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DEVILS TOWER NATIONAL MONUMENT:

A History of National Park Service  
Developments Through 1966

By

D. John Daugherty

Spring 1984

National Park Service  
655 Parfet Street  
P.O. Box 25287  
Denver, Colorado 80225

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## INTRODUCTION

The purpose of this study is to provide a brief history of Devils Tower National Monument under the administration of the National Park Service. Emphasis has been placed on developments during the Works Progress Administration-Civilian Conservation Corps (CCC) era in the 1930s. These buildings and structures were evaluated for possible eligibility for inclusion in the National Register of Historic Places. A second purpose was to identify issues or problems that had a notable impact on the character of National Park Service administration of the monument. To cite one case, because the Little Missouri Buttes near Devils Tower are an example, albeit less spectacular, of an identical geological phenomenon, movements emerged in the 1940s and 1950s advocating their incorporation into the monument. These movements probably failed because of a lack of widespread public support. But there is no reason that the incorporation of the Little Missouri Buttes will not become an issue again in the future and should be considered in a separate study. Other factors in park administration, such as concessions management, were never issues at Devils Tower. Several parties applied for permits to construct a motel and restaurant within the monument boundaries in 1956, but these requests were rejected.

The superintendents' monthly reports were the most important sources of information in preparing this report. They were especially valuable in

that the individual usually most familiar with park activities and problems prepared the narratives. The reports sometimes have drawbacks. First, because of being swamped by management activities, custodians and superintendents occasionally neglected to prepare reports. In such cases, they caught up with bimonthly, quarterly, or annual reports, but the continuity of information was broken. Second, the superintendents' reports sometimes failed to provide complete information on an incident or issue. For example, concerning the Little Missouri Buttes extension, the information is often incomplete and cursory. Yet, for the historian, it is unfortunate that the National Park Service in the mid-1960s deemed the monthly narrative unnecessary and suspended them.

Other valuable sources obtained from the files at Devils Tower National Monument include site maps and construction drawings from the maintenance files, prints from the photograph file, and "Dick Stone's Manuscripts." Dick Stone was a high school teacher from Gillette, Wyoming, who devoted years of his life to studying the history of Devils Tower. In the 1930s, he gave his manuscript to Custodian Newell F. Joyner for placement in the Devils Tower files. His collection of Plains Indian legends associated with Devils Tower is of special interest.

This study is not intended to supersede Ray Mattison's "Devils Tower National Monument: A History," but provide more information on National Park Service administration of the monument.

## CHAPTER I

In January 1941, Custodian Newell F. Joyner of Devils Tower National Monument prepared his monthly superintendent's report for December 1940. He complained about an administrative decision made in Washington, D.C., to withdraw the unexpected balance of the monument's Emergency Relief Act funds for the year. But, pausing to reflect on developments since his arrival at Devils Tower in April 1932, Joyner recognized that most of the monument's service buildings and related improvements had been constructed between 1932 and 1940. He wrote:

It is gratifying, however, to realize the extent of our progress from an area serving 10,000 visitors in 1932 and providing a spring a quarter of a mile from the camping and picnicking spot (and the residence), a dirt road often made impassible by weather conditions, a small remodeled automobile shelter served as an office, a couple of pit toilets, and a small residence for the custodian. Today our road is all-weather and the scars of construction have been removed, the parking area, picnic ground, and camp ground have been developed so that their utilization will not be destructive to the natural features, a utility area housing in a satisfactory manner various administrative functions, and out of sight of the visitor for the most part is in existence, the residence has been remodeled to provide suitable quarters for the custodian, office, and museum facilities have been provided, water has been piped to the residence, campground, picnic ground, and comfort stations have been installed.<sup>1</sup>

Not to be suppressed, Joyner emphasized the need for the construction of two employee residences for the new maintenance man and new clerk to complete the program.<sup>2</sup> The National Park Service had only assigned a permanent custodian to Devils Tower in 1931. Established in 1906, the

monument had received very little protection and had been threatened by private interests and vandalism.

Situated in the Belle Fourche River Valley, Devils Tower is a unique and unmistakable monolith that dominates the surrounding countryside.

Called Mateo Tepee by the Sioux, Devils Tower is a towering mass of igneous rock composed of symmetrical joint columns which seems to rest on layers of colorful shale and sandstone. The diameter of the monolith is 1000 feet across its base and 275 feet across the top. It is 875 feet in height from its base.

The monument has long been a landmark for prehistoric peoples and Euro-Americans who later traveled through the region. Artifacts found by park personnel indicate that Indians camped along the Belle Fourche River, a short distance from the tower. Legends exist among the Sioux, Arapaho, Cheyenne, Crow, and Kiowa that refer to Devils Tower.<sup>3</sup>

Although no early explorers or trappers mentioned Devils Tower in their journals or memoirs, it is probable that some visited the tower.

In 1857, Lt. Gouverneur K. Warren led an expedition into the region from Fort Laramie to explore the Black Hills. Dr. F. V. Hayden accompanied the expedition. Approaching Devils Tower from Inyan Kara, a large party of Sioux cut the expedition's progress short and forced it to return to Fort Laramie. Warren reported seeing the Little Missouri Buttes and Devils Tower through a spyglass, but it is unclear whether he confused

the Bear Lodge Mountains with Devils Tower and the Little Missouri Buttes. In 1859, J. T. Hutton, a topographer with Capt. W. F. Reynolds' expedition, became the first known white man to see Devils Tower. Accompanied by a Sioux guide, Hutton visited the tower from the Little Missouri River camp on July 20, but left no description of this unique natural feature.<sup>4</sup>

Lieutenant Warren's encounter with the Sioux brings up an interesting point. The hostility of the Sioux nation to white encroachment prevented settlement around Devils Tower until about 1881. In fact, the Sioux probably protected the huge monolith from private acquisition and exploitation more effectively than the Federal government during this period. But, after suffering a series of defeats after the Little Bighorn, the Sioux were driven from the Black Hills region which allowed cattlemen to settle northeastern Wyoming in the 1880s.

In 1875, a U.S. Geological Survey expedition visited the tower and provided important information about it. The commander of the military escort, Col. Richard I. Dodge, first used the term Devils Tower in his book, The Black Hills. Devils Tower rather than Mateo Tepee became the common name for the monolith.<sup>5</sup>

Devils Tower almost fell into private hands when Charles Graham filed a preemption notice for 160 acres encompassing it on February 1, 1890. According to local tradition, Graham was a Texas cowpuncher who came to northeastern Wyoming around 1882 and reportedly worked for the Currycomb

Ranch, a large outfit located west of Devils Tower. He may have filed the claim on Devils Tower in behalf of the Currycomb's owners. It was common practice for the owners of large ranches to pay individuals to file preemption notices on land with reliable water sources, which effectively controlled the surrounding rangelands. Such abuses of the Homestead Act usually went unchecked, but in this case, General Land Office officials were aware that there was something special about Devils Tower and took action. District officers were instructed to reject all applications for land in sections 7 and 18 of Township 53 north, range 65 west, and sections 12 and 13 of township 53 north, range 66 west. The General Land Office withheld the lands from settlement pending designations for forest or park use.

Graham amended his declaratory statement of February 1, 1890, and produced proof in support of his claim on July 24, 1891. Graham had made several improvements on the homestead which included an "unfinished" house, a stable, and a corral. The General Land Office cancelled Graham's application on January 28, 1892, when an investigation revealed that Graham had not filed the claim in good faith. The investigation concluded that he had filed the claim in the interest of others and had neither resided on or cultivated the land. Graham did not appeal the decision, and the General Land Office cancelled the claim on June 6, 1892, protecting Devils Tower from its first and only threat of private exploitation.<sup>6</sup>



It was fortuitous that the conservation movement began to emerge as an effective force in this period. Senator Francis E. Warren of Wyoming deserves much of the credit for ensuring that Devils Tower would be preserved as a national monument. Warren's interest in Devils Tower assured that the Federal government would not waver in its commitment to protect the natural wonder. In February 1892, the Wyoming senator had written to the commissioners of the General Land Office requesting action to protect Devils Tower and the Little Missouri Buttes from private exploitation. No doubt, this reinforced the General Land Office's decision to deny Graham's preemption notice in June 1892. Furthermore, the General Land Office set aside 60.5 square miles as a forest reserve under the provisions of the Forest Reserve Act of 1891 which included both Devils Tower and the Little Missouri Buttes. The General Land Office reduced the reserve to 18.75 square miles in June 1892 and opened the unreserved portion to settlement in 1898.

