Form 10-300
(Dec. 1968)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES INVENTORY – NOMINATION FORM

(Type all entries – complete applicable sections)

STATE:	
Wyoming	
COUNTY:	
Teton	
FOR NPS USE ONLY	
ENTRY NUMBER	DATE
69-04-49-0009	4/16/69

1. NAME

COMMON: Miller Cabin

AND/OR HISTORIC:

2. LOCATION

STREET AND NUMBER: None

CITY OR TOWN: Jackson (county)

STATE	CODE	COUNTY:	CODE
Wyoming	49	Teton	039

3. CLASSIFICATION

CATEGORY (Check One)	OWNERSHIP	STATUS	ACCESSIBLE TO THE PUBLIC
District ☒ Building ☐	Public ☒	Public Acquisition:	Occupied ☐	Yes:
Site ☐ Structure ☐	Private ☐	In Process ☐	Unoccupied ☒	Restricted ☒
Object ☐	Both ☐	Being Considered ☐	Preservation work in progress ☐	Unrestricted ☐
				No: ☐

PRESENT USE *(Check One or More as Appropriate)*

Agricultural	☐	Government	☐	Park	☐	Transportation	☐
Commercial	☐	Industrial	☐	Private Residence	☐	Other *(Specify)*	☐
Educational	☐	Military	☐	Religious	☐		
Entertainment	☐	Museum	☐	Scientific	☐		

Comments ☒ (Projected to become a museum)

4. OWNER OF PROPERTY

OWNERS NAME: U. S, Government, Bureau of Sports Fisheries and Wildlife

STREET AND NUMBER: 777 East Broadway

CITY OR TOWN:	STATE:	CODE
Jackson	Wyoming	49

5. LOCATION OF LEGAL DESCRIPTION

COURTHOUSE, REGISTRY OF DEEDS, ETC: County Clerk, Teton County

STREET AND NUMBER: 181 South Cache

CITY OR TOWN:	STATE	CODE
Jackson	Wyoming	49

APPROXIMATE ACREAGE OF NOMINATED PROPERTY:

6. REPRESENTATION IN EXISTING SURVEYS

TITLE OF SURVEY: Wyoming Recreation Commission, Survey of Historic Sites, Markers and Mon.

DATE OF SURVEY: Summer and Fall 1967 Federal ☐ State ☒ County ☐ Local ☐

DEPOSITORY FOR SURVEY RECORDS: Wyoming Recreation Commission, Historical Division

STREET AND NUMBER: 604 East 25th Street

CITY OR TOWN:	STATE:	CODE
Cheyenne	Wyoming	49

SEE INSTRUCTIONS

STATE: | COUNTY: | FOR NPS USE ONLY | ENTRY NUMBER | DATE

69-04-49-0009 4/16/69

7. DESCRIPTION

CONDITION	*(Check One)* Excellent ☐ Good ☒ Fair ☐ Deteriorated ☐ Ruins ☐ Unexposed ☐	
INTEGRITY	*(Check One)* Altered ☐ Unaltered ☒	*(Check One)* Moved ☐ Original Site ☒

DESCRIBE THE PRESENT AND ORIGINAL *(if known)* PHYSICAL APPEARANCE

The Miller Cabin is really two cabins, both constructed of logs and typical of home construction during frontier times in the forested mountain valleys of the Northwestern United States. The two cabins are only a few feet apart and belong to a single homesite. The original cabin was the first home of Robert Miller and served in that capacity during the period connected with his forest service employment. The larger, two storied, home was built later and it is the structure which at one time served as headquarters for the National Elk Refuge.

