.5). The survey recorded the circulation system and structures, as well as some of the small-scale features. Overall, the appearance of the site was similar to when the North Garrison was in operation, as all the main buildings had been retained. According to the survey, many of the smaller structures had been removed, including the sentry boxes and the guard towers. (These structures may have actually still existed, but were not recorded on the plan.) Only minor changes to the circulation system are recorded compared to the configuration present during the North Garrison period. For example, the path around the rear of the former officer's quarters (building 313) was no longer evident, and the longer of the two flights of steps that once led down from the nine cottages on the east slope of the study area had not been drawn on the plan.

The plan also included details of the underground drainage system. The drawing shows the intermittent stream in the ravine diverted into a culvert from the main road down to the beach. This is the first known drawing to indicate the culvert, although the date of this change is unknown. The culvert runs parallel to the tar path, suggesting that it may have existed since the early years of the Immigration Station. Also, the fencing constructed by the Army for the North Garrison appears to have been retained. The boundary fence is marked on the plan, as are the fences around the Detention Barracks and the Hospital.

The 1955 plan does not reveal the extent to which vegetation was taking over the hillsides above Perimeter Road at this time. However, a photograph taken in 1958 reveals a dense canopy created by the growth of the trees and shrubs. The views of the buildings had become obscured, and the image indicates the landscape had been neglected over the last decade. One example of deferred maintenance is evident in a 1958 photograph showing deteriorated railings on the wharf, with the wooden planking missing in various sections (Figure 5.6). Also, the photograph documents two tall trees to either side of the wharf, which were part of the original planting scheme for the terrace in front of the former Administration Building.[23] Originally, the trees were pruned in a severe cylindrical form and maintained at a height of about five feet. By 1955, they had become mature trees dominating the space, and at least fifty feet tall. Therefore, it is likely that little, if any, maintenance of the vegetation was undertaken on the site at this time.

In 1958, the state received title to 183.83 additional acres behind and above Hospital Cove (Ayala Cove) including Mount Livermore. The DOI issued a grant to the state to acquire the land; subject only to the existing permits belonging to the Army, increasing the state park to a total of 220 acres.[24] At the same time the major portion of Angel Island became a state park, the state prepared a five-year plan for beach and park development throughout California. This plan resulted in a substantial appropriation for park development. According to the plan, Angel Island received $1 million for plans and development.[25] When the plans were published, the major themes for development of the island combined recreation with the interpretation of the island's history. The CDPR published a site plan illustrating the proposals in 1962. It indicates the former Immigration Station was to become a major recreational development including a campground, concession shop, a general store and a designated area for public swimming (Figure 5.7).[26]

In December 1962, the Nike missile base was deactivated and control of the remaining 517.24 acres of the island was transferred to the state, including the former Immigration Station.[27] The CDPR produced a plan of the island recording the acquisition of the three land parcels (Figure 5.8). In 1963, the *San Francisco Chronicle* described the new state park as the perfect habitat for the weary urbanite in an article portraying its recreational potential:

> A fantastic playland-in-the-Bay, removed from the humdrum of urban living, yet within quick reach of 4 million Bay Area residents. A place where private autos are prohibited, where access is by boat only, and where people can hike, fish, swim, picnic, camp or just sit and soak in the quietness, forgetting for the moment the problems of today.[28]

The proposals for the state park were based on developing the island as an outdoor recreation area, and the former Immigration Station played an integral role.

SUMMARY OF THE 1962 LANDSCAPE

The period between the departure of the Army and the creation of the state park spanned seventeen years. Information on the changes that occurred during this period is scarce, as the study area had been largely abandoned. However, the very fact that the site was neglected indicates that changes did occur, to the detriment of the historic grounds, buildings and infrastructure. Despite the neglect, the circulation patterns and all the major buildings and structures remained, although deferred maintenance resulted in signs of decay. The major change was the uncontrolled growth of the vegetation, which effected the spatial organization of the site.

During the operation of the Immigration Station and the North Garrison, the use of the grounds as a government facility resulted in comprehensive human interventions, a manicured landscape in the central facilities. In contrast, the abandonment of the site resulted in the domination of natural processes, such as unrestrained plant growth and succession. This occurrence was unusual considering how much the site had been manipulated by humans since the Coast Miwok used the land.

With the natural processes now affecting the landscape, it was characterized by a layering of tree, shrub, and field vegetation. The overstory vegetation dominated the site, principally coastal live oak (*Quercus agrifolia*) and a variety of eucalyptus species (*Eucalyptus sp.*). The tree canopy almost covered the whole of the site, as the volunteer trees and shrubs encroached upon the open space. The field layer consisting of meadows and grassed areas was further replaced in some areas by invasive shrubs, which were in turn replaced by trees. Thus, the oak woodland and eucalyptus stands constituted the primary and dominant landscape characteristic at this time.

The natural processes therefore were the main catalyst in bringing about changes in landscape character. The effect that vegetation and the climate had on the buildings and infrastructure is difficult to gauge due to poor documentation for the period. However, it appears that the buildings and roads were suffering from the effects of root growth, falling trees and the actions of weather, particularly winter storms.

Despite these natural processes, the layout of the grounds remained largely as it had been at the closure of the North Garrison. The main buildings and structures were also still extant. Even the trees from the original landscaping of the grounds in 1913 survived. For instance, the Canary Island date palms (*Phoenix canariensis*) still marked the former arrival area for the Immigration Station. The tree canopy that now covered the hillsides basically created a blanket over the study area.

Endnotes for Chapter 5

[1] The facility was part of an installation deployed to disable magnetic mines in the water that posed a threat to US ships. The Germans developed a mine that detonated on contact with a magnetic field rather than direct contact with the hull of the ship. To counter this threat, the Navy developed a technology to protect American ships with a girdle of cables, operating as magnetic coils. The resulting expanded electromagnetic field caused mines to detonate far enough away from the ship to prevent damage. Or, the coil could neutralize the ambient magnetic field to make it invisible to the mines. The use of this technique was termed degaussing.
[2] Marshall McDonald & Associates. "Report and Recommendations on Angel Island 1769 – 1966" (Sacramento, CA: unpublished report for the California State Parks, 1966), 135.
[3] Ibid.
[4] Ibid., 136.
[5] Ibid., 137.
[6] Under allowable discounts, the price of the island was finally set at $194,595.
[7] McDonald. "Report and Recommendations," 137.
[8] Ibid.
[9] Tidal land 300 yards below low tide were included in the request. McDonald, "Report and Recommendations," 138.
[10] Ibid.
[11] "Fort McDowell, Angel Island, Marin and San Francisco Counties, California; War Assets Administration Registry No. RSF10:PNI, Fort McDowell W-Cal-191." Report on Application by the Board of Supervisors, County of Marin, State of California, for transfer of surplus property for a historical monument.
[12] McDonald. "Report and Recommendations," 140.
[13] In 1950 when the Quarantine Station headquarters was removed to San Francisco, the 34.136 acres of land was returned to the Army in accordance with the 1888 agreement struck between the US Treasury Department and the Army.
[14] Angel Island Foundation. "Official Souvenir Program, Angel Island Day, Sunday September 21." (San Francisco, CA: Angel Island Foundation , 21 September, 1952).
[15] Angel Island Foundation. "A Report on Orderly and Reasonable Program of Development and Recreational Activities for Angel Island" (San Francisco, CA: Angel Island Foundation, 1953).
[16] McDonald. "Report and Recommendations," 142.
[17] A condition was placed on the purchase that the local authority assumed management and protection of the property under a lease.
[18] McDonald. "Report and Recommendations," 143.
[19] Ibid.
[20] Ibid., 144.
[21] Except for three light stations and three small North Garrison buildings that were under permit to the Navy.
[22] McDonald. "Report and Recommendations," 143.
[23] The exact identity of the trees is not known, but they are probably Monterey cypress.
[24] McDonald. "Report and Recommendations," 147.
[25] As part of the ongoing development, Governor Edmund G. Brown's proposed budget for 1962-63 designated interim appropriations of $110,000 to replace the existing pier and improved boating facilities at Hospital Cove.
[26] "Playground Plan for Angel Island," *San Francisco Chronicle* (March12, 1962), 4.
[27] McDonald. "Report and Recommendations," 148.
[28] "Playground Plan for Angel Island," *San Francisco Chronicle* (March12, 1962), 4.

Figure 5.1. The wharf, 1950 (CDPR Archives).

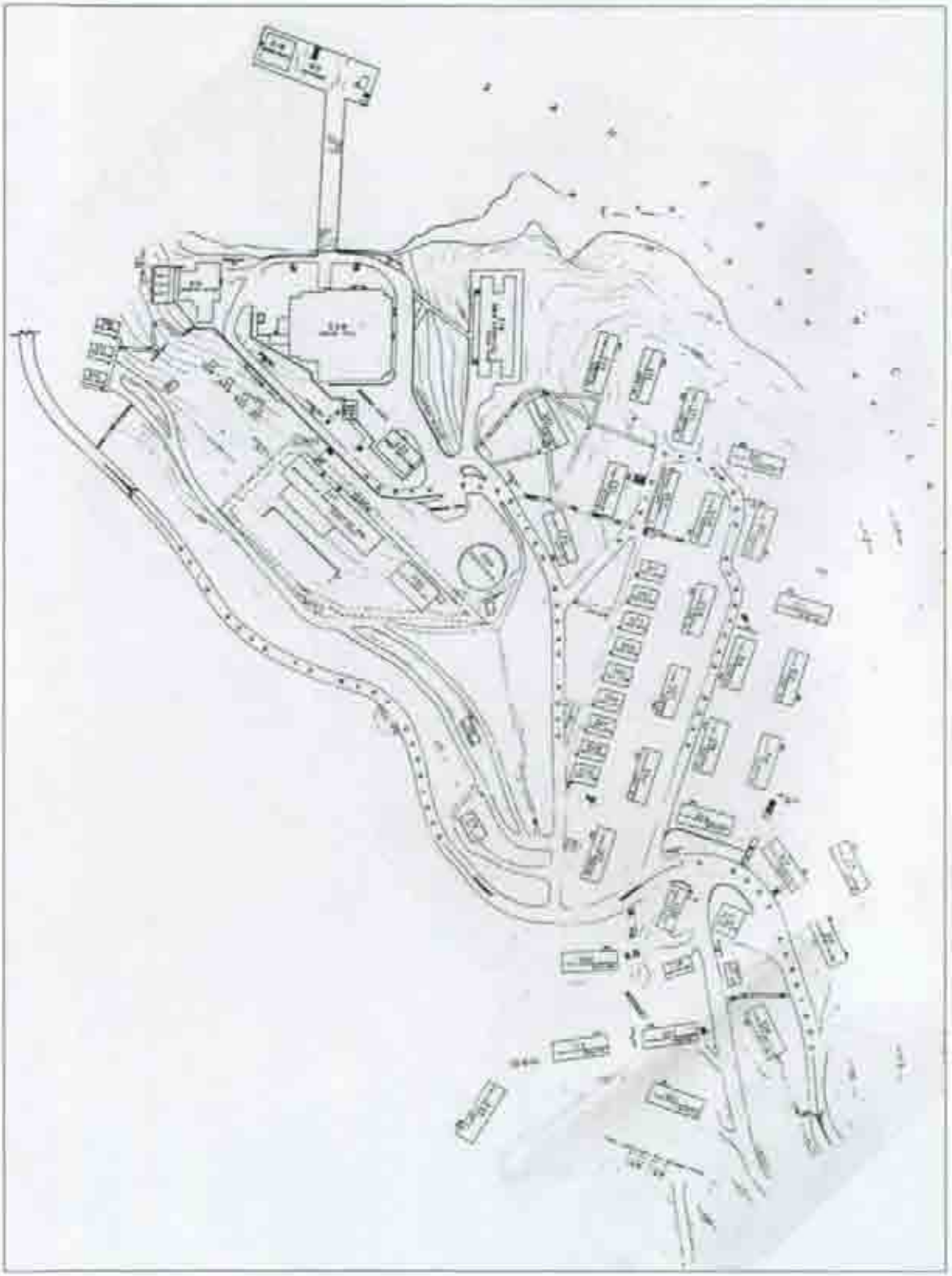


Figure 5.2. Inventory of buildings and structures for the former North Garrison as part of Historic Study Report, c.1949 (CDPR Archives).

