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**A HISTORY OF THE NATIONAL  
PARKS IN COLORADO**

by

**Edmund B. Rogers**

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## ABOUT THE AUTHOR

**Edmund B. Rogers** was born in Denver, attended Cornell University for one year, and went back to Yale where he got his BA in the class of 1915. After two years with the Colorado National Bank, he became associated with the American Red Cross and later assumed the post of superintendent of the Rocky Mountain National Park. This eventually led to his appointment of superintendent of Yellowstone National Park in 1936 until his retirement. His interest in the national parks of Colorado is professional as well as personal. He and his wife, Sarah, have been prominent in Denver circles. Mr. Rogers is a member of the Colorado Mountain Club, of which he was charter member and president for two years. He is also a member of the University Club, Mile High Club, Cactus Club, and Rotary.

# A History of the National Parks In Colorado

by **Edmund B. Rogers**

The philosophy of land use and management of areas in the Federal Park System is spelled out in the Act of August 25, 1916, establishing the National Park Service. The act instructs the Service to promote and regulate the use of the areas under its administration by such means and measures as to conform to the fundamental purposes for which they were established. It defines the purposes to be to "conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

There are today eleven areas in Colorado which are administered by the National Park Service. Two of these areas are National Parks, one National Historic Site, six National Monuments and two National Recreation Areas. The two national parks, Mesa Verde and Rocky Mountain Parks were established by specific acts of Congress. Bent's Old Fort National Historic Site on the old Santa Fe Trail in the Arkansas Valley was recently authorized by the Act of June 3, 1960 after the State Historical Society offered to deed the tract to the Federal Government.

The National Park Service, under an interbureau agreement with the Reclamation Service, manages the recreational use at the Navajo National Recreation Area in the San Juan River basin and Shadow Mountain National Recreation Area near Grand Lake.

Under the Antiquities Act of June 6, 1906, eight National Monuments in Colorado have been set aside by Presidential Proclamation. Of these, two have been abolished by Acts of Congress.

The National Monuments created in Colorado under authority of this act are:

*Wheeler*

December 7, 1908. A little known tract of badlands high above Creede, in the San Juan Mountains. It was abolished as a national monument and returned to the administration of the U. S. Forest Service by the Act of August 3, 1950.

*Colorado*

May 24, 1911. Sheer-walled canyons, towering monoliths and weird formations hewed by erosion in sandstone along the Colorado River west of Grand Junction.

<i>Dinosaur</i>	October 4, 1915. This area on the Utah-Colorado border contains fossil remains of dinosaurs and other ancient animals. Boundary was extended into Colorado to include spectacular canyons cut by the Green and Yampa Rivers through upfolded mountains, by Proclamation of July 14, 1938.
<i>Yucca House</i>	December 19, 1919. Unexcavated ruins of large prehistoric Indian pueblo in far southwestern Colorado.
<i>Hovenweep</i>	March 3, 1923. Six groups of remarkable prehistoric towers, pueblos, and cliff dwellings in Utah and Colorado.
<i>Holy Cross</i>	May 11, 1929. The face of the mountain bearing the Holy Cross. It was abolished as a national monument by the Act of August 3, 1950 and lands returned to the administration of the U. S. Forest Service.
<i>Great Sand Dunes</i>	March 17, 1932. Among the largest and highest dunes in the United States were deposited over thousands of years in the San Luis Valley by southwesterly winds, rising against the lofty Sangre de Cristo Mountains.
<i>Black Canyon of the Gunnison</i>	March 23, 1933. Awe-inspiring, sheer-walled canyon with shadowed depths accentuating the darkness of ancient rocks of obscure origin.

The areas administered by the National Park Service fall into three broad categories:

- Natural History.* This group includes the great scenic areas with which we are all familiar. These are the areas in which nature is encouraged to follow its course.
- Human History.* These are the areas of national significance that are identified with the activities of man, both historic and prehistoric. In this case it is man's modification of the environment or association that gives it some quality which is being preserved.
- Use Areas.* This group was established predominantly for recreation use. Included in it are the National Recreation Areas, the National Seashores, National Parkways and the National Capitol Parks.