SEE INSTRUCTIONS

9. MAJOR BIBLIOGRAPHICAL REFERENCES

See addendum

10. GEOGRAPHICAL DATA

LATITUDE AND LONGITUDE COORDINATES DEFINING A RECTANGLE LOCATING THE PROPERTY						OR	LATITUDE AND LONGITUDE COORDINATES DEFINING THE CENTER POINT OF A PROPERTY OF LESS THAN ONE ACRE					
CORNER	LATITUDE			LONGITUDE				LATITUDE			LONGITUDE	
	Degrees	Minutes	Seconds	Degrees	Minutes	Seconds		Degrees	Minutes	Seconds	Degrees	Minutes	Seconds
NW	°	'	"	°	'	"		43 °	29 '	20 "	110 °	44 '	06 "
NE	°	'	"	°	'	"							
SE	°	'	"	°	'	"							
SW	°	'	"	°	'	"							

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE:	CODE	COUNTY	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE

11. FORM PREPARED BY

NAME AND TITLE:
Nedward M. Frost, Historian

ORGANIZATION	DATE
Wyoming Recreation Commission	Feb. 26, 1969

STREET AND NUMBER:
604 East 25th St.

CITY OR TOWN:	STATE	CODE
Cheyenne	Wyoming 82001	49

12. STATE LIAISON OFFICER CERTIFICATION

As the designated State Liaison Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the National Park Service. The recommended level of significance of this nomination is:

National ☒ State ☐ Local ☐

Name Charles R. Rodermel
Charles R. Rodermel

Title State Liaison Officer

Date February 26, 1969

NATIONAL REGISTER VERIFICATION

I hereby certify that this property is included in the National Register.

Ernest Allen Connally
Chief, Office of Archeology and Historic Preservation

Date APR [illegible]

ATTEST:

William J. Lanigan
Keeper of The National Register

Date

SEE INSTRUCTIONS

8. SIGNIFICANCE

PERIOD *(Check One or More as Appropriate)*

Pre-Columbian ☐	16th Century ☐	18th Century ☐	20th Century ☒
15th Century ☐	17th Century ☐	19th Century ☒	

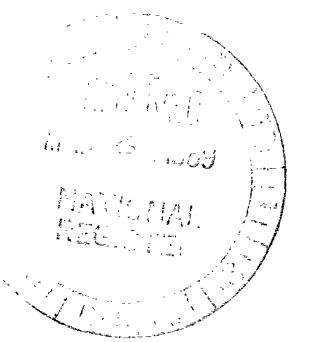
SPECIFIC DATE(S) *(If Applicable and Known)* 1903 - 1912

AREAS OF SIGNIFICANCE *(Check One or More as Appropriate)*

Aboriginal		Education	☐	Political	☐	Urban Planning	☐
Prehistoric	☐	Engineering	☐	Religion/Philosophy	☐	Other *(Specify)*	☐
Historic	☐	Industry	☐	Science	☒		
Agriculture	☐	Invention	☐	Sculpture	☐		
Art	☐	Landscape Architecture	☐	Social/Humanitarian	☐		
Commerce	☐	Literature	☐	Theater	☐		
Communications	☐	Military	☐	Transportation	☐		
Conservation	☒	Music	☐				

STATEMENT OF SIGNIFICANCE *(Include Personages, Dates, Events, Etc.)*

See addendum



SEE INSTRUCTIONS

Supporting Data - Historic Summary:

The history of the Miller Cabin would be no more than another episode in the settlement of another mountain valley had not circumstances of time and locality combined to place this cabin in a strategic position insofar as a new and developing philosophy of Federal responsibility, and the earliest practical results of the application of that philosophy, were concerned.

Robert A. Miller, born in Wisconsin in 1863, had already traveled and lived in Nebraska, Colorado and Montana when in 1883 or '84, being about twenty-one or twenty-two years of age, he first came into Jackson Hole. This was probably a look and see trip, or he may have been working for a party of travelers, a government survey or a livestock outfit. At any rate, he must have been pleased with what he saw because, in 1885, he returned to take up permanent residence.

