

AN ADMINISTRATIVE HISTORY FORT DONELSON



June 30, 1968

Administrative History

FORT DONELSON NATIONAL MILITARY PARK
Dover, Tennessee

by
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DIVISION OF HISTORY
Office Of Archeology and Historic Preservation

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Contents

	<u>Page</u>
Foreword and Acknowledgments	i
List of Illustrations	
Chapter I: Dover and Stewart County to the Civil War	1
Chapter II: The Battle of Fort Donelson	7
Chapter III: The Area Until the Establishment of the Park	12
Chapter IV: Legislation and the Commission Report	25
Chapter V: Park Development Under the War Department, 1928-1933	37
Chapter VI: The Park Under the Department of the Interior - 1933-1940	63
Chapter VII: Studies and Stagnation - 1940-1949	73
Chapter VIII, Park Expansion and MISSION 66 - 1950-1968	82
Bibliography	104
Appendix A: An Act, HR 5500	105
Appendix B: Tennessee Legislature, Public No. 127	108
Appendix C: An Act, HR 2824	110
Appendix D: An Act, S. 2026	111
Appendix E: An Act, S. 1066	113
Appendix F: Tracts Acquired for Fort Donelson National Military Park	115

FOREWORD

This report has been prepared to satisfy the administrative needs enumerated in Historical Resource Study Proposal, FODO-H-3, Park History, Fort Donelson National Military Park. As proposed by Superintendent R. G. Hopper of Fort Donelson National Military Park, this report should provide an understanding of the past procedures and accomplishments at Fort Donelson and help new superintendents and other employees toward better administration of old problems and wise direction of new operations.

I wish to thank Edwin Bearss for guiding my research and reading the manuscript; Superintendent E. J. Pratt, Administrative Assistant Carlon Sills, Park Guide Don Adams and the staff of Fort Donelson National Military Park for showing me the Park and giving me a better understanding of the area and its significance.

Gloria Peterson

Washington, D. C.
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LIST OF ILLUSTRATIONS

- Plate 1: Lodge at the National Cemetery
- Plate 2: Rostrum in the National Cemetery
- Plate 3: Acquisition map, Fort Donelson National Park Commission
- Plate 4: Flagpole, 1931
- Plate 5: "Star Fortifications," Fort Donelson, 1931
- Plate 6: Park entrance, 1932
- Plate 7: Park road under construction, 1931
- Plate 8: Toolhouse and stables
- Plate 9: Section of the rifle-pits
- Plate 10: U.D.C. Confederate Monument
- Plate 11: Visitor Center
- Plate 12: Observation deck vista pointer
- Plate 13: Outdoor audio-visual device
- Plate 14: Texas Monument

CHAPTER I: DOVER AND STEWART COUNTY TO THE CIVIL WAR

Dover, Tennessee, is today a quiet village on the banks of the Cumberland River. It is known for its excellent fishing and hunting and populated, in the main, by people whose jobs take them daily to Clarksville, thirty miles away, or Fort Campbell, Kentucky, a nearby army base.

But the town was not always so peaceful. The accident of geography which placed two rivers, the Tennessee and the Cumberland, within twelve miles of each other at this point was to make this little river village of small farmers and iron workers the site of the important events of February, 1862. Union victories at Forts Henry and Donelson that month not only played a vital role in opening up the Mississippi Valley to the Union, but inscribed forever the names and deeds of such men as "Unconditional Surrender" Grant and Bedford Forrest in the annals of American history.

Dover and Stewart County were already more than fifty years old when Brig. Gen. Ulysses S. Grant and F. O. Andrew H. Foote moved the ironclad gunboats down the Cumberland in February of 1862. The county, encompassing today 497 square miles, once was part of the Tennessee County of the State of North Carolina, formed in 1788 with Clarksville as its county seat. In 1796

Tennessee became a state, and Tennessee County was divided into Robertson and Montgomery Counties. Stewart County, originally comprised of all of West Tennessee from the Kentucky line to Alabama and the Mississippi River, was carved out of Montgomery County by Act of the Tennessee Legislature on November 1, 1803, and named after Duncan Stewart, a pioneer farmer of the area. Section 9 of that act called for thirty acres to be laid off into a town to be called Monroe.¹ The name of the town remained Monroe until September, 1805, when it was changed for some reason to Dover and the first house,² a log affair, was built by George Petty.

The early settlers of Stewart County had their troubles with local Indian tribes. "As late as 1812 the Tennessee had to be patrolled by militia to prevent Indian raids on settlers." West Tennessee was known to the Indian nations of the Ohio and Mississippi Valleys as a great game reserve. The earliest known inhabitants of the area, the "Stone Grave People" or "Moundbuilders" who left ceremonial burial mounds all over northwest Tennessee are believed to have disappeared by historical times.³ When the first white man, Martin Chartier, a

1. Iris Hopkins McClain, *A History of Stewart County*, (place of publication unknown, 1965), p. 1.

2. *Ibid*, p. 11.

3. *Ibid.*, p. 2.

French deserter from LaSalle's forces, arrived on the Cumberland in 1692, he probably came in contact with the Chickasaws, who inhabited the countryside in and around today's Nashville. In 1783 Gen. James Robertson signed a peace treaty with several of the tribes, and settlers, mostly Scotch-Irish farmers and Revolutionary War veterans from North Carolina and Virginia, began to populate the area. Duncan Stewart, after whom the county was named, was probably one of them.⁴

Even before the danger from Indian raids had passed, Dover, the county seat, began to grow. Log courthouses, which were regularly destroyed by fire every few years, were built in the town. During the years 1805-1840 a considerable amount of cotton was planted, although the narrow steep-sloped ridges and deep hollows were not suited for it. The first of many sawmills was constructed in 1800; tanyards and distilleries followed. But the mining and processing of iron ore, started in 1793 with the operation of the first furnace, made Stewart County one of the ranking iron-manufacturing centers in Tennessee. By 1831 the County supported four blast furnaces and a large rolling mill.

"During the heyday of the iron industry in Stewart County, the capacity of the Cumberland Iron Works . . . successfully

4. Ibid., p. 3.

cornered the market in the Nashville area for making nails, chains, shovels, castings and other foundry products." It was the presence of the iron industries which, combined with the geographic position of Dover between the navigable Tennessee and Cumberland Rivers that marked it as a point of strategic importance in the Civil War. As a result of losses suffered in 1862-1865, and the discovery of superior grades of ore and processing techniques in other parts of the country,⁵ the Cumberland iron industry never recovered.

There were never many slaves in Stewart County, for the soil and landscape were not suited for large plantations. What slaves did live in the area were used as laborers in the iron works. In 1856 a slave-uprising of some proportions was put down with great severity. As a result of the executions of rebellious slaves, 25 iron furnaces ceased operation for lack of workers, some never to reopen.⁶

The importance of the river to the economic life of Stewart County must not be underestimated. Although the iron and other industries were served by nearby railroad lines to Nashville, Columbus, and Bowling Green by 1850, steamboats

5. *Ibid.*, pp. 21-23.

6. *Ibid.*, p. 33.

and flatboats at the Dover and Cumberland City landings still moved much of the cotton, iron, and timber to market. Even before the secession of Tennessee, state leaders realized the importance of adequate defenses along the Cumberland and Tennessee Rivers. The Union generals likewise recognized that Tennessee was the key to Confederate defenses in the West. The state was dangerously exposed along its northern boundaries by its navigable waterways. The Confederacy, besides, possessed no inland navy to speak of, for the boatbuilding industries were mainly located in the North. "Had there been no railroads at all in northern Tennessee, blockage of the Tennessee and Cumberland Rivers would still have been a primary concern of Confederate authorities."⁷

In May 1861 with the coming of war between the North and the South, every county seat in Tennessee became a camp. Early in that month Adna Anderson, a civil engineer, was ordered to select sites for defensive positions on the two rivers. He chose a high bluff about a mile west of the town of Dover on the Cumberland and a somewhat more vulnerable site on the Tennessee about twelve miles across the peninsula from Dover. In May, 1861, Tennessee

7. "Museum Prospectus for Fort Donelson National Military Park, Tennessee," Charles E. Shedd, Jr., Park Historian, Shiloh National Military Park, April 12, 1957, p. 5, Files, History Division.

seceded from the Union. With the fortification of Forts Henry and Donelson the ridges and hollows around Dover were soon to give the Union its first major victory of the war and help to decide the fate of the Confederacy.

CHAPTER II: THE BATTLE OF FORT DONELSON

The fort on the Cumberland was probably named for Brig. Gen. Daniel S. Donelson, the officer who approved the site. The work on the Tennessee took its name from the Confederate Senator from Tennessee, Gustavus Henry. Lt. Col. Randall W. MacGavock was sent with three companies of troops to construct Fort Donelson in the early fall of 1861, but construction lagged because of the lack of available manpower and equipment. Since Stewart County was not a large slave-holding area, and those slaves to be had were busy in the iron-works, appeals to local slave owners produced small results. "Finally, slaves from as far away as northern Alabama had to be imported to complete the task."¹ Nevertheless, as late as February 1862, the fortifications were not finished.

It is a matter of conjecture as to who was actually the originator of the Union plan to move combined naval and infantry forces into the Tennessee-Cumberland Rivers area. It is probably a moot point, for the logic of such a thrust was apparent to the Confederates, at least, a month before Tennessee seceded from the Union. With the neutrality proclamation of Kentucky in May, the importance of defending the area became even more evident.

1. McClain, *History of Stewart County*, p. 49.

Recently promoted to the command of the military District of Cairo, Gen. Ulysses S. Grant began the advance down the Tennessee to Fort Henry on February 2, 1862, with a fleet of gunboats and ironclads under the command of Flag Officer Foote, and two divisions of infantry. On February 6, the fleet attacked and captured Fort Henry, 2,500 Confederates escaping overland to Fort Donelson. Pleased with the easy victory, in which his infantry did not fire a shot, Grant and his men marched the twelve miles across the peninsula, in unseasonably warm and pleasant weather.

Arriving before Fort Donelson on the 12th, Grant found Brig. Gen. John B. Floyd, a former U. S. Secretary of War with no previous military experience in command. Floyd's immediate subordinate was Brig. Gen. Gideon Pillow, about whom Grant wrote:

I had known Gen. Pillow in Mexico, and judged that with any force, no matter how small, I could march up to any intrenchments he was given to hold.²

Third in command was Simon B. Buckner, a former classmate at West Point of General Grant's.

2. U. S. Grant, *Personal Memoirs*, 2 vols. (New York, 1885) Vol. 1, p. 294.

Grant later described the fortifications at Fort Donelson in this manner:

The fort stood on high ground, some of it as much as one hundred feet above the Cumberland. Strong protection to the heavy guns in the water batteries had been obtained by cutting away places for them in the bluff. To the west there was a line of rifle-pits some two miles back from the river at the farthest point. This line ran generally along the crest of high ground, but in one place crossed a ravine which opens into the river between the village and the fort. The ground inside and outside of this intrenched line was very broken and generally wooded. The trees outside of the rifle-pits had been cut down for a considerable way out, and had been felled so that their tops lay outwards from the intrenchments.³

The battle opened at noon on the 12th with sporadic fighting. Grant decided to dig in his troops and wait for the gunboats. Late on the 13th Foote arrived with the fleet and transports carrying thousands of reinforcements. That same day the iron-clads and timber-clads engaged the Water Batteries at the fort. With three ironclads disabled and Foote, himself, wounded, the squadron withdrew.

By this time Grant and his troops had invested the fort. Brig. Gen. Lew Wallace later wrote about the battle as it now stood:

. . . a spectacle seldom witnessed in the annals of scientific war - an army behind field works erected in a chosen position waiting quietly while another army very little superior in numbers proceeds at leisure to place it in a state of siege.⁴

3. Ibid., pp. 295-6.

4. Lew Wallace, "The Capture of Fort Donelson," *Battles and Leaders of the Civil War*, 4 vols. (New York, 1883-1887), vol. 1, p. 407.

The Confederate command realized that if Nashville were to be saved, Floyd would have to get his army out and unite it with Gen. Albert Sidney Johnston's. They decided, therefore, to attack. Pillow sent 10,000 troops charging into Brig. Gen. John A. McClernand's right flank brigades, while Bedford Forrest's cavalry assailed his rear. Caught off-guard, McClernand fell off to the west after seven hours of savage battle. Wallace's division checked the Confederate advance, but the road to Nashville was still open.

It was at this point that Floyd wavered in his resolve. Pillow argued that it was too late in the day to make good the escape. The Confederates pulled back into the rifle-pits, while Grant sent Brig. Gen. C. F. Smith's division against detached Rebel works covering the Eddyville road. The Federals seized and held this vital ground in the face of slashing confederate counterattacks. That night the Confederate generals met in the Dover Hotel, a hostelry in town. There was much discussion between the generals, but finally Buckner's pessimistic evaluation of the situation of the Confederate forces prevailed. It was decided to ask Grant for a truce to discuss terms of surrender. The command then passed from Floyd to Pillow to Buckner, and the two generals escaped to Nashville. Bedford Forrest, who refused to be surrendered, escaped with his command over Lick Creek in the night with no losses.

The next morning Gen. Lew Wallace, having been notified of the surrender, visited Buckner at the Dover Hotel. He describes the building which stands today as part of the Fort Donelson National Military Park:

There was a court-house in the place, and a tavern remembered now as double-storied, unpainted and with windows of 8 X 10 glass . . . Looking through them gave the street outside the appearance of a sedgy slough of yellow backwater.⁵

It was that day, February 16, that Grant delivered his famous "unconditional surrender" demands to Buckner. The Confederates surrendered 14,000 out of a total garrison of about 21,000 men. As a result of this defeat they were compelled to abandon Nashville, Columbus, and virtually all of west and middle Tennessee. They moved south to concentrate around Corinth in northern Mississippi.

"It was in the West that modern military strategy, as part of a ground plan to win the war was put into effect."⁶ And it was to be that strategy, after the breakthrough of Donelson in February, 1862, which brought the victories of Shiloh and Vicksburg and the final loss of the Confederate West.

5. Wallace, "The Capture of Fort Donelson," p. 398.

6. "Report on Fort Donelson National Military Park," Roy Appleman, Regional Historian, 1948, Files, History Division.

CHAPTER III: THE AREA UNTIL THE ESTABLISHMENT OF THE PARK

The Establishment of the National Cemetery

Dover remained in Union hands throughout the rest of the war. The area of "The Bowl" around Confederate Fort Donelson and the Water Batteries and trenches were abandoned. The local Union commander set up his headquarters in the town and an earthwork fort was constructed at the site now occupied by the National Cemetery. During the years following the Union capture of Fort Donelson, the area was far from pacified. Confederate partisans terrorized the riverbanks and forests, shooting at gunboats and transports and raiding nearby farms and homesteads¹ for supplies and information.

When peace came to Tennessee in 1865, Union veterans and their families began to visit Dover to reminisce about the battle and search for the graves of fallen comrades. They found that much of the long lines of rifle-pits had been plowed under, and the battle areas planted with tobacco, fast becoming the chief money crop of the area.

In March 1867, the Federal dead were moved from temporary graves on the battlefield and reinterred on a bluff overlooking the Cumberland one-half mile from the town, preparatory to

1. McClain, *History of Stewart County*, pp. 62-3.

converting the site into a National Cemetery. Soldiers who
had been buried in local cemeteries were also moved to the site. ²

Pursuant to an Act of Congress of February 22, 1867, the United States Government had purchased, in April of 1867, 15.34 acres of land near the Cumberland River between the Fort and the town of Dover from James P. Flood for \$470. The acreage, to be used as a National Cemetery for Civil War dead, included the site of the Federal garrison, encamped at Dover from February 1862 until the end of the war. Col. C. W. Folsom, of the Quartermaster Corps, sent to inspect the scene in August 1867 reported:

The fort (which was one built by the United States Forces after the capture of the Rebel Fort Donelson in 1862) has been entirely levelled to the ground; the outline of it is shown faintly . . . nothing remains to mark its place but the stump of the flag-staff.³

At first, the work on the improvement of the cemetery site went very slowly. The idea of national cemeteries was new with the Civil War and as yet ill-defined. Officers of the Quartermaster Corps sent to oversee the work complained of lack of discipline, insufficient funds, and bureaucratic misunderstandings. By August of 1867, with completion scheduled for May 1868, \$25,000 had already been spent and few of the Union dead reinterred in their proper grave-sites.

It was not clear to the early developers of the Cemetery which should take priority - landscaping or reinterment. The

2. Ibid., p. 69.

3. "Report of Inspection," Col. C. W. Folsom, AQM, August, 1867, NA, National and Post Cemeteries, General Correspondence, Box 150, hereinafter cited as Cemetery Reports.

interpretive value of a national historical site was also unexplored. In July 1872, Lt. Col. James Ekin, Chief of the Department of the South, and officer in charge of the work at Fort Donelson suggested to the Quartermaster General that the remains of Federal soldiers buried there be removed to Nashville as the cost of upkeep of the cemetery was too great and there were no visitors. In reply, the Quartermaster General set forth what was to be the guiding policy for the Fort Donelson area throughout its administration by the War Department.

Let the men rest in peace. The cemetery is a public historical monument of an important battle, a leading event in the history of the United States. It has been established by proper authority, and it should be completed and maintained.⁴

The cemetery at Fort Donelson, then, was to be a resting place for the glorious dead, a monument to their valor and the battle which they waged there. It was not until later that the idea of a national park at the actual site of the battle evolved, which would preserve the original physical characteristics of the field not only to commemorate the struggles of the dead, but also to interpret the events which took place there, long after the participants and their immediate descendents had passed away.

4. Memo, Quartermaster General to Lt. Col. James Ekin, August 3, 1872, Cemetery Reports.

The National Park Movement

In April of 1913, the Corps of Engineers distributed a circular letter concerning landmarks of historic interest in conjunction with the purchase of land by the United States for lock maintenance on the Cumberland River. The District Engineer, stationed in Nashville, reported on August 9, 1913, that "The earthworks at Fort Donelson (45 acres) are in good state of preservation." He recommended such lands for purchase at not over \$5,000, including the necessary stone markers and fencing. As the site was near the National Cemetery, he also advised the extension of the United States road from the Cemetery to the Fort.⁵

In January 1889, Stewart County had granted to the United States Government a right-of-way from the river through Dover⁶ to the reservation gate of the National Cemetery. In 1906 the Government built the road which for many years served as the principal street of the village. The report to the Chief of Engineers in 1913 advised the extension of this road by the Government in order to provide access to the lock reservation and the preserved earthworks of Fort Donelson. The improvement

5. "Report on National Monuments," District Engineer Office to Chief of Engineers, US Army, Nashville, August 9, 1913, NA, Record Group 79, hereinafter cited as RG 79.

6. Letter, Superintendent Hood to Capt. Conner, Dover, January 15, 1931, RG 79.

of this road was to be the first move by the Government acknowledging historical interest in the intrenchments at Fort Donelson.

There were two significant movements to establish historical national parks under the auspices of the War Department. The first, accomplished largely through the efforts of interested veterans groups such as the GAR and the various societies of state army divisions, led to the establishment of the five "pioneer" parks at Shiloh, Antietam, Chickamauga-Chattanooga, Gettysburg, and Vicksburg, in the last decade of nineteenth century. The participants in these and other Civil War battles were still alive and they had powerful allies in Congress, many of whom were also veterans of the same conflict.

With the isolationism of the 1920's and the intensification of interest in things American after the war in Europe, Americans began to turn their attentions to the further commemoration of scenes of national heritage. A second wave of interest in historical national parks grew, this time supported not by powerful veterans lobbies, but by patriotic, philanthropic, and commercial groups like the Daughters of the Confederacy and the newly founded Chambers of Commerce. The legislation establishing Fort Donelson National Military Park was one of the many products of the efforts of these organizations during the period from 1914-1930.