Not satisfied leaving the tower under the protection of the Forest Reserve Act, Warren introduced a bill in the United States Senate for the establishment of a national park which would include both Devils Tower and the Little Missouri Buttes. After two readings, the Senate referred the bill to the Committee on Territories where it apparently died.<sup>7</sup>

Exploitation of the resource remained a problem. The Fourth of July celebration held at Devils Tower in 1893 generated fears that protection under the Forest Reserve Act was not enough. Two local ranchers, William Rogers and Willard Ripley, organized the celebration, probably

to profit from selling food, drink, and fodder. To attract a large crowd, they circulated flyers announcing the first formal ascent of the tower would take place on the Fourth of July. To prepare for the climb, Ripley and Rogers spent about 3 weeks cutting pegs from oak, ash, and willow and driving them into a crevice to fashion a 350-foot ladder to the top of the tower. With appropriate fanfare, Rogers scaled the tower on the Fourth, hoisting a flag on a pole set on the summit for that purpose. The festivities attracted anywhere from 300 to 1000 people. One witness believed that Rogers and Ripley earned around 250 dollars selling food and drink to the celebrants, suggesting that the two men staged the event primarily for economic reasons.<sup>8</sup>

The Antiquities Act of 1906 finally provided the vehicle for the preservation of Devils Tower in perpetuity. Congress passed the act primarily to protect prehistoric sites in the West which were being vandalized at an alarming rate. The act gave the president the authority to proclaim such areas national monuments. Devils Tower has the distinction of being the nation's first area to be designated a national monument. On September 24, 1906, President Theodore Roosevelt signed the proclamation designating Devils Tower a national monument.

And whereas, the lofty and isolated rock in the State of Wyoming known as the Devils Tower, situated upon the public lands owned and controlled by the United States is such an extraordinary example of the effects of erosion in the higher mountains as to be a natural wonder and an object of historic and great scientific interest and it appears that the public good would be promoted by reserving this tower as a national monument with as much land as may be necessary for the protection thereof.<sup>10</sup>

President Roosevelt issued the proclamation at the behest of Representative Frank W. Mondell of Wyoming, an influential member of the House Committee on Public Lands. Based on a recommendation of the General Land Office, the proclamation set aside 1,152.91 acres as sufficient to protect the scenic integrity of the tower. The decision to exclude the Little Missouri Buttes would foster controversy in later years, when the National Park Service would become embroiled in a dispute over a proposal to incorporate the buttes into the monument.<sup>11</sup>

National monument status gave Devils Tower added protection under the law, but little effective protection from vandalism, because of a lack of onsite protection. The General Land Office assigned E. D. Fuller, a special investigator with the Sundance Office, the additional duty of protecting the new national monument from 1908 to 1919. During Fuller's tenure, a Wyoming newspaper published a report that souvenir hunters were chipping fragments of rock from the sides of the tower. Variations of the story soon appeared in other newspapers, expressing fears that the tower would eventually be destroyed. The publicity prompted Fuller to post signs prohibiting souvenir hunting, but there is no indication whether they alleviated the vandalism problem.<sup>12</sup>

In 1917, the National Park Service assumed responsibility for protecting Devils Tower. But the new bureau was unable to provide adequate protection because of funding and the growing pains of the new organization. The name of the first custodian appointed by the National Park Service is unknown; he reputedly resided in Cheyenne, Wyoming, and served for one year for one dollar.

It is unknown if he ever visited the monument. It was quite obvious that an absentee custodian was an unacceptable situation, so the National Park Service selected a local resident to serve as a part-time custodian. In 1926 it hired John M. Thorn, a Crook County Commissioner, for 12 dollars per year. Although Thorn did not reside onsite, he visited the monument frequently and provided the best protection the monument had yet received. His specific duties included the supervision of construction projects and administrative work.<sup>13</sup>

Thorn supervised several important developments that improved visitor access and services. Prior to Thorn's arrival, the National Park Service and Crook County cooperated in the construction of a three mile access road to the base of Devils Tower. This enabled automobiles to reach the base of the tower, but visitors still had to ford the Belle Fourche River which was impassible during periods of high water.<sup>14</sup>

Although there are no specific records, most of the visitors to Devils Tower seem to have been local residents. The tower was a favorite rendezvous for local picnickers and large holiday gatherings. With the increasing popularity of the automobile, local pressure began to support the construction of a bridge at the Devils Tower ford. In response, the National Park Service decided to construct a steel truss bridge. Designed by the Federal Bureau of Public Roads, the bridge was a Parker steel truss with a polygonal top chord, constructed in 1927-1928.

The polygonal top chord gave the bridge additional strength, while utilizing the same amount of material as a Pratt Truss which has a horizontal top chord. According to records, the bridge was 150 feet in length having 27 feet and 35 feet of access at either end.<sup>15</sup> The bridge had been in use only a year when a flood washed out the east approach in 1929. The National Park Service constructed a new east approach, 85 feet in length and supported by timber trusses. To prevent a washout in the future, the National Park Service approved a plan to divert the Belle Fourche River which proposed the excavation of a canal to divert the river. To prevent the river from cutting into the old channel, 39 concrete tetrahedrons 9 feet high and spaced 16 feet from center to center were placed along the bank. Laborers completed the project in August 1930. In 1933, 32 additional tetrahedrons were placed downstream from the existing wall of tetrahedrons when the river threatened to cut through to the old channel.<sup>16</sup>

Another major improvement in the park involved the construction of a shelter cabin at the base of the tower, probably under the supervision of John Thorn. Intended to provide shelter for visitors during inclement weather, the building was a three-walled structure, made of logs and roofed with wood shingles. The use of native material and intensive hand labor characterized the structure, which conformed to the trend of constructing rustic architecture in national parks. Other developments to improve visitor services included a clean-up of the

spring and the establishment of a campground. Director Stephen T. Mather's publicity program for the park system and these improvements in the 1920s generated a modest increase in visitation from 7,000 in 1921 to 11,000 in 1930.<sup>17</sup>

In 1931, the outlook for Devils Tower improved substantially with the arrival of the first full-time custodian, George C. Crowe. Crowe had served previously as a ranger-naturalist at Yosemite National Park. The arrival of a full-time park ranger began the development of a real visitor service and protection program at the neglected monument, but also generated the need for a permanent residence. The site chosen was across the parking lot from the shelter cabin at the base of the tower. Apparently the decision to situate the park's developments at the base of the tower did not appear to be a problem for Park Service planners. National Park Service Architect Howard Baker designed the residence, completing the design for the building in May 1931. The structure was completed by October 1931. The residence is a good example of Park Service rustic architecture, being a log structure set on a foundation of native stone.<sup>18</sup>

CHAPTER I - ENDNOTES

<sup>1</sup> U. S. Department of Interior, National Park Service, "Monthly Superintendent's Report, Devils Tower National Monument," December 1940. Hereafter these narratives will be cited as Supt. Rept.

<sup>2</sup> Ibid.

<sup>3</sup> Richard Stone, "Dick Stone's Manuscript," Devils Tower National Monument History Files [no date], pp. 47A-68A.

<sup>4</sup> Ray H. Mattison, Devils Tower: A History. p. 5.

<sup>5</sup> Mateo or mató is a Lakota Sioux term for bear. The earliest maps of the region used the term Mateo Tepee or Bear Lodge rather than Devils Tower. See Mattison, Devils Tower, p. 6, and James H. MacGregor, Superintendent, Pine Ridge Agency, to Dick Stone, 12 October 1932, in "Stone's Ms.," p. 95.

<sup>6</sup> C. C. Moore, Commissioner of the Government Land Office (GLO), to Dick Stone "Stone's Ms.," pp. 40-40A; Superintendent, Interview with Ed Mathews July 31, 1963, Devils Tower National Monument, History Files.

<sup>7</sup> Mattison, Devils Tower, p. 8.

<sup>8</sup> Ibid., pp. 9-10; see also Mr. Stone's Statements," in "Stone's Ms.," [no page].

<sup>9</sup> U. S. Congress, Senate, An Act for the Preservation of American Antiquities, Pub. L. 59-209, 59th Cong., 1st sess., 1906, S.4698, p. 225.

<sup>10</sup> U. S., President, Proclamation," 24 Sept 1906.

<sup>11</sup> Mattison, Devils Tower, p. 7, 9.

<sup>12</sup> Ibid., p. 11.

<sup>13</sup> Newell Joyner to Superintendent Rogers, April 22, 1944, Devils Tower National Monument, History Files; Mattison, Devils Tower, p. 12.

<sup>14</sup> Mattison, Devils Tower, p. 12.

<sup>15</sup> The east approach to the old bridge was 120 feet in length and the west approach 30 feet when actually measured before demolition.



<sup>16</sup> "Supt. Rept.," August 1932; U. S. Department of Interior, National Park Service, Construction Drawings, Belle Fourche River Bridge, RG-117, June 1927, Rocky Mountain Regional Office, Microfilm File, and "River Bank Protection Plans," D-3-SP-169, June 1929 and DT-785, August 1930, Devils Tower National Monument Maintenance Files.

<sup>17</sup> Mattison, Devils Tower, p. 13.

<sup>18</sup> U. S. Department of Interior, "Custodian's Residence," DT-4A, May 1931, Devils Tower National Monument, Maintenance Files.