The establishing of areas for national protection and preservation only by specific acts of Congress was cumbersome and ineffective but the Congress was long reluctant to relinquish its prerogatives or to delegate its authority. After a series of proposals extending through many sessions,

Congress passed, and the President approved on June 6, 1906, an act to authorize the designation of areas to be known as national monuments. Under this act, known as the Antiquities Act, the President is authorized to set aside by proclamation, historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest which are situated upon lands owned or controlled by the Government.

Yellowstone National Park, the first of the Federal parks, was established in 1872. Three years later a portion of the military reservation on Mackinac Island in Michigan, was designated a national park. Remote in concept from our present ideas of a national area, Mackinac National Park was ceded to the State of Michigan in 1896 and is now forgotten as a national area. After this only one area, a grove of redwoods in California, antedates the first proposal to set aside a national park in Colorado.

It must be borne in mind that the forest reserve and national park concepts grew up side by side, probably stemming from the same root. It was not until the turn of the century that the two philosophies of land use as we know them today were distinctly separated. In the Act of 1890 which made the original withdrawal of lands which now comprise parts of Yosemite, and Sequoia National Parks, the word "park" does not appear. They were "reserved forest lands." The first proposals to set aside Glacier National Park were for "reserved forest lands." The Yellowstone Timberland Reserve, the first withdrawal under the basic Forest Reserve Act of March 3, 1891 which authorized the President to withdraw forest lands by proclamation, was placed under the administration of the Yellowstone National Park, and the park regulations for land use were applied to it. It was considered a part of the park to the extent that bills were later introduced to add it to the park. When the forest reserves were transferred from the Department of the Interior to the Department of Agriculture in 1905, the transfer of the parks with the forest reserves was considered by Congress.

Now we will turn to Colorado and review the history of the various proposals to establish parks in that state.

Hot and mineral springs have always caught the human fancy. Possibly the dominant interest grows out of some real or fancied medicinal and healing qualities they offer. Certainly legend and superstition have colored the approach. Proposals in Congress to reserve specific hot springs areas, and even to withdraw from entry all hot springs on the public domain have been perennial subjects of discussion.

Hot and mineral springs occur in almost every state of the Union. There are many in widely scattered parts of Colorado: Manitou, Idaho Springs, Glenwood, Poncha Springs, Waunita, Ouray, Pagosa and Hot Springs in Grand County and many others have been exploited. Hot

Springs of Arkansas, now a national park was withdrawn and reserved as early as 1832. In the proposal in 1864 to grant the Yosemite Valley to the State of California, hot springs were featured. The unique hydrothermal phenomena was the dominant consideration in the establishment of Yellowstone. Platt National Park in Oklahoma was originally withdrawn for its medical springs.

We have been discussing hot springs because the first proposal to establish a Federal park in Colorado, only six years after the Yellowstone was set aside, centered around Pagosa hot springs.

These springs first came to be known by the white man in 1859 when an expedition of the United States Topographical Survey explored the region. The springs had been frequented and used from time immemorial by both the Ute and Navajo Indians. Pagosa is said to be an Ute word meaning "healing waters."

In 1871 a Hot Springs reservation at this site comprising a mile square surrounding the principal springs had been set aside by Executive Order of the President. Fort Lewis Military Reservation comprising six square miles surrounding the hot springs reserve was established in 1878. In 1880 the hot springs reservation was designated a townsite, platted and opened to entry. The Army Post was abandoned in 1882.

In the 45th Congress (1877-1878) two identical bills were introduced carrying the title, "Relating to the Pagosa Hot Springs in the State of Colorado," in the Senate (S951) by Teller, and (HR4924) in the House of Representatives by Patterson. The act provided for the appointment by the Secretary of the Interior of a superintendent whose duties were to oversee the reservation, improve and protect it from deprivadation. It does not specifically establish a park but it does so by implication. While the legislation was supported by a memorial of the Legislature of Colorado, the House bill was not reported out of Committee and the Senate bill was reported adversely.