In the late spring of 1914, Mrs. H. N. Leech, then President of the Tennessee Division of the United Daughters of the Confederacy, visited Dover with her husband. Mr. Leech prepared an article entitled "Fort Donelson, Fifty Years After" which helped to launch the forthcoming UDC campaign for a monument to the Confederate dead at that site. By November 11, 1914, Mrs. Leech was able to report to the National Convention of the UDC that "work for a monument at Fort Donelson was well begun."⁷

The main impetus for the monument campaign was the fact that although more than 500 soldiers had been buried in the National Cemetery since its establishment in 1867, not one Confederate casualty of the battle at Fort Donelson lay buried there. Most of the Confederate dead are believed to lie in unmarked graves near the Fort at the site of the UDC Monument, erected in 1933. It was the wish to commemorate the spot where Southern soldiers lay buried that suggested the acquisition of land and the placing of a monument at the site of the future National Military Park, then in private hands.

At the Nineteenth Annual Convention of the Tennessee UDC at Murfreesboro, Tennessee, on May 12, 1915, Mrs. Bennett Bell of Clarksville, Chairman of the Fort Donelson Monument Committee, made the following report:

7. Minutes of the National Convention of the United Daughters of the Confederacy, Division Report, Vol. 21, November 11, 1914.

Fifty-three years ago the first decisive battle of the war between the states was fought at Fort Donelson. For 53 years the Southern soldiers who fell in that battle have rested in unmarked graves. It is sad to know that nothing has been done to commemorate this important battle, or to show the last resting place of our heroic dead who sleep there. The National Cemetery at Fort Donelson is beautifully kept and tended. There are flowers everywhere, and the grass is green above the graves of Federal soldiers, but our soldiers sleep in the trenches overgrown with brambles and briars. The flag of our country floats over the National Cemetery to show the world it is hallowed ground, but there is not a shaft of marble or bronze to mark the graves of the Confederate soldiers. . . .

It has been in the minds and hearts of the Daughters of Tennessee for a long time to erect a monument at Fort Donelson, but nothing was done looking to this end, until the Trenton [Tennessee] Convention last May when it was decided that the work be undertaken. This decision was reached the last day of the convention and very few pledges were made.

Mrs. Bell went on to say that the committee regretted that so little had yet been collected, but that "the work is now begun in earnest." Appeals would be made to the States that had had troops at Fort Donelson. "And above all we expect Tennessee to do her duty as a memorial to this battlefield in her soil. . . . Daughters of the Confederacy, the blood of these heroes of Fort Donelson cries out to us after 53 years for some memorial to show that their sacrifice was not in vain. Let us build this monument and let us hasten with the work."

8. *Minutes of the Nineteenth Annual Convention of the Tennessee UDC*, Fort Donelson Monument Committee Report, May, 1915.

Mrs. Leech and Mrs. Bell had also visited Dover in February 1915 as guests of Mrs. Frank Walter and had "organized a large and enthusiastic chapter" of the UDC. The Fort Donelson Chapter, as it came to be known, was in the vanguard of those groups most committed to the establishment of a park. In the first year of the existence of the monument fund, the Fort Donelson Chapter, one of the smallest in Tennessee, gave over
9
\$250.

The Nashville Banner for May 12, 1915, reported:

Mrs. Leech read her splendid president's address. She recommended at its close that the Daughters of the Confederacy through committees urge the United States Government to purchase the battlefield of Fort Donelson for a National Park.

Mrs. J. Lacy Reynolds of Dover, of the newly organized Fort Donelson Chapter, presented Mrs. Leech with a gavel made from the historic white-oak tree left as the only arboreal survivor on the field after the battle of Fort Donelson.¹⁰

Making her Division Report at the UDC National Convention in October of 1915, Mrs. J. Norment Powell, Division President, stated that the Representative from the Sixth District of Tennessee, Rep. Joseph W. Byrns, had agreed to introduce a bill in Congress asking for "the part of the battlefield not already owned by the government." It is not clear from this report how much land the UDC intended to have purchased, and whether the "land already

9. *The Nashville Banner*, Vol. XL, No. 29, May 13, 1915, p. 3.

10. *The Nashville Banner*, Vol. XL, No. 28, May 12, 1915, p. 1.

owned by the Government" included the Corps of Engineer's lock reservation on the Cumberland River. Controversy was later to arise between the Department of the Interior and the Corps over the use and jurisdiction of the property. Mrs. Powell also reported that a "patriotic gentleman who owns a large tract of this land is holding it at a small price, hoping to dispose of it for the park, and will take much less than he has been offered by prospective settlers who wish to buy portions of it." The "patriotic gentleman" must have become impatient before 1929 when the Government finally appropriated \$50,000 for the park, for no single plot purchased at that time exceeded twenty acres.¹¹

The formal resolution concerning Fort Donelson at the 1915 Convention read: "That the Tennessee Division, UDC request the United States Government to buy the park and wonderfully preserved battlefield at Fort Donelson, while it can be secured for such a small price."¹²

Fund-raising for the monument to be erected at the site continued to be a problem to the ladies of the UDC. One hundred

11. *Minutes of the National Convention of the United Daughters of the Confederacy*, Division Report, Vol. 22, October 20, 1915.

12. *The Nashville Banner*, May 13, 1915, p. 3.

dollars had been pledged at the 1914 Convention to which an
additional \$133 was promised in 1915.¹³ By the 1917 Convention,
Miss Minerva Brandon, Special Treasurer for the Fort Donelson
Monument Fund, reported \$314 collected during the year in
addition to the \$258 received during 1916.¹⁴

Progress toward the establishment of the Park was equally
slow. The possibility of American entry into the war in Europe
made it less likely that serious Congressional consideration
could be given to the Park project at that time. The report
which Mrs. Leech submitted to the 1916 convention revealed that
Congressional sympathy was strong, but real assistance not
forthcoming:

As chairman of the Fort Donelson Park Committee the
tale of my stewardship is brief. Having provided
at my own expense a supply of stationery stating
the name of the committee and its chairman and bear-
ing the Confederate emblem, I proceeded to bombard
the halls of Congress. . . . Some of them [Senators
and Representatives] were very nice about saying
they hoped the Government would buy the park and
the few thousand acres of battlefield of Fort
Donelson which . . . we shall ask it to buy. . . .

Because of the heavy new appropriations for the army
and navy we thought it best to wait until next winter
to introduce our bill.¹⁵

The acquisition plans of the Park Committee were now more
definite. It was now proposed to purchase "several thousand acres

13. *Minutes of the Nineteenth Annual Convention*, May 12, 1915.

14. *Minutes of the Twenty-first Annual Convention*, May, 1917.

15. *Minutes of the Twentieth Annual Convention*, May, 1916.

. . . adjoining the property recently acquired by the government for the building of Lock M in the Cumberland River." The lock property itself, it was noted, "is an important part of the battlefield, as on it were stationed at places still plainly marked the guns of the famous water batteries." It was hoped, when the property was acquired, "to mark with boulders properly inscribed the location of the various important engagements."¹⁶

The years 1917-1919, of course, saw the entrance of the United States and its participation in the war in Europe. Very little could be practically or even patriotically asked of a Congress engaged in legislating for a nation at war. The \$564.85 collected by May 1919 were turned by the patriotic ladies of the UDC into Liberty Bonds registered in the name of the Fort Donelson Monument Fund.¹⁷ Nevertheless, the importance of Federal acquisition and restoration of the battlefield was not lost sight of

. . . the places of interest on the battlefield are fast passing from the memory of men. The old Fort on the hill, the site of the water battery where Tennessee volunteers engaged a fleet of gunboats; the rifle pits where the battle began . . . these and other historical points are now in private hands and only a few old men who were in the battle can point them out. We feel that something should be done to rescue from oblivion the memory of our heroic ancestors who laid down their lives on the battlefield of Fort Donelson.

16. Ibid.

17. *Minutes of the Twenty-third Annual Convention, Fort Donelson Monument Fund Report, May, 1919.*

At the 1918 Convention, Mrs. Bell, Mrs. Leech, and Mrs. S. C. Lewis of Dover were appointed to a committee to represent the UDC in efforts to have the Government purchase and park the battlefield, lay off improved highways through the Park, and erect markers and monuments. They were authorized to accept aid from any source.

18

By May of 1919, Mrs. Leech was able to report that she was told by one Congressman and two Senators (probably Rep. Byrns and Sens. John Shields and Kenneth McKellar of Tennessee) that requests for appropriations to buy land would be considered, and that she expected to go to Washington during the winter of 1920 to lobby for the Fort Donelson Bill.

19

1920 saw only minimal progress. The Liberty Bonds were reported paying \$12.75 semi-annually. States were asked at the National Convention for moral and financial support. By 1921, there was a total of \$1,202 in the monument fund, \$803 of it still held in Liberty Bonds. The rather disappointing progress of the monument fund made the need for Federal or State assistance even more urgent. At that same convention a Mrs. White mentioned that in all national parks the foundations for monuments were

20

18. *Minutes of the Twenty-second Annual Convention, Fort Donelson Park Committee Report, May, 1918.*

19. *Minutes of the Twenty-third Annual Convention, Park Committee Report, May, 1919.*

20. *Minutes of the Twenty-fourth Annual Convention, Fort Donelson Monument Fund Report, May, 1920.*

provided by the government. "If this could be done," she reasoned, "the cost to the Daughters of the Confederacy would be materially reduced." She then moved that "a motion be sent to our Senators and Congressmen asking that a National Park be made of the Fort Donelson battleground." It was carried.²¹

Per capita donations of \$1 from all members of the Tennessee Division were being asked in 1924. Mrs. Bell reported that this measure would add \$3500 to the fund by May 1st, 1925. She added that Congressional appropriations might be forthcoming within two years.²²

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21. *Minutes of the Twenty-fifth Annual Convention*, May, 1921.
 22. *Minutes of the Twenty-eighth Annual Convention*, May, 1924.

CHAPTER IV: LEGISLATION AND THE COMMISSION REPORT

It was largely through the efforts of Rep. Joseph W. Byrns of Nashville that the first bill "to establish a national military park at Fort Donelson, Tennessee" was introduced in Congress during April 1926. It seems to be a consensus among people in Dover today that "Jo" Byrns, as they called him, was almost singlehandedly responsible for establishment of the National Military Park. Morris C. Folks, foreman for the first clearing and planting of the Park under the War Department in the early 30's, states that Byrns, whom he knew personally, used to come down to the Park often with John Bruton, an interested local citizen, during its development. He believes that Byrns thought of the park project pretty much on his own; at least there was little local civic pressure.¹

The style of a Congressman's relationship with his constituents has changed in the last forty years. Jesse Crutcher, currently caretaker at the Park and life-long resident of Dover, remembers that "Jo" used to come down to Dover from Nashville in his horse and buggy and stay at Mr. Crutcher's father's house. He always came voluntarily and "did a lot for the area." He

1. Carlon Sills, Personal interview, Dover, April 30, 1968

seemed to have closer contact with the people than modern Congressmen and was more responsive to their local needs. Mr. Crutcher states that he knew almost everyone in Dover by their first names and they all called him Jo.² In an unpublished history of the Park written by Van Riggins, principal of Stewart County High School and life-time resident of Stewart County, it is asserted that "Through the efforts of his [Byrns'] very close friends in Dover, particularly the Bruton family, he became interested in the establishment of the park at Fort Donelson."³

Other local citizens, too, played a part in the introduction of the legislation by Representative Byrns. Mrs. Bryce Runyon of Clarksville, one of the "prime movers" in the campaign to purchase and restore the old Dover Hotel, or "Surrender House," was also in contact with Byrns and Sen. McKellar during the years the legislation was pending in Congress. In March 1928, just before the Bill establishing the Park was signed by the President, Mrs. Runyon received a letter from Byrns congratulating her on the "splendid success you have had in securing the cooperation of the State in the purchase and preservation of the Hobing House at Dover." He also wrote of his gratification at the success of the Fort Donelson Park Bill.

2. Jesse Crutcher, Personal interview, Dover, April 29, 1968.

3. Van Riggins, "History of Fort Donelson National Military Park," Dover, 1959, p. 31.

I feel very happy in the fact that I succeeded in passing the Park Bill for it did not meet with the approval of the administration because of the expense involved. Under all the circumstances I think we were very fortunate in getting it through. The President has not signed the Bill but I talked with him and the Secretary of War and do not anticipate any trouble.⁴

The first Bill appropriating \$100,000 toward the establishment of a National Military Park at Fort Donelson was introduced by Rep. Byrns on April 15, 1926, and referred to the House Committee on Military Affairs. On May 8, it was amended to reduce the appropriation to \$50,000 and was accompanied by the following report:

There are various national monuments in the form of trenches, breastworks, and gun pits which were dug and thrown up by both armies, many of which are being gradually effaced by time. We are advised that what ever amount of land which may be desired for enclosure within the proposed national military park can be acquired at a very reasonable price. Attention is called to the fact that adjoining this battlefield there is already located the beautiful and well-cared for Fort Donelson National Cemetery, comprising 15.34 acres. . . .

Owing to the importance of this battle and the results which followed, your committee deems that it is clearly in line for favorable consideration for commemoration by the preservation and marking with appropriate tablets of the positions of the various commands engaged in the battle and the acquisition of the land necessary therefor.⁵

The Bill was amended and passed the House on February 28, 1927, but failed to be reported out of the Senate Committee on

4. Letter Byrns to Mrs. Bryce Runyon, March 29, 1928, Fort Donelson Park Files.

5. Report on H.R. 11324, House Committee on Military Affairs, *House Reports (Public)*, Vol. 4, May 10, 1926.

Military Affairs in March of 1927. In May 1926, however, Byrns had also introduced a bill to provide for the inspection of the battlefield at Fort Donelson by the War Department. It too failed to be reported out of Senate Committee, having been passed by the House May 12.

In June 1926 the Secretary of War began to organize a program of battlefield inspections, for which \$15,000 had been allocated. By March of 1927 Byrns was notified that the Fort Donelson Battlefield was deemed by the Secretary of War worthy of markers. The allocation, it was stressed, included investigation only, and priority for land acquisition would be given to potential park sites where land might be ceded to the Government free of charge.⁶

Meanwhile, Byrns was proceeding in his drive to get the Fort Donelson Bill passed in spite of executive opposition to the cost of the program. On December 5, 1927, he introduced essentially the same bill as heretofore, appropriating \$100,000 for the Park. It was amended and passed on January 16, 1928, and sent to the Senate, where it faced a difficult struggle before a largely hostile committee. According to Senator McKellar of Tennessee, the Senate sponsor of the Bill, the

6. Letter, Assistant Secretary of War to Byrns, Washington, March 21, 1927, RG 79.

War Department had not provided it with adequate support, and the reluctance of the Executive toward endorsing the project was echoed in the Committee. Senator McKellar later described the committee proceedings in a letter to Mrs. Runyon:

We had a most active fight before the Senate Committee. Indeed, we won by one vote after one of the most active and vigorous contests I ever had with a committee. The Chairman of the Committee was tremendously opposed to the Bill. The War Department hadn't given its approval and the result was that we were in a close place. Sen. [Lawrence] Tyson did fine work. . . . Congressman Byrns and I went up to see the Secretary of War last Thursday and we are confident that the President will sign the Bill upon the Secretary's recommendation.⁷

The Bill was reported out of the Senate Committee on Military Affairs on March 19, 1928, and passed the same day with no amendments. President Coolidge signed the Bill on April 14, 1928.

The Fort Donelson Park Commission Report

The Act establishing a National Military Park at Fort Donelson provided for the creation of a three-member commission to be appointed by the Secretary of War; "a commissioned officer of the Corps of Engineers, U. S. Army; a veteran of the Civil

7. Letter, Sen. McKellar to Mrs. Runyon, Washington, March 26, 1928, Fort Donelson Park Files.

War who served honorably in the Confederate States of America."

It was also advised that the Secretary of War select people for the commission as familiar as possible with the terrain and the historic events at Fort Donelson.

On July 19, 1928, Maj. John F. Conklin, Assistant to the District Engineer at Nashville, was appointed as the Corps member of the commission. On the recommendation of Representative Byrns, E. P. Martin of Big Rock, Tennessee, was appointed Confederate member and Charles O. Matthews of Nashville, the member from the Union forces. As of the 30th of July, 1928, the activities of the commission were to be conducted under the direction of the Quartermaster General of the Army.

Section 3 outlined the duties of the commission, which included inspection of the battlefield, study of pertinent records, and historical data "with respect to the location and movement of all troops which engaged in the Battle of Fort Donelson, and the important events connected therewith, with a view of preserving and marking such field for historical and professional military study." A report, to be submitted not later than December 1, 1928, was to describe portions of land necessary to be included in the National Military Park, and the prices at which they might be purchased. Recommendations concerning the location of historical markers and tablets, a map showing

the location of lands to be acquired, and the troop movements in the battle were also to accompany the report.

The Secretary of War was to have jurisdiction over the Park, and the superintendent of the National Cemetery was also to serve as custodian of the Park, under the direction of the Quartermaster General.

The commission met in the county courthouse at Dover on September 14, 1928, and elected E. P. Martin as chairman. At the second meeting in Dover on October 2, it was decided to spend two days on inspection and reconnaissance of the battlefield preparatory to drawing up the report. The findings of the commission were submitted to the Secretary of War on November 28, 1928.

Upon inspection of the battlefield, the commission found that the trenches of "old Fort Donelson," the adjacent Water Batteries, and the trenches of the Confederate outer line were still in a remarkable state of preservation "which can easily
8
be restored to Civil War conditions."

The eastern section of the Confederate rifle-pits, however, had been obliterated by plowing and pasture. Neither restoration nor purchase of those tracts was recommended.

8. "Report on Inspection of Fort Donelson Battlefield," E. P. Martin, Charles O. Matthews, John F. Conklin, Nashville, November 28, 1928, p. 5, RG 79.

It was proposed to incorporate the adjoining Federal properties of the National Cemetery and the Corps of Engineers' lock reservation in the new national military park. Sites recommended for acquisition included the tract enclosing Fort Donelson, the adjacent Water Batteries, and a strip of land approximately 2 3/4 miles long by 150 feet wide enclosing the Confederate outer line of entrenchments. The importance of the Water Batteries and the rifle-pits was stressed not only because of their remarkable state of preservation, but also for the military tactics they represented. As was stated in the Act establishing the Park, the main intent of the commission's inspection and the subsequent recommendations was to be to "Mark the field for historical and professional military study." Thus, although the fort itself played a lesser role in the action during the battle, it was stressed not only because its good state of preservation provided a convenient nucleus for the Park, but also because it was a good example of Confederate earthwork fortifications.

Because of limited funds and the reforestation and cultivation of a great deal of the original battlefield, the acquisition of long, narrow strips bounding the Confederate rifle-pits was recommended, rather than more compact plots of lesser historical interest. The commission also advised against the

purchase of the scene of the February 15 Confederate onslaught in the rises and hollows east of the Forge Road, although it witnessed some of the bitterest fighting. Instead, the commission proposed to "mark the outstanding features" by the purchase of eight plots of land, each 1/8 of an acre, for the erection of historical tablets. This suggestion was never carried out, although permission was later granted by the owners of these properties to erect historical markers.⁹

The Act had allowed for the continued occupancy of the lands purchased for the Park by their former owners

Upon condition that they will preserve the present buildings and roads, and the present outlines of field and forest, and that they will only cut trees or underbrush under such regulations as the Secretary of War may prescribe, and that they will assist in caring for and protecting all tablets, monuments or such other artificial works as may from time to time be erected by proper authority.

The commission, foreseeing the aesthetic, political, and interpretive problems connected with the extended tenancy of these lands by former owners, found it inadvisable to allow them to remain on the land after purchase by the Government. Recurring right-of-way, boundary, and land disposition disputes were to plague the Park administration in the years to come, in spite of the precedent set by the commission recommendations.

9. Ibid, p. 9.

The Secretary of War was advised by the commission that the State of Tennessee was engaged in constructing State Highway #76 through Stewart County which would pass by the proposed entrance to the Park. It was therefore suggested that a road be built connecting that highway with the Fort and the Water Batteries in the Cumberland. Possibly, it was thought, a road paralleling the rear of the Confederate rifle-pits could be built at a later date, to connect these somewhat inaccessible areas with the body of the Park and the main road.

Interpretive functions were to be filled by the erection of ten descriptive tablets and two pointers for the Fort and Water Batteries, 42 tablets and four pointers for the Confederate entrenchments, and eight tablets and four pointers for the February 15 Rebel attack. Civil War cannon were recommended for installation in the Water Batteries "to duplicate insofar as possible the Confederate armament of these batteries at the time of the battle."¹⁰ Some field artillery batteries were also to be placed at appropriate spots in the Confederate rifle-pits.