## CHAPTER II

Crowe's replacement, Newell F. Joyner, arrived at Devils Tower in April 1932. He could not have known that he would devote 15 years of his career to overseeing developments at the monument. Prior to this appointment, Joyner had served as a ranger-naturalist at Yellowstone National Park and then returned to the University of Nebraska to complete his education.<sup>1</sup>

In order to fulfill the 1916 mandate of the National Park Service, developments such as housing, an administration building, and visitor facilities were deemed necessary. Immediately, after his arrival, Joyner supervised the clean-up of debris from the construction of the custodian's residence in 1931. This work included the burning of piles of brush and trash, and the removal of a tent, wood piles, and a carpenter's bench.

In April, Joyner supervised the work on the bridge revetments and the widening of the Belle Fourche River channel. The condition of the monument's road remained a serious maintenance problem; it was often impassable in severe weather. To maintain the road, Joyner fashioned a makeshift grader from a wooden float and two I-beams salvaged from a discarded road grader, powered by a team of horses. He also had wooden culverts installed to prevent washouts in sections of road where such problems existed. He used his remaining time in considering the placement of exhibits in the 1922 shelter cabin, which had recently been used as a garage.<sup>2</sup>

It became apparent that the park had an immediate need for a master plan to provide direction in administration and developments. In May, surveyors conducted a professional survey of the monument's boundaries, and Joyner drew a sketch map marking the important features within the monument. The survey and Joyner's map revealed that the fences were set in on the reserve by as much as 200 yards in some places.<sup>3</sup> By October 1932, nothing had been done to provide a master plan for the monument lending credence to Joyner's suspicion that Devils Tower had low priority in Washington. Joyner wrote that "the extent of my disappointment cannot be expressed in regard to the inability of any member of the Landscape Division to visit this summer."<sup>4</sup> He complained that correspondence was an inadequate method of drawing up a master plan.<sup>5</sup> Joyner's complaint must have made an impression; in November, W. G. Atwell of the National Park Service drew a map of the Headquarters Area, an important step in preparing the master plan.<sup>6</sup>

Being the only employee at the tower, Joyner could only devote a small part of his time to the protection of the monument and to visitor services. In May he reported locating an Indian arrowhead, which was the first documentation of an archeological specimen being found in the park.<sup>7</sup> By August, Joyner complained that he had no help at all in providing protection for the monument and visitor services. Because of pressing matters, he did not have sufficient time to spend contacting visitors, and he pressed his wife and father into service, greeting visitors on an informal basis.<sup>8</sup>

A baby porcupine upstaged the tower itself in 1932. Joyner obtained the porcupine from a local resident when it was only a week old and decided to use it for educational purposes. The animal became the star attraction. The custodian himself became quite attached to the porcupine, noting in his May report that it showed numerous domestic traits such as enjoying human companionship, playing like a kitten, and responding when called.<sup>9</sup> During the height of the tourist season, the porcupine became the principal attraction and Joyner heard several visitors exclaim that the porcupine alone was worth the trip to Devils Tower.<sup>10</sup>

At the end of the construction and tourist season Joyner initiated plans to acquire a library pertinent to the geological phenomena of the region. He also acquired some material relevant to the history of Devils Tower from Mr. Dick Stone, a teacher from Gillette, Wyoming, and a "friend of the Service." Stone gave the custodian a copy of his manuscript which provided important information on the Devils Tower area.

Joyner believed that Devils Tower needed a publicity program to increase public awareness of the monument's existence. In December, he reported that a Mr. Edwards of Paramount Newsreel took the first aerial movies of Devils Tower which included views of the ladder, reflections of the tower on the Belle Fourche River, and the pet porcupine. He believed that the film, if run, would "be the greatest single thing that has occurred to give publicity to this Monument." Paramount Newsreel ran

the clip in the theaters, but Joyner was appalled after viewing the film. The narrative stated that five people had been killed attempting to scale the walls of the tower. As of 1979, there had been no recorded climbing fatalities at Devils Tower.<sup>11</sup>

Resource protection was another major problem that confronted Joyner. The timber harvesting methods of local cutters and dry weather in the spring and summer of 1932 forced Joyner to maintain a careful vigil for fires in areas adjacent to the monument. The fall elk hunting season necessitated increased patrols to keep hunters off of the reserve.<sup>12</sup> In this instance, the small size of the monument proved to be an advantage. Vandalism was almost unheard of at this time. Joyner reported no incidents in 1932. Domestic stock caused the most trouble--the lack of proper fencing allowed livestock to forage on the monument grounds; scarce forage, caused by severe winters and overgrazing, aggravated an already serious problem in 1932. Joyner blamed the problem on two things. First, the fences in the region were "poor excuses" for restraining cattle. Second, the river bottom within the monument served as a natural migratory route for cattle. He concluded that the ranchers cooperated as much as possible, but that he had to drive as many as 25 head of cattle off the reserve per day.<sup>13</sup> Cattle continued to be a problem and prompted the custodian to comment at length in his January 1933 report. He estimated that nearly 1,000 head of cattle were being fed within one mile of Devils Tower, and he now drove up to 50 head off of the reserve per day. He quipped that the ranchers continued to cooperate in spirit, but that the "cattle did not have the same spirit."<sup>14</sup>

Being the only employee, Joyner devoted most of his time to construction supervision. He spent his first months supervising the repairs of the Belle Fourche River bridge and taking steps to halt erosion of the river channel at the point of the 1929 diversion of the Belle Fourche River. In August, crews piled logs against the upstream side of the 39 tetrahedrons to cut down the volume of wash taking place under them and increase the depositions of silt and rocks along the manmade bank.<sup>15</sup> A 10-man crew had to replace the original stringers and decking on the bridge after only 5 years of use. The Park Service had disregarded specifications for West Coast lumber and had used green native pine obtained from a local mill. The use of improper material and a poor drainage system caused the decking to rot. The Park Service used West Coast lumber treated with creosote for the replacement stringers and decking. Joyner and his crew completed the work by October 1932. But the lack of supervisory help and bridge repairs caused him to fall behind in his other duties.<sup>16</sup>

The arrival of office equipment allowed the overworked custodian to organize the office in a more efficient manner. Although Joyner appreciated the rusticity of furniture made of crates, scrap lumber, and native materials, the acquisition of an Underwood typewriter, three office chairs, a metal wastebasket, and stationery and office supplies was most welcome.<sup>17</sup> In December the remainder of the office equipment arrived which included a desk, another typewriter, a typewriter stand, a blueprint filing cabinet, and two filing cabinets with card drawers, box

drawers, letter size drawers, legal size drawers, and a cupboard storage section. In addition, Joyner used personal and park funds to purchase numerous power and hand tools at a closing sale of a Rapid City store.<sup>18</sup>

Joyner demonstrated genuine concern for the hardships experienced by residents in the area because of the Depression. During the 1930s, his monthly narratives contained at least a short paragraph describing the labor situation in the area and efforts by himself and other employers to ameliorate the situation. In his first report as custodian, Joyner wrote that "there continues to be need among residents by payrolls of the past have helped many who would have otherwise been charges of charity at this time."<sup>19</sup> A laborer received an average of \$2.50 per day, while a man with a team earned \$3.50 per day.<sup>20</sup> In June the unemployment problem in Crook County remained acute and Joyner deplored the fact that a lack of funds prevented him from providing work.<sup>21</sup> In July conditions improved somewhat as there was plenty of temporary labor in the area; Joyner provided special assistance for one person whose situation was drastic.<sup>22</sup> The bridge repairs and bank stabilization provided monies to hire a 10-man crew for 2 months. The situation in the county remained stable in the fall of 1932, but Joyner predicted that the approach of winter would make the economic situation much worse, since most of the available work was farm labor and stock feed rather than cash as a medium of exchange. With the end of highway construction in September, the Devils Tower payroll of \$171.50 was the only source of cash labor with the exception of a new dude ranch in the

county.<sup>23</sup> November proved to be a very bad month for the local residents, only the distribution of flour and other items preventing food shortages for some people.<sup>24</sup> The Devils Tower payroll made a significant contribution to employment in the county from June to April 1932, with the National Park Service employing 49 men and paying wages totaling \$3,919.<sup>25</sup> The impact of Devils Tower on the employment situation in Crook County indicates how important parks can be to the local economy. The administration and developments in national parks may have a profound effect on the surrounding region.