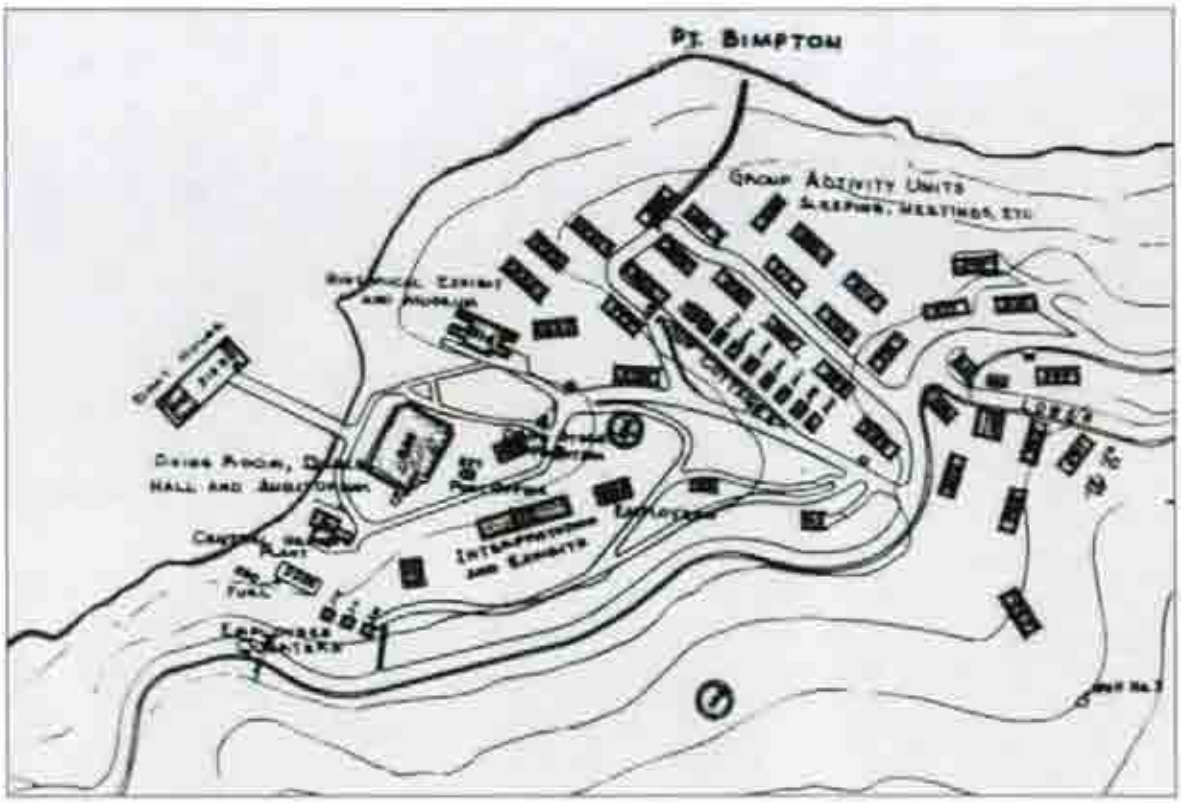


Figure 5.3. Redevelopment plan including overnight facilities for the public, 1953 (CDPR Archives).

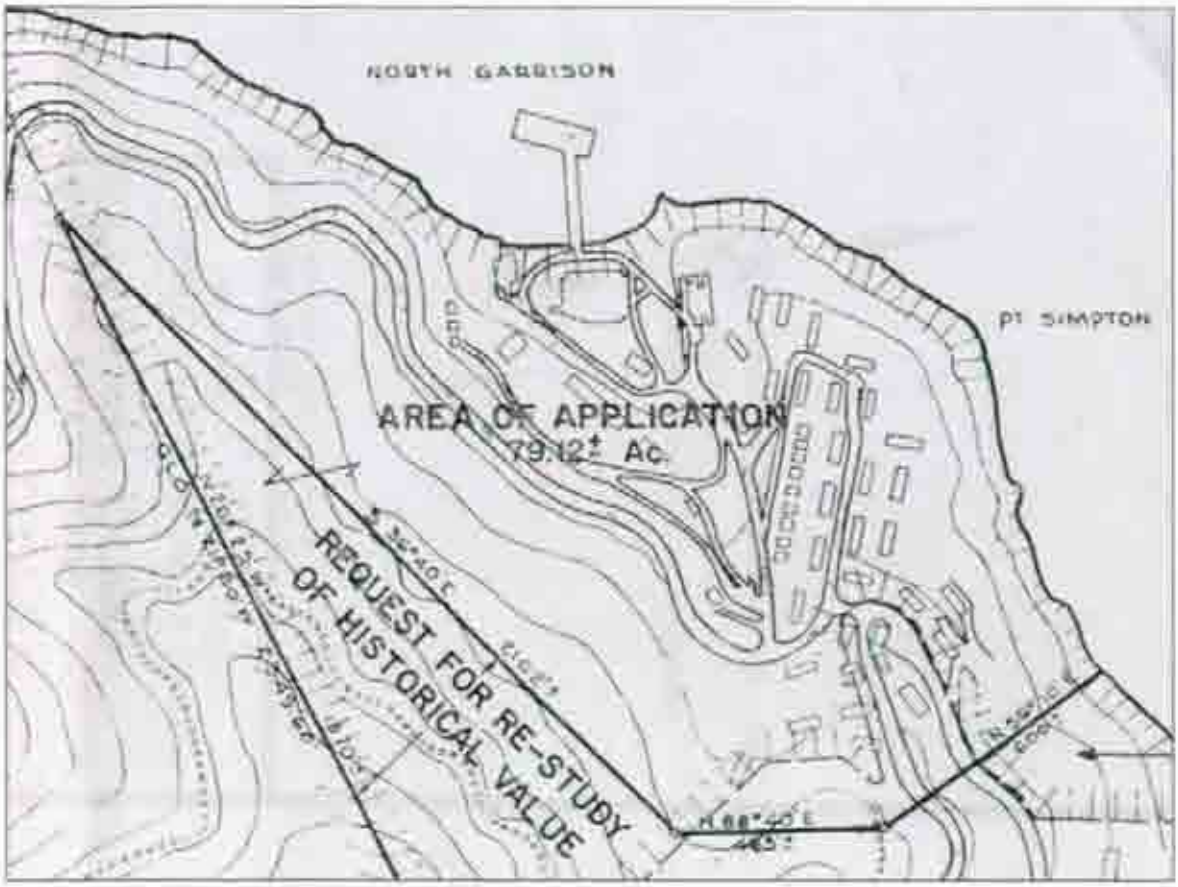


Figure 5.4. Historical Study Plan, 1953 (CDPR Archives).

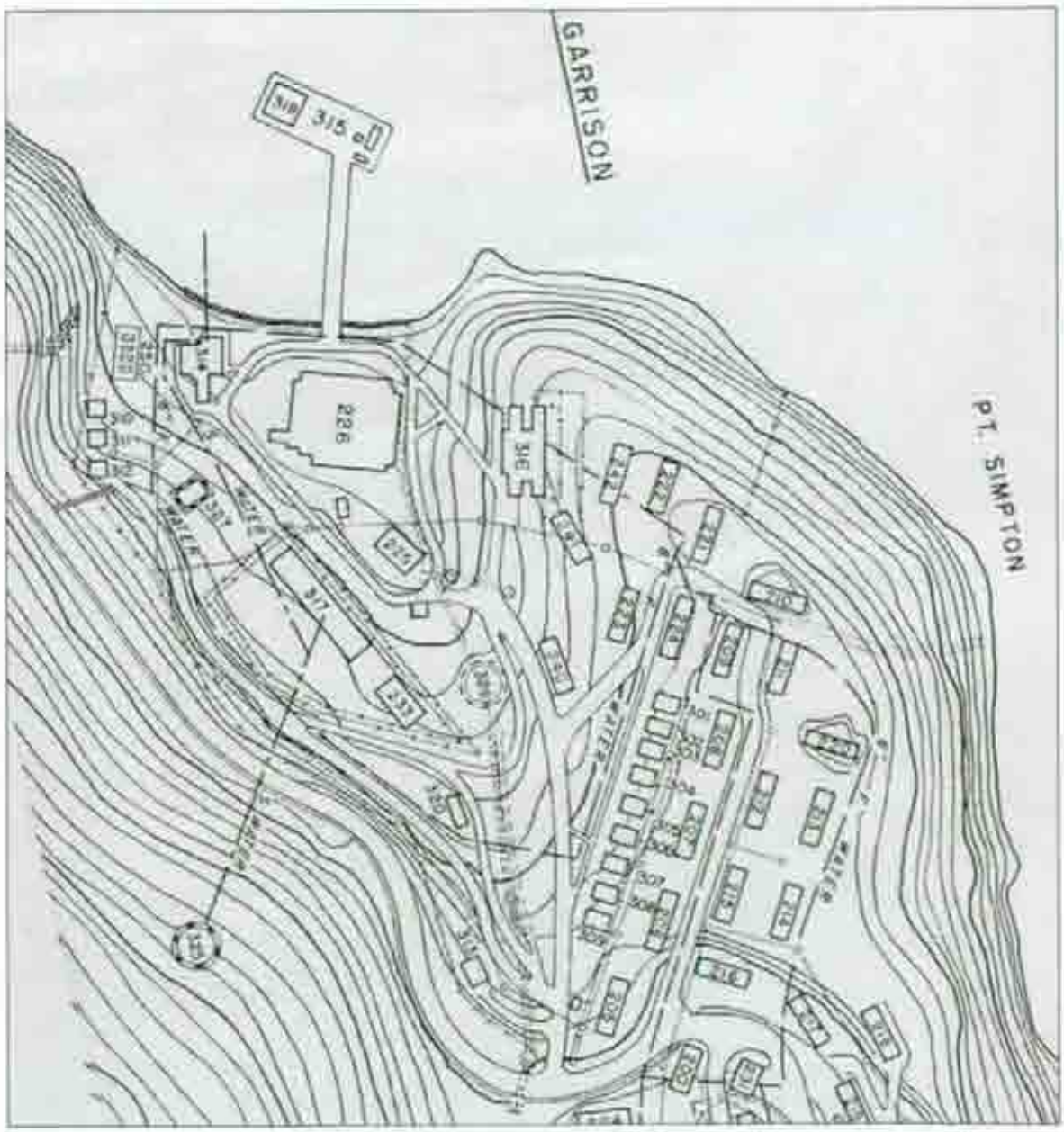


Figure 5.5. Topographic survey, 1955 (CDPR Archives).

Figure 5.6. View of consolidated mess hall from the wharf, 1958 (CDPR Archives).

