

215

United States Department of the Interior
National Park Service
National Register of Historic Places
Registration Form

This form is for use in nominating or requesting determination for individual properties and districts. See instruction in How to Complete the National Register of Historic Places Registration Form (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Squirrel Creek Recreational Unit

other names/site number Squirrel Creek Recreation District / 5PE.5346 & 5CR.492

2. Location

street & number San Isabel National Forest [N/A] not for publication

city or town Beulah [X] vicinity

state Colorado code CO county Pueblo & Custer code 101 & 027 zip code N/A

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this [X] nomination [] request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property [X] meets [] does not meet the National Register criteria. I recommend that this property be considered significant [X] nationally [] statewide [] locally. ([] See continuation sheet for additional comments.)

Signature of certifying official/Title: Georgiana Coetzee, State Historic Preservation Officer; Date: January 28, 2005

Office of Archaeology and Historic Preservation, Colorado Historical Society
State or Federal agency and bureau

In my opinion, the property [] meets [] does not meet the National Register criteria. ([] See continuation sheet for additional comments.)

Signature of certifying official/Title: Teri L. Liestma; Date: 01/25/05

USDA Forest Service Rocky Mountain Region, 740 Simms Lakewood, CO 80401
State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is:

- [X] entered in the National Register
[] See continuation sheet.
[] determined eligible for the National Register
[] See continuation sheet.
[] determined not eligible for the National Register.
[] removed from the National Register
[] other, explain
[] See continuation sheet.

Signature of the Keeper: Bill Boland; Date of Action: 3/28/05

Squirrel Creek Recreational Unit
Name of Property

Pueblo County & Custer County / CO
County/State

5. Classification

Ownership of Property

(Check as many boxes as apply)

- private
- public-local
- public-State
- public-Federal

Category of Property

(Check only one box)

- building(s)
- district
- site
- structure
- object

Number of Resources within Property

(Do not count previously listed resources.)

Contributing	Noncontributing	
1	0	buildings
2	0	sites
2	0	structures
0	0	objects
5	0	Total

Name of related multiple property listing.

(Enter "N/A" if property is not part of a multiple property listing.)

N/A

Number of contributing resources previously listed in the National Register.

0

6. Function or Use

Historic Function

(Enter categories from instructions)

Recreation/outdoor recreation

Current Functions

(Enter categories from instructions)

Recreation/outdoor recreation

7. Description

Architectural Classification

(Enter categories from instructions)

Late 19th & Early 20th Century American Movements
Other: Rustic

Materials

(Enter categories from instructions)

foundation Stone
walls Log

roof Wood/shingles
other Brick

Narrative Description

(Describe the historic and current condition of the property on one or more continuation sheets.)

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 7 Page 1

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

DESCRIPTION

The Squirrel Creek Recreational Unit is an early United States Forest Service (USFS) recreation complex located 26 miles southwest of Pueblo and two miles west of Beulah within the San Isabel National Forest. Located along an east-west narrow and steep-sided canyon in the Wet Mountain Range, the area is within a riparian and mixed conifer forest situated at an elevation of approximately 8,500 feet and offers a cool retreat from summer heat. The recreation unit consists of an approximate four-mile segment of the historic Squirrel Creek Road (now known as the Squirrel Creek Trail) that parallels Squirrel Creek as it meanders through Squirrel Creek Canyon. At the steepest point in the canyon, the road leaves the Squirrel Creek stream corridor for approximately one mile, rejoining the creek at the top of Squirrel Creek Hill adjacent to the ruins of the Squirrel Creek Lodge. The road connects with the other resources in the district. These include the Squirrel Creek Campground with a picnic shelter; the Cascade Trail; and the ruins of the Squirrel Creek Lodge (known in the 1920s as the Squirrel Creek Community House). Improvements began in 1919 and the area remained in use until 1947 when a flood destroyed much of the road, part of the trail and portions of the campground, and cut off access to the area. Despite the 1947 flood, a 1979 fire that destroyed the lodge complex, and the almost 60-year accumulation of duff, underbrush and new trees, the property still conveys the early efforts to provide recreational facilities on National Forest lands.

Squirrel Creek Road

Squirrel Creek Road [previously recorded as 5CR332/5PE3109] was built between 1920-1922 by the USFS with financial assistance from the San Isabel Public Recreation Association (SIPRA). The road was permanently closed after a 1947 flood that ruined much of the eastern section of the road, including the destruction of 16 automobile bridges. The historic road segment in the San Isabel National Forest is now called the Squirrel Creek Trail. The segment within the nominated parcel is approximately four miles long. The road proceeds in a generally east-west direction. The eastern terminus is the USFS boundary line (approximately 1.5 miles west of Beulah) and the western terminus is at the USFS gate at Davenport Campground. The road rises from 6,500 feet at its eastern terminus to 8,500 feet at Davenport Campground. The road for much of its length parallels Squirrel Creek, leaving the Creek only at the Squirrel Creek Gorge to take a gentler grade up Squirrel Creek Hill. This diversion is about one mile. The road characteristically does not exceed a 7 percent incline. The road width, except in the narrowest sections, is 14' at the crown (22' including the verge and up slope drainage ditch).

The condition of the road varies greatly. The road below the Davenport Campground remains in its historic configuration with many sections intact. However in the narrower portions of the upper section, the gravel and decomposed granite road base has eroded out from flooding and public use over the past 50+ years. At least four bridges were destroyed in this section of the road by the 1947 flood. The section of the road from the Squirrel Creek Lodge complex down Squirrel Creek Hill to the western end of Squirrel Creek Campground is in very good condition. The historic road segment that traverses the length of the old Squirrel Creek Campground from the base of Squirrel Creek Hill to the east USFS boundary line was the most disturbed by the 1947 flood. The flood destroyed 12 bridges along this segment. The roadbed itself is difficult to discern throughout most of the campground.

Sixteen corrugated metal ditch culverts were recorded along the road in a recent survey. The culvert

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Section number 7 Page 2

pipes range in diameter from 16" to 22". The majority of the culverts are of the "ditch culvert" variety, used to minimize or eliminate erosion of the road on especially steep sections. The culverts have been successful in that role as evidenced by the total integrity of the road corridor as it traverses Squirrel Creek Hill. Most culverts include a mortared rubble headwall on the up slope side of the road. These headwall intakes are often buried or obscured under 60 years of duff but when revealed are in good condition as are the culverts themselves. "Flexible" (as opposed to cast iron) culvert pipe had just come into common use in road construction in the late teens. The Squirrel Creek Road culvert system used the new flexible pipes, and is believed to be one of the earliest uses of this new technology within the National Forest System. A larger road culvert is located near the bottom of Squirrel Creek Hill on a sharp curve in the road. This culvert drains a large gully. The up slope headwall is constructed of rubblework. The culvert pipe is 30" in diameter. The headwall is 37' long x 4' high x 2' wide. The headwall also forms a protective stone barrier that rises 2' above the road grade.

Two substantial stone barriers are located just west of the Squirrel Creek Lodge complex. Both walls are located at especially scenic spots immediately adjacent Squirrel Creek. One wall is 120' in length; the other is 45.5' long. Each wall is constructed of rubble masonry rising six to ten feet from the streambed to a height of 3.5' above the road grade. The walls are 20" wide with a concrete cap. Based upon their scenic locations—overlooking waterfalls—and the parking pullouts immediately adjacent, it seems logical that the walls were used to protect visitors as they exited their cars to look at the rushing water below. Although overgrown with trees and shrubs, the walls are in good condition.

Fourteen stone retaining wall sections were identified throughout the length of road within the district. Several walls are located on especially steep up-slope sections of the road and are comprised of local, loose rubble granite stone. Retaining walls are also located on steep down-slope sections where the drop-off is to the streambed or to the canyons below. The longest wall is 386 feet. The other wall sections range from 70' to 125' in length. While those in the upper and middle sections are in good condition, the retaining walls in the lower section of the road through Squirrel Creek Campground are either gone entirely or were greatly disturbed by the 1947 flood. One exception is a 250' long intact wall on the road near the picnic shelter.

Guardrails are another important feature of the road. Eight wood or concrete guardrail sections totaling approximately 1,300 feet were recorded in the district, all on the Squirrel Creek Hill section of the road. There are two types of guardrails. One type used a poured concrete base about 2' to 3' in diameter that anchored wood guard rail posts. Twenty-four of these concrete anchors (none of the wooden barrier posts remain) were noted in four discrete sections along the upper end of Squirrel Creek Hill. The second type of guardrail is a wood and metal bolt construction that is found in at least three distinct sections along the Squirrel Creek Hill section of the road. This second type of guardrail was popular from the 1920s into the early 1930s in forest environments. Although now all collapsed, these guardrails were 14' long and were comprised of one peeled log 10" in diameter bolted to a 10" diameter peeled post that extends 16" above the roadbed. The upright posts were placed about 1' into the ground with no anchor at the base.

There were at least 16 bridges built on Squirrel Creek Road between 1920-22, all of similar design. Sixteen bridge ruins were identified—four at the upper end of the old road corridor and 12 within the Squirrel Creek Campground. The 1947 flood destroyed all of the Squirrel Creek road bridges, albeit in

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 7 Page 3

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

varying degrees. Some were broken into many pieces and dragged downstream several hundred feet. Others were dislodged from their abutments and, still relatively intact, were deposited 100' or less from their original placement. The "partially intact" bridges have deteriorated even more over the past 50+ years. However, there is adequate material left of some of the bridges to determine size, design, and construction method. The bridge remains are of wood plank construction. The planks, all 12" x 4", are placed crossways across 12" x 4" stringers. The stringers are on 20" centers and 8" long spikes hold the parts together. The remains of more than 20 bridge abutment ruins were identified along this historic corridor.

One historic road signpost remains, and 1920s *in situ* road signposts are extremely rare. The post is located at the base of Squirrel Creek Hill on the west side of the road and would have been used by drivers approaching the hill from the east and beginning their ascent. The post shows evidence of white paint, is 6' tall from the ground, and is made of 3.5" x 3.5" milled lumber. Bolt holes on the east side of the post indicate where the now missing signboard was attached. The post is consistent with USFS road signposts that are depicted in several historic photographs on other 1920s recreation roads.

Finally, two segments of historic parking barriers were located and recorded. The barriers are near the base of Squirrel Creek Hill; adjacent to Squirrel Creek Campground clusters 10 and 11. The barriers are constructed of peeled 12" diameter log uprights with steel bolts connecting 8" diameter barriers. Barriers from the 1920s and 30s are rare. These barriers are located on the Squirrel Creek Road verge only 15 feet from a campsite and illustrate that an effort was made, even in these early times, to provide a buffer between cars and campsites.

Squirrel Creek Campground

Squirrel Creek Campground [previously recorded as SPE831] consists of twelve campsite clusters along Squirrel Creek for a distance of approximately two miles. A picnic shelter, the district's only standing building, is located within campground cluster 5. The campground was used from 1919 until 1947 when a flood cut off access. Each campsite cluster is different in its layout and size. All of the clusters exhibit several specific features including fireplaces, latrines, in-ground garbage units, wells, and picnic tables.

Fireplaces are distributed throughout the length of the campground. The fireplaces are all of rock (granite) slab, constructed with a headwall and two wing walls. The wing walls have a relatively flat surface for the placement of cooking utensils and food. In some cases the wing walls are cut to size at one or both ends. Most of the side and headwalls are 4' long. The wing walls range from 12" to 18" in height. Those fireplaces that are still intact have identical metal grates, 28" long x 14" wide x 8" high. Each grate has 15 half-inch square crossbars. The grates are welded to four metal legs that are set into a concrete foundation. The concrete extends approximately one foot out the front of the fireplace forming a hearth. White firebrick lines the fireplaces, and each brick is impressed with a circle on one side and the words "Pueblo Firebrick Co. FSB 1." The condition of individual fireplaces varies greatly. Although 38 fireplaces were identified, only 20 are completely intact. Several fireplaces are missing the metal grates and/or firebrick. Three fireplaces at the eastern end of the campground were either vandalized or greatly impacted by the 1947 flood and have been uprooted from their concrete bases.

Arthur H. Carhart in his planning reports indicated that "sanitaries" (also known as privies or latrines)

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 7 Page 4

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

should be located safely away from both campsites and water sources. The ruins of 18 latrines were identified. These latrines were located at least 50' from the nearest campsite and with one exception (the male and female latrines in campground cluster 5), they were at least 50' from Squirrel Creek. Located throughout the length of the campground, each latrine is typically found associated with clusters of one to four campsites. In no case does a latrine appear to have serviced more than four campsites. Today, the campground latrines are in a very deteriorated condition. Only six of the 18 identified latrines retain their wood superstructures, and these are either collapsed or dislodged. The latrines were all built in a similar style. A corrugated metal culvert pipe 32" in diameter and about 4' to 6' in length was placed into a 4' x 4' pit. Approximately 22" of the pipe was left above ground and covered with a wood plank one-hole cover. The pit was 6' deep and the pipe extended only part way into the pit. Gravel and rubble were used at the base of the pit and the lining of the pit was rubble masonry that was encased by milled 1" x 4" lath strips in some cases. The superstructure was placed on wood sills 5' long x 42" wide and was made of 1" x 4" milled lumber. The floor was made of wood planking. The door was of wood construction with metal hinges. Above the door was a 4" wide ventilation slit covered by fine wire mesh. The shed roofs were covered with wood shingles. Several latrines had a green metal toilet paper (sheet style) dispenser inside. USFS District 2 engineer James Brownlee is credited as the designer.

Another feature present at every cluster was an in-ground [below ground] garbage unit. Eighteen garbage units were identified throughout the length of the campground, and most are completely intact. A garbage unit serviced between one to four campsites. The units were typically located 50' or more from the nearest campsite fireplace. A typical unit was constructed of a 32" diameter metal sheath placed 1' to 2' into the ground, which was covered with a hinged metal lockable lid. The pits are about 6' deep and lined with rubble masonry. The lid and top of the unit rise 2 inches above grade. Some of the units are surrounded with a circular stone masonry foundation.

Wells were also dispersed throughout the camp area. Arthur Carhart reported the installation of 10 "spring improvements" (wells) in the Squirrel Creek Campground by December 1921. Only six wells were identified in the 2002 survey. These six wells are distributed throughout the campground, all within 20' of Squirrel Creek. Only one is completely intact, two are partially intact, and three display the wellhead only. The wells were constructed using a 10" diameter well casing with the wellhead extending 12" above the ground. There was a 24" x 24" steel base plate atop the wellhead. A large hand pump (manufactured by the Goulds Pump Co., Seneca Falls, New York) was affixed to the plate with four bolts.

Picnic tables are dispersed throughout the campground. There are 11 rustic tables and all have collapsed over time. These tables were approximately 6' wide with a 6' long single plank seat. Peeled logs were used for legs and cross members. Critical joints are bolted together. Carriage bolts and washers are the only hardware utilized in construction. The campground contains 16 milled lumber tables. These are 5' long and 5' wide including a 10" wide plank seat, and are also bolted together. Their original green paint is still visible under the moss and lichen. Eight new tables have been installed throughout the campground.

Picnic Shelter

The Squirrel Creek Recreational Picnic Shelter is located within campground cluster 5, one-half mile

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 7 Page 5

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

west of the eastern USFS property boundary line. The shelter is situated between Squirrel Creek Road on the north and Squirrel Creek on the south. The original shelter was built in 1919 with funds from the San Isabel Public Recreation Association (SIPRA). (This earlier shelter had a rectangular plan with a very low-pitched hipped roof. Large logs resting on stone cairns supported the roof with a single log spanning the distance between the roof supports to enclose the otherwise open space.) The shelter was modified and enlarged in 1927 by SIPRA. A steeper pitched, square roof was installed which necessitated the reconstruction/extension of the fireplace chimney. The shelter was partially enclosed by half walls of six logs joined by corner notching resting on a rubble masonry foundation. What precipitated the new construction is uncertain, however, the shelter looks very similar to the one constructed at the Ophir Creek campground (as seen in a 1925 photograph but no longer extant). A USFS photograph dated 1927 shows the shelter essentially as it appears today. The only known alteration since then has been the in-kind replacement of the wood shingles on the roof in 1988. The shelter has a square plan (20' x 20' at the foundation); the overall dimension with the roof overhang is 28 feet square. Twelve, 8-inch diameter, peeled spruce posts, four on each side, rest on the foundation wall and support the pyramidal hipped roof with its overhanging eaves and exposed rafters. The 9" thick foundation wall is rubble masonry with a concrete cap. There are two entrances on the south and north sides with two 8-inch diameter peeled beams framing the entryways. A four-way 6' x 6' fireplace constructed of rubble masonry is located in the center of the shelter. Individual fireplaces are 38" wide by 30" deep. A concrete cap on the wing walls of the fireplaces creates an even surface for placement of cooking utensils. The four fireplace grates are identical, each is 28" deep x 14" wide x 8" high with 15 cross bars. An arch of white firebrick connects each fireplace to the center chimney. On the north and south sides of the chimney are identical shield-like stones incised with "SIPRA, Sept. 3, 1927." Several campsites are located within a radius of 150' of the shelter to the south, east, and west.

Cascade Trail

Cascade Trail [previously recorded as SPE3111] is approximately $\frac{3}{4}$ of a mile in length and historically connected the western end of the Squirrel Creek Campground with the Squirrel Creek Lodge further west. Constructed in 1920, the trail follows Squirrel Creek through the Squirrel Creek Gorge. The same flood that closed the Squirrel Creek Campground in 1947 also closed the Cascade Trail. The flood washed the middle section of the trail away. About 1,500 feet of the trail remains at the eastern trailhead and 300 feet are still intact at the western trailhead below the ruins of the Squirrel Creek Lodge. The trail varies in width from three to five feet.

The trail includes approximately 100 large stepping stones, located at the steepest points along the trail. About 80 of these steps appear at the eastern segment of the trail (the eastern trailhead at the Squirrel Creek Campground) and 20 or more are noted at the western end of the trail near the Lodge ruins. These stepping stones are undressed local schist or granite. In some cases these stones have been cut or trimmed to fit. Each stone varies in width from 3' to 4.5' and from about 1.5' to 2.5' in depth. Although today the pathway is overgrown with trees and covered in duff, the stepping-stones remain intact.

In addition to the stepping-stones, stone retaining walls also improved the trail. The walls are constructed of dry laid rubble and range from 8' to 20' in height, and from 2' to 3' in width. Five sections were recorded at the eastern segment of the trail and one section at the western end of the trail near the Lodge ruins. These six sections of wall total 900 feet in length, with the longest section being

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 7 Page 6

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

225 feet. The walls are all in good condition.