The protection of the Pagosa Hot Springs did not come again in Congress until eight years later in the 49th Congress (1885-1886). In the interim the hot springs reservation had been opened to entry and the military post had been abandoned. On December 21, 1885 a bill, (HR194) was introduced in the House by Mr. Symes, carrying the title, "To establish a public park at Pagosa Springs in the State of Colorado." It provided that the described lands should be under the control of the Secretary of the Interior and, "hereafter be known as Bruno's Park." The described lands apparently included only those lots in the townsite which had not been patented. An identical bill (S1073), was introduced in the Senate by Senator Bowen on January 13, 1886. It was reported out of the Public Lands Committee with amendments which

provide that the lands be granted to the State of Colorado as a public park. No further action was taken on either bill. A memorial of the Legislature of Colorado supported the legislation.

Mr. Symes introduced the bill (HR1256) again in the next, 50th Congress (1887-1888). It was not reported out of committee.

In the 51st Congress (1889-1890) a bill (S2845) carrying the same title was introduced on February 25, 1890 by Senator Teller. The bill made the described lands a grant to the State of Colorado with some restrictions. Although a petition of the citizens of Pagosa Springs and Archuleta County protested against the bill, it was reported out with amendments and passed the Senate just at the end of the second session. The House did not act upon it.

A bill (HR7059) introduced by Mr. Townsend on February 17, 1890 in this Congress providing for the establishment of Bruno Park as a federal area was not acted upon. The name honors Felix Reville Brunot (misspelled Bruno in the bills), who was for several years a member of the Board of Indian Commissioners, and was identified with the region as the result of important but now forgotten treaty negotiations with the Ute Indians. These treaties opened up the western half of the State of Colorado.

This sorry of the efforts to establish a federal park or the equivalent at Pagosa Springs was the first proposal made by the people of Colorado to accomplish anything of the sort. It came to nothing. Today the principal use of the hot springs is to provide heat for both public and private buildings.

In the 51st Congress (1889-1890) another proposal to establish a park appeared in Congress. Senator Wolcott of Colorado introduced a bill (3411), "To establish and maintain a national park in the State of Colorado." The lands involved comprised an immense tract of approximately 1,885 square miles, "lying near the head waters of the Yampa, White and Grand (Colorado) Rivers, commonly called the White River Plateau." The area included practically all of the White River Plateau or the "Flat Tops." It was bounded on the north and east by the Yampa River and on the east and southeast by the Colorado River, then called the Grand.

The bill was not reported out of committee and no further action was taken on it. The proposed park included a magnificent forest stand but no well known scenic points except possibly Trappers Lake. The project was one of the forerunners of the establishment of national forests. With the passage of the basic forest reserve Act of March 3, 1891, a large portion of this area was set aside as the White River Plateau Timberland

Reserve, by Presidential Proclamation of October 16, 1891. It was the second reservation set up under this act.

We turn now to another project for a national park in Colorado and the first to succeed. The prehistoric relics of Mesa Verde were first brought to public attention in 1876 with the publication of the Hayden Survey reports of 1874, 1875 and 1876. The pictures of cliff dwellings taken by Wm. H. Jackson had wide distribution. In the next few years many scientific studies were made which resulted in new discoveries and brought out immense quantities of artifacts. Pot hunters moved in and raided the unprotected structures. The pottery, tools and relics were widely scattered. Large collections went to Sweden and to the University of Pennsylvania. The State Historical Society of Colorado acquired a display that had been shown at the Columbia Worlds Fair in Chicago.

As early as 1886 a small but vigorous and untiring group of women dedicated themselves to preservation of the area and to salvaging of what had been passed over. For twenty years they worked tirelessly for support of the project. They gave lectures and in 1894 circulated petitions addressed to Congress. They solicited aid from various scientific and archeological organizations. At first they operated as an independent group. In 1897 they affiliated themselves with the Colorado and National Federation of Womens Clubs, and became the Committee for the Preservation and Restoration of the Cliff and Pueblo Ruins in Colorado.