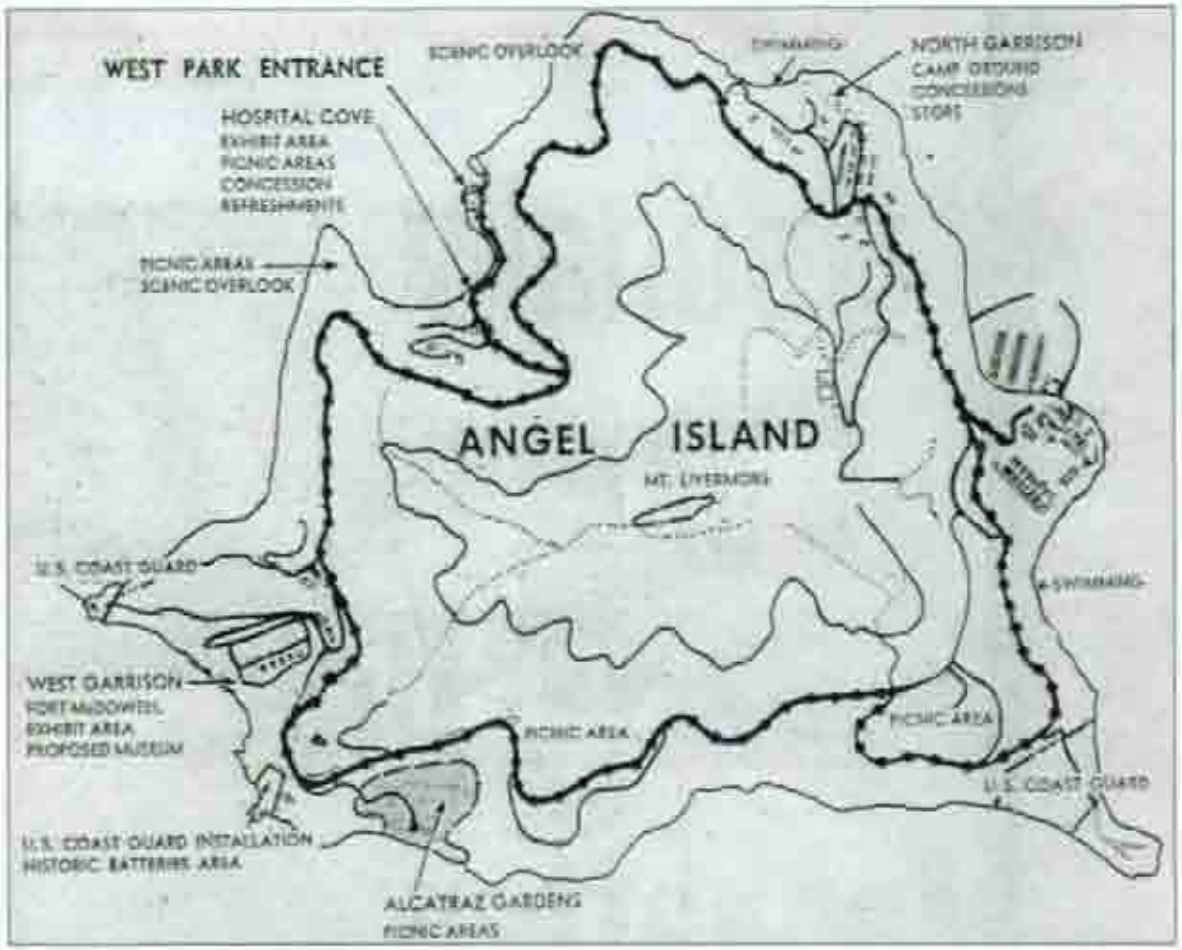


Figure 5.7. Angel Island Development Proposal, 1962 (Bancroft Library).

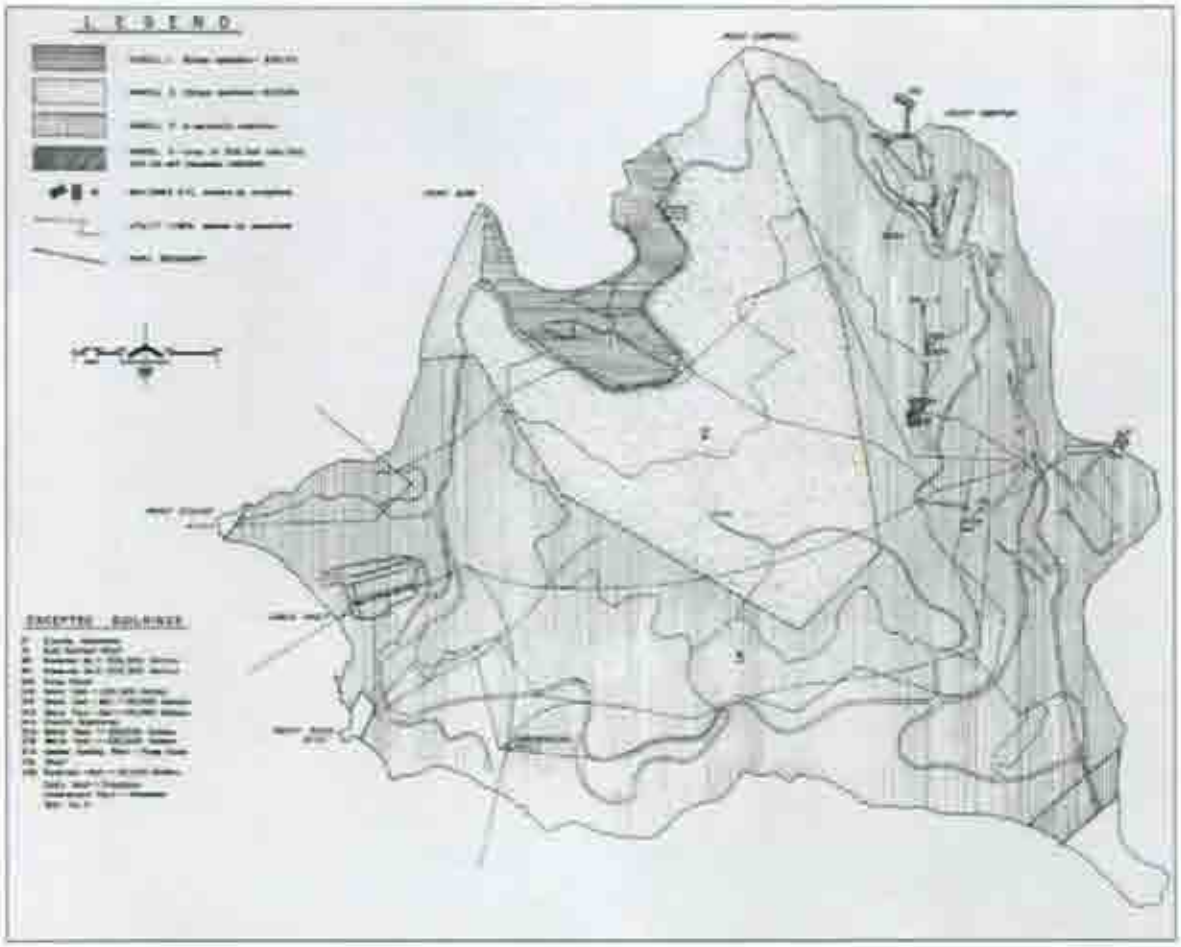


Figure 5.8. Angel Island acquisition plan, 1965 (Bancroft Library).

CHAPTER 6

ANGEL ISLAND STATE PARK, 1963 TO PRESENT

In 1963, after seventeen years of political maneuvering, the state of California received title to 517.24 acres of Angel Island, including China Cove. The *San Francisco Chronicle* envisioned the new Angel Island State Park as a "fantastic playground in the Bay" and the California Department of Parks and Recreation (CDPR) commissioned plans for a campground at the cove.[1] Although CDPR managers revised their plans for the campground numerous times over the years, the development of the site into a recreational area was never realized. The state park had received the study area in an already deteriorated condition, and was unable to remedy the situation due to insufficient funding. By 1970, volunteer vegetation and invasive stands of eucalyptus dominated the landscape, and several buildings were demolished and others were scheduled for demolition. However, Alexander Weiss, a state park ranger rediscovered and drew attention to calligraphy on the walls of the former Detention Barracks. The CDPR subsequently halted demolition of some of the buildings, and notified interested parties, sparking a movement calling for the preservation of the buildings. This movement has expanded to include the preservation of cultural resources from both the Immigration Station and North Garrison, as well as the study of the historic context and potential significance of the Immigration Station in relation to immigration history in the United States.

PARK DEVELOPMENT PROPOSALS

When the state park was established in 1963, the field of historic preservation was in its infancy, prior to the passage of the 1966 National Historic Preservation Act (NHPA). In 1964, the CDPR believed that a majority of the buildings on the island lacked historical significance, and numerous buildings on the island were classed as inconsequential due to their high maintenance requirements. The CDPR recommended that it be developed as a campground, incorporating numerous recreational facilities such as an outdoor theatre and a small marina.[2] This was the beginning of a concerted effort to turn the site into the largest recreational facility on the island. Although the plan was never executed, the proposal may have aided the eventual demolition of North Garrison structures on the site in preparation for the improvements associated with the recreation area.

Realizing the potential threat to the cultural resources on the island, Scott Thurber published an article in the *San Francisco Chronicle*, "A Sunlit View of Things to Come on Angel Island." Thurber reviewed the CDPR's tentative plans for development of the island. He suggested that alternative emphasis be placed on the historical aspects of the state park to diminish property costs for the State of California. However, despite the public concern for preserving the historic features of the island, the CDPR prepared plans for the recreational development of the study area. The new proposals estimated that the campground could accommodate groups totaling 220 persons and 50 family

campsites. The only reference to the history of the cove was to be revealed through historic exhibits, to be located in the Hospital and Detention Barracks.[3]

The value the CDPR placed on natural resources and recreation potential, as opposed to cultural resources, was further emphasized in the public information and interpretive materials produced at the time. A publicity campaign to promote the natural resources of the island complimented the development proposals. One example of the CDPR's proposed interpretative program was the creation of "Discover Angel Island Day," organized in honor of Charles A. Winslow, pioneer of the state park concept and the Angel Island Foundation (AIF) and an activist for the preservation of American wilderness.[4] Another example of the interpretative focus during this period was the publication of "The Walker's Guide, Walk X, a Boat Trip to Angel Island," which appeared in *Mineral Information Service, Vol.19, no. 11.* The guide highlights points of geological and mineralogical interest on Angel Island and the emphasis of the report was placed upon enjoyment of the island's natural resources.[5]

The next phase in the islands development program was the 1966 report for the CDPR prepared by Marshal, McDonald and Associates entitled "Recommendations for the Historical – Recreational Development of Angel Island," containing planning guidelines and a history of Angel Island.[6] For the first time, the CDPR produced a balanced overview of the island's natural and cultural resources, and recommendations for resource management and interpretation based upon their significance. Included in the report were the first detailed treatment guidelines for the rehabilitation of the landscape and buildings around China Cove. However, the primary recommendation was that the site should be cleared of all structures except the "two original barracks."[7] The two buildings identified were the Hospital and the Detention Barracks from the Immigration Station. The history of the cove was to be interpreted by adapting the two buildings, and these exhibits would cover "events that occurred from 1900 to 1910 nationally and internationally."[8] The other main theme to be interpreted was the Hookooeko Coast Miwok habitation on the island, which the authors believed had previously been overlooked.[9] Other recommendations included the removal of the WWII buildings and nine employees' cottages for the purposes of creating picnic areas around the perimeter of the site. The report proposed that the site be made into a campground, following earlier recommendations for the area. Also, yachting facilities were proposed, but kept to a minimum in order not to "despoil the intimate character of the area." However, the recommendations still included the construction of art galleries, exhibits, and even a small open amphitheater. Despite the increasing awareness of the site's historical value, the report followed the philosophy and priorities common to earlier proposals, and with an emphasis on development, rather than preservation of the cove.

By 1966, the CDPR had completed a considerable number of plans for the site, although none had been implemented. As with the rest of the island, except for Ayala Cove, the Immigration Station continued to be neglected, with the structures becoming further deteriorated and thus posing an increased danger to the public. As a result, the grounds were posted as off-limits to the public. An image of the wharf during this period showing its deteriorated state is probably representative of the other landscape features around the cove (Figure 6.1). Deferred maintenance began to have a dramatic effect on the wharf; the structure was in a state of disrepair, with the roof of the warehouse beginning to fail.

The CDPR produced a general plan entitled "The Plan for Angel Island State Park" in 1969. Included in the report was a land use plan for the island, which indicated that the study area was one

of only two locations on the island scheduled for overnight use by the public (Figure 6.2). The plan also noted zones for historical preservation, but did not include the site, instead, the area around China Cove was identified as an archeological site referring to the former Coast Miwok settlement.