Adequate fencing and marking of Park boundaries was to be done at the earliest opportunity. There was to be little or no landscaping other than the clearing of trees and underbrush along the entrenchments. The tract containing the Fort

10. Ibid., p. 13.

and the Water Batteries, however, was to undergo landscaping
of the "conventional military park type."¹¹

A cost estimate for land acquisition was given as:

Fort Donelson and the Water Batteries	28 acres	\$2,400
Outer Confederate Trench Line	53.24 acres	4,575
Eight 1/8 acre tracts	1 acre	80
		\$9,855
	TOTAL	

A sample of yearly maintenance costs for 1928 was estimated as:

Clerk's salary	\$1,600
Superintendent's salary	2,400
Laborers' salaries	2,000
Material and supplies	800
Upkeep	500
Repairs to vehicles, machines, gas and oil telephone, travel, misc	700
Contingencies	700
	\$8,600
TOTAL	

Some considerations for future expansion included, in order of priority: a road along the Confederate rifle-pits, the acquisition of land at the scene of the February 15

¹¹. Ibid., p. 14.

Confederate attack, and the placement of individual state monuments on Park grounds. "The plans as submitted, "the report concluded, "are believed to provide for a complete park containing in some degree all the essential elements¹² of a National Military Park."

12. Ibid., p. 16.

CHAPTER V: PARK DEVELOPMENT UNDER THE WAR DEPARTMENT
1928-1933

Land Acquisition

The report of the Fort Donelson Park Commission was endorsed by the Quartermaster General on February 13, 1929, with certain reservations. Cost estimates were deemed high and the commission was admonished to make efforts to secure the land at the lowest possible prices.¹

Early plans for land improvement ran aground on the question of the legal right of the War Department to use land incorporated in the Corps of Engineers' lock reservation for park purposes. As this tract included the sites of the famous Water Batteries and afforded an excellent view of the river approaches to the Fort, Public Law No. 187 authorizing the establishment of the Park had provided authority to

definitely mark all lines of battle and locations of troops within the boundaries of the Park and erect substantial historical tablets at such points within the Park and in the vicinity of the Park and its approaches as are recommended by the Commission.

The Commission, in its report, had not only recommended the marking and restoration of the historic sites on this property,

1. Ltr., Quartermaster General to E.P. Martin, February 13, 1929, RG 79.

but the incorporation of the tract in the Park to simplify administration of the two areas under the jurisdiction of the War Department. In December 1928, the District Engineer received a request for information on the commission's views on the disposition of the lock property. It was noted that a bill had been introduced in April 1928 transferring jurisdiction over certain military parks and national monuments from the War Department to the Department of the Interior. If this bill were to become law, and the reservation was incorporated in the Park, the Army might lose control over the lock and dam installations. However, Senate Bill No. 4173, transferring control of the Parks to the Department of the Interior was not reported out of committee. In February the Chief of Engineers reported to the Quartermaster General that "it is believed to be feasible . . . for the lock to be incorporated in Fort Donelson National Military Park." It was then that that a decision from the Judge Advocate General revealed that the Act, in its present form, could not be construed as appropriating funds for the restoration and maintenance of portions of Fort Donelson and the Water Batteries located on the Engineer Reservation. The Act had mentioned the placing of markers, but not physical improvement or restoration.

2. Ltr., Chief of Engineers to District Engineer, Nashville, December 18, 1928, RG 79.

3. Memo, Chief of Engineers to Quartermaster General, February 6, 1929, RG 79.

4. Report, Judge Advocate General to Quartermaster General, April 6, 1929, RG 79.

The Judge Advocate General's strict interpretation of the Act led Gen. Benjamin F. Cheatham, Quartermaster General, to write to the Assistant Secretary of War recommending the Act be amended to include the words

[that the Secretary of War be charged] to construct the necessary roads and walks, plant trees and shrubs, restore and care for the grounds, including the restoration and maintenance of those portions of the old Fort Donelson and of the Confederate Water Batteries that are located on the present Engineer Reservation.⁵

A few days later the Judge Advocate General approved the Cheatham amendment. The report of the commission could then be formally approved by the Secretary of War. The Quartermaster General was to take over the duties of the commission in the development of the Park and was charged with the preparation of the amendment for Congress.⁶

Upon the personal recommendation of the Secretary of War, Public Law No. 187 was amended on February 18, 1930, with the wording suggested by the Quartermaster General. Work could now proceed on the restoration and improvement of the Fort and the Upper and Lower Water Batteries on the Cumberland.

The commission had spent the remainder of 1929 supervising a survey and appraising the land proposed for acquisition.

5. Ltr., Quartermaster General to Assistant Secretary of War, April 8, 1929, RG 79.

6. Memo, Secretary of War to the Quartermaster General, April 11, 1929, RG 79.

When Capt. H. J. Conner of the Quartermaster Corps and Officer-in-charge at Stones River National Military Park in Murfreesboro assumed charge of Fort Donelson in August of 1930 he reported that a survey had been made and property appraised, but no options had been secured nor "work of any description" started.⁷

The work of the commission had been hampered by financial difficulties. Also, the Corps of Engineers member of the commission was in reality the only active member; the other commissioners were elderly Civil War veterans with limited mobility and technical knowledge. In September of 1929, Major Conklin of the commission was replaced by Maj. Frank Besson, probably because Conklin wished to be relieved of the heavy responsibilities.

Under date of March 15, 1930, a contract was awarded to the Guaranty Title Trust Co. of Nashville for preparation of abstracts of title for the tracts designated for Park acquisition. Congressman Byrns requested information on the status of the project in May of that year, and he was informed that the funds for purchase were available, but due to problems involved in land acquisition, Congress was being asked to

7. Report, Captain Conner to Quartermaster General, August 28, 1930, RG 79.

extend the period in which the balance of the appropriation under Public Law No. 187 could be expended into 1931. "As portions are acquired," the Quartermaster concluded, "they will be improved."⁸

According to the contract with the Guaranty Title Trust Co., 22 abstracts were to be prepared at \$75 each. Captain Chandler, Officer-in-charge until August 1930, also entered into an agreement with the State of Tennessee, whereby the State would build a road connecting the rifle-pits with the Fort. He also pressed for the restoration of "Snake Trench Park," that part of the Confederate lines from which Bedford Forrest and his cavalry made their escape after Forrest's refusal to surrender with General Buckner. "From the Confederate standpoint," he argued, "it is the most talked about and picturesque incident in the entire campaign."⁹ The question of which areas were most significant and to be included in the Park provided at that time, as in the years to follow, a lively source of discussion. The original commission recommendation of 81.7 acres was miniscule, for example, in comparison with the 3,650 acres of the Shiloh battlefield purchased for Shiloh National Military Park in the 1890's.¹⁰

8. Report on the Development of Fort Donelson, Quartermaster General to Byrns, May 15, 1930, RG 79.

9. Report, Captain Chandler to Quartermaster General, June 25, 1930, RG 79.

10. "A History of Shiloh National Military Park," Charles E. Shedd, Jr., U. S. Department of the Interior, National Park Service, 1954, p. 24.

On August 28, 1930, Captain Conner reported options held¹¹ on thirteen properties totalling 42.69 acres. By September action had been initiated on 22 cases, leaving two more for negotiations. An additional four cases involved right-of-way¹² for the proposed road from Fort Donelson to Highway 76. Condemnation proceedings were instituted in October against five properties totalling 22.6 acres, one involving a life-estate, three minor heirs, and one unreasonable price.¹³ Sixteen abstracts with deeds were forwarded to the Quartermaster General for approval on November 3, 1930, with the report that work had finally commenced on the rifle-pits on October 30. A foreman, Morris C. Folks, and ten laborers were to be retained until the job was finished.¹⁴ By December, the entire line of rifle-pits, approximately 11,000 feet, had been denuded of underbrush. Surveys for a topographical map to make plans and profiles for walks was in progress, and bids were to open December 15 for the materials to fence the property so far¹⁵ acquired.

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11. Monthly Progress Report, Conner, August 28, 1930, RG 79.
 12. Monthly Progress Report, Conner, September, 1930, RG 79.
 13. Notification of Condemnation Proceedings, Attorney General to Assistant Secretary of War, October 3, 1930, RG 79.
 14. Monthly Progress Report, Conner, November 4, 1930, RG 79.
 15. Monthly Progress Report, Conner, December 4, 1930, RG 79.

By spring of 1931 the Park had expanded to 92.76 acres. The Guaranty Title Trust Co. wrote to Byrns complaining that their vouchers had been outstanding since February, and they demanding payment by the Government as soon as possible. Previous communications had gone unheeded. Byrns forwarded the complaint to the Quartermaster General, where the affair was
16
resolved.

The last of the 21 land acquisition cases upon which options had been secured in August of 1930 were closed out and checks posted in June, 1931. The remaining seven cases were in condemnation. Roads and walks were reported either under construction or completed, with landscaping scheduled for
17
completion in either fall or winter of the following year.

The pressure for more land for the Park was felt again in the summer of 1932, when the Office of the Quartermaster General recommended the purchase of nine parcels of land near Maney's Battery and French's Battery estimated at \$4,078, and six parcels beyond the Forge Road at \$2,994, exclusive of the abstracts. The Office proposed that additional legislation authorizing the purchase be introduced at the next session of

16. Monthly Progress Report, June, 1931, RG 79.

17. Monthly Progress Report, Conner, September 26, 1931, RG 79.

Congress. Pursuant to this action Gen. Douglas MacArthur, Chief of Staff, wrote to the Director of the Budget in November recommending passage of an amendment to the original Park Bill allowing an increase of \$12,811 over the cost limitation contained in the original Act. He recommended this increase "in order to buy additional property outside the Park's 93 acres of about 41.1 acres." For this \$7,072 plus \$5,739 for the improvement of the property would be necessary. In effect, the amendment procedure would simply mean changing the sum stated in Section 5 from \$50,000 to \$63,000.¹⁹ The action was disapproved by the Bureau of the Budget in March of 1933 of 1933. Similar actions were to be initiated, with little success, throughout the next 25 years. It was not until 1960, with the development of the MISSION 66 program of the National Park Service that any major land acquisition could be accomplished. The area east of the Forge Road suggested for acquisition by Chandler and MacArthur, but disapproved by the commission, remains to the present in private hands.

Roads

From the time Park development was begun the question of accessibility of the area to the town and especially to the new Highway 76 being built through Stewart County became a major

18. Memo, Office of the Quartermaster General to Quartermaster Corps Fourth Corps Area, July 21, 1932, RG 79.

19. Letter, MacArthur to Director of the Budget, November 23, 1932, RG 79.

concern. Up until 1928 when Fort Donelson National Military Park came into being, the National Cemetery had been served by a United States Government constructed road running from the river past the Dover Hotel through the town to the cemetery gates. As the construction of an approach road from the Park to the new highway would be in the best interest of the Government, it was proposed to abandon the old road which had fallen into disrepair. This proposal unleashed a storm of local protest. In July of 1929 Major Conklin, then Park Commissioner, received a letter from the Tennessee State Highway approach, provided the United States would furnish the right-of-way. He also disclosed that the United States did not possess fee simple title to the old Government road, but merely a road right-of-way granted by the Stewart County Court on January 7, 1889. This grant provided, among other things, that "said road shall remain forever a public highway."²⁰

A prominent local citizen, S. C. Lewis, wrote to the regional Quartermaster at Jefferson City, Indiana, in September describing the "Steamboat Landing" area of Dover, served by the old U.S. road, as a setting of great historical value in the history of Fort Donelson. It was the place where part of the Union gunboat

20. Letter, Tennessee State Highway Engineer to Conklin, July 13, 1929, RG 79.

fleet landed or anchored and where General Wallace and his men embarked after the battle. He also described the efforts and achievements of the Fort Donelson House Historical Association, a group of Dover and Clarksville residents who were responsible for the purchase and restoration of the Dover Hotel

as a memorial in the history of the Lost Cause . . . where Grant and Wallace breakfasted before departure after the battle. . . . Since the opening of Highway 76 and 49 tourists are coming, especially from-- the North and one of the first places of interest is the memorial building known as Grant's Headquarters and Steamboat Landing. It would be a great injustice to the history of the Civil War to abandon the Government road.²¹

In July of 1929 the Quartermaster General had offered to turn the road over to the County or State, which agencies "might be in a position to place the road in a condition suitable for the commercial interests it primarily serves." The offer was not pursued and in November, seeing no other alternative, the Office of the Quartermaster General was advised that the road should remain in Government hands.

In view of the local interest taken in the project [the Dover Hotel] it would seem inappropriate that the Government should at this time abandon this section of road which, in addition to partial use for cemeterial purposes, is the only approach to this historic structure.²²

21. Letter, S. C. Lewis to Quartermaster, Jefferson City, Indiana, September 6, 1929, RG 79.

22. Memo, Col. T. W. Van Duyns, Col. QMC, to Quartermaster General, November 8, 1929, RG 79.

Although the agreement had been made for the new approach road to be constructed from the Fort to the Park entrance at Highway 76 by the State, Stewart County assumed the responsibility for grading and graveling one-third of the surface. The United States, in return, would furnish the right-of-way, gravel the other two-thirds to where it reached the County road, and assume maintenance after completion. All grading and most gravelling was completed by September 1931, and the road was tarred in June of the following year.

Historical Tablets

In June 1931 the commission approved the text and location recommendations of Captain Conner for 39 historical markers for the Park. When funds became available, they would be purchased. The death of one commissioner, Charles Matthews of Nashville, was also noted. It was decided by the Quartermaster General that no one should be appointed to fill this position, as the duties of the commission would cease with the completion of the Park. The data for the tablet texts was compiled by the Army War College in November. Final headings of the markers as they stood in 1934 were:

23, Report on the Construction of Fort Donelson National Military Park, Conner, June 14, 1932, RG 79.

24. Monthly Progress Report, Conner, September 26, 1931, RG 79.

25. Monthly Progress Report, Conner, June, 1932, RG 79.

26. Report, Fort Donelson Park Commission, June 20, 1931, RG 79.

Union Forces

Federal Troops and Their Casualties

General U.S. Grant's Army

Headquarters of General Grant

*

Gen. John McClelland's Division

*

Naval Forces, Western Division

*

Gen. Charles Smith's Division

*

Gen. Lew Wallace's Division

Confederate Forces

Gen. Simon Buckner's Division

Confederate Troops and casualties

Col. Bedford Forrest's Cavalry

Fort Donelson

Headquarters of General Buckner

Headquarters of Gen. John B. Floyd

Headquarters of Gen. Gideon Pillow

*

General Johnson's Division

*

27

General Pillow's Division

The contract for casting the tablets was made with the Newman Manufacturing Co. of Cincinnati, Ohio, on April 6, 1932

* One tablet for each brigade, with explanatory text showing position, deployment and losses.

27. Typescript, Cast-iron War Department Markers, December, 1934, RG 79.

delivery to commence within forty calendar days. The contract called for the manufacture of forty cast-iron markers at a cost of \$1,600.²⁸ In August, the rights of the Newman Co. were²⁹ terminated for failure to deliver according to contract. In July Captain Conner had written to the Quartermaster General, disclosing that the sample castings received had been unsatisfactory, and there was danger of the company going bankrupt. The Fort Donelson contract expired July 6, 1932, and no tablets³⁰ had been completed. The next lowest bid was submitted by the Ross-Meehan Foundaries of Chattanooga for forty tablets at \$1,960. A check for \$350 was dispatched to the U. S. Guarantee Co. to make up for the non-delivered tablets from the Newman Co.³¹ on August 30. Ten more tablets were ordered from Ross-Meehan on September 14. Ross-Meeham, unlike the Newman Co., was able³² to cast and deliver the tablets as scheduled.

Bronze tablets for the Park entrance were ordered from the John Harsch Bronze Foundary Co. in Cleveland, and fifty cast-iron standards for the historical markers from the Jefferson Foundaries

28. Notification of Contract, Conner to Quartermaster General, April 7, 1932, RG 79.

29. Notification of Termination of Contract, Conner to Quartermaster General, August 10, 1932, RG 79.

30. Letter, Conner to Quartermaster General, July 2, 1932, RG 79.

31. Memo, Colonel Noble OQMG to Conner, August 30, 1932, RG 79.

32. Order form, Ross-Meehan foundaries, Chattanooga, September 14, 1932, RG 79.

in Birmingham, Alabama. By June 1932, 25 of the fifty tablets had been delivered and installed, and the bronze plates set into the pillars at the entrance to the Park and the Fort. ³³

General Improvements

There were several major improvements made to the cemetery lodge, the only substantial building on the Park-Cemetery complex at that time. Built in the 1880's, it served as the residence of the Superintendent of the Cemetery and, after 1928, as the office for Park administration as well. In the fall of 1931 a hot water and heating system was installed in the lodge. Specifications were issued out of Stones River National Military Park, which Captain Conner administered. The job was contracted by Z. W. Vaughn of Paris, Tennessee. A garage for the private car of Superintendent Walter T. Murray was also constructed at that time. ³⁴ Murray had complained that his car, the only motor vehicle then in use at the Park, would be ruined by constant exposure to the weather and possible vandalism. ³⁵ That spring a kitchen addition to the lodge was also constructed by the Vaughn Co. ³⁶ Two summerhouses located over cisterns in the cemetery were removed.

33. Report on the Construction of Fort Donelson National Military Park, Conner, June 14, 1932, RG 79.

34. Progress Report, Conner, Fall, 1931, RG 79.

35. Superintendent's Monthly Report, Murray, September, 1931, RG 79.

36. Ibid, RG 79.

Many of the basic physical components of the new Military Park were installed in the years 1931-1933. The Keith-Simmons Co., Inc., of Nashville supplied posts for fencing at a cost of \$1,645 in January, 1931.³⁷ A 75-foot flag-pole was received from the Nashville Machine Co. in the fall of 1931 and set up on a rise near the Park entrance, on the site now occupied by the Visitor Center.³⁸

In June 1932 Conner submitted to the Quartermaster General a major review of improvements thus far at the Park. He reported that the Cemetery, upon its incorporation into Fort Donelson National Military Park, was "run-down due to an ineffective superintendent who was relieved of duty." A thorough overhauling was given the lodge; it was painted inside and out; new floors and wallpaper installed on the lower floor; the roof replaced in part and a new kitchen added. A new \$1,800 hot water system had been installed in 1931, and the stable remodeled inside and out to care for the two public mules used in landscaping and Park maintenance. The old cistern was drained, dug out, and cemented to provide more water for the heating system.

37. Monthly Progress Report, January, 1931, RG 79.

38. Monthly Progress Report, September 26, 1931, RG 79.

The entrance to the Park on Highway 76 was flanked on either side by a rubble masonry wall of light Tennessee limestone and marked by two stone piers five feet square and twelve feet high, topped by pyramids of Civil War era solid shot. To the right of the entrance was the 75-foot copper-bearing flag-pole erected in the fall of 1931. The pole was centered within a fifty-foot square with a pyramid of five solid shot at each corner, and a planting scheme of sempervivum box.

A gravel road constructed by the County and the United States in 1931 ran from the entrance to the Park down the ridge to where two stone piers somewhat shorter than those at the entrance, but of the same design, marked the entrance to the Fort. These piers were marked with two bronze plates labelled "FORT" and "DONELSON." On the Forge Road at the eastern end of the extant rifle-pits were placed two columns of the same type marked with two bronze tablets reading "U.S. FORT DONELSON NATIONAL MILITARY PARK."³⁹

"The preservation of the earthwork trenches against erosion," Conner continued in the same report, "has been and will be for some time one of the major problems." It was necessary to restore sections of the rifle-pits, to cut through them, put

39. Report on the Construction of Fort Donelson National Military Park," Conner, June 14, 1932, RG 79.

drains in the lower places, and reseed with grass to prevent further washing. The grounds then embracing old Fort Donelson, the Upper and Lower Water Batteries, and a strip averaging 300 feet wide and two miles long - had been 25% raked, plowed and reseeded. The "Star Fortification" or "Bowl" of the Old Fort was gradually being replanted, having been used since the Civil War for pasture and farm land. The stand of trees left included oak, tulip, hickory, gum, and red cedar, with an understory of flowering dogwood and redbud. Approximately 5,000 trees, shrubs, and flowers had been planted.