Joyner spent some time meeting and socializing with the local residents which helped the image of the National Park Service. Joyner and his wife entertained local residents in the custodians residence and the premises were also used to entertain visitors to the monument. Joyner observed "that many of the local people are curious and many tourists are interested in seeing the interior of a log house."<sup>26</sup> Also, Joyner continued to accept invitations to speak to civic groups and youth organizations, a practice initiated by George Crowe the previous year.<sup>27</sup> At these engagements Joyner presented a variety of topics associated with the National Park Service.<sup>28</sup>

In 1934, Joyner prepared an information sheet for prospective employees illustrating the dedication needed to serve at Devils Tower. The nearest railroad station was at Moorcroft, a distance of 35 miles. Even the closest improved road was 3 miles away. The nearest communities with amenities such as stores, schools, churches, and theatres were



Gillette, Wyoming, Spearfish, South Dakota, and Belle Fourche, South Dakota, each about 65 miles from Devils Tower. For those with children, Hulett, Wyoming, had the nearest high school, while the nearest country school was 4 miles from the monument. Medical facilities appeared to be a major concern; the nearest physician resided 30 miles from the tower at Sundance, Wyoming, while the nearest hospitals were located in Belle Fourche and Gillette. Joyner described telephone service as "an undependable rural party line." In response to what forms of recreation may be indulged in at or near field station by employees, Joyner had the definitive description: "none." Food could be obtained at Grenier's Store outside the monument, but the nearest clothing could only be obtained at the towns 65 miles away. Since quarters for employees were nonexistent, any new employees would have to locate quarters outside the monument, and the nearest available housing was at Hulett.

Listing local conditions that could contribute to discontent among employees, Joyner wrote that isolation, lack of food supplies, severe climate, inadequate quarters and facilities, and inadequate educational facilities were major sources of discontent. Since Joyner was the only permanent employee at this time, he must have possessed a rare amount of patience.<sup>29</sup>

Apparently the unattractive features of duty at Devils Tower or the lack of funding prevented the hiring of additional help. Joyner was so busy that he failed to submit a monthly report from May 1933 through

December 1934. On January 10, 1935, he found time to compose an interesting report on the previous year's activities. The monument had received funds from the Emergency Relief Act (ERA), the Public Works Administration, the Civil Works Administration, and other emergency programs. The lack of clerical help caused Joyner to fall behind in his monthly reports.<sup>30</sup> Even though the disbursing officer at Rocky Mountain National Park handled the Devils Tower accounts, Joyner visited Wind Cave National Park to receive some training concerning accounting and disbursing procedures. He confessed that he needed to get out of Devils Tower for a day: "I must admit also that I had a hankering to see a Park Service uniform in some other setting than Devils Tower National Monument and talk with someone who has problems of the same nature as we do here--it would be possible for a person to get in a rut here month after month."<sup>31</sup> It appeared that the problems and isolation of Devils Tower were affecting Joyner.

In the last half of 1933 and through 1934, numerous improvements and construction projects were executed that set a pace of construction activity that would only end with the beginning of World War II. In March 1933, Joyner supervised the placement of more logs with the tetrahedrons which proved to be successful in forming a large bar across the old river channel.<sup>32</sup> In January 1933 Joyner requested a topographical survey of the monument. The custodian reasoned that this would provide a valuable tool in planning all physical improvements at the park, since any improvements would impact the natural scene of so small a monument.<sup>33</sup> The size and site for a parking area was one problem that a proper topographical map could help solve.<sup>34</sup>

In May, crews constructed a telephone line to the monument headquarters which provided communication with several neighbors and nearby towns. Although it was unreliable, help could now be summoned for a fire or any other emergency except downed telephone lines.<sup>35</sup> In the same month Joyner had the stable moved from its location north of the custodian's residence, where planners decided to locate the new campground, to the new service area on the hillside west of the custodian's residence.<sup>36</sup> There is no available information that would indicate the date of the barn's construction, except between 1922 and 1931.

In 1934 crews funded by the Emergency Relief Act completed numerous improvements in the monument that included the repair of old trails for fire vehicle access and the improvement of the approach road to the monument. In addition, 32 tetrahedrons were added to the existing barricade of 39 tetrahedrons to reinforce the channel diversion. In August 1933, crews broke ground for the equipment shed in the new service area; the structure was a 40- x 23-foot structure which followed the National Park Service rustic style by utilizing logs and cedar shingles. To improve fire protection and provide adequate water supplies, ERA crews constructed a concrete storage tank to hold 4000 gallons of water, fed by two springs with 700 feet of 1-inch pipe.<sup>37</sup>

To prevent further intrusions of cattle into the monument, plans were prepared for a new barbed wire fence around the boundaries of Devils Tower. Five and one-half miles of fence were built, probably

in 1934,<sup>38</sup> which seemed to solve the problem. By October 1933 workers had finished grading the parking lot in the headquarters area which would accommodate 100 automobiles. It was in this period that Joyner had the 1922 shelter cabin removed to expand the parking area. Since the grading had been completed by October 1933 and a revised map of the headquarters area, dated August 1933, shows the shelter cabin at its original location, it was probably removed around September of that year. At any rate, the cabin is not shown on a map of the headquarters area dated July 1934. For some unknown reason Joyner failed to mention the removal of the cabin, and there is no information regarding its disposition.

In 1933 and 1934, unemployment remained serious, aggravated by exaggerated hopes that local residents could be placed on relief through the Emergency Conservation Works. News that Wyoming had a quota of 500 employees and that work at Devils Tower had been put off dashed any hope of relief.<sup>39</sup> By the summer of 1933 the Depression made the plight of Crook County residents most severe. To alleviate the situation, the custodian employed 200 men on construction and clean-up activities in the fall of 1933. This allowed Joyner to employ 25 to 30 men from the winter through the summer of 1934. After November 1, 1934, an increase in funds for the improvement of the entrance road and the construction of a water system allowed the monument to employ 70 men. Analyzing the monument's contribution to employment in Crook County, Joyner found that Emergency Relief Act projects at Devils Tower had a significant impact on reducing unemployment in the county, providing work for 338 different

men or about 30 percent of the county's wage earners. But he added that this was inadequate for meeting the county's needs. In an interesting statement, Joyner commented on the attitude of local residents toward the monument's programs: "as is bound to happen during these times considerable criticism was heard on employments made but within the past month there seems to have suddenly come to the county in general a full appreciation of what our efforts have meant in the way of such employment."<sup>40</sup>

Several incidents of vandalism occurred in 1933 and 1934 that were disturbing, considering the remoteness of the monument. In April 1933, Joyner reported that several park signs had been used for target practice by unknown culprits. Later that year a series of thefts of private and government property took place and were never solved.<sup>41</sup> Because of droughts over the past several years, fires posed a severe threat to the park. In 1933, the custodian's wife put out a small fire caused by a careless smoker at the Fourth of July celebration. In 1934, a controlled burn went out of control and narrowly missed acreage within the monument.<sup>42</sup>

The poor condition of roads in the area contributed as much as any other factor in deterring tourists from visiting Devils Tower. As automobile use increased and Depression relief programs were implemented, funds for road improvements became available. In April 1932, Joyner reported that the state of Wyoming planned to construct an approach road from U.S. Highway 16, west of Sundance, to improve the marketing of farm products in the region. Joyner reported considerable agitation for road

improvements in the region, especially since bad weather had rendered roads impassable to automobile traffic in late April.<sup>43</sup> In the same month contracts were let for graveling U.S. Highway 16 between Sundance and Moorcroft, which was nothing more than a dirt road. Also, the road between Newcastle and Gillette was scheduled for improvement. When more specific plans were made available, Joyner reported that the road would provide a short-cut from U.S. Highway 16 to Hulett and Alva via Devils Tower; he believed that this would increase visitation by 500 percent, since it would draw traffic from both U.S. Highway 85 and U.S. Highway 16. In the summer of 1932, crews oiled the highway between Moorcroft and Gillette. In 1934, construction crews graded and graveled an all-weather road from U.S. Highway 16 and Highway 16 was oiled and graveled along its entire length.<sup>44</sup>

## PART II

The construction of a Civilian Conservation Corps (CCC) Camp was the most important development in 1935. Plans for the camp included a headquarters building, a hospital and storage building, a messhall, a bath house, a latrine, quarters for officers and foremen, and five buildings to be utilized as barracks.<sup>45</sup> Henceforth, crews were imported from other states which did nothing to alleviate unemployment in Crook County. With much larger crews, the construction program at Devils Tower accelerated.

In April 1935, the crews installed the parks first water and sewer system. The system included a 2300-gallon catchment spring, a pumphouse with a Novo pump, and 800 feet of 1-1/2-inch delivery line. A 4-inch main ran to the headquarters area, servicing five hydrants for visitor use. The sewer system included a septic tank and 2000 feet of 6-inch tile pipe.