The remains of three sections of metal handrails with metal support posts were identified below the lodge ruins. The three sections comprising over 75 feet provided an overlook from the south side of the Lodge as well as hand support for visitors who wanted to enter the Squirrel Creek Gorge 100 feet below the lodge. Although now collapsed, the railings were ¼" diameter supported by 3-foot high 1" diameter metal posts.

The historic trail was known to have had several "hanging bridges" but only one was identified in a recent survey. The ruins of a footbridge associated with the trail are still present approximately 800 feet west from the trailhead at the campground; the footbridge crossed Squirrel Creek at a very narrow spot in the gorge. There are abutments on both sides of the stream made of dry laid rubble and on the north side, wood plank remnants of the bridge flooring. The bridge appears to have been about 20' in length and 4' wide with 9'x2' milled lumber spanners.

Squirrel Creek Lodge Ruins

The Squirrel Creek Lodge ruins [previously recorded as 5PE3110] are located on the old Squirrel Creek Road (now the Squirrel Creek Trail). The site is located at ca. 7,800' elevation on a flat promontory overlooking the Squirrel Creek Gorge. The Lodge, also known in the 1920s as the Squirrel Creek Community House, was built with San Isabel Public Recreation Association (SIPRA) funds in 1923-24. Several outbuildings (including a chicken shed, woodshed, and latrine) were added by SIPRA over the years, and the CCC built two rental cabins in 1941. The lodge building was destroyed by fire in 1979. The site includes the ruins of the Lodge and several outbuildings.

The most prominent feature at the site is the foundation of the main lodge building. The Lodge foundations are 88' long and range from 20' to 23' and consist of a central hall with two angled wings. A central open front porch was added sometime between 1925 and 1940 based upon historic photographs. The lodge and porch foundations are constructed of 8" wide, irregularly coursed, granite rubble with concrete mortar. Also remaining is the poured concrete flooring. Three stone masonry steps, 6' 7" wide lead up to the front porch; five postholes for a peeled log railing that delineated the porch are visible. Loose red firebrick is present at the site but no obvious fireplace foundations were noted. Based upon historic photographs and descriptions, the Lodge was a two-story log building with two large fireplaces, a large kitchen area, and a dance floor. The lodge design is based loosely on drawings prepared by USFS recreational engineer Arthur Carhart in January 1920.

Thirty feet north of the lodge foundation, there is a debris scatter approximately 16' x 16'. It is unclear if this was a structure or a pile of debris pushed together after the Lodge was burnt in 1979. Several V-shaped logs are visible with concrete filler and nailed together with 6-penny nails.

Another foundation of poured concrete measuring 12'-8" x 9' with walls 8" thick lies west of the lodge foundation. Based upon a 1941 photograph, the superstructure may have been of logs. The 1941 site plan shows the structure to be a woodshed. South of this woodshed is another foundation shown on the 1941 site plan as a chicken house. The 10" wide, poured concrete foundation walls have a concrete cap and the remains of the bottom plate (2" x 4" and 2" x 10" wood boards).

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 7 Page 7

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Located 30 feet down the slope and west of the chicken house is a poured concrete pit 4' x 32" wide and approximately 3' deep. It appears to have been a cistern/well-house (now missing its cover) although it is not identified as such on the 1941 site plan.

There is a collapsed pit 12' x 9' averaging 3' in depth located 75 feet northwest of the west end of the lodge foundation. There is some evidence of notched logs and milled lumber in the pit debris. This resource is identified on the 1941 site plan as an icehouse.

The ruins of two cabins, built by the Civilian Conservation Corps (CCC) in 1941 based upon an historic photograph, are located 450 feet to the northeast of the main lodge ruin. The foundations are 21' by 16' mortared rubble. The cabins were two-room log buildings with a large brick and rubble fireplace. Today, a faint roadway leads from the cabins to the front of the main lodge.

There are eight depressions located from 50 to 250 feet north of the lodge foundations. The pits vary in size from 12' in diameter and 6' in depth to 4' x 6' and 18" in depth. Without further study the exact function of these pits is unknown, however their size and shape are consistent with known trash or latrine pits at other nearby historical recreational locations.

Located 150 feet northeast of the lodge foundations is a 32" diameter corrugated iron pipe buried into the ground. The pipe extends 22" above the surface of the ground. Twenty feet to the south of the pipe is a two-hole latrine seat that may be associated with the pipe. The pipe is consistent with latrine culvert pipe used in the Squirrel Creek Campground dated to 1925 or earlier by historic photographs.

The remains of a small single plank (1' x 5") footbridge that crossed Squirrel Creek are located 150 feet west of the lodge foundations. A small loose granite rubble abutment is visible on the south side of the creek and a 9-foot long segment of the plank remains.

Summary of Resources

Contributing Building (1)
Squirrel Creek Picnic Shelter

Contributing Site (2)
Squirrel Creek Campground
Squirrel Creek Lodge Ruins

Contributing Structure (2)
Squirrel Creek Road
Cascade Trail

Squirrel Creek Recreational Unit
Name of Property

Pueblo County & Custer County / CO
County/State

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A** Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B** Property is associated with the lives of persons significant in our past.
- C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D** Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark "x" in all the boxes that apply.)

Property is:

- A** owned by a religious institution or used for religious purposes.
- B** removed from its original location.
- C** a birthplace or grave.
- D** a cemetery.
- E** a reconstructed building, object, or structure.
- F** a commemorative property.
- G** less than 50 years of age or achieved significance within the past 50 years.

Narrative Statement of Significance

(Explain the significance of the property on one or more continuation sheets.)

9. Major Bibliographical References

Bibliography

(Cite the books, articles and other sources used in preparing this form on one or more continuation sheets.)

Previous documentation on file (NPS):

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey
- # _____
- recorded by Historic American Engineering Record
- # _____

Areas of Significance

(Enter categories from instructions)

Recreation

Community Planning & Development

Landscape Architecture

Archaeology: Historic—Non-Aboriginal

Periods of Significance

1919-1947

Significant Dates

1919

1922

1947

Significant Person(s)

(Complete if Criterion B is marked above.)

Carhart, Arthur H.

Cultural Affiliation

Euro-American

Architect/Builder

Culley, Frank H.

Brownlee, James

Carhart, Arthur H.

Primary location of additional data:

- State Historic Preservation Office
- Other State Agency
- Federal Agency
- Local Government
- University
- Other

Name of repository:

Colorado Historical Society

Denver Public Library – Western History Dept.

San Isabel NF Archives, Pueblo

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 8

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

SIGNIFICANCE

Carhart was the first peripatetic planner of forest recreation in the National Forest in District 2. His plans were far-reaching in scope and implication. The San Isabel National Forest of Colorado appears to be the first Forest to receive the benefit of planned development of the unit forest by a competent, professional landscape architect. Colorado can claim this distinction in Forest recreation with pride. (Baldwin 1972:27, 198)

The Squirrel Creek Recreational Unit is eligible for the National Register under Criterion A in the areas of Recreation and Community Planning & Development. It is associated with the rapid growth and development of outdoor recreation in the United States following World War I. The complex exemplifies the post war transition of the United States Forest Service (USFS) from a focus on timber and watershed management to a new role in public outdoor recreation. It was planned and constructed as an experimental recreation area to meet the demands and needs of an ever increasing number of visitors to the National Forests. The complex epitomizes the early efforts of the Forest Service to make millions of acres of national forest lands accessible, safe, and enjoyable to the public. It was the Forest Service's best effort to meet the recreational demands of the 1920's forest visitor.

Construction of the recreational unit began in 1919 as the result of assistance from a nonprofit cooperative association that helped fund local recreation projects on National Forest lands. The Forest Service had little or no budget for recreational improvements until the New Deal era of the 1930s. The San Isabel Public Recreation Association (SIPRA) was created in 1919 and was instrumental in promoting and helping to fund and maintain the Squirrel Creek Recreation Unit. This cooperative association reflected the interest on the part of local communities to provide outdoor recreation facilities for their citizens. SIPRA was a progenitor of the popular (and now common) non-profit partnership and cost-share programs that provide millions of dollars in private funds and in-kind services to federal land management agencies.

The Squirrel Creek Recreational Unit is also eligible under Criterion B for its association with Arthur Hawthorne Carhart, the first full-time landscape architect hired by the United States Forest Service. His appointment in 1919 was recognition of the necessity of recreation planning in our nation's forests. Carhart, with the official title of "Recreation Engineer," is credited with the application of integrated recreational planning in the National Forests.

During his nearly four-year tenure with the Forest Service from 1919 through 1922, Carhart developed the first forest-wide comprehensive recreational plan. Carhart wrote the first regional plan in 1919 for San Isabel National Forest, and authored a second plan the same year for Superior National Forest in Minnesota. The San Isabel National Forest Recreation Plan, encompassing a region of 1.5 million acres, would be used as a model for forest-wide recreational plans throughout the National Forest system. Carhart conceptualized and personally supervised the development of the Squirrel Creek Recreational District, the first completed unit of the Forest Service's experiment to address recreational use of the National Forests. Carhart's plan for the San Isabel National Forest, with some minor modifications, was implemented over a 20-year period under several different administrations, a testament to the plan's overall strength.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 9

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Carhart is important in the field of landscape architectural planning for his fusion of city planning concepts with large-scale forest recreational planning. He believed that the whole system of planning for recreational use was not unlike the field of landscape architecture found in city planning. To Carhart, the principles on which a plan may be built for a forest were the same as in city planning, only the application was different. Utilizing a zoning approach allowed Carhart to develop intensive recreational uses of the forests at places like Squirrel Creek, while simultaneously working to protect areas like Trapper's Lake in Colorado from any development (the wilderness concept).

Carhart is also significant for his role in helping to conceptualize and implement the cooperative association idea. This was a system he used in several National Forests during his employment with the agency. Forest Service historian William Tweed (1980:10) aptly summarized Carhart's importance by stating that "In terms of the history of the Forest Service recreation planning and development, Carhart's most significant contributions were his recreation plan model and the cooperating association concept."

Squirrel Creek Recreational Unit is also eligible under Criterion **C** for Landscape Architecture as a rare example of an early 1920s developed Forest Service recreational complex. Squirrel Creek was the first professionally and comprehensively planned recreational complex constructed in the National Forest system. The complex serves as an example of the first use of a landscape architect to develop the infrastructure to accommodate recreational use in the National Forests. Despite flood damage, the Squirrel Creek Recreational Unit is perhaps the earliest surviving example of a professionally developed recreation unit in the National Forest system. Scientific work by E. P. Meinecke and others led to changes in USFS campground design beginning in 1933. The New Deal years greatly accelerated the replacement of older recreational facilities. Squirrel Creek somehow managed to avoid such updating, as evident by a 1946 inspection report discussing the worn out condition of the original SIPRA improvements at Squirrel Creek. The 1947 flash flood sealed its fate. The property is perhaps the only remaining example of its type and time period in the National Forest system.

Squirrel Creek Recreational Unit is also eligible under Criterion **D** for it has the potential to yield important information about the early development of outdoor recreation, especially within the National Forests between 1919 and 1947. The destructive 1947 flood created some unexpected consequences. There are gaping physical data gaps in our knowledge and understanding of the development of outdoor recreation in the National Forests prior to the New Deal. The closing of the area after the flood prevented the inevitable "improvements" which could have obscured or obliterated all the earlier physical evidence. After more than 80 years, the setting still allows researchers and visitors an opportunity view and study a 1920s recreational complex in its original configuration with many of its resources still intact. The district has the ability to address questions regarding the socio-economic forces that drove recreational development in the forests and the agency's responses to the needs and desires of the recreating public after World War I. The unit can provide information about the Forest Service's earliest efforts to respond to the use of automobiles by campers and scenic drivers. The complex can also provide comparative data that will contribute to our understanding of the spatial relationships and construction design of campground features over time.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 10

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Squirrel Creek Recreational Unit is nominated at the national level of significance. It was the first professionally and comprehensively planned recreational complex constructed in the National Forest system. It is perhaps the only remaining example of its type and time period. Neither Gerald W. Williams (Historian, U.S.F.S. Headquarters in Washington, D.C.) nor Michael Kazor (U.S.F.S. National Heritage Resources Manager) are aware of any agency recreational complexes dating to the 1920s, apart from the Eagle Creek Picnic Grounds in Oregon. Eagle Creek is sometimes mentioned as the first planned campground built (in 1915 or 1916 depending upon the source) on National Forest lands. Unfortunately, work done by the Civilian Conservation Corps (CCC) in 1936 replaced the earlier improvements. Even though New Deal era resources are common, they too are disappearing. There are many cases where updating older facilities has resulted in the obliteration of historically significant resources. The result is a paucity of intact National Forest recreation complexes earlier than the 1950s. While work is being undertaken by the Forest Service to identify and protect its most important early cultural heritage resources, it may be too late for anything from the pre-1930s era.

Although designed and built as an integrated whole, its components possess distinction in their own right. The Cascade Trail was the first professionally designed scenic trail built in the National Forest system. The campground was the first in the Forest Service to be designed by a landscape architect. Squirrel Creek Road is a rare surviving example of one of the earliest roads built primarily for recreational and scenic values within the National Forests.

The Squirrel Creek Recreational Unit is one of the earliest surviving recreational complexes in the state. The Denver Mountain Park System, another comparable property, was developed between 1912 and 1941. The Denver Mountain Parks contained recreational units that may have been originally built in the late 'teens and 1920s, but New Deal improvements obliterated evidence from that early period. However, there are a few early scenic road corridors and several early buildings (such as the Chief Hosa Lodge) still present. Isolated structures from the 1920s, such as bridges or segments of early roads, and a few old resort buildings (such as the Interlaken Resort near Leadville) have been identified in the state. However, apart from the Squirrel Creek Recreation District, no extant campground recreation complex dating from the 1920s has been identified in the state.

Historical Background

“The history of outdoor recreation in the United States is the record of man’s struggle to maintain harmony and kinship with the great, living complex of which he is a part” (Carhart 1962:125).

The early cultural history of the region that incorporates the area of the Squirrel Creek Recreation District is well documented by others. Indigenous tribes such as the Arapaho and Cheyenne, and the mountain-based Ute tribe heavily visited what is today the Pueblo region of Colorado. The slopes of the Wet Mountain, Sangre de Cristo, and Spanish Peaks mountain ranges were rich in wildlife and were heavily hunted and trapped in the 1700s by members of the Ute tribe. Spain first, and then Mexico unsuccessfully attempted to lure settlers from New Mexico into the region. Two large Mexican land grants (the Nolan and the Vigil and St. Vrain) covered much of the region. No permanent settlements had been established by the time the United States took control of the area in 1846, although individual

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 11

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

families such as the Autobees and Bacas had established successful small agricultural operations in the Pueblo area.

The first European visitors were French fur trappers, recorded in the survey area in the 1700s. From the 1820s to the early 1840s Euro-American fur trappers were active in the region at Fort Pueblo, Hardscrabble, Buzzard's Roost, and Greenhorn. These early trading posts provided a commercial venue for trappers, traders, and Native Americans. By the mid-1840s the fur trade had largely disappeared to be replaced in 1858 by an influx of Euro-Americans lured by precious metal strikes, mostly north of the Arkansas River.

The thousands of miners who rushed into Colorado needed to be fed. Irrigated farms appeared in the Arkansas Valley. Large cattle operations were established based on longhorn herds driven out of Texas into southern Colorado by men like Charles Goodnight, who established his Rock Creek Ranch west of Pueblo. By 1861 Pueblo was beginning to establish itself as south central Colorado's leading commercial center.

The late 1860s and the 1870s were a busy time for Pueblo and south central Colorado. The Homestead Act of 1862 brought successive waves of hopeful farmers into the region, particularly after the Civil War. However, apart from several well-watered areas on the slopes of the Spanish Peaks and in high valleys and meadows in the mountains, the homesteads failed and large cattle and sheep operations dominated into the mid-1900s.

In 1872 the railroads arrived in Pueblo and the region boomed as nearby coal, iron ore, and limestone deposits attracted smelters owned by the Guggenheims and others. In 1880, General William Palmer founded Pueblo's Colorado Coal and Iron Company. Twelve years later, the company merged with Colorado Fuel to become Colorado Fuel and Iron Company (CF&I). Eventually controlled by the Rockefeller family, the company had operations that included more than 30 coal mining camps along the eastern slopes of the Wet Mountains and into the valleys of the Spanish Peaks. Iron ore from the Orient Mine in the Sangre de Cristos and from dozens of other mines controlled by the CF&I as far away as Wyoming and New Mexico fed Pueblo's growing industrial base.

By 1900 five different railroad companies served Pueblo and more than 25,000 workers were employed at the CF&I mills in Pueblo and at its coal camps stretching west and south of Pueblo. The Pueblo region employed more than 30 percent of Colorado's salaried workforce. Thousands of these workers were immigrants recruited overseas to work in the company's mills and coal camps. The coal camp communities located near the towns of Florence, Walsenburg, La Veta, Aguilar, and Trinidad employed 15,000 workers, the majority of whom were either immigrants or of local Hispanic origin.

By the turn of the century Pueblo was known as the "Pittsburgh of the West." It was the second largest city in the Rocky Mountain region, exceeded in population only by Denver. Pueblo had become the agricultural and transportation hub for southeast and south central Colorado and an important industrial hub of the Rocky Mountain West.

On April 20, 1914, the infamous "Ludlow Massacre" took place south of Pueblo near one of the CF&I coal camps. Eleven women and children as well as several bystanders were killed in a union-

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 12

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

management confrontation. The event made national and international news. The so-called massacre was the culmination of several years of violence that had already taken the lives of more than one hundred CF&I workers and guards. This bloody war was a wake-up call for America's industrialists. The Ludlow Massacre was also an early influence on the eventual development of the Pueblo-San Isabel region as one of America's earliest and largest "Mountain Playgrounds."

The Origins of Recreation Use in the National Forests

The earliest public forests established in America were primarily important for their economic value to produce timber. This philosophy set the tone for the next 200 years. Early municipal forests, such as the 1710 Newington (New Hampshire) Community Forest of 110 acres, were established by their citizens as a local source of lumber to construct public buildings like the town hall, school, and library. The earliest federal government actions involving the forests were the acts of 1817, 1822, and 1831 that criminalized stealing government-owned timber. By the 1870s it was becoming clear to the public and to Congress that the forests were limited in their scope and self-sustainability. The American Forestry Association was established in 1875. In 1876, Congress appropriated \$2,000 for a survey of the forest needs of the nation. Dr. Franklin B. Hough wrote three reports, but no immediate action was taken. Years later a small Division of Forestry was established in the US Department of Agriculture in 1881, but did little.