He came into the valley from the Green River, over Union Pass and down the Gros Ventre. He did not drive the first wagon into Jackson Hole; that had been done a year or two previously by slightly earlier settlers. But he did settle on land on Flat Creek that provided natural meadows, and he shortly brought in a mowing machine and cut meadow and swamp grass to make hay and so helped to insure his own, and his few neighbors', livestock against starvation during the long, severe Jackson Hole winters. Also, he helped to pioneer a new and shorter wagon route, Teton Pass, leading to outside civilization and is credited by some of the valley's old-timers with driving the first team and wagon over that pass in the year 1897.

Miller's land on Flat Creek was a good producer of hay crops and so of cattle. He, himself, was evidently a good manager. In 1901 he helped to plat and organize the Town of Jackson. He later became president of the bank and, starting in 1920, Mrs. Miller was Mayor of Jackson for two terms.

Insofar as has been related to this point, there is nothing about the Miller Cabin Historic Site, except perhaps the late date of the settlement of the entire valley, that is out of the way or unusual. Mr. Miller was evidently an unusually capable man who played an important part in the settlement of a high mountain area -- an area even a little more difficult for the making of a pioneer livelihood than the average arid-land locality. But what was done by the pioneers there was actually little different than what had been done earlier in other mountain valleys of Montana, Wyoming and Colorado. The unusual thing was the place (the magnificent scenery) and the lateness of the time (when the federal government was finally awakening to the plundering of natural resources).

Aside from these two factors, the scenery and the late date, the history of the Miller Cabin Site is only important to the locality or, at the very outside, to the State of Wyoming. The building of the place, the hardships of its master and his contemporaries, the long winters and the short summers, these were all things duplicated in dozens of other mountain valley settlements. On the strength of his accomplishment, the cabin site is worthy of consideration for nomination as a state or local historic site.

But when consideration is given to the two exceptions -- the scenery and the late date -- and what these exceptions provided to make the Miller Site itself an exception, then we discover Miller's Cabin coming into focus as a site of national importance.

The fact that Jackson Hole was very late in settlement, possibly the very last valley in all the mountain states of Colorado, Utah, Idaho, Montana and Wyoming, is not surprising. Wyoming, whose mountains were singularly lacking in at least easy access precious metals, generally lagged behind the other regional states in settlements owing their existence to the mining industry. And all of northwestern Wyoming, being far removed from the two main transcontinental travel routes -- the Union Pacific and, later, the Northern Pacific -- lagged behind the rest of the state in settlement and development. Thus, it was the late 1870's and early 1880's before any recognizable settlements began to show themselves in the Big Horn Basin and, on the other side of the divide, in Jackson Hole; that phenomenon was even another half decade in making its appearance.

This late date is significant because it meant that, when nearly the entirety of the rest of the nation's continental expanse had so suffered from the depredations of uncontrolled exploitation that at last the federal government was aroused to action, the area bordering on the east and south of the Yellowstone Park -- including Jackson Hole -- was still a recognizable, essentially virgin and unspoiled, remnant of continental wilderness.

In the foregoing, then, are discovered the ingredients for a fascinating chapter of American history -- the conservation movement. Those ingredients were and, in varying degrees, remain: (one) a national conscience

beginning to register twinges of failing health stemming from rapaciousness and signaled from every section and extremity of settled land; (two) a citizenry accustomed to grabbing and converting nature's bounties without differentiation between capital and revenue and certainly not yet ready to relinquish what was taken and/or held through either legal or extra-legal means; and (three) a small amount of capital -- a remnant of continental wilderness--which had so far escaped any grasping hand. Almost certainly, it was predictable how these three ingredients would mix to form a compound -- at the beginning only the first and third mixing at all, and even now, decades later, the second mixing slowly and reluctantly under application of every possible artful persuasion and legal force. Thus, we have a movement which, though now well entered into its second half century, has not yet managed to outgrow many of the aspects of infancy.