As part of the general plan, a detailed recreational development proposal was produced for the Immigration Station (Figure 6.3). The proposal called for nearly every existing structure on the site, excluding the mule barn, to be demolished. The wharf was also to be removed although the historic configuration of the circulation system was to be retained. The plan also recommended that woodlands be created in all the major spaces on the site, except within the footprint of the Administration Building. This flat area was to be grassed and used as a recreation area. The plan was never fully implemented. However, over the next ten years the CDPR produced similar proposals for this area. The study area was still seen as a promising site for major development and the significance of the historical resources was yet to be appreciated.[10]

PRESERVATION AND DEMOLITION

In 1970, state park ranger, Alexander Weiss discovered calligraphy on the walls of the deteriorated Detention Barracks. After concluding that Chinese detainees authored the writings, he contacted individuals in the American Asian community. Detailed photographic studies of the Detention Barracks calligraphy by Mak Takahashi, George Araki, and others aroused concern over the future disposition and interpretation of the former Immigration Station. In response, District Park Ranger Jack Hessmeyer expressed a strong interest in preserving the former Detention Barracks, a statement made in stark contrast to the development plan proposed by the state park only a year earlier.[11] The statement from the park, although encouraging, appears to have been at odds with the reality of what was being implemented on the ground. The official policy of the CDPR appears to confirm that they valued the history of the cove. In reality, buildings were unstable and demolition was a less expensive alternative than stabilization or restoration.

In recognition of Angel Island's historical significance, the entire island was nominated to the National Register of Historic Places in 1971. The nomination for the island, prepared by CDPR historian, Allen W. Welts, describes the landscape as significant for its association with the North Garrison. The only building included in the statement of significance is the former Hospital.[12] The nomination form incorrectly described the building's construction date, and failed to mention at least fifty other buildings associated with both the North Garrison and Immigration Station.

Despite increasing awareness of the cultural and historic significance of the study area, including both the Immigration Station and the North Garrison, the destruction of structures, changes to the historic circulation patterns and the regrading of the ground continued during the early 1970s. The CDPR retained a couple of historic buildings to represent the history of the site, while intending to develop the rest of the grounds as a public camping facility. However, the CDPR only completed a picnic area within the footprint of the former Administration Building and does not appear to have received adequate funding to implement the plans for the campground. The first buildings demolished were nine of the twelve employee cottages designed by Julia Morgan. They were purposefully burned during the filming of the movie, *The Candidate*, in December 1971. Only the foundations now mark their original location.

The CDPR authorized another demolition program in 1973, which led to the removal of the majority of the buildings remaining in the former North Garrison area, on the plateau. With many of the structures having fallen into a state of disrepair, they were viewed as a danger to the public by the CDPR. A report in the *San Francisco Chronicle* entitled "GI's Good Deeds on Angel Island" describes how the US Army Reserve Engineers were removing the wharf, regrading the ground and demolishing the buildings in the cove. The director of operations commented on the work in progress, "they want to open this area for boaters and the pier has been rotten and a hazard. Our job is to get rid of the hazards. We're preparing this area here for a picnic ground."[13] The area referred to as the picnic ground in the article was actually inside the footprint of the former Administration Building. An image taken of the Administration Building footprint c.1973 shows an Army vehicle regrading the ground, creating an open area that would be made into a lawn for recreational use (Figure 6.4).

The redevelopment work carried out during this period created a dramatic change in the character of the landscape as nearly every structure remaining from the North Garrison was demolished. Only the main structures from the Immigration Station were retained along with two WWII barracks buildings. In July 1973, the *Independent Journal* carried an article that went into great detail describing progress of the work. The article describes the attitude of both the CDPR and public opinion during this period:

> Members of the 801st Engineering Company, an Army reserve unit stationed at Fort Baker near Sausalito are tearing down and removing a ramshackle pier, barracks, and other buildings at North Garrison on Angel Island. Once the abandoned buildings are demolished and hauled away, plans are to landscape portions of the wooded site and open it as a public beach and picnic area. Although the former army post has been part of the state park system since the 1950s, no one has been allowed to use the area because of the potential hazards to people that lurk in the creaking buildings and among the rotting timbers of the old pier. The North Garrison recently has been renamed Winslow Cove, after the late Charles A. Winslow, ardent East Bay conservationist who was chairman of the Angel Island Foundation, a group that has sought to protect the island from development and keep it in its natural state. The reserves have knocked down an old building on the end of the pier and are making plans to destroy the rest of the structure and carry it by barge from the cove. Using earthmoving bull-dozers to remove the concrete foundation of a former administration building, where grass will be planted for a picnic area. The cove is ringed by stands of eucalyptus and dotted with Monterey pine, Toyon, elderberry bushes and low coastal type chaparral. On the hillside the reservists are knocking down the barracks and using the debris as fill to provide flat areas for picnickers among the lush surroundings.[14]

The article also highlights the inherent conflict between natural, cultural and recreational management. The decision to demolish the poorly maintained structures, enabling the public to use the area as a recreation facility was probably based upon monetary factors. Images taken during the site work indicate the unquestionably poor and hazardous condition of the buildings, and the amount of work required to stabilize the structures (Figure 6.5).

However, the article does provide some perspective on public attitudes prevalent during this period. Despite an interest in the cultural resources, they remained a lower priority than the natural qualities of the cove. Based upon intermittent plans produced in the late 1960s and 1970s, demolition of the historic structures was a long term objective for the state park since developing the site for recreational use and had actually been proposed as early as 1953. The historical value placed

upon the landscape had always been underestimated. As a result, the CDPR proceeded with the understanding that demolition was required before the campground could be developed.

In spite of the listing on the National Register, no organization or person had enough knowledge to offer an alternative to demolition. In some respects, the fact that any structures survived at all is a blessing. By the time the work was complete, nearly all the WWII buildings and the 12 employee cottages had gone, the historic circulation system had been altered and the floor of the cove was regraded and grassed over.

Preservation Movement

The earlier findings of state park ranger Weiss had reached the general public, and in 1974 the CDPR organized the Angel Island Immigration Station Historic Advisory Committee (AIISHAC) composed of members of the local community. This group focused attention on the former Immigration Station and its preservation.[15] Through State Assembly Resolution No. 205 (adopted on August 29, 1974), AIISHAC was directed to study the Immigration Station and report back to the state legislature.[16] In December, a memorandum from the Regional Director of the National Park Service noted that the Immigration Station was listed on the National Register of Historic Places. The memo states that architect, Philip P. Choy, a member of AIISHAC, was under the impression that the CDPR was considering tearing down a structure at the Immigration Station.[17] In February 1975, Buck Nelson of the Development Division of the CDPR, inspected the Detention Barracks and reported extensive damage caused by vandalism, water, erosion and invasive vegetation.[18] This resulted in an appropriation of $65,000 to stabilize the Detention Barracks while plans were further developed for the remainder of the site.[19]

In January 1976, AIISHAC returned to the California Legislature with a series of detailed proposals regarding the preservation and interpretation of the Immigration Station, primarily focusing on the former Detention Barracks.[20] Included in the document was an architectural and structural report on the building.[21] By October, the California State Park and Recreation Commission and the Resources Secretary completed their review of the plan, recommending that the Office of Interpretive Services (OIS) hire a private architectural consultant to manage the project and implementation of the proposal. With OIS assistance, the Public Works Board initiated interpretive planning for the project in November 1976.[22]

In the late 1970s, despite the growing interest in the history of the study area encouraged by the efforts of Paul Chow and AIISHAC, the landscape of the former Immigration Station was still seen as of secondary importance in relation to the buildings. The cultural value of the historic vegetation, circulation, and spatial organization of the site was largely ignored by the CDPR. For example, a 1976 photograph of the Power House illustrates that landscape maintenance had been deferred indefinitely (Figure 6.6). As was typical in many historic properties during the 1970s, the CDPR recognized the need to care for the historic structures, but did not yet recognize the importance of the associated landscape and other cultural resources at the site.

In 1977, the Office of Interpretive Planning (OIP) produced an "Interpretive Facilities Analysis" for the Immigration Station, outlining alternative approaches and methodologies for the interpretation of the Detention Barracks.[23] In June, they completed a second document, a

"Historical Report: Angel Island Immigration Station."[24] In August, Phase I of the interpretive plan for the Detention Barracks was completed.[25] The plan detailed the subjects to be interpreted, the media to be used, and visitor flow patterns in the Detention Barracks. In addition, it presented suggestions concerning other buildings and landscaping on the site.[26]

In 1979, as part of the growing recognition and understanding of the site, especially the Immigration Station, members of the Chinese community and others began unofficial meetings, eventually leading to the creation of the Immigration Station Foundation (ISF) to help further restore the buildings at the station.[27] The historic significance of the site was finally being recognized. The stage was set to increase knowledge and understanding and aid future preservation efforts aimed at cultural resources from both the Immigration Station and North Garrison period.

STEWARDSHIP AND ACADEMIC REDEFINITION

The CDPR completed the general management plan for the state park in 1979. The report, completed 38 years after the last detainee had left the island, indicated the cultural interpretation should place special emphasis on the story of immigration in the US. Additionally, the document stated deficiencies in the past study of the Immigration Station. However, at the time the report was published, it noted Angel Island was the only unit in the California State Parks system to interpret this specific theme. In 1981, following the recommendations made in the report, OIP and the Development Division discussed prioritizing their work at the Immigration Station. In the same month, the AIISHAC submitted "Guidelines for the Restoration and Interpretation of the US Immigration Station on Angel Island."[28] The proposals from the report were studied, and in July 1981, OIS staff and AIISHAC representatives met to establish priorities for interpretive development. The decision was made to restore the Detention Barracks, and by October 1981, under the direction of Choy, the stabilization and repair work was completed.[29] The workmanship was done by traditional methods, and materials and features were replaced in kind, sympathetic to the construction of the original structure.[30] As part of the restoration, it was agreed that outdoor interpretive signage would be installed at the cove to tell the story of both the Immigration Station and the North Garrison periods.[31] In February 1983, the Immigration Station Barracks Museum was officially opened to the general public.

Correspondence from the Office of Historic Preservation and the OIP in 1985 illustrates a growing concern over the priorities for the site, since adequate research had not yet been undertaken. In September, Pamela McGuire completed a survey of the buildings in the cove entitled "Recommendations for Development Priorities at North Garrison, Angel Island State Park."[32] Based on the department's Resource Management Directive 1823.4, the report reiterated that:

> Reconstruction has least priority and can be recommended on a case by case basis only after stabilization, preservation and/or restoration of existing historic resources has taken place as money allows.[33]

The understanding of the historical periods had been previously centered on the buildings at the site. In line with the growing national movement to recognize the significance of historic landscapes as well as other cultural resources, the preservation and interpretation of the site was beginning to be seen as a whole rather than through a single building. With the rediscovery of the

Immigration Station's history creating media attention, the local community became more involved in preserving and commemorating the site, especially in terms of the Chinese immigration experience.

In 1979, Victor Bergeron, owner of Trader Vic's Restaurant, donated a monument on the northeast corner of the foundation of the former post exchange foundation to commemorate the Chinese immigration experience (Figure 6.7).[34] The donation, including the granite base and all installation expenses, was accepted by the CDPR and AIISHAC. A public dedication ceremony was held on April 28, 1979, and hundreds of former detainees were invited as honored guests.[35]

During the fall of 1981, the Eureka Foundation became involved in the historic preservation of the Immigration Station fog bell, formerly a fixture on the wharf. The CDPR received and approved a design for the bell's new support structure submitted by the Eureka Foundation. In December, the bell was relocated at the entrance to the former wharf and a commemorative plaque was attached to the bell.[36] On May 2, 1982, to mark the centennial of the Exclusion Laws and to celebrate the installation of exhibits in the Detention Barracks, the AIISHAC sponsored an event to mark the occasion.[37] Many Asian Americans who had entered the US through Angel Island attended.[38]

As part of the ongoing recognition of the cove's history, the Go for Broke organization, sponsored a special photographic exhibit, "The First 100 Years of Japanese in America," in the Detention Barracks. The month-long exhibit attracted a record number of visitors, including many Chinese and Japanese immigrants.[39] On May 16, 1986, over 100 immigrants were sworn in as US citizens on the grounds of the Immigration Station in a special naturalization ceremony. Finally, the CDPR administration and the local community both recognized and acknowledged the importance of the history.