By 1891, realizing that the nation's forests were fast disappearing, the Department of Interior's Land Office began to withdraw millions of acres of federally controlled lands from homesteading use. These withdrawn lands were called forest reserves, a result of a rider to an 1891 land law bill that set up the Forest Reserve System. The first withdrawal under the new law was the Yellowstone Forest Park Reservation. Forest reserve withdrawals amounted to 150 million acres by the early 1900s. The withdrawals were a strategic (and belated) response by the government to the rapid diminution of the nation's timber resources.

The Forest Reserves program received a great boost during both of Theodore Roosevelt's presidential terms. In 1905 the administration of the Forest Reserve System was moved from the Interior Department to the Agriculture Department to recognize the economic values of the forests. In 1905, Roosevelt appointed Gifford Pinchot, a fellow progressive and conservationist, and a trained forester, as the first Chief of the newly designated U.S. Forest Service. In 1907 the Forest Reserve System was made into the permanent "National Forest System" with which we are familiar today.

Recreational use of forest lands was not considered in the 1890s and early 20th century forest withdrawals, nor was recreation seriously contemplated in the thinking of government land management officers at that time. In continuance of 18th century American priorities, forests were important for lumber production, grazing, and watershed protection. Recreational use of National Forests was, at most, incidental during the critical years of the formation of the Forest Service. This is evident in the 1907 booklet, *The Use of the National Forests*, which includes one of the first official references to recreational use:

Quite incidentally, also, the National Forests serve a good purpose as great playgrounds for the people. They are used more or less every year by campers, hunters, fishermen, and thousands of pleasure seekers from the near-by towns. They are great recreation grounds

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 13

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

for a very large part of the people of the West, and their value in this respect is well worth considering (Pinchot 1907:24).

Pinchot's philosophy of timber first and foremost was a continuation of the forest management policies of the 18th and 19th centuries and his strong leadership established the overall tone for forest service land- use policy for the next two generations.

Nonetheless, as more and more Americans began to visit the National Forests in the first two decades of the 20th century, the Forest Service came under increasing pressure to take action to open the forests to recreational use. Pinchot's response to these pressures, and the response of his successor as Chief Forester, Henry Graves, (1910-1920) was to open the forests to "organized camps" and to the development of resorts and lodges. These camps, paid for and administered by concessionaires and by organizations such as the YMCA or the Boy Scouts, were like mini-villages. Organized camps included cabins, tent-foundations, a dining hall, store, sign-in booth, bathhouse/restroom, and some form of water supply. The Forest Service undoubtedly looked to municipal or state recreational efforts as a model for how its camp concessionaires should operate, perhaps along the lines of the Palisades State Park in New York.

Thus, the Service's official reaction to increased recreational pressure was to mimic municipal and state park commercial models, and to permit and promote the development of organized summer camps, summer cottages, and hotels on forest lands. These recreational facilities were reached by rail, wagon, boat, and by the infrequent automobile. As for the roads and trails being built at this time for administrative needs (such as fire inspection, logging, and cattle and sheep movement), their use by visitors was largely an unintended consequence.

The 1913 *Report of the Forester* acknowledged that recreation use of the forests was growing.

At the close of the year 15,649 permits were in effect authorizing the occupancy of small areas of land for miscellaneous uses. These are principally either for purposes incidental to some other form of business use or to provide for recreation use of the Forests.

Of the first class are permits to stockmen for pastures, corrals, water tanks, dipping vats, etc., and to lumber operators for mill and camp sites. Of the second are permits for the construction of hotels, pleasure resorts, boathouses, etc., but most of all for cottage and permanent summer campsites. Transient camps are, of course, pitched wherever the recreation seeker chooses to wander, without permits, restrictions, or formalities of any kind...

The recreation use of the Forests is increasing very rapidly, especially Forests near cities of considerable size. Hundreds of canyons and lake shores are now dotted with camps and cottages built on land of which is obtained through permits of the Forest Service. It is a highly important form of use of the Forests by the public, and it is recognized and facilitated by adjusting commercial use of Forests, when necessary, to the situation created by the needs of recreation seekers. Examples of such adjustment are the exclusion of stock from localities where they would interfere with such a population, or

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 14

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

the prohibition of the use of certain canyons for driveways, and provision in timber sales for very light cutting, or no cutting at all, close to lakes and elsewhere where it is desirable to serve the natural beauty of the location unmarred, for the enjoyment of the public...

The 1913 report is the first time that official reference is made to "transient camps" in the forests. If one wanted to camp in a National Forest it was done at an undeveloped site. It is significant that the Forester, while mentioning the transient use of the forests, didn't see a concomitant need to recommend improved campgrounds in the forest system. There apparently was little pressure from the public to provide improved or developed campgrounds in the National Forests. Even the powerful "Good Roads Movement" boosters were mostly silent on the need for improved (developed) campgrounds on national forest lands. The 1913 report also raised the issue of the potential health impacts of recreational use on downstream communities. The report noted that "To this end a system of sanitary regulation will be sought; full success, however, can be secured only if the Forest Service can join in close cooperation with cities and towns whose interests are involved."

In 1915, the "organized" recreational use within the National Forests was further encouraged when congress authorized the Secretary of Agriculture to grant long-term permits in National Forests for summer homes, hotels, stores, or other structures needed for recreation or public convenience. The new procedures were popular in the Forest Service because they allowed the Service to collect fees in return for the issuance of multiple year permits. Although a fee system for summer homes and resorts had been in place since at least 1905, the program had been inhibited by the requirement for annual renewals. Under the new program, resort and summer home permits could be issued for up to 30 years. The new long-term permit system for summer homes and resorts was also immediately popular with the public. Prime forest valleys and scenic settings along lake shores and elsewhere were set aside, and summer homes and resorts were built as fees were paid. Resorts and summer home communities, some of which comprised hundreds of cabins, were located and built without professional guidelines from District or Washington Headquarters, and without any formal review as to their possible impact on the environment or on the esthetics of the area.

After World War I several factors contributed to the nation's growing love affair with the "great outdoors." American soldiers had been exposed to physical fitness, walking, and outdoor "camping" during the war years and looked for similar outlets following the war. The nation's industrialists, including John D. Rockefeller, Jr. (the owner of CF&I in Pueblo), actively promoted outdoor recreation as a progressive response to the social ills of low pay and dangerous working conditions. The Progressive Movement had created a political environment that promoted the idea of the social benefits of outdoor recreation for youth, including "delinquents," and for the working classes, especially immigrants.

At the same time, the "Good Roads Movement" found expression in hundreds of automobile clubs throughout the country that actively promoted the slogan "See America First." The advent of the affordable automobile made travel into the nation's state and federal park and forest lands possible, even from long distances. In 1917, 200,000 automobiles were manufactured in the United States. By 1920 this number had increased to 3,000,000 annually. Between 1917 and 1924, the number of travelers over forest roads increased from three million to over 11 million. By the end of the war, many working class

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 15

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Americans in unionized industries enjoyed a five-day, 40-hour workweek. They had more leisure time and, in some cases, more money to buy an automobile and to take trips to parks and forests. Towns and cities throughout America responded enthusiastically to the new recreational phenomenon of the automobile tourist. Local Commerce Clubs immediately saw the potential for tourism dollars. Town car parks and picnic and camping areas sprouted up within, or on the outskirts of hundreds of towns. State officials, nudged by local communities and by national organizations like the American Institute of Park Executives, reacted to the new auto tourist pressure by creating new state parks and by adding land to existing parks. The most significant response by the federal government to increased visitor pressures was the creation of the National Park Service in 1916, and the addition of several million acres of new park lands to the new park system over the following years.

The Creation of the National Park Service and Inter-agency Rivalry

The establishment of the National Park Service (NPS) in 1916 jolted the Forest Service into giving serious thought to its own role in dealing with recreation use on their lands. Summer homes and commercial resorts were already familiar recreation uses and had been promoted by the Forest Service since at least 1905. Summer home permit fees in particular had become an important source of income for the Forest Service, surpassing income from grazing fees in many forests. Until 1916, the concept of "recreation," as applied in the Forest Service, was synonymous with the summer home, organized camp, and resort programs. But competition with the National Park Service, administratively located in the rival Department of the Interior, would help to push the Forest Service, albeit reluctantly, to establish an expanded recreation program that would include planned, safe, and improved campgrounds, interpretive trails, and scenic roads. The Forest Service would also be forced by annually increasing visitor pressure into its first serious steps to promote camping and other recreational pursuits such as scenic driving, to the public. These dual forces—one political and one social—would result in the Forest Service's experimental efforts to establish its first professionally guided landscape architecture program.

Meanwhile, with important support from the American Civic League and from the American Society of Landscape Architects, the National Park Service was established in 1916, and the dynamic Stephen P. Mather was appointed as the agency's first director. From the outset the National Parks were viewed by congress—and by the public—as primarily useful for their recreational value. Conservation and preservation values were also important, but the National Parks were mostly seen as public playgrounds, set in attractive surroundings.

In contrast, the National Forests were still viewed by many members of congress, and even by the agency's own administration, as primarily important for their timber, watershed, and grazing economic values. Recreation was an afterthought; at best a secondary use of the forests. This distinction between the recreational and preservation priorities of the park service and the forest service was made clear in an article in a special "Parks" issue of the April 1916 *Landscape Architecture* magazine. The author, one of the nation's most influential landscape architects and civic planners, Frederick Law Olmsted, Jr. wrote:

The National *Forests* are set apart primarily for economic ends, and their use for recreation is a by-product properly to be secured only in so far as it does not interfere with the economic efficiency of the forest management. The National *Parks* are set apart primarily in order to preserve to the people for all time the opportunity of a peculiar kind

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 16

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

of enjoyment and recreation, not measurable in economic terms and to be obtained only from the remarkable scenery which they contain.

The Forest Service suddenly came into direct competition with the newly created Park Service agency for budget, staff, public lands, and missions. Parks Director Mather viewed the National Park Service as the agency solely responsible for federal outdoor recreation; the Forest Service had no role in recreation.

Assistant Chief Forester Edward A. Sherman also wrote an article in the same April 1916 issue of *Landscape Architecture*. The article expressed the Forest Service view of its role in the scenery and recreation business. Sherman's article was a preemptive strike at Mather and his backers. This was the first time the Forest Service had taken a strong public position in support of recreation in the national forests, no doubt in direct response to creation of the National Park Service. Only the year before, Sherman believed that Mather and a group of commercial interests in the Denver region had attempted to add another 200,000 acres to the Rocky Mountain Park. The acreage was to be taken from the Pike National Forest and the Colorado State Forests. The Forest Service was worried that the proposed National Park Service would create more parks from forestlands, and would attempt to secure control over the administration of forestlands by declaring them to be recreational lands. Sherman defended his agency's position regarding recreational use with the following:

The National Forests, covering as they do the principal mountain regions of the West, contain not hundreds but thousands of places of great natural beauty and local importance from the recreational standpoint. In some cases, already it has been found that the local importance of recreation use of limited areas was so great that it should be recognized as paramount, and that economic use of the land for timber production, grazing, or even agriculture, should be excluded or subordinated. Wherever it appears that productive use for the supply of strictly economic needs will conflict with recreation use, and that recreation use is the highest use for the particular area involved, the Forest Service plans accordingly.

Sherman also cited two examples of the Forest Service's recreational achievements. One was the setting aside of 13,873 acres on the northern edge of the Oregon National Forest near the Columbia River Highway (now the Mount Hood National Forest), where no lumber was to be cut or summer home permits allowed. The other example was a summer home area set aside near Los Angeles for residents of the Imperial Valley where timber and other permits would be not be issued. He optimistically continued:

The National Forest is expected to render all the help that it can to those who go on the forest for recreation. More than one and a half million people are now visiting the National Forests each year for recreation purposes, and this form of use is rapidly increasing. Great as is the economic importance of the National Forests as sources of timber supply, water-supply, and forage production, it is not improbable that their value as playgrounds for the public will in time come to rank as one of the major resources. The Forest Service is giving due consideration to this fact. It has definitely aimed to foresee what the public needs in this respect will require, and to plan accordingly, as well as to provide for the public needs of the present.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 17

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

It should be noted however that Assistant Chief Sherman would have been hard pressed to come up with other important examples of recreational primacy on the National Forests in 1916. The protection from logging and non-recreational uses of 13,873 acres in Oregon in 1916 would not be repeated again on a large scale until the *de facto* recognition of Trapper's Lake in Colorado as a protected area in 1920. His hopes for fully meeting the recreational "public needs" of forest visitors, including recreational planning, would not be realized until 1919 in the San Isabel National Forest in Colorado, when the first comprehensive forest recreation plan would be conceived and implemented by Arthur Carhart.

Despite Sherman's comments in the *Landscape Architecture* article, little official thought had been given in the Forest Service to planning and providing forest improvements for the agency's one and a half million "transient camp" users.

In contrast to the Forest Service's ambivalent position on recreation, there was no issue about the primacy of the National Park Service's recreational mission. This was dramatically demonstrated in a public clash between Director Mather and the young Forest Service landscape architect, Arthur Carhart, at the first National Parks Conference in Des Moines, Iowa, in 1921. Carhart, who was in attendance at the conference as a USFS representative, was invited by the conference chairman to make some extemporaneous comments about his agency's work in the recreation arena. Carhart provided a short summary of recreation activities undertaken in the San Isabel National Forest in Colorado. When he was finished, Mather verbally attacked him. Mather stood up and, visibly upset, pointed his finger at Carhart and in a loud voice proclaimed in effect that the Forest Service had no business meddling in recreation, and that recreation on public lands was the sole responsibility of the National Park Service. By the account of several witnesses, including the conference chairman, Carhart responded calmly with several responsive comments to Mather's unexpected attack. The confrontation made front page news the next day in the Denver and Des Moines newspapers which blared "Agency Heads Clash!" This unfortunate event revealed the deep rift between the two government agencies, and the depth of Mather's passion for the agency he headed.

Chief Forester Henry Graves and Assistant Chief Sherman reacted quickly to the threat to their administrative turf posed by the NPS. Their first order of business was to establish in congress and in the public mind the idea that the Forest Service, like the Park Service, had an important role in outdoor recreation. The first effort was Sherman's *Landscape Architecture* article. The second step was taken a year later when the USFS contracted with prominent landscape architect Frank A. Waugh to conduct a review of the Forest Service's recreation uses and to suggest recreation policies. Carhart in 1962 reflected back on this important move:

While the First World War's tempests overshadowed and slowed many phases of human uses in the Federal forests and parks, another step was taken no less significant than Professor Waugh's collaboration with the Forest Service. Waugh must have been in the field on July 31, 1917 [sic] when Charles Pierpont Punchard, Jr., became landscape engineer of the National Park Service after holding for 1 day a position in the Fine Arts Commission where he had been a landscape architect for the District of Columbia. This quick move by hasty transfer to balance a park landscape architect with the forest landscape architect hints at the light touch but high velocity maneuvering between two Government services for positions of advantage in the administration of recreation in our

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 18

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

wildlands.

Waugh and the Recreational "Utility" of the National Forests

Professor Frank Albert Waugh, hired as a temporary consultant to the Forest Service in 1917, had headed the Landscape Architecture Department at Massachusetts Agricultural College since 1903. Waugh was a member of a small, elite club of landscape architects who promoted the naturalistic or natural school of landscape design engendered by the American and British Arts and Crafts movements. He was perhaps best known for his ideas on landscape gardening. Waugh's unique contribution to American literature was his "introduction of an ecological approach to landscape gardening" (McClelland 1995:24). Beginning in 1917, if not earlier, Waugh also became an advocate for public recreational use of the National Forests.

Waugh was commissioned by Chief Forester Graves to undertake a field study to assess the National Forests' "existing conditions of recreation, with recommendations of methods and general policies" (Waugh 1918:4). Over a five-month period, Waugh visited many forests throughout the United States and produced three reports, which were issued in summary form by the Forest Service in 1918. The most important was the 43-page *Recreational Uses on the National Forests*. In this report Waugh strongly supported the National Forests' position that the agency was responsible for managing recreation on its own lands. He discussed the impracticality of taking recreational responsibility away from the Forest Service, arguing that recreational use of the forests is pervasive and is an inherent and appropriate "utility" of the forests. "For as long as the Forests are left they will continue to be used for purposes of recreation; and these uses will be extensive and valuable" (Waugh 1918: 30). Despite his assessment of the agency's recreational responsibilities, over the next twenty years one of the classic government inter-departmental power struggles would be fought between the National Park Service and the U.S. Forest Service for control of public lands and the missions associated with that control, including recreation.

During his five-month tour of the national forests in 1917, Waugh observed and reported on a variety of existing uses of the forests for recreational purposes. These included trails that were built for administrative use but used by hikers, and roads built for administrative use but also used by campers. For those who "greatly prefer the tent and camp fire," the Forest Service laid out and equipped a large number of camps, "always located where good water is available, and usually a practicable wood supply" with simple provisions for sanitation and cement fireplaces (Waugh 1918:8-9). He discussed the popularity of picnic grounds, citing Eagle Creek as "the most notable example of this form of recreation." Located on the Columbia River Highway within the Oregon Forest approximately 40 miles west of Portland, construction had begun on Eagle Creek in 1916. Waugh noted that the Forest Service had installed sanitary conveniences, a good water supply, a number of fireplaces, and picnic tables.

Noting that some of the noblest landscapes in the world are found within the National Forests, Waugh (1918:10-11) argues that "if in special areas this direct human value of the landscape can be shown to outweigh other economic values it obviously becomes good public policy to sacrifice the lesser interest to the greater." This sentiment would be expressed again later, more fully and eloquently by both Arthur Carhart and Aldo Leopold, the two most noted proponents of the Wilderness concept. Carhart would use this argument to protect Trapper's Lake in Colorado from intrusive development.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 19

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Waugh makes special note of what he terms the "municipal playground" at Seeley Creek Flats in the Angeles National Forest, the "first and most fully developed of these playgrounds." Operated as part of the city's playground system, Waugh (1918:19) describes the facility in detail:

Here the city leased from the Forest Service a tract of 23 acres of well-wooded mountain land beside a pleasant stream and lying at an elevation of 3,500 feet. On this tract they have erected 61 small summer bungalows, each capable of accommodating from two to six persons. These are furnished with cot beds. A central clubhouse has been built; also a central kitchen with a pleasant outdoor dining room. Water supply, sanitary equipment, cement swimming pool, tennis courts, and other simple camp facilities have been provided.