The obstacles in the way of the committee's program were tremendous and seemingly insurmountable. The outstanding structures were located on Indian Treaty tribal lands. There was no legal authority under which these lands could be purchased or leased. The Indians had to be dealt with as a tribe. The chiefs quarreled among themselves and were jealous of each other and their holdings. The committee itself was also torn by a lack of unanimity and by clashes of personalities.

In 1900 the committee incorporated a non-profit Colorado corporation under the name of the "Colorado Cliff Dwellers Association." Those signing the articles were the following women, nearly all leaders and at that time widely known.

Luna A. Thatcher	Emma Eldridge
Virginia Donahue McClurg	Katherine Sumner
Lucy E. Peabody	Melissa Lewis Lewis
Anne Whitemore	Lena Allen Stoiber
	Rebecca J. Lowe

In 1900 the association negotiated a ten-year lease with the Weemanuchee tribe of Utes. The lease was submitted to the Department of the Interior. The Department would not approve it for several technical



reasons, chiefly because there was no authority in law for making the lease.

With the help of Senator Wolcott the Civil Sundry Appropriation Act of March 3, 1901 carried a rider which authorized the lease. The previous objections were overcome and the lease was approved by the Department of the Interior later that year. Alva Adams and David G. Fairley executed the necessary performance bond.

On February 22, 1901 in the closing days of the second session of the 56th Congress (1899-1900) Congressman Shafroth introduced a bill (HR14262) under the title, "Creating the Colorado Cliff Dwellings National Park." It was not reported back by the Public Lands Committee.

In the following Congress the 57th (1901-1902), two bills (HR7461) and (HR6270) were introduced in the House of Representatives by Messrs. Bell and Shafroth. While these bills were supported by a memorial of the Colorado Legislature, neither was reported back. However, in this Congress authority was enacted authorizing the Secretary of the Interior to negotiate for the relinquishment by the Indians of the tract and an appropriation for a survey of the mesa was provided.

In the 58th Congress (1903-1904) two bills "Creating the Colorado Cliff Dwellings National Park," (HR6784 and HR15986) were introduced in the House of Representatives by Messrs. Shafroth and Hogg. The Hogg bill was reported back with amendments but got no further action.

Bills under the title, "Creating Mesa Verde National Park," were introduced again in both Houses of Congress, the Senate Bill (S3245) by Patterson and the House Bill (HR5998) by Hogg, in the 59th Congress, 1905-1906). The House bill was passed by both houses and was signed by the President on June 26, 1906 to become the organic act of Mesa Verde National Park.

The battle was only partially won by the passage of the act establishing the park. The lands set aside by the act did not include any land within the Indian Reservation. However, the act did provide protection to all ruins within five miles of the park. It was not until 1913 that Congress ratified a treaty with the Utes and extended the park boundary to include the Indian lands. The victory was won!

The next proposal for a national park in Colorado also appeared in the 59 Congress (1905-1906). On December 6, 1905 Mr. Brooks of Colorado introduced in the House of Representatives a bill (HR4545), "Creating the Royal Gorge National Park," and another bill (HR4546) to cede the Royal Gorge to the city of Canon City. Senator Patterson introduced in the Senate on January 15, 1906 a bill (S3246) creating the Royal Gorge National Park, and on the same day another bill (S3247) ceding the Royal Gorge to the city of Canon City. On February 21, 1906 Mr. Brooks

introduced another bill (HR15344) to set apart the Royal Gorge as a public park.

The first House bill (HR4546) was passed by both Houses and was approved by the President June 11, 1906. As said above, the bill granted the Royal Gorge to the city of Canon City as a park. Some twenty-five years later the subject of establishing the park came up again. In the 71st Congress (1929-1930) Mr. Waterman on April 22, 1929 introduced a bill (S376) to repeal Cession Act of June 11, 1906 and set the area up as a national park.

The bill was not acted upon. The Royal Gorge remains today a municipal park of Canon City, commercialized by a toll suspension bridge and a cable railway.