In 1988, evidence of how the CDPR policy towards cultural resources had changed was reflected in a report and resulting program to remove eucalyptus trees from Angel Island. The "Focused Environmental Study, Restoration of Angel Island Natural Areas Affected by Eucalyptus" report proposed a resource management strategy designed to restore native plant communities on a number of sites occupied by eucalyptus on Angel Island. The aim of the project was to remove eucalyptus trees and re-establish native vegetation in their place. The Immigration Station was recognized as a cultural resource and the areas where the eucalyptus trees had historical significance were noted. Trees removed in the vicinity of the former Immigration Station grounds included the grove of eucalyptus located in the southeast portion of the site and on the bluff to the north of the Hospital. Some of the trees removed may have been planted during the Immigration Station period, but the majority of the historic eucalyptus were retained, especially in areas where it was certain they had been planted by the Bureau of Immigration.

In 1992, the *Examiner* published an article that highlighted the growing media awareness of the history of the Immigration Station:

> Once a detention and deportation center that became a dark chapter in America's treatment of Asian Americans, Angel Island's Immigration Station would become the Ellis Island of the West if a plan to make it a historical center is successful.[40]

However, the focus of the report was on the Immigration Station, and the North Garrison had been overlooked. In 1997, through a collaborative effort of the Angel Island Immigration Station Foundation (AIISF), CDPR, and the NPS, China Cove including both the Immigration Station and North Garrison was designated a National Historic Landmark.[41] The National Trust for Historic Preservation placed the Immigration Station on their "11 Most-Endangered Historic Places" list in 1999. On June 14, 1999 the *San Francisco Chronicle* ran an article describing the nomination of the site for America's 11 Most Endangered Historic Places:

> Now nearly 90 years old and national historic landmark, the Immigration Station will be named today as a symbol of one of America's 11 Most Endangered Historic Places of 1999. With its advanced state of disrepair and tiny budget, the station has been chosen by the National Trust for Historic Preservation to stand for hundreds of deteriorating sites in the California State Parks system.[42]

In the same year, the web site for the *History Channel, A&E Networks,* issued a press statement regarding the Immigration Station's standing as one of America's 11 Most Endangered Historic Places in 1999:

> Today this hallowed spot, a California State Park, is falling into ruin. Today's plight is mirrored throughout the 265 units of the state parks system, where chronic under-funding has resulted in deferred maintenance debt approaching $500 million for historic sites alone. Unless stabilization is undertaken soon, many of California's state-owned historic places - including the Immigration Station, with its poignant record of hope and heartbreak - will crumble and disappear.

In October 1999, the AIISF, CDPR, and NPS organized two workshops supported by funding from a federal appropriation, the CDPR and the AIISF.[43] The *Visioning Workshops Report* summarized both workshops, which discussed future plans for the Immigration Station. At the same time, the AIISF, CDPR, and NPS signed a cooperative agreement. The report and the cooperative agreement became the platform from which a cooperative planning process could be created with the goal of restoring and interpreting the significance of the Immigration Station. Also in 1999, a feasibility study for a Pacific Coast Immigration Museum in the Bay Area was conducted. In it, the Immigration Station was identified as a potential link. Additionally, a bill passed in the state legislature allocated $400,000 in January 2000 to be used for a planning study for the station. On March 7, 2000, Californian voters passed Proposition 12, a $2.1 billion bond measure for the improvement of park and open space areas throughout California, which included $15 million for the restoration and interpretation of the Immigration Station. The station was also included in *Saving America's Treasures,* a book published by National Geographic and the National Trust for Historic Preservation in 2001.

As a result of these events, the cooperative team conceived three related but independent planning projects to best serve the Immigration Station. The first is this cultural landscape report. The second is a poem documentation and conservation study that identified different methods of stabilizing, preserving, recovering or uncovering, and displaying carved poetry and other inscriptions, and provide recommendations for future treatment. Finally, a building conditions and historic structures report for each of the three main buildings on the site determined preservation needs and documented the historic significance of the structures and will include building conditions assessments, history, analysis, treatments, and recommendations. The findings of these three reports will be used to preserve the historically significant buildings and landscape features at the

Immigration Station and provide guidelines for the future management and interpretation of the site (Figure 6.8).

Today, the cultural landscape reflects the evolution of the site from the development and operation of the Immigration Station through its transformation to the North Garrison and Angel Island State Park. The existing conditions drawing at the end of this chapter highlights the major features presently found within the site. Volume 2 of this CLR will document the existing conditions in greater detail and provide an analysis and evaluation of the historical significance.

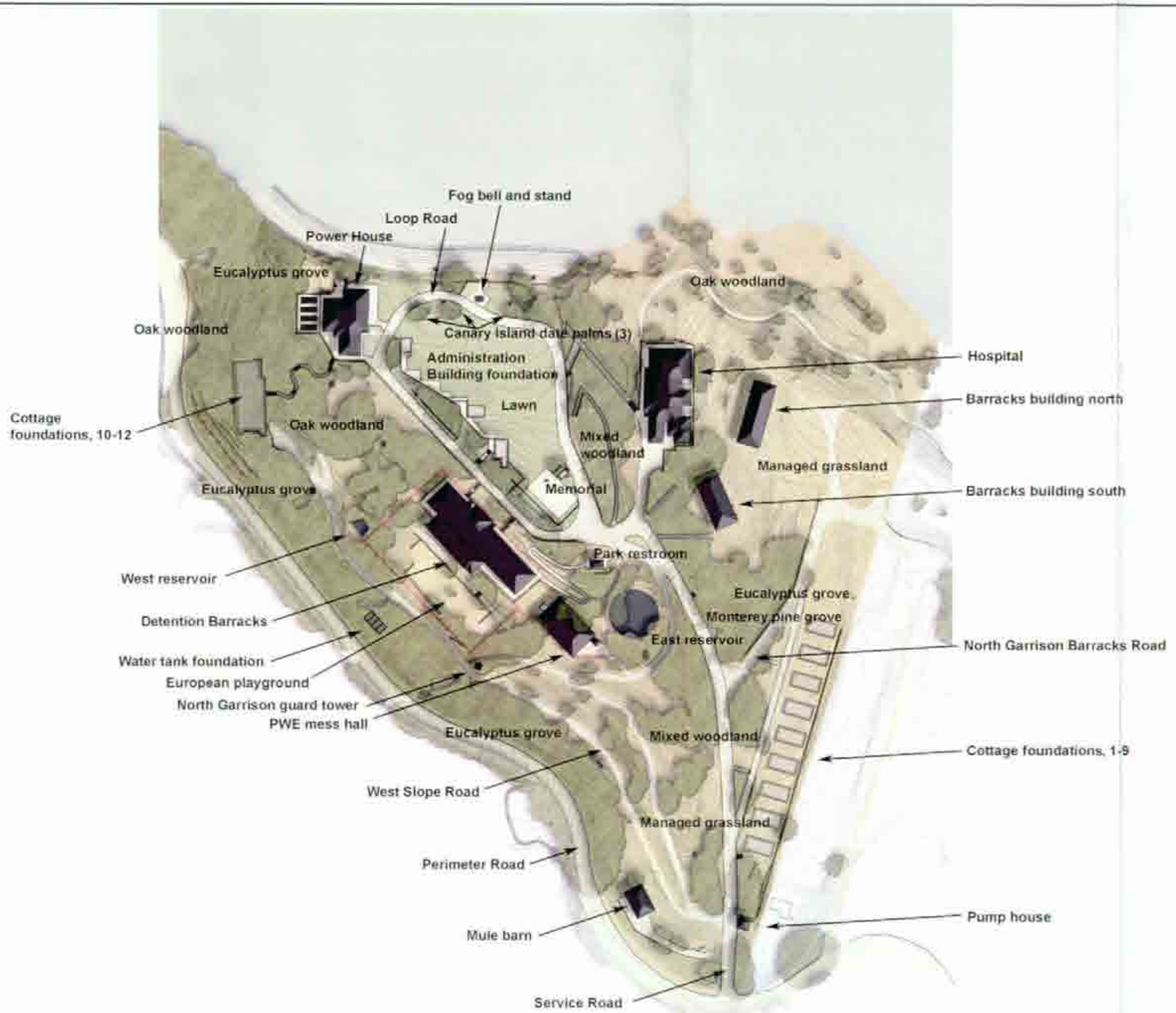
Endnotes for Chapter 6

[1] "Playground Plan for Angel Island," *San Francisco Chronicle* (March 12, 1962), 4.
[2] Richard L. Brock, Assistant Superintendent, Technical Services, Division of Beaches and Parks to Mrs. Alice Hudson, 934 Rodney, San Leandro, California, September 14, 1964.
[3] McDonald, "Report and Recommendations," 149.
[4] Ibid., 150. In October 1966, China Cove was renamed Winslow Cove as a tribute to his work.
[5] Ibid., 151.
[6] Ibid., 150.
[7] Ibid.
[8] Ibid., 39
[9] The largest known Miwok Indian settlement on the island was found within the boundaries of the study area.
[10] The general plan also included a list of the facilities that would be created at the Immigration Station:

Number	Description	Capacity
1.	Group Picnicking Facilities	200
2.	Group Campground	360
3.	Family Camping	130
4.	Store	-
5.	Interpretive Center & Area Office	-
6.	Campfire Center	150
7.	Service Area	-
8.	Employee Housing	35
9.	Dining Hall	250
10.	Firehouse (Temporary)	-
11.	Group Camp Warehouse (Historic Building)	-

[11] Mary A. Helmich. "Angel Island Immigration Station: Phase II, Interpretive Plan." (Sacramento, CA: California Department of Parks and Recreation, Interpretive Planning Section, Office of Interpretive Services, December 1987), 4.
[12] Somewhat confusingly the structure was listed under the heading of North Garrison. However, the history of the North Garrison was actually omitted from the report and no mention was made of the POWs. National Register of Historic Places – Nomination Form, December 1, 1970.
[13] The director of operations also explained that the disposal of the wood from the demolished buildings would be buried in huge pits as "we've been prohibited from burning here since 1971 and it's extremely expensive to get this wood moved to the beach and barged away." "GIs' Good Deeds on Angel Island," *San Francisco Chronicle* (July 20, 1973).
[14] "New Look for Angel Island." *Independent Journal* (July 23, 1973).
[15] Paul Chow, Christopher Chow, Him Mark Lai, Philip P. Choy, Lawrence Jue, Connie Young Yu, as well as others were the original members of the group.
[16] Helmich. "Interpretive Plan," 5.
[17] Regional Director, Western Region to the Assistant Director, Professional Services, National Park Service, 1974.

[18] Buck Nelson of the Department of Parks and Recreation, Development Division, inspected the Detention Barracks.
[19] Helmich. "Interpretive Plan," 5.
[20] During February and March as part of an Office of State Architect (OSA) minor capital outlay project, a corner of the Detention Barracks was stabilized. The OSA team glazed windows and re-shingled the roof. In July, the State Legislature appropriated $25,000 from the 1974 bond funds for major repairs and restoration of the Detention Barracks.
[21] The report was prepared by Philip Choy, Fong Chan and members of the UC Asian Architectural Student Society.
[22] In November, the Public Works Board (PWB) set aside $5000 for interpretive planning on the project. Helmich. "Interpretive Plan," 6.
[23] Dorene Askin. "Interpretive Facilities Analysis," (Sacramento, CA: California Department of Parks and Recreation, Interpretive Planning Section, Office of Interpretive Services, 1977).
[24] Helmich. "Interpretive Plan," 6.
[25] Philip Choy was selected as the architectural consultant for the project.
[26] Helmich. "Interpretive Plan," 6.
[27] Ibid., 8.
[28] Lawrence S. Jue, Connie Young, And Paul Chow for AIISHAC.
[29] In July 1982, the CDPR requested $66,000 in additional funding from the 1980 Bond Act to continue the restoration of the Detention Barracks; specifically the stairs, handrails, building trim, hardware, pipe bracing, security screens, electrical work, painting and downspouts. Budgeting for the restoration and a day-use structure at the Immigration Station began in 1982 for the 1983/84 fiscal year. Funds were requested to stabilize and re-roof the Power House and Hospital. Helmich. "Interpretive Plan," 10.
[30] Records in the office of Philip P. Choy, architect. Jim Charleton, "National Historical Landmark Nomination, US Immigration Station, Angel Island," (National Park Service, National Historic Landmarks Survey, December 9, 1997), 5.
[31] Helmich. "Interpretive Plan," 9.
[32] Pamela McGuire, H. John McAleer and Dorene Clement conducted the survey.
[33] Helmich. "Interpretive Plan," 14.
[34] Although the foundation appears to be from the post exchange building, it may possibly date back to the Administration Building. Records do not indicate whether foundations for the Administration Building were retained for use in the North Garrison building or if a new foundation was constructed.
[35] Charleton, "National Historical Landmark Nomination," 9.
[36] Helmich, "Interpretive Plan," 9.
[37] Organized by Janet Ting.
[38] Helmich, "Interpretive Plan," 10.
[39] Ibid., 11.
[40] "Push for Center on Angel Island," *CO Examiner* (November 6, 1992).
[41] The AIISF is a non-profit organization fostering education about the history of immigration at the Immigration Station. The primary goals of the organization are to lead the effort to rehabilitate and interpret the site and to promote educational activities that further the understanding of Pacific Rim immigration in American history.
[42] Torri Minton, "Angel Island's Immigrant Story," *San Francisco Chronicle* (June 14, 1999).
[43] It was during this period that the AIISF received $500,000 from a Save America's Treasures grant.