Waugh noted that the city supplied rail and automobile transportation to the camp, and he was especially impressed that the camp made a profit for the city. He also stated that other cities have taken leases on other Forest tracts for similar, predicting that "this form of municipally directed recreation" will prove to be quite popular.

Waugh also commented on the efficacy of "permanent camps," summer home communities. He described a most intensively developed area in the Angeles Forest north of Los Angeles, "where every canyon which has running water is crowded full of camp houses, many of them substantial and well furnished and occupied for several months of the year. Indeed some of these colonies readily pass from the character of summer camps to the condition of permanent towns" (Waugh 1918:22).

Waugh concluded his report by emphasizing that the National Forests have always been extensively used for recreation and that this use was rapidly increasing. "Recreation must be recognized as a large and highly valuable utility in the National Forests, and this utility must be fairly conserved and developed in proportion to its value to the public." Finally he proposed that the Forest Service should employ men "suitably trained and experienced in recreation, landscape engineering, and related subjects" (Waugh 1918:37).

Some might argue today that the Forest Service's contractual use of Waugh, an important landscape engineer and a member of the American Society of Landscape Architects, was a calculated effort to blunt the recreational initiatives of the Park Service. Nonetheless, Waugh's work in 1917-1918 for the agency is significant. He addressed themes that would occur in the later development of the Forest Service such as the legitimate utility of recreation within the forests, the protection of especially scenic areas for their esthetic values, and the dollar value of recreation to the forests.

Waugh, however, did not promote the idea of comprehensive recreational planning in the forest system, a real need within the Forest Service. He focused on small-scale projects and not on the large scale planning efforts that were most needed. For example, Waugh suggested ways that ranger stations could be "beautified" by the use of decorative plantings, and he designed several sample ranger station plans with plantings for the report. Tweed (1980:7) points out that Waugh's work reflected "the philosophical outlook of his time, which could not conceive of intensive Forest Service recreation development. Waugh dedicated much of his discussion to the role landscape engineers could play in the design of summer cabin areas and other facilities to be financed by private capital."

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 20

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Comprehensive Recreation Planning in the National Forests and National Parks

In 1919 there was no Forest Service precedent for comprehensive or long range planning for recreational use of its forests. Summer home camps, and organized camps such as those noted by Waugh, were typically located on only a few acres and did not require large scale planning. Summer camps and organized camps were built without professional guidance as to esthetics or placement. Other early recreational construction projects were also small in scale. For-profit concessionaires built resort lodges, with very few exceptions, on parcels of a few acres with the location picked out by the concessionaire. Auto or transient campgrounds were largely unplanned and unimproved. Roads and trails constructed in the forests were mostly for administrative purposes and not for visitor use. The 1921 *Report of the Forester* noted that many large areas “are entirely without even the simplest trail facilities. Valuable forests which will be urgently needed in the future are being jeopardized by reason of the fact that they are without adequate roads or trails.”

Large scale planning was not a completely new concept in the Forest Service in 1919. By 1910, grazing plans were being written and enacted throughout the agency. These plans included an entire watershed, and in some cases a ranger district or forest. The Forest Service had collected data for 30 years on timber production that it used to prepare forest timber plans. The agency had a successful history, begun under Pinchot, of producing timber management plans for state and local governments for a fee, and in some cases to other government offices such as the Department of Interior’s Land Office. Also, beginning under Pinchot, each Forest and District [now Region] was required to prepare annual plans, which focused heavily on silviculture. Large scale planning for water use, sustained yield, mining and wilderness would begin later, in the 1920s.

Waugh’s 1918 report, while helpful in establishing the legitimacy of recreational use of the forests, had not addressed the need for a planning framework for these recreational uses, either nationally or at the forest level. It is possible that Waugh had simply been reflecting the attitudes he encountered among forest managers in the field. Harold K. Steen (1976:113) aptly noted in his administrative history of the service that “to some, timber management and recreation use were incompatible... The agency dealt first with what it saw as the great problems, leaving lesser issues to take care of themselves as best they could. To the Forest Service, recreation was a lesser use.”

In contrast to the Forest Service, the National Park Service and Mather had understood from the outset that comprehensive recreational planning, using professional landscape engineers, should be integral to the development of the parks. The American Society of Landscape Architects, in its January 1916 meeting, had approved a resolution in support of the creation of the National Park Service. This document effectively stated as a *caveat* for its support of the new agency that professional (landscape) planning would be required for construction projects in the new national parks. The Society was comprised of the most influential landscape architects of that era—Frederick Law Olmsted, Professor James S. Pray of Harvard University, Professor Henry Hubbard also of Harvard, and Frank Waugh. These men, and their fellow members, although few in number, were critical to the successful establishment of the new Park Service—and the politically adept Mather was well aware of this.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 21

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

The National Park Service's support for scaled, comprehensive recreational planning began quite early. On May 13, 1918, Secretary of the Interior Franklin Lane approved a statement of policy that set forth broad objectives which would guide the agency in its stewardship of the parks and its efforts to make parks accessible and enjoyable to the public. Linda McClelland (1995:49) notes that "the 1918 statement of policy established the mechanism for a process of park design and planning based on the principles of landscape conservation and harmonization. Responsibility for carrying out such a process would be placed under the aegis of a landscape engineer."

In July 1918, the Park Service hired its first landscape architect, Charles P. Punchard, Jr. Arthur Carhart, who knew the man, commented how "Punch" threw himself into his work, but didn't live to see his plans or ideas implemented as he lost his fight with tuberculosis in 1920. It is probable that Punchard's immediate successors in the early 1920s, including Daniel Hull, developed plans for integrated campgrounds and recreational units and constructed some of these in one or more national parks. It is not clear if Hull or Vint developed park-wide, or system-wide comprehensive plans along the lines that had been proposed by the American Society of Landscape Architects. Smaller recreational projects were developed, however. Free automobile parks opened in each park. [Yellowstone, Glacier, Mount Ranier, Crater Lake]; camps were located in specially cleared areas provided with water, at convenient distances from supplies of fuel; toilet facilities were provided and cooking grates installed. Shelters for cars were even constructed at Yellowstone. There were design efforts to promote uniformity in road and campground design and, although perhaps not fully implemented in the 1920s, there was an underlying landscape philosophy in the park service that embraced the idea of comprehensive recreational planning.

Sherman, at least as early as 1919, had apparently given this very idea some thought. He had quietly talked with his top management team, including Leon Kniepp, head of the Lands Office, about establishing a recreational engineer (landscape architect) position in each of the Forest Service's ten district headquarters offices around the country. Sherman hired Carhart in March 1919. It was possible, if things worked out, that Carhart would be the first of several professionals to be hired in a new recreational/landscape architecture program in the Forest Service. Although not directly stated in their meetings, Carhart had been led to believe when he interviewed with Sherman that he might even end up heading such an office at the Washington level. As it turned out, however, there were no funds to support hiring additional college-trained landscape men in the service, and the district offices were unwilling to trade a forester position for a full-time recreational engineer position.

Forest campgrounds in most areas suffered in comparison with similar Park Service facilities. In response to negative comparisons with National Parks facilities, the Forest Service undertook to train its own foresters in landscape architecture after Carhart's departure in December 1922. Several men in each forest District were selected (or volunteered) to undergo this training which lasted for several weeks. Many field men were trained at Cornell University where a two-week curriculum was deemed adequate by the forest service's Assistant Chief of Lands, Leon F. Kniepp.

These half steps reflected the Forest Service's residual ambivalence, both in the field and in Washington, about its role in recreation. That ambivalence would not begin to be resolved until the establishment of the Recreation Division in the Forest Service in 1937 under the dynamic leadership of Bob Marshall. Thereafter, annual forest-wide recreation reports were required for system-wide planning and budgeting,

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 22

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

a belated but welcome confirmation of Carhart's recommendations in the early 1920s for national recreation reports and forest-wide planning.

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The outdoor recreation movement after the War was national in scope, the result of several social forces at work, particularly after World War I. These social forces included increased wealth among the working classes, the proliferation of the affordable automobile, a large male population that had been introduced to a taste of the "outdoor life" during their military service, and a rapidly growing system of improved roads that provided easy access into the National Forests and other public lands. At the same time, the Forest Service realized that recreational use of its lands was inevitable and began to encourage public use of the forests for camping and recreational driving.

Squirrel Creek was the first professionally and comprehensively planned recreational complex constructed in the national forest system by a landscape engineer. It marks the beginning of official forest service action to implement a broad-based recreation program in the national forests. Squirrel Creek is also one of the earliest national forest recreational campground complexes built within the forest system. The property is a rare extant example of the Forest Service's efforts to provide pleasing and safe developed recreational facilities to meet the needs of millions who began to descend upon the forests in their family automobiles following World War I. Squirrel Creek was developed by the Forest Service as an experiment, its first attempt to professionally design a recreational complex that would meet the needs of forests users.

The Squirrel Creek project was successful and became a model for many similar developments built throughout the forest system in the early 1920s, and continued as an inspiration for similar forest recreational units until the 1940s. The construction of the Squirrel Creek Recreation District was the earliest extensive practical effort by the forest service to manage and systematically develop its outdoor recreational assets for the use of auto tourists. At the same time, the innovative use by the Forest Service of a local non profit cooperative, the San Isabel Public Recreation Association (SIPRA), to provide badly needed funding for recreational developments on the national forests was the first example of its kind in the country. U.S. Forest Service Historian Gerald W. Williams (2000:9) noted that the first cooperative campground was constructed "at Squirrel Creek on the San Isabel National Forest near Pueblo, Colorado, at the time Federal funding was lacking and communities saw the need for better camping and picnicking facilities on the national forests."

The cooperative non-profit association concept initiated at Squirrel Creek was widely copied throughout the entire forest system in the 1920s, 30s, and 40s and was the forerunner of today's volunteer, cost-share, and partnership programs in public land management agencies.

Roots of Mountain Recreational Development in South Central Colorado

The development of recreational facilities in the mountains in the Pueblo area began in the early 1880s with the establishment of seasonal summer cabins near communities like Beulah, Rye, Second Mace, La Veta, and Stonewall (located west of Trinidad). Well-to-do families who lived in nearby Pueblo or Trinidad typically built these cabins. They were used to escape the heat and dryness of the plains to the

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 23

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

east. Many of these early cabins remain in use today as summer homes or year-round residences, usually with modern modifications.

Beginning in the late 1880s small resorts such as the Pines Ranch at the base of the Sangre de Cristo Mountains in the Wet Mountain Valley and the Sulphur Springs Resort west of La Veta attracted visitors from farther afield, including international tourists looking for an "American West" experience. This was not unique to the Pueblo-San Isabel region. Railroad companies like the Union Pacific had begun promoting travel to the American west as early as the 1870s. And by the 1880s detailed itineraries, including travel by Pullman Coach, first class meals at top resorts, horseback riding, and wagon trips into scenic mountain venues were commonplace. Some late 19th century tourists chose to stay at in-town hotels that catered to summer visitors. Early examples of tourist hotels in Beulah, a small mountain community located 26 miles southwest of Pueblo, included the Alta Vista, Antlers, and Davis House.

The San Isabel National Forest directly abutted several small communities in south central Colorado. As the largest landowner in the region, the San Isabel National Forest became a major voice in a wide range of political and land use issues. By 1908 the San Isabel National Forest encompassed approximately 640,000 acres, spread over three geographically disconnected divisions in an area covering 1.5 million acres.

The new San Isabel Forest was initially unpopular, especially when newly minted forest rangers began to enforce grazing regulations. Most ranchers had taken for granted their unlimited grazing access on public forests. Now they were required to obtain grazing permits and to pay for grazing rights that had been free. Rangers were attacked in the press and hung in effigy. The government never completely capitulated, but grazing fees were reduced or eliminated in much of the west. An uneasy truce was declared between the ranchers and the Forest Service.

One unanticipated land use issue of much greater consequence than grazing fees in the San Isabel was the growing dilemma of public recreational access into the Forest. In the early days of the Forest there were few visitors. The annual San Isabel National Forest Reports didn't include a category for (non-hunting) recreation until 1919. Those people who did come to the San Isabel were generally small groups of day visitors on horseback rides, hunters, or the infrequent hiker.

However, after the end of World War I, with the availability of affordable automobiles, and more free time, day visitors who drove with their families and friends from Pueblo, Walsenburg, Trinidad, and Florence besieged the San Isabel National Forest. Many of these visitors were steel and coal mine workers of modest means and various ethnic origins. According to CF&I records in 1901, the company employed more than 15,000 men representing 32 nationalities and speaking 27 languages. There were 30,000 men employed by CF&I in the region by 1915. While necessary to the success of the CF&I operations, these immigrants workers were viewed by mill managers and civic leaders with a degree of suspicion and fear. The communist revolution in Russia in 1917, combined with the experiences of World War I, had frightened America's industry and political leaders in industrialized communities like Pueblo. They were concerned that working class people (with a special push from recent immigrants) could create havoc in the mills and coal camps. A repeat of the Ludlow Massacre was feared.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 24

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

There was also increasing pressure on the Beulah/Squirrel Creek area from tourists traveling by automobile from Kansas, Nebraska Oklahoma, and Texas. The Wet Mountains west of Pueblo were the nearest mountains to these plains dwellers. Beulah was especially impacted because a surfaced road was built by 1916 from Pueblo directly to Beulah, ending at Squirrel Creek Canon just at the San Isabel National Forest Boundary, a trip of only 26 miles from Pueblo.

However, as late as 1919 there were no automobile roads into the forest out of Beulah, nor were there picnic or campground facilities to accommodate forest visitors for a day, let alone for a more extended stay. As a result, visitors to Squirrel Creek parked illegally on private lands and polluted the streams flowing out of the Wet Mountains with trash and worse. Trees and shrubs were cut down to provide wood for fires, benches, and for shelter from summer rain showers. Photographs taken in 1919 and 1920 show denuded slopes at the eastern edge of Squirrel Creek Canon and piles of picnic trash scattered over the area. Fire danger was always a great threat since there were no fixed fireplaces. There were no clean water sources and Carhart, who had been a camp Sanitation Officer during World War I, was appalled at the health risks when he evaluated the area in spring 1919.

It was clear to everyone involved—the business leaders in Pueblo (including the CF&I) and Trinidad, the Forest Service, the politicians in Pueblo and Denver—that something had to be done about the outdoor recreation problem in Pueblo, if only for humanitarian reasons. They felt the pressure to provide healthy outlets for the large, potentially restive, and newly mobile working class citizens. In 1919, faced with mounting recreational pressure on his forest and with potential fires and downstream biological disasters from polluted waters looming in Beulah, Rye, Pueblo, Trinidad and other communities, Forest Supervisor Albin Hamel, and Pueblo's civic leaders knew that they needed professional help.

The Forest Service Response

Frank Waugh, in his 1918 report to the Forest Service, recommended hiring “specially trained men” to head up a new recreation program in the forest service. In 1919, possibly as a partial consequence of Waugh's recommendation, the agency hired its first full-time landscape engineer, Arthur H. Carhart.

Carhart, a 1916 graduate of the Landscape Architecture Department at Iowa Agricultural College (now Iowa State University), had recently been released from Army service where he worked as a commissioned Sanitation Engineer at Ft. Meade, Maryland. He was an advocate (as was Waugh) of public recreational use of the forests. Carhart was also an aggressive proponent for the applied use of comprehensive planning to fully develop the forest's recreational values and potential. Carhart's “city planning” philosophical underpinning for his work in outdoor recreational development would have made logical sense to Pray, Olmsted, and to Carhart's professor at Iowa, Frank H. Culley. These men were all proponents of the naturalistic school of landscape architecture and of esthetic and harmonious park design. At the same time, they took an analytical, sequenced, and pragmatic approach to landscape design.

Carhart was appointed on March 1, 1919, and was assigned to the Denver office. The Denver office was the headquarters for District [now Region] 2 with management responsibility for National Forest lands located between Colorado and Michigan. After reporting for duty in Denver, Carhart immediately toured the District. He was looking for a location to develop and apply his ideas for comprehensive forest

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 25

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

recreational planning. He believed that, as with city planning, recreational planning should be comprehensive in scope, and that different forest "types" would lend themselves to various levels of recreational applications ranging from heavy development to no development: He wrote: "The same basic principles that apply in the zoning of a city for human use also apply to the zoning of the big outdoors for human use."

Forest Supervisor Hamel and the newly appointed Carhart hit it off immediately. Hamel saw in Carhart a possible answer to the Pueblo/Beulah recreation issue. In Supervisor Hamel, Carhart found a dedicated Forest Service officer who was seeking a solution to important recreational pressures facing the San Isabel National Forest. Hamel and Carhart were willing to squarely face the possibility that recreation, at least in the San Isabel, was equally important as timber production and grazing permits. This was exactly the challenge Carhart sought.

The 1919 annual *Report of the Forester* officially recognized the prominence that recreational use of the forests had reached.

Plans for the management of the National Forests must aim to provide for an orderly development of all their resources...Such plans would be incomplete if they failed to take into account...recreation resources...In short, the National Forests...must be administered with a view to recreation use as one of their major functions...

As Tweed (1980:1) so aptly noted this statement "formally affirmed that both careful planning and continuing management were now required to meet public demands for this use."

The San Isabel National Forest Recreation Plan

In his 1919 *General Working Plan Recreational Development of the San Isabel National Forest*, Carhart states that this plan "is the first great regional plan that has been undertaken anywhere in the National Forest. And it is bound to be a model for other like plans that will inevitably follow." Carhart realized that while it was impossible to have one set of rules that would apply for all situations when planning for recreation in the National Forest, some big broad rules and policies could be universally applied.

There is one principal, one fundamental truth that must be recognized. That is, in order to fully utilize the possibilities of any forest and in order that we keep our recreational development in proper perspective with the size of the forests, plans must be big and broad. There should be no great building of isolated improvement small in size but rather a recognition that any camp, or summer home site has direct relation to all other uses and improvements in that region and plans should be shaped to meet those conditions. The bigger the plan on which improvements are built the greater the total return will be to the service and to the public....A large comprehensive plan put into being is not only a big step forward in recreation use of the forests, but is almost imperative because such a large plan in operation is the best way to bring home to the public the fact that recreation is available in our forests.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Section number 8 Page 26

Carhart's plans for the San Isabel National Forest were indeed big and broad. Nothing like them had been seen before in the National Forest system. Carhart proposed several "groups," "clusters" or "districts" of recreational developments to disperse visitors throughout the Forest and to eliminate choke points. He recognized that good automobile roads were necessary to connect dispersed recreational developments, and he proposed a transportation system that included the construction of new roads like the North Creek Road and the upgrade of existing wagon roads like the North Hardscrabble Canon Road to meet automobile standards. Carhart's recreational plans for the San Isabel also included the development of day trip picnic grounds outside the forest boundaries, notably at Rye Mountain Park and Pueblo Mountain Park, to further disperse and direct visitors outside the forest.