The proposal to establish a national park in the Front Range of Colorado originated with Enos Mills who operated Longs Peak Inn. As early as 1910 he was, almost single handed, vigorously promoting the idea which he called the "Estes Park Project." He gave lectures, wrote articles and used every other resource within his reach. His approach



**Spring House, Mesa Verde National Park**

Denver Public Library Western Collection

was colored by an ardent distrust and dislike for the U. S. Forest Service. Unfortunately after the establishment of the park he turned against the Park Service too, and fought it with the same vigor with which he had supported its creation. He eventually was successful in having his property eliminated from the park.

The opposition to the park centered around the Forst Service. It was reluctant to surrender control over the lands concerned, and rallied to its side many private property owners as well as the mining, lumber and grazing interests.

The Colorado Mountain Club picked up the proposal and made the creation of the park its first major project. Although still in its infancy, having been organized in 1912, the club's influence reached far beyond the scope of Enos Mills' reach. The club won the support of other conservation groups, chambers of commerce, and service organizations, and gained nation-wide support for the project.

The first bill which was drafted by the president of the club, James Grafton Rogers, was introduced in the closing days of the 62nd Congress, (1911-1912). Congressman Rucker of Colorado introduced the bill (HR28649) on February 6, 1913, and on the following day Senator Thomas of Colorado sponsored the bill (S8403) in the Senate. Both bills were referred to the Committees on Public Lands. Although supported by a joint memorial of the Legislature of Colorado, neither bill was reported out.

The proposed park straddled the Continental Divide from Hagues Peak on the north to the line of the Moffat Road on the south, comprising some 800,000 acres.

The bills were introduced again at the beginning of the 63rd Congress (1913-1914) in the House (HR1634) on April 7, 1913 by Mr. Taylor and in the Senate (S580) by Senator Thomas on the following day. Both bills were referred to the Committee on Public Lands. Although Mr. Taylor had sponsored the bill, he went on record as a member of the House Committee on Public Lands opposing the bill because it covered too much land. Both bills died in committee.

The bill was redrafted to pull the south boundary back to the vicinity of Arapahoe Glacier and introduced in the Senate (S6007) by Senator Thomas on June 29, 1914, and in the House (HR17514) on July 2, 1914 by Congressman Taylor. Although the area of the park had been cut in half it still did not satisfy Mr. Taylor who insisted that the area should be reduced to one third of the original proposal. Neither bill was reported out of committee.

The bill was again revised and the south boundary moved further in. It (S6309) was introduced in the Senate only, by Senator Thomas on

August 17, 1914 and referred to the Senate Committee on the Public Lands. It was reported out of that committee, (S Rept. 792) on April 16, 1914 with amendments which drew the south boundary back to the drainage of the Middle St. Vrain River, and was amended and passed in the Senate. In the House a public hearing on the bill was held late in December of that year. Those appearing at the hearing on the bill:

Governor Elias M. Ammons of Colorado	Enos A. Mills
Governor Elect George Carlson	Senator Charles S. Thomas
Senator John F. Shafroth	R. B. Marshall,
Mark Daniels, Superintendent and	Chief Topographer
Landscape Engineer	U. S. Geological Survey
National Park Service	

Practically all the testimony presented was favorable to the park.

The Front Range Settlers League, an intangible organization, continued to shout its objections. Charles E. Hewes, operator of the well known Hewes Kirkwood Inn, Estes Park, was its voice signing as Secretary, but he refused to reveal who constituted its membership.

At the close of the hearing Morrison Shafroth who was chairman of the Colorado Mountain Club National Park Committee, presented a stereoptical exhibition of the hand colored photographs taken by F. W. Byerly.

The bill was reported (H Rept. 1775) with some minor amendments from the House Committee on the Public Lands by Mr. Taylor on January 12, 1915. It was amended and passed by the House and was approved by the President on January 26, 1915.

The park as established comprised approximately a quarter of a million acres. However, the boundary has never been finally stabilized. Revisions are continually under study. Thirteen boundary revisions have been made by Congress since the park was created.