Existing Conditions Plan

Drawing 6.1

Cultural Landscape Report
Angel Island Immigration Station
Angel Island State Park
Tiburon, California

Produced by

National Park Service
Olmsted Center for
Landscape Preservation

Map Sources:

Information presented in this plan is based on the PSOMAS survey, November 2001.

Additional field checking completed by the Olmsted Center and the California Department of Parks and Recreation, August 2002.

Tree canopy is based on PSOMAS aerial photo and field checking.

Notes:

Plan drawn using Autocad 2000, Arcview GIS 3.2, Adobe Illustrator 10 and Adobe PhotoShop 7 by Mark Davison, NPS.

Scale in Feet

0 50 100 150

Legend

- Managed grasslands
- Landscaped areas
- Tree canopy
- Paved road/path
- Unpaved road/path

Location map

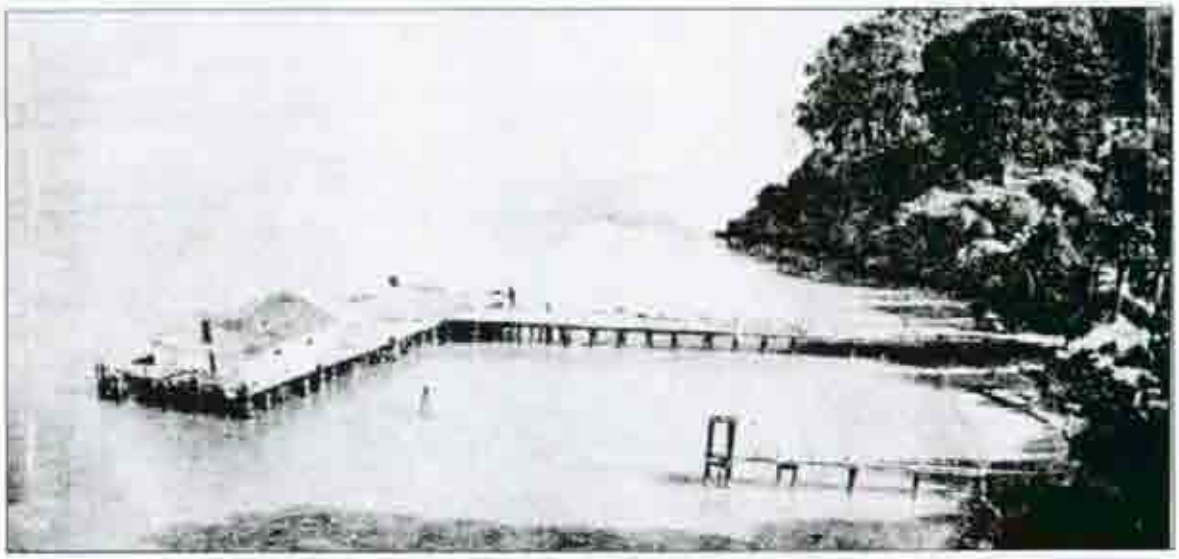


Figure 6.1. The neglected wharf, c.1966 (CDPR Archives).

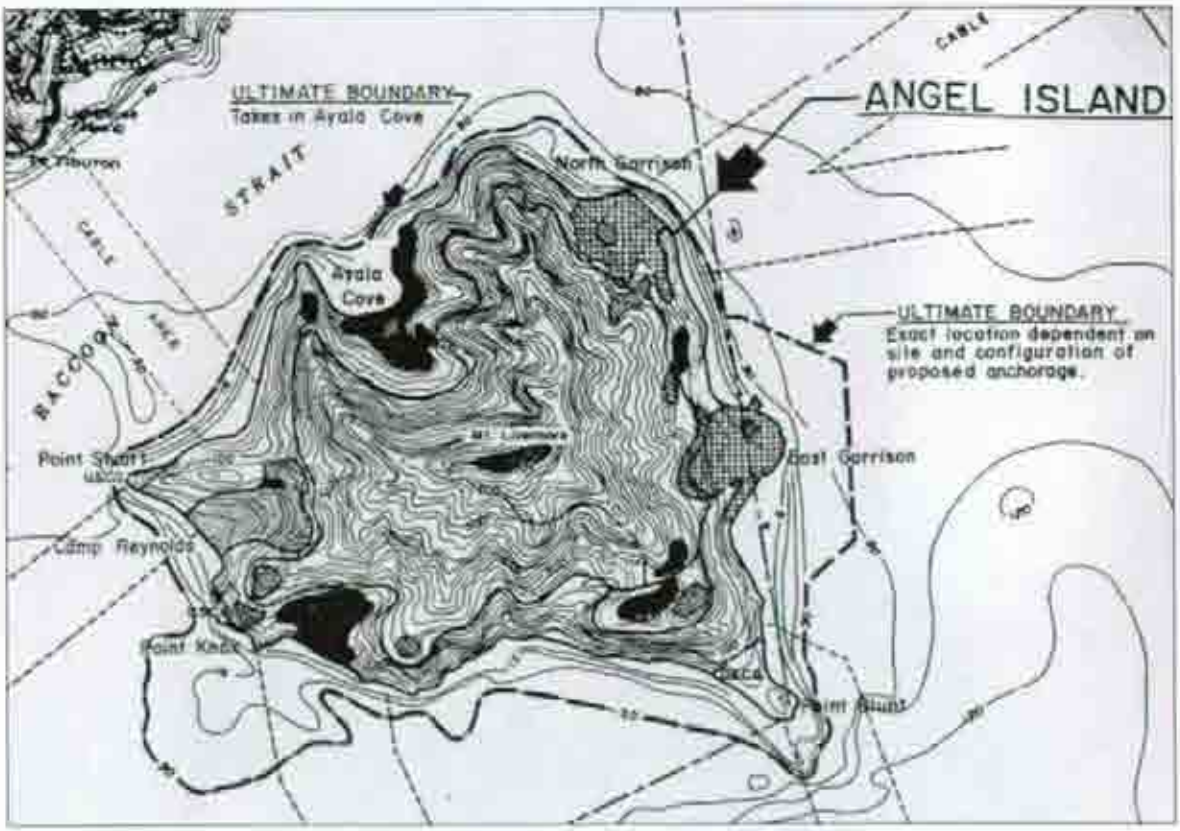


Figure 6.2. Development plan for Angel Island State Park, 1967 (CDPR Archives).

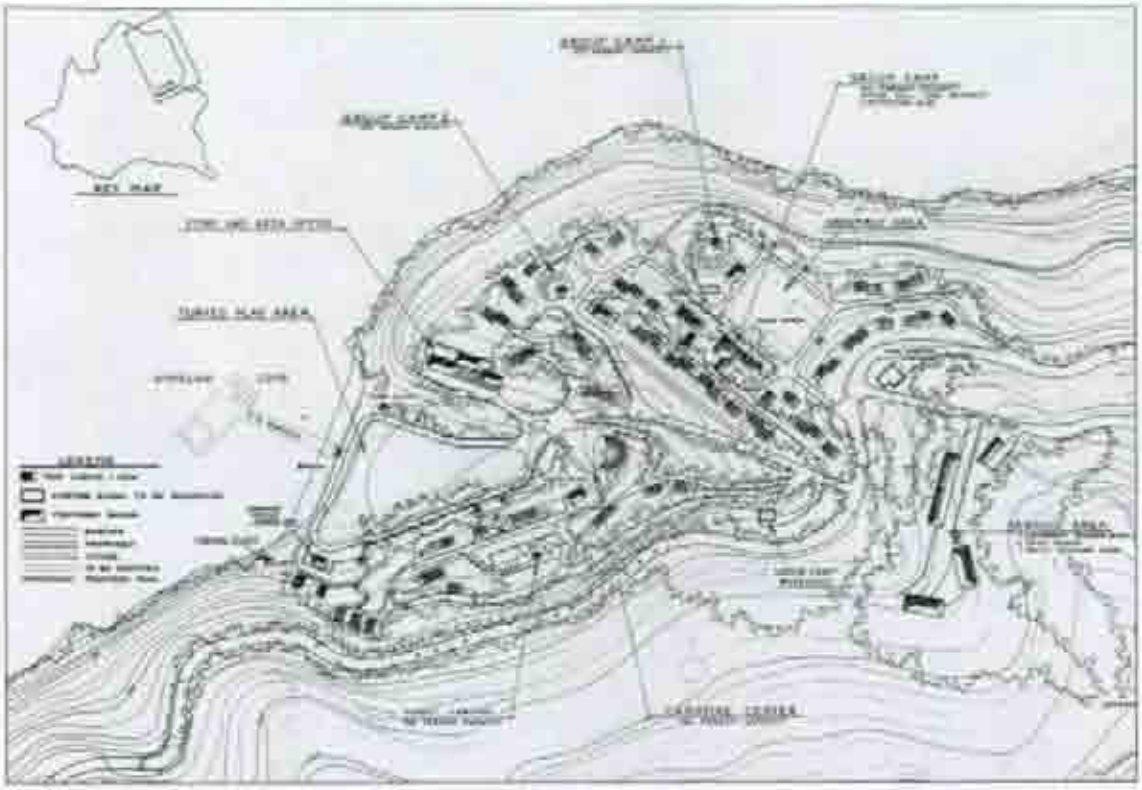


Figure 6.3. Development plan for Immigration Station, 1969 (CDPR Archives).

Figure 6.4. Removal of the North Garrison structures on the footprint of the former Administration Building, c.1973 (CDPR Archives).

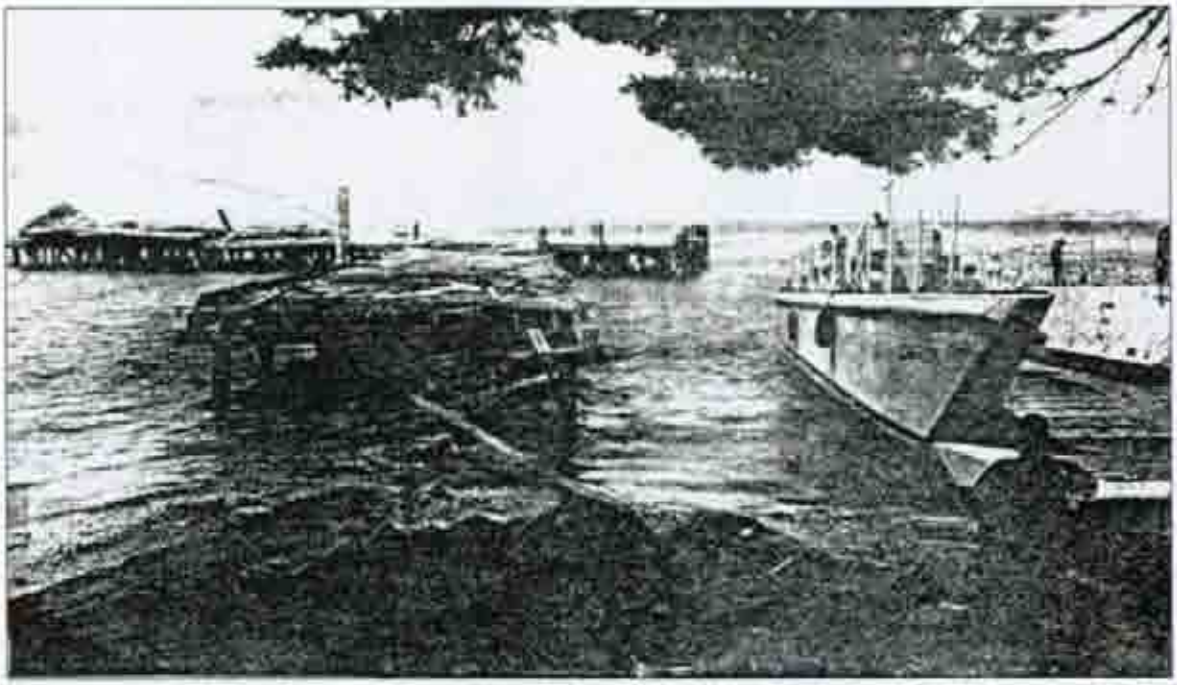


Figure 6.5. Demolition work at the cove, 1973 (Bancroft Library).