Bob Cermack (1972:5-6), then San Isabel National Forest Supervisor, captured the essentials of Carhart's plan in a draft article entitled "Plans Must be Big and Broad: The Beginning of Recreation Planning on the National Forests":

His object was to 'produce a magnificent recreation area which will be a pride to the Service and give in return to the people...the greatest good to the greatest number.' He painted in broad strokes a concept of recreation use which was so integrated with other uses that today it would be called land use planning. Throughout the Plan he emphasized the 'big plan,' 'big planning,' 'big regional planning,' 'the larger plan,' 'big planning' to drive home his central point that a broad regional plan was the fount from which smaller and detailed plans could flow....He struck upon the reasoning which guided later multiple use planning and current land use planning when he wrote, 'it forecasts a time when in all of the Forests of the Nation a really comprehensive plan for regional development will be in force and, by a correlation of that use consistent with the best use of the Forest, will give to the people of the Nation the fullest possible return from their Forests.'

Carhart's plan then moved from the general to the specific. Again quoting from Cermack:

The Working Plan contains the details of a program for recreation development of the San Isabel. The plan recognized that recreational use of a National Forest was highly varied and complex. Carhart applied regional planning techniques to link all elements of recreation, sanitation, transportation, wildlife, and fire protection together in a comprehensive plan. The plan first divided the Forest into units according to topographic features, access and geographic location. The next step was to determine origins of recreation traffic and distribution points for this traffic once it was near or on the Forest. Carhart then identified a network of primary and secondary roads needed to distribute use. Each unit of the Forest was separately considered. Next the planning indicated focal points in most of the units toward which recreation use could be concentrated by reason of the available recreation resources. Each recreation area was described as to what facilities it should contain. The typical area centered on tent camps with picnic grounds, hotels (resorts), auto camps, and recreation trails at varying distances from the focus.

Carhart defined five levels of human use of the forests ranging from intensive use such as found at Squirrel Creek to "wild lands" [wilderness areas] such as found at Trapper's Lake. In addition, he created what he termed recreational planning units or districts, starting with "the greatest units and

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 27

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

working towards a lesser." He defined, in descending order, the Grand Regional Plan, Regional Plan, Type Region, Recreational Unit, Service Unit, Service Group, and structures (fireplaces, sanitariums, etc.). He considered the San Isabel National Forest Plan to be a "Regional Plan," and the Squirrel Creek experiment to be a "Recreational Unit or District."

The plan also suggested that as a general policy, anything of unusual scenic beauty or scientific interest should be preserved. This was a reflection of Carhart's concurrent work in developing a theory of wilderness preservation and management. He even proposed the acquisition of scenic areas outside the Forest for their protection. Carhart saw no contradiction between the intensive recreational development work he was undertaking in Squirrel Creek and elsewhere, and his simultaneous work to protect and preserve special wild lands from development. To him the two uses were simply a matter of separation and zoning. In the way that a city contains both a busy commercial area and quiet parks, a forest could include both a heavily developed recreational area and an area set aside for quiet contemplation and minimal development.

The Squirrel Creek Recreation District

The Squirrel Creek Canyon area was selected in April 1919 for the first professionally directed experiment in intensive recreational development in the San Isabel National Forest. Located just inside the forest boundary, 26 miles southwest of Pueblo near the resort and farming village of Beulah, Squirrel Creek Recreation District [so designated by the Forest Service in subsequent reporting documents] was intended to become the template for many similar developed recreational units throughout the west.

Carhart first describes actions to be taken with respect to *roads* in the Squirrel Creek recreation district. Carhart believed that, as in city planning, circulation and dispersion of traffic--pedestrian and vehicular--was the starting point for forest recreational use planning. He made certain that arrangements were in place to begin the construction of the Squirrel Creek Road to coincide with the other work being undertaken in the Canyon. A short section of the old Squirrel Creek wagon road was improved for automobile use at the eastern end of the District where the first campground improvements were placed in summer 1919. Work began on the remaining section of the road in 1920 and was completed in 1922. Squirrel Creek Road would not only serve the Squirrel Creek Recreational District but also would connect with two other scenic roads being built at the same time, in order to provide an interesting loop tour for visitors.

Carhart (1920:13) noted in his plan that the following improvements took place in the canon floor of Squirrel Creek by spring 1919: 2 shelters, 12 fireplaces, 2 spring developments, 3 chemical toilets and several foot bridges over streams. These improvements were the first known campsite improvements placed in the San Isabel National Forest. Carhart was pleased with the improvements and took several photographs of them in 1919 and 1920. The modest experiment at the Squirrel Creek Campground was overwhelmingly successful. One summer Sunday in August, 700 cars were counted at the new campground. Carhart noted that it was not unusual for family members to stake out a campsite on a Friday evening in order to ensure a space for the entire family or group on Saturday or Sunday.

Carhart (1919:33-35) had very specific ideas about the campground improvements that would be placed in Squirrel Creek during the 1920 season:

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 28

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Auto camps will be very much like the picnic camps except that there will not be the provision for taking care of many in one place. The picnic arrangements will, at times, take care probably of thousands of people, while the auto camps will take care probably of numbers less than a hundred at any one time. The improvements will be in the nature of fireplaces, garbage pits, toilets, water development, and arrangements for locating tents and auto parking spaces. There should be some nearby wood supply available or it will be necessary to haul in wood to these points and establish a camp woodpile in order that the nearby green timber will be protected. Auto camps of small size will necessarily be placed at points other than near the larger development centers. These will be necessary to take care of the people that will wish to camp in a small area by themselves rather than in a large camp....Picnic camps will be used almost entirely by the local people...With the larger group the camp stove that will take care of thirty or forty will also take care of several hundred and if the use of the picnic area merits it there can be added another such arrangement for cooking...

In summer 1920, Carhart, Frank Culley, and the San Isabel Public Recreation Association (SIPRA) installed 45 fireplaces, two shelters, seven toilets, 12 footbridges, signs, and garbage pits in the new recreation district. At the same time that improvements were being placed in the campground, Carhart was orchestrating the construction of the auto-friendly Squirrel Creek Road and making plans with SIPRA for the construction of a small resort lodge or community house to be called the Squirrel Creek Lodge. He also worked with Culley to construct the Cascade Trail.

Word about the work in the San Isabel at Squirrel Creek spread. The most important land use and recreational men of the time, as well as many Forest Service managers and field men, visited the San Isabel National Forest and the Squirrel Creek Recreation District in particular.

The San Isabel Public Recreational Association

The outdoor recreation problem that loomed in Pueblo, Beulah and nationwide after World War I was amplified by the complete lack of a Forest Service budget for recreational planning, or for the construction of visitor improvements. The first Forest Service budget request for recreational improvements for the National Forests, a small sum of \$40,000 for the entire system, was not submitted to Congress until Fiscal Year 1922—thirty years after the forest reserves were established and fifteen years after the USFS was created. In response, Congress allocated a paltry \$900. This disappointing appropriation was a result of Park Service lobbying against *any* recreational funding for the Forest Service. A request by the Forest Service the following year for \$50,000 for recreational improvements was similarly reduced, this time to \$10,000 to be used for “sanitary” improvements in the forests. It would be several years before congress would allocate funds to the Forest Service to construct developed campgrounds and related improvements.

In the meantime, not stymied by this apparently insurmountable budget hurdle, San Isabel Forest Supervisor Hamel along with Carhart and Pueblo Commerce Club Secretary Pete Gray teamed up to find a solution. It wasn't long in coming. With the Forest Service's encouragement, a non-profit cooperative association was established in Pueblo called the San Isabel Public Recreation Association (SIPRA). The

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 29

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

goal of the new association was to raise a minimum of \$100,000 in contributions from businesses and individuals to be issued as stock. The money raised would be used to help fund the construction of recreational roads, first class picnic and campgrounds, trails, and resorts in the San Isabel National Forest. The Forest Service, in turn, would provide the planning and engineering expertise and the land to accommodate the improvements. SIPRA was organized in summer 1919 and was incorporated in November of that year. The largest contributor to the subscription fund was the Colorado Fuel & Iron Company.

Carhart (1960:1) wrote years later in a letter to Donald Clark, Regional Forester in Denver:

There was nothing like funds to install the most rudimentary facilities for forest visitors....I'm not sure who whopped up the idea, Hamel, or Pete Gray then Secretary of Pueblo's Commerce Club, or several of us trying to find how we would get garbage pits, fire places, toilets and simple water supplies that were safe. But in 1920 [sic] was formed The San Isabel Recreation Association, Incorporated. [sic] ...and though they didn't know it, they had the bonus of being the first such community effort cooperating with the USFS to supply funds and support toward recreational uses of the national forests

The cooperative partnership arrangement between the San Isabel National Forest and the newly created SIPRA was a resounding success. Beginning in the summer of 1919 experimental improvements were placed at two potential campground sites west and north of Beulah in the Squirrel Creek Recreation Area. The improvements included fixed fireplaces," sanitaries" (chemical latrines), footbridges and shelters. These visitor facilities were so successful that in 1920 the two experimental camps were expanded, and two more campgrounds were built along with two municipal picnic grounds near Beulah and Rye. These improvements were built partly with SIPRA funds. The section of Squirrel Creek Road located in the nomination boundaries was built partially with \$6,000 of SIPRA funds in 1921-22. By 1925, SIPRA and the Forest Service had constructed more than 30 developed campgrounds and 225 miles of scenic recreation roads in the San Isabel. By 1922 the San Isabel had become the first "recreational" Forest in the National Forest System.

This cooperative association concept soon became the model for similar organizations across the country, including several other associations established along the Front Range cities of Colorado, such as Longmont and Ft. Collins. The Superior National Forest Recreation Association was established by Arthur Carhart and Carl Riis in 1922 and was instrumental, along with the newly established Isaak Walton League, for the preservation of the 1,000,000 acre Boundary Waters Canoe Area in upper Minnesota. Carhart served as a director of the Superior National Forest Association until 1930. The Ft. Collins association established a municipal camp on the Cache le Poudre in 1920, and a nascent cooperating association in Denver donated \$1,000 toward the construction of the Devil's Head Camp, also in 1920. There were many other examples of successful cooperating associations, including, the San Bernardino Recreation Association in southern California which was still active in 2004.

CRITERION B

Arthur H. Carhart was the first full-time landscape architect hired by the U.S. Forest Service. His appointment on March 1, 1919 as a "Recreation Engineer" was official agency recognition of the

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 30

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

importance of planning and managing its recreational resources to meet the demands of the public. Carhart's tenure with the Forest Service set in motion the comprehensive planning, multiple-use, and wilderness planning initiatives that would eventually result in federal regulation and law.

Carhart is also significant for his singular development of the first forest-wide comprehensive recreation plan. These plans, for the first time, provided a thorough and practical framework and set of solutions to address the booming outdoor recreational needs of the post World War I public in our national forests. His plans addressed the impacts of the automobile on forest visitation numbers and the scenic driving and campground needs engendered by automobile tourism in the national forests. The San Isabel National Forest Recreation Plan, developed by Carhart in 1919 and 1920, encompassed a 1.5 million acre area. The plan, with some minor modifications, was implemented over a period of twenty years under several different forest administrations, a testament to its inherent strength. Perhaps Carhart's unique contribution to the practice of outdoor recreational planning was his fusion of theoretical academic naturalistic concepts with "city planning and zoning" techniques to create a practical application of these theories and techniques, amplified on a large scale.

Carhart is important for conceptualizing and supervising the overall development of the Squirrel Creek Recreation District—the first architect planned and directed recreational unit built in the forest system. The Squirrel Creek project, although a unit of the larger overall San Isabel National Forest Recreation Plan, was viewed by Carhart, and by his Forest Service superiors in Washington, as the first practical experiment in the application of integrated recreation planning in the National Forests. The success (or failure) of the Squirrel Creek project could have great consequences for future agency recreation policy. The success of the Squirrel Creek experiment, already evident by 1921, secured the Forest Service's appreciation (if not its financial support) of the appeal and importance of planned, developed recreational improvements.

Arthur Carhart is significant for his role in helping to conceptualize and implement the cooperative association idea while he was employed with the Forest Service. Carhart was closely involved with the formation in 1919 of the first cooperative association, the San Isabel Public Recreation Association. He also was instrumental in establishing similar cooperative associations between 1920 and 1922 in Longmont, Fort Collins, Trinidad, Ouray, and Redcliffe, Colorado. Carhart was also a director of the newly created Superior National Forest Recreation Association in 1922. He served as a director until 1930. The Superior National Forest Recreation Association fought, along with the new Isaak Walton League, to establish what eventually became the one million acre Boundary Waters Wilderness Area in northern Minnesota.

Carhart's Background and Early Influences

Carhart was a 1916 graduate of the Iowa Agricultural College Landscape Architecture program where he studied under Professor Frank H. Culley, a native Iowan. Carhart, also an Iowan, was the program's first graduate. The Landscape Architecture Department had been established in 1914 by Frank Culley, and by the early 1920s it was one of the pre eminent landscape architecture programs in the mid west, and west.

After graduating from the Iowa Agricultural College [Iowa State University], Carhart was hired by the prestigious O.C. Simonds Firm in Chicago. O.C. Simonds was an important mid-western landscape

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 31

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

architect, known for his "Prairie-style" landscape gardening work and for his use of native shrubs and trees. His 1920 book, *Landscape-Gardening*, expounds on these views. Perhaps most famous for his work on Cook County's Graceland Cemetery, Simonds was one of the most important landscape architects in the mid-west in the last quarter of the nineteenth century and in the first quarter of the twentieth century. He was a "naturalist" landscape architect, a preservationist, an ardent advocate for rural conservation, and a proponent of the importance of preserving open space in cities, already disappearing in the early years of the twentieth century. Simond's park designs were done on a small scale; rarely exceeded forty acres. Perhaps of most significance to Carhart, Simonds' firm also did city planning, including city park designs.

An important element in Carhart's resume was his World War I military experience. Until February 1919, just prior to his Forest Service appointment, Carhart had served as an officer in the Army's Sanitary Corps. He had also worked as a landscape architect at Fort Oglethorpe, Georgia, and at Camp Meade, Maryland where he was in charge of ensuring that the camps were designed and engineered to avoid the possible development and diffusion of diseases like typhoid. He knew how to test water and how to evaluate blood and water samples in a laboratory. He also designed military base layouts that could accommodate road circulation, housing, tent-camps, and that addressed the sanitary improvements needed to meet the health needs of thousands of soldiers in close proximity. It is possible that Carhart's city planning techniques, which he presumably was exposed to with the O.C. Simonds firm, were first applied during his military service.

The combination of sanitary engineering knowledge and landscape engineering skills was an ideal match for the Forest Service job, especially in view of the forest service's burgeoning need for planned, sanitary campgrounds and summer home communities, as had been noted much earlier in the 1913 *Report of the Forester*. Carhart's academic training and his brief tenure with the O.C. Simonds firm, had presumably prepared him for outdoor recreational planning work. His academic credentials were important to the Forest Service, as was his associate membership status with the American Society of Landscape Architects (ASLA). By 1920, Carhart had been appointed as a full member of the ASLA, and his presence as a full time employee of the Forest Service would give weight and credibility to the agency's recreational skirmishes with the Park Service, sometimes with major consequences.

Carhart was an inheritor, advocate and, during his Forest Service years, a practitioner of the naturalistic or natural style of landscape planning that had been popularized by Frederick Law Olmsted, Sr. in the 19th century and embraced by later generations of landscape architects like John Olmsted, Frederick Law Olmsted (Jr.), James S. Pray, Henry Hubbard, and Frank A. Waugh. Carhart's landscape architecture education at Iowa was under the direction of Professor Frank H. Culley. Culley had studied landscape architecture under Waugh at the bachelor's level at the Massachusetts Agricultural College, and had studied under Professors Henry Hubbard and James Pray at the Master's level at Harvard. Carhart's landscape course work at Iowa Agricultural College had undoubtedly included the naturalistic philosophy of landscape design and planning, although no curriculum records remain to confirm this. Carhart invited Culley to join him for the 1920 summer season at Squirrel Creek to help with constructing the improvements there.

Carhart's early designs, dated January 1920 for recreational improvements in the Squirrel Creek Recreation District, clearly show naturalistic influences. The naturalistic style of landscape architecture

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 32

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

proposed that the built environment in outdoor landscapes (including roads and bridges, structures of all kinds, buildings, and camp grounds) should fit esthetically and comfortably into the natural setting in terms of scale, placement, design and materials. The placement and construction of campsites at Squirrel Creek Campground also shows this influence. Some campsites are integrated into the natural setting so effectively that the visitor has to literally stumble upon them to know they are there. One campsite, in Cluster 1, blends so well into the rock face behind it that it is impossible to see, even from as near as 50 feet.

Carhart's work in the San Isabel, and at the Squirrel Creek Recreation District, was a conscious application of city planning techniques applied to the "human use of the forests," as he put it. City planning design, above all, incorporated planning for the "whole." That is, planning for an entire city's major infrastructure, and then zoning or classifying smaller sections of the city by types of human uses such as major thoroughfares that were important for circulation and ease of movement of large numbers of people. Planning for the smaller parts of the city such as secondary roads and small green spaces or parks then logically followed this citywide plan. These design concepts and techniques weren't new in 1919. Architects and planners had applied them for generations in Europe and in the United States. What may have been unusual was Carhart's application of city planning concepts on an enormous scale encompassing entire forests and groups of forests.

Carhart and the National Forest Years, 1919-1922

After his appointment, Carhart moved quickly to use his new position as the agency's in-house landscape engineer to preach the importance of opening the National Forests to public use. He wasted no time in hammering this point home in communities all along Colorado's Front Range and further south all the way to Trinidad. Beginning in April Carhart gave a flurry of speeches to commerce clubs and county commissioners all over Colorado. He is featured in at least 15 articles that appeared in newspapers in Denver, Boulder, Longmont, Ft. Collins, Greeley, Pueblo, Canon City, Florence, Beulah, Walsenburg, La Veta, and Trinidad in April and May alone. Some articles were a thinly veiled advertisement for the summer home fee permit program, but most were aimed at the automobile tourist. Carhart worked closely with the Denver office to coordinate publicity for the Forest Service and the promotion of the idea that the forests were to be open to everyone.