With the establishment of Rocky Mountain National Park the state became park conscious. Denver developed an elaborate program for a mountain park system. A proposal to establish a national park centering on Mt. Evans became a part of the plan. In the 64th Congress (1915-1916) Congressman Hilliard on February 25, 1916 introduced a bill (HR12276) carrying the title, "To establish the Denver National Park in the State of Colorado, and for other purposes." The bill was never referred out of Committee.

Earlier in the same Congress, bill (S8064 and HR20754) were introduced making an appropriation of \$200,000 for the construction of a scenic road to Mt. Evans and granting the City of Denver the right of way over the public lands within a mile of said road.

In the following Congress 65th, (1917-1918) the bill to establish

Denver National Park was again introduced in both Houses of Congress by Senator Shafroth (S3587) and by Mr. Hilliard (HR9229). The bills were not reported out of committee. The project died.

It was almost twenty years before another proposal to establish a national park in Colorado was introduced in Congress.

On June 29, 1946 in the 79th Congress (1945-1946) Senator Johnson of Colorado introduced a bill (S2395) carrying the title, "To establish a National Elks Scenic Area and Park in the San Juan Range of the Rocky Mountains." The lands involved were described as "so much of the San Juan Range of the Rocky Mountains in Colorado as is included within the Uncompahgre, the Montezuma, the San Juan and the Rio Grande National Forests." This tract comprises almost the entire mountain section in southwestern Colorado. It placed jurisdiction in the Secretary of Agriculture and directed him "to develop and maintain the area as a scenic and recreational area without interfering with other uses authorized under applicable provisions of law relating to national forests." It further authorized the construction and maintenance of roads, trails, ski courses, buildings and other works, and the establishment and operation of facilities to service the convenience of the public in carrying out the purposes of the act. It also provided for reasonable charges for the use of such facilities and the expenditure of the revenue in carrying out the purposes. It authorized an appropriation in the sum of \$2,000,000 in carrying out the purposes of the act. The bill carried a new concept of national park use in that it tied the administration into the Forest Service activities.

The background of this bill is not available. Senator Johnson tells me that he cannot remember introducing the bill nor the source of pressure behind it. He says that from the title of the bill it probably had something to do with the Fraternal Order of Elks. He dismissed the subject with the suggestion that he probably introduced the bill, as he did many other, just to satisfy some pressure at the moment.

Senator Johnson introduced the bill (S251) again on January 15, 1947 in the next Congress 80th, (1947-1948). Neither of the bills was reported out of committee.

Some of the finest mountain scenery in Colorado is to be found in the San Juan and San Miguel Mountains. Being quite inaccessible, it is little known and is frequented only by relatively few hardy mountaineers. However, through the years the proposal to establish a national park in the San Juan Mountains has come up again and again, and has been the subject of various studies. Today there is a committee of the Colorado Mountain Club working on a project.

Turning back many years to the 49th Congress (1885-1886) we find

probably one of the most fantastic and puzzling proposals in the history of national park legislation.

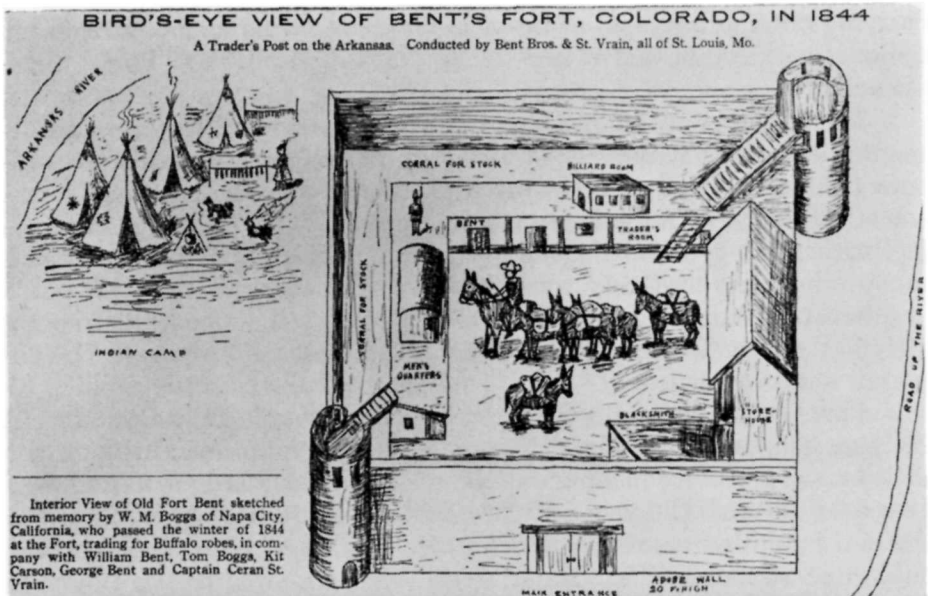
On March 6, 1886 Congressman Bunnell of Pennsylvania introduced a bill (HR6580) carrying the title, "To protect and preserve the scenery in South Park, Colorado, known as the Garden of the Gods." When printed the title was changed to read, "To preserve and protect the Garden of the Gods, in Colorado from spoliation, and to create a public park of the same." The bill was referred to the Committee on the Public Lands but was not reported out.