All of the 93.2 acres had been enclosed, with a 32-inch steel wire fence supported by tubular steel posts. A complete topographical survey had been made by the Corps of Engineers
40
and the grounds mapped.

Erosion and the danger of fire were early seen as the principal problems of Park administration. Erosion was prevented by the sowing of a mixture of red top, bluegrass, and white and bush clover. Fire and the danger of too rapid transition from natural forest to Park condition seemed to be the two most
41
important factors to be guarded against. In December of 1932 sleet and freezing rains caused considerable damage to trees

40. Ibid., RG 79.

41. Monthly Progress Report, Conner, May, 1931, RG 79.

42

of all kinds, and necessitated replanting in the spring.
That spring the outer boundary of the Park was marked with
concrete markers, with transit points indicated by brass
43
screws.

The Confederate Monument

Their first objective having been achieved with the passage of the Park Bill in March 1928, the members of the Tennessee Division Daughters of the Confederacy pressed forward in their efforts to erect a monument at Fort Donelson. In October 1928, the State of Tennessee granted \$5,000 to the Fort Donelson Monument Fund to be matched by equal funds. Mrs. Leech reported to the State Convention in the fall of 1928:

Your Committee was in communication with the Honorable Joseph Byrns from the Sixth Congressional District who had the bill passed in Congress making Fort Donelson Battlefield a National Park and we had the promise of his cooperation in having the monument advantageously placed in the Park.⁴⁴

42. Monthly Progress Report, Conner, January, 1933, RG 79.

43. Monthly Progress Report, Conner, May, 1933, RG 79.

44. *Minutes of the Thirty-second Annual Convention*, U.D.C., Fort Donelson Park Committee Report, October, 1928.

Plans for a monument to be erected by the State of
Illinois were announced in 1929, but nothing came of them. 45

In October 1930, \$3,373.07 had been raised leaving a deficit
of only \$1,500 to match the \$5,000 granted by the State. 46 By
May of the following year, Mrs. Bell had communicated with
Major Besson of the Commission concerning the location and speci-
fications for the monument "to be erected within a year." 47

Mrs. Bell submitted a formal application to the Quarter-
master General for the erection of the monument at "a selected
high point where the Fort Henry Road comes into the Park." The
monument was to cost between \$7,000 and \$10,000. The site was
approved on March 18, 1932, and the Historical Section of the
Army War College directed to compile data for the inscription. 48

A contract for the construction of the monument was made
with the Muldoon Monument Co. of Louisville, Kentucky, in July
1932. Specifications required the monument to be of the

best grade of Silver Gray Georgia Marble placed upon
a substantial concrete foundation of proper depth
below the frost line to insure stability and permanency.
The bronze statue is cast bronze of U. S. standard
bronze alloy. 49

45. *Minutes of the Thirty-third Annual Convention*, Fort
Donelson Park Committee Report, October, 1929.

46. *Minutes of the Thirty-fourth Annual Convention*, Fort
Donelson Park Committee Report, October, 1930.

47. Letter, Besson to Conner, May 20, 1931, RG 79.

48. Letter of Approval, Quartermaster General to Conner,
March 18, 1932, RG 79.

49. Letter, Muldoon Monument Co. to Quartermaster General,
July, 1932, RG 79.

A revision of the text of the inscription and a change from a flame to an urn on the top of the marble shaft was requested by Mrs. Bell and approved by the Quartermaster General on February 21, 1933.

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The marble shaft 32 1/2 feet high, three feet ten inches wide at the base, and two feet two inches wide at the top was completed May 27, 1933. A bronze statue of a Confederate soldier stood directly in front of the shaft upon a pedestal inscribed with the words:

This shaft is dedicated as an
altar of remembrance to the
Confederate soldiers who
fought at Fort Donelson
February, 1862
By the
Daughters of the Confederacy
of Tennessee

There is no holier spot than
where defeated valor lies.

At the dedication ceremonies on June 3, 1933, Mrs. W. C. Howell raised the Confederate flag over Fort Donelson for the first time in 71 years.

51

Labor and Personnel

Important to the early development of the Park was the selection of a superintendent and laborers to clear and plant

50. Letter, Quartermaster General to Mrs. Bell, February 21, 1933, Fort Donelson Park Files.

51. Typescript transcription of Tennessee UDC Files, Mrs. R. Scarborough, (undated) Fort Donelson Park Files.

park grounds. As was to be expected, the selection of Park grounds. As was to be expected, the selection of Park personnel became embroiled in local politics. Superintendent Len G. Hood, in charge of the Cemetery at the time of the establishment of the Park, was not deemed appropriate for appointment as Park Superintendent. In October 1930, Captain Conner wrote to the Quartermaster General recommending Hood's transfer "to a less important cemetery."⁵² That same month the Office of the Quartermaster General received a recommendation from Conner suggesting the appointment of H. P. Andrews, Stewart County Clerk and "one of the most respected citizens of Dover," to the position of Park Superintendent.⁵³ Andrews had also been recommended by Representative Byrns. Late in November, Conner was questioned on the eligibility of Andrews. Sensing undercurrents of local political pressure, the Quartermaster General's Office stressed that applicants for the position of superintendent who qualify under the law must take a competitive examination. In addition, Andrews might not be eligible because the law required that all superintendents of Military Parks be disabled veterans or ex-servicemen. Conner was admonished to keep himself more aloof from local politics, "I am writing you this informally in

52. Recommendation, Conner To Quartermaster General, October 29, 1930, RG 79.

53. Letter, Conner to Office of Quartermaster General, November 21, 1930, RG 79.

order that you be aware of the situation and more careful of
54
your remarks in the future."

Andrews, the Stewart County Clerk, was very concerned about Park development. In August 1930, he wrote to Byrns, with whom he had much correspondence, requesting the acceleration of land acquisition in order to alleviate some of the
55
unemployment problems of the area. The coming of the "Great Depression" to Stewart County imposed somewhat desperate conditions upon an already depressed area. In January 1931, the Quartermaster General received a letter from James Byrd claiming that Andrews, who had considerable local influence, was handling
56
Park employment politically. In response, Conner explained that Byrd's argument was influenced by the economic conditions. Byrd himself was out of work, as were many local citizens. The jobs to which Byrd referred required manual labor for which he was not physically fit. Conner also stated that he was aware of local conditions, but did "not consider Park work as relief for the unemployed." His responsibility, as officer in charge of
57
the Park, was "the economic expenditure of funds."

54. Letter, Major Harris OQMG to Conner, November 21, 1930, RG 79.

55. Letter, Andrews to Byrns, August 22, 1930, RG 79.

56. Letter, Byrd to Quartermaster General, January 24, 1931, RG 79.

57. Letter, Conner to Quartermaster General, February 7, 1931, RG 79.

During the period from July 1932 to July 1933, the Park employed a superintendent, Walter T. Murray; Morris C. Folks, the foreman; and six to nine seasonal laborers. As this was the period of the most acute work shortage in Stewart County, there were many pressures upon Park authorities to hire local labor. The War Department's policy of hiring ex-servicemen whenever possible led to charges of discrimination on both sides. Representative Byrns received several complaints from his constituents in Dover concerning alleged discrimination against ex-servicemen in the fall of 1932. He asked the Quartermaster General to make an investigation. In reply, the Quartermaster General received information from Murray that the five workers presently employed (as of October 15, 1932) had been on the payroll since October 1930, and were retained as reward for long and faithful service. When he was hired in the spring of 1932, Murray stated, "there were no ex-servicemen employed and none . . . [had] applied except . . . Mr. Keel who said he could not do manual labor."⁵⁸

In April 1933, Curtis Settle and Lucian Rushing, two local citizens, complained to Byrns about being laid off because of a money shortage and then being replaced by "inexperienced" ex-servicemen.⁵⁹ The War Department decision on this matter was

58. Letter, Murray to Regional Quartermaster Corps, October 15, 1932, RG 79.

59. Letter, Settle and Rushing to Byrns, April 3, 1933, RG 79.

expressed in Paragraph 76b of the National Cemetery Regulations:

Temporary employees may be hired by the superintendent at rates of pay and for the periods authorized by the supervising office. They will be selected with due regard for their character and general fitness for the work required of them.

In exercising authority under Paragraph 76b, the superintendent was advised "to observe the spirit of the law in granting pre-⁶⁰ference to ex-servicemen with good records."

Concerning the proper rates of pay for seasonal employees, Murray was directed to "consult the local Chambers of Commerce or other civic organizations, ascertain the prevailing local rate, and, in future, employ temporary laborers at not to exceed the⁶¹ average local rate."

Cemetery Superintendent Hood was transferred from Fort Donelson in the winter of 1931, because Conner did not consider him competent to take over the additional responsibility of the Park. The first Park-Cemetery Superintendent, Walter T. Murray, was appointed in the spring of 1932, to take over full responsibility for Park administration after its dedication in July of that year. Of his performance Conner wrote in June 1932, "The present Superintendent, Mr. Walter T. Murray has demonstrated his fitness by quickly bringing the cemetery up to a high standard of

60. Letter, F. C. Reilly, QMC Fort McPherson, Georgia to Murray, October 17, 1932, RG 79.

61. Memo, Office of the Quartermaster General to Murray, December 8, 1932, RG 79.

maintenance; and he is well qualified for continuance as Superintendent of the National Military Park." He also commended Morris C. Folks, the foreman "who has been employed since inception in bringing about county cooperation whereby considerable roadwork has been done out of the gasoline tax of the county."⁶²

Dedication of the Park

The completion of the Park and the transferral of Park administration to the Commanding General of the IV Corps area was announced by the Quartermaster General on April 7, 1932. The Adjutant-General's Office was instructed to convey the information to Representative Byrns "who was largely instrumental in the establishment of this Park and also Senators Kenneth McKellar and Cordell Hull who will be interested in arranging ceremonies."⁶³ In May the duties of the commission were terminated and plans made for the formal dedication of the Park,⁶⁴ to be held on July 4, 1932.

The ceremonies, held in the school auditorium because of rain, included addresses by "Gen." J. W. Rice, an illustrious

62. Report on the Construction of Fort Donelson National Military Park, Conner, June 14, 1932, RG 79.

63. Letter, Quartermaster General to Adjutant-General, April 7, 1932, RG 79.

64. Termination of Duties, Office of the Quartermaster General to Besson, May 13, 1932, RG 79.

local citizen who had witnessed the Battle of Fort Donelson as a small boy, Judge John DeWitt of Stewart County, Senator Cordell Hull of Tennessee, Joseph Byrns, Jr., for his father, who was ill, and Mrs. H. N. Leech of the Tennessee Daughters of the Confederacy. Songs, Anthems, and military formations were also on the program. In his address Judge DeWitt praised the valor of both the Union and Confederate armies and exhorted the crowd to take lessons in citizenship from the hopes and ideals for which they had fought:

Both armies suffered frightful hardships, for the weather became bitter cold. The soldiers were hungry and frostbitten. They fought over a rough and difficult field. Their conduct was a signal witness to the quenchless valor of American arms and the devotion of each to the cause which he deemed to be right. The tradition of the soldier on each side at Donelson is therefore a noble heritage of valor and patriotism to all whose heads and hearts are lifted up by the example of heroic sould. . . .

On this Fourth of July, this field, now a National Park, is dedicated to the memory of those gallant men who fought here, and to the hopes and ideals of an indestructible Union. To the cause of righteous and efficient government, we may also here rededicate ourselves. . . . We should derive here and on every other battlefield where Americans have fought an inspiration to upright and courageous living. . . . Let us be honest patriots in these days of difficulty and keep forever the ways of honorable peace.⁶⁵

65. *Nashville Banner*, July 4, 1932.

CHAPTER VI: THE PARK UNDER THE DEPARTMENT OF THE INTERIOR
1933-1940

The Park was transferred to the Department of the Interior by Executive Order No. 6166 of June 10, 1933, under the authority of the Act of March 3, 1933, consolidating all functions of the administration of certain areas from the Department of War in the Department of the Interior. The last improvement to the Park by the War Department before the official transfer on August 10, was the shipment of four Civil War cannon from Shiloh National Military Park to Fort Donelson. They were placed to mark the location of four Confederate batteries, those commanded by Capt. D. A. French, Thomas K. Porter, John H. Guy, and Frank Maney. Since the cannon at Fort Donelson during the battle were believed to have been employed at Shiloh in 1862, this was an appropriate
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source.

The Department of the Interior began paying Park bills as
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of August 1933. At that time Murray reported an average of
³
150 visitors to the Park each day. The thrust of the National Park Service, combined with funds from the National Recovery Act, was to upgrade interpretation, while pushing landscaping and

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1. Annual Report, Murray, June 30, 1933, RG 79.
 2. Memo, Acting Quartermaster General, August 5, 1933, RG 79.
 3. Superintendent's Monthly Report, Murray, October 1, 1933, RG 79.

maintenance. In November of the same year, the first allocation of \$11,250 for Fort Donelson was made under the NRA. This sum was to cover Federal Project No. 466, Land Improvement, and Federal Project No. 467, the Construction of Shelters, Comfort Stations, and Auxiliary Facilities. Federal Civil Works Administration programs under these provisions included seven projects, initiated on December 18, 1933. Superintendent Murray was appointed CWA Certifying Officer. The projects included: planting trees and laying sod in the Park, improving Park roads, erosion control, and gravelling of roads and roadside cleanup. Historical research toward improvement of interpretation was also initiated in December 1933 under C. L. Johnson, assisted by three historians,⁴ two guides, and a stenographer.

Work on landscaping began in the winter of 1934. Altogether 400 men worked on the projects, the last of which was completed by April 26, 1934. Dirt was hauled and put on barren places in the Park, which were then seeded. Sod was planted on the breastworks inside the Fort and wild honeysuckle planted along the washes and steep embankments to prevent soil erosion. Rock dams were made at the Fort in washes to keep added soil from washing

4. Superintendent's Annual Report, Murray, June 1934, RG 79.

down. All told 1,092 trees and shrubs were planted throughout the Park. The Historical Division, maintained through April 27, 1934, succeeded in establishing a seasonal guide service, setting up road signs, and providing historical material for schools and newspapers.⁵

The Fiscal Year Justification for 1937, requesting extension of the historical program at Fort Donelson mentioned that "in response to the intensive publicity program, visitors at the Park increased greatly in number."⁶ In June 1934, Murray reported an annual visitor count of 19,527. New equipment at the Park included a typewriter, a horse-drawn mowing machine, a Ford pickup truck, and a Chevrolet dump truck. The services of five temporary laborers were necessary to maintain the grounds improved by the CWA workers, paint historical tablets, flagpoles, cannon balls, cannon and gate posts, and care for the mules, trucks, and other machinery.⁷

A room at the Cemetery Lodge still served as the Park office, and Superintendent Murray performed the functions of clerk and interpretive guide as well as supervising maintenance and improvement under the CWA.⁸ It was impossible for him to give personal

5. Ibid.

6. Justification for Fiscal Year 1937, National Park Service, June, 1936, RG 79.

7. Superintendent's Annual Report, Murray, June, 1934, RG 79.

8. Ibid.

attention to all the visitors. The biggest priority for further Park improvement, it became clear, would have to be in the area of interpretative services. Under the War Department administration, any interpretation other than strictly military or strategic had been left to the personal knowledge of the Superintendent. The Park Service recognized the importance of historical research and restoration to tell the Fort Donelson "story."

The construction of connecting roads and driving loops was begun in 1934, under the auspices of the Public Works Administration. Because of the irregular shape of the Park, visitors travelling by auto had experienced difficulty in obtaining a coherent impression of lines of battle and sequence of events. Loops were to be constructed at the Water Batteries, north of the Eddyville Road, south of Highway 76, and south of the Wynne's Ferry Road entrance to the Park.

On August 30, 1937, President Franklin D. Roosevelt signed a bill authorizing the extension of the Park boundaries by 9.18 acres. This addition involved the transfer of that part of the Lock D property of the Corps of Engineers containing the Water Batteries from the War Department to the Department of the Interior. The Secretary of the Interior was also authorized to

9. Southeast, Field Office to Branch of Research, National Park Service, August 15, 1934, RG 79.

accept donations of land, interests in land or buildings, structures, and other properties within a distance of one mile from the boundaries of Fort Donelson National Military Park, as hereby extended, and donations of funds for the purchase and maintenance thereof.

The Bill had been introduced into the Senate by Sen. Nathan Bachman and passed on June 28, 1937. Representative Byrns introduced the Bill in the House, where it was passed July 19.

The extension of Park Service jurisdiction to the Water Batteries made possible an excavation of the Lower Water Battery magazine which took place in the summer of 1937. Four Civilian Conservation Corps members assisted W. W. Lockett, Junior Historian at Shiloh National Park with the project. The results suggested that the magazine could be restored and made a useful part of the Park story:

We found the original magazine to be in the shape of a box or cube with double walls, and probably the floor, built of puncheon. The base is square and measures twelve feet, four inches along the outer edge. The walls were partly caved-in, and therefore it is quite difficult to determine the exact thickness. The distance from floor to ceiling measures approximately five feet, six inches. It is suggested that the structure be enclosed with concrete walls, ceiling and probably floor.¹⁰

In October 1935, the first printed literature on the Park for general public distribution was made available. It was a mimeographed leaflet with a map of troop positions, and one para-

10. "Report on the Excavation of the Lower Water Battery Magazine," W. W. Lockett, undated, RG 79.

graph describing the battle. The material stressed the importance of the naval operations; interpretation was still primarily strategic:

The capture of Fort Donelson was significant in that it was the only successful instance in the Civil War in which a river, independently of roads, was used as a line of operations. This engagement, the first victory for the North, resulted in the opening of an avenue into the very heart of the Confederacy by way of the Tennessee and Cumberland Rivers. Consequently, the withdrawal of Confederate troops from Columbus and Bowling Green became imperative, thereby leaving Kentucky and West Tennessee in Federal hands. This battle marked the beginning of a campaign which was to split the Confederacy after seventeen months of bloody fighting.¹¹

Accompanying the historical work done under the supervision of Historical Technician Ronald F. Lee stationed at Shiloh National Military Park, were several suggestions for improvement of interpretation. A relief model of the Park measuring three feet by six feet was prepared, showing the Fort, the rifle-pits, the village of Dover, the Cumberland River, the Water Batteries, Indian and Hickman Creeks, the abandoned Civil War roads, Civil War roads still in use, the modern roads, and features of the Park and Cemetery. It was put on display in the fall of 1934 in the Cemetery Lodge. The acquisition of a lantern slide show dramatizing the events of the battle was suggested but not carried out.¹²

11. "Fort Donelson National Military Park," Mimeographed pamphlet, October, 1935, RG 79.

12. Letter, Lee to Chatelain, October, 1934, RG 79.

The expansion of interpretive services would be restricted by lack of space until the building of the Visitor Center in the 1960's.

Superintendent Murray's position as Certifying Officer for the FCWA program at Fort Donelson put him in a tight position with contending local factions. In April 1934, James Williams, a local citizen, complained to Byrns that Murray did not pay the toll on the Lewis Bridge over the Cumberland, discriminated against non-FCWA employees, and used public vehicles for private gain. Murray's unpleasant and discourteous manner, he asserted, was well-known.¹³ Murray categorically denied the charges. On June 8, M. C. Folks, foreman at the Park during its construction, wrote Byrns supporting Williams' remarks. His letter reveals how much the community concerned itself with Park affairs.

The community [of Dover] is entitled to this park and additions and improvements. Needless to say the man we have is neither capable nor competent, and his attitude shows that he is carelessly handling its affairs. Positively under Mr. Murray's direction work has been hampered, and now discontinued. The progress in building and beautifying it has been very poor and the people of this county are disappointed. All CWA funds spent on the improvement of the Park have been recklessly, needlessly, and carelessly used, and there is practically no benefit at all from it.¹⁴

13. Letter, Williams to Byrns, Dover, April 28, 1934, RG 79.

14. Letter, Folks to Byrns, June 8, 1934, RG 79.

Cecil G. Miles, a PWA investigator dispatched to Dover to research the case, interviewed, among others, Stewart County Judge Newell A. Link of Dover, who testified that there were two political factions in Dover and one of them was trying to get Murray's job. ¹⁵ Pressure for employment outside regular CWA channels also added to the unpleasantness. Murray could not hire just anyone from the town who applied for work; he had to consider only candidates who had applied through the local relief agency or the government re-employment office.