Carhart also promoted the recreational use of the national forests through numerous articles that appeared in the most important journals of the day, including *Landscape Architecture, Parks and Recreation*, and the most important journal of all for foresters--*American Forestry*. Carhart's ideas about comprehensive recreational planning, public recreational use of the national forests, and recreational design methods were leveraged to a national audience through dozens of journal articles. From 1920-1922 Carhart edited a regular department in *American Forestry* called the "Forest Recreation Department," and authored important articles in the journal such as: "Minimum Requirements in Recreation," "Producing Forest Recreation," and "The Lure and Land Above the Trees."

Carhart's work in Squirrel Creek and the San Isabel National Forest did not go unnoticed by the big men of his day. Chief Forester Graves visited in August 1919. Several important landscape architects also visited Squirrel Creek, including Frank Waugh in July 1920 and James Pray in September 1921.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 33

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

During 1919 and 1920 Carhart did much more than develop his recreation plans for the San Isabel. An administrative history (Tweed 1980:10) notes that his other activities, especially his work at Trapper's Lake in Colorado and Superior National Forest in Minnesota, are much better remembered for it was in these areas that Carhart helped develop the idea of wilderness—very limited recreational development in superb natural settings.

Carhart continued to influence the agency even after his departure in 1922. The Forest Service consulted with Carhart on recreation-related initiatives, laws, and proposals until the 1960s. In 1949, for example, Carhart commented about the appearance of surplus jeeps in the national forests, and he raised the question of the possible degradation of forestlands caused by jeeps doing “cross country” treks. His comments initiated a policy review that resulted in a policy directive from the Chief.

The Post-Forest Service Years

After his resignation (effective December 31, 1922) from the Forest Service, Carhart worked as a partner in the new Denver landscape architecture firm McCrary, Culley, and Carhart. He had invited Culley to join him in the new firm in the summer of 1922, in anticipation of his upcoming resignation from the forest service. The placement of Culley's name before his own in the firm's title was no doubt a token of Carhart's respect for his friend and former teacher. During his tenure with the firm from 1923-1930, Carhart worked, by his own account, on 36 major landscape projects in the western United States. He served on the Denver Planning Commission until the 1930s, and worked for several years as the Commission's Executive Secretary. During this time several important municipal projects were funded and completed, including the Civic Center (for which his firm provided some of the architectural plans).

By the 1960s, Carhart had become important for his work in the wilderness and conservation arenas. Several historians, notably Donald Baldwin (1976: 199, 200), credit him with conceiving the “Wilderness Concept” in December 1919, and for setting in motion the first two *de facto* wilderness areas, Trapper's Lake in Colorado, and the Boundary Waters Wilderness Area in Minnesota. A former employee who worked for Carhart in the 1930s remembers a somewhat bemused Carhart remarking that although the so-called wilderness concept had appeared to him as a kind of epiphany at Trapper's Lake in 1919, it was in actual practice a form of recreational zoning use of forest lands.

The Audubon Society in 2000 recognized Carhart, along with “Ding” Darling, Zane Grey, Theodore Roosevelt, Aldo Leopold, and others as one of the world's important conservationist. He was the recipient of numerous prestigious awards for his work in wilderness and recreational planning. One agency administrative history cites Carhart's most significant contributions as his recreation plan model and his cooperating association concept that provided needed private funding at a critical time in the Forest Service's tentative first steps into recreation (Tweed 1980:10).

Carhart's significance in the field of outdoor recreation is best validated by the fact that he was invited to write a portion of the congressionally mandated *Report to the Outdoor Recreation Resources Review Commission*. Established by an act of congress in 1958, the commission was charged with preparing a 40-year plan for outdoor recreation. The commission made its final report to the President and congress in 1962. The report was the basis for a number of substantial land use and recreational use laws and

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 34

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

policies implemented throughout the government over the following 20 years including, among others, the Wilderness Act of 1964.

In 1986, the Arthur Carhart National Wilderness Training Center was established in Missoula, Montana, eight years after his death in 1978. The U.S. Forest Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, and several other federal land management agencies jointly operate the center.

CRITERION C

The Squirrel Creek Recreational Unit is a rare example of an extant, developed National Forest recreation district dating from the early 1920s. Built as an interconnected, comprehensive recreational unit, the property included provisions for automobile access, parking, scenic driving, scenic trails, and campground improvements. The district was an experiment, a conscious attempt by the Forest Service to professionally design a model outdoor recreation unit that would fully meet the needs of the public. Despite deteriorating conditions due to the passage of time and the impacts of a 1947 flash flood, the property still retains enough integrity to provide a rare snapshot of early recreational construction methods and practices in the National Forests. The property is perhaps the only remaining example of its type and time period in the National Forest system.

The District also represents the work of two important men. James L. Brownlee, a master builder of forest highways in the Rocky Mountain West, designed Squirrel Creek Road. Frank H. Culley, a nationally prominent landscape architect, professor, and park designer, was responsible for the first architect-designed Forest Service campground. Culley can also be credited with the design and construction of the Cascade Trail.

Squirrel Creek was conceived and built as an *integrated whole*. It was the intent from the outset that a campground, scenic access road, resort lodge, and recreational trail would be constructed to work as a unit. This would ensure access into the area with good pedestrian and automobile circulation within, and it would comprise several types of visitor amenities including camping, recreational walking, scenic driving, and the more comfortable lodgings afforded by a small rustic lodge, if preferred. Squirrel Creek Road would also connect with two other scenic forest roads, North Creek Road and South Hardscrabble Road, offering visitors the potential for a circle trip and further access into the forest. The improvements built at Squirrel Creek represented the best in National Forest recreational planning and building practices for that time.

Perhaps because the San Isabel Public Recreation Association watched over the property until after World War II, the Squirrel Creek Recreational District was not significantly modified during its period of significance. There were a few known alterations to the district. These include the 1925 widening of the road along Squirrel Creek Hill by taking out sharp turns and providing turnouts, and the installation of 32 "lassen type" picnic tables in the campground in early fall 1933 by a CCC crew from Camp F-26C. It is also possible that the CCC crew relined ten wells at the site. In 1988, the Forest Service repaired the roof of the Squirrel Creek Community Shelter and may have repointed the mortar in the stone foundation and the upper section of the chimney.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 35

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

The scientific work by E.P. Meinecke in the late 1920s and early 1930s resulted in changes in campground design in the Forest Service, beginning in 1933. Under normal conditions, Meinecke's suggestions would have been implemented slowly over time, as funding (always minimal for recreation) and obsolescence dictated. However, the influx of significant federal funds for forest recreational improvements beginning with the New Deal years greatly accelerated the replacement of older campgrounds and service roads with the new designs. At the same time, the recreational survey, harmonization, and campground planning work by consulting landscape architect A. D. Taylor from 1935-1937 further buttressed the new work throughout the Forest Service to update its campgrounds. Bob Marshall, head of the new Forest Service Recreation Office, further encouraged this process beginning in 1937. By the 1940s the earlier developed campground designs had apparently been replaced, with a few exceptions like Squirrel Creek.

The 1920s integrity of the Squirrel Creek unit was confirmed by an inspection report written by Assistant Regional Foresters M.W. Thompson and Fred R. Johnson after a visit to the San Isabel National Forest in 1946. They noted that the improvements by the San Isabel Recreation Association 20 to 25 years ago were gradually wearing out and that they should be eliminated as they become unusable. They also commented that although the shelters with fireplaces were not very attractive, they were being used and could continue to serve for some time with a little maintenance.

The 1947 flood that closed the road and campground made the discussion of any improvements moot. The flood destroyed all of the road bridges on Squirrel Creek Road and washed out segments of the road, particularly at the eastern end of the District. The flood either washed out or engulfed perhaps 20 percent of the two-mile long campground, again primarily at the eastern end of the District. The middle portion of the Cascade Trail was washed out in the flood. The Lodge, in its elevated position at the top of Squirrel Creek Hill, was unaffected by the flood. (A fire in 1979 would destroy the lodge and the associated buildings, leaving only foundations.) The natural deterioration of the facilities over time has had the most impact on wood latrines and tables that are in very poor condition. The campground is covered with duff, underbrush, and 60-year old trees.

In June 1919, ten campsites were placed at the east end of Squirrel Creek Canyon with financial and labor assistance from the Pueblo Commerce Club. (SIPRA was just in the formative stages in June) Other improvements included: "2 shelters, 1 spring development, 3 chemical toilets, 3 foot bridges, and 3 garbage pits." The cost for this modest initial development was \$1,200, which was split between the city and the forest service. The existing Squirrel Creek wagon road was improved for a short distance into the canyon to allow automobile access to the new campsites. In August 1919 Chief Forester Colonel Henry Graves visited the fledgling project and commented at a luncheon meeting of the Pueblo Commerce Club about the new campground's importance to the Forest Service's policy of opening and developing the National Forests to camping, picnicking and auto touring. He was reported by the press as being particularly impressed with the diversity of plant species that he observed in Squirrel Creek Canyon and with the Forest Service interpretive signs that gave both the common and Latin names of tree species in the camp.

By the beginning of the summer of 1920, SIPRA had raised nearly \$6,000 to be used to further the recreation development of the San Isabel. In his administrative history, Tweed (1980:9) noted that

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 36

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

The Association, working closely with the Forest Service, carefully followed Carhart's newly completed general recreation plan for the forest, which called for an extensive system of campgrounds, picnic grounds, roads, and trails. Carhart's guidance went beyond his development outline, for he had in mind not only where recreation facilities should be built, but how. It was obvious to him that such work could best be done under the supervision of a resident landscape architect. Carhart recommended Frank Culley, his Iowa State College professor, to the Association to supervise the actual work.

Culley assisted SIPRA with the installation of 45 new campsites with improvements such as in-ground garbage disposal, fixed rock fireplaces, latrines, wells, and two shelters.

Thirty-eight identifiable campsite locations remain at the Squirrel Creek campground. Many campsite resources are in a deteriorated condition. Nonetheless, much can be seen if the observer looks beyond the distracting jumble of tree falls, undergrowth, and 60 years of duff and neglect. The spatial layout of the campsites is of particular interest. The majority of the campsites are placed no more than 40 feet apart. It is evident from an early photograph that the campsites were visually open to view by other campers, that is, there was no attempt made to shield one campsite from another with natural barriers of shrubs or trees. This same layout can be seen in photographs taken in 1936 by A.D. Taylor of older campgrounds in the forest system

Campsite clusters at Squirrel Creek typically included from three to six campsites, a latrine, in-ground trash dispenser, and a well with a Goulds pitcher pump. According to the Seneca Pump Company archivist in New York (Seneca bought the Goulds Company), the style of pump found at Squirrel Creek was an industrial type that most likely was discontinued by the mid-1920s. The Goulds pump, therefore, may also be diagnostic for 1920s Forest Service campground sites. The latrine was seldom more than 70 feet from a cluster of campsites, and the garbage unit was generally placed within 10 to 15 feet of the campsite grouping. The water well and pump were likewise placed within 10 to 25 feet of the campsites.

The campsite clusters are separated by distances ranging from about 400 feet up to 1,800 feet, and take advantage of the natural open features along the stream corridor. The campsites, as are the clusters, are built within several feet of the adjacent Squirrel Creek. In some cases the close relationship of the camp to the water is not evident today, insofar as the stream corridor has changed course over the years. Cars were parked on the road in small wideouts developed for that purpose in some cases with wood log barriers. There is no indication that cars were parked immediately adjacent to campsites, off the road. In this regard Squirrel Creek may differ from some other 1920s campgrounds where parking was indiscriminate.

The most striking design aspect of the Squirrel Creek campground is the close proximity of campsites to one another. This important design feature distinguishes an early 1920s developed campsite or campground from the campgrounds built beginning in the mid- 1930s. Dr. Terence Young who is studying the development of campsites in the United States, suggests a possible reason for these closely connected campsites. In 1920 the general public was still afraid of the "wild outdoors," and it is possible that forest campers were more comfortable being close together. He notes that campers and picnickers before the advent of the developed or improved campground "self-selected" locations that were similarly closely placed. Young notes that when the new 1930s style of campgrounds were first constructed, with

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 37

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

separations of up to 100 ft. or more between individual campsites, the public had reacted negatively, apparently missing, at least initially, the close proximity of other people.

Changes were on the way, however. The suggested camp ground layouts depicted in E. P. Meineke's 1932 *A Camp Ground Policy* emphasized privacy, one-way roads that tend to separate campsites from one another, natural vegetation screening between campsites, and very defined parking spurs for individual vehicles. A.D. Taylor also described possible new campground layouts in his 1937 *Camp Stoves and Fireplaces* and in his 1936 unpublished inspection report to the Forester. He suggested placing parking areas completely outside of picnic zones to avoid "unnecessary encroachment" of access roads. He differentiated picnic areas from campgrounds, acknowledging that "the car must be parked very close to the camp unit" for the sake of convenience. Taylor also tackled the knotty problem of how to accommodate a camp trailer and provides two examples of camp layouts that solve the problem. The increase in the use of camping trailers and the new campground and picnic ground designs proposed by Meineke and Taylor may have been the death knell for the spatially compressed campgrounds of the 1920s such as Squirrel Creek.

Older recreational forest developments have been modified, removed and/or updated several times over the years as the Forest Service strives to maintain and keep its recreational areas current. For example, elevated metal grills were introduced at virtually all forest picnic and campgrounds in the 1970s in response to increased interest in outdoor grilling by forest visitors. These metal grills replaced 1950s poured cast concrete fireplaces that had, in turn, replaced 1930s and earlier rock slab fireplaces.

Scenic trails were an important element of a developed recreational unit in the 1920s. All the recreational unit plans in the San Isabel National Forest Recreation Plan incorporated a trailhead connected to a campground. Carhart believed that pedestrian scenic trails could be used to help relieve crowding at developed campgrounds, another example of his city planning approach to forest recreational planning. This was true of the Cascade Trail.

The ¾-mile long Cascade Trail served to relieve congestion in the canyon and also connected with the Camp Burch Boy Scout trail to the south, affording the user a potential loop trail option. The Cascade Trail's route led west, up through the narrow and steep gorge of Squirrel Creek above the Squirrel Creek Campground. The trail included several overlooks and "hanging" bridges. Frank Culley is credited with the design and construction of the Cascade Trail. Culley built the trail in summer 1920 with the help of five boy scouts from Pueblo.

According to Carhart, the Cascade Trail was the first professionally designed scenic trail built in the national forest system. (The Eagle Creek Canyon Trail located in the Columbia Gorge National Scenic Area east of Portland, Oregon, was probably built before the Cascade Trail, perhaps as early as 1916, although Waugh does not comment on it in his 1917 visit to Eagle Creek.) Carhart was unaware of an Eagle Creek pedestrian-only trail and over his lifetime he maintained that the Cascade Trail was the first of its type. He may have meant that it was the first pedestrian-only scenic trail built in the system. The trail is inaccessible to horses or mules. In any event, it was an early Forest Service recreational trail, almost certainly the first designed and built by a landscape architect.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 38

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

As was the case with the Squirrel Creek Campground, the Cascade Trail attracted the attention of landscape engineers nationwide. Photographs depicting the dramatic trail were widely distributed beginning in 1920 by the Missouri Pacific Railroad and later by the Denver & Rio Grande Railroad in their annual travel guides and brochures. There were several 1920s photographs and post cards depicting the Cascade Trail. An article in the *Pueblo Chieftain* (August 8, 1920) provided a glowing description of this "trail of all trails" and predicted that Culley's work would be a model for students of landscape architecture everywhere:

...what is considered by authorities to be the most perfectly constructed trail in the United States, unique in its unusual engineering features, in its purpose, and in the things it has brought about...it is a trail opening territory never before accessible to travelers. Built on the soundest of landscape principals by one of the foremost landscape architects in the country...It is the first of its type to be worked out in any National forest, and is built on entirely different lines. Purely pedestrian, it has been constructed with the utmost care, and has been fitted with steps, hanging bridges, and every other convenience and elaborate detail of perfect construction.

Culley was a full member of the American Society of Landscape Architects and the head of the Landscape Architecture Department at Iowa Agricultural College (now Iowa State University), one of the top landscape colleges in the United States. He later became a partner in the Denver landscape firm McCrary, Culley, and Carhart. In the 1930s he was well known within the landscape profession for his important work with the New Deal park construction program throughout the western United States.

The construction of the scenic Squirrel Creek Road can be credited to James L. Brownlee, long-time District 2 Assistant Engineer, and later Chief Engineer. During a long career with the Forest Service, Brownlee was responsible for building hundreds, if not thousands, of miles of forest roads, including the agency's portion of some of the most significant early mountain highway construction projects in the western United States, such as Monarch Pass in 1919.

Brownlee used the most modern road-building techniques of the time when he supervised the construction of Squirrel Creek Road, and the nearby North Creek and South Hardscrabble Roads. The use of flexible, riveted metal culvert pipes was just beginning to gain acceptance by road engineers by 1919. These new culvert pipes, placed in a coordinated series on steep inclines, were used to excellent advantage on Squirrel Creek road with the result that the steepest portions of the road up Squirrel Creek Hill are still intact to the present time. In road construction the importance of drainage is an overarching concern. The use of the stepped metal culvert ditch system was cutting edge technology and design when it was used in the construction of the Squirrel Creek Road, and the connecting North Creek and South Hardscrabble Roads between 1920 and 1922. Decorative, but practical, touches such as stone, concrete-capped wing walls were used at especially scenic spots along the road verge where it approached Squirrel Creek. Wood barriers were used to separate parked cars from campsites. Wood barriers would also be used on tight curves of Squirrel Creek Road. The elaborate mortared rock culvert intakes and extensive downhill rock splash work reflected the care given to the construction of the road.

Squirrel Creek Road was one of western America's earliest forest service roads built primarily for recreational and scenic values. The road was constructed as an integral element of the Squirrel Creek

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 39

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Recreation District and Carhart's plan to link numerous proposed recreational areas in the San Isabel National Forest with 225 miles of automobile-friendly tourist roads.

The Squirrel Creek Road is a rare example of a forest road in its original corridor with much of its 1920s construction and design features intact, such as the ditch culvert system and scenic overlooks. Roads currently in service dating from that era no longer exhibit 1920s building practices due to vigorously applied highway safety requirements over the past 50 years. An example of this can be observed at the "old" 1919 Monarch Pass Road in Colorado, still used by some visitors in lieu of the newer Monarch Pass Highway (re-routed in 1939). The 1919 Monarch Pass Road was an important forest road, connecting eastern Colorado with points west. Today the road is in its original corridor but it no longer possesses its 1920s (or even its 1960s) construction features. The wood, steel or concrete guard rails, elaborate mortared-rock culverts, wood truss bridges, rustic wood road signs, and water stations that once characterized the highway have been replaced with newer features.