Also in April, workers completed the new Visitor Center/Administration building located at the headquarters area near the base of Devils Tower. The new building contained museum exhibit space, two offices, an information booth, restroom facilities, and small quarters on the second floor. The Visitor Center was a rustic structure with log walls, a native stone foundation, and a wood shingle roof.<sup>46</sup>

Other projects included the grading and graveling of the access road to the park and numerous erosion control projects. Most of the plans for development were completed in 1935 to include the new parking area, a campground, an equipment shed, the gas and oil house, the entrance pylons, an additional reservoir, riverbank protection, and guardrails for the entrance road. Preliminary plans had been completed for a barn, alterations of the custodian's residence, a proposed recreation area, the Tower trail, and new approaches for the Belle Fourche River bridge.<sup>47</sup>

Visitation in 1935 increased 33 percent over 1934 with a total of 22,367 tourists visiting the park. Many visitors stopped while en route to Yellowstone National Park.<sup>48</sup>

In 1935, it was proposed that the Little Missouri Buttes be added to the monument to provide a larger recreational area. The custodian's report does not disclose just who proposed this idea, but it may have originated with Joyner himself. The reasons for the proposed expansion of Devils Tower were management-oriented and suggest an intimate knowledge of the park and area. First, the expansion would enhance the recreational opportunities of Devils Tower. Second, incorporation of the Little Missouri Buttes would enhance the fire protection and insect control programs in the park. Third, the expansion would allow the National Park Service to provide better protection for the white-tailed deer which were considered by some to be threatened because of over-hunting. Finally, better protection could be provided for the



Little Missouri Buttes which are less spectacular but identical examples of the phenomena that created Devils Tower. The proposal did not have much support in Washington. For unknown reasons, National Park Service Director Arno B. Cammerer opposed the idea, but a lack of funds to acquire and administer the extension may have been one reason. Furthermore, other contacts in Washington informed Joyner that the extension could only be justified as a recreational area.

In 1935, Joyner received a letter from Mr. A. J. Macy, who reported that numerous "conservationally minded individuals" would support the extension. Even though Joyner later attended a public meeting on the proposed expansion and was impressed with local support, he replied to Mr. Macy that the National Park Service had no funds to purchase land.<sup>49</sup>

Because Joyner was so busy supervising construction and maintenance activities, he failed to write any superintendent's reports from 1937 to 1939. Therefore, there is a large gap in the record of activities during this period. In December 1939, Joyner reported that the Crook County Agricultural Planning Board supported the incorporation of the Little Missouri Buttes into the monument and recommended a maximum addition of 54 sections. Joyner felt that 33 sections would be adequate because of the development of a local coalition opposing the extension.<sup>50</sup> In January 1940, a Mr. Edsall had coordinated the opposition to the large extension, but seemed mollified by Joyner's proposed smaller acquisition. A strong advocate of expansion, Joyner presented a formidable case when landscape architects T. C. Vint and

Howard Baker conducted an onsite boundary evaluation.<sup>51</sup> No decisions were reached according to Joyner's reports and the matter was dropped.

With the presence of the Civilian Conservation Corps at Devils Tower, Joyner spent most of his time supervising construction and maintenance activities. The first company came from Kentucky, serving from early 1935 to April 1936. They were replaced by 98 workers from Ohio. Joyner noted that the Ohio enrollees were "very good workers" which he attributed to the higher level of education. On March 8, 1936, a serious accident took place involving several CCC enrollees from Kentucky. The group had been stricken with mumps and were being transported to Fort Mackenzie, Wyoming, when the ambulance was involved in an accident 50 miles west of Devils Tower. For unknown reasons, the ambulance missed a straight approach to a bridge, killing four and injuring four others.<sup>52</sup>

Between 1936 and 1940, numerous construction projects were completed with CCC labor. In 1936, crews completed a major addition and alterations to the Custodian's Residence and built a fire hose house (No. 13). In 1937, they constructed an equipment shed (No. 7), the oil house (No. 9), and warehouse (No. 10) completing the maintenance area. In 1940, crews completed the construction of the entrance station, which was a duplicate of a station at Rocky Mountain National Park. Other projects included landscaping such as cleaning up construction debris, planting trees, and the installation of a flagstone walk around the Visitor Center.<sup>53</sup>

In 1939, the park finally acquired additional staff. In late 1939, Frank Heppler assumed his duties as the new maintenance man. In January 1940, Dwight E. Richards became the monument's first clerk-stenographer.<sup>54</sup>

In either 1939 or 1940 the CCC abandoned the camp, and it was removed in the same period. Joyner does not mention the camp's removal in his reports. He made a reference to the old camp in 1940, but gave no indication whether it had been removed or not. In March 1941, Joyner had a cook shack removed, which was a miserable building. This must have been the CCC camp messhall, because no cook shack is known to have existed in the headquarters area. In late 1942, Joyner supervised a final clean-up of the CCC dump and camp site. Most of the camp was probably gone in 1940, since no housing was available for the new clerk and new maintenance man.<sup>55</sup>

After 8 years at Devils Tower, Joyner in his own words "went stale" and became quite ill at the end of 1939. With a permanent staff for the first time, he took some leave.<sup>56</sup>

CHAPTER II - ENDNOTES

<sup>1</sup> Newell Joyner to Superintendent Roger, April 22, 1944, Devils Tower National Monument History Files.

<sup>2</sup> U.S. Department of Interior, National Park Service, "Monthly Superintendent's Report, Devils Tower National Monument," April 1932, Devils Tower National Monument Files. Hereafter this source will be cited as Supt. Rept.

<sup>3</sup> Supt. Rept., May 1932.

<sup>4</sup> Supt. Rept., October 1932.

<sup>5</sup> Ibid.

<sup>6</sup> Supt. Rept., November 1932; U.S. Department of Interior, National Park Service, "Devils Tower National Monument Headquarters Area," DT4940, October 1932, Devils Tower National Monument Maintenance Files.

<sup>7</sup> Supt. Rept., May 1932.

<sup>8</sup> Supt. Rept., December 1932.

- 9 Supt. Rept., April 1932, May 1932.
- 10 Supt. Rept., August 1932.
- 11 Supt. Repts., December 1932, February 1933.
- 12 Supt. Rept., October 1932.
- 13 Supt. Rept., December 1932.
- 14 Supt. Rept., January 1933.
- 15 Supt. Rept., August 1932.
- 16 Supt. Rept., October 1932.
- 17 Supt. Rept., November 1932.
- 18 Supt. Repts., November-December 1932.
- 19 Supt. Rept., April 1932.
- 20 Ibid.

- 21 Supt. Rept., June 1932.
- 22 Supt. Rept., July 1932.
- 23 Supt. Rept., October 1932.
- 24 Supt. Rept., November 1932.
- 25 Supt. Rept., December 1932.
- 26 Supt. Rept., May 1932.
- 27 George Crowe to Director Albright, 18 November 1931, Devils Tower National Monument History Files.
- 28 Supt. Rept., December 1932.
- 29 Newell, Joyer, "Supplemental Descriptive List of Quarters," 27 August 1934, Devils Tower National Monument History Files.
- 30 Supt. Rept., 1934. Joyner wrote one summary report for 1934, rather than monthly narratives.
- 31 Supt. Rept., May 1933.

32 Supt. Rept., March 1933.

33 Supt. Rept., January 1933.

34 Supt. Rept., April 1933.

35 Supt. Rept., May 1933.

36 Ibid.

37 Supt. Rept., 1934. U. S. Department of Interior, National Park Service, "Equipment Sheet, Construction Drawings," DT-4963, Devils Tower National Monument Maintenance Files.

38 U. S. Department of Interior, National Park Service, "Boundary Fence," DT-4948, Devils Tower National Monument Maintenance Files; Supt. Rept., 1934.

39 Supt. Repts., March 1933 and April 1933.

40 Supt. Rept., 1934.

41 Supt. Repts., April 1933 and 1934.

42 Supt. Rept., 1934.

43 Supt. Rept., May 1932.

44 Supt. Rept., May 1932, July 1932, and 1934.

45 U. S. Department of Interior, National Park Service, "Site Plan, Civilian Conservation Corps Camp," DT-002, Devils Tower National Monument Maintenance Files.

46 Supt. Rept., 1935. Only one report was prepared for 1935.

47 Ibid.

48 Ibid.

49 Ibid.

50 Supt. Rept., December 1939.

51 Supt. Rept., January 1940 and September 1940.

52 Supt. Rept., March-May 1936 and June 1936.



53 Supt. Rept., December 1935, January-February 1936, May 1939, and December 1939.

54 Supt. Rept., December 1939, January 1940, and March 1940.

55 Supt. Rept., July-August 1940, March 1941, and October- November 1942.

56 Supt. Rept., January 1940.

## CHAPTER III

### PART I: THE WAR YEARS

By 1941, the pace of developments at Devils Tower eased. World events captured the attention of Americans, and the Japanese attack on Pearl Harbor plunged the United States into war in December 1941.