Figure 6.6. Neglected Power House, 1976 (CDPR Archives).

Figure 6.7. Memorial commemorating Chinese immigration experience, 2002 (CDPR).

Figure 6.8. Aerial view of Immigration Station, 2002 (CDPR Archives)

REPOSITORIES

The following repositories contain primary and secondary sources used in this Cultural Landscape Report.

Manuscript Collections

Angel Island State Park
PO Box 318
Tiburon, California 94920
- Park Photograph Collection
- Park Map Collection
- Park Archive Collection

California Department of Parks and Recreation
PO Box 942896
Sacramento, California 94296
- Archaeology Laboratory
  - *Fort McDowell Quartermaster Corps Records, Building Records and Miscellaneous Records from the National Archives*
- Interpretation and Education Division
  - Photographic Archives for Angel Island

California Historical Society
678 Mission Street
San Francisco, California 94105
- CHS Photograph Collection

Daniel Quan Design
3810 Park Boulevard
Oakland, California 94602
- Map Collection
- Digital Image Collection

Golden Gate National Recreation Area Archives
Fort Mason, Building 200
San Francisco, California 94123-0022
- Photographic Collection
- Map Collection
- Materials Collection

HJW Geospatial Inc.
8407 Edgewater Drive
Oakland, California 94621-1403
Aerial Photographic Collection

National Archives and Records Administration (NARA/NWCTB)
700 Pennsylvania Avenue, NW
Washington DC 20408
US Customs Service (Record Group 36)
Immigration and Naturalization Service (Record Group 85)
Public Health Service (Record Group 90)

Pacific Region
1000 Commodore Drive
San Bruno, California 94066-2350
US Customs Service (Record Group 36)
Immigration and Naturalization Service (Record Group 85)
Public Health Service (Record Group 90)

National Park Service, Pacific Great Basin Support Office
1111 Jackson Street, Suite 700
Oakland, California 94067
Administrative records, Golden Gate National Recreation Area
Administrative records, Planning - Angel Island Immigration Station

San Francisco Public Library
100 Larkin Street
San Francisco, California 94102
San Francisco Historical Photograph Collection
San Francisco Historical Newspaper Collection

Society of California Pioneers
300 Fourth Street
San Francisco, California 94107-1272
CSP Photograph Collection
The Alice Phelan Sullivan Library, Elliot Evans Collection

University of California, Berkeley
Berkeley, California 94720-6000

Bancroft Library
The Bancroft Collection of Western Americana and Latin Americana
Bancroft Library Pictorial Collection
Rare Book Collection

Angel Island Foundation Committee Records Collection, 1950-1966; California Marine Parks and Harbors Association; Angel Island Foundation Committee

Environmental Design Library
Julia Morgan Drawings

Ethnic Studies Library
Angel Island Immigration Station Graphic File
Manuscript collection: Angel Island Oral History Project, 1975-1990

EART Library
Map Collection

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ORAL INTERVIEWS

Oral interview with Eugene Mooney, Kathleen Keegan and Alice Curran. Conducted by Mark Davison with Daniel Quan, Katherine Toy and Darci Moore, May 2001. The interviewees were the children of Mr. J. Mooney, who worked as an engineer at the Immigration Station and lived in one of the employee cottages with his wife and six children from 1915 to 1940.

Oral interview with Albert Wong, former US Immigration Station detainee at the Angel Island Immigration Station. Conducted by Mark Davison with Daniel Quan, Katherine Toy, Nick Franco and Darci Moore, 17 February 2001.

Oral interview with Dale Ching, former US Immigration Station detainee at the Angel Island Immigration Station. Conducted by Mark Davison, with Daniel Quan, Katherine Toy, Nick Franco, and Darci Moore, 17 February 2001.

Oral interview with John Soennichsen, Angel Island Historian, at the Immigration Station. 28 April 2000, conducted by Mark Davison

Oral interview with Philip J. Garcia, Jr. and Bernice Constance (Garcia) Gerland, son and daughter of Philip J. Garcia, Sr., laundryman at the Angel Island Immigration Station. 25 June, 2001, conducted by Daniel Quan, with Katherine Toy and Katherine Petrin (ARG historian).

FILM DOCUMENTATION

Carved in Silence FL Productions, P.O. Box 460820, San Francisco, CA 94146.

Chinatown KQED, Instructional Television, 2601 Mariposa Street, San Francisco, CA 94110.

Island of Secret memories KQED, Vox Productions, 2601 Mariposa Street, San Francisco, CA 94110. 1987.

TRANSCRIPTS AND PORTIONS OF SELECTED HISTORIC DOCUMENTS

The following excerpts relate to information provided in this CLR. They are included here for future use by the CDPR and others who may conduct additional research on the Immigration Station.

Chapter 1

1. "Annual Report of the Commissioner General of Immigration. Bureau of Immigration and Naturalization, 1902." Source: NARA, Washington D.C., Record Group 85.

> At San Francisco there is no immigrant building. The Chinese aliens have been temporarily landed from vessels, by permission, and placed in detention quarters furnished by the transportation lines. These quarters are so disgraceful-cramped in dimensions, lacking in every facility for cleanliness and decency that it is necessary to insist upon an immediate remodeling thereof. As a temporary expedient, the result of my protest to the steamship lines has been the reconstruction of a better, cleanlier and more commodious building, structure to accommodate all alien arrivals. This is the principal port for Japanese and Chinese aliens and provision of the nature indicated should be made at the earliest practicable moment.

2. Walter J. Mathews, Architect to Commissioner General of Immigration, December 6, 1904. Source: NARA, Washington D.C., Record Group 85, Entry 9, File No. 51456/1-15.

Description	**Cost Estimate**
Main Building to contain sufficient office room to accommodate the Commissioner of Immigration and the inspectors, clerks and other employees under his jurisdiction; complete facilities for the primary inspection of aliens and Chinese, separately; board rooms, for the accommodation of such aliens as are held for hearing before boards of special enquiry; rooms to be used in the examination of baggage; and office of the Public Health and Marine Hospital Surgeons who are detailed for the inspection of aliens and Chinese.	$62,000
Detention Quarters for Aliens	$6,000
Detention Quarters for Chinese.	$13,000
Hospital Building for detention and treatment of aliens afflicted with diseases of a non-contagious character.	$12,000
Building containing kitchen and separate dining rooms, for accommodation of aliens and Chinese respectively.	$8,000
Power Plant for furnishing heat, light, power for elevators, etc.	$58,000
Covered Ways connecting the various buildings herein before mentioned.	$8,000
Wharfage, including pier and complete landing facilities.	$30,000

Slip for bay boats.	$10,000
Furnishing the above mention buildings complete.	$25,000
Roads, Sidewalks and Fences.	$8,000
Incidentals.	$9,000
Sum Total	**$250,000**

3. Walter J. Mathews, Architect to Commissioner General of Immigration, Frank P. Sargent, January 11, 1906. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 51456/16-34.

The wharf I have no doubt will be let separately and as a complete contract, with all its appurtenances, including frame for wharf light and fog bell; contract piers at shore landing being in another contract for buildings, as wharf builders will have no men or appliances for executing this work.

The general contract will include all the work and materials for several buildings, excepting the plumbing of all the buildings in one contract.

Painting ditto.

Hot water and steam heating plants in Hospital and Administration building separately, as then we deal directly with specialists.

The machinery for laundry and its drying room separately, for the above reason. The electrical wiring and work connected therewith separately. All machinery for motive power in Powerhouse, and appliances connected therewith.

The sinking of an Artesian well. As the excavating of all foundations and filling with the earth excavated will be in the general contract for the several buildings, I think the road around the Administration Building and leading to the Hospital Building and Powerhouse, should be included in the general contract, as these roads will be of great advantage to the builder in constructing the several buildings, and we would thereby get a large reduction in the grading of these roads.

Chapter 2

1. *San Francisco Chronicle*, August 18, 1907. Source: National Park Service, Pacific Great Basin Support Office files.

> Indeed the newcomers from foreign shores will probably think they have struck paradise when they emerge from steerage quarters or an ocean liner and land at the summer resort which the Immigration Bureau has provided for them. The Angel Island station was planned with an especial regard for the character of immigrants passing through this port and presented a much greater task, in view of our new relations with Asiatic powers, than the eastern coast is called upon to face, particularly as there is the consistent menace from Oriental plagues and diseases unless a strict medical examination is made of each foreigner arriving in port. There will be many streetlights and in each room of all the various buildings of the model village.

2. *San Francisco Chronicle*, August 18, 1907. Source: National Park Service, Pacific Great Basin Support Office files.

> There will be two reservoirs, one containing fresh water, brought in by barges and also secured from a spring which is now being developed: the other containing salt water pumped from the bay. The salt water will be used for bathing purposes in the Asiatic quarters [Detention Barracks] and the fresh water for cooking and drinking purposes.

3. Commissioner General of Immigration, F. P. Sargent to Chairman of Committee on Appropriations, Mr. James a Tawney, M. C., March 25, 1908. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 52961/26.

Description	**Estimated Cost**
Artesian well for fresh water supply	$1,000.00
Electrical work and lighting of grounds and wharf	$3,000.00
Bell and signal light on wharf	$500.00
Roads macadamized, top dressing and gutters	$6,000.00
Laying out roads, paths and sidewalks	$1,500.00
Gardening, top soil and fertilizers	$2,000.00
Dwellings for officers quarters	$5,000.00
Fences around and subdividing reservation	$8,000.00
Laundry machinery	$3,000.00
Intercommunicating telephone service	$1,500.00
Chemical fire extinguishers and apparatus	$1,500.00
Trucks for delivery of Freight, etc.	$2,000.00
Fees of architect and superintendent	$3,000.00
Incidentals not included in foregoing	$7,000.00
TOTAL	**$45,000.00**

4. Richard A Taylor, Immigration Inspector, San Francisco to Commissioner General of Immigration, F. P. Sargent, March 25, 1909. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 51456/1-15.

> There are two water tanks on the incline back of the Administration Building, one empty and the other only containing about five feet of water, which as can readily be seen, would afford no pressure whatever and would be useless in case of fire.

5. Commissioner General of Immigration, F. P. Sargent to Secretary of Department of Commerce and labor, June 9, 1909. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 51456/56

Urgent	Description	Estimated Cost
X	Bell and signal light on wharf	$500
	Roads and top dressing	$6,000
	Laying out path, sidewalks, &c	$1,500
	Gardening, incl. trees, shrubs &c	$2,000
	Dwellings and quarters	$5,000
X	Fences	$8,000
	Means of transportation (incl. stable)	$2,000

6. President Taft to Commissioner General of Immigration, Commissioner General of Immigration, F. P. Sargent, October 4, 1909. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 51456/56.

> I should like to know why the Immigration Station at Angel Island is not in use. All that it needs is a ferry to make it useful. I am greatly in fear that our treatment of the Chinese at this port is going to bring about another boycott and they will not be properly treated until they are given the benefit of that new station. I am aware that agent O'Keafe was here and declined to undertake it and I am also aware that Mr. Wheeler thought they could not undergo the expense solely for Chinese. I think that it is an entire justification for the expense.