The San Isabel Public Recreation Association (SIPRA) built the Squirrel Creek Lodge (also known as the Squirrel Creek Community House) between 1922-1924. Small lodges on forestlands were not uncommon in the early years of the Forest Service. In fact, the Service had encouraged privately built resorts and lodges through its fee permit system at least since 1905. What is unique about the Squirrel Creek Lodge is that it was built as a *cooperative* project between the non-profit community group (SIPRA), and the Forest Service. No permit was involved, and SIPRA had the right to use the Lodge in perpetuity. As far as can be determined, this is the first such documented cooperative resort arrangement in the Forest Service system. The Lodge served as a way stop on the Squirrel Creek Road and as a base for exploring the nearby Squirrel Creek Canyon via the Cascade Trail. The building was also used by SIPRA for meetings. In the 1940s, the Lodge housed forest workers with SIPRA permission.

The Squirrel Creek Lodge was one of the few buildings built by SIPRA in the San Isabel National Forest between 1919 and the 1940s. It was probably the largest. SIPRA worked closely (and sometimes contentiously) with Arthur Carhart, to find the right location for the Lodge. SIPRA wanted to build the Lodge at the lower, eastern end of Squirrel Creek Canyon so that it would be more easily reached from Pueblo, but Carhart forcefully defended his concept that the Lodge should be built atop Squirrel Creek Hill for esthetic reasons. Carhart prevailed, and the Lodge was built on the top of Squirrel Creek Hill, rather than at its base.

In January 1920 Carhart drew an initial design for the main lodge building, however the completed building was different from Carhart's design. The lodge had a distinctive center hall and two swept-back wings that took advantage of the southern view down into the Squirrel Creek gorge. Over the years additional support structures were built adjacent to the Lodge including a cistern, chicken house, ice house, outhouses, and parking areas. In 1941 with the help of Civilian Conservation Corps (CCC) workers, SIPRA built two large cabins located c. 475 feet northeast of the main lodge building. The Cascade Trail began (or conversely, ended) at the south side of the Lodge. An overlook, iron handrail and set of switch back steps were built immediately from the Lodge's back terrace 100 ft. down to the bottom of the Squirrel Creek gorge.

By World War II the Lodge, hurt by competition from other recreation locations like nearby Lake Isabel (another SIPRA development) was only lightly used. The June 1947 flood sealed its fate when the Forest

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 40

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Service permanently closed Squirrel Creek Road. In 1979 the lodge was destroyed by fire. What remains are the substantial foundations of the main buildings and outbuildings, several pits in the ground where other out buildings were located, and remains of the iron railings steps that connected the Lodge to the Cascade Trail.

CRITERION D

The Squirrel Creek Recreational Unit has the ability to yield important information about the development of outdoor recreation in the National Forests during the period 1919 to 1947. The impact of the 1947 flash flood provides a rare snapshot in time of early recreational construction methods and practices in the National Forests. The District possesses cultural features that can enhance our understanding of the forces that drove the outdoor recreation movement following the First World War. The Squirrel Creek unit can also aid in our understanding of the Forest Service's response to these forces with developed campgrounds, pedestrian trails, scenic and auto-friendly roads, and lodge facilities (for those wishing a less rustic outdoors experience). For example, more research might indicate whether the compressed design layout evident at Squirrel Creek is diagnostic of early National Forest campground sites.

There are gaping physical data gaps in our knowledge of the development of outdoor recreation in the National Forests prior to the New Deal era and our understanding of the social forces that created forest usage. In contrast, New Deal recreational developments in the national forests and national and state parks are well-documented in the literature, and fairly well-documented with physical cultural resources. However, there appears to be a lack of properties that possess even moderate levels of physical evidence dating from the 1920s.

It is expected that the Squirrel Creek Recreational Unit can provide information that will help to address several important research questions.

- How can the Unit help to develop a model that will predict the location of similar properties throughout the National Forest system? For example, can a template for comparison with other sites be developed?
- How, if at all, are the socio-economic attributes and expectations of forest visitors evidenced in the cultural material record of the Unit? For example, how, if at all, did the response to labor and immigrant unrest result in forest recreational developments—and what cultural materials illustrate this?
- What cultural resources will illuminate the history of outdoor mountain recreational behaviors during the period from 1919-1947? How did these behaviors and expectations change from 1919 to 1947, if at all?
- What were the early influences on American outdoor recreational planning and how are these influences reflected in the material cultural resources found in the District?

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 41

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

- Did the camping behaviors and expectations of outdoor recreationists differ between property categories, i.e., municipal and state auto camps, National Park auto camps, and National Forest auto camps? How, if at all, can the Squirrel Creek Recreation District illuminate these differences through the cultural resources record?
- How did the dramatic increase in automobile ownership after World War I impact forest recreation and the design of outdoor forest recreational facilities and how is this evidenced in the cultural resources found in the District?

The Forest Service has recently included recreational resources study and preservation as a part of the agency's national recreation agenda. The identification of early Forest Service developments like Squirrel Creek is a key to the preservation of important Forest Service resources. The research resulting from the study of such resources will benefit the agency in its understanding of current and future responses to public needs in the forests. Squirrel Creek holds the potential to serve as a template against which similar early developments can be identified and compared.

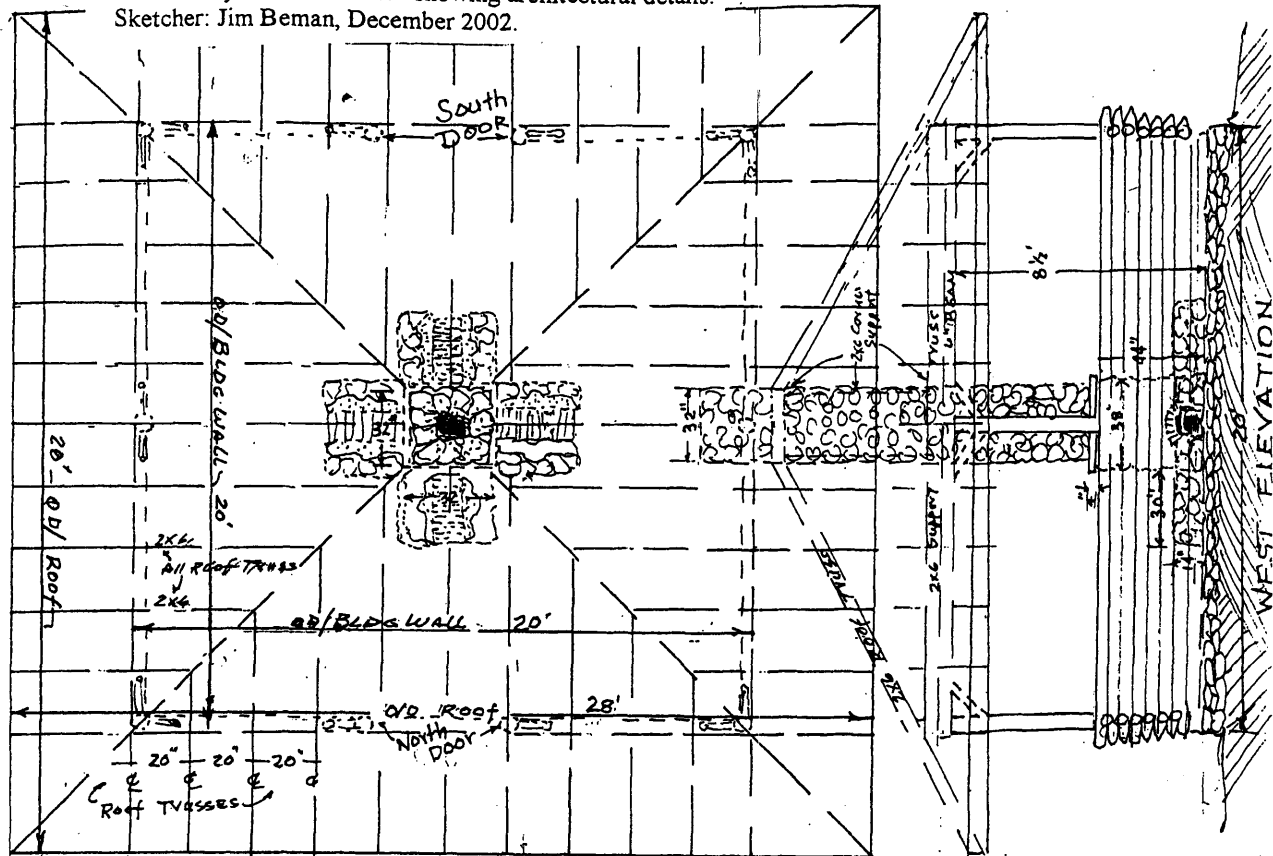
United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

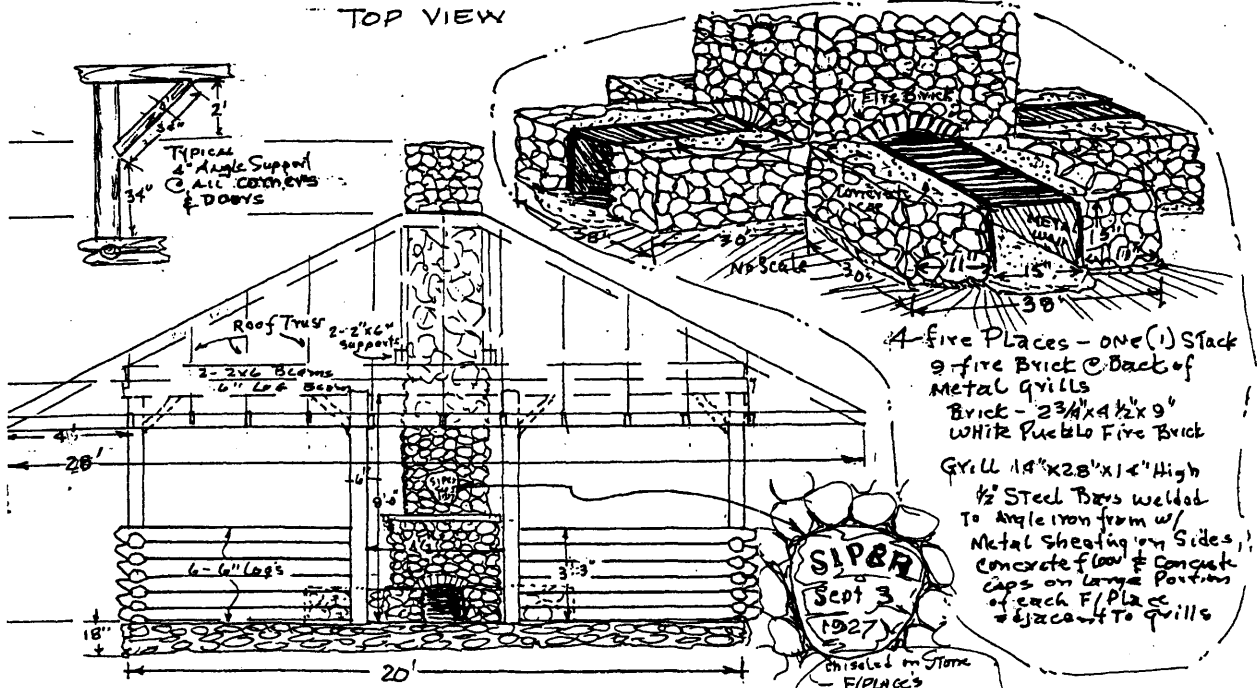
Section number 8 Page 42

Squirrel Creek Picnic Shelter

Community Shelter. Sketch showing architectural details.
Sketcher: Jim Beman, December 2002.



TOP VIEW



NORTH ELEVATION

4 - five Places - one (1) Stack
 9 - five Brick @ Back of
 Metal Grills
 Brick - 2 3/4" x 4 1/2" x 9"
 White Pueblo Fire Brick
 Grill 14" x 28" x 14" High
 1/2" Steel Brx welded
 To Angle Iron from w/
 Metal Sheeting on Sides,
 Concrete floor & Concrete
 Caps on Long Position
 of each F/Place
 & adjacent to Grills

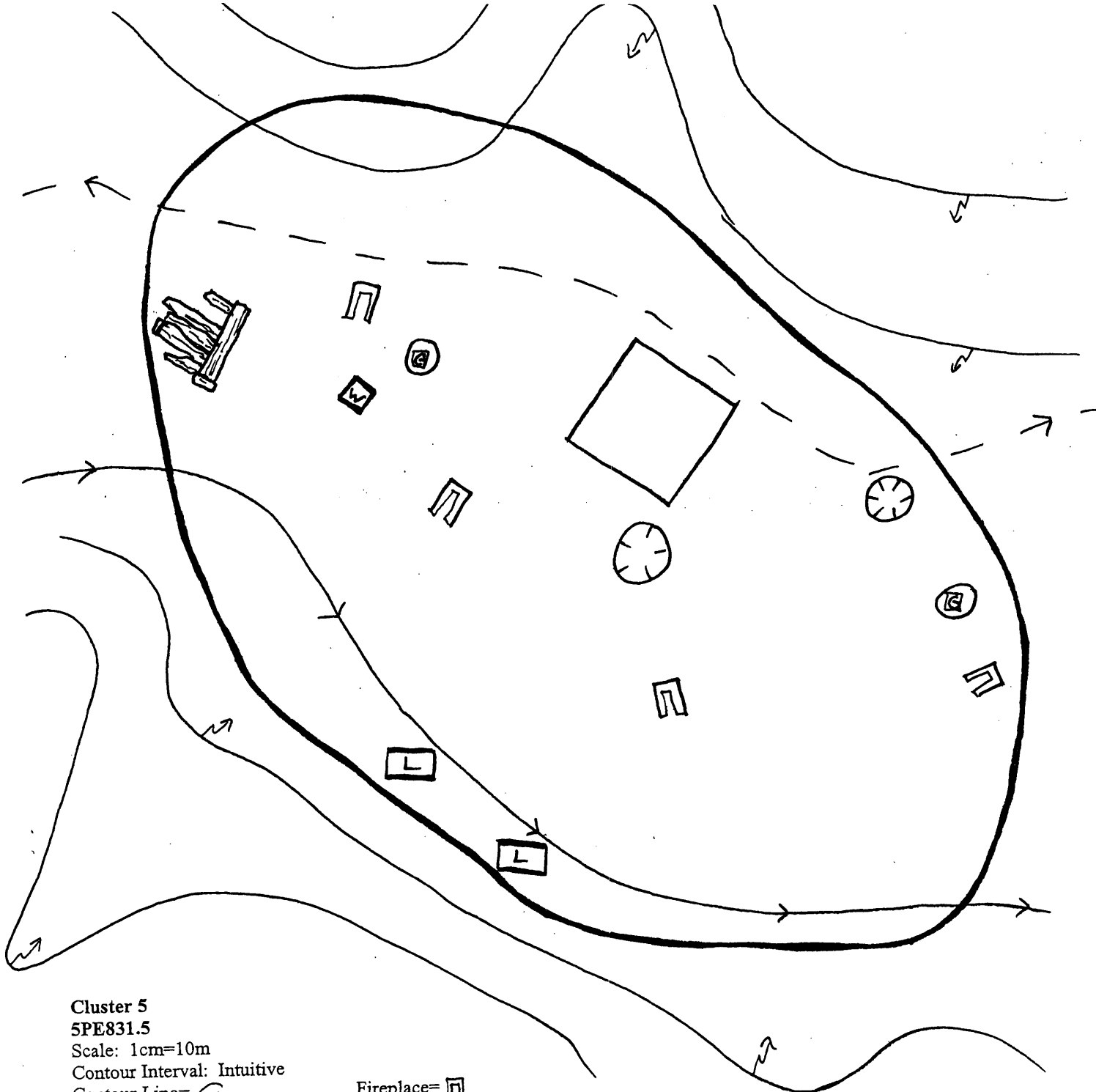
SIP&A
 Scot 3
 1027
 Chiselled on Stone
 F/Places
 North & South
 Only

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 43

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Squirrel Creek Campground – Cluster 5



- Cluster 5
 SPE831.5
 Scale: 1cm=10m
 Contour Interval: Intuitive
- | | |
|------------------|---------------------|
| Contour Line= | Fireplace= |
| Slope Direction= | Latrine= |
| Trail= | In-Ground Garbage = |
| Squirrel Creek= | Well= |
| Picnic Pavilion= | Bridge Remnant= |