Just prior to this event, an incident took place at Devils Tower which thrust it into national prominence for several days. On October 1, 1941, a professional parachutist named George Hopkins parachuted from a small airplane to the top of the tower. Hopkins, who held a number of world records for jumps in this period, conceived and executed this stunt without informing the National Park Service. Hopkins planned to descend Devils Tower with the assistance of a 1000-foot rope dropped from the airplane, but his plans went awry when the rope fell on the side of the monolith, stranding him. The dilemma of Hopkins and the National Park Service provided the nation's press with the perfect sensational event. The nation watched, while the Park Service considered various alternatives to rescue Hopkins. Meanwhile, food, water, and blankets were dropped to Hopkins. On October 3, Jack Durrance, an expert climber, offered to head a rescue party up the tower. Having led the second expedition to climb Devils Tower using climbing techniques, the National Park Service accepted Durrance's plan. On October 6, the rescue party ascended the tower and brought Hopkins down without incident. Hopkins'

dilemma had attracted around 7000 visitors over the 6-day crisis and generated national attention.<sup>1</sup>

The entry of the United States into World War II ended an era in the history of the National Park Service and Devils Tower. Visitation in the parks declined dramatically with gasoline rationing. Devils Tower reached a low of 5,114 in 1943.<sup>2</sup> The war effort diverted most of America's resources, resulting in austere funding. With the end of the WPA-CCC era, the intensive developments at Devils Tower ended. Facilities at the park were complete, except for employee housing. In contrast with the Depression years, Crook County now experienced serious labor shortages. The monument lost its clerk, leaving only Joyner and Heppler, the maintenance man, on the staff.<sup>3</sup>

In 1942, because of no construction and decreased visitation, Joyner and Heppler devoted much of their time to preventive maintenance. As a result, the park had no major maintenance problems for the first time. Joyner reviewed preliminary plans for employee residences, but this was really a paper exercise for planners, projecting needs after the war.<sup>4</sup>

With the war dominating life in the United States, the park staff contributed to the effort. On at least two occasions groups used the park facilities to raise money for the Red Cross and the War Bonds. In 1942, the Joyners hosted a card party to raise funds for the Red Cross and War Bonds. In 1945, the park staff allowed the 4-H Club and Homemaker's Association to use the museum portion of the Visitor Center

for a card party and auction to raise funds for the Red Cross. In addition, Joyner attended civil defense and fire control training. In 1944, because of a shortage of teachers, Laura Joyner resumed teaching at a local school after an absence of 14 years.<sup>5</sup>

During this period, Joyner was able to devote more time to resource protection. In April 1942, the fire hazard in the region was extremely high, primarily because of timber cutting practices. To alleviate the problem, the Forest Service hosted a meeting on proper timber harvesting procedures. Fifty-five mill operators attended the meeting. Later that year, the custodian persuaded adjacent landowners to clean up private dumps because of the dry season. In 1943, a sawmill commenced operations just southeast of the park near the entrance road, which proved to be an eyesore. The owner of the mill did provide an eight-man crew for fire protection in the area. After the end of the war in 1945, the mill was abandoned and not cleaned up.<sup>6</sup>

With the decrease in visitation during the war, the pressure of providing visitor services and interpretation declined considerably. In August 1945, Joyner reported that the relief model of Devils Tower in the museum allowed a young blind girl to "see" the monument by touching the model.<sup>7</sup>

Public relations and the local economic situation continued to interest Joyner during the war years. In 1943, he noticed a trend toward the consolidation of land ownership in the region. Six ranchers now owned

all of the ranches along the Belle Fourche River from Devils Tower to Hulett. Also, early in 1943, a Mr. Ikes of California purchased 10,000 acres of land near the monument. The Ikes had been residents of Crook County at one time. The custodian felt that larger ranches would benefit the local economy by providing more stability and would help public relations in that the Park Service would have fewer residents to deal with. He believed that relations with the local residents were good with the exception of National Park Service protection of the prairie dog colony on the south portion of the monument. In 1944, Joyner scheduled numerous public speaking engagements to counteract the adverse publicity generated over Franklin Delano Roosevelt's proclamation designating as Federal lands Jackson Hole National Monument.<sup>8</sup>

After the end of the war, the Custodian's Residence was remodeled twice. In late 1945, workers removed the third grade paneling around the fireplace and replaced it with knotty pine paneling. On February 10, 1947, a fire broke out in the Custodian's Residence, but fortunately it only destroyed the kitchen. The repairs included the replacement of studs, ceiling joists, floor frames, and the rehabilitation of the kitchen.<sup>9</sup> Just prior to the nearly disastrous fire, an era in the National Park Service administration ended with the resignation of Newell Joyner. He submitted his resignation on January 21, and it became effective February 23. Joyner retired to Lincoln, Nebraska, and opened a stamp collecting business.<sup>10</sup>

Raymond W. McIntyre replaced Joyner in 1947. He had previously served as a ranger at Glacier National Park and Mount McKinley National Park.<sup>11</sup> McIntyre served during the lean years after World War II and into the beginning of the Mission 66 Program.

In late 1947, McIntyre supervised the removal of the Ice House, located in the old maintenance area. In 1948, the maintenance staff cleaned up Residence 2, starting with a scoop shovel and finishing with a garden hose. "A decade accumulation of dead mice, beef bones, and just plain filth was dug out from underneath the sink and cupboards." Maintenance man Frank Heppler and his wife moved into the house. On June 11, 1954, a serious fire partially destroyed the house and had tragic results. Frank Heppler suffered serious burns and was under a physician's care. Even more serious, Mrs. Heppler suffered a heart attack because of the fire and died at the scene. The cause of the fire was not established, but it was to be hoped that the cause was not faulty wiring, since most of the park buildings were rewired in 1948. In November, because of the fire damage and the building's otherwise poor condition, McIntyre had the residence removed.<sup>12</sup>

McIntyre encountered some problems regarding resource protection. In the spring of 1948 he had serious problems with vandalism. Some "local talent" had smashed road signs in the park and had shot prairie dogs. They had also broken into Grenier's Store, located just outside the park. A window at the museum was later smashed by the vandals. The custodian believed that heavy drinking among local high school students

caused most of the trouble. The problems persisted until McIntyre wrote the local school boards to make them aware of the situation. During the hunting season in 1948, he issued tickets to two local residents for dressing out a doe inside the park. They were fined \$10 each and lost their licenses.<sup>13</sup>

In 1950, REA powerlines were installed in the monument. After some delays, because the first lines failed to pass inspection, the park received electric power from outside the park. To ease the housing problem, the park received a surplus housetrailer in 1954 to serve as temporary quarters.<sup>14</sup> Because of a lack of funding, the facilities in the National Park System began to deteriorate to the extent that various individuals became concerned and urged action.

PART II MISSION 66

By 1954, the National Park System had reached a critical juncture in its history. The system was accommodating 54 million visitors per year, yet only had facilities designed for 25 million visits per year.<sup>15</sup>

Moreover, the housing for the park employees was inadequate in many cases.

At Devils Tower, the Custodian's Residence provided the only adequate housing. Residence 2, which was a hovel, was removed after the tragic fire in 1954. Trailers relieved the housing shortage, but were also inadequate for permanent housing. The dilemma of the parks began to receive considerable publicity. The well-known historian, Bernard DeVoto, even suggested that the parks should be closed down, since there was not enough public concern to pressure Congress to provide adequate funding.

In 1955, under the supervision of Director Conrad Wirth, the National Park Service initiated a broad 10-year plan to upgrade facilities in the parks. To publicize the program, it was dubbed Mission 66, intended to end in 1966, the 50th anniversary of the National Park Service. The Mission 66 program identified and studied solutions for numerous problems that confronted the National Park System. Resource and visitor protection, staffing, interpretation, developments, use, financing, and legislation were all addressed in the program.<sup>16</sup>



Planners projected that the system could expect 80 million visits by 1966, hence facility improvements and developments were designed to accommodate this figure. The most significant developments included more than 2,000 new houses for employees, the improvement of concession facilities, more than 130 new visitor centers, and the establishment of the Stephen T. Mather and Horace M. Albright Training Centers.<sup>17</sup>

In the early 1950s, the National Park Service decided to remove the maintenance and administrative facilities and campground from the old headquarters area, where such activities were close to the tower. To accomplish this, planners and management recommended that additional acreage adjacent to the south boundary of the park be purchased. On August 9, 1955, Congress passed a bill authorizing the acquisition of 155 acres to provide suitable public campground facilities and other developments for the public benefit to facilitate administration. In November 1955, final plans were made for construction projects at Devils Tower, but no dates had been set. Between 1956 and 1962, numerous modern buildings were constructed in the new development zone at the south end of the park. The new construction included three new residences (1956-1957), a pumphouse (1958), a new administration building (1958-1959), three new comfort stations for the new campground (1960-1961), a new six-unit apartment (1960-1961), and a new utility building (1960-1962). A new large campground was also completed by 1960, and a contractor installed a new sewerline to service the Visitor Center and Custodian's Residence.<sup>18</sup> (It is doubtful that "a new sewerline to service the Visitor Center and Custodian's Residence," was

installed because most of the original line is still in use.) The leach field at the north end was replaced by a lagoon in the early 1970s. The maintenance staff devoted some time to repairing the old WPA-CCC buildings. In 1961, an inspector from the Midwest Regional Office inspected the crack in the basement floor and foundation of the Visitor Center and recommended that a portion of the floor and west wall be underpinned to stabilize the building. The Visitor Center west wall was underpinned more than 13 years ago. (A large concrete block was installed under the wall.) One sill log at the Entrance Station was again replaced only a few years ago, the south side bottom log. Also, both porch support logs--one at the Visitor Center and one at the Entrance Station--have been replaced since 1970. Then, in 1967, the maintenance crew obtained treated logs and replaced the sill logs of the Entrance Station.<sup>19</sup>