On Sunday, August 14, 1938, Superintendent Murray died, leaving the post of superintendent open for the first time since the establishment of the Park. Representative Byrns and the offices of the National Park Service were inundated with letters and telegrams from friends of Mrs. Murray urging her appointment as superintendent in her husband's place. Recommendations for H. P. Andrews, County Clerk, were also submitted. The same requirements for appointment to superintendent were in effect, however, as when Murray was appointed. W. W. Lockett, the historian in charge of the Water Battery Excavation, took over duties of superintendent until J. Gordon Bennett of Shiloh was appointed temporarily to that position. It wasn't

15. Report, Cecil G. Miles, Division of Investigation, PWA, July, 1934, RG 79.

until May 13, 1939, that Frank W. Baker formally received appointment as Superintendent of the Cemetery and Acting
16
Superintendent of the Park.

The abandonment of the toll on the S. C. Lewis Bridge on Highway 76 over the Cumberland resulted in a 100% increase in visitation to the Park from March 1938 to March 1939. The Superintendent was assisted in his interpretive activities by seasonal student guides from the National Youth Administration. Superintendent Baker was much more active in community affairs than his predecessor. During the first months of his administration, he met with the Paris, Tennessee Young Men's Business Club, the Dover Chamber of Commerce, and the Clarksville Chamber
17
of Commerce to discuss a program for enlarging the Park.

On April 27, 1939, the representatives of civic groups from Dover, Paris, Clarksville, Cumberland City, and Erin, Tennessee, Murray, Kentucky, met at the Park and formed the Fort Donelson National Military Park Association for the purpose of sponsoring a land acquisition program. As a preliminary step, it was revealed, the Maintenance Department of the Tennessee Division of Highways had promised the Association a directional marker

16. Letter of Appointment, National Park Service to Baker, May 13, 1939, RG 79.

17. Superintendent's Monthly Report, Baker, March, 1939, RG 79.

to Fort Donelson from Nashville and Paris. John S. Bruton, a local druggist who had been active in the establishment of the Park, was elected President. He promised that he would "work for enlargement and development of the Park." Prominent citizens from each of the five surrounding counties, Henry, Montgomery, Stewart and Houston counties, Tennessee, and Calloway County, Kentucky, were elected vice-presidents. 18

In January 1939, the Park celebrated the Seventy-seventh Anniversary of the battle of Fort Donelson with a ceremony highlighted by the appearance of J. W. Rice, 88, a local citizen who had witnessed the battle as a boy of eleven. The son of Major Rice, whose home was used as Gen. Gideon Pillow's headquarters, he spoke of running errands for the General around the Rice home. The festivities were sponsored by the National Park Service, The Stewart County Chamber of Commerce, the Dover Post of the American Legion, and the Clarksville Chapter of the United Daughters of the Confederacy. 19

18. *Paris Post-Intelligencer*, Paris, Tennessee, April 27, 1939.

19. *The Nashville Tennessean*, January 29, 1939.

CHAPTER VII: STUDIES AND STAGNATION
1940-1949

Improvements made during the years from 1933 to 1941 had concentrated on landscaping and background historical research. A water supply system had been installed in 1941 by the PWA, but a 1940 Superintendent's Report found the Cemetery Lodge in bad condition, the one truck still operable "dilapidated," and not enough money available for wages¹ although there was much work to be done. The results of an inspection made in January 1941 by Blair Ross, Superintendent of Shiloh National Military Park, supported these remarks and made recommendations for improvement. He noted the lack of available drinking water at the Water Battery area. Signs and markers were inadequate. The Park's interpretive services lacked an historical aide, a full-time guide service, a museum, adequate printed literature, and even a definite interpretive² statement.

An inspection of the interpretive program at Fort Donelson conducted by Ralston Lattimore of the National Park Service came to similar conclusions. "The story of the battle," he

1. Superintendent's Monthly Report, Baker, October 6, 1940, RG 79.

2. Report on Inspection of Fort Donelson National Military Park, Blair Ross, Shiloh National Military Park, January, RG 79.

asserted, "is not only significant, but is also interesting and would have considerable inspirational value if properly presented. At the present time, however, there is no organized interpretive program at the Park." He went on to analyse existing facilities:

There are in the park and vicinity 54 cast-iron markers erected by the War Department. These are inadequate. The War Department markers are for the most part factual and not interpretive. A study should be made with a view toward installation of a limited number of narrative interpretive markers.³

The gasoline and tire rationing attendant upon the United States entry into World War II served to drastically reduce the number of visitors to the Park in 1942. In June of that year, a record low of 513 visitors to the Park was recorded, compared with 5,783 the previous June. Park facilities were being used almost exclusively by troops on training maneuvers from Fort Campbell, Kentucky, and people from the immediate area.⁴ By October it was clear that Park attendance for 1942 would be less than half that of 1941.⁵

No progress whatsoever was made in the next few years toward interpretive or physical improvement of Park facilities.

3. Inspection of the Interpretive Program at Fort Donelson National Military Park, Ralston Lattimore, National Park Service, December 4, 1940, RG 79.

4. Superintendent's Monthly Report, June, 1942, RG 79.

5. Superintendent's Monthly Report, October, 1942, RG 79.

All the energies of Congress and the civic and patriotic groups that concerned themselves with the Park were occupied with the progress of the War. It wasn't until the second half of 1946 that the lifting of gas and tire rationing caused the increase of Park visitation toward pre-war levels. Total visitor count in Fiscal Year 1945 had been 8861; total for Fiscal Year 1946 was 13,665.⁶ Construction priority lists could again be drawn up with some hope of financial response.

In July 1946, Superintendent Baker reiterated the need for buildings and utilities at the Park. He called for the construction of a utility building to house tools and concentrate the location of meters and pumps, an oil house with a gasoline tank and pump, underground power and telephone lines, and a sewage disposal unit. An administration building to house the records and provide facilities for receiving visitors and disseminating interpretive material was also needed.⁷

The pressing need for Park expansion, particularly along the road from the Fort to the Park entrance, was called to the attention of Park authorities by the alarming rate of land speculation and subsequent subdivision and improvement bordering on the Park. The original land acquisition in this area consisted of little more than a road right-of-way, and unsightly

6. Superintendent's Monthly Report, July 13, 1946, RG 79.

7. Superintendent's Annual Report, July 13, 1946, RG 79.

private buildings threatened to spoil the atmosphere of the Park. Baker suggested that the purchase of eighteen privately owned tracts bordering on the Park would discourage speculation by taking up the choicest sites.⁸

The Fort Donelson National Military Park Association had not been idle on the question of land acquisition. In December 1939 members met in Nashville with Senator Kenneth McKellar, Senator Arthur Stewart, and Rep. Joseph Byrns Jr (appointed to Congress after his father's death in 1936). They conferred on legislation for Fort Donelson and agreed that 1,600 additional acres should be requested in a bill to be introduced at an early date by Representative Byrns.⁹

In 1943 Superintendent Baker submitted an elaborate plea for additional land. He noted the importance of the Park to the area and the interpretive value of the deeds of famous men who had fought there. It was suggested that 2,000 acres be purchased and the site of Fort Henry on the Tennessee River be joined to the Park.

Stewart County lost 60,000 acres of most productive land as a result of the construction of the Gilbertsville Dam (TVA) and by acquisition by the Federal Government for the construction of Fort Campbell. Nearly 2,000 citizens have left the county as a result of the above and approximately 1,000 more will move early in the year before the Tennessee River begins to backflow.

8. Ibid.

9. Superintendent's Monthly Report, January, 1940, RG 79.

It might also be added that within a radius of 75 miles of Fort Donelson the citizens claim the Park as their own and are justly proud and think that the famous battlefield has never been given just and proper recognition, pointing out that it was General Grant's first major, decisive victory - a veritable spring-board off of which he landed himself in the White House seven years later and that such other famous generals as Forrest¹⁰, Lew Wallace and Joe Wheeler [sic] fought here.

That same summer Baker was investigated for allegedly violating the prohibition against political activity by Government employees. He had written several articles for newspapers and made himself evident in influential circles in the area. His name was cleared, but he was admonished to make clear "in any discussion [he had] with local individuals or groups . . . that the Service does not consider the provision of locally needed recreation a legitimate part of its responsibility, nor does it consider such functions a desirable function of an historic area."¹¹

During 1946 the Tennessee Valley Area Project caused that river to assume the appearance of a lake rather than a river for a distance of about 87 miles. Baker reported in July of 1947, "The river area in the vicinity of the [Scott Fitzhugh] Bridge [thirteen miles west of Fort Donelson] is rapidly becoming a

10. Annual Report, Baker, July, 1943, RG 79.

11. Memo, Herbert Evison, Acting Regional Director to Baker, August 23, 1943, RG 79.

choice boating, swimming and fishing resort. Many visitors
12
there overflow to Fort Donelson."

Indeed, the development programs of the TVA in that area made Fort Donelson part of a growing complex of recreational and natural preservation areas. There was correspondingly more need for expanded visitor services. It was periodically suggested, for example, that the "Bufford House," an old log cabin in the vicinity of the Park, said to be the location of General Wallace's headquarters, be acquired and restored. The Dover Hotel had been purchased by a group of private citizens known as the Fort Donelson House Historical Association in 1928 and
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set up as a museum. It was hoped that the Government would at some time purchase it and include it in the Park. Part of the historic "Steamboat Landing" area, it had considerable significance as the place where Wallace and Buckner met on the morning of the surrender.

A new "Key Statement" for the Fort Donelson interpretive leaflet was developed in 1947, putting more emphasis on the personalities involved in the conflict. It also clarified the aims of both sides as they faced one another on the battlefield:

12. Narrative Report, Baker, July, 1947, RG 79.

13. "The Dover Hotel," Historical Structure Report, Ed. Bearss, December, 1959, P. 47.

Here on one of the decisive battlefields of the Civil War, the Confederate States strove to defend their Mississippi River life lines, while the Union forces successfully began the penetration of the Tennessee and Mississippi Valley that was to divide the Confederacy. The struggle brought to the forefront two national heroes: uncompromising "unconditional surrender" Grant and the high-spirited Bedford Forrest, who would not be surrendered, but saved his entire portion of the Confederate Command by a feat of daring.

Charles W. Porter, Chief of the Preservation and Use Division of the National Park Service, suggested this statement because

the interpretive program will be given added public interest and will seem more vital and inspiring to the public if the second sentence is added to summarize the personal, heroic, and human aspects of the battle that excite patriotism and the imagination.¹⁴

The direction and intent of interpretation had changed considerably since establishment of the Park. The Act setting up the Park had called for the study of records and historical data

with respect to the location and movement of all troops . . . with a view of preserving and marking such field for historical and professional military study.

The guideline for interpretive remarks in historic area set down by Porter in 1947 was more didactic.

[The guideline should] provide general orientation in American history or archaeology for the visitor with a view to answering this question in his mind: What is or was here that is important to me as a citizen of this country and why should I remember it?¹⁵

14. Memo, Porter to Demaray, April 30, 1947, RG 79.

15. Ibid.

In spite of fine intentions, however, real interpretive improvements at the Park were not forthcoming. Baker reported in October 1947 that he greeted and talked with most guests, and the only interpretive station outside of the Cemetery Lodge and the cast-iron War Department markers was a waterproof leaflet distribution desk at the Park entrance. Total visitor count for that month was 2,028; those receiving interpretive services numbered 326.¹⁶

A few improvements had been made in equipment. The two mules and the animal-drawn mowing machine had been dispensed with in 1945 with the purchase of a new tractor mower.¹⁷ In November 1948 a four-door sedan was received for official use.¹⁸ Regional Historian Roy Appleman's report of inspection in the fall of 1948 revealed, however, that

the park is essentially just what it was when the War Department turned the area over to the National Park Service in 1933. The Service has published a two-fold folder, but little else--the Park is in urgent need of replanning, development, interpretive facilities and land acquisition.¹⁹

There was an urgent need for more land for interpretation. It was suggested that a tract be acquired near the entrance for

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16. Superintendent's Monthly Report, October, 1947, RG 79.
 17. Superintendent's Monthly Report, March, 1947, RG 79.
 18. Superintendent's Monthly Report, November, 1948, RG 79.
 19. Report of Inspection, Roy E. Appleman, November, 1948, RG 79.

a visitor center. It was also noted that only one small plot marked Union positions, while an overwhelming amount of the Park consisted of Confederate rifle-pits and battery sites. The lands adjoining the Park were becoming too residential and overviews were often distorted or prevented by bushes and trees.

The Fort Donelson area, Appleman concluded, merited far more attention than it had received in the past in National Park Service development plans. "From the viewpoint of strategical considerations, it seems to me that there was no operation of the first two years of the war that had more far-reaching consequences."²⁰

20. Ibid.

CHAPTER VIII: PARK EXPANSION AND MISSION 66
1950-1968

A 1953 report on Fort Donelson by Historian Charles E. Shedd of Shiloh National Military Park emphasized the continuing poor quality of the Park's interpretive services. This was due in part to the lack of facilities such as a visitor center and guide service, but also to the disorganization built into the Park tour by the system of land acquisition under the War Department.

The existing Park tour is perhaps the most inadequate feature of the area. Important sites necessary to interpretation of the area are only partially accessible by motor vehicle. In reality, there is no Park tour in the true sense of the term. . . . There are no roadside exhibits; metal markers with lengthy and hard to read texts are the principle interpretive devices on the tour route. With the present lack of integrated roadside exhibits, and inaccessibility of significant points, even the most informed visitor experiences difficulty in comprehending the events commemorated by the area.¹

Interpretive facilities at that time consisted of seven miles of paved roads, including spurs and tour loops at points on the Confederate lines. The "tour route" included only the Confederate Water Batteries and widely separated points on the Confederate earthworks. One room in the Cemetery Lodge, the

1. Master Plan Development Outline for Fort Dolenson National Military Park, Charles Shedd, National Park Service, September, 1953, Files, Division of History.

residence of the Superintendent, E. J. Pratt, who replaced Baker in September, 1950, served as Park Headquarters, and two-fold leaflets, prepared in the 1940's were distributed by the Superintendent, the Dover Chamber of Commerce, and the Fort Donelson House Historical Association at the restored Dover Hotel. Interpretive contacts from October 1945 to 1952 totaled 34,609, or 16% of those actually visiting the Park.

The main object of the tour was to provide the visitors, the vast majority of whom traveled by motor vehicle, with "a clear and accurate picture of the military operations at Fort Donelson, and to point out the historical significance of the Federal victory." Toward this end, the services of one or more full-time tour leaders was suggested by the Shedd report. Concern was once again expressed over the "intrusion of suburban building" adjacent to the Park and the demands of Park neighbors for access to Park roads. Largescale land acquisition was once more strongly recommended.²

Another effort to get legislation for land acquisition at Fort Donelson was launched in the winter of 1953, H.R. 3933, the substance of which had been suggested by the Department of the Interior, was introduced in Congress by Rep. Pat Sutton of Tennessee on March 12, 1953. It authorized the Secretary of the Interior, at his discretion to

2. Ibid.

procure with any donated or appropriated funds not to exceed fifteen acres of land or interests in land adjacent to the present boundaries of Fort Donelson National Military Park, Tennessee. The Secretary is also authorized to accept, as a donation, the property located in Dover, Tennessee, known as the "Surrender House". Properties acquired by the United States pursuant to this Act shall become part of the Park upon acquisition thereof by the United States.³

The acquisition, by donation, of the "Surrender House" was considered a valuable means toward improving the Park. In a letter to the Chief Counsel of the National Park Service, the History Division stressed the interpretive value of the structure.

The structure is pleasing in appearance, and has remained virtually unchanged since the war. . . . [It] has long been a place of considerable tourist interest to the visitors of Dover, Tennessee and Fort Donelson because of its intimate connection with the siege and surrender of Fort Donelson. If acquired by the Service, it would be maintained as a house museum and attached to the battlefield park area, and would be helpful in interpreting the story of the battle to the public.⁴

Probable cost of the project outlined in H. R. 3933 was estimated at \$4,000 for the small plots of land, \$25,000 for restoration of the "Surrender House," and \$4,500 per year for its maintenance.⁵

In his report to the House Committee on Interior and Insular Affairs, to whom the Bill had been referred, the Secretary of the Interior recommended its passage on the following grounds:

3. Letter, Assistant Director, National Park Service, to Sutton, March 5, 1953, Legislative Files, History Division.

4. Memo, Chief Historian to Chief Counsel, May 20, 1953, Leg. Files, History Division.

5. Letter, Assistant Secretary of the Interior to Director, Bureau of the Budget, January 4, 1954, Leg. File, Division of History.

This proposal, if enacted, will bring about an improvement in Fort Donelson National Military Park by permitting the acquisition of certain small tracts of land that are located adjacent to the road system of the Park. In our administration of the area, we find that some of this land is needed to straighten the Park boundary and to protect that portion of the Park in the vicinity of the Confederate Monument. Federal acquisition of other small tracts along the Park road system is desirable as a solution to access problems that interfere with effective Park administration.⁶

The Bill was not reported out of committee, although the additional appropriation of money would not have been necessary, as the project would be funded from the National Park Service funds available for land acquisition.

MISSION 66

The year 1966 would mark the Fiftieth Anniversary of the National Park Service. In recognition thereof, a broad program of redevelopment and improvement of existing Park areas and the development of new ones was planned for completion in that year. A joint-resolution to commemorate the Centennial of the Civil War (Public Law 85-305) was passed by Congress on September 7, 1957. It authorized the Secretary of the Interior, acting through the National Park Service, to

6. Letter, Secretary of the Interior to Miller, February 8, 1954, Leg File, Division of History.

undertake as part of the MISSION 66 program the further preservation and development of such battlefields and sites [commemorating the Civil War] at such a time and in such a manner as will insure that a fitting observance may be held at each such battlefield or site as its centennial occurs during the period 1961-1965.

The development program for Fort Donelson, as now authorized under MISSION 66, was long overdue. The General Development Plan for the Park drawn up by Roy Appleman in February 1957 found the road system poor--a series of disjointed points. "There is nothing like a connected tour to the various parts of the Park. There is no plan to connect them. This is not a well-planned Park as it now stands."⁷

The Museum Prospectus for Fort Donelson, completed in April 1957, outlined the interpretive needs of the Park and made concrete suggestions toward improvement. A museum, in the form of a visitor center-administration complex would serve both as a repository for permanent records and provide a center for receiving visitors and disseminating interpretive material. Several methods of supplementing the outdoor Park tour and historical markers could be implemented through the development of a museum. "The objects these men [Civil War soldiers] used. . . form today a principal link with a dramatic and significant event that

7. "Fort Donelson General Development Plan," Roy Appleman, National Park Service, February 1, 1957, Files, History Division.

occurred almost a century ago." The preservation and interpretation of physical objects could also fill in a lack of knowledge about events. "The museum must make clear those events which cannot be interpreted adequately on the field."

It was stressed that general interpretation should consist mainly of the strategic considerations which led to the battle and the consequences which stemmed from the Union victory. "Interpretation of the causes and results of the battle is even more important than the story of the fighting."

The acquisition of areas comprising the Federal lines was not recommended. Instead, interpretation should be based on what could be seen from the Confederate positions. Like the acquisition proposed in Congress in 1953, the "lands proposed for acquisition under MISSION 66 will facilitate protection rather than interpretation of the area."

The inadequacy of park staffing was noted. When the museum facilities were completed, it was deemed advisable to have at least one qualified attendant on duty at all times. Under MISSION 66, there should be one historian and one information receptionist.

A central museum was planned on a high point in the Park 500 feet from the main entrance. For field interpretation there should be erected five new road or trailside markers, one exhibit-in-place, three trailside exhibits, and the restoration of the Dover Hotel as an historic house museum. Interpretive facilities should be erected at the following sites.