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 8 Page 44

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO


Squirrel Creek Campground – Cluster 10


Cluster 10

5PE831.10


Scale: 1cm=20m


Contour Interval: Intuitive


Contour Line= 


Slope Direction= 


Trail=


Squirrel Creek= 


Picnic Table= 


Bridge= 

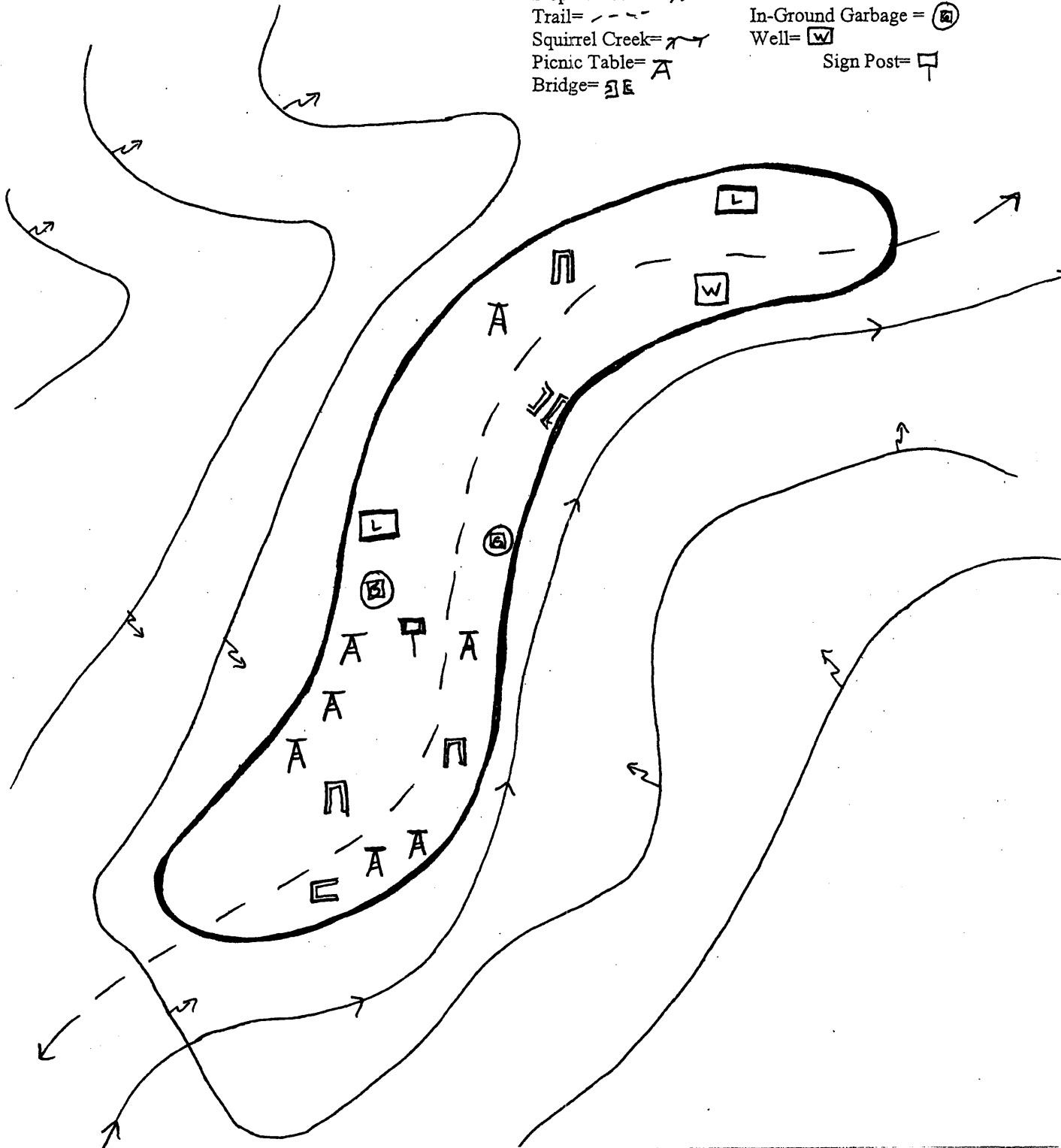
Fireplace= 

Latrine= 

In-Ground Garbage = 

Well= 

Sign Post= 

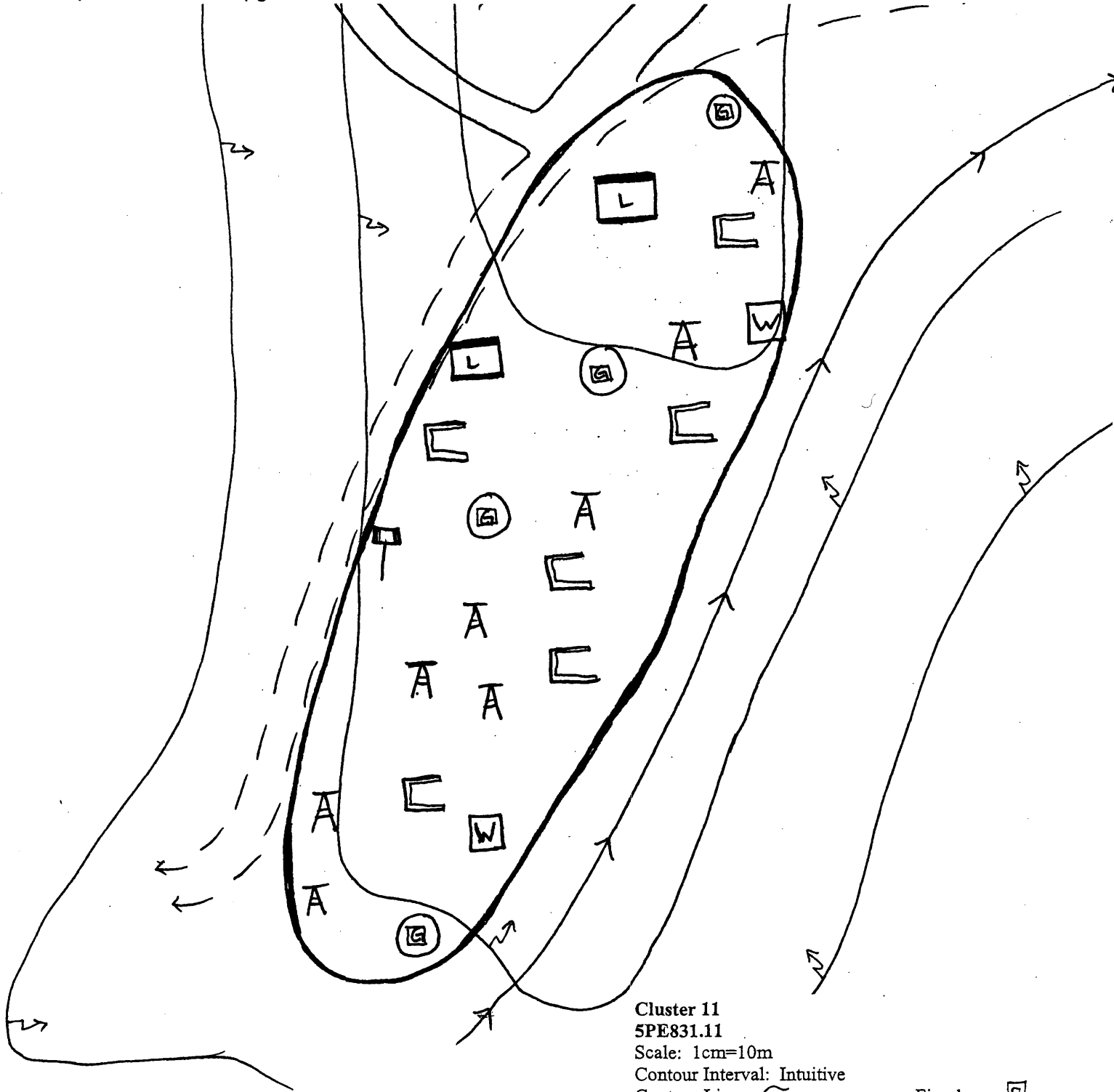








United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet






Section number 8 Page 45

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

Squirrel Creek Campground – Cluster 11



Cluster 11
 5PE831.11
 Scale: 1cm=10m
 Contour Interval: Intuitive
 Contour Line= 
 Slope Direction= 
 Trail= 
 Squirrel Creek= 
 Picnic Table= 
 Old Squirrel Creek Road= 

Fireplace= 
 Latrine= 
 In-Ground Garbage = 
 Well= 
 Sign Post= 

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 9 Page 46

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

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Continuation Sheet

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Squirrel Creek Recreational Unit
Name of Property

Pueblo County & Custer County / CO
County/State

10. Geographical Data

Acreeage of Property 697.15

UTM References

(Place additional UTM references on a continuation sheet.)

1.	13	493954	4211908
	Zone	Easting	Northing
2.	13	494224	4211911
	Zone	Easting	Northing
3.	13	494636	4211368
	Zone	Easting	Northing
4.	13	495624	4211188
	Zone	Easting	Northing

[X] See continuation sheet

Verbal Boundary Description

(Describe the boundaries of the property on a continuation sheet.)

Boundary Justification

(Explain why the boundaries were selected on a continuation sheet.)

11. Form Prepared By

name/title Steve Segin and Jennifer Cordova / USFS Archaeologists and Jack McCrory / consultant
organization USDA Forest Service [PSICC] date 30 August 2004
street & number 3170 East Main Street telephone 719-269-8706
city or town Canon City state Colorado zip code 81212

Additional Documentation

Submit the following items with the completed form:

Continuation Sheets

Maps

A **USGS map** (7.5 or 15 minute series) indicating the property's location.

A **Sketch map** for historic districts and properties having large acreage or numerous resources.

Photographs

Representative **black and white photographs** of the property.

Additional Items

(Check with the SHPO or FPO for any additional items)

Property Owner

(Complete this item at the request of SHPO or FPO.)

name USDA Forest Service (Robert J. Leaverton, Supervisor) Pike and San Isabel National Forests
street & number 2840 Kachina Drive telephone 719-553-1400
city or town Pueblo state CO zip code 81008

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*)

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number 10 Page 53

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

GEOGRAPHICAL DATA

UTM REFERENCES (continued)

	Zone	mE	mN
5.	13	498014	4212120
6.	13	498879	4211804
7.	13	498886	4211298
8.	13	497933	4211618
9.	13	496101	4210538
10.	13	494413	4211020
11.	13	493955	4211644

VERBAL BOUNDARY DESCRIPTION

The boundaries, indicated on the USGS map, are delineated by a polygon whose vertices are marked by the previously noted UTM reference points.

BOUNDARY JUSTIFICATION

The boundary was drawn to include the surface extent of cultural material associated with the Squirrel Creek Recreational Unit within the geographical limits of Squirrel Creek canyon.

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

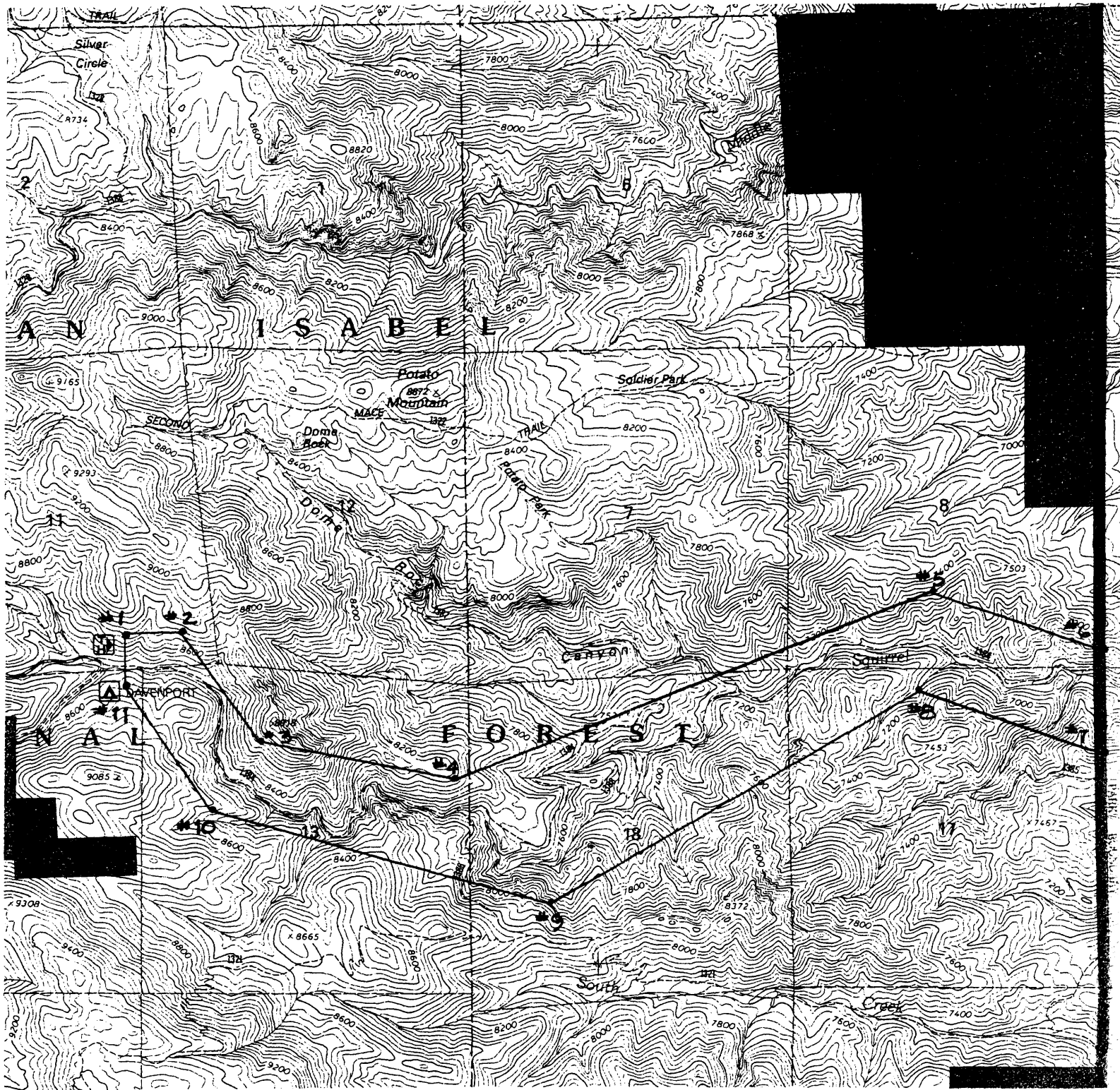
Section number 10 Page 54

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO

USGS TOPOGRAPHIC MAP

Saint Charles Peak Quadrangle, Colorado (7.5 Minute Series)

[reduced]



United States Department of the Interior
 National Park Service
National Register of Historic Places
Continuation Sheet

Section number ___ Page 55

Squirrel Creek Recreational Unit
 Pueblo County & Custer County / CO

PHOTOGRAPH LOG

The following information pertains to all photographs:

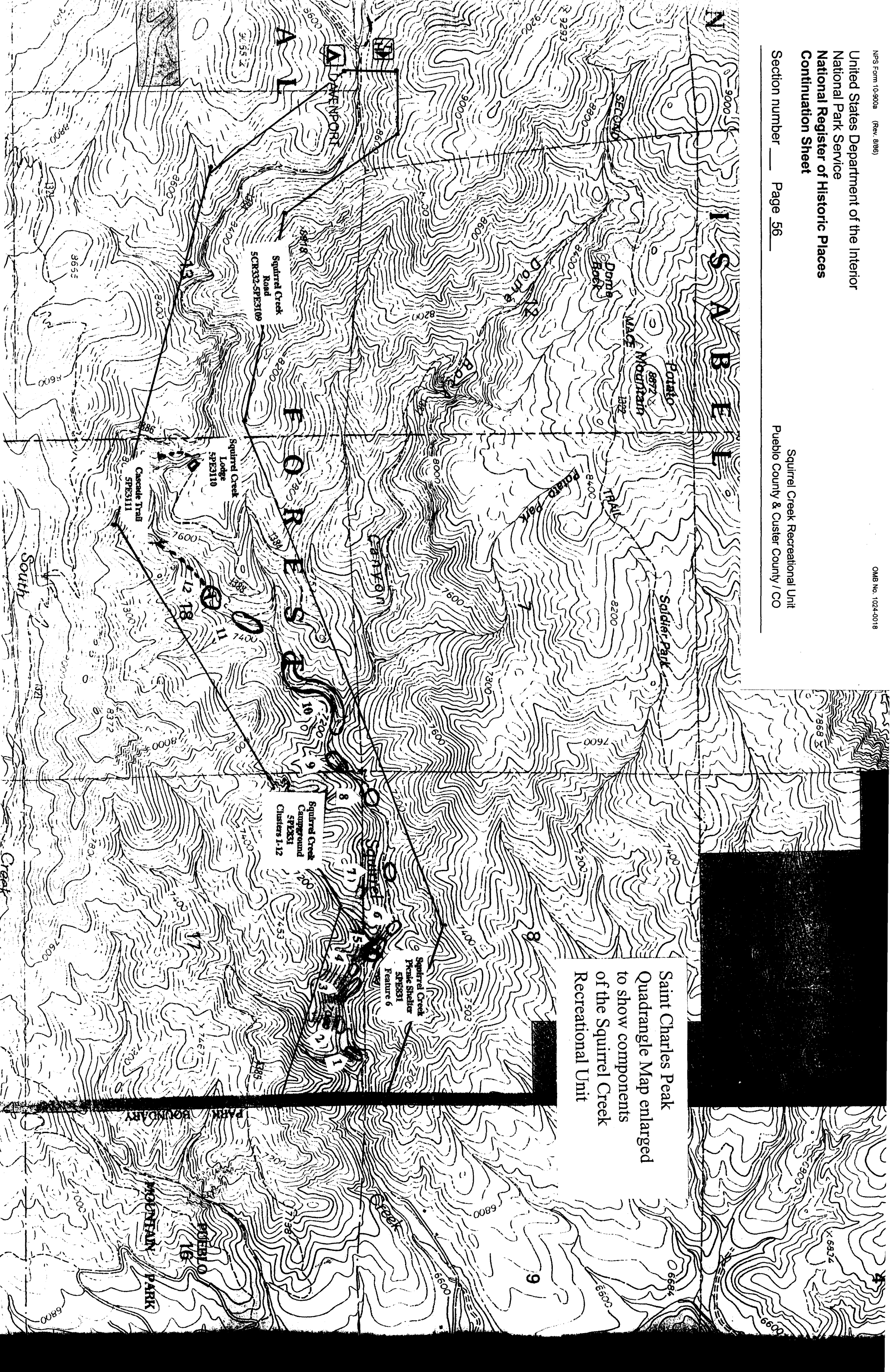
Name of Property: Squirrel Creek Recreational Unit
 Location: San Isabel National Forest, Pueblo & Custer County, CO
 Photographer: Jennifer Cordova
 Date of Photographs: 9 September 2004
 Negatives: PSICC, Pike & San Isabel National Forest

<u>Photo No.</u>	<u>Photographic Information</u>
1	Picnic shelter; facing SE
2	Fireplace and picnic tables; facing N
3	Picnic shelter fireplace; facing S
4	In-ground garbage unit and picnic table; facing E
5	Fireplace and picnic table; facing W
6	Fireplace and picnic table; facing N
7	Remnant of picnic table with Squirrel Creek in background; facing S
8	Foundation of Lodge/Community House; facing SW
9	Remnant of bridge; facing W
10	Remnant of bridge; facing E
11	Cascade Trail stepping stones; facing W
12	Cascade Trail stepping stones; facing W
13	Cascade Trail; facing E

United States Department of the Interior
National Park Service
National Register of Historic Places
Continuation Sheet

Section number Page 56

Squirrel Creek Recreational Unit
Pueblo County & Custer County / CO



Saint Charles Peak
Quadrangle Map enlarged
to show components
of the Squirrel Creek
Recreational Unit

Squirrel Creek
Campground
SPEC31
Clusters 1-12

Squirrel Creek
Peak Shelter
SPEC31
Feature 6

Squirrel Creek
Lodge
SPEC310

Squirrel Creek
Road
5CRK32-SPEC3109

Cascade Trail
3
SPEC3111

South
Creek

PARK BOUNDARY

POEBLO
MOUNTAIN
PARK

16

9

4