Clearly a reluctant government, pressured to enact and enforce conservation measures on the one side and disputed, every step, by the forces of reaction and avarice on the other side, found it prudent to search out those places where it could apply the will of the first without too great a protest from the latter. What better places could be found than the last vestiges of continental wilderness? And so, but even there in only a foot dragging manner, the Jackson Hole Country became a practicing ground for the conservation movement.

The history of concern for forests and forest products by the United States Government is a long one -- starting with an act of February 25, 1799, to protect and acquire live-oak reserves pertinent to naval construction. But, continuing throughout nearly all of the 19th century, any efforts

to afford federal protection to the forests of the land fell before the objections voiced by the champions of the all-dominant philosophy of private enterprise. Finally, on March 3, 1891, a fundamental timber preservation act was passed, of which the most important section allowed the President of the United States to set apart and reserve public lands "wholly or in part covered with timber or undergrowth." Within two years' time President Harrison had withdrawn more than 17,000,000 acres of which by far the largest block, more than 6,000,000 acres, made up the Yellowstone Timber Land Reserve surrounding Yellowstone National Park. However, action was pretty well confined to the establishment of these withdrawals, and money was not appropriated for administration and protection. So, matters rested with authority for these reserves under the General Land Office in the Department of the Interior. While the government procrastinated, conditions were rapidly deteriorating on the Yellowstone Timber Land Reserve. Most of this deterioration was due to unrestricted livestock grazing and the practice of burning off timber stands to provide more grass and browse growth. By 1900 conditions were so bad as to arouse the concern of Mr. A. A. Anderson, an influential gentleman who, besides maintaining residences in New York and Paris, had a third one on the Upper Greybull River in Wyoming, the last named being located on the edge of the Timber Land Reserve to the east of Yellowstone Park. Mr. Anderson went directly to Washington with his problem and to President Roosevelt, with whom he was personally acquainted.

The result of Anderson's consultation with the President was an order to the Secretary of the Interior to create an administration for

the Yellowstone Timber Land Reserve -- incidentally, also a new title, Yellowstone Forest Reserve -- and to appoint Mr. Anderson as the first Forest Superintendent.

In the year 1902, A. A. Anderson, undoubtedly owing to his direct connection with the President, possessed what amounted to practically carte blanche in his administration of the Yellowstone Forest Reserve. He set his headquarters at his ranch on the Greybull and carved the Forest into four chief administrative divisions -- the Shoshone, Absaroka, Wind River and Teton.

The Teton Division was the area immediately south and southwest of Yellowstone National Park and was essentially what the Teton National Forest is today. Mr. Anderson also created a ranger force and an administrative control over it. As chief administrator of the Teton Division he chose Robert Miller, and Mr. Miller's headquarters were at his own home. Thus, in 1903, two years before the beginnings of the modern national forest service in the Department of Agriculture, the first Teton Forest Headquarters was at the Miller Cabin in Jackson Hole, Wyoming.

In 1905 President Theodore Roosevelt, with the aid of Gifford Pinchot, planned the reorganization of the government's efforts toward forest conservation which were then scattered through four bureaus in two departments. Owing to political pressures in the legislative branch, it wasn't possible to get this reorganization bill past the Interior Department Committees. Roosevelt, by a political trick, succeeded in getting the reorganization passed in an Agriculture Department bill. Due to this fact, the

modern Forest Service, as it is known today, is the only large administrator of federal lands outside of the Departments of the Interior and Defense. But the Forest Service of 1905 followed many of the divisions and procedures Mr. Anderson had set up under the Department of the Interior. Among those divisions is the 1968 Teton National Forest with headquarters at Jackson, Wyoming, only three or four miles from its original headquarters in Robert Miller's Cabin and within the corporate limits of the town Mr. Miller had helped to plat in the year 1901.