Lower Water Battery Trailside exhibit
 Restored Powder Magazine Exhibit-in-place
 Upper Water Battery Trailside marker
 Tour loop, Buckner's right Roadside marker
 Main entrance to Fort Roadside marker
 Graves' Battery loop Roadside marker
 Maney's Battery Trailside exhibit
 Confederate line between
 Wynn's Ferry and Forge Roads . . . Trailside exhibit
 Forrest's escape route Roadside marker

More extensive field development, the report concluded, could stimulate vandalism. To facilitate protection of the area a routine patrol by a ranger in a car should be instituted.

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In July of 1957 a planning conference met at Fort Donelson to discuss several questions concerning redevelopment under MISSION 66. The amount of land to be acquired for interpretive and administrative purposes, the road system, and the location of the proposed visitor center were the main topics. It was decided that enough land should be acquired adjoining the Park to protect it from "encroachment" and to tie the two major parts of the Park together. The construction of a road "somewhat parallel to the present state road [Highway 76]" which would lead to the existing park road at Wynn's Ferry Loop, thereby providing an interpretive route was suggested. The visitor center site was approved as previously suggested by the Mission 66 Prospectus. It was on a rise near the Park entrance, where a flagpole had stood since the establishment of the Park.

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8. "Museum Prospectus for Fort Donelson National Military Park," Charles E. Shedd, Jr., Park Historian, Shiloh National Military Park, April 12, 1957.

9. Memo, Peterson to Acting Chief, Division of Interpretation, August 9, 1957, Files, History Division.

Senators Albert Gore and Estes Kefauver introduced a bill in the Senate on February 16, 1959, providing for the expansion of the Park by land purchase or donation of up to 500 acres. It also authorized the acceptance of the "Surrender House," its restoration, and inclusion in the Park. Upon acquisition of the land authorized by the bill, the name of the park was to be changed from Fort Donelson National Military Park to Fort Donelson National Battlefield. The annual visitation had been about 220,000 in 1956; by 1966 it was expected to reach 350,000.¹⁰ With the passage of this Bill, the expansion of Park services could begin to match the increase in visitation. An almost identical bill was introduced in the House by Rep. Ross Bass of Tennessee on February 18.

In a report from the National Park Service to the Legislative Counsel in the Office of the Solicitor, the Service justified the additional land for administrative as well as interpretive purposes.

Under present circumstances, it is difficult to preserve these fortifications [at Fort Donelson] against misuse and suburban development that threaten to encroach upon or destroy the historic scene. To properly preserve and protect the historic values at Fort Donelson, to make possible more adequate interpretation of the area to visitors, and to facilitate appropriate observance of the 100th Anniversary of the Battle in 1962, it will be necessary to acquire certain private properties adjoining the present park holdings.¹¹

10. Memo, Acting Chief, Branch of Museums, to Chief, Division of Interpretation, August 27, 1959, Files, History Division.

11. Memo, Acting Chief, National Park Service to Counsel, Office of the Solicitor, April 20, 1959, Files, History Division.

The Senate Committee on Insular and Interior Affairs reported the amended Bill back to the floor on April 1, 1960. It was noted that the Army was also acquiring land in the vicinity in connection with the Barkley Dam Project on the Cumberland River, authorized by Act of Congress of September 3, 1954. A cooperative purchase of lands by the Army and the Department of Interior above and below contour elevation 369 was suggested, the lands above the contour to be used by the Department of the Interior, those below by the Army. The original text of the Bill had authorized Park use of lands above the 367 contour. Cost of the project was estimated at \$226,000. "Because of the economic advantage to the Government to have both acquisition projects proceed at the same time, and since the Corps' [of Engineers] project is already underway," the report concluded, "we suggest prompt action." A redesignation of the National Military Park to a National Battlefield would be "more appropriate" for a Park containing approximately 500 acres of the original battlefield,¹² it was concluded.

Passed by the Senate on April 11, the Bill was referred to the House Committee on Insular and Interior Affairs the next day. A further amendment authorizing the appropriation of \$226,000 for "the purpose of acquiring lands, interests in lands and improvements thereon," was added to the Bill which passed

12. *Senate Miscellaneous Reports on Public Bills II*, No. 12234, Report No. 1216, 86th Congress, 2nd Session, April 1, 1960.

the House on August 23, 1960. The Senate concurred in the House amendment on August 27, and the Bill was approved by President Dwight D. Eisenhower on September 8, 1960.

Civic groups in the Dover area were anxious to see action on this measure. A telegram from Senator Gore to the Lyons Post of the American Legion in Dover stated:

It is a pleasure to advise you that the House and the Senate have enacted legislation relating to Fort Donelson National Military Park. The bill has been sent to the White House, where it awaits the President's signature. I am delighted that our efforts in this regard were so successful and I hope you will continue to call on me at any time the services of my office might be required.¹³

The Dover Hotel

The Dover Hotel, known variously as the "Surrender House," "Fort Donelson House," and the "Hobing House," had been purchased and restored by a group of concerned citizens of Dover and Clarks-ville in the 1920's to commemorate the place where Sen. Simon Buckner surrendered to Gen. U. S. Grant after the Battle of Fort Donelson. One of the few remaining Civil War structures in Dover, it was probably built between 1851 and 1853 by E. P. Petty or R. T. Daniel. Except for the period during the Civil War when it served as Buckner's and probably Floyd's headquarters, it was used as a hotel until 1925, when it was closed by its owner, Mrs. Elizabeth Hobing.

13. Telegram, Gore to Lyons Post, American Legion, undated, Fort Donelson Park Files.

In the spring of 1927, Mrs. Bryce Runyon of Clarksville visited Dover and decided to try to arouse local interest in forming an organization to buy the building. A local contractor, A. T. Speight and Son, estimated that \$3,150 would be needed to restore the outside and make the inside liveable. The UDC, of which Mrs. Runyon was a member, was unable to supply the funds, as they had been involved, since 1914, in raising money for the erection of a monument and the establishment of a National Park at Fort Donelson. If she would form an organization to fight for the preservation of the building, however, the Tennessee State Monument and Memorial Commission, under the direction of John Trotwood Moore pledged to match any funds up to \$5,000. The Fort Donelson House Historical Association was duly formed in Clarksville on July 26, 1927, with Mrs. Runyon as President.

By November 1927, \$531 had been raised. In March 1928, the house was purchased from Mrs. Hobing for \$1,000, and fund raising for its restoration began. By May 1930, \$3,500 had been spent and the restoration of the exterior completed.

Between the dedication of the house in 1930 and September 1933, the association found it a constant struggle to keep the house going. Visitors' fees, upon which the association depended for maintenance costs, were down. In September 1933,

Mrs. Runyon wrote to Representative Byrns suggesting the inclusion of the Fort Donelson House in the newly established Fort Donelson National Military Park:

From the beginning, it has been the dream of the association that this museum become a National Museum. With the beautiful National Park established there, part of your distinguished service to your state, and the National Cemetery, it seems fitting that the Museum be National too.

Because of economy in Washington--the Depression was at its height--no move could be made toward the acquisition of the Fort Donelson House by the Government. Repairs were made to the house every year, with major repairs every eight to ten years. In 1948 the UDC acquired one room to use as a permanent meeting place; in 1949 a large amount of money was expended to furnish the house with "period" furniture. In September 1959, the custodian, Mrs. Sylvia Sills, was advised to vacate pending takeover by the Government. The house was formally acquired by the United States by donation from the Association, under the authority granted in S. 1066, passed September 8, 1960. At the time of the transfer of the property to the Government, some valuable Duncan Fife furniture and other period pieces were removed from the house, as well as enormous amounts of Indian, Civil War and World War I relics. The majority of these were sent to the Tennessee State Museum in Nashville. Some Civil War uniforms and guns were transferred to the Park and set up

14. Adapted from "The Dover Hotel," Historic Structures Report, National Park Service, Edwin C. Bearss, December, 1959.

in permanent exhibits in the new visitor center completed in February 1962. The house has been closed pending restoration as a historical house museum, with funding projected for 1969. ¹⁵

Land Acquisition at Lock D

According to S. 1066, authorizing the acquisition of additional land for the Park, the purchase by the National Park Service was to be co-ordinated with land purchases by the Corps of Engineers for the Barkley Dam Project on the Cumberland. In June 1961, the National Park Service and the Corps of Engineers agreed to the following understanding:

Whereas certain privately owned tracts of land adjacent to the existing park property which comprise a part of the park expansion area are also affected by the Barkley Dam Project, thus requiring acquisition thereof for both purposes. . . . it is to the mutual advantage of the Service and the Corps to coordinate and cooperate in the acquisition of the above-identified jointly affected lands and also in the acquisition of other lands specified for park expansion purposes. ¹⁵

Altogether eleven tracts of the "jointly affected properties" were acquired by the Service at a cost of \$124,000. The Corps wanted to retain the Lock D buildings for use as a mosquito-control center. While this subject was being debated, the idea of a radio-tower to be erected on the site was brought forth. The affair was resolved to the satisfaction of the Park Service in

15. Text of Agreement, June, 1961, Fort Donelson NMP Files.

March of 1965, when arrangements were made for the transfer
of 5.6 acres of Park-owned land on Hickman Creek to the Corps
in exchange for the developed areas of the Lock D property.¹⁶
The Corps of Engineers evacuated the area in the spring of 1967.¹⁷

Construction and Improvements under
MISSION 66

Approval of plans for construction of general improvements in the Cemetery and Park was given in March of 1958. The job was to include a utility building and oil house, a sewage disposal system, underground gasoline tank and pump, underground powerlines, additional signs and markers, miscellaneous road and paving work, rock wall extensions on the Cemetery Service Road, and miscellaneous grading, seeding and planting.

Bids were opened on June 4 for the construction of the utility building, and a contract of \$17,732.05 was awarded to Brigham Hardware of Dover, Tennessee. Brick for the exterior of the building was obtained from Justin Potter Brick Co. of Nashville. Work commenced on July 10. At the end of November the building was 70% completed. Because the contractor was

16. Memo, National Park Service to Corps of Engineers, March, 1965, Fort Donelson Park Files.

17. Personal Interview, Carlon Sills, April 30, 1968.

having difficulty obtaining window panels, a stop-work order was issued on December 10 for 46 days. Work was resumed on January 26, 1959, and the job completed by March 3.

The site for the construction of a Visitor Center at the Park was approved by the Director of the National Park Service on October 2, 1958. It was the same as outlined in "MISSION 66 Prospectus"--on a rise near the entrance to the Park. Alternate sites were rejected, because legislation would have been necessary to obtain the desired land. The Service was also anxious for the project to be completed in time for the Centennial in 1962.

Frank Barrett of Paris, Tennessee, was the low bidder at \$133,224.50. Construction began on August 19, 1960. During the early fall of 1961, fissures and grooves appeared in the floors. They were replaced in September with Portland cement. A claim by the contractor for the replacement of the floors was refused by the Service.

Park Historian Joseph P. Cullen of Richmond National Battlefield prepared an audio-visual script, and installation of audio-visual equipment was completed by August 22, 1961. Work on the construction of the Visitor Center was terminated as of October 28, 1961. Final inspection was made by Architect John C. Lamb of

18. Report of Inspection, Project Supervisor, National Park Service, February 20, 1959, Files, Fort Donelson National Military Park.

19. Memo, Director of the National Park Service, October 2, 1958, Files, Fort Donelson National Military Park.

20. Finding of Fact, National Park Service, March 21, 1962, Files, Fort Donelson National Military Park.

the Eastern Office of Design and Construction and Architect Edward Aschmann from the Southeast Region. A letter of acceptance was sent to Barrett on March 1, 1962.²¹

A contract of \$10,577.81 was awarded to the Bates Nursery of Nashville on March 7, 1962, for miscellaneous grading, seeding, and planting around the Visitor Center and the Cemetery. Work commenced on March 21, but was stopped on July 20 because of the weather. The contract was due for completion as of July 31.²² A draft of costs had been erroneously prepared by the Project Supervisor in June, using originally estimated quantities of seeds, plants and services, instead of the actual quantities used in completing the job. When Bates received the final draft on August 16, he found himself \$2,013.88 short of the estimate submitted in June. An angry letter was fired off to the National Park Service:

We are preparing a brief which we will submit to your legal department, for an interpretation of the contract in general, trusting that our understanding may be enlightened as to why we are being shorted some \$2,000, through obvious deceitful means which exemplify methods commonly used by big business in general, but would stagger the citizenry and betray the confidence of all, who hold all agencies of the Federal Government above such things.²³

21. Letter, National Park Service to Frank Barrett, March 1, 1962, Fort Donelson Park Files.

22. Notice of Completion of Contract, July 31, 1962, Ft. Donelson Park Files.

23. Letter, Bates Nursery to Fort Donelson National Military Park, September 28, 1962, Files, Fort Donelson National Military Park.

The Bates Nursery was advised that the bid form which they had submitted contained a clause reserving

the increase or decrease of any or all of those quantities [shown on the final bid] by any amount, provided that the total cost of the work shall not be changed by more than 25%.²⁴

The affair was resolved in the favor of the National Park Service. It was decided that Bates had committed a fatal error under the contract in not filing a formal appeal of the contract decision within thirty days of December 11, 1962, after the contract officer had refused his claim.²⁵

The Morgan Construction Co. of Clarksville constructed parking areas, access roads, and walks around the Visitor Center in July, 1960.²⁶

One ten-inch columbiad, one 42-pounder smooth bore, two 32-pounder smooth bore, and one eight-inch siege howitzer cannon tubes were received from Vicksburg National Military Park and placed in June of 1959 by the Lower Water Battery.²⁷

24. Letter, National Park Service to Bates Nursery, October 23, 1962, Fort Donelson Park Files.

25. Decision, Attorney Advisor to the National Park Service, April 23, 1963, Fort Donelson Park Files.

26. Monthly Progress Report, July, 1960, Fort Donelson Park Files.

27. Monthly Progress Report, June, 1959, Fort Donelson Park Files.

On March 19, 1961, Superintendent E. J. Pratt was transferred to Fort Sumter National Monument and replaced by R. G. Hopper, who had been Superintendent at De Soto National Monument.

A monument to the memory of Terry's Texas Rangers who raided the Union encampments at Dover on February 3, 1863 was erected by the Texas State Historical Survey on August 14, 1963.

Dedication and Centennial Ceremonies

A dual program commemorating the centennial of the Battle of Fort Donelson and the formal opening of the Visitor Center was a joint effort on the part of the National Park Service and the Stewart County Civil War Centennial Committee. The latter organization was part of a State Commission to co-ordinate the centennial commemorations in that area during the years 1961-1965. R. G. Hopper, Superintendent at Fort Donelson, was chairman. The activities of the committee consisted of making arrangements for the program to be held on February 19, 1962.

At 1 P.M. a parade of various civic groups and costumed citizens was held. A program commemorating the centennial took place at the UDC Monument at 2:15 P.M. George McCanless,

28. Correspondence of the Stewart County Civil War Centennial Committee, Fort Donelson Park Files.

Attorney General of Tennessee, spoke of the patriotism, sacrifice, and nobility of the boys who rushed from farms and towns to join the ranks in the fighting.

At 3 P.M. the Visitor Center was formally opened by Elbert Cox, Director of Region I, National Park Service, who stated that

The building will be dedicated if all who come to visit are better informed. . . . It is gratifying that you and those before you have remembered as evidenced by civic minded local citizens in the 1920's to set aside and dedicate a part of this battlefield to those who were engaged here in 1862. It was in response to these efforts that the Hon. Joseph W. Byrns introduced a bill into Congress making this a National Military Park.

Special letters of invitation had been sent to Senators Gore and Kefauver and Representative Bass, all of whom were unable to attend. A special stamp cancellation used from January 1 to February 16, 1962, at the Dover Post Office marked
29
the centennial.

Recent Activities and Events

Memorial Day services at Fort Donelson have, for the last ten years, consisted of flag-lowerings and wreath-laying by individual request. No formal ceremonies have been initiated by Park personnel. Other activities include the annual Farm

29. *Stewart-Houston Times*, Dover and Erin, Tennessee, February 20, 1962.

Bureau Picnic in August, Easter Sunrise Services at the Confederate Monument, and occasional military training exercises³⁰ by units from Fort Campbell, Kentucky. One such exercise, Operation "Eagle Prey II," was conducted in and around the Visitor Center by members of the Special Forces and the 101st Airborne Division in December 1966. Seventy-five dependents--wives and children of the Fort Campbell servicemen engaged in the training--acted as hostages. TV cameramen and staff reporters documented the activities.

Members of the 101st Airborne Division, the First Battalion of the 502nd Infantry commanded by Colonel Geraci, were highly interested to learn that their movements against the "Bhad Ghuys" or CT forces in possession of the area until driven off, were closely parallel to the movements made by the Iowa and Indiana regiments commanded by Gen. C. F. Smith here 105 years ago.³¹

The 100th Anniversary of the establishment of the National Cemetery took place at 11 A.M. on May 30, 1967. The Rev. Donald Lagle of Dixon, Tennessee, was the guest speaker, and Judge Ira Atkins of Stewart County presided. Mrs. Ray Scarborough of Nashville and the Cub Scouts, Brownies, and Girl Scouts of the area laid wreaths.

32

30. Personal Interview, Don Adams, May 1, 1968.

31. Superintendent's Monthly Narrative Report, December, 1966, Fort Donelson Park Files.

32. Press Release, Fort Donelson Park Files, May, 1967.

In the spring of 1968, archeological research was carried out at the Lower Water Battery in a successful effort to pinpoint the original gun pits. Projected improvements at the Park include the restoration of the Dover Hotel and grounds, construction of outdoor interpretive signs, exhibits and devices, the restoration and arming of the Water Batteries, and the construction of parking areas at some of the Park tour stops.

E. J. Pratt, who returned to Fort Donelson after Superintendent Hopper's death in October 1967, is the current Superintendent.

To date, approximately 400 acres of the Fort Donelson Battlefield authorized for inclusion in the Park in 1960 remain in various stages of litigation. When these lands come under full park administration, the redesignation of the area as Fort Donelson National Battlefield will be accomplished. The land will probably not be developed to any great extent, as this has not been Park policy in the past, but rather it will be left in a semi-natural state to simulate, as much as possible, the landscape at the time of the battle.

In the past, the purpose of a National Park, especially one associated with great military deeds, has often been seen by the public as inspiring the proper sense of awe of the greatness of our national heritage. But the days of great patriotic

33. Projection for FY 1968, National Park Service, Fort Donelson Park Files.

gatherings and stirring oratory are largely over. Although the presence of great deeds seems to linger in the settings in which they were performed, Fort Donelson today is attempting to do more than impress the visitor with the dimensions of the struggle of February 1862. There is an effort to present the story in such a way as to remind the visitor that these were men who fought here, rather than abstract symbols of national virtue. The displays in the Visitor Center strengthen this idea: the visitor sees the canteens, forks and knives of the soldiers; their coats, caps, and lines of march tell their story better than eulogies to their courage and bravery.

The restoration of the Dover Hotel as a historic house-museum, scheduled for 1969, should serve to deepen the feeling of kinship with the Americans who lived there in that time of decision.

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APPENDIX A

70th CONGRESS
1st Session

H. R. 5500

AN ACT

To establish a national military park at the battlefield of Fort Donelson, Tennessee

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled,

That a commission is hereby created, to be composed of the following members, who shall be appointed by the Secretary of War:

(1) A commissioned officer of the Corps of Engineers, United States Army;

(2) A veteran of the Civil War who served honorably in the military forces of the United States; and

(3) A veteran of the Civil War who served honorably in the military forces of the Confederate States of America.

SEC. 2. In appointing the members of the commission created by section 1 of this Act the Secretary of War shall, as far as practicable, select persons familiar with the terrain of the battlefield of Fort Donelson, Tennessee, and the historical events associated therewith.