The text of Congressman Bunnell's bill is so curious and startling that it deserves reading in full. It is:

"Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, that the tract of land in the State of Colorado lying near the center of said state and described as follows to wit:

Commencing where the twenty-eighth degree of west longitude crosses and intersects the thirty-ninth degree of north latitude, and running east fifteen miles, thence south thirty miles, thence west thirty miles, thence north thirty miles, thence east fifteen miles, to the place of beginning,

is hereby reserved and withdrawn from settlement, occupancy, or sale





under the laws of the United States, and dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people, and all persons who shall locate or settle upon or occupy the same, or any part thereof, except as hereinafter provided, shall be considered trespassers and removed therefrom.

‘Sec. 2. That the said public park shall be under the exclusive control of the Secretary of the Interior, whose duty it shall be, as soon as practicable, to make and publish such rules and regulations as he may deem necessary or proper for the care and management of the same. Such regulations shall provide for the preservation from injury or spoliation of all timber, mineral deposits, natural curiosities or wonders within said park, and their retention in their natural condition. The Secretary may, in his discretion grant leases for building purposes in said park, and purchase those already built, yet so as that no corporation or person who has already acquired title or lawful possession, or both, in the bounds of said park, shall be deprived of any property without a fair compensation, freely accepted by such owner or possessor.

‘Sec. 3. That the Secretary shall provide against the wanton destruction of wild beasts or birds found within said park, and against their capture for the purposes of merchandise or profit. He shall also cause all persons trespassing upon the same, after the passage of this act, to be removed therefrom, and generally shall be authorized to take all such measures as shall be necessary or proper to fully carry out the objects and purposes of this act.’

So read the language of the law proposed. This legislation covers a vast area. It includes Pikes Peak, Colorado Springs, Colorado City, Manitou and now Cripple Creek but mentions none of them. It does not lie in South Park. It includes quantities of land, even then in private ownership. Indeed the Garden of the Gods itself is recited as the main subject was no longer government property. Two railroads already crossed the described tract. In short in 1886 when Bunnell offered this bill the area was a well populated section of Colorado including but not mentioning the most famous mountain in America.

The provisions of the bill follow, in general that of the Act of March 1, 1872 establishing Yellowstone National Park, with two exceptions. It recognizes the existing private patented land holdings and authorizes their acquisition. It also provides that any revenue derived from the the operation may be use dfor development and improvements.

The lands described are a 30-mile square, 900 square miles comprising 576,000 acres. This is approximately one-fourth the area of Yellowstone National Park and little over two times the area of Rocky Mountain National Park. The north boundary passed through the town of Woodland Park and bisected the present Air Force Academy reservation. The east boundary skirted Austin Bluffs near the present eastern

corporate limits of the city of Colorado Springs. The south boundary lay near Cooper Mountain, eight miles north of Canon City. Lake George is just outside the northwest corner of the tract.

Approximately 60% of the lands involved had been patented and were in private ownership. Part of the tract was subject to a previous withdrawal for Pikes Peak Military Reservation which had been established by an Executive Order of December 12, 1873, and was not relinquished until January 22, 1889.