If the conservation movement got off to a slow start and was subjected to many delays in the protection of forests, it was even slower and had more trouble in trying to protect the wild animals that lived in or on those forests. But one of the first, and easily most important when measured in terms of national public interest, was the effort to save the great Jackson Hole Elk Herd. This herd of elk probably originally consisted of two main branches, one that wintered in the valley -- at least a part of them on the lands that Robert Miller and other settlers took up for ranch locations; the second branch migrated -- via the Gros Ventre River -- to the Green River and all the way on out to the Red Desert in search of winter pasturage. This latter route was through Union Pass, and when settlement fences on the Upper Green River effectively closed this route all the elk that had used it began to join those that had wintered on the Gros Ventre and Flat Creek in Jackson Hole. At the same time, the amount of available winter forage here was reduced by cattle belonging to the new Jackson Hole settlements. Reports, varying to some extent from year to

year, indicated that from ten to twenty thousand elk faced annual winter starvation rations and during severe winters a great fraction of the herd died.

The Honorable S. N. Leek, another early (1888-89?) settler in the valley and one of the first capable wild life photographers, took up his cudgel on behalf of the Wapiti. He wrote to the sportsmen's magazines and he sent them pictures of starving animals (Outdoor Life issues running through the years 1909, 1910 and 1911 were seldom without some copy from S. N. Leek) and he took himself and his pictures and went on the lecture circuit throughout major centers of population. He had himself elected to the Wyoming Legislature and he interested the state government in the Jackson Hole elk problem. He got results on a national scale and on a state scale; he found government support and he found support from private individuals and organizations. He created a ferment which went beyond national boundaries, attracted worldwide comment and helped to bring about international thought and planning concerning wild creatures, wherever found.

First results were monies, state and federal, with which to purchase winter feed for the Wapiti. And then, in 1912, the creation of a National Elk Refuge initially started from almost 2,000 acres of Robert Miller land and had for its first headquarters the Robert Miller Cabin. Subsequent continuous work by the state and federal government, and by such private societies as the Isaac Walton League of America, has resulted in a greatly expanded refuge and a healthy and balanced herd of some ten to twelve thousand Wapiti. Today, in 1968, the headquarters of the National Elk Refuge --

the first large federal refuge for large wildlife animals in America -- has been moved just to the town limits of Jackson and about one mile southwest of the Miller Cabin.

But that Cabin still stands, the home of a pioneer mountain valley settler; the first seat of administration for one of the earliest of our National Forests; and the first seat of administration for the first major federal refuge for a major species of North American Wildlife -- a site, therefore, which saw much of the field planning and administration of practical work for the earliest national attempts in two branches of the Conservation Movement -- Forestry and Wildlife Management. Thus, it is a site eminently qualified for consideration of nomination to the National Register as a National Historic Landmark.

BIBLIOGRAPHY AND OTHER SOURCES

Interviews:

Dudley Hayden - President, Teton County Chapter, Wyoming State Historical Society, Jackson, Wyoming.

Mrs. Hayden - Jackson, Wyoming

Teton National Forest Officials - Jackson, Wyoming

Organizational Files:

Files of Teton County Chapter, Wyoming State Historical Society -- particularly Dr. McCleod file.

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A. A. Anderson. Experiences and Impressions, an Autobiography. The Macmillan Co., New York, 1933.