SEC. 3. It shall be the duty of the commission, acting under the direction of the Secretary of War, to inspect the battlefield of Fort Donelson, Tennessee, and to carefully study the available records and historical data with respect to the location and movement of all troops which engaged in the Battle of Fort Donelson, and the important events connected therewith, with a view of preserving and marking such field for historical and professional military study. The commission shall submit a report of its findings and recommendations to the Secretary of War not later than December 1, 1928. Such report shall describe the portion or portions of land which the commission thinks should be acquired and embraced in a national park and the price at which such land can be purchased and the reasonable market value: the report of the commission shall also embrace a map or maps showing the lines of battle and the location of all troops engaged in the Battle of Fort Donelson and the location of the land which it recommends be acquired for the national park; the report of the commission shall contain recommendations for the location of historical tablets at such points on the battlefield, both within and without

the land to be acquired for the park, as they may deem fitting and necessary to clearly designate positions and movements of troops and important events connected with the Battle of Fort Donelson.

SEC. 4. The Secretary of War is authorized to assign any officials of the War Department to the assistance of the commission if he deems it advisable. He is authorized to pay the reasonable expenses of the commission and their assistants incurred in the actual performance of the duties herein imposed upon them.

SEC. 5. That, upon receipt of the report of said commission, the Secretary of War be, and he is hereby, authorized and directed to acquire, by purchase, when purchasable at prices deemed by him reasonable, otherwise by condemnation, such tracts of lands as are recommended by the commission as necessary and desirable for a national park: to establish and substantially mark the boundaries of said park; to definitely mark all lines of battle and locations of troops within the boundaries of the park and erect substantial historical tablets at such points within the park and in the vicinity of the park and its approaches as are recommended by the commission, together with such other points as the Secretary of War may deem appropriate: Provided, That the entire cost of acquiring said land, including the cost of condemnation proceedings, if any, ascertainment of title, surveys, and compensation for the land, the cost of marking the battlefield, and the expenses of the commission, shall not exceed \$50,000.

SEC. 6. That, upon the ceding of jurisdiction by the legislature of the State of Tennessee and the report of the Attorney General of the United States that a perfect title has been acquired, the lands acquired under the provisions of this Act, together with the area already inclosed within the National cemetery at the battlefield of Fort Donelson are hereby declared to be a national park, to be known as the Fort Donelson National Park.

SEC. 7. That the said Fort Donelson National Park shall be under the control of the Secretary of War, and he is hereby authorized to make all needed regulations for the care of the park. The Superintendent of the Fort Donelson National Cemetery shall likewise be the Superintendent of and have the custody and care of the Fort Donelson National Park, under the direction of the Secretary of War.

SEC. 8. That the Secretary of War is hereby authorized to enter into agreements, upon such nominal terms as he may prescribe, with such present owners of the land as may desire to remain upon it, to occupy and cultivate their present holdings, upon condition that they will preserve the present buildings and roads, and the present outlines of field and forest, and that they will only cut trees or underbrush under such regulations as the Secretary may prescribe, and that they will assist in caring for and protecting all tablets, monuments, or such other artificial works as may from time to time be erected by proper authority.

SEC. 9. That it shall be lawful for the authorities of any State having troops engaged in the Battle of Fort Donelson to enter upon the lands and approaches of the Fort Donelson National Park for the purpose of ascertaining and marking the lines of battle of troops engaged therein: Provided, That before any such lines are permanently designated, the position of the lines and the proposed methods of marking them by monuments, tablets or otherwise shall be submitted to the Secretary of War and shall first receive the written approval of the Secretary.

SEC. 10. That if any person shall willfully destroy, mutilate, deface, injure, or remove any monument, column, statue, memorial structure, or work of art that shall be erected or placed upon the grounds of the park by lawful authority, or shall wilfully destroy or remove any fence, railing inclosure or other work for the protection or ornament of said park, or any portion thereof, or shall willfully destroy, cut, hack, bark, break down, or therwise injure any tree, bush, or shrubbery that might be growing upon said park, or shall cut down or fell or remove any timber, battle relic, tree or trees growing or being upon such park, except by permission of the Secretary of War, or shall willfully remove or destroy any breastworks, earthworks, walls, or other defenses or shelter, or any part thereof constructed by the armies formerly engaged in battle on the lands or approaches to the park, any person so offending shall be guilty of a misdemeanor, and upon conviction thereof before any court of competent jurisdiction shall for each and every such offense be fined not less that \$5 nor more than \$100.

SEC. 11. That the sum of \$50,000, or so much thereof as may be necessary, is hereby authorized to be appropriated out of any moneys in the Treasury not otherwise appropriated, to be expended for the purposes of this Act.

March 26, 1928

APPENDIX B

PUBLIC NO. 127
House Bill No. 537

Tennessee Legislature

AN ACT to give consent to the purchase by the United States of such lands as may be needed to establish a National Military Park at the Battlefield of Fort Donelson in Stewart County, Tennessee, and to grant cession of the jurisdiction over such lands.

WHEREAS, the Federal Congress has made appropriations for the purchase of certain lands in Stewart County which are to be made into a National Military Park at the Battlefield of Fort Donelson, Stewart County, Tennessee, and

WHEREAS, certain lands are needed for the site of said Fort Donelson National Military Park, and

WHEREAS, the United States has under consideration the selection of said sites and lands and the purchase of same by voluntary agreement or by condemnation, therefor,

SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE THAT the consent of the Legislature of the State of Tennessee be and is hereby given to the purchase of the United States of any lands needed for such sites.

SECTION 2. BE IT FURTHER ENACTED that upon the fact of the purchase or purchases being established by the proper registration of the conveyance of such lands acquired by the United States for the purposes aforesaid in the County where such lands lie as contemplated by the Act of Congress of the United States approved March 26, 1928, entitled, "An Act to establish a National Military Park at the Battlefield of Fort Donelson, Tennessee," the jurisdiction of the State of Tennessee over such lands acquired is hereby ceded to the United States; provided, that this cession of jurisdiction shall include any and all public roads that may extend through or within the said Fort Donelson National Military Park to the extent that such lands lie within said Park. Provided further that this cession of jurisdiction is upon the express condition that the State of Tennessee shall so far retain concurrent jurisdiction over said lands and roads as that all civil and criminal processes issued under the authority of the State of Tennessee may be executed thereon in like manner as if this Act had not been passed.

SECTION 3. BE IT FURTHER ENACTED that if the agent of the United States and the owner of such lands cannot agree as to the sale and purchase thereof the Circuit Court of the County in which such lands lie, shall, on the application of the agent, ascertain the value of such lands and decree a conveyance thereof to the United States as follows:

No. 1. A notice in writing of such application or petition shall be given to the owners of such lands, or if non-resident of the County where such lands lie, then notice shall be given by publication for four consecutive weeks in a newspaper designated by order of such Circuit Court.

No. 2. The value of such lands shall be ascertained by any three persons agreed on by the parties, or if unable to agree, or the owner is unknown, or incapable of acting, or refuses to treat on the subject, when by three Commissioners of Award, appointed by the Circuit Judge, which persons or Commissioners of Award must be first sworn by the Clerk of said Court faithfully and impartially to determine such value.

No. 3. Upon ascertaining the value of such lands by persons agreed upon, or by the Commissioners of Award under the direction of the Circuit Judge, the owner or owners must, on the payment of such value to the owner or owners, or into Court for his use, including the cost of the proceedings, direct a conveyance of such lands to the United States by a certain time specified in such decree, the decree shall operate as a conveyance and shall be so recorded and registered. The Circuit Judge may, in his discretion, allow an appeal from his decree.

SECTION 4. BE IT FURTHER ENACTED, that this Act shall take effect from and after its passage, the public welfare requiring it.

April 12, 1929

APPENDIX C

71st CONGRESS

H.R. 2824

AN ACT

To amend section 5 of the Act entitled "An Act to establish a national military park at the battlefield of Fort Donelson, Tennessee." Approved March 26, 1928.

Be it enacted by the Senate and the House of Representatives of the United States in Congress assembled, That section 5 of the Act entitled "An Act to establish a national military park at the battlefield of Fort Donelson, Tennessee," approved March 26, 1928, be, and the same is hereby, amended so that said section will read as follows:

"That, upon receipt of the report of said commission the Secretary of War be, and he is hereby, authorized and directed to acquire, by purchase, when purchasable at prices deemed by him reasonable, otherwise by condemnation, such tract or tracts of land as are recommended by the Commission as necessary and desirable for a national military park; to establish and definitely mark the boundaries of the said park; to definitely mark all lines of battle and locations of troops within the boundaries of the park and erect substantial historical tablets at such points within the park and in the vicinity of the park and its approaches as are recommended by the commission, together with such other points as the Secretary of War may deem appropriate; to construct the necessary roads and walks, plant trees and shrubs, restore and care for the grounds, including the restoration and maintenance of those portions of old Fort Donelson, and of the Confederate water batteries that are located on the present engineer reservation: Provided, That the entire cost of acquiring said land, including the cost of condemnation proceedings, if any, ascertainment of title, surveys and compensation for the land, the cost of marking the battlefield, the expenses of the commission, and the establishment of the national military park shall not exceed the sum of \$50,000."

February 18, 1930

APPENDIX D

75th CONGRESS

S. 2026

AN ACT

To provide for the addition or additions of certain lands to the Fort Donelson National Military Park in the State of Tennessee and for other purposes.

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled,
That the following described tracts or parcels of land, lying and being within the 7th Civil District of Stewart County, Tennessee, be, and are hereby, transferred from the jurisdiction of the Secretary of War to the jurisdiction of the Secretary of the Interior as additions to the Fort Donelson National Military Park, and shall hereafter be subject to all laws and rules and regulations applicable to said park:

Tract numbered 1, a right-of-way, fifty feet wide, lying twenty-five feet on each side of a center line, beginning at a point in the southerly boundary line of lock D reservation 734 8/10 feet from the south-west corner of this reservation; thence south thirty-one degrees, five minutes west 77 1/10 feet; thence south eighty-six degrees twenty-one minutes west 479 9/19 feet; thence south sixty-three degrees fifty-three minutes west 262 3/10 feet; thence south thirty-nine degrees thirty-six minutes west 186 7/10 feet; thence south no degrees forty minutes east 194 feet; thence south thirty degrees fifty-eight minutes east 314 5/10 feet; thence south twenty-eight degrees fifteen minutes east 85 feet; thence south twenty-eight degrees thirty-seven minutes east 250 feet; thence south four degrees six minutes east 261 7/10 feet; thence south thirty-six degrees twenty-seven minutes east 282 3/10 feet; thence south twenty-three degrees forty-five minutes east 178 3/10 feet; to center line of country road; reserving, however, to the War Department the right to the continued use of the road over this tract as means of access to lock D.

Tract numbered 2, beginning at a point in the southern boundary line of lock D reservation, 753 5/10 feet from the south-west corner of this reservation; thence north seventy-four degrees twenty-eight minutes east 191 98/100 feet; thence south 85 degrees twelve minutes east 52 9/10 feet; thence south nine degrees thirty-three minutes east 117 2/100 feet; thence south thirty-one degrees three minutes west 69 82/100 feet; thence north fifty-eight degrees fifty-seven minutes west 288 8/100 feet to beginning.

Tract numbered 3, beginning at a point in the southern boundary line of lock D reservation, 590 feet from the southwest corner of this reservation, this point being marked with an iron fence post; thence north fifty-eight degrees fifty-seven minutes west 590 feet along the southern boundary line of lock D reservation; thence north thirty-one degrees three minutes east 488 feet along the western boundary line of lock D reservation to low water mark on the bank of the Cumberland River; thence along low-water line of the Cumberland River in a southeasterly direction 335 feet; thence south thirty-four degrees five minutes west 123 feet to an iron pin; thence south fifty-five degrees fifty-five minutes east 307 $\frac{5}{10}$ feet to an iron pin; thence south forty degrees five minutes west 310 $\frac{5}{10}$ feet to beginning.

SEC. 2. That the Secretary of the Interior be, and he is hereby, authorized to accept donations of land, interests in land or buildings, structures, and other properties within a distance of one mile from the boundaries of Fort Donelson National Military Park, as hereby extended, and donations of funds for the purchase or maintenance thereof, the title and evidence of title to lands acquired to be satisfactory to the Secretary of the Interior: Provided, That he may acquire on behalf of the United States out of any donated funds, by purchase at prices deemed by him reasonable, or by condemnation under the provisions of the Act of August 1, 1888, such tracts of land within a distance of one mile from the boundaries of the said national military park as may be necessary for the completion thereof. Upon the acquisition of such land, the same shall become part of the Fort Donelson National Military Park and shall be subject to the laws and rules and regulations applicable to said park.

SEC. 3. The administration, protection, and development of the lands hereby authorized to be added to the Fort Donelson National Military Park shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), entitled "An Act to establish a National Park Service, and for other purposes," as amended.

August 30, 1937

APPENDIX E

86th CONGRESS
1st Session

S. 1066

AN ACT

To revise the boundaries and change the name of Fort Donelson National Military Park, and for other purposes.

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled,
That in furtherance of the purposes of the Act of March 26, 1928 (45 Stat. 367), and to facilitate an appropriate observance of the one hundredth anniversary of the Battle of Fort Donelson, the Secretary of the Interior is authorized to designate for addition to the present Fort Donelson National Military Park such lands and interests in lands adjacent to said park as in his discretion are necessary to preserve and interpret this historic battleground, including the nearby historic Surrender House and the land upon which it is situated on Spring Street in the town of Dover, Tennessee: Provided, That the total area commemorating the Battle of Fort Donelson shall not exceed six hundred acres.

SEC. 2. Within the area so designated the Secretary is authorized to acquire non-Federal lands and interests in lands by purchase, donation, with donated funds or in such other manner and by such means as he may deem to be in the public interest, except that the Surrender House and land upon which it is situated shall be acquired only by donation or with donated funds. Administrative jurisdiction and control over lands administered by the Corps of Engineers, Department of the Army, above contour elevation 369 and which, under authority of section 1 of this Act, are designated for inclusion in the park shall upon agreement of the administering agency be transferred to the Secretary of the Interior, without a transfer of funds.

SEC. 3. There is hereby authorized to be appropriated the sum of not to exceed \$226,000 for the purpose of acquiring lands, interests in lands, and improvements thereon as may be necessary for carrying out this Act.

SEC. 4. Upon acquisition of the additional lands, pursuant to authority contained in this Act, the Fort Donelson National

Military Park shall be redesignated as the Fort Donelson National Battlefield by publication of notice thereof in the Federal Register, whereupon any remaining balance of funds appropriated for purposes of said park shall be available for the purposes of the Fort Donelson National Battlefield.

SEC. 5. The administration, protection, and development of the Fort Donelson National Battlefield shall be exercised by the Secretary of the Interior in accordance with the provisions of the Act of August 25, 1916, (39 Stat. 535), entitled "An Act to establish a National Park Service, and for other purposes," as amended.

September 8, 1960

APPENDIX F

TRACTS ACQUIRED FOR FORT DONELSON
NATIONAL MILITARY PARK

By the War Department

DEED	Charlie Boyd	Oct. 14, 1930	0.40 acres
"	Colored M.E. Church	Oct. 18, 1930	0.05
"	Roger Coulter et ux.	Oct 14, 1930	18.90
"	J. Barney Cockarell et ux.	Dec. 10, 1930	16.40
Decree, U.S. District Court for Middle Ten- nessee District			
Decree of same	Earl Dudley et al.	June 18, 1932	0.22
DEED	Walter Earhart et al.	June 14, 1932	6.30
"	Overton Ervin et ux.	Oct. 14, 1930	0.22
"	Connie J. Eurton	Jan. 24, 1931	1.80
"	S. C. Folks et ux.	Oct. 14, 1930	1.76
"	Charlie Gentry et ux	Oct. 14, 1930	2.41
Decree	Mary Gentry et al.	Oct. 21, 1932	0.20
DEED	J. Alex Halliday et ux	Oct. 14, 1930	8.60
"	W. S. Herndon et ux	Dec. 3, 1930	1.10
"	C. A. Kelley	Oct. 14, 1930	4.50
"	P.L. Lancaster et ux	Mar. 7, 1931	4.30
"	Noah Miller et ux	Oct. 14, 1930	8.20
"	Hugh Mockabee et ux	Oct. 14, 1930	0.70
"	Robert Mockabee et ux	Oct. 14, 1930	0.30
"	Roy Mockabee et ux	Oct. 14, 1930	0.40
"	George Nealy et ux	Oct. 14, 1930	0.14
Decree	Nannie Scarborough et al	Oct. 18, 1932	0.70
DEED	Jo H. Shemwell et ux	Oct. 14, 1930	0.144
Decree	Emma Skinner et al	June 14, 1932	0.22
"	Emma Skinner et al	June 19, 1932	0.88
DEED	N. F. Sykes et ux	Oct. 14, 1930	0.10
"	N.F. Sykes et ux	Mar. 5, 1931	13.10
"	Therese Thomas	Oct. 14, 1930	0.72

By the Department of the Interior (excluding former War Department property transferred to Park by Act of Congress, August 30, 1937)

As of January 1, 1966

DEED DONATION	George A. Griggs "Surrender House" (Dover Hotel) from Trustees, Fort Donel- son House Historical Association	January 26, 1960 January 10, 1961	16.30 acres
DEED	Elizabeth Herndon	July 18, 1962	12.50
"	Russell P. Whaley	July 18, 1962	0.70
"	T.R. Bingham et ux	November 10, 1962	8.40
"	Ray Whitford et ux	November 8, 1962	1.40
"	Grady Byrd et ux	November 15, 1962	1.97
"	Max Herndon et ux	May 5, 1962	1.40
Condemnation	Howard Nolin et ux	March 4, 1963	2.76
"	Frank H. Stone et al	March 26, 1963	21.53
"	Noel Nolin et ux	March 25, 1963	0.23
"	Robert C. Williams et al	March 14, 1963	2.32
"	Russell Whaley et al	March 14, 1963	0.46
"	Jesse Wright Jr. et ux	March 25, 1963	0.71
DEED	Marshall Earhart et ux	April 13, 1963	4.20
"	Freeman Earhart et ux	March 9, 1963	0.62
"	Noah Miller et ux	March 5, 1963	17.65
Condemnation	Robert Williams et ux	March 4, 1965	0.71

PLATE 1.
Lodge at the National Cemetery, built ca. 1885.
RG 79.

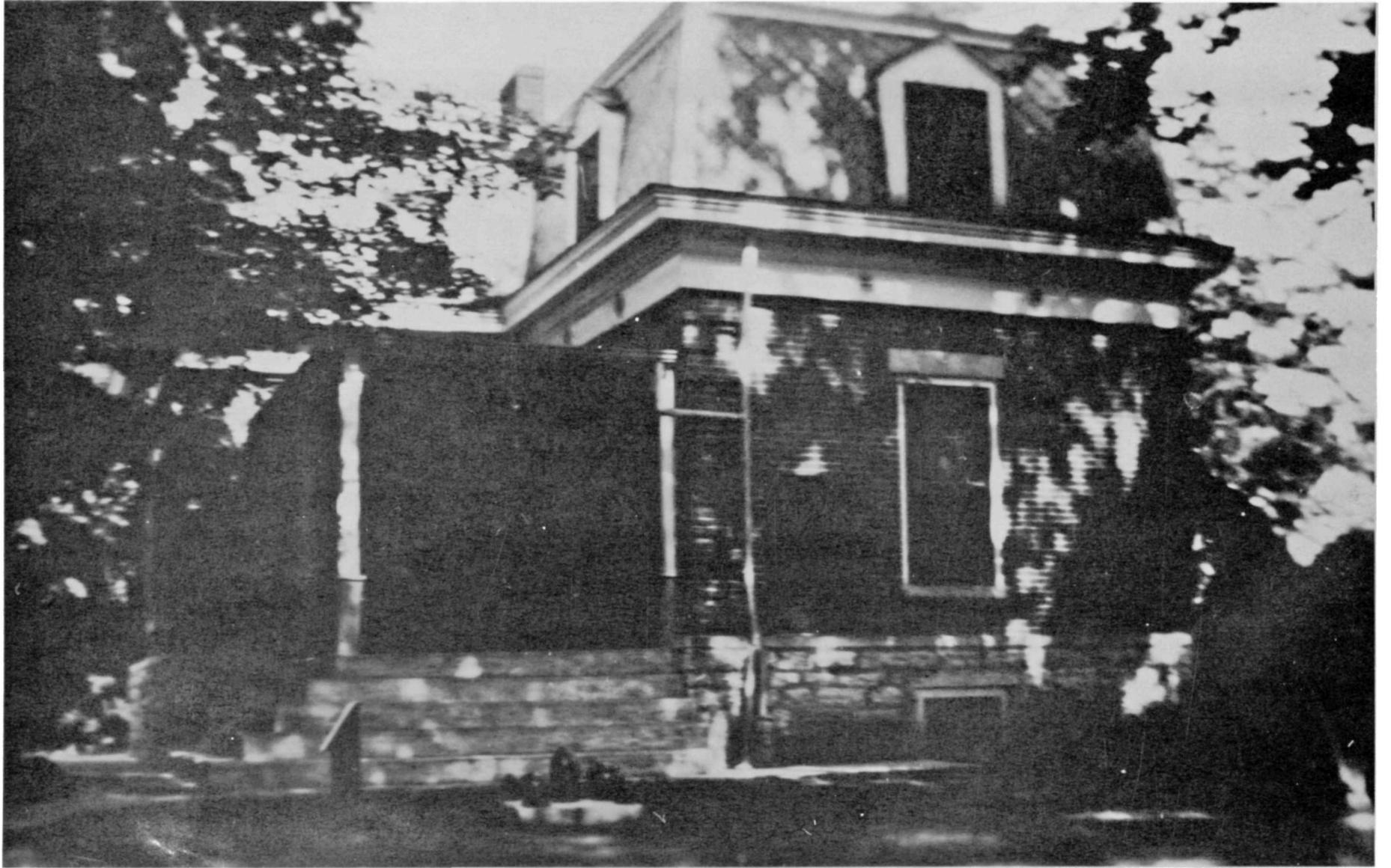


PLATE 2

Rostrum in National Cemetery, built ca. 1890.