The inauguration of the Mission 66 program in 1956 coincided with the 50th anniversary of President Theodore Roosevelt's proclamation declaring Devils Tower a national monument. In 1955, the Wyoming State Legislature passed a resolution, requesting that the United States Postal Service design a commemorative stamp which was printed for the occasion. To celebrate the golden anniversary, Superintendent McIntyre and the Devils Tower Anniversary Committee decided to dedicate a day to each of the surrounding communities in the vicinity. On June 7, 1956 the annual Pioneers Picnic kicked off a summer of celebration. On July 1, 1,900 people attended a picnic honoring the nearby community of Belle

Fourche, and a week later, Spearfish Day attracted 1,700 visitors. July 14-22 was set aside as Mountaineer's Week, in honor of the growing numbers of climbers who ascended Devils Tower. Late in July, the park hosted Deadwood Day, attended by 1,630 people.<sup>20</sup>

August was also a busy month. August 12 was dedicated to Sundance, Wyoming, attracting a crowd of 2,280. The theme was "Legends of Sundance Mountain," from the mountain located 30 miles from the tower. August 19 was Lead Day with the theme the "Gold Rush," and a week later was Newcastle Day which adopted the theme "Cowboy Life and Stories of the Range." The Park Service and Forest Service sponsored Conservation Day on September 2 which included numerous exhibits and presentations dealing with the conservation activities of both agencies. Later in the month, Upton and Gillette were each honored with a picnic at the monument. On September 27, the anniversary of Roosevelt's proclamation, 1,800 people attended the commemoration ceremonies. Secretary of the Interior Douglas McKay and Director Conrad Wirth gave the keynote addresses.<sup>21</sup>

In 1956, the National Park Service reconsidered the incorporation of the Little Missouri Buttes into Devils Tower. The 1955 legislation authorizing the acquisition of land for the new development zone was revised to include the request for a feasibility study regarding the incorporation of the Little Missouri Buttes.

To gauge local opinion regarding the extension, the park hosted a public meeting in Sundance in October 1955. Because of advance publicity, the

meeting was well attended. The Wyoming State Game and Fish Commission became the bitter opponents of expansion. They would not acquiesce to the expansion unless federal legislation, authorizing the extension, included a provision that would allow hunting under State control.<sup>22</sup>

Although McIntyre and his successor, James F. Hartzell, continued to lobby in behalf of the extension in 1957 and 1958, the political climate made the incorporation of the Little Missouri Buttes a remote possibility at best. In 1959, Senator James E. Murray of Montana, chairman of the Senate Committee on Interior and Insular Affairs, introduced S.826 which proposed the incorporation of the Little Missouri Buttes into Devils Tower National Monument. When the bill was introduced in the Senate in March, the Wyoming Farm Bureau and the Wyoming Woolgrowers Association expressed their disapproval and lobbied against it. Then in April 1959, the Sundance Commercial Club withdrew their support for the proposed extension. The Senate bill was killed, and the National Park Service abandoned the effort. Local and regional opposition killed the proposed extension.<sup>23</sup>

With the beginning of the Mission 66 program, other changes took place that improved visitor services and protection at Devils Tower. On August 1, 1955, Donald Dayton became the first permanent ranger to be assigned to Devils Tower. Also, the park still had no telephone service in 1955. The superintendent exerted pressure to get service extended to the monument that year.<sup>24</sup>

In January 1958, James F. Hartzell replaced McIntyre as the superintendent. Hartzell's tenure marked the completion of Mission 66 developments at Devils Tower. Robert J. Murphy replaced Hartzell in 1963 and served until 1966, when he was replaced by Richard T. Hart in May 1966. Elvin T. Aaberg became acting Superintendent in 1968. In June 1970, Homer A. Robinson became superintendent and has served in that capacity to the present date.<sup>25</sup>

CHAPTER III - ENDNOTES

<sup>1</sup> Ray H. Mattison, Devils Tower: A History, pp. 17-18; U.S. Department of Interior, National Park Service, "Monthly Superintendent's Report, Devils Tower National Monument," October 1941. Hereafter these narratives will be cited as Supt. Rept.

<sup>2</sup> Mattison, Devils Tower, p. 18.

<sup>3</sup> Supt. Rept., January 1942.

<sup>4</sup> Supt. Repts., April 1942, August - September 1942.

<sup>5</sup> Supt. Repts., May 1942, June 1942, 1944, March 1945. Custodian Newell Joyner wrote only one report in 1944.

<sup>6</sup> Supt. Repts., April 1942, October - November 1942, December 1942, January 1943, February - March 1943, November 1945.

<sup>7</sup> Supt. Repts., August - September 1945.

<sup>8</sup> Supt. Repts., February - March 1943, 1944.

<sup>9</sup> Supt. Repts., December 1945, February 1947.

<sup>10</sup> Supt. Rept., February 1947.

- 11 Mattison, Devils Tower, p. 18.
- 12 Supt. Repts., 1948, September 1954, November 1954.
- 13 Supt. Repts., May 1948, November 1948, 1949.
- 14 Supt. Repts., July - September 1950, April 1954.
- 15 William C. Everhart, The National Park Service, New York: Praeger Publishers, 1972, pp. 34-35; John Ise, Our National Park Policy, Baltimore: Johns Hopkins Press, 1961, p. 546.
- 16 Ise, Park Policy, pp. 546-547.
- 17 Everhart, The National Park Service, pp. 35-37.
- 18 Supt. Repts., November 1955, October 1956, October 1958, June 1959.
- 19 Supt. Repts., August 1961, May 1967.
- 20 Supt. Repts., February 1955, July 1956.
- 21 Supt. Rept., September 1956.

22 Ibid.

23 Supt. Rept., November 1958.

24 Supt. Rept., August 1955.

25 Mattison, Devils Tower, pp. 18-19.



## CHAPTER IV

### HISTORIC STRUCTURES INVENTORY

#### Custodian's Residence (Residence 1)

This building was constructed with Emergency Conservation Works funds in 1931. After the preliminary plans were rejected in 1930, the Landscape Division of the National Park Service completed new plans on May 2, 1931. The residence is a rectangular structure with an extended wing. It had five rooms which included a living room, bedroom, kitchen, bathroom, and an enclosed porch. Set on a concrete foundation, the walls are of 12-inch logs, and the gable roof was covered with wood shingles. The doors are board and batten, while the windows were casement sash with six lights. Laborers completed the building in October 1931.

The building had been in service only a short time when the decision was made to remodel it. Based on drawings submitted by the Branch of Plans and Design, National Park Service, on December 9, 1935, the renovation included the addition of a large bedroom, a stone fireplace in the living room, the expansion of the living room, a one-car garage addition, and the excavation of a half-basement. According to a 1938 memorandum, the project was completed on September 26, 1937.

The residence is used for seasonal housing today. It has a living room, kitchen, bathroom, two bedrooms, garage, and a half-basement.

Drawings

"Custodian's Residence," Landscape Division, DT-4, 21 August 1930.

"Custodian's Residence," Landscape Division, DT-4A, 2 May 1931.

"Custodian's Residence Addition," Branch of Plans and Design, DT-40, 9 December 1935.

Photographs in Devils Tower National Monument File.

728 -- Custodian's Residence, January 18, 1936. This photograph shows the residence before the remodeling with peeled logs for the additions stacked nearby.

728 -- Log work on Residence, remodeling, April 1936.

728 -- Residence from drive, December 22, 1936. This photograph shows the partially completed exterior renovations.

728 -- Foundation Construction, August 10, 1937.

728 -- Custodian's Residence, May 1939.

796.54 -- Old Settlers' Picnic, June 7, 1931. Residence 1 is shown in the background.

Recommendation: The Custodian's Residence is of local historical significance by virtue of its association with the Great Depression- era programs such as the Emergency Conservation Works, the Works Progress Administration, and the Civilian Conservation Corps.

The residence also possesses some architectural significance as a good example of rustic architecture. The building possesses typical features of the rustic style which includes the use of native materials such as stone and log, proper scale, and few straight lines. As such, this building should be considered for nomination to the National Register of Historic Places along with the Visitor Center either as a collection of buildings or a small historic district.

"DT-2" Residence

There is no definite information on the origins of this building. Located in the Old Utility Area, DT-2 suffered serious damage from a fire in 1954 and was demolished. Because the residence was always referred to as DT-2, it may have been the Shelter Cabin constructed near the base of the tower in the 1920s. The Shelter Cabin was removed

around 1933 to make room for the Visitor Center parking area and may have been moved to the utility area for housing. The fact that the residence was always referred to as DT-2 and that the drawings for the Shelter Cabin were numbered DT-2 suggests that the residence was the Shelter Cabin. The residence had two bedrooms, a living room, and a kitchen. A fire destroyed the residence on June 11, 1954, and the ruins were removed that summer.

Photographs: Devils Tower National Monument File.