7. *San Francisco Chronicle*, October 8, 1909. Source: National Park Service, Pacific Great Basin Support Office files.

> The statement of President Taft that the Department at Washington would find funds to open and operate the station, coupled with Senator Dillingham's great interest in the matter augurs well for an early opening of the Angel Island Station.

8. Acting Commissioner of Immigration, Luther C. Steward to Commissioner General of Immigration, December 19, 1910. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 52691/26F.

> The wharf at the immigration reservation is, at best, only a temporary affair and, when the new ferryboat is placed in operation, which will be a few months hence, adequate landing facilities must be provided.

9. Acting Commissioner of Immigration, Luther C. Steward to Commissioner General of Immigration, December 19, 1910. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 52691/26F.

Description	**Mathews Estimate**	**Actual Cost**
Furnishing of all buildings	$25,000	$38,250
Artesian well	$1,000	$10,700
Electrical work and lighting of grounds and wharf	$3,000	$7,500
Bell and light on wharf	$500	$910
Roads macadamized, top dressing and gutters	$6,000	*
New roads, paths and sidewalks	$1,500	$19,113
Gardening, top soil, and manure	$2,000	
Dwellings for Officers' quarters	$5,000	$15,000
Guard fences to surround and subdivide grounds	$8,000	$2,420
Laundry machinery	$3,000	
Intercommunication telephone service	$1,500	
Chemical fire extinguishers and apparatus	$1,500	$685
Fees, architect and superintendent	$3,000	
Incidentals, 10 per cent	$6,300	$46,718

*Item combined with the cost shown in the box underneath.

10. Commissioner of Immigration, Samuel Backus Commissioner General of Immigration, March 27, 1913. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station.

When the contracts were awarded the Commissioner commented:

> Authorizing the execution of contracts for extension to the Powerhouse at Angel Island and the installation therein of boiler equipment, is hereby supplemented so as to authorize acceptance of the additional proposal of Commary-Peterson Co., to whom the building contract has been awarded, for the installation of a garbage crematory at a price of $86,000, which is the lowest offer submitted.

11. Acting Commissioner of Immigration, Luther C. Steward to Commissioner General of Immigration, December 19, 1910. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 52691/26F.

A communication addressed by Commissioner North to the bureau under date of April 16, 1910, wherein in presenting the necessity for the erection of two 25,000 gallon fresh-water storage tanks, he (Mathews) states, "and in addition one 1,000 gallon tank to collect a supply of drinking water for our use, such supply coming from a small spring having a flow of some 2,000 gallons in twenty-four hours of the finest spring water." The spring referred to is just outside of the reservation and a little northwest of the Asiatic detention quarters. A temporary pipe brought water from this spring to the kitchen where it was used for drinking purposes. How the flattering opinion as to the qualities of this water was obtained or upon what it was based, I am unable to state. It will be noted that the spring water was found to contain colon bacilli showing the existence of typhoid germs, accounted for by the fact that a large number of soldiers are brought from the Philippines to the casual camp on Angel Island prior to discharge.

12. US Department of Commerce and Labor. *Annual Report of the Commissioner General of Immigration.* Washington, DC: Bureau of Immigration and Naturalization, 1913. Source: NARA, Washington DC, Record Group 85.

> A 300,000 gallon concrete tank for the conservation of surface and spring water was built, with a resultant saving in the amount of water to be carried from Sausalito in barges. As the fresh water storage capacity of the station was only 50,000 gallons, it was also deemed advisable to erect to additional 50,000 gallon tanks, thus raising the freshwater storage capacity to a total of 150,000 gallons.

Chapter 3

1. Commissioner of Immigration to Commissioner General of Immigration, April 9, 1910. Source: NARA, Washington DC, Record Group 85, Box 145, File No. 52961/26.

   The Immigration Station had berths for 700 aliens (detainees) but due to the varying proportions in terms of the categorization of detainees by sex, class and nationality, certain dorms would be full while others would be under utilized.

2. US Department of Labor. *Annual Report of the Commissioner General of Immigration.* Washington, DC: Bureau of Immigration, 1914. Source: NARA, Washington DC, Record Group 85.

   The past year has seen an active movement for the removal of this station from Angel Island to Alcatraz Island, the latter heretofore occupied by the war department as a military prison. However the lapse of time and mature consideration of the matter bring the conclusion that it would be a grave error to be hasty in the matter and not exhaust every possibility looking to the ultimate location of the station at the only logical point for an institution of this character - on the mainland.

3. Commissioner of Immigration, Samuel Backus to Commissioner General of Immigration, July 7, 1915. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station.

   The bureau has received your report dated July 7, 1915, with accompanying blue print showing suggested improvements in the Immigration Station at Angel Island by the extension of existing buildings or the erection of new ones of a different type.

4. Commissioner of Immigration, John D. Nagle to Commissioner General of Immigration, April 24, 1913. Source: NARA, Washington DC, Record Group 85, Entry 9, File No. 12012/02.

   As the Bureau is aware the entire plant at this station is of wooden construction and a committee of Congress when visiting a mere few years ago, condemned the place as a fire trap and therefore too much precaution cannot be taken to safeguard the interests of the aliens in detention, as well as the employee. It is not believed that any change from the station's present location to the mainland will be made for some considerable period and until the change is made, it is evident that additional fire apparatus is absolutely necessary.

5. Inspector in Charge, Frank Hayes to Commissioner of Immigration, March 4, 1916. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station, File No. 12030/20.

   The signs were to read:

   This building belongs to the United States Government. It is unlawful to write on or disfigure the walls or to destroy any property on these premises.

6. Superintendent of Buildings to Commissioner of Immigration, June 4, 1922. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station, File No. 12030/24.

Cottage #	Description
No. 1	Chinese help in Hospital: Louie Lee, Charley Louie and Ah Pook
No. 2	White and Korean help in Hospital John Kellcher, Robert Stevenson and Min Cho.
No. 3	Mrs. McKeaver, (Matron) and two children, boy and girl aged 14 and 17 respectively.
No. 4	Restaurant help (Chinese – 7), Mock Wah, Lin Woon, Quock S. Wo, Wong Sing, Hong Kowui, Gee Tip, My Sing.
No. 5	Hospital nurses (2), Miss Schoff and Miss McRae, and Charwoman, Edna Ducio.
No. 6	Joseph Silvia, wife and son aged 22,- Station Gardener.
No. 7	Alonzo Peery (Engineer, Powerhouse), wife and three children, latter 15 12 & respectively.
No. 8	Henry Niemann (Engineer, Powerhouse), wife and daughter aged 15.
No. 9	Albert Thau (Electrician), wife and two children aged 6 and 15.
No. 10	Chas. Richards (Laborer and Truck Driver), wife and nephew aged 10.
No. 11	Nicholas Barry (Engineer, Powerhouse), wife and grandson, aged 10.
No. 12	Hugh Mooney (Chief Engineer, Powerhouse), wife, 3 boys and 3 girls, ranging from 9 months to 9 years.
Barn	Restaurant white help (7), Victor La Belle, Joseph Cantor, Abuer Braswell, Walter Parsons, Bert Thomas, Fred Claussen and Harry Cronin.
	Quarters over restaurant occupied by Kenneth Echols and wife.
	Michel de Laune, Hospital steward occupies quarters to the rear of the main floor of the Hospital Building.

7. List of personnel at Angel Island Station, c1922. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station.

Department of Labor Personnel: Angel Island Station	No.
District Director	1
Inspectors in Charge	2
Immigrant Inspectors	12
Transportation Employees	13
Assistant Stationary Engineer	1
Clerk in Charge	1
Clerks	20
Telephone Operator	1
Interpreters	8
Guards	25
Matrons	4
Plumbers	2
Carpenter	1
Painter	1
Laundrymen	1
Gardener	1
Laborers	10
Total at Angel Island Station	1

8. Edward L. Haff, District Director of Immigration to Major L. B. Schofield, Special Assistant to the Attorney General, October 23, 1940. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station.

> Within two weeks we shall have accomplished the transfer of the Hospital and detention units, the aliens and the remaining kitchen and laundry equipment from the Angel Island Immigration Station to our Silver Avenue quarters.

Chapter 4

1. District Director of Immigration, Edward L. Haff to Quartermaster, Fort McDowel, February 1,1941. Source: NARA, San Bruno, Record Group 85, General Correspondence, Angel Island Station.

Build. #	Description	Capacity
38	Linen and Orderly Room	1616 s.f.
158	Hay Shed	966 s.f.
201	Barracks	63 - Men
202	Barracks	63 - Men
203	Barracks	63 - Men
204	Barracks	63 - Men
205	Barracks	63 - Men
206	Barracks	63 - Men
207	Barracks	63 - Men
208	Barracks	63 - Men
209	Barracks	63 - Men
210	Barracks	63 - Men
211	Barracks	63 - Men
212	Barracks	63 - Men
213	Barracks	63 - Men
214	Barracks	63 - Men
215	Barracks	63 - Men
216	Barracks	63 - Men
217	Barracks	63 - Men
218	Barracks	63 - Men
219	Recreation Building	1834 s.f.
220	Barracks	63 - Men
221	Barracks	63 - Men
222	Barracks	63 - Men
223	Barracks	63 - Men
224	Infirmary	2290 s.f.
225	Post Exchange	2332 s.f.
226	Mess Hall	1500 - Men
227	Recreation Building	1852 s.f.
228	Sergeants Club	2402 s.f.
229	Bachelor Officer's Quarters	40 - Officers
231	Fire Station	2 - V
233	Mess Hall	200 - Men
301	N.C.O. Cottage	1 - Family
302	N.C.O. Cottage	1 - Family
303	N.C.O. Cottage	1 - Family
304	N.C.O. Cottage	1 - Family
305	N.C.O. Cottage	1 - Family
306	N.C.O. Cottage	1 - Family
307	N.C.O. Cottage	1 - Family
308	N.C.O. Cottage	1 - Family
309	N.C.O. Cottage	1 - Family
310	N.C.O. Cottage	1 - Family
311	N.C.O. Cottage	1 - Family
312	N.C.O. Cottage	1 - Family
313	N.C.O. Quarters	2727 s.f.

314	Central Heating Plant #2, Three Boilers	3892 s.f.
315	Wharf	15,910 s.f.
316	Barracks	86 - Men
317	Barracks	200 – Men
318	Well House	324 s.f.
320	Hot House	615 s.f.
325	Reservoir Tank, Salt	50,000-gal
326	Reservoir Tank	300,000-gal
327	Reservoir Tank	10,000-gal

RECOMMENDATIONS FOR FUTHER RESEARCH

The CLR for Angel Island Immigration Station included an exhaustive level of research on the physical changes to the landscape, especially during the Immigration Station period. The Site History therefore, focuses on these physical changes rather than the social and political context in which they occurred. Further research is required to gain a comprehensive understanding of the history including context for both the Immigration Station and North Garrison facilities. The following topics are provided to guide future research on:

1. Historic context study for the Immigration Station period:
    - The experience of the detainees including day to day living at the facility and their treatment by the Bureau of Immigration.
    - The background of the politics and race relations preceding the construction of the Immigration Station.
    - Information about the Chinese Exclusion Act.
    - Information about immigration policies in Washington DC and around the US including the attitudes of government agencies and the legislature.

2. Influences on Matthews' design for the Immigration Station including:
    - Other architectural work by Mathews and its characteristics.
    - Other practicing architects at the time in the Bay Area and their styles or attitudes.
    - The influence of Ellis Island on the Angel Island Immigration Station (beyond Matthews' visit prior to design of the facility).
    - The style of the buildings and landscape in relation to other institutional design styles for the period.

3. Historic context study for the North Garrison period including:
    - The reason why the Army located the POW processing center at the North Garrison.
    - The history of the North Garrison in relation to other POW processing and internment camps during World War II.
    - The experiences of the POWs at the North Garrison
    - The experiences of the US soldiers at the North Garrison.

4. Historic structure reports for the mule barn and the primary North Garrison buildings including the PWE mess hall, barracks building north, and barracks building south.

National Park Service
U.S. Department of the Interior

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