Torn down 1941.

RG 79

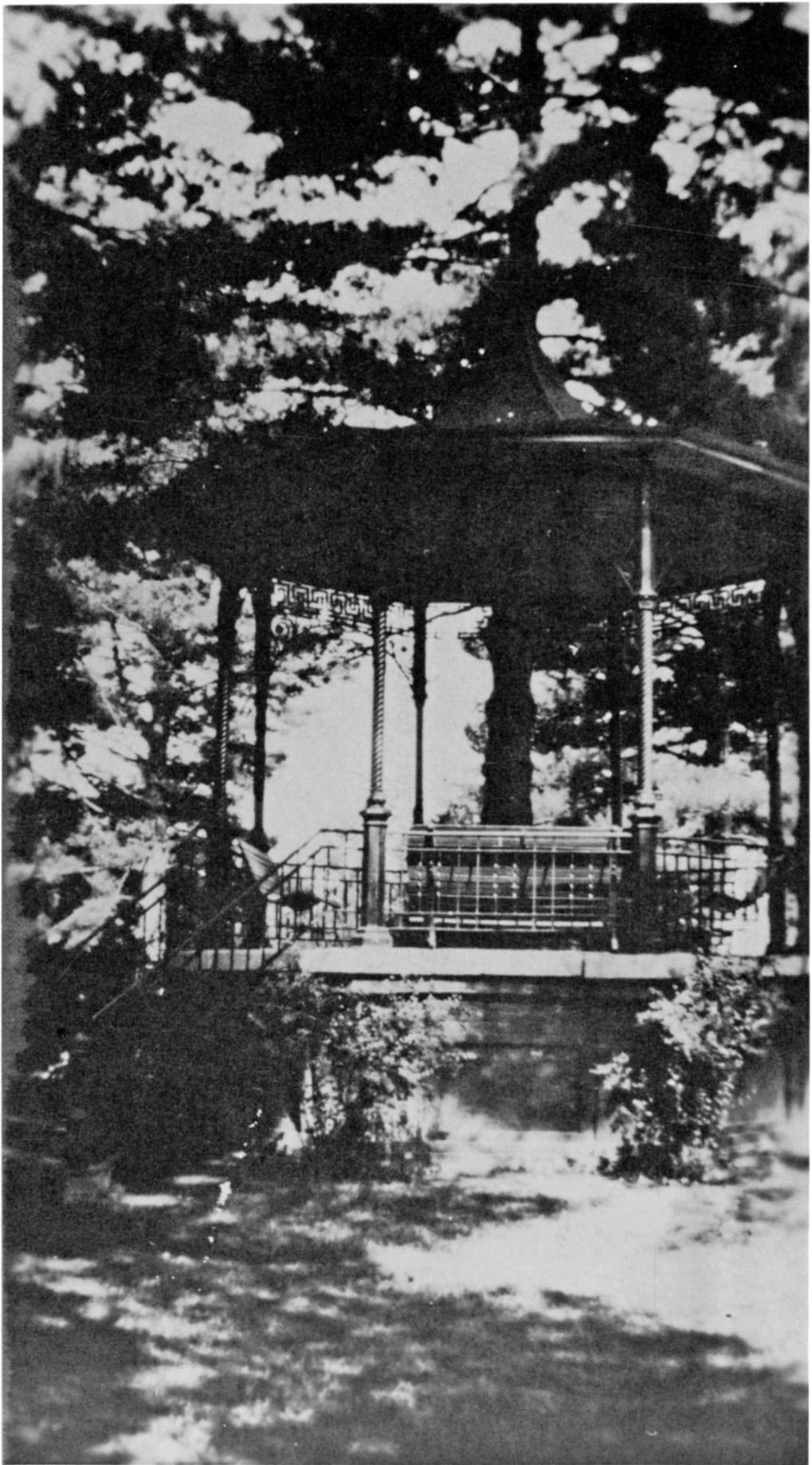


PLATE 3
Acquisition map, Fort Donelson National
Park Commission, 1928. RG 79.

TRACTS TO BE ACQUIRED

Tract No.	Owner	Acres
1	Walter Easton et al	6.0
	Newton A. Lewis	
2	Nelson A. Sykes	0.1
3	Robert Graham	16.0
4	Noah Miller	6.0
5	James A. Halliday	12.0
6	C. A. Keiley	5.0
7	Jo Henry Shammell	0.3
8	Charles Gentry	2.0
9	Poy Mockabee	0.3
10	Emma Skinner	0.3
11	Leroy Thomas	0.3
12	Emma Skinner	0.3
13	Eari Dudley	0.1
14	George Nealey	0.1
15	Y. D. Payne	0.2
16	Sam Vinson Estate	0.1
17	Ory Ervin	0.2
18	Hugh Mockabee	0.2
19	Robert Mockabee	0.1
20	S. C. Folk	2.0
21	Nelson A. Sykes	12.0
22	Roger Coulter	10.0
	* Charles Gentry, Adm.	

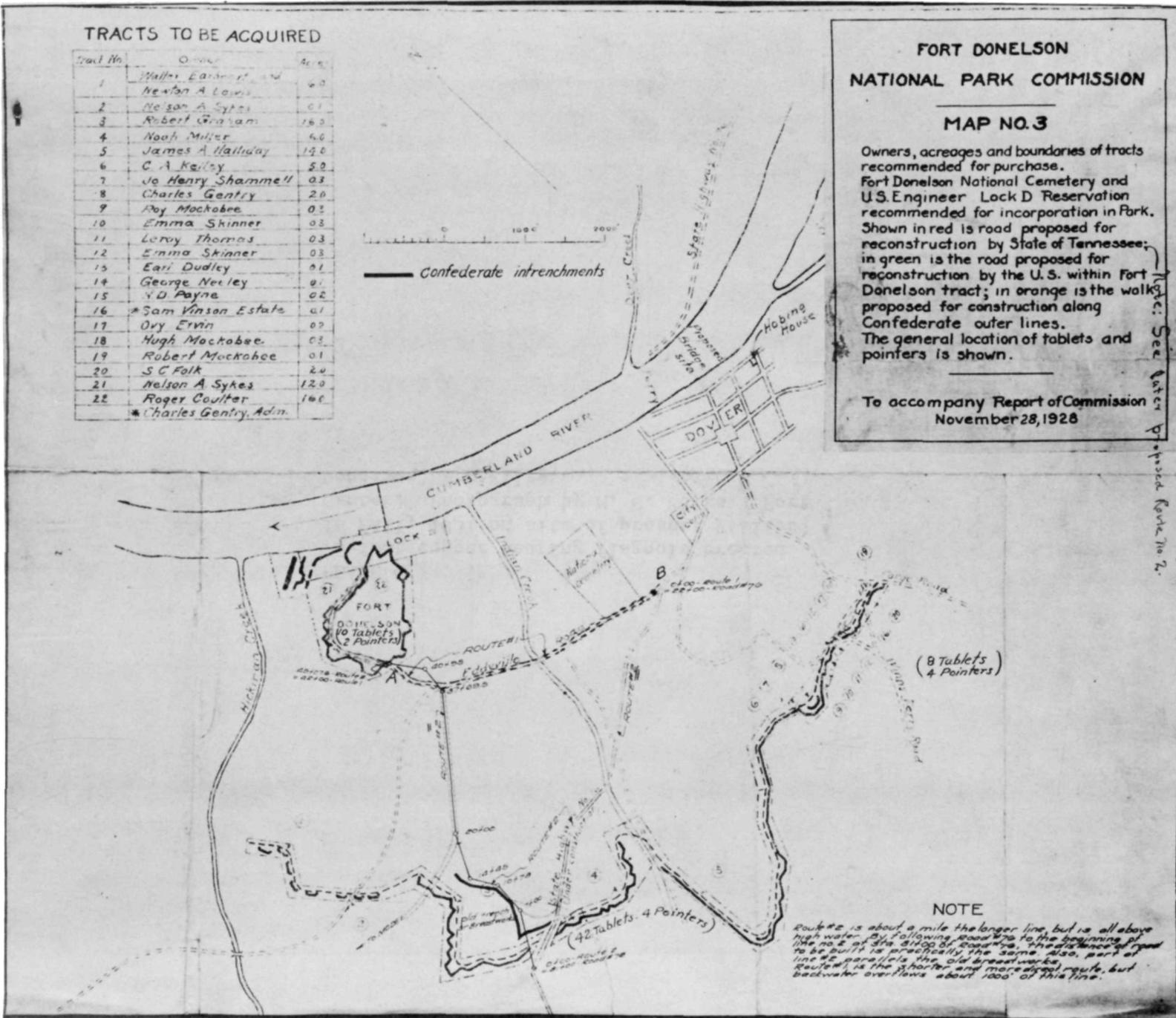
FORT DONELSON NATIONAL PARK COMMISSION

MAP NO. 3

Owners, acreages and boundaries of tracts recommended for purchase. Fort Donelson National Cemetery and U.S. Engineer Lock D Reservation recommended for incorporation in Park. Shown in red is road proposed for reconstruction by State of Tennessee; in green is the road proposed for reconstruction by the U.S. within Fort Donelson tract; in orange is the walk proposed for construction along Confederate outer lines. The general location of tablets and pointers is shown.

To accompany Report of Commission
November 28, 1928

Note: See later Proposed Route No. 2.



NOTE

Route #2 is about a mile the longer line, but is all above high water - by following road #7 to the beginning of the #2 at the bridge. The distance of road to be built is practically the same also, part of line #2 parallels the old breast works. Route #1 is the shorter and more direct route, but backwater overflows about 100' of this line.

PLATE 4

75-foot copper bearing flagpole erected
in Fall, 1931 on site of present Visitor
Center. Photograph by M. C. Folks. Fort
Donelson Park Files.

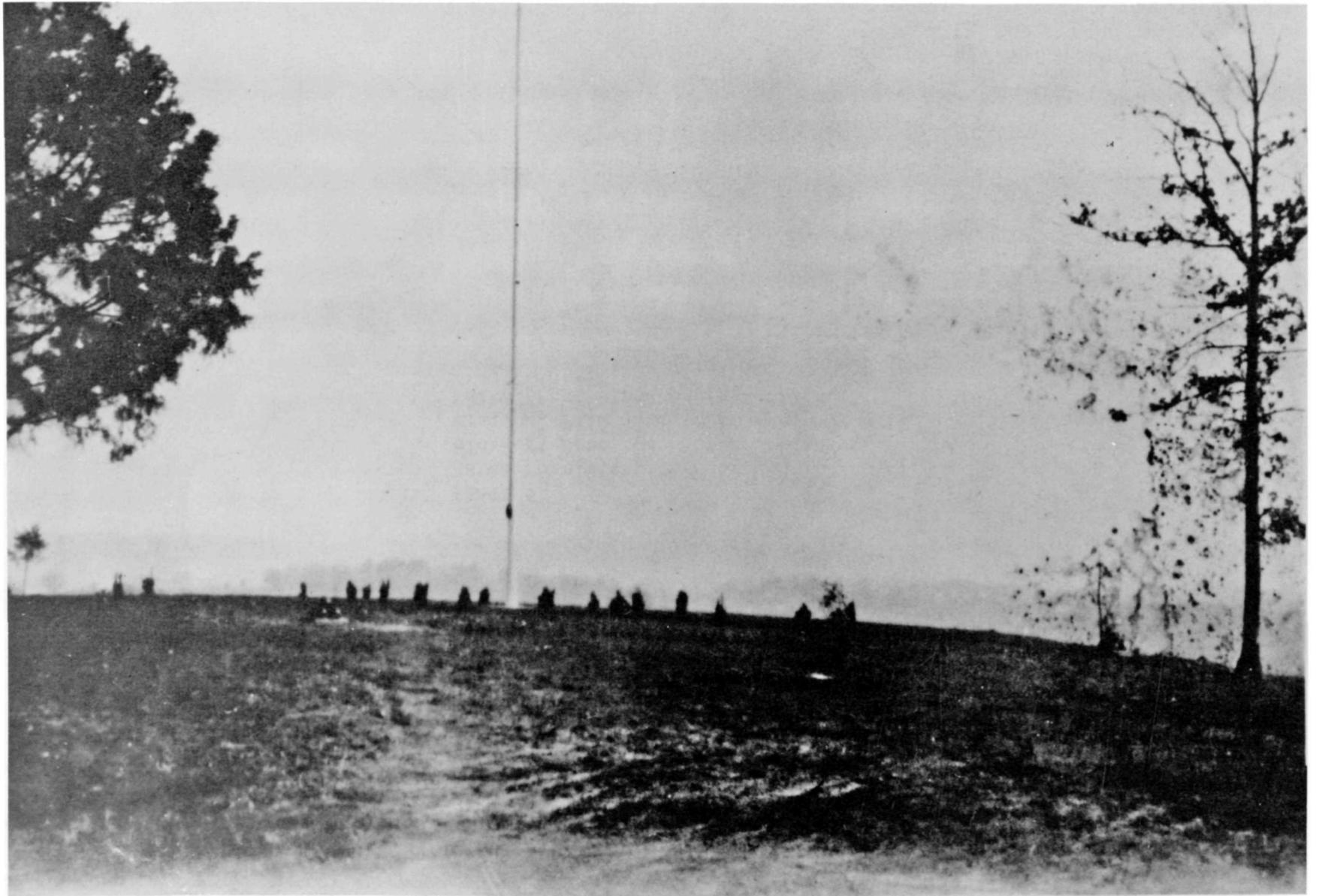


PLATE 5

"Star Fortifications" or "The Bowl" of
old Fort Donelson. Note sparse veg-
etation. Fall 1931. Photograph by M. C.
Folks. Fort Donelson Park Files.



PLATE 6

Limestone columns at Park entrance. Flagpole
and newly graveled road. Spring 1932. Photo-
graph by M. C. Folks. Fort Donelson Park Files.



PLATE 7

Construction of new approach road through Park from Fort to Highway 76. Note old Road veering off to right. Autumn, 1931. Photograph by M. C. Folks. Fort Donelson Park Files.



PLATE 8
Toolhouse and Stables
ca. 1935, NA RG 79.

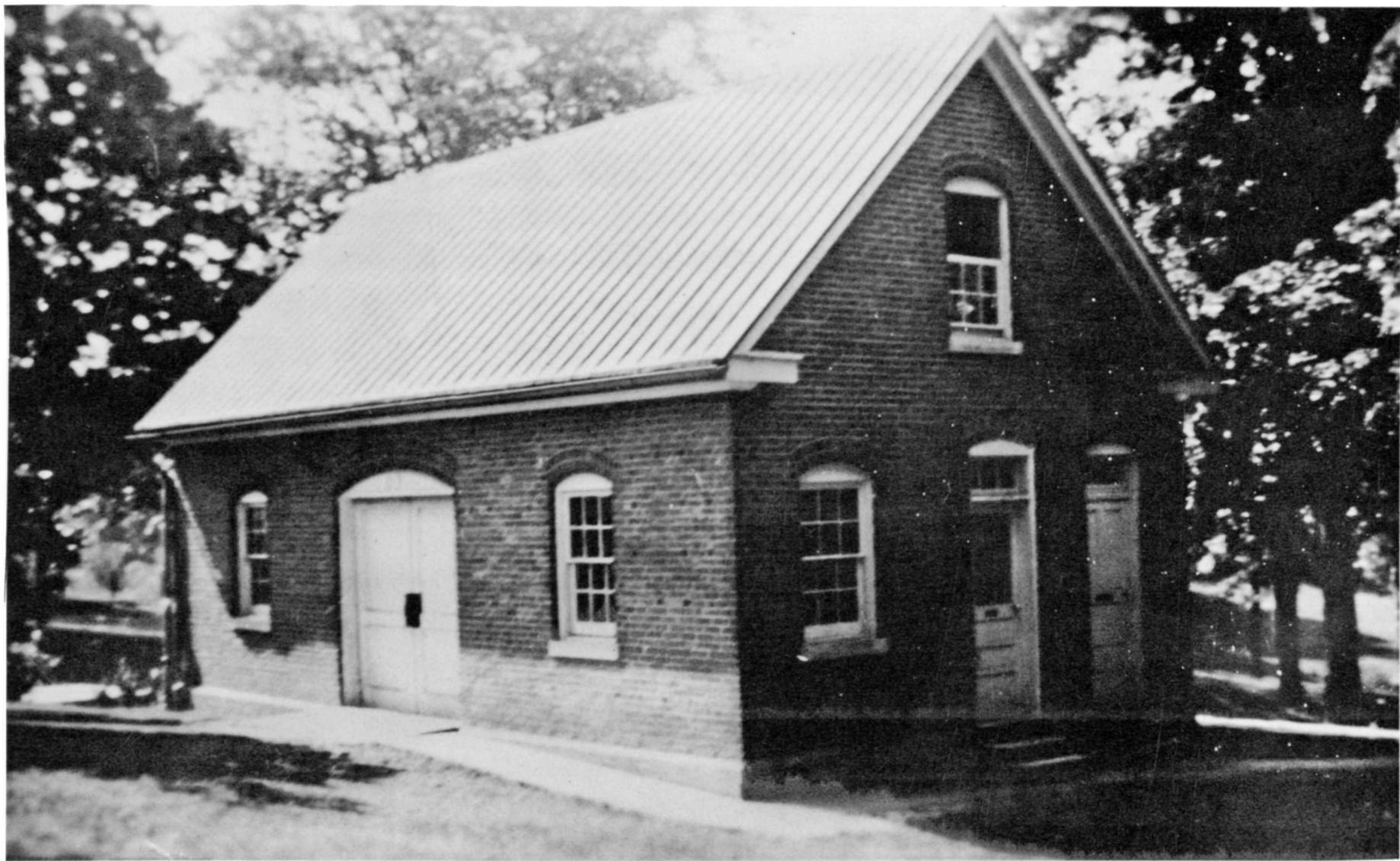


PLATE 9
Section of rifle-pits near Fort.
NA RG 79.



PLATE 10
UDC Confederate Monument.
NA RG 79



PLATE 11

The Visitor Center, completed February, 1962.
Files, Fort Donelson National Military Park.



PLATE 12

Metallic photographic pointer on the observation deck
of the Visitor Center. Files, Fort Donelson National
Military Park.

Fort Donelson, 0.7 Mile



PLATE 13

Outdoor audio-visual interpretive device
at Upper Water Battery.

Fort Donelson National Military Park Files.



PLATE 14

Erection of the Texas Monument, August 14, 1963.
Files, Fort Donelson National Military Park.