728 -- Front view DT-2, October 2, 1951. Built in 1931, according to the caption, the photograph shows the front elevation which is frame construction with a log rear.

728 -- DT-2, June 1954. This photograph shows the fire damage to the exterior.

728.3 -- Old Repair Shop, August 3, 1938, DT-2 is shown in the background.

Visitor Center No. 3

The National Park Service constructed a Visitor Center/Administration facility in 1935 to improve visitor services and resource protection. The Branch of Plans and Design, Office of National Parks, Buildings, and

Reservations completed drawings on January 11, 1934, after a more elaborate design had been rejected in 1933. Building materials were purchased with Emergency Conservation Works (ECW) funds, while the Civilian Conservation Corps provided labor for the project.

The building is a log and stone structure set on a steep incline in the Old Headquarters Area at the base of Devils Tower. The rear wall is constructed of sandstone and mortar and has buttressed corners. The walls are log with reverse saddle notching and cement chinking. The roof is simple gable with 6-inch log rafters and covered with wood shingles doubled every fifth course. The interior was remodeled in 1961.

Photographs: Devils Tower National Monument File.

727.6 -- Museum Building, 1936. This photograph shows the structure near completion.

727.6 -- Administration Building, January 26, 1937.

727.6 -- Museum Building, May 1939.

727.6 -- Visitor Center, 1959. This photograph indicates that the exterior of the building retained much of its integrity over the years.

727.6 -- Deterioration of Visitor Center, September 1963. This photograph shows foundation settlement of the west wall.

Plans: N.M. DT-2023a

N.M. DT-3004a.

#### Entrance Station

The Entrance Station was built with Emergency Relief Act funds in 1940. It is identical to the Caretaker's Cabin at Aspenglen Campground, Rocky Mountain National Park, which was removed. The Entrance Station is a small rectangular one-story log structure set on a sandstone foundation. The exterior log walls are joined by reverse saddle notching, chinked with full sapling poles, painted brown, and have buttressed corners. The roof is a simple gable roof covered with wood

shingles. It was used as a residence at one time, the interior is divided into a bathroom, bedroom, and a small living area that included a kitchen. Today the building is used for storage.

Drawings

"Entrance Station," Branch of Plans and Design, DT-2002, 1939; DT-2002A, 1941.

Photographs

728.992 -- "Entrance Station," no date. Possibly taken shortly after completion.

728.992 -- New Entrance Station Booth, 1957. Shows Entrance Station with new frame kiosk.

Residence 5

Residence 5 is a Mission 66 home constructed in 1957 for employee housing. The building is located in the new headquarters area in the south portion of the monument. Carlson Construction Company of Newcastle, Wyoming, constructed the quarters. The building cost \$19,508.05.

It is a rectangular ranch style structure with a low pitch roof and lap siding. The building has a kitchen, living room, a bathroom, three bedrooms, and an attached garage. Construction began on July 6, 1956, and was completed on July 15, 1957.

The design considerations for Mission 66 buildings were quite different from the philosophy that dictated design in the WPA-CCC-era. Supervisory Park Ranger W. Ted Hackett, Devils Tower National Monument, outlined the design considerations in the Master Plan Development Outline in February 1958. He wrote that "future buildings were to be low one-story structures, kept below natural vegetative cover." Housing would be single story ranch structures, popular in the vicinity. The approved document recognized no special historical, archeological, or special considerations related to design of future buildings. The surrounding setting should influence design criteria.



Residence 6

The Old Maintenance Area included numerous rustic log structures and was the center of maintenance and construction activities from the 1930s until about 1964, when maintenance activities shifted to the new headquarters area in the south portion of the monument. It formed the most complete rustic maintenance yard of log construction in the Rocky Mountain Region. The following is a list of buildings included in the maintenance yard.

The Equipment Shed, No. 7, was designed in 1935 and constructed with Emergency Conservation Works funds in 1937. It was a large rectangular structure with a saltbox roof. It was a log building with eight stalls and a dirt floor set on concrete footings. A local rancher purchased and moved the structure between 1963 and 1965.

The Utility Building, No. 8, was designed as an equipment shed by the Landscape Division in 1932. The building was completed in late 1933. It was a rectangular log structure with three stalls. The roof was a simple gable roof covered with wood shingles. Workers poured a 4-inch concrete floor in this building. It was remodeled in 1941 for use as a utility and carpenter shop.

The Gas and Oil House, No. 9, was constructed in 1937 with ECW labor and funds. It was a 12- x 10-foot rectangular log structure with a simple gable roof and concrete floor.

The Warehouse (Barn), No. 10, was designed by the Branch of Plans and Design in 1936 and constructed with ECW monies in 1937. Designed for use as a barn, the interior included a hay storage area, three stalls, a tack room, and a grain room. The log building had a simple gable roof covered with wood shingles and an 8-inch log ridge cap. The building was converted to a warehouse in 1949 and wired for electricity in 1954.

The Generator House, No. 11, was built in the 1930s with Public Works Administration funds. It was a small one-story frame building with a simple gable roof covered with rolled asphalt. Because it was set in the hillside below the Custodian's Residence, the walls were constructed of wood and concrete. The building did not contribute to the rustic theme of the district. Plans numbered DT-2005 existed for the building, but the author could not locate the originals either in the park maintenance files or in the microfiche repositories.

The Ice House, No. 14, was constructed in the 1930s. No plans or maintenance file exists for the building. According to a master plan outline development chart, dated January 1954, the Ice House had been removed in 1954.

#### Pumphouse (No. 12)

The Branch of Plans and Design completed the drawings for the pumphouse in 1934 and the structure was completed with Public Works Administration funds in 1935. The building was located south of the headquarters area and housed an electric pump and concrete cistern for transferring water from nearby springs to the headquarters area. It was an 8 x 10 foot log structure with buttressed corners. The roof was gable covered with wood

shingles. The pumphouse was removed after 1965.

Firehose House (No. 13)

The Firehose House is located between the Visitor Center and Custodian's Residence. The building was designed by the Branch of Plans and Design in 1936 and was probably constructed in 1937. It is a small log structure with reverse saddle notching set on a stone footing and floor, and has a shed roof covered with wood shingles. Prior to 1953, the building was No. 15.

#### Pit Toilets (No. 16 and 17)

Both pit toilets were located in the old campground north of the Custodian's Residence. They were built in the 1930s, probably rebuilt in 1951, and removed when the campground was obliterated.

#### Comfort Station

The Comfort Station is located in the Belle Fourche River area campground. It was built in 1960 with Mission 66 funds. It is a frame structure with cedar siding. It is set on a concrete foundation and floor. The roof is a very low pitched gable covered with composition. The Julien Construction Company began construction on May 5, 1960, and finished the structure October 27, 1960. The building cost \$12,429.86.

#### Residence-Duplex

This was a proposed Mission 66 structure. It was listed as a proposed project in the new Administration area. (Master Plan Development, Outline Building Chart.) The proposal was dropped probably because of enough housing.

Multiunit Residence

The multiunit residence was a six-unit apartment designed in 1960. The Purvis Construction Company began construction in June 1960 and completed it in June 1961. It is a 115- x 24-foot structure with four utility apartments and two one-bedroom apartments. The total cost was \$55,442.75.

Utility Building

The Utility Building is a one-story structure with concrete foundation and floors. It has concrete block walls and a shed roof covered with gravel and tarpaper.

The Purvis Construction Company began construction in June 1960 and completed the project on December 31, 1962. According to documents the work and some storage rooms were heated and insulated--only part of the ceiling was insulated, there was no wall insulation as constructed.

Visitor and New Administration Building

The Visitor and Administration building was a Mission 66 structure built in 1958. The Shouten and Moorman Company of Denver, Colorado, initiated construction on April 7, 1958, and completed it in December 9, 1959. It is a frame structure with a very low pitched gable roof. The exterior walls are wood, glass, and cement block. The roof is covered with gravel and tarpaper. The structure cost \$31,000.

Residence (5, 6, and 24 are all the same except one floor plan was flipped)

This is a ranch-style Mission 66 structure built in 1957. The Carlson Construction Company of Newcastle, Wyoming, initiated construction on July 7, 1956, and completed on July 15, 1957. It is a frame structure with a concrete foundation, hardwood floors, and a very low pitched roof covered with tarpaper and gravel. The residence has three bedrooms, a living room, dining room, kitchen, bath, garage, and stoves (wood) replaced fireplaces.

Pumphouse

It is in the utility area, built 1958. Built over a well drilled to supply CCC camp. The well supplies the campground today. This has been obliterated by removing the roof and filling the hole with dirt. The campground gets water from the Madison well drilled and filled with a pump in 1965.

Comfort Station (There are three identical comfort stations; two in the campground and one in the picnic area.)

It was built in 1960 and was a Mission 66 project. It has frame walls, a concrete floor and foundation, and a very low pitched roof covered with composition. It was constructed by Julien Construction Company, Cody, Wyoming. Construction was started May 5, 1960, and completed December 4, 1961. It cost \$12,429.87 to build.