Colorado City which had been briefly the second territorial capitol in 1862 had been platted in 1859 and became the first incorporated city in the state.

Colorado Springs had been laid out by General Palmer in 1871 when the first railroad reached its site. By the end of the first year the town boasted 150 buildings and a population of 800.

Manitou Springs had been platted by General Palmer in 1871 under the name of Villa La Font. The resort Manitou House had been built in 1872. The city was incorporated under the name of Manitou Springs in 1886.

Woodland Park, then known as Manitou Park was a flourishing mountain resort as early as 1875.

The Denver and Rio Grande Railroad had for many years crossed the proposed park at its eastern edge. The Colorado Midland Railroad had already pushed through Ute Pass from Colorado Springs and several communities had grown up along its line. The Manitou and Pikes Peak Railway had been incorporated in 1885 but the nine miles of track were not laid until 1889-1890. The 1890 census shows a population of El Paso County to be 21,239.

No available information reveals the origin or background of the introduction of this proposal in Congress. Bills do not appear spontaneously on the floors of Congress. They are always the result of pressure, either personal, local or national. Frequently a Congressman will introduce a bill to satisfy this pressure in the hope that his act will relieve him of any further obligation. It is a long and strenuous campaign to carry a bill through the complicated machinery and over the hurdles in Congress. In the great majority of bills introduced in Congress, the sources of the pressure behind them are quite obvious. In most other cases the pressure can be ferreted out with some research. However, the origin of the Garden of the Gods proposal is shrouded in mystery.

Frank C. Bunnell represented the 15th Congressional District of Pennsylvania, comprising the four counties of Susquehanna, Wayne, Wyoming and Bradford, in the northeast corner of the state. He had been elected to fill a vacancy in the 42nd Congress but was not reelected



again until the 49th Congress. He attended the Wyoming Seminary at Kingston, Pennsylvania. After a brief service as a volunteer in the Civil War, with a health discharge in 1863 he set up a mercantile business in Tunkhannock, Pennsylvania near his birthplace. Five years later he established the banking house of F. C. Bunnell and Company there. He was active in farming and local civic organizations. His contributions toward beautifying and improving the borough in which he resided were locally recognized. He listed himself as a farmer, merchant and banker.

In the first session of the 49th Congress he introduced a total of 32 bills of which all except the Garden of the Gods proposal were private. His only speech on the floor of the House was one on the subject of oleomargarine. He apparently was in poor health as many leaves of absence were recorded in the records.

Available records do not reveal that Mr. Bunnell ever visited the West or had any association with the dominant figures such as General Palmer, who were active in the development of the Pikes Peak region. Many of them were also Pennsylvanians, but the Congressman seems never to have known them.

There is nothing to indicate that the Colorado delegation in Congress showed any interest or took any part in the Pikes Peak proposal. Senators Teller and Symes and Representative Bowen were national park conscious. The latter two had introduced two Bruno Park bills in this same Congress and were pushing them through. In the following Congress Senator Teller sponsored a bill to authorize the construction of a road to the top of Pikes Peak.

The selection of the name for the proposed park is puzzling. The Garden of the Gods, picturesque as the name is, was this time little known and of scarcely more than local renown. It was in private ownership and was not returned to public ownership until 1909, when the children of Charles E. Perkins whose father had acquired it from the original patentee in 1879, deeded a tract of 480 acres to the city of Colorado Springs for a public park.

The dominant physical feature of the proposed park was, of course, Pikes Peak which was known throughout the nation but was not mentioned in the bill. It was one of the best known landmarks of the West. It had become the very symbol of the development of the Rocky Mountains. Countless covered wagons rolling across the Great Plains had carried the banner, "Pikes Peak or Bust." It is interesting to speculate as to what the fate of this proposed park might have been had it been identified with the magic name of Pikes Peak, and if established how its existence would have influenced the economy and development of the Pikes Peak region.

The foregoing recounts all that the records of Congress reveal of the history of projects for national parks in Colorado through the 80th Congress. It is a curious and unfamiliar chapter in our chronicles.