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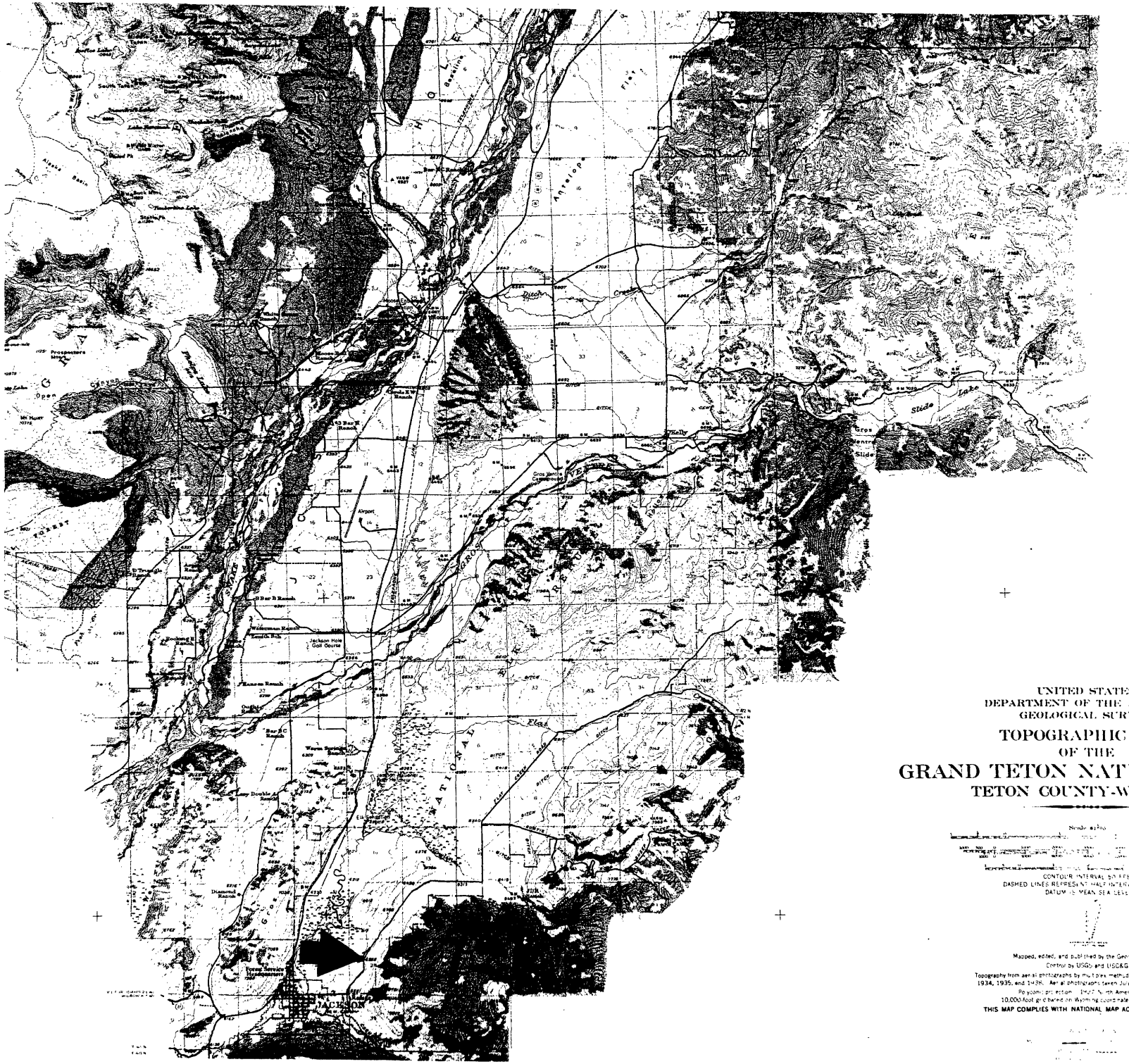

UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY

TOPOGRAPHIC MAP
OF THE
GRAND TETON NATIONAL PARK
TETON COUNTY-WYOMING

Scale 1:62,500

CONTOUR INTERVAL 50 FEET
DASHED LINES REPRESENT HALF-INTERVAL CONTOURS
DATUM IS MEAN SEA LEVEL

Mapped, edited, and published by the Geological Survey
Control by USGS and USC&GS
Topography from aerial photographs by multiplex methods and by plane-table surveys
1934, 1935, and 1938. Aerial photographs taken July 1948. Field checked 1949
Polyconic projection. 1927 North American Datum
10,000-foot grid based on Wyoming coordinate system, west zone
THIS MAP COMPLIES WITH NATIONAL MAP ACCURACY STANDARDS